



**ASSESSMENT OF IMPACT AT THE LOCAL LEVEL AND
DISSEMINATION OF RESULTS OF COMMUNITY
DEVELOPMENT PROJECTS**

FINAL EVALUATION REPORT

of

Roma Grant Scheme Projects

**Funded under the Phare Programme 2002/000-586.01.02 “Support for
the National Strategy to Improve Roma Conditions”**

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***human dynamics* KG**



IN ASSOCIATION WITH:

European Academy of Bozen / Bolzano



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Foundation Partners for Local Development



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Production

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Executive Summary

1. Introduction and Outline of Methodology

This report presents the results of the Final Impact Evaluation carried out by Human Dynamics in the framework of the PHARE project “Assessment of Impact at the Local Level and Dissemination of Results of Community Development Projects” (R02003/005-51.03.03.02). The evaluation is a continuation of the Interim Evaluation, which was carried out in the framework of the project “Support to the National Strategy to Improve Roma Conditions – Training Component” (RO 2002/000-586.01.02: Europe Aid/ 114833 /D/SV/RO). 17 local projects being implemented under the Grant Scheme (GS) – the second component of the PHARE project above, managed by the Resource Centre for Roma Communities (RCRC) are the subject of the evaluation.

The “Support To The National Strategy To Improve Roma Conditions” project was launched under the PHARE 2002 programme, the purpose of the project being to support the development of equitable and sustainable partnerships of Roma communities and public institutions at local and county level in the field of community and economic development and to ensure improved access to health services. The two components of the project were as noted above: an Institution Building and Training component, and an Investment Support (Grant Scheme) programme. Under the Institution Building component over 500 persons were trained before and during the investment phase. Support was provided to partnerships at the local level to strengthen capacity to implement local development projects and enhance the skills and abilities of members of the partnerships.

The late start of the project made for time constraints in both components. The original intention of training Roma experts at county level who would then carry out the training of experts at the municipality level could not be followed due to lack of time prior to the start of the Grant Scheme. The increase in facilitation expertise of the Roma experts at the local authority level was accordingly affected. Another constraint linked to the above is that PHARE projects of 2 years do not allow for a full process of community development and facilitation, which normally might be three years long. For this reason the project might be seen as the start of this process and there remains work to do. The objective of the current PHARE project “Assessment Of Impact At The Local Level And Dissemination Of Results Of Community Development Projects” is “to complete the evaluation of Grant Scheme projects started under the project “Support to the National Strategy to Improve Roma Conditions”, to assemble a report on the impact of these projects and to disseminate the results of that evaluation, the lessons and the good practice examples learnt during the implementation of the Grant Scheme projects”.

The aim of the evaluation is to measure the effectiveness and the impact at the local level of a representative number of projects (17) from all domains of the GS and to provide recommendations for improving methodologies for each type of project.

The **approaches and methods** of the evaluation included five **criteria** for analysis and assessment of the projects: relevance, efficiency, effectiveness, impact and sustainability.

The evaluation was effected through an in-depth analysis of 17 selected projects covering all the GS domains: Health, Vocational Training and Income Generation, Small Infrastructure and Social Housing. Social anthropology methods were used for conducting field surveys, relying on direct contact and informal conversations with the project participants and local stakeholders instead of gathering indirect information through questionnaires. A pattern of opinions, attitudes and ideas expressed by people involved is found from comparing findings from a series of field visits in the same location, thereby providing an idea of the dynamics of change at the local level. The information was gathered through meetings and group discussions with the project teams, partners, the Initiative Groups and through formal and informal spontaneous community meetings. Desk research of project applications and documents was carried out as well. The evaluation process analyzed the logical links between activities, direct results, benefits for the target group and project impacts as per the logical framework method.

The evaluation was conducted in three phases: initial (March–June 2005), interim (September – October 2005) and final (December 2005 – March 2006); in addition, information on the achievements of the evaluated projects has been updated to the end of April and included in this report. The evaluation was carried out by Ralitzia Sechkova with a team of 7 researchers, involved in 12 of the field surveys (Gelu Duminica, Andrei Constantin, Irinel Stefan; Laura Marin, Cristian Hetea; Istvan Haller and Sergiu Constantin). Brigitte Mihok led the initial evaluation phase.

The **Executive Summary** only outlines the key topics, findings and conclusions of the main report. All the analysis, arguments, explanations, and the detailed justification of the emerging good practices and lessons learnt, conclusions and recommendations are presented in the main report. The analysis covers the achievements in 17 evaluated projects with a special focus on the processes of change that have started inside target communities as a result of the project intervention. The paragraph numbers of the Executive Summary correspond exactly to the numbers of the chapters and paragraphs of the main report. Fuller details about the benefits achieved and the impact of the evaluated projects are given in the main report in respective chapters and paragraphs.

2. Context and Background of Projects

2.1. Character of Target Roma Communities

The 17 evaluated projects provide examples of intervention in 4 main cities, 3 larger and 10 smaller municipalities. The percentage of rural to urban Roma communities included in the projects is close to the average percentage in Romania. The target communities of these projects also provide a large variety of Roma sub-groups, levels of poverty, levels of integration and isolation, which provides a good basis from which to distinguish appropriate approaches in different situations. The target Roma communities are poor with a high level of unemployment and a shortage of income sources other than social benefits.

2.2. Scope of the Projects

5 projects were evaluated in the **Health domain** (out of 17 GS funded projects): Chiojdeni, Movila Miresii, Targu Mures, Baia Mare and Bumbesti Jiu. Evaluated Health projects addressed similar needs and problems and proposed similar solutions: the creation of a medical point; the training and hiring of health mediators; sanitary, vaccination and health promotion campaigns.

7 projects were evaluated in the domain of **Vocational Training and Income Generation** (out of 34 GS funded projects): Filipestii de Targ, Campina, Cojasca, Racaciuni, Tandarei, Turda and Salistea Deal. The main package of activities included vocational training, construction and equipping of a workshop, hiring a number of trained Roma, starting up production and the creation of a Roma Association able to become owner of the business and to re-invest the profit in non-profit initiatives for community development.

5 projects were evaluated in the domain of **Small Infrastructure and Social Housing** (out of 14 funded GS funded projects). The projects covered almost all sub-domains: electricity supply (Sanmartin), water supply (Targoviste), road rehabilitation and rainwater drainage (Jibou) and the construction of a small bridge (Ciorogarla), social housing (Arad).

Crosscutting issues: In accordance with the overall aims of the GS the selected projects included intervention designed to create of Roma NGOs (planned in 10 of the evaluated projects) and to strengthen the partnerships created for the projects which included local authorities, Roma communities, NGOs and other local and county institutions.

Implementing organizations included the main applicants and contract beneficiaries for the selected GS projects which were municipalities¹, local councils and other public institutions. NGOs and other institutions were involved as project partners. Also all these projects included Initiative Groups formed by representatives of beneficiary Roma communities as required by the GS Guidelines for Applications.

3. Project Relevance

In this impact assessment the analysis of the relevance of the evaluated projects was carried out during the implementation and concluding stages of the projects and focused on the design of projects as implemented and not on the written project applications. It covered three groups of criteria: a. Community needs; b. Involvement of Roma; c. Local policy trends. A detailed presentation of findings about the relevance of each project according to these groups of criteria is in the main report.

In general, most of the evaluated projects addressed real needs and priorities of the target Roma communities proposing more or less adequate solutions. Two of the projects were designed to solve part of the problem only, and not the priority one in the selected domain (Baia Mare and Jibou). There is one project focused at regional priorities with slight direct significance for Roma living conditions (Ciorogarla).

¹ The Romanian ‘primaria’ is translated in the document by ‘municipality’.

The field surveys showed that most of the evaluated projects were developed for Roma but not together with the Roma communities. The relevance of evaluated projects became apparent during project implementation; in a number of cases it was not clearly presented in project applications.

4. Assessment of Project Effectiveness

4.1. Direct Results Achieved (Aspects of Efficiency)

Most of the evaluated projects succeeded in carrying out the key activities and in achieving the direct results expected. All visited projects met difficulties in keeping to schedule. No project started activities on time because of the delay of the first instalment of the grant (most of the main applicants were not prepared to pre-finance the start up of large-scale activities). Later, the evaluated projects suffered long delays due to tender procedures, the time needed for technical documentation and permits for construction and other factors, including difficulties in meeting the requirements of PHARE which often demanded a re-launch of tenders. *Force majeure* affected one project (Campina). 11 of the 17 projects were completed according to their time plan and 6 projects were extended by 2 to 5 months. In general the evaluated Income Generation and Small Infrastructure projects needed more time than those in the domain of Health. 4 projects were not completed by the end of the extended period: however, 2 of them had to solve problems with the transfer of ownership of the assets (Campina and Filipestii de Targ) and this has now been done, and the construction of the social houses in Arad is likely to be completed in the coming weeks. The project in Ciorogarla, after long delays, now has only some minor work to do to complete the construction of a bridge.

4.2. Benefits achieved by the projects

Healthcare

In general, the evaluated Health projects achieved the expected benefits for the target group. The main ones were as follows:

- 5 Medical Points were constructed or renovated. In Targu Mures, Bumbesti Jiu and Lunci village the Medical Points started to function as new cabinets of family doctors; in Movila Miresii it is used for medical services and health promotion campaigns. In these locations the medical services provided by the family doctors were increased. In Baia Mare the Roma Medical Point, opened inside the hospital, was used only as a cabinet for health mediators;
- The involvement of health mediators was the key benefit for the Roma communities. In 4 health projects it was planned to train 37 health mediators. In fact 54 Roma women were trained, of whom 33 obtained diplomas and the others – participatory certificates. During the projects' implementation 25 trained health mediators (of whom 20 were hired and 5 were volunteers), provided services to Roma communities and support in their communication with family doctors and the healthcare system. In Bumbesti Jiu there was no training but the Roma community benefited from the services of an experienced health mediator working in Targu Jiu and a Roma nurse hired in the village;

- Health promotion, information and vaccination campaigns were implemented in all evaluated projects;
- Registration with family doctors was an expected benefit for the Roma, but evaluated projects achieved only limited results: in some locations most of the Roma already had family doctors, in other there were difficulties in issuing identity cards to the target beneficiaries.

Income Generation

The new businesses are still at the very start of their production activities, generating income for the Roma communities. The construction of the workshops has been completed in all 7 projects. Four of the workshops (Racaciuni, Turda, Tandarei and Salistea Deal) are already functioning; one is expected to start soon (Cojasca); the other 2 projects (Campina and Filipestii de Targ) recently completed the transfer of ownership procedures, hired workers and are preparing to start production.

The transformation of the constructed workshops into a benefit for the Roma community also depends on the creation of appropriate organizational structures for ensuring community participation in decision-making and the development and acceptance of procedures to ensure transparency and community control of the income generation activities. So far this has been effected successfully in 3 projects and the process is on going in the other evaluated projects.

5 new Roma community associations were created with the task of managing and controlling the business and reinvesting the profit in community development initiatives. The other 2 projects (Campina and Tandarei) took measures to widen the community support for existing local Roma NGOs, incorporating members of the Initiative Groups in these organizations. The main applicants have now all transferred the ownership of the workshop to these community NGOs, according to GS requirements. In conclusion, favourable conditions for income generation were created in the evaluated projects, with a potential for development and generating income depending on the capacity of the community for business management and market promotion of the services or the production.

The evaluated projects made considerable progress in the field of vocational training. Results achieved exceeded the planning: about 330-340 Roma were included in professional qualification courses and a total of 304 unemployed Roma obtained certificates and benefited from new professional qualifications. Certificates for various professions were highly estimated by Roma as an actual opportunity to get better jobs.

In early April 2006 the functioning workshops in Turda, Racaciuni and Tandarei hired 12 Roma. 20 Roma have been hired in Campina and Filipestii de Targ and the total number of jobs for Roma, created in these 5 workshops is 32 (the initial planning in these project locations foresaw the creation of 37 new jobs for Roma). In Cojasca and Salistea Deal the jobs and income depends on orders for production.

The increase in permanent jobs for Roma on the free labour market was below the initial too optimistic expectations, shared by the local partners during the evaluation field visits, that the professional qualification would easily open access to the labour market of most Roma beneficiaries, involved in the courses. The available partial data, presented by local project teams to the evaluators, is not sufficient for a statistical

analysis, but it provides some examples. In Campina 16 beneficiaries (out of 47 that obtained certificates) found jobs shortly after the qualification courses were completed. In Turda 6 of the 19 Roma qualified in construction professions obtained authorizations and became self-employed; other trainees managed to find jobs in construction works, but some of them initially worked without labour contracts and often on job positions for unqualified workers. In March 2006 in Cojasca 25 Roma (out of 176 beneficiaries of the vocational training courses) were hired in the village and in nearby cities and 5 started working as ‘authorized persons’.

The task of finding permanent jobs for recently qualified Roma on the free labour market was difficult for the project teams. It became clear that professional qualifications had improved the chances of Roma to be hired but this did not automatically lead to an increase of permanent employment and access to income. The need of additional support and technical assistance to facilitate access to jobs for the newly qualified Roma was identified; the projects in Cojasca and Alba Iulia (also visited during the evaluation) enlarged their efforts in this direction, and in addition the project teams in Campina and Turda started to work on this. Also 29 unemployed Roma were hired in construction works and benefited from a temporary income.

Infrastructure

The key achievements of the evaluated Infrastructure projects were in providing access to basic facilities for Roma neighbourhoods: a water distribution network with individual branchings to each household (Targoviste) and installing an electricity network in two Roma villages (Rontau and Haieu in the commune of Sanmartin). In Chiojdeni the health project included a component addressing the need to improve the access of Roma to the water supply in Lunci village. In April the construction of the 10 social houses in Arad was at the final stage.

Target Roma communities have yet to actually benefit from the evaluated road infrastructure projects. By the end of April 2006 the bridge in Ciorogarla had almost been built; the project in Jibou provided limited benefits for the Roma and not for the majority of the inhabitants of Caramidari neighbourhood.

4.3. The Target Group Reached by the Projects

There were differences in the extent to which evaluated projects managed to reach the planned target group and considerable variations in the number of beneficiaries reached due to the project domain and activities as much as the success of the project and the main report gives details on this (Chapter 4).

4.4. Assessment of the Partnership and Community Involvement Achieved

Character of the Project Partnership

The partnerships established in the evaluated projects are analyzed considering both the relations between the “official” partners, those that signed the project application, and also the positioning of the Roma Initiative Groups *vis-à-vis* the partnership.

According to the level of involvement, participation of the “official” partners in decision-making, mutual support and the confidence of partners in themselves as well as the partnership as a whole, the following five types of partnership were identified in these 17 projects:

- Active, balanced, mutually supportive partnerships, based on confidence and cooperation, a division of responsibilities, with all partners making a specific contribution to the project (Salistea Deal, Gisteni-Racaciuni, Movila Miresii, Chiojdeni, Poiana Turda, Targu Mures, Sanmartin, Targoviste and Cojasca);
- Active but unbalanced partnerships, where some of the partners were isolated from the decision making process (Baia Mare and Arad);
- Difficult but active partnerships, affected by problems and conflicts (Filipestii de Targ and Campina);
- Formal artificial partnerships, created for reasons of project eligibility (Bumbesti Jiu, Jibou, Ciorogarla);
- A disappointing partnership, created by differences between initial expectations and practical experience of joint action (Tandarei).

As a whole the evaluated projects achieved considerable progress in the development of the partnerships as a result of the project interventions.

Function and Role of the Initiative Group

The Roma Initiative Groups were also main actors in the evaluated projects with the task of attracting Roma community support for the projects. In this report we distinguish between ‘involvement’ and ‘participation’ of Roma communities in the process. By involvement is understood the inclusion of Roma in project activities, directly or indirectly, as target group and beneficiaries; while participation includes the elements of role awareness, a motivation to act and the will to engage in the process, all of which are essentially active in character.

The specific local situation in Roma communities, included in the evaluated projects, the levels of leadership and traditions in self-organization etc. determined a variety of Initiative Group type, which were:

- Initiative Group of “ordinary” Roma with limited leadership experience, formed by members of the target Roma community, providing an opportunity for the wider interests of the community to be represented;
- Initiative Group from several Roma neighbourhoods with strong local leadership, formed by members of several neighbourhoods, and chaired by a local Roma leader, more or less recognized by the Roma community in the commune;
- Leader dominated Initiative Group, usually formed and dominated by Roma leaders with some influence in the local community, who claimed influence on a municipal or regional level;
- Initiative Group existing only on paper, created for the eligibility purposes of the application.

As a whole, the Initiative Groups, created in conformity with the GS requirements, were an important advantage for the beneficiary Roma communities. The Initiative

Groups were the main means with which the main applicants communicated with the target Roma communities. They did not ensure the participation of Roma communities to the required extent if not facilitated and encouraged by local partners. Many of them appeared as formally appointed structures, necessary for the eligibility of the projects, and initially did not represent the ideas and wider interests of the Roma community itself. Most of the Initiative Groups played a marginal role in project identification; in some locations (like Baia Mare, Tandarei) they remained isolated during the implementation of the projects. There are good examples of visible progress in the development of the Initiative Groups (like Jibou, Movila Miresii, Salistea Deal, Racaciuni, Turda), which later fostered the consolidation of new Roma NGOs.

Positioning of Initiative Groups among Local Partners

During the implementation of the evaluated projects, the Initiative Groups found the following roles or positions alongside or with project partnerships:

- Acknowledged partner within a good partnership: Targu Mures, Salistea Deal, Racaciuni, Movila Miresii, Turda, Cojasca;
- ‘Partner of necessity’: Campina, Filipestii de Targ, Bumbesti Jiu;
- ‘Field task force’: Chiojdeni, Sanmartin;
- A role involving occasional involvement: Targoviste, Arad;
- Decorative role: Ciorogarla, Baia Mare, Jibou, Tandarei.

Consolidation of Roma Community Associations and NGOs

As a result of the projects 9 (of 10 planned) new Roma associations were created and registered. Recently the registration documents of the Association in Arad were submitted to the Court. Since the current process of consolidation of the organizations has been initiated by the local authorities, and also has been forced by the limits of time, it is much more difficult for the new associations to have a clear vision of their tasks and specific role and to overcome an attitude of dependence on the municipality. Nevertheless the new Roma NGOs undertook considerable steps forward in participation and community self-organization. *Aven Romale* initiated new practices of community decision-making in Caramidari neighbourhood (Jibou). The Roma Association Movila Miresii involved representatives of both Roma sub-groups in the village. Setting up the local associations “Alunisol Salistea Deal” and “Gisteni Roma Initiative” provoked openness and a transparent process of discussions within the communities. The new Roma NGOs in Poiana Turda, Filipestii de Targ, and Cojasca gradually enlarge their community support and self-esteem.

5. Impact Analysis

5.1. Impact on Problem Areas Addressed by the Projects

Increased Access to Healthcare and Medical Services for Roma

The long-term impact of the evaluated Health projects was evident in reducing the exclusion of Roma in isolated neighbourhoods from the healthcare system in Romania, through:

- *Bringing health services closer to Roma communities.* The investments in construction or rehabilitation of Medical Points were necessary to overcome the isolation and distance (remoteness) of Roma from medical facilities;
- *Changing attitudes of Roma to healthcare.* The involvement of the Roma health mediators has helped to open a dialogue between Roma patients and family doctors and has contributed to the building of Roma confidence in the healthcare system. The increased number of the visits to the family doctors and earlier consultations with specialists well illustrates changes in attitude of the beneficiaries. (For example, the family doctor in Movila Miresii observes an increase of visits of Roma for medical examinations with nearly 50% during the project year compared to 2004.)

Improved Economic Conditions in Roma Communities

The evaluated Income Generation projects managed to create conditions to improve Roma access to income and employment, and actual changes may be expected. Points to note are:

- **Income levels** for the Roma have not actually increased as yet to the extent expected by local partners. Since the new businesses have just started the planned increase in actual direct income for Roma families from the operating workshops remains an expectation for the future. Till now the main contribution of the evaluated projects to the improvement of income in Roma neighbourhoods has been provided by the permanent and temporary jobs obtained on the labour market;
- **Profits** for reinvestment in community development initiatives have yet to be realised. The first small funds have already been accumulated in Racaciuni;
- **Access to employment opportunities** for Roma on the labour market has improved with unemployed Roma obtaining professional qualifications. The project experience indicated that success in providing jobs for the qualified Roma depended mainly on the technical assistance, information and consultation services provided additionally to the unemployed Roma, as well as on the effectiveness of the project team mediation between the unemployed Roma and employers.

Improved Living Conditions in Roma Neighbourhoods

- *Bringing Roma neighbourhoods up to standard.* The successful facilities Infrastructure projects (Sanmartin, Targoviste) contributed to making a real change in the target Roma communities, taking a further step in the process of legalizing Roma neighbourhoods and bringing the facilities provided to their inhabitants up to the standards for the majority. The evaluated road Infrastructure projects (Jibou and Ciorogarla) have not really reduced the difference in living conditions between the Roma communities and the majority. The bridge built over Ciorogarla River relates to regional development priorities, and is expected to bring benefits in future for the whole commune, including Roma. The 10 social houses in Arad provide the opportunity to accommodate 10 Roma families to standards normal for housing, facilities and urban environment. In addition in Arad the construction of the facilities (water supply, sewerage, gas) and partial street rehabilitation, provided by the parallel infrastructure project funded by the Municipal budget, has improved the living conditions for most of the Roma inhabitants of Tarifului Street.
- *Changing Roma attitude to legalization of neighbourhoods.* The improvement of living conditions and access to standard facilities also demands a difficult change in

attitude for Roma, to accept the responsibilities resulting from the legalization of housing, for paying for facilities, for observing laws and becoming normal “bill payers”. Attitudes and changes varied in the different communities.

5.2. Wider Impact on Other Sectors and Problem Areas

Some of the evaluated GS project achievements are likely to promote, *indirectly*, considerable follow-on changes beyond the project domains in the Roma communities involved. The improvements provided, like electricity supply, create better conditions for the performance of children at school; the access to safe water improves the hygiene and healthcare. Better prophylactic healthcare and vaccinations for children helps their attendance at kindergartens and schools in the future. The potential wider effects of increased access to income and employment cover the whole range of the Roma community life, including education, housing, culture, ambitions and self-esteem, enhancing social and economic development beyond the immediate project achievements. At the same time the evaluated projects included examples of effects and benefits in problem areas outside the project domain, which were a *direct* result of the intervention, such as increased access to social assistance (in Chiojdeni and Movila Miresii), issuing identity cards, obtaining property acts for the houses of 150 Roma households in Targoviste, and the connection of 10 Roma households in Valea Rece (Targu Mures) to sewage and water infrastructure as a result of the renovation of the Medical Point.

5.3. Impact on the Self-Organization of Roma Communities

Another important area of initiating new processes is to be found in that of the crosscutting issues of the GS, focusing on Roma community self-organization and the development of partnerships. The establishing of 9 new community NGOs contributed to opening up new opportunities for participation and involvement of Roma communities. Some of the projects also helped the previously existing Roma NGOs to enlarge their community support (changes are visible in Campina and Filipestii de Targ). The new Roma NGOs need further practical training, technical assistance and facilitation to overcome the difficulties that exist for their further consolidation as sustainable and effective NGOs. Points to note are:

- *Transforming new NGOs into agents of change inside Roma communities.*

Since the processes of developing new community NGOs are at the initial stage, the potential for their future development is discussed in the main report at three levels: the NGO itself – level of consolidation; the NGO and the community – level of constituency; the NGO as a representative of the community.

- *Participation versus culture of dependency.*

Whilst small changes have started to appear in some of the communities (Racaciuni, Salistea Deal, Campina, Bumbesti Jiu) making the first steps toward a new motivation to participate, any development of a participatory, self-help approach was faced with the culture of dependency. Initially the willingness of the Roma communities to participate and take responsibility for further community change was very weak and questionable. To overcome this is a difficult process, which usually requires long-term intervention to provide practical experience and small successes of joint actions bringing improvements to the community, which encourage the gradual change in the attitude of the Roma *vis-à-vis* participation.

Newly registered and consolidated community associations emerged as a new element in Roma communities, interfering with the traditional power structures inside the Roma community and making an opportunity for a new kind of representation and mobilization of community potential, initiative and activism.

- *New democratic practices* of discussing and voting for concrete solutions were promoted in some communities (like Jibou, Salistea Deal, Movila Miresii).

5.4. Impact on Social Environment

- *Opening a new type of dialogue.* Positive changes in the attitude of Roma towards institutions were identified in the locations where Roma were actually involved in the evaluated projects. The direct contacts with local officials and intensive communication with the Municipality had a major role in opening the dialogue and breaking some of the communication barriers between Roma and public institutions (as in Sanmartin, Salistea Deal, Racaciuni, Movila Miresii, Bumbesti Jiu, Chiojdeni, Targoviste). However, difficult and conflictual partnerships of local authorities and Roma (like Campina and Filipestii de Targ) complicated the contacts: if efforts for building mutual confidence between Roma and local authorities continue then the partnership could be sustainable.
- *Changing attitude to partnerships.* It was more evident in the small rural communes that the attitude of the municipalities toward working with partners and Roma organizations did change. In the cities where there was a history of collaboration between partners of the different sectors (state and civil society) the changes are not so evident but the project experience helped increase confidence in the partnerships.

6. Project Sustainability

In general terms elements of sustainability of evaluated projects are evident in the provision of services and maintenance of the investments; the generation of income and the further consolidation of community NGOs need further facilitation and support in order to become sustainable. Details are elaborated in the main report but the main points are covered below.

The maintenance of the investments – Medical Points, workshops, equipment and devices, infrastructure facilities – has been more or less ensured.

The Medical Points continue to function providing medical consultations with family doctors in all evaluated Health projects, except for Baia Mare. The services of the health mediators have been ensured by their being hired on a long-term basis by county DSP (Baia Mare – 4 in the city and one in a small town, Bumbesti Jiu - one, and 6 health mediators were hired recently in Targu Mures), or by the municipalities (4 in Movila Miresii and another 6 health mediators trained in the project were hired in other communes in Braila and Buzau counties). A qualified nurse – Roma woman was hired by the local authorities in Tetila village. In Chiojdeni the services of the health mediators have continued - one health mediator was hired by Feed the Children Association in its new project, and the other 5 trained mediators continue to work in the framework of the 72 work hours for receiving social benefits and at the beginning of May 2006 2 of them were hired by DSP – Vrancea. The county DSP experts assumed the task of supervising the health aspects of the services provided by the health

mediators. There is still a need to develop a system for the supervision and mentoring of their community work inside Roma neighbourhoods.

The sustainability of the achievements of evaluated Income Generation projects is less evident. Racaciuni is an exception having concrete business planning and adequate management of the workshop as an effective production unit. Appropriate systems for participatory and transparent community control of the business activities were elaborated in 3 of the projects visited (Salistea Deal, Racaciuni and Campina); the process continues in another 3 projects. The field survey has shown that in one project (Tandarei) the target Roma community has been definitely excluded and the income generation activities threatens to become gradually a family business, but the Local Council is aware of this and has started to apply its mechanisms for control embodied in agreements for transfer of the ownership of the assets to the Association which represents the Roma beneficiaries. Still there is a risk for the sustainable development of the project in Tandarei.

The facilities Infrastructure projects for the Roma communities in Targoviste and Sanmartin appear to be sustainable. The Social Housing project in Arad has shown satisfactory progress in creating conditions for sustainability. The benefits for Roma neighbourhoods of the evaluated road Infrastructure projects are limited (Jibou). The sustainability of the Ciorogarla project also depends on the success of the Municipality in constructing a road on both sides of the bridge. It is a difficult task and till now no concrete funds have been allocated for this.

7. Overall Evaluation of the Projects

The selected projects have been assessed according to the evaluation criteria and the value rating of the projects was updated at the end of April 2006 according to the latest available data for the achievements of the project intervention in target locations. The overall final assessment for each evaluated project is shown below:

Value Rating (Scoring of projects)	Number of Projects	Project Domain / Project Location		
		Health	Income Generation Vocational Training	Infrastructure Social Housing
Highly satisfactory	3 projects	Chiojdeni	Racaciuni	Targoviste
Satisfactory, closer to Highly satisfactory	7 projects	Movila Miresii Bumbesti Jiu	Salistea Deal Turda Cojasca	Sanmartin Arad ²
Satisfactory	3 projects	Targu Mures	Campina ³ Filipestii de Targ	

² This will be the result when the project is completed. This is a provisional assessment based on the field survey and updated information about the project progress.

Less than satisfactory	4 projects	Baia Mare	Tandarei	Jibou Ciorogarla
Highly unsatisfactory				

There is a certain balance in project performance from the different domains; each domain provided notable examples for high levels of project effectiveness, as well as for less than satisfactory project results.

8. Findings and Conclusions

8.1. General Conclusions: the Project Achievements

High levels of effectiveness were reached by evaluated projects in Health (Chiojdeni), Income Generation (Racaciuni), and Small Infrastructure (Targoviste) projects, presenting good examples for success in each project domain. Conversely, the picture is similar for the evaluated projects achieving less than satisfactory results, examples being found in all domains: Health (Baia Mare), Income Generation (Tandarei), and Small Infrastructure (Jibou and Ciorogarla).

The major changes promoted by the evaluated projects in Roma community life and living conditions can be seen in the reduced exclusion of the Roma communities in two specific fields. Evaluated Health projects contributed to overcoming isolation from the healthcare system of the Roma ghettos and detached communities involved in the projects. Small Infrastructure projects contributed to bringing the target Roma neighbourhoods up to standard, providing access to basic facilities, equal to conditions that the majority enjoy.

The Initiative Groups were not effective enough to ensure Roma community participation, although changes have started in some locations where NGOs were involved in supporting natural community processes of consolidation and local authorities were committed.

As a whole, the evaluated projects enhanced partnerships. Progress was made in the improvement of partnerships between the sectors – state and civil society. Good practices in the effective cooperation between sectors at the local level were presented in Movila Miresii, Racaciuni, Salistea Deal, Cojasca, Chiojdeni. Newly created Roma NGOs were recognized as partners by the municipalities with whom they could collaborate in solving Roma problems. Although patronized as the “smaller brother” in the partnerships, the new NGOs were able to establish stronger positions than the Initiative Groups had at the start-up of the evaluated projects.

³ The value rating of the delayed projects in Campina and Filipestii de Targ has been revised since the municipalities and local Roma associations managed to overcome the difficulties in finding a solution for the transfer of the ownership of the workshops and are ready to start production.

8.2. The Project Domains

Health promotion and vaccination campaign results indicate that effectiveness depended primarily on personal contacts, visits and door-to-door approaches to Roma families.

Improving access to employment opportunities for Roma communities was addressed by two types of support for unemployed Roma: hiring workers for the workshops created, and assisting qualified Roma to find jobs on the free labour market. Up to now the results in absolute numbers are more visible in accessing jobs for qualified Roma on the labour market because not all workshops have reached their expected production capacity yet.

The complexity of Social Housing programmes for Roma communities requires the attraction of wider institutional and community support, flexibility and a participatory approach to the selection of the beneficiaries, all of which is not necessarily required for “ordinary” social housing initiatives. Often Roma families in real need do not fit the standard criteria for the provision of houses by the municipality. Existing illegal dwellings create additional complications. Additionally social housing programmes for Roma highlight the dilemma of creating a new modern ghetto or aiming for the desegregation of the Roma communities.

8.3. Some Issues Regarding the Programme Design

The relevance of evaluated road Infrastructure projects to a Roma focused GS came to be a difficult issue for local partners, showing a poor understanding or intention to “tailor” regional infrastructure projects with a Roma focused policy or programme. Road infrastructure projects need to be assessed through particular criteria to ensure that the investment really supports the integration process, reducing the differential in living conditions between the isolated Roma community and the majority.

Evaluated infrastructure projects, providing access to basic utilities have a clear link with integration oriented GS. In the long-term such projects reduce the differences in living conditions between the majority and Roma, bringing Roma neighbourhoods up to the standard available for the majority.

The consolidation of community organizations and the facilitation of the process of self-organization of excluded groups require specific skills and capacity as well as a civic attitude and vision. It is an unusual and a difficult task for public institutions and local governments. The top-down approach to community consolidation creates difficulties and risks. These were reduced if the main applicant was open to outside support, provided by NGO partners or experts with an NGO background and practical experience. They were also reduced if there was a readiness to rely on the natural process of community self-organization and identification of the natural leaders with a minimum of interference in that process. The evaluated projects presented good examples of success in starting up self-organization processes inside Roma communities, especially considering the time constraints of the GS: the projects had one year only, but the consolidation of community organizations require multi-annual planning for long-term intervention.

Creating sustainable employment opportunities for Roma communities require complex programmes, aimed at the integration of unemployed Roma in the labour market. Specific measures need to be focused on three areas: professional qualification;

adaptation of the working environment so that it is favourable for Roma excluded groups; and the adaptation of persons from those groups so they keep or maintain their job. Some of these measures were included in the visited projects and contributed to better results (Alba Iulia and Cojasca projects).

GS management issues discussed in the main report include appropriate project duration; local project management capacity; applicants' financial contribution; delays and difficulties due to PHARE tender procedures.

8.4. Good Practices

Partnerships based on mutual understanding and confidence between the local authorities, experienced partner NGOs and disadvantaged communities were developed in Salistea Deal, Racaciuni. The role of the local community associations gradually increased after gaining more experience, skills and self-reliance.

Adopting a proactive approach to excluded groups: the experience in 3 locations (Targu Mures, Chiojdeni and Movila Miresii) proved that a *proactive* approach of the health mediators to Roma communities gave better results.

The multi-functional role of the health mediators in Movila Miresii and Chiojdeni. Acting as community mediators, the health mediators facilitated communication between Roma community and all institutions, provided social consultations and information, and assisted Roma in keeping their social benefits.

Successful training practices were carried out in Chiojdeni where a health mediator with 3 years experience carried out a 2-day practical training on the spot with the health mediator in Lunci. In Racaciuni training and technical assistance was given by the NGO partner in the fields of business planning and management as well as in development of civil organisations.

8.5. Lessons Learnt

Assistance for newly registered Roma organizations: the further consolidation of the new Roma NGOs depends on the continuity of mentoring, capacity building and facilitation of the process, carried out by experienced NGOs. Without long-term support and capacity building the emerging Roma associations could easily fade away. The partnership with the local and central authorities also is important.

“Hurry slowly”: the initiation of a community NGO should follow the natural consolidation process of internal community self-organization. Forcing this process may damage the motivation of participants and emerging feelings of belonging to a group, united by common interests and aims.

Humanitarian aid – the risks of distribution: projects focused at development should be very careful in applying humanitarian type activities. Using this approach should only be included as a support element to the more profound community work.

Flexibility and finding alternative solutions should be encouraged amongst local partners, to avoid them passively allowing external factors to dominate the schedule of activities.

Keeping the beneficiaries informed about the project, including the difficulties encountered, helps the project avoid the risk of losing the confidence and support of the disadvantaged community.

Granting funds and participation: with particular regard to Income Generation projects, it can be motivating to get beneficiaries to contribute small amounts for concrete requirements of the business. This will help build a sense of responsibility and ownership of the initiative. (For example, in Salistea Deal project funds were not provided to cover the taxes for registration of the car to the new owner. The members of Alunisol Salistea Association approved the option to pay the taxes with the income provided by the first contract for production of the Basketry. Another solution has been found later - the Mayor of Salistea preferred to donate the amount at his own expense and then finalize the procedures for transferring the ownership to the Association - but the community discussions on the issue stimulated the appreciation of responsibilities for the property by the beneficiaries as owners of assets.)

Need to develop business management capacity: failing to address the issue of business management at the design stage introduces a strong risk factor for the project and the business initiative.

9. Recommendations

The recommendations, based on the findings and conclusions of the evaluation, are listed in two main groups. First, general recommendations regarding the methodology and design of future Grant Schemes focused at the development of Roma communities. Second, sector recommendations for the three project domains.

9.1. General Recommendations

Concerning Programme Priorities for Development of Roma Communities

- Encourage an integrated programmes approach to the social inclusion of disadvantaged Roma communities with long term multi-annual programmes, which support bottom up community development projects;
- Encourage a bottom up approach in the formulation of and selection of GS priorities for future programme interventions specifically targeted at Roma communities through a comprehensive consultation process with Roma NGOs and Roma experts on local and national level, organized together with the National Agency for Roma (NAR);
- Consider the setting up of a body, for each programme, with consultative functions, made up of experts - Roma with expertise in the relevant field, representative NGOs and institutions – with possible tasks of support to the monitoring and provide advice in difficult projects;

- Ensure the consolidation of the Roma NGOs and associations which have been created through follow-on programmes aiming at strengthening self-organization of Roma communities. The Roma NGOs and community associations established under the GS need follow-on support in terms of capacity building programmes, based mainly on mentoring and learning-by-doing and opportunities for small initiatives (Seed Fund type programmes);
- Launch individually tailored programmes for capacity building of NGOs on how to facilitate the consolidation of community organizations. Such programmes might include training, learning-by-doing, exchange of experience, mentoring and advice;
- Support long-term projects for the facilitation of partnerships between local authorities and Roma NGOs or Initiative Groups, including mentoring and on-the-job training to increase the capacity and self-esteem of all partners involved, with a special focus on empowerment of Roma community. The intervention approach using facilitation and mentoring should be process oriented rather than results oriented;
- Include trainings in computer literacy and using the Internet in the capacity building of the activists of Roma community associations and of the community facilitators to improve their access to information and their independence from other NGOs or from the local authorities.

Eligible Applicants and Project Partners

- Allow local NGOs to implement GS projects as the lead partner and main applicant, supported by a local Roma NGO and / or Initiative Group and in partnership with local authorities, thus enlarging the role of the NGOs in the partnerships;
- Allow national non-Roma NGOs to apply as main applicant in local GS projects (if they have previous experience in the target region), in partnership with a local Roma NGO and / or Initiative Group;
- Allow national Roma NGOs to apply as main applicant in local GS projects, in partnership with a local Roma NGO and / or Initiative Group;
- Allow various options for main applicants, depending on the project domain. (For instance, Infrastructure and Social Housing projects could be implemented by public institutions in partnership with an NGO; community development programmes could be implemented by NGOs in partnership with public institutions);
- Require the establishment of a new Roma Initiative Group as a criterion for the project eligibility *only when* there is no local Roma NGO or organization in the target Roma community. Otherwise the existing local Roma NGO or community organization can participate as a main applicant and / or partner, depending on their previous experience.

Concerning the Design of GS Management

- Allow adequate time for the different kinds of projects by making a preliminary prognosis as to how much time is needed for the number of tenders and necessary documentation for different types of works like housing, roads rehabilitation, introducing water, electricity, etc. (The experience of RCRC proved that “generally,

Phare Grant Schemes were implemented for one year period, but certainly for more complex projects as the infrastructure projects with tenders for provisions of services and activities, chain delays can appear; and a partial solution for this is to allow those projects a longer period of time. However, the best solution is to plan realistic project activities, with a proper budget of the activities in order to be attractive for the applicants, the contracting to be done in time and supervising the activities etc.”)

- Investigate the use tendering companies made of the Guidelines for PHARE tender procedures which could provide proposals as to how to make the explanation of PHARE tender procedures clearer for the participating companies;
- Demand written updates of the project design (presenting clear, well-written log frames) from main applicants in the project start-up phase. Provide technical assistance to local partners if necessary;
- Require a feasibility study for all construction activities in all projects. The feasibility study might be included as an obligatory supporting document in the project application;
- Strictly monitor any commitments announced by the main applicants in the project applications to hire unemployed people from the target Roma communities when implementing construction works. (If the provision of temporary jobs for unemployed Roma in construction is seen as an advantage for project applications then commitments need to be monitored);
- Accept as a project start point the month following receipt of the first instalment of the Grant – this will avoid delays in the actual start up of the projects and allow them to follow the activity schedules;
- Require more detailed planning for the transfer of property from the main applicant to the direct beneficiaries for the different domains, including an appropriate period for completing the procedures and a solution for payment of the taxes for the transfer. (When applicable require a preliminary decision of the local council proving their willingness to transfer ownership to target beneficiaries on project completion).

9.2. Sector Recommendations

Health Projects

- Adapt the format of health promotion campaigns to Roma communities by giving priority to interactive methods and approaches instead of leaflets, including door-to-door communication within the target community;
- Get the Roma community to participate directly in the planning, preparation and implementation of the vaccination campaigns;
- Consider implementing vaccination and family planning activities in communities as separate campaigns to reduce the negative influence on vaccination provoked by existing Roma mistrust of family planning;
- Develop and provide appropriate supervision, mentoring and consultancy to health mediators, with respect to their community work including communication with disadvantaged communities and excluded groups;
- Ensure health mediators go into the neighbourhoods and maintain direct communication with isolated groups from Roma communities, the most effective

way of raising awareness of health issues and facilitating access to healthcare systems;

- Make more precise and concrete planning of interventions targeted at registration with family doctors, based on preliminary needs assessment and profile of various reasons for the exclusion of the target group from the healthcare system (such as lack of identity cards, lack of health insurance, history of discrimination, Roma not informed how to do it, etc.);
- Provide Health mediators with a job description that clarifies the coordination of their work with family doctors, time schedule and how their work is controlled.
- Continue the professional qualification of hired health mediators through practical work and with the consultancy and under the supervision of DSP experts.
- Include training in the use of new medical devices in health project planned activities, when the provision of medical devices for a local medical point is included in the project application.
- For the supply of medical equipment and devices for health projects, DSP experts (Braila County) recommended: 1) the involvement of experts during the preparation of the budget for the project application; 2) the project application should give detailed characteristics of the proposed major medical devices, supported with notes explaining the requirement for the equipment, with a description of characteristics, specifications and the quality standards required; 3) during the tendering process include experts in the evaluation committee for the supply tender – the experts could be representatives of the DSP or qualified outside experts.

Vocational Training and Income Generation Projects

- Require special measures for capacity building in business and entrepreneurship for income generation projects. These include business consulting and training for business management, on courses and on-the-job, to develop the practical skills for managing a business;
- Consider breaking Income Generation projects down into various options, such as community enterprise, workshops creating jobs, other kinds of income generating opportunities including micro-credit schemes; which could allow the involvement of the private sector in job creation. (With regard to the participation of the private sector as partners in Income Generation projects, one option could be to set the percentage of own contribution required from a business partner up to 35-45%.);
- Encourage complex programmes to re-integrate long-term unemployed Roma in the labour market, including specific measures in three areas: professional qualification; motivation of unemployed to adapt to the working environment and to keeping the job; and the creation of a non-discriminatory working environment favourable for long-term unemployed people from excluded groups;
- Require ‘Access to Employment’ projects to specify the profile of the unemployed in the location (type of qualification, profession, education); also to specify needs of and approach to the different target groups – long-term and short-term unemployed.

How To Improve Small Infrastructure and Social Housing Projects

- Encourage projects for improving Roma living conditions to follow priority needs of Roma communities within the wider context of the process of legalization and urbanization of Roma neighbourhoods (for instance, take into considering the regulation of the neighbourhoods, arrangements for the ownership of the land for Roma houses, making legal connections to utilities which are then paid for and which are up to standard);
- Combine programme interventions for the legalization of Roma neighbourhoods, involving payment for facilities and taxes, with temporary social measures to reduce social tension in the transition period. (For example, local authorities and NGOs can assist unemployed Roma in finding temporary or permanent jobs; they can mediate between disadvantaged families and facility providers to allow payment by instalment. The Municipality of Targoviste has experience of this.);
- Develop more detailed criteria for the relevance of infrastructure projects in support of Roma integration, distinguishing the requirements for road infrastructure and infrastructure investments for providing access to facilities.

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List of Acronyms

AJOFM	County Agency for Employment (Agentia Judeteana pentru Ocuparea Fortei de Munca)
BJR	Roma experts at County level
DSP	County Healthcare Directorate
CISA	Consulting, Training, Support for Entrepreneurs Association (Head office in Bacau)
EC	European Commission
GARCO	Grupul de actiune al romilor din Cojasca
GS	Grant Scheme
NGO	Non-government organization
NAR	National Agency for Roma
PIU	Project Implementation Unit
SRL	Limited Liability Company
RCRC	Resource Centre for Roma Communities

Note: the Romanian ‘primaria’ is translated in the document by ‘municipality’.

1. Introduction and Outline of Methodology

1.1. Introduction

This report presents the results of the Final Impact Evaluation carried out by Human Dynamics in the framework of the PHARE project “Assessment of Impact at the Local Level and Dissemination of Results of Community Development Projects” (R02003/005-51.03.03.02). The evaluation is a continuation of the work carried out in the framework of the PHARE 2002 Project “Support to the National Strategy to Improve Roma Conditions – Training Component” (RO 2002/000-586.01.02: Europe Aid/ 114833 /D/SV/RO) in which an Interim Evaluation report was completed.

A representative number of local projects being implemented under the Grant Scheme (GS) – the second component of the PHARE 2002 project above – were the subject of the evaluation. The projects were contracted in November and December 2004 with a planned duration of no longer than 12 months initially. The interim evaluation covered 16 GS projects. The conclusions and recommendations of the Final Evaluation are based on the findings of 17 projects following a field visit to one additional project.

The GS has been managed by the Resource Centre for Roma Communities (RCRC). The overall goal of the GS is “to strengthen and to facilitate the active participation of Roma communities into the social, educational, financial system, cultural and political life of the Romanian society and to improve the access to health services”. It includes project interventions in five domains, grouped as follows for application: Health; Vocational Training and Income Generation; Small Infrastructure and Social Housing.

The ‘Support To The National Strategy To Improve Roma Conditions’ project was launched under the Phare 2002 programme, the purpose of the project being to support the development of equitable and sustainable partnerships of Roma communities and public institutions at local and county level in the field of community and economic development and to ensure improved access to health services. The two components of the project were as noted above: an Institution Building and Training component, and an Investment Support (Grant Scheme) programme. Under the Institution Building component over 500 persons were trained before and during the investment phase. Support was provided to partnerships at the local level to strengthen capacity to implement local development projects and enhance the skills and abilities of members of the partnerships.

The late start of the project made for time constraints in both components. The original intention of training Roma experts at county level who would then carry out the training of experts at the municipality level could not be followed due to lack of time prior to the start of the Grant Scheme. The increase in facilitation expertise of the Roma experts at the local authority level was accordingly affected. Another constraint linked to the above is that PHARE projects of 2 years do not allow for a full process of community development and facilitation, which normally might be three years long. For this reason the project might be seen as the start of this process and there remains work to do.

The objective of the current PHARE project “Assessment Of Impact At The Local Level And Dissemination Of Results Of Community Development Projects” is “to complete the evaluation of Grant Scheme projects started under the project “Support to the National Strategy to Improve Roma Conditions”, to assemble a report on the impact of these projects and to disseminate the results of that evaluation, the lessons and the good practice examples learnt during the implementation of the Grant Scheme projects”.

1.2. Aim of the Evaluation

The aim of the evaluation is to measure the effectiveness and the impact at the local level of a representative number of projects (17) from all domains of the GS and to provide recommendations for improving methodologies for each type of project.

The evaluation has been conducted in three phases – initial, interim and final. The initial phase (March – June 2005) evaluated the start up of the projects and the context. The specific focus of the Interim Evaluation (September – October 2005) was to assess the relevance of the projects to the needs and opportunities of the beneficiary Roma communities; to measure the progress of the projects in achieving their objectives, direct results and benefits for the target groups; and to outline existing opportunities to ensure the sustainability of the project benefits and of the established social partnerships. The interim analysis was process oriented, identifying the stages of the project progress and delays in activities, risk factors and major difficulties and solutions at the local level.

The Final Evaluation is focused on benefits achieved, effects, long-term impact and sustainability of the evaluated projects. The final evaluation primarily considers the effectiveness and impact of the 17 projects visited, measuring the change in the development of the target communities. Aspects of the process of project identification and implementation are also considered. Based on the findings and conclusions about these 17 projects the Final Evaluation report includes sector recommendations for each domain with the aim of improving the use of GS funding in the future.

Evaluation is first and foremost a tool for development. Therefore special attention is paid to emerging good practices, lessons learnt and recommendations for the improvement of the methodology for future nation-wide programmes and GS, as well as for small-scale initiatives at the local level.

1.3. Evaluation Criteria

The evaluation uses five criteria for analysis: relevance, efficiency, effectiveness, impact and sustainability. These are the standard criteria accepted for evaluation of projects and programmes and given in the EC guidelines to evaluation procedures. A detailed list of particular topics and elements of the Evaluation Criteria, corresponding to the specifics of the evaluated GS projects, is attached at Annex A to the report. The evaluation of relevance considers how the design of the evaluated project corresponds with the real needs and opportunities of the target Roma community and the local partners. Relevance concerns the appropriateness of the project design to the problems to be solved: firstly, at the time of project identification when it is outlined in the project application; secondly, during project implementation. Efficiency analysis is confined to

a general assessment of the implemented activities and direct results achieved by the project; local management capacity; difficulties and risks that affected the implementation process.

Effectiveness and impact are judged more from the beneficiaries' perception of benefits received. The main analytical points of effectiveness are the benefits received and the target group reached by the project, as well as the improvement of skills and knowledge of the Roma community and local partners. The evaluation focuses on assessing the qualitative changes in the conditions of Roma communities which could increase the development opportunities for the community. An example of such change is an increase in the self-reliance of the community, a greater awareness and a change in attitude that may give new horizons and ambitions for development of the community. Another important indicator for qualitative change is the extent to which the difference in living standards between excluded groups and the majority is reduced.

Under the sustainability criterion the extent to which the benefits, services and partnerships are likely to continue is considered. The sustainability of the benefits depends on motivation, the increase in local capacity and skills and the lessons learnt by the Roma community and the local partners involved in the evaluated projects. In addition the success indicators developed for the GS domains were used in the in-depth evaluations of individual projects.

1.4. Selection of Projects

The representative selection of the GS projects includes 17 projects –a quarter of all projects funded under the GS. 16 of the projects were selected prior to Phase One of the evaluation and the 17th was selected in Phase Three in order to enlarge the basis for conclusions and recommendations in the vocational training domain.

The evaluated projects were selected according to six criteria:

1. Number of selected projects	17 selected projects, representing 26.2 % of the 65 initially approved and funded GS projects, and 28,8 % of the number of GS projects actually realized (6 projects were cancelled at the first stage of the GS).
2. Project domain	<ul style="list-style-type: none"> • Health – 5 out of 17 funded projects; • Income generation and vocational training – 7 out of 34 projects; • Small infrastructure and Housing – 5 out of 14 funded projects.
3. Project type	The variety of project type is ensured through a selection of projects with a different scope of activities, addressing a variety of problems in each sub-domain.
4. Partnerships	14 projects, 82% of the projects selected, appointed a partnership between the local authorities and NGOs (Roma NGO or an NGO that works and cooperates with the Roma).
5. Project area – Rural and/or urban	More than half of the selected projects (9 of the 17) are in rural areas – since 60% of the Roma population in

areas.	Romania live in rural areas.
6. Project location – Development Regions	To ensure coverage of projects throughout Romania, at least one project was selected from each Development Region.

1.5. Approaches and Methods Applied

The evaluation has been effected through an in-depth analysis of selected projects in each domain. The analysis compares results and findings from the different projects, thereby providing for an outline of common trends and essential differences in the development of the projects in their specific environments.

1.5.1. Field Survey

1.5.1.1. *Timing, completed and delayed projects*

The field survey was conducted in three stages. The Interim Evaluation was based on the results of the first stage (April – June 2005) and the second stage in September/October 2005. The Monitoring and Evaluation expert also carried out mid-term visits to projects in July/August 2005 in order to update information on project developments. The final stage of the field survey took place from December 2005 to March 2006. The additional project selected was visited in early February 2006.

It was initially planned that final field visits should take place 6 to 8 weeks after completion of each project. Some projects have been delayed and extended beyond initial planned completion dates (Campina, Targoviste, Arad, Ciorogarla and Filipestii de Targ). The projects were extended until end of February 2006 but the actual project activities continued in March and in some cases in April 2006, making a visit 6-8 weeks after project completion impossible. For that reason the deadline for final visits of the delayed projects could not be postponed beyond 15 March 2006 despite continuing activities in the field.

The delays in the implementation of some projects created challenges for the team in measuring the effect and possible impact of projects that had not yet finished their activities. The field surveys carried out in March 2006 provided some preliminary findings and prognosis about the direct results and effects of delayed projects with a special focus on the trends and the dynamics of the processes. With the delayed projects local development trends or initial change processes inside the Roma communities are the impacts that can be mentioned at this stage. The evaluated expected impacts have been taken into account in the findings and overall assessment of delayed projects and are pointed out in each specific case. The information about the achievements of the evaluated project was updated as at the end of April and included in this report.

1.5.1.2. *Field survey methods*

Social anthropology methods have been used for conducting field surveys in the 17 project locations, relying on direct contact and informal conversations with the project participants and local stakeholders instead of gathering indirect information through questionnaires. A pattern of opinions, attitudes and ideas expressed by people involved

is found from comparing findings from a series of field visits in the same location, thereby providing an idea of the dynamics of change at the local level. The information was gathered through meetings and group discussions with the project teams, partners and Initiative Groups and through formal and informal spontaneous community meetings. A lot of individual and small-group conversations were carried out with the beneficiaries and community representatives not included in projects. There were feedback meetings with the stakeholders, leaders and institutions involved (or not involved) in the project. Analysis of the project process and approaches applied discussions on questions of *why* and *how*, helped develop an understanding of the ongoing social changes; and to define the success factors and major risks for the projects. Identified good practices, lessons learnt, both positive and negative, provided the basis for adequate recommendations for future programme interventions in the location and domain, a self-learning opportunity for all stakeholders.

Semi-structured group discussions were carried out with the teams, project partners, and Roma Initiative Groups providing a good opportunity to the participants to develop their ideas, visions and their fears regarding implemented programmes. The agenda and the structure of each group discussion was set by the evaluator for each project or situation in order to cover the topics and questions to acquire the necessary information, opinions and visions.

Informal community meetings were held with beneficiaries and representatives of the target community – involved or not involved in the project. A series of smaller meetings with 12 to 15 people was preferable to one big meeting, being easier for people and more suitable for stimulating them to participate and share their opinions and visions as regards the benefits of the project, the changes, the partnership and the involvement of the community. Questions were put in a simple way corresponding to the specifics of each community, stimulating the participation of all participants; they were aimed to allow people to talk in order to get a more detailed picture of Roma opinion and visions.

Individual conversations were focused on hearing critical views, different opinions, and specific comments on project implementation, especially from critics of the project all of which people may not share during general meetings. Semi-structured interviews were carried out with some local Roma leaders for gathering qualitative information to measure the potential and level of self-organization of Roma community. These were conducted as open flexible conversations covering the related topics – aims, expectations, plans and priorities, community support, possible partners, skills and capacity of the Roma community, as well as other questions regarding community traditions, development problems and local policy and inter-ethnic relations in the region.

During the field survey special attention was paid to the observation of the non-verbal communication of the participants – behavior style, attitude, emotions expressed, the dynamics of the relationships and interaction between the project partners, participants and beneficiaries. Observation of the communication between local authorities and Roma community provided information about the mutual trust and/or tensions; the practical skills and habits of communication and the level of mutual understanding between them. These were important for the assessment of the change in communication between the Roma community and the institutions.

1.5.2. Logical Framework Method

The evaluation process analysed the logical links between activities, direct results, benefits for the target group and project impacts as per the logical framework method.

This was not to be found in evaluated projects in most cases. A review of project application documents has shown that most of the applications were far from perfect due to the limited experience of local partners in project identification and writing. The average quality of the log frames is not sufficient to reliably present the project design (direct results, effects and benefits, assumptions and risk). Often the quantitative and qualitative indicators merely replicated expected direct results. The comparative analysis of project achievements is based on actual project performance; project log frames were not helpful enough.

1.5.3. Desk Research

Desk research was carried out in preparation for the field surveys and during the report-writing period (study of the applications, presentations, leaflets, and other related documents). The evaluator teams also examined some narrative presentations of the final results made by the applicants in order to compare the self-assessment of the achieved results made by the project teams to findings in the field. Research, policy reports and other documents have also been taken into consideration.

1.5.4. Sources of Information

The information, analyzed during the evaluation process, has been acquired from:

- Participants in the implemented projects - project teams, local partners;
- Roma communities – beneficiaries and members of the target communities;
- Local stakeholders, institutions involved (and not involved) in the project;
- Central and local institutions, NGOs, BJR, and experts who had specific observations on the processes of development of human resources at the local level;
- Project documentation – applications, supporting documents to the project applications, provided by the Project Implementation Unit (PIU);
- Guidelines and information package provided to the applicants in the domains of Health; Vocational Training and Income Generation; Small Infrastructure and Social Housing;
- Information databases of the municipalities, institutions and local NGOs;
- When available the feedback and comments about projects made by other institutions or local media have been used too.

In addition, in March 2006 the draft final evaluation report was provided to the project Steering Committee and the institutions involved in the project for comment. Subsequently in April 2006 re-drafts were provided to the PIU, the EC Delegation, the National Agency for Roma and RCRC for comment.

1.5.5. Evaluator Teams

The final evaluation report has been prepared by the Monitoring and Evaluation expert Ralitzia Sechkova who was also involved in the in-depth evaluations of 5 projects and

who visited all the projects evaluated and made additional site visits to other projects (Alba Iulia). Three evaluation teams carried out 12 of the field surveys and wrote individual reports (working papers) according to a common method, structure and format. The teams were: from Impreuna Agency, including Gelu Dumina, Andrei Constantin and Irinel Stefan; Laura Marin, working together with Cristian Hetea; and Istvan Haller. Sergiu Constantin worked as an evaluator in the final phase evaluating the one additional project. Brigitte Mihok was the Monitoring and Evaluation Expert in the initial stages of the project, running the selection of projects and the initial evaluation phase.

Briefing, on-going communication, the exchange of information and visions and team discussions ensured compatibility in approaches, findings and conclusions for the 17 evaluated projects. A joint discussion on 4 February 2006 provided a chance to exchange views and ideas, compare assessments of completed projects as well as the conclusions and recommendations of the final evaluations.

2. Context and Background of Projects

2.1. Character of Target Roma Communities

It is important to understand the differences between the Roma neighbourhoods in terms of social environment and specifics of the neighbourhood so that the process of project development can be explained adequately.

2.1.1. Rural and Urban Communities

The percentage of rural to urban communities included in the projects evaluated is close to the percentage of Roma living in rural / urban areas in Romania. 9 of the selected projects have been developed in rural areas with various levels of isolation and shortage of local resources. The evaluated projects provide examples of intervention in 4 main cities, 3 larger and 10 smaller municipalities, which included communes with greater possibilities for investments (like Arad, Targoviste and Baia Mare), and others with low budgets and resources too limited for launching their own initiatives (like Chiojdeni, Ciorogarla, Cojasca).

Generally most of the projects planned to involve beneficiaries from all Roma neighbourhoods in the commune. An alternative would have been to focus benefits on one community only, thereby bringing about changes in depth. The evaluation considered the scale of the intended intervention in the Roma community in the municipality – whether it was aimed at a wider effect spread over a larger target group, or at deeper changes in one Roma community.

Seven of the selected projects were developed in settlements with one detached neighbourhood (like Salistea Deal in Salistea commune, Tetila village in Bumbesti Jiu commune, Lunci village in Chiojdeni commune, Marginenii de Jos village in Filipestii de Targ, Gisteni village in Racaciuni commune), or with Roma population spread all over the village (like Darvari village in Ciorogarla commune and Movila Miresii). Five of the projects target all Roma communities with almost equal intervention (Campina, Arad, Baia Mare, Sanmartin, and Cojasca). One project (Targu Mures) includes more Roma communities, but with a special focus on one of them (Valea Rece). Four of the projects are focused specifically on one of the existing Roma communities in the city

(Targoviste, Turda, Jibou, and Tandarei), and in all of them the choice is justified by the context of the needs and project objectives.

2.1.2. Romani Origin and Sub-groups

The target communities of the evaluated projects also provide a large variety of Roma sub-groups, levels of poverty, levels of integration and isolation. This provides a good basis to estimate the effectiveness of the interventions and to distinguish appropriate approaches in different cases. The specifics of Roma sub-groups living in the target communities and the history of the relationships between different ethno-cultural sub-groups – conflicts, communication, rivalry, etc. – affect the processes of consolidation and the motivation for participation in different communities.

- **Homogeneous Roma communities:**

Gasteni village (Romanianized Roma) and Jibou (*caramidari*), Poiana Turda (Hungarian Roma) are neighbourhoods with only one Roma sub-group. In Lunci village (Chiojdeni commune) live *rudari* Roma; part of them prefer being named Romanianized or “more modern” Roma, but they do not deny belonging to the same sub-group. Darvari village (Ciorogarla commune) is a homogeneous community of the Romanianized Roma – the *ursari* living in the commune center are just a few isolated families not involved in the project. In Salistea Deal there is one sub-group (*baiesi*). The Roma in Cojasca commune belong to 2 sub-groups, but live separately in different villages: *ursari* in Fantanele and *caramidari* in Iazu village. Valea Rece (Targu Mures) is a community of so called Hungarian Roma (Hungarian speaking Roma), but in other neighbourhoods in the city live also Roma from other sub-groups. The *caramidari* in Tetila village (Bumbesti Jiu) are semi-traditional integrated Roma.

- **Mixed Roma communities:**

Most of the projects evaluated involved Roma neighbourhoods inhabited by more than one Roma sub-group: Movila Miresii (*spoitori* and Romanianized Roma); Marginenii village (*rudari* and *zavragii*) in Filipesti de Targ commune; Targoviste (*ursari* and *changhui* are the main sub-groups, living in Prepeleac neighbourhood); Tandarei (*ursari*, *argentieri*, and *laiesi* – musician Roma). Most of the Roma in Baia Mare, in 7-8 detached neighbourhoods, self-identify as either traditional Roma (*vatras*) or as *ferrari* (ironsmiths) while the small group of Romanianized Roma living in the city rarely communicates with the traditional Roma at all. The Roma neighbourhoods in Arad are mixed. The Roma living mixed in the numerous neighbourhoods of Campina present most of the sub-groups of Roma in Romania: *ursari*, *rudari*, *spoitori*, *lantari*, *caldarari*, *vatrasi* (urban Roma *rudari*) etc.

Some of the sub-groups hesitate to self-identify as Roma, a behaviour that is valid for a considerable part of so called Romaninized Roma (or “more modern Roma”). Only in one location the community self-identify as a minority sub-group but deny the Roma origin of the sub-group (like the *baiesi* group in Salistea Deal).

From the development point of view diversity is an important factor for the selection of types of intervention for community change, particularly regarding processes of self-organization and integration and in developing strong partnerships. The Roma population in Romania is not homogeneous in its ethno-cultural traditions, stages of isolation, and openness to new experiences. Both during the preparation of the

application and the project implementation it is important to consider the ethno-cultural factors and cultural code of the Roma target groups.

2.1.3. The Starting Point in Community Self-organization

Most of the communities keep their specific traditions and practices in self-organization; also their community decision-making and conflict solving practices based on clan principle and negotiations between leaders of large families.

In comparing the situation in the target Roma communities at the start of the evaluated projects 4 main types of communities can be identified:

- Communities where a local organization exists and in which participate local, more or less experienced, Roma: Campina, Filipeştii de Targ, Arad, Tandarei, and Baia Mare.
- Communities in which a Roma (but not a local one) organization is present and in which local leaders participate. Such an organization is focused on aims and interests at the national level (the Roma Party for example): Targoviste, Ciorogarla, Bumbesti Jiu, Cojasca, Jibou, and Poiana Turda.
- Communities without existing organizations but where there are informal leaders with influence over the community: Targu Mures, Sanmartin.
- Communities with no local organization, no formal or informal leaders recognized by the whole community, no local activists and no national or regional organization (like the Roma Party): Chiojdeni, Movila Miresii, Salistea Deal, and Gistenii-Racaciuni.

2.1.4. Main Problems and Needs

Evaluated project interventions involved Roma communities with various stages and types of marginalization, levels of poverty and exclusion: from social services, from healthcare, from education and from access to basic facilities ensuring at least minimal standards of normal living conditions. The target Roma communities are poor with a high level of unemployment and a shortage of income sources other than social benefits. Work is found on a daily basis in services, agriculture, horse and cart transport services, gathering iron and/or plastics and other irregular jobs in the *gray* economy. Social benefits ensure the survival for 60–90% of the Roma families. The lowest percentage of dependence on social benefits is to be found in Turda (50%) and the highest (almost 100%) is typical for the rural areas like Movila Miresii, Chiojdeni.

Migration and working abroad is also an important source of income – a considerable number of Roma travel abroad to find temporary jobs or income opportunities. In some communities (like Tandarei) every third Roma family has someone abroad temporarily; in others (like Movila Miresii) traveling abroad is an exception. There are differences between the communities regarding the preferable seasons and duration of the temporary emigration: the Roma from Cheches neighbourhood (Arad) regularly come back to keep their social benefits; in Salistea Deal young people travel for longer periods but the heads of the families often go abroad only for the winter period when there is nothing to be earned in the village. The countries preferred for Roma emigration are Spain, Southern Italy, Portugal, Greece, and less so Germany, UK and the USA.

Usually Roma live at the outskirts of the cities and towns. The borders of Roma areas are quite visible - the infrastructure, street lights, public and commune services usually finish where the Roma communities start. Most of the Roma neighbourhoods involved in the projects are regulated residential areas. Some municipalities have started some complex measures for the legalization of the Roma neighbourhoods (Targoviste, Jibou, Arad), including arrangements for ownership of the land, gradually transferring this from the municipality to the Roma families.

As regards basic facilities there are huge problems in the Roma neighbourhoods. Generally an electricity network exists in the legal Roma communities but it does not cover the whole community and in addition there are Roma families in all locations who are not connected to the electricity supply because of unpaid electricity bills or because of really bad housing conditions, not allowing the introduction of electricity. Regulated areas without any electricity network (like Rontau and Haieu villages, Sanmartin commune) are rare. The usual water supply for Roma families in rural and urban areas comes from the wells and standpipes in the streets and Roma women have to carry the water by hand a certain distance. With a few exceptions, the gas network and sewerage are a luxury for the Roma neighbourhood. The living conditions are much worse where there are no facilities available in the illegal ghettos like Craica (Baia Mare) – there is no electricity and no access to water except for a dirty stream flowing through the garbage place which is used for washing. Drinking water is to be found from a standpipe, which is 1 km from the Craica neighbourhood.

2.2. Scope of the Projects

This general presentation of the scope of the evaluated projects outlines a summary of stated aims, expected results and main activities, and presents common issues and some main specific issues of projects in each domain.

2.2.1. Health Projects

There were 5 selected projects in the Health domain: ISRS011 Chiojdeni; ISRS028 Movila Miresii; ISRS040 Targu Mures; ISRS050 Baia Mare and ISRS052 Bumbesti Jiu. The evaluated Health projects addressed similar needs and problems which were: poor living conditions and health status of Roma; difficult or no access to the healthcare system and medical services; low sanitary and hygiene norms. These are common problems, manifested slightly differently in each location. The applications propose similar solutions: the creation of a medical point or cabinet for Roma (new building or renovation of existing rooms), the provision of equipment and medical devices, the training and hiring of health mediators, support for the registration of Roma with family doctors, sanitary and health promotion campaigns, the dissemination of leaflets and sanitary detergents. Vaccination campaigns for different numbers of Roma children were planned in all health projects except for Baia Mare.

Activities specific to individual projects visited were also included, determined by the situation in different locations and priorities identified by the partners. These included the special medical services in Movila Miresii (Papanicolau test for Roma women) and in Baia Mare (Tuberculosis examinations) and the provision of a water supply in Chiojdeni. The scale of the planned provision of sanitary detergents and medicines in

the projects indicates differences in approach. In Targu Mures the approach has some of the features of humanitarian aid instead of a development project, with the allocation of a sizeable amount of the budget to medicines and pharmaceutical products, and the provision of powdered milk for infants and hygiene materials.

2.2.2. Income Generation and Vocational Training Projects

There were 3 selected Vocational Training projects: ISRP144 Filipestii de Targ, ISRP130 Campina, ISRP005 Cojasca. In the Income Generation domain there were selected 4 projects: ISRP068 Racaciuni, ISRP157 Tandarei, ISRP054 Poiana Turda, ISRP044 Salistea Deal. In general the projects evaluated in these domains had a wider scope and did not address only one specific sphere of action – income generation or professional qualification. (For that reason in the Final Evaluation Report we have analysed and compared the achievements of these 7 selected projects, using the expression “Income Generation projects” for all evaluated projects in both Vocational Training and income Generation domains.) For example in both Vocational Training projects (Campina and Filipestii de Targ) the creation of new Roma business initiatives (workshop and company) is presented as the main employment opportunity, providing jobs for the newly qualified Roma. Lacking a project focused specifically on preparing unemployed Roma for the labour market in the initial selection of projects for evaluation the project in Cojasca was included in the final phase of the evaluation. In addition, a visit was made to a project in Alba Iulia, which was focused on vocational training activities and the adaptation of Roma to the requirements of the labour market.

The main package of project activities included: vocational training courses for Roma with exams for obtaining certificates; the construction and equipping of a workshop; hiring a number of trained Roma and starting up production. Six of the visited projects envisaged the creation of a Roma Association, which was to become the owner of the business (the sole proprietor of the company, registered to manage the workshop). This was not foreseen in the project application of Tandarei but it was included in addition during the contracting period. Expected profits from the business are due to be invested in non-profit initiatives for community development. The proposed income generation activities in all projects are designed to provide for the urgent needs of income and employment in Roma communities, reducing poverty and improving the living standards of beneficiaries.

The variety of the evaluated projects in this domain is visible more in the proposed professions and type of business than in the scope of activities and approaches to problem solving. Planned business activities appear to correspond more or less to the opportunities of the Roma target group and the economic characteristics of the area. The project in Filipestii de Targ planned to start a wood processing workshop; in Campina – brick-making; in Poiana Turda – dressmaking; in Tandarei – a PVC and aluminium window frame workshop; in Salistea Deal – production of baskets; and in Gisteni village, Racaciuni commune – the opening of a mill, providing services for the surrounding agricultural area; the workshop in Cojasca will implement small orders for services (construction and sewing). The association and the company created in the framework of the visited vocational training project (Alba Iulia) is expected to mediate between unemployed Roma and the labour market facilitating their access to jobs and income.

2.2.3. Small Infrastructure and Social Housing Projects

There were selected four Small Infrastructure projects: ISRC074 Targoviste, ISRC097 Ciorogarla, ISRC170 Jibou, ISRC195 Sanmartin. And there was one selected Social Housing project - ISRC229 Arad. The evaluated small infrastructure projects cover almost all sub-domains: electricity supply (Sanmartin), water supply (Targoviste), road rehabilitation and rainwater drainage (Jibou) and the construction of a small bridge (Ciorogarla). The project in Arad planned the construction of 10 social houses for socially disadvantaged Roma families, selected from poor Roma neighbourhoods in the city together with the creation of an association for the management of the social houses.

In accordance with the Guidelines of the GS, all the selected projects envisaged the provision of short-term income opportunities for unemployed Roma of the target communities, hiring Roma for the construction works.

2.2.4. Cross-Cutting Issues of the Grant Scheme

In accordance with the overall aims and objectives of the GS the evaluated projects include intervention in two additional areas – the development of Roma NGOs and strengthening existing partnerships between local authorities, Roma communities, NGOs and other local and county institutions. 10 of the projects stated in their application as an expected outcome the consolidation of the Initiative Group and the registration of a new Roma association or an NGO (Campina, Filipestii de Targ, Turda, Salistea Deal, Cojasca, Racaciuni, Movila Miresii, Jibou, Ciorogarla, and Arad). Such measures were included for one more income generation project (Tandarei) as a requirement of the grant contract.

A review of the project applications indicated that in many cases this component was incorporated artificially in order to accommodate the application requirements for the projects, being included either in project objectives or in expected results. Usually a special work plan for fostering such a process was not provided in detail, even for these projects where the creation of a Roma association was obligatory (Income Generation projects). From this point of view the evaluated projects show insufficient understanding of the approaches and processes that support community self-organization, indicating that the local authorities and partner NGOs could meet considerable difficulties in their efforts to establish and consolidate new Roma organizations.

The development of sustainable partnerships is one of the GS objectives given in the Guidelines for all project domains: “to support the assuming of responsibility by the public administration for improving Roma conditions and for developing sustainable and equitable partnerships between Roma communities and public administration institutions from local and county level.” Applicants of the selected projects noted this task but did not envisage that special measures would be necessary for the consolidation of existing or newly established partnerships.

2.3. Implementing Organizations

2.3.1. Main Applicants

The contract beneficiaries for the GS projects were:

- Municipalities⁴: main applicants in 9 projects (Chiojdeni, Targu Mures, Targoviste, Baia Mare, Jibou, Poiana Turda, Filipestii de Targ, Cojasca, and Tandarei);
- Local Councils: main applicants in 7 projects (Movila Miresii, Bumbesti Jiu, Ciorogarla, Sanmartin, Gisteni-Racaciuni, Campina, and Salistea Deal).
- Other institutions: Community Development and Care Directorate is the main applicant of one project (Arad).

In reality the municipalities become responsible for the project management in all the evaluated projects since the local councils delegated the implementation of the projects to them. The Community Development and Care Directorate in Arad, is subordinated to the Mayor's office in the Municipality.

2.3.2. Project Partners and Roma Initiative Groups

A review of project applications indicated that at the start up the evaluated projects involved the most important stakeholders in respective domains. Also all selected projects included Initiative Groups formed by representatives of Roma communities as required by the GS Guidelines for Applications.

Besides local government the project partnerships also involved county authorities. BJR were official partners in 3 projects and were involved in other projects with the aim of providing support in the role of Roma experts as well as representative of the Prefecture. 14 projects have NGO partners: 5 projects involved Roma NGOs and 9 projects more or less experienced NGOs that had some previous experience with Roma issues. The County Health Directorate (DSP) was a mandatory partner in all visited Health projects, with some variety in the role (consultancy, training, monitoring of healthcare services as well as other activities). The exception is Bumbesti Jiu, where the DSP Gorj County was not included during the initial application stage but was involved later as a partner in the project. The County Agencies for Employment (AJOFM - Agentia Judeteana pentru Ocuparea Fortei de Munca) were the natural partners for the implementation of vocational training in 2 projects. In addition AJOFM supported the implementation of other projects without being included in the official list of partners (Cojasca). One of the evaluated projects involved a school as partner in the implementation of the courses for professional qualification.

3. Assessment of Project Relevance

Project relevance is one of the standard basic evaluation criteria. Prior to funding, all project applications were assessed by a GS evaluation commission in accordance to the GS Guidelines. During the project approval procedures project relevance was assessed on the basis of written project applications and the precontracting visits, carried out by RCRC. In the impact assessment the relevance of evaluated projects was assessed in the implementation and concluding stages of the projects, and was focused on the design of projects as implemented, not on written applications. The analysis of the relevance of projects considers the initial design of the evaluated projects, reflected in the project applications, as well as the relevance of the projects as implemented, taking into account the changes that occurred in the project design throughout the execution of the

⁴ The Romanian 'primaria' is translated in the document by 'municipality'.

activities. Two factors are also very important for the appropriateness and feasibility of project interventions: the Roma community involvement in the process of project development and the coherence of the project with local policy and strategy.

Consistent local policy for Roma and/or the specific domain is a favourable pre-condition for any project, which is connected with other problems that also need to be addressed (this is especially visible and obvious with infrastructure projects). The relevance of the project to the expectations and visions of the target Roma communities and the quality of the consultation process to achieve this was a priority for this GS.

3.1. Projects Relevance to Needs and Priorities of Target Communities

3.1.1. How Actual Projects Correspond to Applications

As already noted, the applications for evaluated projects were far from perfect in presenting the project ideas – aims, approaches, direct results, and expected effects. For this reason the overall assessment of the project design is based predominantly on the relevance of the design of the project as actually implemented in accordance with the real intentions of the local partner. Substantial differences between the real design and the initial project application are noted for each separate case.

The assessment or comparison of the stated and the real project intentions is made on the large scale, without presenting individual project detail, which was analyzed during selected project evaluations. Almost half of the evaluated projects were planned with an over-optimistic range of activities and results because of various factors – the applicants' ambition to solve more and wider problems; the applicants' promising more in order to win the grant; the low capacity, lack of experience and skills of main applicants in the elaboration of project applications (taking this last into account we can hardly expect written project design to reflect the actual visions and intentions of the local partners).

Comparing project applications with the design of evaluated projects as implemented gives 3 main groups of projects:

- 9 projects corresponded to the project design in the applications in general terms (Sanmartin, Racaciuni, Cojasca, Poiana Turda, Arad, Targoviste, Campina, Tandarei and Filipestii de Targ);
- 5 projects with inconsistencies in the initial project design and/or unclear formulation of the expected direct results and outcome (Chiojdeni, Movila Miresii, Salistea Deal, Targu Mures, Bumbesti Jiu);
- 3 projects had differences with formulated problems and objectives in the project applications, and had unclear logical links between project aims/specific objectives and planned activities (Ciorogarla, Baia Mare, Jibou).

In this impact evaluation this criterion (the correspondence of projects as actually implemented with the project applications) is of secondary importance in the assessment of overall project relevance. The key criterion is considered relevance to the needs of the target communities. Nevertheless, the deficiencies of project applications in stating and understanding the logical links between activities, direct results and effects, creating some difficulties at the management level during the

implementation phase, affects the assessment of efficiency and effectiveness of the evaluated projects.

3.1.2. Levels of Project Relevance to Real Needs of Roma Communities

The evaluated projects can be broken down into groups with regard to their relevance to Roma community needs and priorities. The main problems addressed by the projects have been assessed according to their importance for the target Roma community and significance among the priority needs in the selected domain. The breakdown of the projects under the groups below and the comments given in the table at paragraph 4.4. are based on the field surveys. In arguable cases the extent to which the project contributed to the integration of the Roma with the community as a whole was the critical criterion in assessing project relevance.

3.1.2.1. Addressing real needs and priorities of target community, with more or less adequate solutions

There are 12 projects in this group, which are:

Health	Targu Mures, Bumbesti Jiu
Vocational Training and Income Generation	Gisteni-Racaciuni, Salistea Deal, Poiana Turda, Tandarei, Filipestii, Cojasca, and Campina
Small infrastructure and Social Housing	Targoviste, Sanmartin, and Arad

3.1.2.2. Addressing real needs and priorities of target community, with initially vague project design

There are 2 projects in this group, which are:

Health	Chiojdeni and Movila Miresii
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These projects address important problems of the communities in the health domain. In reality the projects as actually implemented covered “additional” needs and priorities of the communities. These additional elements were partially included in the written applications but were not incorporated in the logic of the project design. This deficiency in the initial phase required essential changes for clarification and updating of the project planning.

3.1.2.3. Addressing needs of Roma, designed to solve part of the problem but not the priority one

There are 2 projects in this group, which are:

Health	Baia Mare
Small infrastructure and Social Housing	Jibou

3.1.2.4. Projects focused at regional priorities with slight direct significance for Roma living conditions

There is only one project in this category:

Small infrastructure	Ciorogarla
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3.2. Community Involvement in Project Identification

3.2.1. The Character of the Consultation Process with Roma

The quality and the features of the consultation process with stakeholders, target Roma community, and project participants brings up important points and explains how priorities were set and choices were made by the main applicants.

The pattern of the consultation process to identify projects indicates a low level of participation from the Roma communities in project preparation. Most of the evaluated projects were proposed and written by local government officials or by non-Roma NGOs and individual experts. Project ideas were discussed mainly among the local institutions and in the best cases with partner NGOs. Project identification by and together with the community itself provides the best option for community participation in project elaboration. As the project idea is developed the design will need the contribution of other experienced persons but there is a need for on-going consultation and information exchange with the community for clarification and feedback. If this practice is applied during the stages of the project elaboration as well as for the final result there will be a real involvement and participation of the community and a stronger chance that the project is really owned by the community.

The local authorities do not have either the tools or the attitude to initiate such community development processes. In fact the Initiative Groups, formed in accordance with the GS Guidelines, have played a marginal role in the identification of the evaluated projects. This is mainly the result of the ways in which these Initiative Groups were created. Many of them appeared as formally appointed structures, necessary for the eligibility of the projects, and initially did not represent the ideas and larger interests of the Roma community itself. In conclusion, the field surveys have shown that most of the projects visited were developed for Roma but not together with the Roma communities.

3.2.2. Roma Ideas Reflected in Project Proposals

To what extent did the evaluated projects reflect the real ideas, priorities and visions shared by the target communities? In most of the cases there was some information exchange and communication between the project applicants and the target community. Often the process was one-way: information gathered from the community was used for the project application, or part of the Roma community was informed about the project ideas without any chance of providing feedback. In the best cases the project writers changed some elements of the project design to take into account ideas and information coming from community representatives. It is important to underline that in this situation the information about the project goes to a few Roma representatives only, not to the wider target community. Some information may only reach the

community if these formal or informal Roma leaders have direct contacts with the target group and decide to pass on information about the project.

This partial Roma contribution to the identification and elaboration of evaluated projects occurred in a number of ways. Local authorities consulted with Roma leaders, representative for part of the community (Targoviste) or with some registered Roma NGOs, without taking into consideration whether they worked with the selected target community in the commune (Arad, Baia Mare) or not. The BJR were involved (Movila Miresii, Targu Mures, Tandarei). There were conversations of the partners with a limited or larger number of local Roma representatives (Chiojdeni, Bumbesti Jiu, Sanmartin, Turda). In some of the cases the ideas and available solutions were elaborated mainly on the basis of the previous experience of the NGO or local government in projects for the same Roma neighbourhood (Racaciuni, Salistea Deal) and a check was made with a few community representatives for an update of information and opinion on the project idea. Also the local authorities used their own current contacts with Roma leaders who were not necessarily fully acquainted with the real situation in the neighbourhood. The project idea was shared with the Roma leaders in order to get confirmation from the community without any real intention to change the planning in conformity with other priorities identified (Ciorogarla, Jibou, Arad, Baia Mare). In the case of a project being initiated by a closed group of Roma (Tandarei), which was not interested in the wider involvement of the community, no information reached the supposed target beneficiaries.

There were cases where the projects were developed with the participation of local Roma NGOs or Roma representatives and also the target community was involved to some extent in the process, the project ideas were shared with the target Roma community and the project design was developed in conformity with the ideas promoted by the community. In Campina the local Roma organization and informal leaders were involved in the process, discussing emerging ideas with people from the community. The expertise for the project elaboration also came from an experienced Roma organization, working on a regional and national level (the Roma Social Development Foundation Ramses). In Filipestii de Targ the project was developed by a local Roma organization (Tudor Foundation) that has strong roots in the target community. In Targu Mures the Roma office of the Municipality, including a leading member of the target community, supported the project elaboration.

The situation in Cojasca differs from all other locations – Roma are active in the mayor's office that initiated the project. The partner NGO (Association For Support Of Unemployed People, based in Targoviste) was involved in application writing but the mayor (a Roma leader, second mandate mayor) and the Initiative Group discussed the project idea in the Local Council, where there is a majority of Roma (13 out of 15 councilors). The scope of the consultation process with the target beneficiaries – the unemployed Roma of the commune – is still questionable but in general terms, in all projects evaluated, it was in the elaboration of the Cojasca project that there was the most significant participation of Roma.

The following types of Roma target community contribution to elaboration of evaluated projects can be specified:

- Wide participation of Roma officials, Roma NGOs and local representatives, involving also Roma from the target community: Cojasca, Campina, Filipestii de Targ, and Targu Mures;

- Occasional consultations or information exchange with Roma leaders and community members: Poiana Turda, Movila Miresii, Chiojdeni, and Bumbesti Jiu; Arad, Sanmartin, Targoviste, Salistea Deal, and Gisteni-Racaciuni;
- Formal inclusion of Roma leaders for eligibility purposes only (to get their support for a project already identified): Jibou, Baia Mare, Ciorogarla;
- Participation of Roma NGO without involving or informing the target Roma community: Tandarei.

In conclusion the analysis points to prevailing levels of information exchange and consultation on the feasibility and acceptance of emerging project ideas with limited groupings from Roma communities rather than real Roma community involvement and participation in project identification and formulation.

3.3. Local Authorities Involvement in Roma Problems

A review of local government policy targeted at the Roma community in the visited project locations showed levels of involvement of local authorities in Roma problems and also located each project in the wider local policy and strategies. Previous and on-going initiatives of the municipalities in the respective domain, or in other Roma problem areas, help to identify the project as part of a long-term policy or strategy of the applicant, or as a stand-alone project, launched by local government to utilize current funding opportunities. When local government implements a project for Roma, which is coherent with local policy targeted at Roma, the project is more likely to be feasible. In the event a good part of the evaluated projects were connected with other local government initiatives. Six of them were indeed part of a relatively integrated policy of the applicant targeted at Roma. The following grouping can be made:

A) Active local policy, targeted at Roma:

- 6 projects are logical elements of a consistent local policy for Roma, focused on general development issues – Gisteni-Racaciuni, Salistea Deal, Campina, Cojasca; or aiming at sustainable solutions in the respective domain: Targoviste, Arad;
- 4 projects advance the implementation of various, not directly interconnected, programmes and initiatives for Roma: Targu Mures, Chiojdeni, Movila Miresii, and Sanmartin.

B) Policy for Roma issues was not a priority at the local level:

- 4 projects that are more a result of the initiative and pressure by the local NGO partners and Roma leaders than of the local authority commitment to Roma problems: Poiana Turda, Filipestii de Targ, Bumbesti Jiu, Tandarei;
- 3 projects are a single one-off initiative of the local governments: Ciorogarla, Baia Mare, and Jibou.

3.4. Main Findings about Relevance of Evaluated Projects

From the analysis of the three groups of criteria of relevance given above (a. Community needs; b. Involvement of Roma; c. Local policy trends) the projects can be grouped as found in the table below.

Project	Comments
<p>a. Projects addressing real needs and priorities of the target community providing more or less adequate solutions</p> <p>b. Elaborated with wide participation of Roma officials, Roma NGOs and representatives on municipal level, involving also Roma from the target community</p> <p>c. Active local policy, targeted at Roma</p>	
Cojasca	<p>The project corresponded with a real need of the Roma community from Cojasca commune. The unemployment rate is very high in the area and Roma have to rely on social benefits or to find jobs in other settlements and abroad. One of the priorities of the Roma from Cojasca commune is to get a qualification that might increase their chances of employment.</p> <p>In the local government there is a majority of Roma who represent various political parties. The beneficiaries of the Roma community were partially involved in the project identification.</p>
Targu Mures	<p>The project corresponded with the real needs of the Roma communities to improve their access to health services in Targu Mures. It was elaborated with the participation of the BJR and consulted with the Roma representatives in the Municipality who created a large Initiative Group of 55 Roma.</p>
Campina	<p>The project addressed the real needs of Roma in Campina. Local Roma leaders discussed the key project ideas with Roma from the neighbourhoods in order to ensure Roma involvement with volunteer work in the project.</p>
<p>a. Projects addressing real needs and priorities of the target community providing more or less adequate solutions</p> <p>b. Elaborated with wide participation of Roma officials, Roma NGOs and representatives on municipal level, involving also Roma from the target community</p> <p>c. Roma policy is not a priority at local government level</p>	
Filipești de Targ	<p>The project is relevant to the needs and opportunities of the target community – the Roma in Margineni village need jobs and access to income but at the same time they are not a marginalized community, and have a relatively higher education as a whole. A Roma NGO (Tudor Foundation), whose leader is recognized as really representative of the community, elaborated the project.</p>
<p>a. Projects addressing real needs and priorities of the target community providing more or less adequate solutions</p> <p>b. Elaborated with occasional consultations or information exchange with Roma leaders and community members</p> <p>c. Roma policy is not a priority at local government level</p>	
Poiana Turda	<p>In general the project is relevant to the needs of the Poiana Turda neighbourhood although the community members were involved only in occasional consultations and information updates.</p>
Bumbesti Jiu	<p>Tetila village, which has 27% Roma population, has no Medical cabinet. Visiting the doctor in Bumbesti Jiu is more</p>

	<p>difficult for Roma and there is also a need of health mediator support. The main weak point of the project design was the limited medical services planned for visits of the family doctor in Tetila.</p>
<p>a. Projects addressing real needs and priorities of the target community providing more or less adequate solutions b. Elaborated with occasional consultations or information exchange with Roma leaders and community members c. Active local policy, targeted at Roma</p>	
Targoviste	<p>The project was relevant to the needs and opportunities of the Prepeleac neighbourhood. There is a real need for potable water from a safe source with individual connections to each house. Most of Roma carry water from the standpipes on the streets. Roma use old illegal pipe connections (rusted, narrow), the water is under the sanitary norms for drinking.</p> <p>This project is not an isolated one-off activity of the Municipality of Targoviste. Similar project was implemented successfully in Romlux mahala. In Prepeleac neighbourhood the transfer of the land of the houses for free to Roma inhabitants is almost completed, so that the Roma are, or will be, owners of the land for their houses. Looking at the long-term the project makes the next step in the process of bringing the facilities provided to Roma up to the standards for the majority in the city. Paying bills for utilities, including water, is an inevitable part of this process. The legalisation of the water connection network is a step forward in the process of urbanization and standardisation of Roma neighbourhoods.</p>
Sanmartin	<p>The electricity network with connections to the households was a real need for Roma neighbourhoods in Rontau and Haieiu villages. The leaders of the Initiative Group provided a list of the Roma households that needed electricity connections. The Municipality is involved in Roma problems, launching various small-scale initiatives. In 2002 a similar project was implemented together with Ruhama Foundation in Cordau village (34 households connected).</p>
Gistenii-Racaciuni	<p>The Gasteni Mill is planned as a profitable business with a good market position without competition in the area. It creates only a few jobs but for the Roma in the village the Mill will provide easy and cheap service and opportunity for funding of other activities. The project is the next step of the Municipality in support of economic initiatives of Roma, (like the recently completed agricultural project). The project was designed by CISA (Consulting, Training, Support for Entrepreneurs Association) organization, working in Bacau, with an insignificant contribution of Roma, but later it was appreciated and supported by the Roma.</p>
Salistea Deal	<p>The proposed project is directed to enlarge the opportunities for income generation in the traditional craft of Roma in Salistea Deal.</p>
Arad	<p>Housing is one of the top priorities of the marginalized Roma neighbourhoods on Tarifului Street and Cheches. Roma people live in awful conditions there: the</p>

	<p>infrastructure and the existing houses or cottages are far below standard. The application and the implemented project addressed real problems and needs of the Roma community in Arad. Illegal constructions complicated the situation for the project. The need to demolish 3 Roma houses (illegal cottages, sub-standard) increased the risk of social tension. Later the Municipality in Arad found a solution for the accommodation of the families affected.</p> <p>The neighbourhood fits the requirements for housing (residential area, the land is municipal property). The facilities (water, sewerage, electricity, gas) are ensured by a parallel infrastructure project, funded by the Municipality, for construction of the necessary facilities for the 10 social houses and the whole Tarafului neighbourhood, including partial renovation of the streets. This indicates the intention of the Municipality for long-term sustainable solutions of the infrastructure problems of Roma community. The Social Housing project is elaborated in the context of this policy.</p>
<p>a. Projects addressing real needs and priorities of the target community providing more or less adequate solutions</p> <p>b. Participation of Roma NGO without involving or informing the target Roma community</p> <p>c. Roma policy is not a priority at local government level</p>	
Tandarei	<p>In Tandarei and especially in the poorest Strachina Roma community (specified as the target group of the project) there is a great need to provide access to jobs and income. The project idea was initiated by Ialomița Roma Association, but the target Roma from the poor Strachina community were not informed about the project application.</p>
<p>a. Projects addressing real needs and priorities of the target community with initially vague project design</p> <p>b. Elaborated with occasional consultations or information exchange with Roma leaders and community members</p> <p>c. Active local policy, targeted at Roma</p>	
Chiojdeni	<p>The project in Chiojdeni is presented in the health domain aiming to improve the access to medical services in Lunci village and the awareness of Roma to healthcare, hygiene, and children vaccination. Lunci is a Roma village with a full range of problems and deficiencies and the project activities address more than healthcare needs. In practice the project has two components: health and small-scale infrastructure – water supply. Both components are considered actual priorities for the Roma in Lunci village.</p> <p>The construction of the wells and the water basin tanks system was presented in the application at the activity level, but not included in project objectives. At the initial stage of the project this inconsistency created confusion in the operational planning until the second component was clarified in terms of expected effects, success indicators and approaches for involvement of Roma in the activities. The second component of the programme intervention did not reduce the project activities in the domain of health.</p>
Movila Miresii	<p>The initial inconsistency of the project in Movila Miresii reflects the attempt of local partners to enlarge the area of</p>

	<p>the programme intervention to include social consultations and some community work. In practice it is expressed mainly in the enlargement of the functions of the health mediators; the Medical Point is intended not only for health purposes but also to serve for community meetings and trainings. Thus the project did not keep strictly to the focus of the specific domain but in broader terms corresponded to the needs of the target community.</p>
<p>a. Projects addressing needs of Roma but designed to solve part of the problem and not the priority one b. Formal inclusion of Roma leaders for eligibility purposes only c. Roma policy is not a priority at local government level</p>	
Jibou	<p>The improvement of the infrastructure is a crucial necessity for improving Roma living conditions in the Caramidari community. The Municipality of Jibou identified the project as a part of its regional infrastructure plans to reconstruct Stejarior Street (2 km) and the next 5 km of the road to Soimus village and launched two projects for it – one to the PHARE GS, and a bigger one to the County Council. The tarmac on 2 km of the road and the drainage for rainwater along the road are included in the “Roma project”. In addition the project was decorated with some Roma focused activities - small infrastructure improvements inside the community, such as: small streets repaired with rocks and bituminous compounds (planned 500 metres and reduced to less than 200 metres during the implementation), 4 drains for rainwater coming from the hill, 4 water standpipes.</p> <p>The Caramidari neighbourhood had a different agenda for the infrastructure improvement which did not finish with the tarmac on the inter village road. The focus of the project was shifted to priorities beyond the most urgent needs for the infrastructure inside the Roma community. Besides the awful living conditions, the community is a legal residential area, which allows sustainable infrastructure investments by the Municipality. The current project is a regional development infrastructure project tailored as a Roma priority with minimal benefits inside the Roma community.</p>
Baia Mare	<p>Roma in Baia Mare live in several neighbourhoods, two of them in extremely marginalized slum ghettos with very extremely living conditions. Programme intervention, especially in Craica, to improve healthcare services and reducing tuberculosis is very necessary (although Roma prefer other priorities like jobs). The training and hiring health mediators was a necessary solution, but the investment in the Pulmonary Disease Hospital in the center of Baia Mare could hardly improve the healthcare for Roma. The Roma Medical Cabinet inside the Hospital did not bring medical services closer to the people in need and at the same time showed clear signs of segregation. The renovated isolation ward for patients with TB in the hospital is certainly needed for their treatment (patients are not only Roma), but the funding for it could have been provided from other sources, instead of a GS to improve conditions for the Roma. Roma NGOs – partners of the project were included as a formality without discussions on the proposed</p>

	project design.
a. Projects focused at regional priorities with slight significance for Roma living conditions b. Formal inclusion of Roma leaders for eligibility purposes only c. Roma policy is not a priority at local government level	
Ciorogarla	<p>The main problems of Roma in Darvari village are income generation and access to employment, street infrastructure, housing, and healthcare. According to project application the construction of a bridge over the Ciorogarla River would reduce the distance from Darvari to Ciorogarla by 5 km, thus improving the access of Roma to social services, education and health in the commune center.</p> <p>In reality the Municipality identified the bridge over the River Ciorogarla as a regional development project, justified by the regional strategy for the structural development of Ilfov County. The bridge is part of a new road planned to pass through Darvari and to go directly to Bucharest. The regional development aspects are not presented in the application. It is possible to assume that the bridge may have significant influence on the regional development in the future, especially when the roads on both sides of the bridge are built. However the building of this bridge will not provide a significant direct contribution to the “integration of the Roma into the local community”.</p> <p>The Ciorogarla bridge is a project addressing regional development priorities other than the specific needs of the Roma community in the commune. The reduction of the distance between Darvari and Ciorogarla is much less than presented. (There are some 5 km total from centre to centre and houses on the edge of the settlements are very close one to another.) The direct benefits from the bridge for the Roma in Darvari village are very limited (potential access to a few factories and agricultural land across the river, a closer walk to the High School at the other end of Ciorogarla).</p> <p>The scope of the project application was identified by the Municipality and supported by the Roma Party leaders in Darvari with the argument that “the bridge that will be a benefit for the whole commune of Ciorogarla”.</p>

4. Assessment of Project Effectiveness

This chapter presents findings on the effectiveness of the evaluated projects. It also covers briefly main efficiency aspects that help the analysis of benefits for the target group.

Since some of the evaluated projects have not completed all planned activities by the project extensions deadlines, the report presents the direct results and the benefits provided by these projects up until the final site visits (no later than mid March 2006). Where applicable data was subsequently updated by phone calls and through e-mail at the end of April 2006.

4.1. Direct Results Achieved (Aspects of Efficiency)

The assessment of direct results achieved is the necessary basis for an analysis of effects of the projects – the real benefits provided and what actually reached the beneficiaries. Efficiency analysis here will not cover aspects like quality of the day-to-day project management, monitoring systems, cost analyses. It is confined to an assessment of direct results, difficulties and solutions found at the local level, success factors and risks. The findings are focused on activities implemented and direct results achieved compared to what was planned and presented in applications. The project teams have provided the data about achieved direct results, which are quoted and analyzed below, to the evaluators during the field surveys. The beneficiaries and involved local institutions also provided information and comments on project results that are considered in the analysis of the effectiveness, impact and sustainability of evaluated projects.

4.1.1. Activities Implemented Compared to Project Planning

4.1.1.1. *Project completion*

It was apparent that almost all evaluated projects had difficulties in keeping to schedule. Various factors affected the implementation process and in reality all visited projects had delays varying from two to five months with various degree of risk for overall completion of the activities. Some project teams succeeded in implementing the main activities by the contracted deadline of the projects as a result of very intensive efforts during the final months but sometimes the main services for target groups were provided for shorter periods or on a diminished scale.

No project started activities on time. The usual explanation from project teams was the delay of the first installment of funding, received as late as March – early April 2005. The observations of GS managers from RCRC clarified that “the delay in starting the activities was a result of a complex of factors, from the moment of signing the contracts at the end of November, due to the wintertime, a period prior to winter celebrations when there were many days off, and also due to the time needed for transfer of installments. The great precaution of the beneficiaries and public institutions to start the activities was also important.” Although all the main applicants were public institutions having their own financial resources (in contrast to NGOs), they did not invest funds before the first installment of the grant was received. Most of the main applicants were not prepared to pre-finance the start up of large-scale activities. Any assumption that this would occur was inaccurate. Later, the evaluated projects suffered long delays due to tender procedures, the time needed for technical documentation and permits for construction and other factors, including difficulties in meeting the requirements of PHARE which often demanded a re-launch of tenders.

11 of the evaluated projects were completed according to time plan. Difficulties in completing projects in the planned duration suggest deficiency in local skills for planning and time-management. Balancing the stated higher ambitions with what they can actually accomplish became difficult for local partners. The other 6 evaluated projects were extended by 2 to 5 months – a relatively high percentage of projects that needed more time to complete the activities planned. Moreover 4 of delayed projects were not completed by the end of the extended period.

The **Table** below presents the planned duration and extensions of evaluated projects:

Project domain	Project	Planned project duration	Extensions	Actual project deadline
Health	Targu Mures, Baia Mare, Movila Miresii, Chiojdeni	12 months	No	End November 2005
	Bumbesti Jiu	6 months	2 months	Mid November 2005
Income Generation Vocational Training	Poiana Turda Racaciuni, Cojasca	12 months	No	End November 2005
	Campina	10 months	4 months	End February 2006
	Filipestii de Targ	10 months	4 months	End February 2006
	Salistea Deal	10 months	No	Mid September 2005
	Tandarei	9 months	No	End September 2005
Small Infrastructure	Targoviste	9 months	5 months	End February 2006
	Jibou	12 months	No	End November 2005
	Sanmartin	6 months	No	End August 2005
	Ciorogarla	10 months	4 months	End January 2006
Social Housing	Arad	12 months	3 months	End February 2006

4.1.1.2. Package of activities realized, changes in project planning

In general the evaluated projects followed the initially planned package of activities with improvements or reductions that did not change the project design in general. Projects can be grouped as follows according to the extent to which they implemented the planned set of activities and to the duration of services for the target group:

- **5 projects followed activities as planned: Tandarei, Poiana Turda, Gisteni-Racaciuni, Cojasca, and Sanmartin.**
- **3 projects improved operational planning without substantial changes to the way the project activities were planned initially: Movila Miresii, Salistea Deal and Chiojdeni.**

Improving the operational planning in general is a result of updating the project plan in accordance to the actual needs of the situation or target group and in response to new information gathered in the field, which adjusts incorrect assumptions in initial planning. The adjustment of inconsistencies in the initial project design in Movila Miresii and Chiojdeni in fact improved the programme and operational planning of these projects. In Chiojdeni the additional activity concerning water supply became more significant than planned, changing the balance of the project activities (between access to basic needs and health). At the same time the change of the components in Chiojdeni did not reduce the activities in the field of health. The vocational training programme in Salistea Deal was rearranged in order to bring the project closer to the needs and opportunities of the target group; selection criteria for the beneficiaries involved in the training were changed – the age criterion (young people from 16 to 30) was removed.

- **2 projects enlarged the planned activities increasing the benefits for the target group: Targoviste and Arad**

During project implementation in Targoviste an opportunity occurred to enlarge the water distribution network, to include two and a half streets with 31 added individual water connections. This was due to the lower than expected costs for the tendered construction works giving considerable savings from project budgeted costs. The extension of the project in Targoviste has expired but the construction of the water distribution network was speeded up and the water reached the Roma households in mid March 2006.

The situation in Arad required additional activities in order to ensure the sustainability of the project. The implementation of a parallel infrastructure project for construction of the necessary facilities (water, sewage, electricity, gas) not only for the 10 social houses but also for the whole Roma area, including renovation of the streets, complemented the GS project. (This infrastructure project had been submitted to the same GS but was not approved. Subsequently the Municipality funded the project.) The project in Arad met with additional difficulties, created by existing illegal construction on the land selected for the social houses. The need to demolish 3 houses (illegal, below standard) was not foreseen in advance and the Municipality had to provide housing for the families from these illegal dwellings before starting the construction works. The construction of the social houses in Arad is at the final stage and is likely to be completed in the coming weeks.

- **1 project changed due to ‘force majeure’: Campina**

Only in Campina are there essential changes in the project plan due to ‘force majeure’ circumstances – the landslip of the terrain allocated for the brick factory. This affected the second objective of the project – the construction of a brick factory for income generation of the Roma community. The solution for continuing the project envisaged allocating a new smaller terrain for construction, changing the type of the building (from a solid built construction into an open space covered with a roof), and reducing the kind of the products offered. The brick-making workshop was built during the extensions of the project but production is prepared for a start in May 2006 due to the delay in transferring the assets from the main applicant to the project beneficiaries.

- **4 projects implemented the planned activities with reduced duration of services to the target group: Bumbesti Jiu, Targu Mures, Baia Mare and Filipestii de Targ.**

The 3 health projects have implemented the list of activities but the delays affected the services provided to the target group in the framework of the project. For instance the project in Bumbesti Jiu was completed with a medical point renovated but the actual medical services of the family doctor to the target group here started after the close of the project. The roof of the medical office was changed, another two double-glaze windows installed and a barred door to secure the space was put in during the extension period; all this was done additionally, funds from the salaries of the medical facilitator, the GP and the Roma representative being reallocated for this work.

The health mediators provided fewer services to the target communities in Targu Mures due to the 2 months delay of the training of the health mediators (providing them with certificates) which was postponed twice due to the overburdened schedule of the

Romani Criss trainers. The team preferred to hire the health mediators after the certificates were obtained, thereby reducing the duration of provided services. To some extent the project partners in Targu Mures managed to complete planned activities after the official project end-date; most of the vaccinations were done after the project. Health mediators in Baia Mare also have started services with a delay of 3 months; medical consultations for the target group have started about the end of the project.

The workshop in the target Marginenii de Jos village, Filipeştii de Targ commune, has been constructed with a long delay but the production activities had not started by the end of the extended period – it is expected to happen in early May 2006.

- **1 project with reduced activities: Jibou**

The cleaning of the swamps planned in Jibou project application has been forgotten. The planned rehabilitation of the roads inside Caramidari neighbourhood was reduced firstly from 500 to 250 metre and later during the implementation phase, to 183 metre (as was learnt during the final evaluation visit).

- **1 project with great delays that managed to complete the key planned activities at the last moment: Ciorogarla**

Initially the project was planned for 10 months, ending in September 2005. The tender procedures for the construction were completed in August 2005. A long period was needed to provide the necessary documents and permits for the construction. The last one – land authorization from the County of Ilfov – was obtained in mid November. Materials for the construction were delivered to Ciorogarla in July/August. Construction work started in September but stopped two days later due to flooding. The same situation happened again in November and the construction practically stopped for the winter because of snow and the soil being frozen. The extension of the Ciorogarla project expired by the end of January 2006 without a bridge built over the river. In mid February 2006 the construction activities were continued with the building of a gravel road on both sides of the river and assembling the metal construction of the bridge on the bank. In mid March 2006 measures for temporary reduction of the water in the Ciorogarla River were planned and approved by the Romanian Waters Administration. What little progress has been made after the long delays in project activities could hardly justify the promises of the Municipality to complete the construction of the bridge in 3-4 weeks. Finally, at the end of March and in April 2006 the rate of construction work on the bridge was increased, work being carried out at night, a good deal more work was done in a short period and the bridge was constructed over Ciorogarla River by the end of April 2006.

The progress in completing planned activities and achieving direct results indicates a weakness in planning as regards duration and timing of projects in specific domains. Obviously the evaluated Small Infrastructure and Social Housing projects required a longer period for the completion of the construction works as well as more comprehensive planning and risk factor analysis. This is valid also for the evaluated Income Generation projects that foresaw more than small-scale construction and equipping of a factory or workshop. In addition it is evident that often the delays of activities take all the attention of the project team and other project components/activities take second place and sometimes were neglected.

4.1.2. Direct Results Achieved Compared to Project Planning

The project teams state that expected direct results have been achieved – it is a general conclusion in the presentations and/or reports for completed projects presented to local councils, relevant institutions, media, Roma representatives, and to the evaluator teams that carried out the Impact Evaluation.

In general the expected direct results were substantially achieved. A comparison of the planning and achievements of some key direct results illustrates the general picture. (The details for the wider range of direct results and benefits achieved are given below in paragraph 4.2. Benefits Achieved by the Projects.)

- **Trained and hired health mediators during the projects' implementation:**

In the 4 health projects (Bumbesti Jiu is not included here) it was planned to train 37 health mediators (the number for Movila Miresii was corrected from 30 to 10 according to updated project planning). About the end of July 2005 the training of the health mediators was completed in all of the evaluated health projects. The direct results achieved in the 4 projects were higher than initially planned: 54 Roma women were trained, of whom 33 obtained certificates. According to the planning 19 of them had to work as health mediators from 3 to 5 months in the different projects. In fact 25 health mediators were hired and the actual duration of their work was shorter – between 1 and 3 months. For instance, the final evaluation visit in Targu Mures clarified that they worked 3 months and later they were also paid for the earlier period in which they were involved as part-time volunteers and had not worked on a regular full-time basis. The effects of this on their motivation and attitude to the work are the subjects of debate.

- **Inoculation of Roma children:**

Vaccination is an important and necessary component of illness prevention campaigns. This is a component where there have been significant differences between initial planning and results achieved. In Targu Mures it was planned to vaccinate 1000 Roma children but in the event only 218 children were vaccinated during and after the project. In Chiojdeni and Movila Miresii the actual results were much closer to expected outcomes. (40 out of estimated 45 children were inoculated in Chiojdeni. In Movila Miresii the project application stated that 74 of the 86 Roma children have not been vaccinated, but information gathered by the health mediators going house-to-house indicated the number of unvaccinated children was lower, about 45, and of those 42 received the obligatory vaccinations).

- **Functioning production units in Income Generation projects:**

By the end of the income generation projects workshops, constructed and equipped during the evaluated projects, were expected to be operating as business units. However the long delays in the schedule of these income generation projects led to the late start of actual business activities. Only three of the workshops (the basketry in Salistea Deal, the mill in Gasteni village - Racaciuni and the termopan workshop in Tandarei) have started with some production toward the end of the projects. The workshop in Poiana Turda was almost ready during the project, but the delay in the procedures for registration of the Association and the SRL postponed the transfer of the investment ownership from main applicant to the Association. The actual economic activities started 2 months later. The registration procedures of the SRL also caused the delay in Cojasca, but the workshop here was planned to start functioning after the end of the project and the delay did not affect the schedule of activities. According to the project

teams for the two delayed income generation projects (Filipeştii de Targ and Campina) the construction works were completed at the end of the extension period, the Roma workers were hired by the end of April 2006 and production activities are expected to start soon.

- **Increased professional qualification:**

Vocational training courses were included in 6 of the evaluated projects in the Income Generation domain. It was planned to involve 275 unemployed Roma people from the target communities. Results achieved exceeded the planning: about 330-340 Roma were included in professional qualification courses and finally a total of 304 people were qualified obtaining certificates during the courses.

- **Consolidated new Roma community NGOs:**

As a result of the projects 8 of the planned 10 new Roma NGOs were founded in the evaluated project locations. They were created during the projects but registration procedures were completed only after project closure in some cases. The planning in Campina has been changed, and in mid April 2006 the consolidation and the registration procedures of the association in Arad are still on going.

4.1.3. Risks Affecting the Project Success

The main risk factors that affected project success in achieving direct results have been analyzed. Only the risks that held a real threat for project success are outlined: risks and difficulties for project efficiency are described in individual project reports.

Specific potential risk areas that could not be recorded in the project applications can be distinguished – difficulties arising from the GS itself or originating from the project design, the limits of time for the implementation of activities, the human capacity available at local level. Such risk areas could not be dealt with by the local partners alone and requires additional technical assistance and expertise. Such cases provide important conclusions and lessons learnt (presented below in paragraph 8.5.).

4.1.3.1. External risks outside the control of project teams

Project implementation was affected by external risks outside the control of project teams, which are given below. Most of the delays also were caused by these external factors:

- **The reduction of the Euro exchange rate**

This affected budgets of all evaluated projects, reducing them by some 20%. In order to provide the necessary resources corresponding to initial financial planning, the main applicants had to make serious efforts to attract additional funds from the local municipal or county budgets. Some of the applicants, those municipalities with limited resources and influence at county level, had to find ways to manage the project activities and achieve expected results with reduced budgets.

- **The delay of the first grant instalment**

The delay in receiving the first instalment of the grant had a negative effect on the time schedule of activities of all evaluated projects.

- **PHARE tender procedures**

Project teams identified the PHARE tender procedures as one of the main causes for delay in the projects. They specified the differences in terms, procedures and tender

documentation, with the Romanian rules of procurement and other difficulties for the companies tendering limited the interest of local business in participating in tenders.

- **Time needed for tendering, permits for construction, registration procedures**

Delays mainly occur in construction and renovation activities. The time needed for tenders and for obtaining all the necessary documents and permits for construction was lengthy and in some cases required almost half of the period of the project duration, endangering the overall implementation of the projects. The low interest of companies in participation in tenders was an unexpected factor that caused the failure of tenders due to a lack of offers, requiring a re-launch of tender and leading to at least another month and a half delay for the project. The other causes for delay were the preparation of the technical projects and the terms for approval of the technical documentation with all necessary permits for the construction.

- **Time needed for NGO registration procedures**

In the Income Generation domain additional factors affected the project time schedule. Registration procedures of legal entities - an NGO and a company for the management of the business, also took longer than expected. The starting point of the next stage of these projects, the transfer of the ownership and the start-up of the production activities, depended on the procedural time terms. Often project partners came to focus their attention and energy on technical issues, which reduced their attention to other essential project tasks.

- **Flooding and the deterioration of the situation of the target communities**

Flooding directly affected the project activities in Chiojdeni where houses and land collapsed in Lunci village. The damage to project investments was limited: one of the wells, built in the framework of the project, was endangered and small-scale operations in construction works had to be done again. In July the construction of the Medical Point was stopped for a month because of the bad weather and rain.

In mid-September 2005 flooding created impossible conditions for the construction works for the bridge at Ciorogarla. Flooding engaged a lot of resources and the attention of the local authorities. Flooding affected not only the time schedule of construction works but also more seriously the situation of the poor local communities. The target communities suffered serious damage, which created unexpected social tension, difficulties in maintaining partnership relations in some of projects as well as new opportunities for joint actions and campaigns of the partners in other locations.

- ***Force majeure***

The Municipality in Campina selected the site of an old rubbish dump for the construction of the brick factory. The feasibility study had shown serious geophysical problems in the land (a sonar *photogrametria* indicated a cavity and oil spots underground giving a risk of earth slide and collapse) and recommended digging deeper foundations for the construction. The County Council allocated the necessary additional funding for the foundations. At the end of July 2005 the land collapsed 17 meters in depth when the first drilling to check the ground was made. The geophysical characteristic of the land for the construction is an external risk. But the failure of the project to construct the brick factory on the initially selected terrain has to be discussed also from the point of view of management decisions. The feasibility study had shown the serious problems of the terrain; the decision was taken to find additional funds for the deeper foundations instead of looking for other solutions (other land or building) which would

have obviated any possible risk. Had the project management selected another solution to the problem they would have avoided the *force majeure* situation in Campina which risked continuation of the project and also threatened the project partnership. It is debatable whether this was ‘external’ or ‘internal’ risk.

4.1.3.2. Internal risks

Most of the internal risks could have been envisaged had preliminary research of problems and opportunities been carried out in advance during preparation of the project applications. Whether these risks were expected by the project partners or not has been specified. Some unexpected cases listed below illustrate how inherent difficulties in a specific domain can become risks for the project when not taken account of by project teams in advance. Most of these risks are the result of insufficient preliminary preparation for the start-up of the project and could be reduced if planned for in time with respective measures and activities.

- **Insufficient knowledge of institutions for Roma issues and communication with Roma**

Some applicants recognized the difficulties and the insufficient skills and knowledge for communication with Roma communities as a serious risk for the implementation of the project if not compensated for by the participation of the Initiative Group. Local authorities said they had difficulties in communicating and working directly with Roma communities and appreciated the support of the Initiative Groups.

- **Social tension resulting from the program intervention**

Social difficulties are often caused by the legalization of utilities. The project team in Targoviste expected such difficulties with the need to pay water bills as a result of their legalization of the water supply. Information campaigns, meetings and discussions with the Roma community were carried out in order to convince the Roma that better services and better water supply requires the payment of water bills. The risk of social tension and deterioration of the economic situation of the socially disadvantaged poor Roma families can be controlled by proper social measures but not easily eliminated.

The presence of illegal buildings on land allocated for social housing is one of the most frequent risks in social housing projects. The need to demolish illegal constructions was not planned in advance in Arad. The social tension and conflicts in affected Roma neighbourhoods bring the risk of destroying the overall effect of the project. A temporary solution has been found in the case of Arad, being the promise to accommodate the families from the demolished dwellings in the new social houses. However an extraordinary decision to accommodate families from the demolished illegal buildings in the new social houses may provoke further problems when these families do not fit the criteria for persons who are to be accommodated in this housing. Such a decision solves one social problem but creates a new one – it may affect the process of selection of beneficiaries of the dwellings, creating potential conflicts and dissatisfaction in the community.

- **Unforeseen procedures and requirements**

The project team in the Municipality of Sanmartin found out as late as the end of the project that legal connections for each house with the electrical network costs 300 RON which most of the socially disadvantaged Roma families cannot afford to pay. This problem was not considered in the project application or during project

implementation. As a result it became a serious risk factor for the effectiveness of the project, affecting also the emerging confidence of the Roma community in local institutions – risking the installation of an electric network in two Roma neighbourhoods as planned without seeing a light in any window at the end.

- **Political risks**

Political differences and disagreements between the local stakeholders, the mayor and the local council, or authorities at the municipal and county level can affect the project start-up and implementation in several ways. They can negatively affect the provision of financial contributions; the giving of institutional support needed for the project achievements. They can also lead to additional delays in obtaining permits or approvals of technical documentation, etc. However, due to good political will and the responsibility of institutions such differences did not have serious negative effects on evaluated projects. Only in some isolated cases the political differences between main project participants produced extra obstacles for keeping to the time schedule of activities. (For example, the Mayor, responsible for the financial management of the project in Bumbesti Jiu and the Vice Mayor responsible for the project coordination were from different political parties and the political tension affected the project causing bad communication, low coordination and delays in activity implementation.)

A change of mayor and the local council after submission of the application is a serious risk factor especially when the local authorities are the main applicant. None of the evaluated projects included the municipal elections as a critical assumption in the logframe. Sooner or later the new administrations got involved in the implementation of approved projects but in a few cases it created additional difficulties and tension between project partners (Campina). Had the political risks been foreseen the project partners could have launched public campaigns to gain larger support for the project ideas as well as changing attitudes on policy level, thus reducing the negative influence of political differences.

4.2. Benefits Achieved by the Projects

The comparative analysis of the findings of 17 in-depth evaluation field surveys in the three domains shows the extent to which the projects reached specific objectives and achieved benefits; also the significance of these benefits for change in living conditions for Roma.

4.2.1. Healthcare Benefits for Roma Communities

4.2.1.1. Function and role of Medical Points

The actual benefits for Roma communities provided by the established medical points and cabinets are unlikely to be identical in all five project locations. The main differences between the health projects came out during the implementation stage while the cabinets were being set up and reflected the specific purposes and actual functions assigned to each medical point and cabinet for Roma.

Targu Mures: The medical point was opened in Valea Rece – one of the Roma neighbourhoods in the city – and it started to function as a cabinet for the family doctor of the area. Bringing medical services closer to this community and making visits of Roma to the family doctor easier is a real benefit for the inhabitants of Valea Rece. The

project also provided some limited support to the cabinets of family doctors responsible for other Roma communities in the city but did not manage to make them more attractive for Roma.

Baia Mare: The Roma medical point was opened in the Baia Mare Pulmonary Disease Hospital, far away from the Roma communities. An idea was launched at the first stage of the project implementation to make this centre a dedicated medical facility for more than 350 Roma who did not have identity papers and therefore could not see a family doctor. This would have given a justification for the centre, but the idea was rejected because the law is so restrictive that person without identity papers cannot be given medical assistance even at medical centres set up for Roma. As a result the special Roma medical point was used only as a cabinet for the health mediators, where they provided additional services for Roma. Actually all Roma patients coming to the hospital first of all had to pass through this cabinet and after that could receive consultation with a doctor. This could be seen as a kind of discrimination towards the Roma community in Baia Mare.

Movila Miresii: The renovated rooms in the framework of the project provided a kind of medico-social and training centre for Roma – a space for community meetings, discussions and lectures for Roma on different issues including health problems. The actual healthcare role of this centre was in making vaccination and other health promotion campaigns there and also using the cabinet for the health mediators.

Chiojdeni: The Sanitary point was created for Roma in neighbouring Lunci village, at a distance of 5 km from the commune centre, where the cabinets of the family doctors were located. It was built near the school in Lunci and was used for the medical examinations of the family doctor coming once a week, the services of a nurse twice a week, as well as for a sanitary education and prophylactic programme.

Bumbesti Jiu: The medical point in Tetila village was ready at the last moment - about the deadline of the project extension and in fact it started activities after the project completion. At the final stage of the project it was arranged once a week for the family doctor to receive the patients in Tetila village in the framework of his obligations as family doctor paid by health insurance funds (through DSP). Later on 3 family doctors started consultations in the medical point and in fact the whole population of the village – Roma and Romanians – now benefit from the investment. In addition the Municipality recently hired, on a daily basis, one more qualified nurse – a Roma woman from Tetila village. Acting also as a community mediator, facilitating the access of Roma to healthcare system, the nurse was an unplanned benefit for the community, which had not been foreseen in the initial project planning.

4.2.1.2. Health mediators – tasks and role

During the projects' implementation 25 health mediators, of whom 5 were volunteers, provided services to Roma communities. After the completion of the evaluated projects the health mediators continued their work, which created favourable conditions for solving various problems in medical services for Roma. In mid April 2006, 23 health mediators are hired on a permanent basis, and 5 are working in the framework of the 72 work hours for receiving social benefits.

In Movila Miresii 3 of the trained health mediators were hired by the Municipality, one more joined the team and will be hired after passing the exams for obtaining a certificate. Another 7 health mediators, trained by the project, were hired by the municipalities in other communes close to Movila Miresii: 3 in Braila County (Ianca, Gradistea and Sutesti) and 4 in Buzau County (Ramnicelu and Ramnicu Sarat). During the project in Baia Mare 5 health mediators worked on a voluntary basis, and at the end of the project DSP hired 4 health mediators in Baia Mare and 1 in Şomecuta on a permanent contract basis. In Tetila village in Bumbesti Jiu commune Roma had the support of an experienced health mediator hired in the county centre (Targu Jiu) who comes to the medical point of the village. The services of one full-time Roma nurse were also available for the population of Tetila village. The health mediators in Chiojdeni are 6 young women and girls: one hired by the Feed the Children Association in the framework of a new project, and since the beginning of May 2006 2 health mediators were hired by DSP – Vrancea, the other 3 health mediators continue to work in the framework of the 72 work hours for receiving social benefits. In Targu Mures the 5 health mediators trained and involved during the project implementation were hired by DSP on a permanent basis since April 2006.

The real benefits for the Roma community from health mediators come from the actual provision of services and support in the communication with family doctors and healthcare system. In general their role is to facilitate the dialogue between Roma and healthcare system, and the assigned tasks and roles of the health mediators show significant differences between the five evaluated projects. Initially their role seemed vague and unclear; gradually it became clarified both for the health mediators and for the beneficiaries of the target communities. The health mediators in Targu Mures, Baia Mare and Bumbesti Jiu have tasks, which are close to the standard tasks given to them by the DSP. The scope of their support to the Roma community is determined specifically in the field of healthcare.

In Chiojdeni and Movila Miresii health mediators were involved in community work and social consultations for the Roma community and the intention of the local institutions is to continue with these wider roles. The Municipality in Movila Miresii hired health mediators in the positions of social mediators and community facilitators, and as such they also performed the assigned healthcare services to Roma with the consultancy and under the supervision of the DSP Braila. Health mediators in Chiojdeni were also involved in social consultations with the Roma community, informing Roma on how to update their registration for social benefits. In Lunci village this helped many Roma not to lose their social benefits because of a lack of documents or failure to meet deadlines. In fact the wider tasks of the health mediators did not affect their health role but contributed to improving access to social assistance and health insurance as well as to keeping disadvantaged Roma families in the healthcare system.

However, there are issues in the ways that health mediators work as regards the amount of time they work, the unclear task description and the vague system of control. In Targu Mures and Baia Mare some of the health mediators did not in fact work more than 5-6 full days per month and some family doctors expressed their dissatisfaction that they were not available to provide every day support to Roma and in the Medical cabinet. Also several weak points and unclear elements in the task description, especially those regarding the coordination with the family doctors, and organizational issues for the role of health mediator were highlighted.

There were also different approaches to the communication between health mediators and Roma communities. A *proactive* approach was preferred in 3 locations (Valea Rece neighbourhood in Targu Mures, Chiojdeni and Movila Miresii). In Baia Mare health mediators followed a *reactive* approach – waiting for Roma to come to the medical point in the hospital in the central part of the city, instead of working directly in the neighbourhoods and keeping a more constant contact with Roma.

4.2.1.3. Increased medical services and health problems solved

Medical services provided by family doctors in the Medical Points were increased in all evaluated projects, except for Baia Mare, where the Medical Point did not provide consultations with family doctors. In Bumbesti Jiu the results appeared after the project completion when the Medical Point started to function. Three family doctors go to Tetila village, ensuring full-time medical consultations for 3 days a week, and about 15-20 persons visit the Medical Point daily according to the medical register. The family doctor in Movila Miresii observes an increase of visits of Roma for medical examinations by nearly 50% during the project year compared to the situation in 2004. The Medical Point in Valea Rece receives Roma patients continually and is a good result of the project, although such progress has not been achieved in other Roma neighbourhoods in Targu Mures. The population of Lunci has been provided with family doctor consultations in the village once a week. (The same family doctors visit other villages in the area once a week so these are the “standards” available in isolated rural communes like Chiojdeni.)

Regular medical consultations for pregnant women provide for early diagnosis and treatment of complications for mothers and babies, increasing the percentage of normal births and healthy babies born. All pregnant women were monitored and consulted in Tetila, Lunci village and Movila Miresii. As a result of the intervention of the health mediators in the communities, the percentage of early registration of pregnant Roma women for monitoring and consultations with the family doctors has increased significantly. This is an important indicator for the positive change in the attitude of Roma women to medical services. Getting pregnant women to come for regular medical consultations was easier in more integrated Roma communities (like Tetila village) and more complicated with traditional Roma sub-groups (like *spoitori* Roma in Movila Miresii). In the latter the continuous intervention of the health mediators as well as the tactfulness and flexibility of the family doctors was required.

The diagnosis and treatment of tuberculosis was specially addressed by almost every health project. The examinations of Roma indicated that the situation in some rural communities was much better than the pessimistic prognosis presented in project applications. No TB cases were diagnosed in Tetila village. Only a few cases of tuberculosis were identified and consulted in Lunci village instead of the hundred expected by project partners.

The campaigns for the vaccination of Roma children solved a serious problem, reducing the health risks from children missing vaccinations.

4.2.1.4. Roma inclusion in the healthcare system

Registration with family doctors was an expected benefit for the Roma excluded from the healthcare system. However, till now, the results achieved in some of the locations have been less than the estimated numbers of the target group of Roma excluded from the healthcare system (like Baia Mare); in other locations, however, as in Targu Mures and Movila Miresii, good results have been achieved.

Expected results were not reached in Baia Mare, where exclusion from the healthcare system is a great problem (especially for illegal Roma ghettos like Craica and Piritia). The registration of 500 persons with family doctors was not achieved because it became apparent during project implementation that the Roma who had identity papers had already been registered and the 350 Roma who do not have identity cards cannot be registered with family doctors because the law prohibits it. The local partners had first of all to assist the Roma to obtain identity cards before facilitating their registration with family doctors. Issuing identity cards for Roma living in illegal neighbourhoods, without a permanent address, was found to be impossible in Baia Mare because of the lack of flexibility of the local officials. This is in contrast to the effective political will and flexibility in Targu Mures where the temporary identity cards were issued to most of the Roma.

In the rural project locations most of the Roma already had their family doctors, signifying insufficient preliminary research in the preparation of the project application. The 15-20 Roma who were helped to obtain identity cards in Movila Miresii were able to register with family doctors. In Tetila and Lunci villages Roma have identity cards and are registered with family doctors.

Health insurance affects access to the healthcare system. Socially disadvantaged families in Lunci did not lose their registration with the social assistance system, thereby maintaining their health insurance and hence their registration with family doctors also, because the health mediators in Lunci village provided social consultations and technical assistance to the Roma community. Likewise in Movila Miresii, due to the registration for receiving social benefits, the Roma there have a much higher percentage of health insurance in contrast to the Romanians. According to the Mayor and the family doctor, about 12-15% of the Romanian population of the commune do not have health insurance and are not registered with family doctors.

4.2.2. New Income Generation Opportunities for Roma Communities

4.2.2.1. New businesses for the benefit of Roma communities

GS conditions for Income Generation projects required the creation of a Roma community association, which would assume management and control of the business and reinvest the profit in community development initiatives for the improvement of social, educational, health, and economic conditions in the community. Additionally, at the end of the project the main applicant was obliged to transfer the ownership of the workshop to this community association.

To assess benefits for the community in these projects two main processes need to be analysed: Firstly, the development of the business itself – transformation of the investment (constructed and equipped workshop) into an operating successful business;

and secondly, the transformation of the business initiative into a benefit for the community.

The late start of the businesses - in most cases after the official closing of the evaluated projects - makes it difficult to assess the effect of the business initiatives. The history of the functioning of the workshops is too short; moreover at the end of April 2006 the workshops in Campina and Filipești de Targ have just hired the Roma workers and are preparing to start production activities. The devices provided in Cojasca for the vocational courses were utilized as equipment for a workshop with the potential of fulfilling small orders for *termopan* windows and sewing and with the registration of an SRL this is expected to start working. At the time of the final evaluation field visits the dressmaking workshop in Turda was still at the first stages; the basketry in Salistea Deal was preparing and implementing its first contract for making brooms; and in Tandarei the business was already active but there was no clear information about the amount of the production and income. During the final evaluation visits only in Racaciuni was it possible to see the elements of first real business success – there was an operating mill with clients, the first profits, good management and mechanisms to ensure the transparency and the control of the results by the community. A business plan was developed in advance only for the Gasteni mill, Racaciuni, an important contribution of CISA, the partner NGO which is highly experienced in the implementation of Income Generation projects.

The first small real incomes have been achieved in Salistea Deal. The producers used the “project” car for enlarging the market and selling baskets around the area. In March-April 2006 the first contract for production was negotiated with the support of the Mayor of Salistea. It included the production of 1000 brooms for the municipality of Aiud, which would be used for cleaning the streets of the city. 10 families were involved to produce the ordered brooms and the Alunisol Salistea Association took the decision on how to share work for the ordered brooms between individual producers.

The registration of the community associations and the companies for management of the workshops was really pushed by the main applicants in contrast to the delays in the construction of the workshops and preparation of the business prior to start-up. In a relatively short time 5 new associations have been created and registered (Salistea Deal, Poiana Turda, Racaciuni, Filipești de Targ, and Cojasca). The creation of an SRL subordinated to and owned by the Roma associations for running the business activities on behalf of the community is a procedure that is taking longer than planned. At the time of the final field visits most of the companies (SRL) were still engaged in the registration procedures.

Aspects of ownership and mechanisms for Roma participation in the management of the business and distribution of wealth are as important as the economic aspects when assessing the business from the beneficiaries’ perspective. At least two clusters of transforming the workshop into a benefit for the community can be identified, namely direct income for hired persons from the community and indirect benefits for larger groups of the community through the reinvestment of the profit into community development initiatives. Benefit can also come from the provision of some cheaper and more accessible service not available in the area (like the mill in Gistenii village). The success of this process depends on the reliability of the general principles adopted and the procedures for community participation, decision-making, transparency and accountability, as well as specific mechanisms for control of the business.

Mechanisms to ensure community participation and control also have to consider the specifics of the business unit. There were two types of income generation projects evaluated. Five of the income generation activities clearly appear to be “standard” enterprises, providing jobs and creating profit. In Cojasca is a similar situation; here the follow-on business activities are designed to provide small-scale services and implement orders for income generation, and to mediate for better job opportunities of the target group. The business initiative in Salistea Deal is different – the basketry is organized more like cooperation between individual producers than on the principles of a production unit. It is focused on the marketing and the promotion of the production – hand-made baskets. The cooperation provides additional, wider opportunities to a large number of community members, giving them access to income.

These mechanisms and procedures are determined by the scale and character of the representation of Roma communities in the newly created associations. In Salistea Deal the Association provides for good opportunities, the necessary conditions for real participation of the community, ensuring transparency and a wide group of families may benefit from the basketry. In Racaciuni the Association was created through an open and transparent process involving a wide representation of the Roma community. In Turda the Roma NGO was set up by a small group of the community (6 men and 3 women, all of them direct beneficiaries of the project) and initially no other people had a real participation. The establishment of the Limited Liability Company followed the establishment of the Roma Association, to which it is affiliated. Step-by-step the local leaders in Turda managed to enlarge the links of the Association with the community. In Filipestii de Targ there is visible progress in the involvement of the Roma community for a more active participation in the project. The risk, identified by the evaluator of Impreuna Agency at the first stage of the project, that the wood-processing workshop would be totally controlled by the Tudor Foundation or by the Municipality, has been avoided.

In Tandarei, various signals indicated the risk of it becoming a family business. The evaluator from the Impreuna Agency estimated the project as “a private business that would not benefit the local community”. The family that “owned” the Ialomita Roma Association, the project partner, had family ties with the previous Roma expert BJR of Ialomita, and they were the ones that controlled the “income generation activity”. According to the project application the Ialomita Roma Association was assigned all responsibility for involving the community and for the transparency and accountability in the management of the business for the sake of the Roma in Strachina district. During the GS contracting process the registration of a new organization based on the Initiative Group was recommended, as well as the transfer of ownership of the workshop to this new NGO. Later the recommendation was modified into a stipulation that the Ialomita Roma Association should enlarge the community support incorporating Roma from the Initiative Group in the General Assembly of the Association changing its management, leadership, and decision-making procedures. It is announced that this step has been carried out but without registering the changes in the Court, and the Ialomita Roma Association has received control of the business. The main applicant, the Municipality, stated that the transfer of the ownership of the investments was made in conformity with the project contract and the way the business is managed remains somewhat unclear.

At the time of writing all the new businesses are still at the very beginning of the process of transformation into a benefit for the Roma communities, a process that

requires time, capacity building and continuing support by the project partners and experienced NGOs. Favourable conditions for income generation were created in the evaluated projects, with a potential for development and generating income, depending on the capacity of the community for business management, marketing and production.

4.2.2.2. New professional qualifications for Roma

The project results achieved meant considerable progress in the field of vocational training. New professions and skills were obtained in all project domains. In the Income Generation projects evaluated about 330-340 Roma were included in professional qualification courses and 304 unemployed Roma were qualified, completing the courses with certificates. The largest target group covered was in Cojasca – 176 Roma attended vocational training courses and over 70% of the participants passed the exams and have the required education for certificates in various professions and as a result 160 Roma graduated with professional qualification certificates. In Salistea Deal 30 persons were provided participatory certificates for courses providing skills and ability in making baskets (making baskets is an ability, not included in the code of professions), which has given them the opportunity to receive authorization from the municipality to work and sell baskets as physical persons. Some of the evaluated Infrastructure projects also provided professional qualification; in Arad 13 Roma (out of 20 participants) completed the courses.

The Roma beneficiaries of the evaluated projects obtained qualifications and skills in several professions, namely: sewing (Turda, Cojasca); wood-processing (Filipești de Targ); making PVC termopan windows (Tandarei, Cojasca); brick making (Campina); sanitary and gas installation plumber (Cojasca). In addition, qualifications for various types of work in the construction industry were the most ‘popular’ in the evaluated projects (Cojasca, Turda, Campina, and Arad). Training for developing entrepreneurial skills and business management was conducted in Cojasca for 15 beneficiaries, who were trained to start small-scale business activities, following registration to work as ‘authorized persons’.

The training of health mediators also contributed to an increase in the qualification and skills invested in Roma communities: in the evaluated Health project locations 54 Roma were involved in the training courses, 33 Roma women obtained certificates and the others also finished the course with participatory certificates.

The Roma beneficiaries appreciated the vocational training courses in all the locations visited. The self-esteem of training course participants has visibly increased, especially for young Roma in Campina, Cojasca, Alba Iulia. Certificates for various professions were highly estimated by Roma as an actual opportunity to get better jobs in Romania or abroad. Some of the beneficiaries, with raised expectations, expressed their temporary disappointment in cases of delay in issuing the certificates. (In Cojasca the certificates were provided to the beneficiaries in March 2006, causing some disappointments for a while.)

4.2.2.3. Access to permanent jobs and income

At the time of final evaluation field visits the increase in permanent jobs and actual income for Roma communities was below the initial expectations shared by project teams, local partners and representatives of Roma target groups during the interim field visits. The evaluated projects foresaw two opportunities to support unemployed Roma

to find jobs: hiring workers in the workshops created, and assisting qualified Roma to find jobs on the free labour market.

The planning of most evaluated Income Generation projects relied on the workshops created to provide most of the job places for permanent employment. According to the data presented by the project teams to evaluators during the final evaluation visits and updated by phone calls in early April 2006 in 5 of the created workshops were hired 12 Roma out of 37 initially planned in applications. (Salistea Deal and Cojasca are not included in this number, because according to the projects planning the workshops there did not foresee permanent jobs, but access to income through execution of orders for production and services.) About the end of April 2006 in Campina and Filipestii de Targ 20 Roma were hired after a long period of waiting for the completion of the workshop construction, transfer of the ownership and preparation for the production start up. In Campina 9 Roma workers were hired. In Filipestii de Targ it was expected that 10 of the 13 hired persons in the workshop would be Roma, qualified by the project, but recently the wood-processing workshop hired 11 Roma workers. In Turda 3 Roma women were hired during the project for the dressmaker workshop on a temporary basis until the registration procedures were completed. Recently the workshop involved 5-6 Roma women, working in two shifts, and provided income depending on orders and contracts for production. This way in Turda 3 Roma women were involved in addition, and the income of the 6 women working in the dressmaker workshop depends on the contracts and orders for production obtained. The mill in Gisteni village, Racaciuni commune provided 3 jobs for Roma as planned (2 of the workers hired were women from the village).

In Tandarei at the final stage of the project 9 workers (instead of the planned 12) were hired by the TERMOROM workshop, and 5 of them were Roma. Of the 20 young Roma trained, only 5 were hired – for management reasons non-Roma workers were preferred for their experience in production and trade. Shortly after the close of the project the number of hired workers was decreased from 9 to 6 with the explanation of lack of orders during the winter period. (Meanwhile 2 Roma workers resigned because of the lower than minimum salary.) As learnt during the final evaluation field visit, there are 3 Roma beneficiaries that still continue to work in the workshop in Tandarei.

The task of finding permanent jobs for recently qualified Roma on the free labour market was difficult for the project teams. By contrast with the data about the jobs in the new workshops, the available data presented to the evaluators by the project teams about the number of Roma hired in the free labour market was not so extensive and accurate. Most of the project teams had partial information about the number of ensured permanent or temporary jobs for the qualified Roma, often not updated after the project completion. Discussing the issue of employment of Roma in the free labour market, the local partners usually underlined that probably there were also other Roma beneficiaries that have been engaged by the employers, and also that they did not have sufficient feedback information about the performance of all hired Roma on their jobs (did they keep the jobs, the duration of the contracts, etc.).

Therefore, the data below is not full and does not include all evaluated projects; it is not sufficient to present all achievements or failures in the implementation of this activity in the evaluated projects, but provides an approximate idea only about the job opportunities of Roma in the free labour market. In Cojasca 176 beneficiaries were included in vocational training courses, 160 of them graduated; 25 Roma found jobs (14 Roma have permanent job contracts in the village and in nearby towns, and another 11

were hired in construction works in Ploiesti), and 5 started to work in construction as ‘authorized persons’. In addition, about 25 – 30 Roma were supported to find jobs in the other project locations, and the project team expected that probably most of them have managed to obtain jobs. In Campina during the first months after the completion of the professional qualification courses 16 of the beneficiaries (out of 47 persons that obtained certificates) have found a job based on a labour card. In Turda the project team announced that most of those 19 Roma, involved in the vocational training courses, managed to find jobs in construction works, initially working without labour contracts and often in jobs for unqualified workers. Later 6 of the beneficiaries in Turda became self-employed, which enabled them to work independently in construction.

The project in Alba Iulia (visited by the evaluator during the Final Evaluation Phase) established a “Vocational Training Centre For Roma Community From Alba Iulia”. The Centre was focused on professional qualification courses, as well as on technical assistance and mediation for improvement of the access of Roma to the labour market. 310 Roma received consultation services in social and employment issues, about 70% of them asking for jobs, and 22 of the clients of the Centre were hired during the implementation phase of the project. Some of the Roma that passed the qualification courses have also been employed recently but updated data about their exact number was not available in the Centre. (The vocational training courses were completed toward the end of the project; the Centre team helped the Roma to prepare CVs and documents to apply for jobs but the feedback from all beneficiaries were not ensured at the time of the field visit).

In conclusion it is clear that professional qualifications have improved the chances of Roma to be hired but has not automatically led to an increase of permanent employment and access to income. The need for additional support and technical assistance to facilitate access to jobs for the newly qualified Roma was identified and started by project teams.

4.2.2.4. Access to temporary employment and income

Providing temporary jobs was an expected benefit for Roma families in almost all evaluated projects with planned construction works. Unemployed Roma were hired in construction works and benefited from a temporary income: the project in Targoviste provided a 4 months temporary job for 16 Roma and after project completion 8 Roma were hired on a permanent basis by the construction company. 5 of the 13 qualified Roma were involved in the construction of the social houses in Arad; another 3 were hired by other construction company (as stated by the project team, the other qualified Roma have left the country). 15 Roma workers were selected in Ciorogarla although only 5 were hired for one month and a half work on the construction of the bridge. In Jibou the project did not provide this benefit – no Roma from the *Caramidari* community were hired for the road rehabilitation works although it was planned in the project.

The average duration of the temporary jobs was 2-3 months and the Roma workers were paid the minimum salary. The comments of the beneficiaries indicated that the minimum salary (compared to social benefits) and the short term of the contract did not motivate all the Roma to appreciate this temporary job opportunity, especially in bigger cities (like Targoviste) with wider opportunities for income on daily basis or in the *gray economy*.

4.2.3. Infrastructure Benefits in Roma Neighbourhoods

4.2.3.1. *Providing facilities for basic needs of Roma neighbourhoods*

The electrical network in Rontau and Haieu villages in Sanmartin commune was completed in time, the electricity supply being connected to electricity meters for 92 houses (8 households more than planned as more houses have been built). However at the close of the project there was still no light in the houses because the Roma families could not afford the 300 RON for the legal connection to the electricity company (meter-to-house connection) – a problem not foreseen in the project. The Municipality and Local Council of Sanmartin subsequently solved the problem by funding meter-to-house connections, thus achieving the aim of the project.

In Targoviste the water distribution network and individual connections to house yards were installed. The extension of the project expired at the end of February 2006 but the construction works continued with a tight schedule and construction was completed. The whole investment included 3,850 meters of water pipes with 245 individual branches to the households and covered the whole neighbourhood. The project team and the Roma Initiative group provided technical assistance to Roma for signing individual contracts for the water supply with the water company. In addition the Municipality in Targoviste invested some of their own resources for the temporary rehabilitation of the streets, damaged by the construction works and by the water, explaining to the Roma community that the sustainable reconstruction of the street infrastructure will be done after a sewage network is built in the neighbourhood. The new water distribution network is a great improvement for the Roma in Prepeleac neighbourhood. Before the project most of the families carried water from the standpipes in the streets or the yards of their neighbours. The standpipes were connected to an old, illegal, non-standard water network with rusted and narrow pipes, which did not have the necessary capacity and water pressure and did not cover the whole area. The water was not up to the sanitary norms for drinking.

In Chiojdeni the health project included a component addressing the need to improve the access of Roma to the water supply in Lunci village. The extensions to the water system in Lunci village is a benefit for the Roma, who until this project had to fetch water from a few wells a long distance from their houses. Three wells and 10 water basin tanks with troughs were built in Lunci village. Access to water for the Roma has really been improved in all the Roma areas. Unfortunately the sanitary tests of the water in the wells and basin tanks indicated a low quality “under the sanitary norms for drinking water”, but this is a regional problem that requires a regional solution. Water everywhere has the same ingredients, affecting Roma and Romanians in Lunci village as well as the whole region of Chiojdeni and neighbouring communes.

4.2.3.2. *Infrastructure*

The project in Jibou provided limited benefits for the Roma and not for the majority of the Roma community. The project had some positive effects only for the road infrastructure, which was not that important for the majority of the Roma in Caramidari neighbourhood which suffered from the muddy streets, the rainwater often flooding their houses, and the pools of dirty water that represented a constant health hazard. The only visible result of the project was the tarmac rehabilitation of the main road (2 km),

which passes through the Caramidari neighbourhood, leading from the outskirts of Jibou to the village of Soimus. Two of the roads inside the community were only reinforced with ballast and for a shorter distance than specified in the project application (183 metres instead of 500), and the roads are not as wide as specified in the project application. The two water pools resulting from clay exploitation have not been drained. Roadside drainage ditches were dug but rainwater collects in them, there being no drain away. The ditches have not been lined with concrete. A comment on this from the Municipality representative was “we tried but we failed”. In summary, the project in Jibou failed to provide all the expected benefits for the community.

The bridge over Ciorogarla River was constructed by the end of April 2006 and the Roma community in Darvari village will begin to utilize the benefits of it in the near future. It is a metal construction of 60 metres in length set on the banks of the river – the river is 20 metres wide at the site. The bridge relates to regional development priorities, it is a part of an intended new road which will pass through Darvari and go directly to Bucharest. The actual detailed planning (including allocation of funds for investment, preparation of technical project, etc.) for the construction of this road has not started yet.

With regard to the current project, building the bridge may improve the access of Darvari inhabitants to the new industrial park and factories that are expected to be built in future on the other side of the river. For access to public services it may help part of the inhabitants of Darvari village, since for half of them it would be more convenient and shorter to use the existing road to reach the Municipality and public services in Ciorogarla. The bridge provides better access for walking to the factories and the agricultural land across the river – there are some Roma from Darvari working in these factories. For the High School pupils it will reduce a bit the distance for going on foot to the High School in Ciorogarla and to the outskirts of Bucharest, in case families prefer to save the cost of the bus.

Supporting the Municipality project for the bridge over Ciorogarla River, local Roma party leaders expected to increase their influence with public authorities and to create better opportunities for advocacy for solving Roma problems on municipal level. Their efforts started to bring the first results and new benefits for the Roma community in the domain of housing and healthcare (the details are given below in paragraph 5.2. Wider Impact on Other Sectors and Problem Areas).

4.2.3.3. Social Housing

In April the construction of the social houses in Arad was at a final stage. 10 Roma families will be accommodated to standards normal for housing, facilities and urban environment. The procedures for selection of the beneficiaries are on-going and according to the schedule will be completed in mid May 2006. In addition the Municipality of Arad took on the responsibility for providing basic furniture for the social houses which was not included in the project application initially. The complementary infrastructure project, funded by the Municipality in Arad, has improved the access to facilities and, partially, the road infrastructure in the whole of the Tarafului Roma neighbourhood.

4.3. The Target Group Reached by the Projects

The key indicator for effectiveness in the respective domains is the extent to which the evaluated projects touched the planned beneficiaries and fulfilled their stated quantitative indicators (such as numbers of beneficiaries, products and services provided, etc.).

4.3.1. Roma Reached by Health Services

In Chiojdeni and Movila Miresii the target beneficiaries of medical services were reached during the projects. In Bumbesti Jiu the Roma population really benefited from the medical services after the end of the project. In Targu Mures there were deep differences in involving the target group from the different Roma communities where, in Valea Rece, the whole community benefited and in the Unirii neighbourhood some change was also achieved, but the Roma from other communities did not feel any effect from the project. In Baia Mare there were no registered considerable changes in medical consultations of Roma with family doctors; the health mediators started to work from the last month of the project but detailed information about services provided to the Roma was not available.

All the planned health promotion, sanitary and information campaigns were completed. All project teams stated they had reached the planned target groups through the campaigns. In smaller communes it could be achieved and verified - the health mediators in Chiojdeni and Movila Miresii carried out the campaigns door-to-door, visiting all Roma families and disseminating leaflets and materials. It was evident also from the full database of Roma families gathered by the health mediators in Lunci village (Chiojdeni) and in Movila Miresii. The Initiative Group in Tetila village also was involved in the campaigns, but team relied more on the “modern” means of reaching the community at large – TV broadcasts (most of the Roma in the area have access to cable TV) and dissemination of brochures which included clear messages promoting health and hygiene.

A key quantitative indicator for the success of health projects was the vaccination of Roma children. In Targu Mures 218 children were vaccinated. According to the Municipality this means “almost all of the children” under the age of 16. However the real number of children is far greater (the application itself specified a figure of 1300 children below 12). The family doctors revealed that the health mediators did not succeed in persuading parents to have their children vaccinated although gifts had been prepared for them as “Santa Claus” presents. A case in point is Remetea neighbourhood where only one child out of 100 was given the vaccine. After project completion almost 100 children were vaccinated in the neighbourhood, which shows an improvement. The indicator for the vaccination, about 35% of that expected, shows up the dominant mentality among the Roma in Targu Mures.

The planned number of inoculations was reached in Lunci village, Chiojdeni commune: 40 (out of 45 estimated) children were vaccinated in the framework of the project. The vaccinations reached about 15% of all Roma children living in Lunci and covered almost 80% of the children in need. (The total number of children there who has not been vaccinated children is lower than in other rural areas.) The vaccination campaigns

were focused on smaller children of pre-school age; children attending school and kindergarten receive obligatory vaccinations there.

4.3.2. Roma Reached by Income Generation Initiatives

In terms of absolute numbers, direct beneficiaries of projects focused on creating income for disadvantaged communities with high unemployment (vocational training and income generation) were less than those reached by the evaluated projects in the Health or Infrastructure domains. This is to be expected because generating income is a much more expensive exercise than providing access to services (like healthcare). One small-scale project workshop cannot be expected to provide income for the whole neighbourhood.

Despite the late start up of the new businesses in the communities, the evaluated Income Generation projects managed to reach considerable part of the planned target group. The review of the benefits and the quantitative indicators for the projects success, (included in paragraph 4.2.2. above) have shown considerable differences between the achievements provided by the implementation of the key activities, as well as by individual evaluated projects in this domain. Overall, in terms of absolute numbers, till now the Vocational Training courses achieved the best results. More than the planned number of unemployed Roma completed the courses and obtained certificates for professional qualification (330-340 participants in the courses, 304 beneficiaries graduated; 275 planned).

With regard to the employment opportunities, the project applications contain definite quantitative expected results with numbers of hired Roma in created workshops only. However, regarding estimated results for the number of ensured jobs on the free labour market, most of the selected project applications are vague and unclear, generally stating that professional qualification would increase the chances of unemployed Roma to find jobs. An exception is the project application for Cojasca which foresaw that 16 qualified Roma were expected to obtain permanent jobs. The project in Salistea Deal was not focused on providing jobs on the labour market but on access to income by means of self-employment, and the vocational training courses were planned to provide participatory certificates for skills in making baskets with an opportunity for the beneficiaries to act as individual producers.

During the evaluation field visits most of the project teams “unofficially” shared their expectations that more than a half of the qualified unemployed Roma will obtain new better jobs shortly after the completion of the courses, and that the others will be hired later. As explained above (in Paragraph 4.2.2.3.) the available partial information, provided by the local partners, about the achieved results in ensuring employment opportunities in the free labour market indicated that by the time of final evaluation visits the over-optimistic expectations of the project teams had not been reached. Detailed accurate information about the professions and types of the jobs, obtained by the Roma on the free labour market, was not presented to the evaluator teams. The measures aiming at providing access to jobs and employment were less effective when compared with project team expectations and one of the reasons highlighted both by the local partners and Roma beneficiaries was the labour discrimination and still existing prejudices of employers to Roma community.

In early April 2006 in the workshops in Turda, Tandarei, Campina, Filipeştii de Targ, and Racaciuni there were 12 Roma hired out of 37 initially planned in project applications. (The details are given in Paragraph 4.2.2.3.) Later the workshops in Campina and Filipeştii de Targ hired 20 Roma workers, and the total number of permanent jobs actually provided for the Roma in these 5 project locations increased to 32. However this was achieved due to the higher number of jobs ensured in Turda (3 more than planned) and in Filipeştii de Targ (one more than planned), which partially “compensated” for the lower number of jobs for Roma in Tandarei. Now the overall results for the created jobs for Roma in quoted 5 project locations reached 86,5% of the expected results. The real contribution of the evaluated projects to increasing the level of income for a significant part of the target Roma communities is likely to come later due to delays in start-up of the production units which were have been constructed and equipped.

4.3.3. How Many Roma Benefited from Infrastructure Investments

Infrastructure projects are usually expected to reach a very high percentage of the population, benefiting from improved street or road infrastructure and facilities.

In Targoviste the water distribution network constructed covers nearly 100% of the households in the Prepeleac neighbourhood. 245 individual branchings were constructed and water-meters were installed, providing each family the opportunity to control its water bills. The water network includes also the 10-15 Romanian families living on the border of the Roma community. After the project completion about 235 Roma households benefit from standard quality drinking water from a safe source. Only a few houses could not be included due to problems with ownership of the land, which cannot be easily solved.

In Sanmartin the electrical network constructed included over 90% of the Roma households in need, more than initially planned. Of the 92 houses, 28 are located in Haieu (27 initially planned) and 64 in Rontau villages (57 initially planned). Three of the Roma families (due to be beneficiaries of the project) were not connected for reasons of safety (the bad condition of the houses did not allow electricity connections there). Some of the new houses, built after the project application was submitted, could not be connected due to the limits of project funds.

In Jibou and Ciorogarla the road infrastructure projects were planned to bring changes for all the Roma in the *Caramidari* neighbourhood and Darvari village respectively. In Jibou the target group actually reached by the project included less than 20% of the inhabitants of the *Caramidari* Roma neighbourhood. Only the Roma and Romanian families living on the main street really felt the effect of the project. The situation of the majority of houses inside the *Caramidari* community did not change. The project in Ciorogarla is expected to show in the coming months to what extent the target group will benefit from the bridge; as at the end of April 2006 the bridge has only just been constructed and the project beneficiaries will start to use it from now on.

Social Housing projects usually only include a limited number of families; taking into account the cost of the investment needed it is not reasonable and appropriate to cover many beneficiaries. In Arad 10 families, out of a long list of families in real need, will

have a new house. The level at which the target group is included in Social Housing projects is assessed from the quality of the selection process, the appropriateness and observation of the selection criteria, the transparency of the procedures and the participation of a larger part of the community in the selection process. The selection process starts up in mid April 2006 with an approved list of selection criteria, announced in advance. Three weeks are fixed for receiving applications from the Roma families; the next 7 days will be used for shortlisting potential beneficiaries and then the selection commission will make social enquiries. Representatives of all project partners and the Roma Initiative Group have formed the commission for the selection of the beneficiaries of the social houses. The Municipality of Arad will also provide furniture for the families.

In addition in Arad the construction of the facilities (water supply, sewerage, gas) and the street rehabilitation, provided by the parallel infrastructure project funded by the Municipal budget, has covered most of the Roma inhabitants of Tarafului Street.

4.4. Assessment of the Partnership and Community Involvement Achieved

The assessment of project achievement in developing a partnership goes beyond the interaction between the partners who signed the project application. The Roma Initiative Groups are also main actors in the evaluated projects with the task of attracting Roma community support for the projects.

4.4.1. Character of the Project Partnership

Relations between the “official” partners, those that signed the project application, are first considered. Partnerships were evaluated and classified by the level of involvement, participation in decision-making, confidence building and mutual support, and the balance achieved in the relations between different partners during the implementation phase. Five types or levels of partnership were identified in evaluated projects, as shown below:

4.4.1.1. Active, balanced, mutually supportive partnerships

Real partnerships were based on confidence and cooperation, a division of responsibilities, with all partners making a specific contribution to the project. Such partnerships were found at Salistea Deal, Gisteni-Racaciuni, Movila Miresii, Chiojdeni, Poiana Turda, Targu Mures, Sanmartin, Targoviste and Cojasca. One of the pointers for effective partnerships and the degree of confidence building was the division of responsibilities between partners. Project coordinators from the local NGO partners were appointed in Salistea Deal, Racaciuni, Chiojdeni, Campina, and Movila Miresii, and this improved the opportunities and results with the involvement of the Roma community.

The partner of the project in Targoviste was the Association For Support Of Unemployed People – an experienced NGO, engaged in large-scale activities in Dambovita County. The partners have close relationships and a good record of cooperation and joint projects. The partner NGO had a relatively limited role in the project, but it provided the necessary expertise to motivate the unemployed Roma to

keep their temporary jobs in the construction works and also supported the Municipality and Roma activists in carrying out the campaigns.

4.4.1.2. Active but unbalanced partnerships

With active but unbalanced partnerships projects were implemented in partnership and activities and responsibilities were divided between partners, but in reality some of the partners were isolated from the decision making process for one reason or another during project implementation. This was the case in Baia Mare and Arad. In Baia Mare, the hospital and DSP developed an effective partnership, also partially including the Brotherhood Association. The other Roma partner, the Romanian Association of Christian Roma, unofficially resigned from the project. In the Arad project the role of the Roma partner, the Neemia Christian Pentecostal Association, was partially decreased during the first stages of project implementation due to the fact that Neemia did not represent the concrete target group and could not carry out its assigned tasks in working with the Roma in Tarafului Street neighbourhood, but later Neemia Association was actively involved in the selection of the beneficiaries for the social houses.

4.4.1.3. Difficult but active partnerships

At Filipeştii de Targ and Campina there were difficult but active partnerships where the relations between partners were affected by the development of problems and conflicts, but all the partners continued their involvement in the projects. In Filipeştii de Targ the communication was rather poor between the Tudor Foundation, the Municipality and the Initiative Group, which to some extent contributed to the delay in the project activities.

In Campina the partners were involved in the project implementation. The local Roma Brotherhood Association was involved in the work with the Roma community; Ramses Foundation provided programme experience. Nevertheless the Municipality did not accept the Roma NGOs as real partners. A growing lack of confidence and almost constant tension defined the relations between the Municipality and the Roma representatives. A *force majeure* situation in the project (the landslide of the terrain for the brick factory) increased the tension. In broad terms the partnership in Campina was very difficult due to differing interests and visions for the future of the project.

4.4.1.4. Formal partnerships

Some of the formal partnerships, created for reasons of project eligibility, did not succeed in developing effective cooperation and the partners remained isolated, or with a very limited role in project implementation. In Bumbesti Jiu the partner NGO (Europe Foundation for Social, Cultural and Economic Development) was not involved at all. At Ciorogarla the County Council of Ilfov was only involved as a partner in the project for project application purposes. The main applicant did not treat the County Council as a project partner but only as the superior institution to which the Local Council of Ciorogarla is subordinated. According to the municipal officials, the County Council of Ilfov approved the decisions of the Local Council and in this way participated in the project.

The Municipality of Jibou did not rely on the active participation of the project partner – poor communication and visible failures in the exchange of information indicate that the project partnership was created only for the eligibility of the project. Nevertheless the Romanian Foundation for Children, Community and Family and the Initiative Group developed a good cooperation, which contributed to the development of the Roma community Association in the *Caramidari* neighbourhood.

4.4.1.5. A disappointing partnership

The project in Tandarei involved the Municipality and 3 partners: Ialomita Roma Association, AJOFM Ialomita and the Ialomita Prefecture Office for Roma (BJR). The Ialomita Roma Association gradually gained control of the project. It would appear that the mainly economic interests of a few persons motivated this partnership between the Ialomita Prefecture Office for Roma and the Roma NGO. The disappointment of the Municipality with this project experience was visible and discourages the local authorities from continuing with similar projects (shared by representatives of the Local Council and Municipality officials). Such a reaction is not surprising when the expectations of participants are not met in their practical experience during the implementation of joint activities.

4.4.2. Function and Role of the Initiative Group

The design of the GS relied on an Initiative Group to involve the Roma community in projects, to represent the community interests and ensure community participation in the decision-making process and overall project implementation. In order to provide a clearer picture of the development of Initiative Groups and the newly created local Roma associations, in this report we distinguish between ‘involvement’ and ‘participation’ of Roma communities in the process. By involvement is understood various kinds of inclusion of Roma in project activities, directly or indirectly, as beneficiaries; while participation includes the elements of role awareness, a motivation to act and the will to engage in the process, all of which are essentially active in character.

The actual participation of the community in the evaluated project to a great extent depended on the origin and character of the Initiative Group itself. At the same time the direct participation of the community in the project also requires goodwill from the main applicant and the project partners. The Initiative Groups were created for the project application, at least half a year before the actual start up of the project activities. Their influence and positions inside the Roma neighbourhoods changed to some extent during project implementation. There are good examples of visible progress in the development of the Initiative Groups (Jibou, Movila Miresii, Salistea Deal, Racaciuni, Turda). At the same time most of the formally created Initiative Groups made no progress and others in practice disappeared (like Baia Mare). In some cases the leadership of the Initiative Groups was changed during project implementation. In Jibou the Roma community itself appointed the new leader. In Tandarei the Initiative Group, presented in the project application, was isolated from the project implementation and in fact its leadership was substituted.

It is too early to make any general conclusion or judgement on community representation, leadership or constituency from the experience of the development of

the Initiative Groups. The achieved positions and influence of the existing Initiative Groups are outlined below with their contribution to Roma involvement in the projects. An important point is to mark their links with the communities - to what degree the Initiative Groups represented some community interests and visions, whether community members or outsiders form them. The practices of communication within the Initiative Groups and with the communities also were taken into account. A number of types are identified in the evaluated projects, as follows:

4.4.2.1. Initiative Group of “ordinary” Roma with limited leadership experience

Initiative Groups were formed by members of the target Roma community and led by a member of the same community who had no real previous leadership background and experience. Such groups were created in cases when only one Roma community was involved in the project (Salistea Deal, Movila Miresii, Lunci village in Chiojdeni commune, Racaciuni, and Filipestii de Targ). These Initiative Groups had a relatively wide membership, providing an opportunity for the wider interests of the community to be represented. In practice most of their members were direct beneficiaries of the projects and initially members were attracted to the groups mainly by the idea of benefiting from the project.

The Initiative Group in Movila Miresii started as an artificial formation, appointed for the needs of the project, but later it was used as a mechanism for the involvement of a larger part of the community. In Racaciuni commune all the members of the Initiative Group are from the target Gisteni village; also the leader is a representative of the Roma in the Local Council with the status of observer. In small communities like Salistea Deal (300 people) the Initiative Group meetings in practice involved representatives from almost every family.

4.4.2.2. Initiative Group of several neighbourhoods with strong local leadership

Where members of several Roma neighbourhoods were involved the Initiative Group was chaired by a local Roma leader, acting at a municipal level, who was more or less recognized by the Roma community in the commune. Initiative Groups of this nature occur when the target group for the project comes from more than one Roma neighbourhood located in one commune.

In Campina Roma people living in various neighbourhoods involved in the project form the Initiative Group. The leaders of the Brotherhood Foundation are also leaders of the Initiative Group (it is important that the leaders of the Foundation also live in different Roma neighbourhoods). Most of the members of the group became direct beneficiaries of the project (they took part in vocational training courses) and participated as volunteers in some activities. At the same time the Initiative Group took part in the selection of the beneficiaries, incorporating them as members of the Initiative Group. Roles and functions were confused. Nevertheless, in critical situations the Brotherhood Association relied on the members of the Initiative Group to act as a public council to present the Roma community interests and proposals to the Municipality and push it to find solutions to the problems confronting the project. The Roma leaders and the Initiative Group in Campina managed to mobilize the real involvement of the community and to achieve a good experience in the motivation of Roma for participation and volunteer work. The good interaction inside the Initiative Group was possible also because of the traditionally good communication between Roma communities in Campina.

Existing self-isolation and poor communication between Roma neighbourhoods complicate the development of Initiative Groups and often the Initiative Group does not have members of all Roma neighbourhoods located in the commune. In Targu Mures the members of the Initiative Group were from one Roma neighborhood only (Valea Rece). The leaders of the group declare that local leaders from other neighbourhoods were involved in the Initiative Group but in reality they did not participate. In Targu Mures the largest Initiative Group (55 members) was created, which meant the real involvement and participation of about 20 persons.

In Cojasca the members of the Initiative Group were appointed by the Mayor – a Roma with strong influence over the community, having twice won the municipal elections in the commune. The president of the Initiative Group is also an informal Roma leader, elected as a councillor in the Local Council. The Initiative Group involved representatives from Cojasca and the two Roma villages (Fantanele and Iazu) and also representatives from both the Roma sub-groups living in the commune.

In Sanmartin the project was implemented in two villages (Rontau and Haieu), each village having its own leaders, accepted and respected by the communities. Officially, these leaders formed a joint Initiative Group, but in practice they worked separately – each of them responsible for “his” village. An integrated Initiative Group existed only on paper and in fact members protected the interests of each community (“*Rontau against Haieu*”), and was not an instrument for the promotion of Roma interests to the local government. However, some level of community participation was achieved in each village.

4.4.2.3. Leader dominated Initiative Group

Initiative Groups were sometimes formed and dominated by Roma leaders with some influence in the local community, who pretended to influence on a municipal and regional level. Often these Groups also included some “ordinary” members dependent on or connected with the leaders.

Initiative Groups of this nature were usually created in locations with a relatively strong representation of Roma Party leaders who have established relations with the local government. The Initiative Groups are treated as a short-term task of the Roma Party and its members are not interested in consolidating the Initiative Group. In such cases it did not matter if the leaders were from the same community or were “outsiders” – from another community. In both cases Roma Party leaders have some support and influence and represent the interests of one part of the Roma community. But, what is more important, due to their political background, there are people from the “other” part of the community who are disposed to actively reject their leadership and therefore the Initiative Group.

Situations of this nature can be recognized in Turda, Ciorogarla, Bumbesti Jiu. In Targoviste the members of the Initiative Group continued to identify themselves as Roma Party activists, often forgetting their specific tasks of the Initiative Group. The leaders did not hesitate openly to make their position clear, to quote: “What is the Initiative Group? It is nothing more than the Roma Party...”

In Jibou the Initiative Group followed this model initially. It was created for the eligibility of the project without a clear role. Later the community removed the previous

Roma Party leaders because “they did not do anything for Roma” and elected a new leader that changed the style of leadership, the role and actual participation of the Initiative Group. The process of consolidation of this Roma Initiative Group led to the creation of a new Roma NGO in Caramidari community.

4.4.2.4. Initiative Group existing only on paper

In Baia Mare the Initiative Group was created with no clear explanation of task and role. In the early stages of the project most of the members left the Initiative Group (the Roma from Craica ghetto had expected to receive salaries) and in fact the Initiative Group disappeared. The community was not involved in the implementation of the project at all.

In Arad the Initiative Group was an artificial formation without a constituency in the target Roma neighbourhoods (Sega and Tarafului), with limited skills and motivation to implement its role. It was dominated by the Neemia Christian Pentecostal Association (people with some income) who formed the Initiative Group. All 7 members of the Initiative Group were from the “more integrated” Dragasani neighbourhood without strong contacts or influence in other Roma communities in Arad. The members of the Initiative Group did not agree to incorporate representatives of the other two poor neighbourhoods (because “Roma there are uneducated, poor, not oriented, can’t understand the problems...”).

In Tandarei the Initiative Group had a purely decorative role. Discussions of the evaluators with members of the Initiative Group revealed that they were not informed or consulted “but signed in the beginning not even knowing exactly what they signed”. The project has created great confusion, particularly for the poor Roma community in Strachina neighbourhood. The mistrust in the local leaders was quite high and the implementation of this project increased it. The leadership of the Initiative Group in Tandarei was substituted from the first stage of the project. The names of Roma included in the Group list of founders and elected leadership, attached to the project application, rarely appeared later and the president of the partner NGO, Ialomita Roma Association, also represented the Initiative Group at meetings and discussions.

4.4.3. Positioning of Initiative Groups among Local Partners

The position of the Initiative Group vis-à-vis the other partners in the project and its relations with them depended on the type and purpose of the Initiative Group, on its level of development and to what extent it had consolidated its position. However, the goodwill of the main applicants and of the project partners was an equally important factor that determined their attitude and readiness to accept Roma Initiative Groups as an equal partner.

During the implementation of the evaluated projects, the Initiative Groups found the following roles or positions alongside or with project partnerships:

- Partner with a good partnership – one of collaboration and joint action with participation of Initiative Groups in various stages of the decision making process: Targu Mures, Salistea Deal, Racacuini, Movila Miresii, Poiana Turda, Cojasca;

- ‘Partner of necessity’ – one of collaboration for the implementation of immediate tasks; Initiative Groups representatives were not always well accepted by the institutions; relationships were based on mutual respect and sometimes mutual mistrust: Campina, Filipeştii de Targ, Bumbesti Jiu;
- ‘Field task force’ – one of collaboration for concrete activities; the Initiative Group was respected and accepted as a partner, but it was involved mainly in direct activities in the Roma community: Chiojdeni, Sanmartin;
- A role involving with occasional involvement – The Initiative Group was not isolated in principle by the project partners, but had a limited role and functions: Targoviste, Arad;
- Decorative role – a formal position for the sake of project eligibility; dependent relationships in the partnership and isolated from decision-making: Ciorogarla, Baia Mare, Jibou, Tandarei.

4.4.4. Consolidation of Roma Community Associations and NGOs

4.4.4.1. *The framework of the process*

The consolidation of the significant number of local Roma community NGOs in the framework of the evaluated projects was the most ambitious and ambiguous task of the GS. There are several major considerations that make the process and its effectiveness questionable.

Firstly, the programme approach regarding the development of community associations is essentially top down and cannot lead to the same natural product of a process of self-organization in the communities. The consolidation of a community organization is a complicated process that usually requires long-term efforts. A forced intervention which speeds the process of registering an organization in order to make a project deadline can be no substitute for the well thought out external support and facilitation which is necessary to stimulate the process inside a community. In practice there were not more than 3 to 4 months for these activities available in the actual work schedules of the projects.

Secondly, the main applicants and implementation organizations of the GS projects were the local governments and other public institutions. Essentially, public institutions and local governments are not the best organizations to initiate citizens’ movements and organizations. This is a contradiction in itself. In broader terms the mission of such citizens’ organizations should be to represent specific civic interests and groups and to act as a corrective to or influence on government policies and practices, highlighting existing deficiencies and promoting alternative solutions. This difficult task was not assigned to the right actors. Normally NGOs are the organizations which can facilitate and support the development of other NGOs and community associations.

Thirdly, this process of initiating new community organizations was handicapped in advance by the presumption that the new NGOs would be based on the Roma Initiative Groups included in the project applications. A number of the Initiative Groups, created for project application eligibility purposes, initially were artificial formations, with no constituency in the target Roma community. The predetermined

weakness of these Initiative Groups limited their potential for attracting community support.

4.4.4.2. The results

Of the 17 evaluated projects, 8 created and registered Roma Associations (10 were planned) and the registration procedures of Pontonul Association are still ongoing in Arad.

In Jibou a new Roma NGO (*Aven Romale*) was created and registered by 12 founders: 11 Roma and one Romanian from the partner NGO (The Romanian Foundation for Children, Community and Family). *Aven Romale* has started to apply new practices of community decision-making – regular community meetings for dissemination of information, reporting of the leaders to people in *Caramidari* community, discussions and decision-making. It has created an opportunity for a successful next step in the process of self-organization of Roma in *Caramidari* community. Recently the NGO leader was appointed as a Roma expert to the Municipality of Jibou, which has provided a position for some limited influence on local policy for the Roma. At the same time this created difficulties for the further development of the Association, since the Roma leader does not have sufficient skills and experience to make a clear distinction between the two roles he has to play in his positions as part of the local administration and as facilitator of civic initiatives.

In Movila Miresii the efforts of the team to encourage the process of self-organization of the Roma community were not focused on the consolidation of the Initiative Group only but on the involvement of a larger part of the community. Meetings and discussions were open for the whole community. The NGO created and registered – Roma Association Movila Miresii - included representatives of both Roma subgroups living in the village – *spoitori* and integrated Romanianized Roma. In contrast to Jibou, the consolidation of the NGO in Movila Miresii was a direct result of the intervention of the project team.

In Ciorogarla the creation of the Roma NGO was led by the Roma Party and involved a fast act without special preparation or discussions on attitudes and expectations of the community. 150 people founded the “Association of Roma in Ciorogarla”. Full participation of the community would only really be guaranteed if democratic procedures are adopted and applied which does not appear to have been the case till now.

In Salistea Deal setting up the community Association involved a long process of discussions and consultations with the Roma community. The new community Association “Alunisol Salistea Deal” has the potential to be a real benefit for the community. The Association will work for the whole community in two main directions: a. business, b. opportunities to foster community development.

In Racaciuni the process has indicated the difficulties when local government takes a leading role in this. The Mayor made the initial selection of the members of the Roma association and time was needed for the Roma to understand their specific role and the tasks of the NGO as an independent organization, not being subordinated to the Municipality. The process of discussions and consolidation of the NGO was open and transparent, facilitated by the local partners. The registration of the “Gistenii Roma

Initiative” Association has stimulated the Roma participants to become more confident in their own potential, ideas and decisions.

In Turda the Roma NGO initially represented a smaller group of the community, interested in the business and the prospective of gaining benefits from it. The object of the association in Turda is cultural, economic and social community development in Poiana Turda neighbourhood. At the start up the new NGO faced serious problems in gaining the confidence and the support of the Roma community. Later the gradual enlargement of the community support to the Association reduced this risk.

In Filipești de Targ the process of consolidation of the Initiative Group into a community association involved a lot of discussion and even conflict as regards the association leadership. The key problem was the control over the workshop and the benefits of the income generation activities. The decision that the representatives of the Municipality and the Tudor Foundation will not be members in the Association. In the end 11 members of the Initiative Group in Margineni de Jos village established the association “A Chance For The Roma”.

In Cojasca the association called “Action Group of the Roma People from Cojasca - GARCO” was established. 9 members founded the Association, 7 of whom being Roma from the community (selected by the Mayor), the Roma Mayor and a representative of the partner organization. The president of the Association is also a local councilor. GARCO could play an important role in the community bringing together people from all three villages and becoming a forum for both Roma sub-groups living in Cojasca commune (*ursari* and *caramidari* Roma).

The initial planning was changed in two of the projects (Campina and Tandarei). In Campina it was decided to involve the representatives of the Initiative Group in the General Assembly and the Board of the existing NGO (Brotherhood Association), instead of registering a new one as a result of the close cooperation that had been developed between the Association and the Initiative Group as well as the real participation of the Roma beneficiaries, who had been attracted to the project. The necessary steps were taken and documents for the re-registration of the Brotherhood Association were submitted. Initially the court had not approved the change for some procedural reasons; the procedure in Campina had to start again and in early April was completed.

In Tandarei it was not planned to consolidate the Initiative Group at all, according to the project application. As noted above, Ialomita Roma Association declared that it has enlarged the community support involving new Roma members and changed its leadership and procedures for decision-making, according to requirements. However, such a change remained unclear for the main applicant or not worth mentioning. Neither has any information about any changes in the Association reached the Roma community. It was difficult to verify that even partial participation of the target Roma community in the management has been ensured and at present it is difficult to foresee any actual benefits or investments in community development.

The consolidation of community associations with a two-fold mission – control of the business and support to community development – was dictated by the need to keep project deadlines and transfer ownership of projects assets. The efforts of these community associations to attract confidence and the support of the community were difficult and complicated because of the economic interests involved. Their potential to

mobilize community action depends directly on the percentage of beneficiaries involved in the income generation activities and on the transparency of the process. There is a contrast between the organizations in Salistea Deal and Tandarei, being at opposite ends of the scale.

5. Impact Analysis

Impact analysis is focused first and foremost on the real and sustainable changes in community life and living conditions for particular families, groups and/or the target Roma neighbourhood in general. Findings often include elements of comparison between the previous situation and the new status, which is a result of the project intervention. A more profound understanding of real internal change is found by making a comparison of the community: firstly with itself, considering its initial potential for development; and then with similar processes in other communities.

The GS aimed to initiate profound changes in Roma communities involved in the funded projects, through strengthening and facilitating the active participation of the Roma communities in the social, educational, and economic system, in the cultural and political life of the Romanian society and through improving access to health services. The impact analysis considered to what extent these aims had been followed and achieved by the evaluated individual projects.

A longer period after project intervention is required for measurement and a more precise verification of the expected long-term impact on Roma communities for areas like changes in attitude, behaviour and improvements in health status of Roma etc. Because the final evaluation visits followed very closely on project completion, as well as what impacts could actually be noted, the conditions for potential or future change that had been created were also considered.

5.1. Impact on Problem Areas Addressed by the Projects

5.1.1. Increased Access to Healthcare and Medical Services for Roma

The long-term impact of the evaluated Health projects is to be found in the reduction of the exclusion of the Roma living in isolated ghettos from the healthcare system in Romania. To a great extent the healthcare services for the excluded Roma groups has been brought up to the same standard as for the majority in the target regions, creating conditions for a change in the health status of Roma communities.

5.1.1.1. Bringing health services closer to Roma communities

The investments in construction or rehabilitation of Medical Points were necessary to overcome the isolation and distance (remoteness) of Roma from medical facilities. The problems and solutions were different for rural and urban areas as well as for main municipal centres and villages in communes.

The changes effected by the evaluated projects in reducing the isolation of Roma neighbourhoods from healthcare are more visible and evident in rural areas where many

villages of a rural commune have no medical point and all the inhabitants have to visit their family doctor in the commune center – usually some 5-10 km away with no regular inter-village public transport. With their extreme poverty, lack of money and lack of own transport in rural communities this is much more difficult for the Roma than for Romanians. Therefore the Medical Points opened in Lunci village (Chiojdeni commune) and in Tetila village (Bumbesti Jiu commune) overcame this deficiency providing medical services on site, both for Roma and the majority population. The services provided by the medical office in Tetila are also available to more than 200 other persons who live in a workers' settlement (Hidroconstructia S.A), located close to the medical office.

In urban areas the exclusion of Roma from healthcare system has other dimensions. The distance of Roma communities from medical facilities is not the only key problem to solve in the cities and commune centers. More important here is the impact for affecting the barriers excluding Roma from health services which are produced by the biased relations between the majority and the minority, by the self-segregation attitude of the marginalized communities, by actual instances of discrimination from non-Roma patients and by the fear of the Roma of being discriminated against by the doctors. In rural commune centres like Movila Miresii, the Roma Medico-Social Cabinet contributed to making healthcare more attractive and familiar to Roma. It had a special focus on the more isolated *spoitori* Roma sub-group because of its self-segregation attitude and behaviour. At the same time this Medical Point was not only for Roma. It is located inside the commune building for medical cabinets and services which provided the opportunity for the whole commune to use the medical devices for tests and examinations made on the spot in the village, thereby reducing the number of people who have to travel to Braila for tests.

Establishing the Medical Point in Valea Rece (Targu Mures) solved the problem of the lack of medical facilities for the Roma, who were practically cut off the healthcare system, and has brought medical services closer to this community. In addition the project launched some parallel measures to improve the access of the other Roma communities to health services in existing medical cabinets of the family doctors. Attracting Roma to a medical cabinet located inside a Roma neighbourhood and used by Roma only has been much easier than where the Roma are integrated in a mixed environment and where the medical cabinet is visited mainly by non-Roma patients. The field survey clarified that in contrast to Valea Rece the impact of the project was very limited for other Roma communities involved in the Targu Mures project.

In Baia Mare particular attention to the clear discrimination dimension of the project was required to measure and analyse the benefits and the effects for the Roma communities. In fact the Roma Medical cabinet in the hospital did not address the barrier between Roma community and healthcare system. Moreover, the Roma from the detached neighbourhoods shared their fears that it could be interpreted as an attempt at removing the Roma from other medical cabinets where they have family doctors, or as an attempt at segregation. Doctors in the hospital did not note that a greater number of Roma were visiting the Medical cabinet than those going to the hospital before the project. Currently the Baia Mare Roma Medical Cabinet brought no substantial improvement in Roma access to healthcare, has made limited positive impact on the awareness of Roma about healthcare and has made no change for marginalized Roma in Craica and other isolated neighbourhoods in the city. Nevertheless the appointment of health mediators in Baia Mare is a definite advantage

for the Roma in the city. An improvement of the healthcare services for the Roma may come in the future when the services of the health mediators become more popular and effective for the disadvantaged Roma communities in Baia Mare.

5.1.1.2. Changing attitudes of Roma to healthcare

The involvement of the Roma health mediators in evaluated projects helped to open a dialogue between Roma patients and family doctors and contributed to building the confidence of the Roma in the healthcare system. The role of the health mediators in improving communication with Roma communities has been highly appreciated both by the doctors and DSP experts. The increased number of the visits to the family doctors and earlier consultations with specialists well illustrates changes in attitude of the beneficiaries.

The campaigns were targeted to promote quality changes in the attitude to healthcare of the Roma communities and a better awareness for the responsibility and opportunities of families to provide healthcare for their children, including vaccinations and prophylactic services. There are visible indications of a better knowledge of the Roma on health problems, hygiene and sanitary issues, family planning, diseases caused by the abuse of alcohol and tobacco, vaccination of children, etc., changes which are also confirmed by the observations of family doctors.

In the visited project locations there are some indications of behavioural change with regards to healthcare. The increase in visits to the family doctor is indicative regarding the healthcare for babies and small children, but the changes in the everyday behaviour and habits of Roma linked to prophylactic measures are expected to come in the future. The Roma attitude to healthcare is still dominated by finding solutions to serious health problems instead of preventing them; the intervention of the health mediators in this direction is expected to have an effect in due course.

5.1.1.3. Improving the health status of Roma

Actual change in the health status of the Roma communities involved in the evaluated projects can only really be measured at least one year after the projects by comparing general statistical data and the observations of the family doctors with the data for previous years in targeted locations. Here it is possible to outline the conditions created and factors working for such a change in the future, such as:

- Increased visits to family doctors, earlier diagnosis and treatment of chronic and infectious diseases, specific health problems solved as a result of special measures (PAP test in Movila Miresii, TB diagnosis);
- Regular monitoring and consultations of pregnant Roma women, increasing trend of early registration of pregnancy along with consultations with doctors, reducing the risks of complications for mothers and children;
- Higher percentage of Roma children being vaccinated according to the obligatory schedule of health institutions. Inoculations increase the chances for healthy growth – a long-term benefit for children and their families.
- The implemented vaccination of Roma children will bring real change in the health status of children and their families, providing them with health equal to that of Romanian children. The continuation with the next vaccinations of the children

requires proactive support and constant work of the health and community mediators with Roma families and especially with young mothers.

5.1.2. Improved Economic Conditions in Roma Communities

5.1.2.1. Increasing income for Roma and reducing poverty

The evaluated projects in the Income Generation and Vocational Training domains helped to create favourable conditions and sources for income for a number of Roma families; in broad terms this would contribute to the reduction of poverty in Roma neighbourhoods. Small-scale Income Generation projects usually involve a more limited target group directly than Health, Education or Infrastructure projects and indirectly can influence the general situation in the targeted community.

As explained above, most of the workshops constructed and equipped in the evaluated projects need time to become a sustainable economic unit in Roma neighbourhoods creating incomes and resources for community development initiatives. The first small incomes were achieved in Turda and Salistea Deal, where initially they played a role in keeping the community motivated rather than making significant contributions to family income. In March – April 2006 actual income came in Salistea Deal community from the first contract for producing brooms. Limited income reached the poor target Roma community in Tandarei – even for the Roma hired for a short period that received an income lower than the minimum salary. In Racaciuni the mill in Gisteni village provided indirect income for the Roma. It is a new service that was not available in the area before and has opened opportunities for business and has reduced the costs of subsistence agriculture and crop growing. The Roma community was satisfied by the benefits brought by this mill, which has helped them save both on money (they no longer have to pay for transport) and on time (previously the nearest mill was quite far away). The mill also started to accumulate the expected small funds for implementation of community development initiatives in the future: in January 2006 the calculated profit of the business was about 100 RON.

In general, the planned increase in actual direct income for Roma families from the operating workshops remains an expectation for the future. Till now the main contribution of the evaluated projects to the improvement of income in Roma neighbourhoods has been provided by the permanent and temporary jobs obtained on the labour market.

5.1.2.2. Creating new employment opportunities for Roma on the labour market

Providing new professional qualifications for the Roma fostered the employment opportunities of Roma beneficiaries from the target communities visited. In eliciting the impact of the vocational training courses on the level of unemployment in the targeted Roma communities the key questions to answer are: for the beneficiaries, what has actually changed in terms of access to jobs, attitudes and expectations; and to what extent have the evaluated projects influenced their employment opportunities in the community at large.

Firstly, the professional qualification obtained by the unemployed Roma has improved their position in the labour market. It has widened their opportunities to find qualified

jobs providing a labour contract and higher salary, which are not available for the unqualified work usually proposed to Roma.

Compared to the high percentage of Roma without any qualification, the total number of Roma that received professional qualifications with certificates was not so high as to change the overall picture of the human resources in the target communities yet. In terms of the wider impact on Roma communities involved in the evaluated projects, the new professions and skills of a definite number of people meant not only a chance for higher income for their families, but also good role models to follow. The professional qualification was extremely important for the young Roma because in addition it offered them an opportunity for a better start to their work experience (different from the communal cleaning services), for integration in the economic system and in the long run a real chance to break the vicious circle of unemployment, poverty and low education.

Young Roma expressed various motives for requiring certificates of professional qualification. In rural areas and urban municipalities with limited economic resources the certificates were considered an opportunity to find better jobs abroad (Italy, Spain, Portugal, Germany) or in the larger towns nearby. (Cojasca is an example). In this case maintaining the small success in the improvement of the quality of labour resources in the locality is difficult with qualified young people being ready to leave the community; the general situation in these communities would remain almost the same. Cases of emigration abroad of qualified Roma are already a fact in the evaluated projects: the local partners in Filipeştii de Targ and Arad have detected that part of the Roma beneficiaries of vocational training courses, conducted by the projects, have left the country.

According to partial data presented by main applicants during final field visits, the percentage of recently qualified Roma hired with contracts for permanent employment was below the initial too optimistic expectations, shared by the project teams. Most of the main applicants have not updated information about the recent performance of their trainees in the labour market (also distinguishing the percentage of qualified jobs, requiring their new qualifications, from jobs for unqualified workers). Evaluators were given a positive indicator for continuing changes in this field, in that the number of qualified Roma who manage to find jobs is gradually increasing month by month. However the real effect of the conducted professional qualification courses for increasing employment opportunities of Roma would be much clearer a year after the projects' completion.

Indicative examples can illustrate the programme experience gained by the evaluated projects regarding effective intervention for access of Roma to employment opportunities. In Cojasca (the project with the largest scale of vocational training activities) two months after project completion about 15% of the qualified participants had found permanent jobs with labour contracts and another 15% had temporary jobs, and 5 had income as authorized persons. (Among the reasons for a relatively low percentage with permanent employment the project team identified the delay in issuing the official certificates for the qualification obtained). A similar percentage was also reached in the visited Alba Iulia project. As a whole, since the certificates for professional qualification remain a real advantage for unemployed Roma, actual changes in the economic situation of Roma families, involved in these projects would continue. A deficiency, in general common to all evaluated projects, affected the various activities

concerning the employment opportunities for Roma. In many cases project teams in visited project locations underestimated the problems and difficulties created by the long-term unemployment of the beneficiaries: the motivation crisis of long-term unemployed, the loss of habits to follow the requirements of the working schedule and technology of the production, and the difficulties in adaptation to the work place environment. These difficulties are not ethnic but social problems, not connected with the Roma origin of the target group, but aggravated in a ghetto environment. The after-effects of long-term unemployment and labour discrimination that still exists determined the relatively low results in providing jobs for the Roma. They also make it difficult for the Roma who were hired to keep these jobs. These problems affected the various activities concerning employment opportunities for Roma, which were carried out in all programme domains (including the temporary jobs provided in Infrastructure projects and hiring health mediators) in the projects visited.

The linkage between qualification courses and employment showed that the professional qualifications obtained really did increase the opportunities for the trained Roma to find jobs on a temporary or long-term employment basis. At the same time, the project experience in visited locations indicates that success depended mainly on the technical assistance, information and consultation services provided additionally to the unemployed Roma, as well as on the effectiveness of the project team mediation between the unemployed Roma and employers.

Transforming a temporary job into permanent employment also required additional measures to overcome the after-effects of the long-term unemployment. Many of the project teams initially expected that such a transformation would happen automatically, that providing a Roma with some job for a minimum salary would solve the problem. The easiest step was to blame social benefits for creating work motivation problems explaining that Roma preferred social benefits to jobs with a minimum salary and so often rejected such jobs. With experience some project teams came to a deeper understanding of the problems of unemployment and of the need for parallel measures to support the motivation of the employee and to overcome existing prejudices of the employers. (For example, in Targoviste the project team initially met problems with the motivation for work of Roma hired for the construction; many resigned and other unemployed Roma were hired. The partner NGO then provided the necessary expertise and support to motivate Roma workers to keep their temporary jobs in the construction work.)

5.1.2.3. Stimulating Roma entrepreneurship

The contribution of the workshops to the economic development of the Roma community did not end with the provision of income for a certain number of families. The workshops can introduce new elements in community practices, becoming a good model to follow and also providing a real opportunity for Roma to gain practical experience and skills in running a business.

The transformation of the constructed workshops into an actual development opportunity for the Roma community depended on the creation of appropriate organizational structures for ensuring community participation in decision-making and the development and acceptance of procedures to ensure transparency and community control of the income generation activities. The change of attitude to business and entrepreneurship also depended directly on the extent of community participation

achieved and how close the community was to the process of developing the business. The difference was clearly illustrated with the experiences of Tandarei and Racaciuni. (For poor people from the Strachina community in Tandarei the *termopan* workshop was nothing more than “a new business of rich Roma”, as “rich people make business...”)

Elements of new entrepreneurship spirit can be detected in Salistea Deal in the participatory “business planning” made by the members of the community association while discussing the options for their first contract. The ownership of investments was a factor that stimulated responsibility for the assets and business initiative. As an overall effect of the project, the need to find a solution to the financial problems of the transfer of assets have provoked a positive change in attitude to benefits and appreciation of responsibilities for the property. The elements of changing the mentality in Salistea Deal reflected the difficulty of a transition from one of dependency on social benefits to one with a market orientation.

The Roma qualified by the projects and registered as authorised persons undertook the practical step to develop small-scale business activities, making the step from working on a job for an employer to providing their own services in construction work (Cojasca, Turda).

In general the attitude of the Roma to working legally in the economy and paying taxes has not yet changed. Roma openly shared their fears for the need to pay income taxes (Salistea Deal, Turda), and the fear of losing social benefits if hired with a contract or registered as an authorized person. This was identified as one of the serious difficulties for the evaluated Income Generation projects, requiring additional efforts to increase the motivation of Roma to participate in the development of small-scale business initiatives.

5.1.3. Improved Living Conditions in Roma Neighbourhoods

5.1.3.1. Bringing Roma neighbourhoods up to standard

The evaluated Infrastructure projects were successful in achieving improved access to facilities for Roma families. The Roma beneficiaries appreciated the electrical network (Sanmartin) and the water supply (Targoviste, Chiojdeni) as tangible improvements in their living conditions, changing the life style in their neighbourhood in the long term. The Municipality in Targoviste continues its efforts to improve Roma living conditions. Currently it is working on attracting funds for solving the next immediate problem of the urbanization of Prepeleac neighbourhood – the sewerage, which has become a high priority now the water distribution network has started to function.

From another point of view, the evaluated projects in the Infrastructure domain can be interpreted as filling gaps in the state, municipal or county budgets targeted at improvement of the infrastructure of these Roma neighbourhoods, which are legal residential areas. In modern societies the provision of infrastructure is a state / public institution obligation. Local communities benefit from this investment but public institutions were also GS beneficiaries to some extent in that the GS provided them with resources to carry out their obligations to segregated Roma communities.

In conclusion, the successful evaluated facilities Infrastructure projects (like Sanmartin, Targoviste) contributed to making a real change in the target Roma communities, taking

a further step in the process of legalizing Roma neighbourhoods and bringing the facilities provided to their inhabitants up to the standards for the majority.

The evaluated road Infrastructure projects could also have followed the general agenda to reduce the difference in living conditions between the Roma communities and the majority. However to date the projects evaluated in this GS domain have only led to limited effects, which may develop in the future.

The improved standards for the street infrastructure in Jibou reached only a small part of the *Caramidari* Roma community. While life has changed radically for those living along the main road, little has changed for those who have their houses away from the road, where mud prevails. The producers of bricks in the neighbourhood appreciated the tarmac on the inter-village road Stejanilor Street but no increase in the trade with bricks has been registered. At the initial stage of the project the community members had great expectations about clearing the water pools (which are the result of clay exploitation) and digging rainwater ditches to prevent the houses and the streets from flooding. In addition the fact that unemployed Roma were not hired in the rehabilitation works disappointed the Roma community and this has discouraged them from developing further partnerships with the Municipality.

The Ciorogarla project application suggested that the construction of the bridge over the river would create all the conditions for the integration of the Roma community in Darvari village. In fact the bridge related to regional development priorities, important for the whole population of the area, including Roma, providing some improvements for Roma inhabitants as well. Initially, the bridge will be used as a pedestrian way which really helps people walking on foot from some parts of Darvari village to certain locations in Ciorogarla, or toward the outskirts of Bucharest to find jobs there. High school pupils from Darvari also will use the bridge to go on foot to the High school in Ciorogarla, which is on the opposite edge of the commune centre, or possibly attend High schools in Bucharest. This will help the families save some transport costs. In this context it is difficult to identify a large potential project impact creating considerable change in the living conditions of the Roma community in Darvari village. The bridge does not solve problems of isolation of the target Roma community and does not make a contribution “to facilitate the integration of the Roma people into the local society”.

The impact of the regional development project in the future depends also on the construction of the road on both sides of the bridge. Since the regional development plan has been approved by the County Council, it is possible to assume that the bridge and the road may have significant influence on the regional development in the commune, providing the necessary infrastructure conditions for new economic and business initiatives, stimulating the creation of new jobs for the population of Ciorogarla commune, including Darvari village. Clearly this effect could not be expected before the Municipality of Ciorogarla manages to construct the road leading to the bridge on both sides of the river. To date there are no concrete perspectives for the construction of the road from Darvari to Bucharest.

5.1.3.2. Changing Roma attitude to legalization of neighbourhoods

The legalization of the water connection network in Targoviste and the legal electricity network in Rontau and Haieu villages are a step forward in the difficult process of

urbanization and standardisation of Roma neighbourhoods. The infrastructure projects in Targoviste and Sanmartin raised the problems of the price that needs to be paid in future by segregated communities for the better living conditions close to the standards of the majority. Paying taxes and bills for utilities, including water and electricity, is an inevitable part of the legalization process. The improvement of living conditions and access to standard facilities also demands a difficult change in attitude for Roma, to accept the responsibilities resulting from the legalization of housing, for paying for facilities, for observing laws and becoming normal “bill payers like the majority”. Roma openly shared fears for the need to pay the taxes for the property of real estate and houses (Targoviste, Jibou – many of them postpone obtaining property documents for the land provided for free by the local governments).

The Roma living in Prepeleac neighbourhood in Targoviste were convinced of the advantages of the new legal water distribution network with individual connections and water-meters for each household as the result of campaigns and community work carried out by the project team and local Roma leaders. Also the opportunity for the payment of water bills by installment, and some small-scale social measures to prevent the deterioration of the situation of the most disadvantaged households (like unemployed single mothers, families with many children, single elderly persons) were discussed. In Targoviste both the Municipality and the water company are experienced in this field. (In the other large Roma community, the Romlux neighbourhood, an agreement was reached for payment by installment of old water bills of Roma families, bills that had accumulated before the new water distribution network was constructed in 2003.) Discussions on these issues helped the Roma in Prepeleac neighbourhood to overcome their initial apprehension about the legalization of the water supply.

The Sanmartin Roma communities showed no hesitation in acknowledging the requirement to pay electricity bills in the future although some problems may appear later. The issue was raised in Targoviste in the initial stage of the project. As a result of a series of community meetings and discussions, carried out by the project team and the local Roma leaders, there has been a significant change in the attitude of the Roma, with a better understanding that normal living conditions, including facilities, are not free but must be paid for. In Arad the potential beneficiaries of the social houses – the Roma in Tarafului neighbourhood - also had to start a similar debate on the costs of improving living conditions, namely that better houses mean bills and payments, responsibilities and the planning of family income.

5.1.4. Ownership of Investments and Benefits

The ownership of the workshops and benefits is a new factor for Roma communities. It is the first property controlled by the community, and in most of the cases the workshop is also the first public building (besides the school) on the territory of the Roma neighbourhoods involved in the projects.

According to the conditions of the GS all the material benefits – workshops, equipment and devices – had to be transferred to the beneficiaries of the target group represented by newly created community associations. This was the requirement for 8 of the projects evaluated: 7 in the Income Generation domain and one Social Housing project. The conditions ensuring control of the local councils over the management of the property require the beneficiary Roma NGOs to present annual reports on income generation activities and finances to the local councils for the next 7 years.

As a whole all the evaluated projects followed the contracted conditions - there was no case of a main applicant avoiding the transfer of assets to the beneficiaries. At the time of final field visits 3 of the projects had managed to transfer effectively the ownership of all the assets (Tandarei, Turda, Racaciuni). In Salistea Deal this procedure was completed recently – while the basketry workshop has been legally transferred to Alunisol Association Salistea in September – October 2005, a problem appeared with the payment of taxes for the transfer of the car, bought with project funds. The Association, as a new owner, initially took on the responsibility to cover these taxes with income from the first larger contract for production. Later the Mayor of Salistea preferred to donate the amount at his own expense and finalize the procedures for transferring the ownership to the Association. The Local Council in Cojasca has approved the decision for the transfer of the workshop to GARCO and the transfer was completed after the Court decision for the registration of the Limited Liability Company to the Association.

In Arad the preparation activities for the procedures for transfer of the assets have started and will be finalized following the completion of the construction of the social houses and the registration of the Association. The intention of the project team is to involve larger groups representing the Roma community, the beneficiaries and the Municipality, which will take the responsibility for the management of the social houses.

In Filipeştii de Targ and Campina the transfer of the workshops constructed and equipped has met with serious difficulties. In Filipeştii de Targ the new local NGO sustained that the legal form of the transfer would be a “donation” (instead of “transfer of goods”, preferred by the Municipality, which did not ensure all the rights for the ownership of the local NGO). It was a long procedure requiring also a decision of the Local Council and registration in the Court. The other unsolved problems were the taxes for the donation, a large amount (3% of 50,000 Euro) not available in the location. The problems in Campina appeared due to the lack of agreement between the Municipality and the local Roma organization concerning the legal entity eligible to adopt the property of the brick factory (details are given in the final individual report) and obviously the local partners need time and assistance to settle the differences. In April 2006 solutions were found and the transfer of the ownership of the workshops in Campina and Filipeştii de Targ was completed.

Community participation in the control of the use of medical points and the medical devices provided by the evaluated health projects is limited. The municipalities own the property where the medical points are located and the local councils and DSP of the counties are responsible for the control of them.

5.2. Wider Impact on Other Sectors and Problem Areas

The evaluated projects can have effects over problem areas outside those of the specific programme domains. Some of the evaluated project achievements are likely to promote, indirectly, considerable change beyond the project in the Roma communities involved. Infrastructure improvements create conditions for follow-on changes in communities: the supply of electricity creates better conditions for the performance of children at school, the access to safe water close to a house can help hygiene and healthcare, saves housekeepers time and promotes ambitions to improve housing with an internal water

supply. Better prophylactic healthcare and vaccinations for children helps their attendance at kindergartens and schools in the future. The potential wider effects of increased access to income and employment opportunities for Roma cover the whole range of the community life, including education, housing, culture, ambitions and self-esteem, enhancing social and economic development beyond the immediate project achievements. These transformations are likely to develop from project achievements and become evident in the coming years.

In addition the projects included examples of effects and benefits in problem areas outside the project domain, which were a direct result of the intervention. Some projects included additional activities addressing problems in other sectors beyond the specific programme domain. The increased access to social assistance, achieved in Movila Miresii and Chiojdeni, was a result of extending the tasks of the health mediators to include the provision of social consultations to Roma families, disseminating information and advice as to how to continue their registration for social assistance. This helped their access to social benefits i.e. to healthcare. (Roma have health insurance because they are registered as socially disadvantaged families, receiving social benefits). The health mediators in Movila Miresii were also engaged in working with Roma included in the Second Chance School, a project that started recently in the village and has achieved some progress in increasing the attendance of Roma participants.

The professional qualification courses and training for the health mediators attracted the attention of the Roma communities to educational issues. The requirements for a certain level of education in order to be eligible to work as a health mediator or to obtain a professional qualification certificate made the Secondary education diploma a practical advantage for unemployed Roma and encouraged some thinking about the need for education. (One of the health mediators in Chiojdeni completed her secondary education in order to receive her certificate). Of course the actual changes in attitude to education are not yet widespread but even the fact that education issues entered the agenda of community debate is a small step forward. This process is more evident in those locations where Second Chance programmes have started at schools (like Alba Iulia and Turda).

Obtaining identity cards was an additional benefit for Roma in some of the communities: Movila Miresii, Filipestii de Targ, Baia Mare. From the point of view of project management (flexibility in looking for additional solutions to immediate problems), it is worth underlining that technical assistance for Roma to prepare and submit the documents to obtain identity cards was not planned in advance and the project teams in these locations responded to this requirement, identified during project implementation.

In Targoviste the regulation of land ownership was an additional unplanned benefit for the Roma target group. The Municipality assisted over 150 Roma families from Prepeleac neighbourhood to obtain property acts for their houses and yards in order to include them in the water distribution network. In Targu Mures during the concluding stage of the renovation of the Medical Point 10 Roma households in Valea Rece were connected to the installed sewage and water pipes, which was not initially planned in the project. In addition, a phone line was installed in the Medical Point in Valea Rece.

In Chiojdeni, Movila Miresii and Baia Mare databases for the number and social status of the Roma communities were created. The detailed information gathered can also be used for the development of new projects, addressing various problem areas of Roma community development.

In rare cases the wider impact on other programme domains was included as a leading component in the set of the project objectives. The justification of the Small Infrastructure project in Ciorogarla was based on the expected impact of the bridge in the domains of education, health and the process of Roma integration. Since the bridge has just been completed the impact in these directions cannot be identified to date but it can be expected in the future. Meanwhile, the advocacy activities of the Roma Initiative Group reached additional successful results in the domains of housing and healthcare. The project has contributed to activating municipal policy towards the Roma. The Municipality demonstrates the intention to fulfil the promises to the Initiative Group by starting procedures for providing residential land for new houses of Roma in the area near the bridge. Recently, the Local Council agreed to allocate land for 30 Roma families to build houses there. This decision may contribute to solve partially the problem with illegal buildings on private land on the edge of Darvari village. Another initiative – the construction of a Medical Cabinet in Darvari village - was included in the municipal planning for 2006, for which the County Council of Ilfov has approved the funding of 70,000 Euro and the construction is planned for the current year.

5.3. Impact on the Self-Organization of Roma Communities

5.3.1. Transforming New NGOs into Agents of Change inside Roma Communities

The influence and the constituency of the newly created Roma NGOs and community associations provide a key indicator for the achieved level of community self-organization and are outlined in the level of support, in the internal procedures of decision-making and consultancy, the type of leadership, the transparency and the involvement of the community in the NGO procedures.

The processes of developing new community NGOs are at the initial stage, but the potential for their future development is discussed as below at three levels:

- The NGO itself – level of consolidation, visions, ideas, dreams (weak and limited or too high), internal communication, type of leadership;
- The NGO and the community – level of constituency, relationships, influence, support, transparency, involvement and participation of the community in decision-making;
- The NGO as a representative of the community to the outside world – relations with local institutions, acceptance and respect to/by local institutions and the majority.

To some extent the evaluated projects also affected the development of previously existing Roma NGOs who were involved as partners, helping them to enlarge their

community support. This was clearly visible in Campina and Filipeștii de Targ. Relevant considerations are included as well for some of the Initiative Groups with regard to their impact as more or less organized structures in locations where no NGO has been created.

5.3.1.1. Levels of consolidation of Roma associations

The newly created NGOs in the evaluated projects are in the very beginning of their consolidation, but some elements and potential for further developments can be identified. Since the current process of consolidation of the organizations was initiated by the local authorities it is much more difficult for the new associations to have a clear vision of their tasks and specific role. Emerging ideas for their role are still vague or marked by an attitude of dependence to the municipality, and were expressed in statements like “we will help Roma” to “the Mayor knows better...” Some of the organizations continue to be so closely dependent on the municipalities that even their registration documents are kept there (Movila Miresii).

The sense of belonging to the group, the sense of ownership of the created organization indicates a level of consolidation of an organization united by common visions and ideas for joint action. Most of the Roma in Movila Miresii are a long way from treating the Association as their own organization, regarding it as if it was created in order to follow outside interests. (Members of the Association themselves happened to ask the Mayor “Shall we keep the organization? What is your intention?”) Identification with the group and the community organization is also a process that requires time. Recently it was possible to hear the expressions “our association” and “we are...” in locations where intensive communication and discussions in the new NGOs continued, as in Salistea Deal, Gisteni village, Poiana Turda.

Reviewing “plans” and ideas on an activity level members of the associations prefer to replicate the activities they already know, where they have experience from the implemented projects. For the NGOs created in the framework of the evaluated Income Generation projects the tasks look clearer – they were created with the concrete task to manage the workshops and to invest the profits for the wealth of the community. This is one task – the other is to identify possible community development initiatives which could be undertaken with the expected income / profits provided by workshops – an activity that is still difficult for new Roma associations to promote. The visions of the new organizations for future initiatives revolve around actions and activities that they are familiar with or have already implemented. The intention to enlarge the income generation activities in order to provide other jobs or develop vocational training courses comes first. Other priorities noted by members of new community associations were in the domain of education, cultural events, infrastructure of Roma neighbourhoods, social support and humanitarian aid; these were vaguely explained, in generalities and without concrete dimensions directly connected with the needs of their community.

The list of ideas and expectations proves again that distinguishing the roles of the sectors in the society is a novelty for new Roma NGO activists and it will be one of the tasks for the future. During the evaluation field visits it was not evident that the leaders or founders of the associations have any concrete idea of training on what a non-governmental organisation is and what the roles are of the three sectors; the State, the economy and civil society. Only in Racaciuni the partner organization (CISA) had

carried out training on NGO management. In all the visited locations the new Roma organizations need follow-on facilitation, training and support to develop skills and capacity in needs and opportunities assessment, project identification, the development of community initiatives, organization and management.

Defining the role of these Roma NGOs is complicated by the engagement in the process of the Roma Party, which also has political objectives in contrast and addition to the usual tasks of a non-governmental organization. Local Roma Party leaders are at the head of three new NGOs (Turda, Jibou, and Ciorogarla) but the intentions to use the NGOs for political purposes in conformity with the style and visions of the Roma Party appear to dominate only in Ciorogarla. The approach is similar to the processes in the Initiative Groups created by the Roma Party (like Targoviste) already noted above. The current vision of the Roma activists about the role of the NGOs appears to be as a “department” of the Roma Party, fully dependent on it, and they need facilitation and support to develop their own identity as an NGO.

The associations engaged with income generation activities have relatively more structured ideas about NGO functions and decision-making. The profit of the mill in Gisteni village is intended to be used for the support of community members in need, for the development of cultural activities and for, reinvestments. The decision regarding the distribution of profit rests with the Board of “Gisteni Roma Initiative” that will meet every six months to analyse the profit obtained and to decide on its use for community development initiatives.

According to the legal statutes there are no essential differences regarding the organizational structure and functioning of the new community NGOs. Differences can be noted in the actual accepted practices of decision-making, internal communication and styles of leadership of the NGOs. The contrast is obvious between the fluent discussions and voting, almost for each decision, of the Alunisol Salistea Association and the Roma Association Ciorogarla, where decisions are imposed by one or two leaders despite the 150 founder members included in the Association. Many of the NGO members are not aware about these relations and procedures yet. Nevertheless the significance of internal procedures has started to be apparent through communication with “others” – the community and the institutions.

5.3.1.2. The links between NGOs and communities: Aspects of constituency

The level of constituency of an NGO is indicated through the community support it achieves, intensive bilateral relationships, and influence over the community attracted through mutual trust, transparency, the exchange of ideas and the involvement of the community in the decision-making process. At the time of writing the actions and events in the projects are insufficient to verify trends but some observations can be made.

There are examples that the process of achieving community support based on participation and transparency has started. The community was involved in the gradual consolidation process of the “Gasteni Roma Initiative” Association. The project in Salistea Deal provided an important part of the necessary conditions for the real participation, transparency and involvement of a wide group of the community. Project participants have concluded that “People from Salistea Deal become more united; the Association is turned into a place to discuss issues of common interest, as well as

individual problems.” The community is informed about the aims and activities of the Association. At the very beginning many people were suspicious of the idea but expressed interest and curiosity about the activities and proposed opportunities; later many announced their wish to join the Association.

The Roma organizations in Jibou and Filipești de Targ managed to involve the community in more or less active communication and exchange of visions and opinions. Progress is registered in Turda in increasing the dialogue between the association and Roma community and reducing existing opposition in the neighbourhood due to the prominent role played by the local leader. The evaluator has observed “Poiana Turda can become a model for less traditional communities lacking a hierarchical structure, which allow a person to become a real leader due to existing opportunities for funding.” Despite the slow processes of consolidation, the appearance of the Roma Association is something totally new for the Roma in Movila Miresii and may contribute to gradual change in such a closed self-segregated community.

In Ciorogarla and Cojasca the relations between new NGOs and the communities are not openly promoted yet. Relying on formerly existing influence of the leaders the new associations did not apply targeted measures to attract the community support. The Roma Association Ciorogarla is totally dominated by the Roma Party and also the meetings in Darvari village are conducted by the party and not by the NGO.

In Cojasca the members of GARCO Association have considerable influence in the community although it is difficult to separate it from the influence and power of the political representation of Roma in the commune (ensured through the Roma Party structures and local leaders, involved as representatives of other political parties). It is still far from stimulating direct participation of the Roma community in decision making, in initiating and implementing community action. Relying on their established positions in the Roma community, the leaders of GARCO have not yet provided enough information to the people from the Roma neighbourhoods about the newly created NGO yet. In general this could be a result of the insufficient NGO experience of the local leaders and such steps might be expected in future. On the other hand such behaviour illustrates a deficiency in the culture of civic participation, and the leaders’ lack of respect for the opinions and possible contributions of “ordinary” Roma people. Democratic practices in traditional societies are usually very weak and not popular for some Roma leaders.

In Campina the project helped enlarge community support to the existing Roma NGOs involved as partners in the project. The formation of a new, separate Initiative Group in a location with an existing and influential local organization (the Brotherhood Association), closely connected with the Roma community, could have created misunderstanding of the tasks and confusion of roles and functions. The solution was found in the close cooperation and informal division of their roles. The Brotherhood Association incorporated members of the Initiative Group in order to involve more people in the project but the actual task to represent the interests and ideas of the Roma community remained for them to carry out.

The expectations of the visited local communities vis-à-vis the role and contribution of newly created associations for the benefit of the community in evaluated projects have been vague and as yet quite unclear. Most of the “ordinary” Roma had no opinion at all. Usually the expectations shared by Roma in the communities varied from dreams that

the new NGOs would bring “a lot of money” for projects and/or for humanitarian aid to poor families to distrust that anything could change in their life. The reasonable attitude of informed and involved people, including measured optimism or criticism, was rarely detected in the final field visits. As with every community in Roma neighbourhoods there is always an “opposition” and critics of the organization, which in broader terms also plays a positive role by provoking the expression of different opinions and expectations.

5.3.1.3. The new Roma NGOs and the wider society

In terms of community representation the new Roma associations and organizational structures have a long way to go. Fast changes cannot be expected, given the time constraints of the implemented projects, their limited experience, being still at the initial stage of winning community support and the lack of strong leadership. Nevertheless new Roma NGOs have achieved concrete results in their collaboration with local authorities and were accepted as partners and involved in small-scale joint activities.

With regard to their nature as non-governmental civic organizations some comments should be added about the potential role of new Roma community associations as part of the civil society.

Cojasca is a good case in point. The Mayor and the majority of the local councilors are Roma from the commune. With Roma representation in local self-government of Cojasca ensured, the next step is to foster citizens’ participation – to open a Roma to Roma dialogue between institutions and citizens. The fact that there is a large Roma representation in local government structures is not enough to guarantee community participation in the development process. Relations in Cojasca indicate the existence of some barrier in communications between disadvantaged Roma communities and local institutions, even where acknowledged Roma leaders dominate in political positions in the municipality. An NGO can stimulate inter-sectoral communication and the spirit of citizenship in the community, thereby developing the civil society practices and structures. GARCO needs to become aware of civic participation. Initiated with the decisive role of the Mayor and local councilors GARCO is focused on minority – majority relations, and is still ignoring civil society aspects.

5.3.2. Participation Versus Culture Of Dependency

5.3.2.1. Motivation for participation and self-help attitude in Roma communities

The process of trying to involve Roma communities actively in the project intervention raised the issue of community participation in addressing community needs and opportunities.

Whilst there would be no solutions for the structural problems of Roma development without the active and consistent intervention and support of the State and local institutions, achievements in this will only be sustainable when supported by parallel processes of internal change in the attitude and behaviour inside Roma communities, enhancing their motivation to participate and promoting an attitude of self-help.

Initially the willingness of the Roma communities to participate and take responsibility for further community change was very weak and questionable. In a good number of

the cases the behaviour of the Roma is still dominated by the culture of dependency. The perception that the solution of Roma problems is the responsibility of somebody else (the State, municipality, outside NGOs, local institutions, etc.) is still quite strong in the Roma communities. The culture of dependency has been supported by decades of social isolation and dependency on social benefits, and it would not be reasonable to expect fast change here.

Most of the target communities are still far from changing their willingness to participate, being totally isolated from the process of project implementation (like Tandarei and Baia Mare), or remaining in the position of beneficiaries, expecting the local institutions to complete their obligations (like Sanmartin, Targu Mures, Ciorogarla, Targoviste). The participatory, self-help approach was faced with the culture of dependency which created a lot of difficulties for the project teams. Expectations to receive “for free” were openly expressed by the more marginalized and excluded groups of the Roma communities provoking internal debate inside the communities (Movila Miresii).

To overcome the culture of dependency is a difficult process, usually requiring long-term intervention giving practical experience and small successes of joint actions to bring improvements to the community, which encourage gradual change in the attitude of the Roma *vis-à-vis* participation. However, small changes started to appear in some of the communities making the first steps in approaching a new kind of motivation for participation. Newly registered and consolidated community associations emerged as a new element in Roma communities, interfering with the traditional power structures inside the Roma community and making an opportunity for a new kind of representation and mobilization of community potential, initiative and activism.

In Salistea Deal and Gisteni village (Racaciuni), the transparent and participatory process of consolidation of the local Roma NGOs was a new experience and promoted participation. The project contributed to a definite change in attitude of the community of Salistea Deal toward participation. This was quite impressive because at the start of the project there was a sceptical attitude and a lack of confidence that anything could change for the better in the community.

The active involvement and participation of Roma has also been promoted in communities where relatively strong Roma leadership already existed. The project in Campina unlocked an intensive process of increasing community participation. Mobilized by the local Roma Brotherhood Association the Initiative Group in Campina was very active. During the first phase of the project they did a lot of voluntary work and in the next stage participated and supported the efforts of the local Roma leaders to ensure the continuation of the project. In addition, the process was forced by the *force majeure* situation there (the tension between the local authorities and the Roma partners after the landslip of the terrain for the brick-factory, the demonstrated lack of respect of the Municipality for the Roma contribution and the loss of the results of the voluntary work), which encouraged wider support for local Roma leaders and the consolidation of the Roma community.

In Bumbesti Jiu the appearance of higher expectations, dreams and ambitions, the increased self-esteem and self-reliance of Roma were factors supporting the Roma approach to participation. The openly expressed satisfaction of the Roma with the results achieved, contributing to the solution of problems not only for Roma but also

for the majority, have stimulated first steps for the mobilization of community involvement.

5.3.2.2. New democratic practices promoted

A new social experience was introduced into some of the Roma communities involved in the evaluated projects. The created community structures (Initiative Groups and community associations) often follow the traditional practices for verification of existing attitudes in the communities and for the promotion of new ideas. In some cases they experimented with the “modern tools” of discussing and voting for concrete solutions, thus introducing new practices, which may change the traditional system of community decision-making if continued and enlarged in future.

Some new practices of community meetings and discussions on common community problems have occurred – practices that could be developed. Significant progress was visible in Jibou. The enlarged Initiative Group and later the registered Roma association *Aven Romale* started to carry out wider community meetings for discussion and decision-making with a large participation of the Roma community. In Salistea Deal the practice of discussion and voting to reach a common decision is enlarging inside the Association and in the community: meetings for discussion of the problems and voting were accepted as a painkiller for every problem. Similar practices were promoted also in Movila Miresii, but this needs community development work and more time.

5.3.3. Impact on Skills and Capacity in Roma Communities

The lack of skills and capacity in target Roma communities was identified by the local authorities and partner NGOs as a problem that needs to be solved if the new organizations are to be really sustainable. Roma activists of the new NGOs need training and capacity building but it is too difficult for them to identify their own training needs.

The Roma leaders and activists of the Initiative Groups participated mainly on the level of implementing the activities and were involved in the planning of some activities directly, suggesting appropriate times and participants from the community. Some experience was gained in gathering information for a database for the Roma community. The health mediators in Chiojdeni and Movila Miresii appreciated the new skills gained by making a door-to-door survey.

The Roma activists, health mediators, local Roma NGOs and members of Initiative Groups highly appreciated the participation in seminars and trainings that really stimulated their interest in acquiring new experience and knowledge. For instance, the involvement of the Roma Association – Movila Miresii in the concluding seminar in Braila raised the self-confidence and motivation of its members. The local partners underlined that “the Roma were so proud and happy to be in the highlight of the conference and to present the achievements of the project that this event really increased their interests and new ideas.”

As a result of the evaluated projects there has been some increase in the skills and capacity of the Roma experts at the local or county level. Most of them had undertaken training before the GS and the participation in the projects increased their practical experience. Roma involved in the institutions at the municipal or county level said that the training had contributed to their programme skills.

Roma participants in project activities did not undergo computer literacy training and, at the time of final evaluation visits, the computers provided in Medical Points or workshops tend to be part of the furniture. With a few exceptions, health mediators and the activists of new community NGOs can not use a computer and the internet which limits their chance to access information, confining them to those pieces of information that a partner non-Roma NGO or municipality gives them.

5.4. Impact on Social Environment

5.4.1. Roma and Institutions: Opening a New Type of Dialogue

Positive changes in the attitude of Roma towards institutions were identified in the locations where Roma were actually involved in the evaluated projects. The direct contacts with local officials and intensive communication with the Municipality had a major role in opening the dialogue and breaking some of the communication barriers between Roma and public institutions.

In Gisteni village (Racaciuni commune) the change in communications and confidence building between the Roma and the local authorities was considerable. Great changes are visible for the traditional and isolated *spoitori* Roma in Movila Miresii. Roma now enter the Municipality buildings without any of the embarrassment or apprehension they felt before. Roma come here not only to ask for social benefits but also to discuss their problems and ideas together with local officials.

The Roma community of Tetila was aware of the efforts made by the local Municipality to improve their living conditions, especially in the domain of health. One can speak of an enhanced awareness of Roma who, after the implementation of this project, have a greater trust in the local government and its understanding of the needs faced by the community and its efforts to deal with the problems. In Sanmartin the successful completion of the project helped reduce the initial suspiciousness of the Roma community about the intention of the municipality to keep promises and solve the identified community problem.

Difficult and conflictual partnerships of local authorities and Roma (like Campina and Filipestii de Targ) complicated the contacts and the efforts for building mutual confidence between Roma and local authorities need to be continued. In Jibou the community felt some disappointment with the project results, which affected the attitude of Roma to the municipality.

Obviously the way the evaluated projects affected the attitude of Roma to local institutions was determined by the success of the project in obtaining the expected results, as well as by the character of the communication with the local officials. The Roma representatives recognized the support of the local authorities and appreciated it, although the apprehension of hidden discrimination is still strong. One-off declarations or acts of cooperation have not been sufficient for the Roma. The better mutual understanding needs to be followed and proven by practice. (Roma said that everybody declares that they are friends with the Roma but the practice is different – and they had in mind the saying: “The Gypsy is not a human being even at Easter.”)

To some extent the evaluated projects affected the attitude of local officials to Roma communities in a positive way. The frequent direct contacts of officials from public institutions with the communities (visits to Roma neighbourhoods, participation in joint meetings) and joint working during project implementation increased the skills of local officials in communicating with Roma. The project teams became used to communicating at least with the Roma leaders, even if they had not yet overcome their apprehension regarding direct contact with marginalized Roma families on the ground in the neighbourhoods.

5.4.2. Changing Attitude to Partnerships

The practical experience of the institutions gained during evaluated projects had an effect on how they viewed the potential role of the Roma organizations as partners. In contrast to their perception of the Roma Initiative Groups at project start-up, the attitude of the municipalities to the new Roma associations has gradually improved.

All of the newly created Roma NGOs were announced as partners of the Municipalities and a few of them have really managed to gain new experience and relatively strong positions. In these initial stages of the NGO development the relations between Roma and local authorities are far from that of an equal partnership. In the best case Roma were supported and acknowledged but at the same time patronized as the “smaller brother” who participated in the planning, implementation of activities, also in negotiations. The municipality was responsible for the decisions and, in broad terms, for the policy choice.

The recognition of Roma organizations as partners with the public institutions in solving Roma problems indicates increased confidence in them. The local authorities now expect more from collaboration with Roma NGOs. They have started to rely on the representatives of the new community organizations and on health mediators for enlarging direct contacts with Roma communities. (This could bring some negative aspects and risks for the future development of the community NGOs, for example, transferring to Roma activists the task of explaining and promoting all difficult municipal policy decisions to community members. The local authorities could impose upon Roma NGOs the role of a buffer between them and the community, focusing negativity and discontent of the community on them.)

Indicative examples of increasing respect and stronger positions of Roma NGOs are visible in Turda, Movila Miresii, and Salistea Deal. Lately the Roma in Gisteni village have increased in confidence and have assumed the role of partners of the Municipality more and more, which has given the local authorities greater confidence in decisions made by members of the newly established Association. This partnership will be strengthened as the competencies of the Roma community members of the “Gisteni Roma Initiative” Association increase.

Progress was made in the improvement of partnerships between sectors – the state and the civil society. The evaluated projects presented good practices in the effective cooperation between sectors at the local level (like Movila Miresii, Racaciuni, Salistea Deal, Cojasca). There were examples of improved collaboration between municipalities and local NGOs, and also of finding solutions beyond the immediate tasks of the

projects. In Chiojdeni the partner NGO Feed the Children Association supported the efforts of the Municipality to solve urgent problems that appeared in Lunci village where there was an emergency situation caused by flooding when houses were destroyed, a bridge collapsed and in overcoming the difficulties in bringing construction material for flooded houses in Chiojdeni.

5.4.3. Commitment of Local Institutions to Roma Issues

5.4.3.1. Involvement of Local Councils in Roma targeted policy at local level

The overall aims of the GS were to support the public administration in assuming responsibility for improving conditions for the Roma and to develop sustainable and equitable partnerships between Roma communities and public administration institutions at the local and county level.

The involvement of local councils was an obligatory condition for the success of the evaluated projects and there was no principal difference whether a local council or a municipality was the main applicant. Implemented by the municipalities, the evaluated projects could not progress without the support of local councils providing the financial contribution, allocating terrains for buildings, approving solutions for various problems and of course exercising control over project implementation.

To some extent the type of the involvement and forms of control depended on the political differences between mayors and majorities in local councils, on the political configuration in the local council and accepted practices of control of the local councils. For instance in Chiojdeni the Mayor presented regular reports for the project at every session of the Local Council (formed by a majority of the Alliance; the Mayor is PSD) but they have built a good collaboration based on common local interests for development of the commune. In other communes, like Movila Miresii, where the Mayor and the majority of the councillors are from one political party, the Local Council was more operative in taking the decisions but less interested in receiving information about the project (except the opposition).

The local councillors in visited small urban and rural communes could monitor project activities directly having their own contacts with the target Roma communities. Closer involvement of the Local Council was achieved in Salistea Deal – local councillors were involved directly and even took part in community meetings and events of the project.

Local councils took decisions for the transfer of project assets from the main applicants to Roma associations, putting the condition that beneficiary Roma NGOs would present annual reports on income generation activities and finances to the local councils for a period of 7 years. (As lately proven by the experience of Tandarei, the mechanisms for public control over the use of project assets for the benefit of the communities can be effective.) This requirement appears to be a tool, not only for keeping control over investments and benefits but also to extend local council involvement in Roma issues after project completion.

Evaluated projects contributed to putting Roma issues on the agenda of local councils stimulating thinking about future local policy towards Roma. Whilst it would have been unrealistic to expect quick and profound changes in the attitude of local councils some increase of interest in solving Roma problems can be detected. Local councils had the

opportunity to acknowledge again how serious and urgent are the problems of Roma communities that need a policy response. As a result, the projects provoked some progress on a local policy level increasing the commitment of local institutions to Roma issues, stimulating their efforts in developing and following more consistent policy towards Roma communities. Changes are still slow in some of the locations.

5.4.3.2. Launching new local initiatives for solving Roma issues

The municipalities involved in the evaluated projects declared firm intentions to enlarge the local policy for Roma as well as to continue with new projects targeted at Roma. At the close of the projects the local authorities demonstrated a greater awareness of Roma problems and the need for larger policy solutions at local level than they had at the start. More or less efficiently small steps have been taken to initiate or improve planning and to launch a more consistent policy toward the Roma.

At the time of final evaluation field visits some actual concrete steps have been undertaken in a few locations. The Municipality in Movila Miresii started procedures to open a Social Cabinet for consultations and technical assistance to socially disadvantaged families with a special focus on the Roma community. In Ciorogarla the construction of a Medical Cabinet in Darvari village was included in the municipal planning for 2006 and funded by the County Council budget.

In Racaciuni new projects have been identified and applications for funding have been submitted.

The skills of the local partners, improved through the project implementation, have increased their chances for successful applications. This GS was the first PHARE project experience for many municipalities especially in small rural communes (like Sanmartin, Movila Miresii, Salistea Deal), and the experience gained has given them ideas and ambitions to initiate new projects.

5.4.4. A Case of Segregation

As a whole the evaluated projects contributed to reducing discrimination towards Roma. Only one of the projects showed a discrimination approach and contributed to the establishment of discriminative practices instead of reducing them (Baia Mare). The special medical cabinet for Roma was opened in the hospital with a separate entrance, dividing Roma from all other patients of the hospital. However there are no reasonable arguments for making a separate, isolated entrance to this cabinet, for all Roma patients only. At the same time it does not correspond to the need to isolate TB patients either, or to the requirement of the hospital to have separate entrances for children and adults. This is purely discrimination against the Roma community in Baia Mare. The project has no impact on the social environment, but it could have negative effects on integration if the establishment of a separate medical facility for the Roma results in a practical segregation.

6. Project Sustainability

6.1. Sustainability of Project Achievements

In general terms the elements of sustainability in the evaluated projects are more evident in the provision of services and maintenance of the investments; the areas of income generation and further consolidation of community NGOs appear to need further facilitation and support in order to be really sustainable.

The sustainability of the evaluated Health projects depended to a great extent on the responsibilities undertaken by the institutions to continue the activities, provide funds, control and supervise the services. The municipalities will cover the future maintenance of the constructed Medical Points and cabinets except in Baia Mare where the Medical Point is inside the Pulmonary Disease Hospital. The DSP, together with the family doctors, have assumed responsibility for the medical devices.

The actual functioning of the Medical Points and the medical consultations with patients from the Roma communities has been ensured by the DSP through negotiated schedules of the family doctors, which have provided on-site consultations: 5 days a week in Targu Mures and Movila Miresii; one day a week in Lunci village (Chiojdeni commune); and 3 days a week medical examinations in Tetila village (Bumbesti Jiu commune), provided by 3 family doctors. In Baia Mare however, it is not planned to deliver medical services in the Medical Point, which serves as a cabinet for health mediators only. Medical services are provided in the Hospital.

An important condition for the continuity of health services has been hiring the health mediators on a permanent basis, which was ensured in almost all visited location in April 2006. By the end of April 2006 long-term employment contracts for health mediators have been ensured by county DSP administrations in Baia Mare (5 health mediators - 4 in the city and one in a small town in the county - Șomcuta), Bumbesti Jiu (1) and 6 health mediators were hired recently in Targu Mures. The municipalities have hired health mediators in Movila Miresii (4), and in another five communes close to Movila Miresii, located in Braila and Buzau Counties. In Chiojdeni the services of the health mediators have continued since project completion. One health mediator was hired by the Feed the Children Association in the framework of a new project, funded by UNICEF, and the other 5 trained mediators continue to work in the framework of the 72 work hours for receiving social benefits. At the beginning of May 2006 DSP Vrancea hired 2 health mediators in Chiojdeni. In Bumbesti Jiu the Municipality hired a qualified Roma nurse on a full-time basis to provide services and support to the Roma community in Tetila village.

However, ensuring the salaries of health mediators and payments for the monthly facilities for the Medical Points does not guarantee that the services automatically reach the Roma target group. From the point of view of the beneficiaries, an important issue is the sustainability of the approach to the mediation and facilitation of the communication between Roma community and healthcare system, provided by health mediators. It concerns the quality of the services and the effectiveness of the health mediators' support, ensuring that the functioning Medical Points would continue to reach the Roma target group.

The supervision of the health mediators has been taken up by the DSP experts in respect of specific medical aspects of their activities; and by the local authorities with regard to their wider tasks of giving consultations and disseminating information in Roma communities, especially where it is the municipalities who have hired health mediators. The missing link in the existing system of supervision is continued mentoring and consultancy to health mediators, with respect to their skills for community work, approaches and skills for communication with disadvantaged communities and excluded groups. There is still a need to develop a system for the supervision and mentoring of their community work inside Roma neighbourhoods.

The sustainability of the evaluated projects for Income Generation in disadvantaged communities requires effective and sustainable procedures for the involvement of the community in the management of the business and benefits and, of course, sustainability of the business itself. Both components have equal weight and the risks for one endanger the overall sustainability of the project.

Appropriate systems for participatory community control of the business activities, based on transparency and wide community support to the local Roma association, were elaborated in Racaciuni, Salistea Deal and Campina. Some progress in this direction has been evident recently in Turda where the risk that the production unit would provide benefits for only a small part of the community has been reduced.

On the other hand in Tandarei the Roma community has been definitely excluded from the management and from access to information about the development of the workshop; no intention for providing access to benefits for the community has been developed and the income generation activities appear to be gradually turned into a family business. The lack of mechanism to ensure the community has control over the income generation benefits undermine the sustainability of this project. Even if it is the case that the business makes good progress and become profitable the project could not be considered sustainable since it has lost its main function – to provide benefits to the community. In Tandarei the Local Council prevents the process of transforming the workshop into a family business, applying its mechanisms for control embodied in the agreements for transfer of the ownership of the assets to the Association which represents the Roma beneficiaries. Still there is a risk for the sustainable development of the project in Tandarei.

With regard to economic activities, sustainability is determined by progress in the development of the production unit as an effective operating business and its actual ability to create income for the target group and a profit, which will be reinvested in community development initiatives. As a whole, the actual “business” achievements of the income generation projects, as well as the quality of the management and business planning, are some way from providing the conditions for sustainability.

To date two of the workshops created have a good perspective for becoming sustainable and profitable production units: the TERMOPAN workshop in Tandarei, which unfortunately is likely to have too limited an effect in the community, and the mill in Gisteni village (Racaciuni). The sustainability of the mill business in Gisteni-Racaciuni is determined by the strategic geographical position of the mill location (the nearest mill is 20 km away), and also by the continuing support of CISA Association, which elaborated a detailed business plan for the mill.

The conditions created and plans to ensure the sustainability of the evaluated Small Infrastructure projects focused on the improvement of access to facilities in Roma neighbourhoods are satisfactory. The sustainability of the implemented project in the Roma communities in Rontau and Haieu villages (Sanmartin) was guaranteed by the installation of meters and legal connections with the electricity network.

In Targoviste the project team and local Roma leaders carried out effective campaigns and community work to convince the inhabitants of Prepeleac neighbourhood that Roma ought to move on from an illegal and inconvenient water supply to one of easy access to water which is paid for. This prevented social tension in the transition period. Later, the payment of water bills may create tension and problems for the poor families, and here the appropriate measures should be applied – such as annexes to the contracts with the water company allowing more flexible conditions for payment of the bills and some small-scale social measures providing jobs for the most disadvantaged poor Roma households. Both the Municipality and the water company are experienced in the field. The sustainability of the project depends on the maintenance (regular and in case of troubles) of the water network. It is part of the obligations of the water distribution company and should be provided at the same quality and efficiency as the maintenance of the water network in the “majority” quarters.

The evaluated projects focused on improvement of the road infrastructure of Roma neighbourhoods did not achieve this level of sustainability as the evaluated facility infrastructure projects. The bridge over Ciorogarla River was constructed by the end of April 2006. The plans for ensuring the sustainability of the project are connected with the construction of the road on both sides of the bridge. A road, which has just started to be constructed, is in the margins of the village area. This road can only be used for the implementation of the construction works on the bridge and is not suitable for normal vehicular traffic, for which there is a need of large investment to rehabilitate this road. The next and much more difficult task is the road from Darvari village to Bucharest. Till now no concrete funds have been allocated for this.

The Municipality in Jibou will maintain the main road, rehabilitated with tarmac by the project, as part of its ordinary commune responsibilities. At the same time, the limited improvements inside the *Caramidari* neighbourhood there do not seem to stay: the drainage inside the community was not built according to the requirements and can not prevent the houses and streets from flooding; in the community the short stretch (183 – metres) of road, rehabilitated with ballast, is in danger of being destroyed soon by the constant flooding caused by rainwater.

The Social Housing project in Arad will have created satisfactory conditions to ensure sustainability of the investments once the construction of the houses has been completed and the planned organization, procedures, and mechanisms for management of the social houses has been established with the participation of the beneficiaries.

6.2. Sustainability of Roma Community Associations

The establishment and development of the created community organizations is a difficult process depending on many factors; in the first place, on the fragile motivation of the community activists and on existing local capacity. For the time being conditions and opportunities has been created in the evaluated projects and the sustainable process

of consolidation in the community organizations could be ensured through follow-on support and capacity building.

In some of the visited projects the more experienced partner NGO provided mentoring and expertise, facilitating the process of further consolidation of the recently created Roma community organizations. To some extent this approach helped reduce the negative trends provoked by the top-down approach in initiating new Roma NGOs and was a factor favourable for the sustainability of the associations.

After the close of the projects these partner NGOs continued their support to local Roma associations with no funding for this work – Euro 21 Foundation in Movila Miresii; PAEM Alba Iulia Foundation in Salistea Deal; Association for Support of Unemployed People in Cojasca; Romanian Foundation for Children, Community and Family in Jibou, CISA Association in Gasteni village. The relevant expertise provided by CISA organisation to the “Gisteni Roma Initiative” is very likely leading to the development of managerial and community organisation skills of the Roma in Gasteni. It is extremely important that the association be mentored for at least two years by the CISA association in order to become sustainable.

6.3. Sustainability of Partnerships

Contributing to partnership sustainability appears to have been a considerable achievement of the evaluated GS projects. As a rule in each location visited the partners declared their intentions to continue the established partnerships after completing the projects. In almost half of the locations the collaboration has really continued and new practices and tasks have been adopted.

The confidence created between local partners; the practices developed of taking decisions together; joint actions; the communication during project implementation: all these provided the conditions to promote the continuation of partnerships after the close of the projects. Such signs are evident in Salistea Deal, Chiojdeni, Racaciuni, Movila Miresii, Targu Mures, and Cojasca. The partners in Targoviste, the Municipality and the Association For Support Of Unemployed People, have continued with new projects. Keeping up relationships between members of a partnership could also could bring positive results – the collaboration between the local NGO and new Roma Association *Aven Romale* in Jibou is likely to continue after the completion of the project.

The future of the partnerships in some of the evaluated projects will depend on the success in completing the projects and achieving objectives. It is evident that there is a tendency to break-up the partnerships in the projects, which faced serious problems where there was mutual discontent and even confrontation during project implementation (Filipești de Targ, Campina, Tandarei). It is a different case in Bumbesti Jiu where the partnership between the Municipality and the Initiative Group seemed quite vulnerable during the project, but since the project was implemented successfully, there remains some possibility of the partnership continuing.

7. Overall Evaluation of the Projects

7.1. Summary Rating Table (summarizing results for the 17 projects)

The selected projects have been assessed according to the evaluation criteria which have been broken down into 11 specific elements, (presented in Annex A of the Final Report). As with EU evaluation procedures the achievements of evaluated projects have been measured according to the graduated scales of “Highly satisfactory” (meaning excellent results, better than initially planned /expected), “Satisfactory” (meaning very good results with just a few critical points that can be improved), “Less than satisfactory” (meaning that the projects have achieved some results but the positive aspects have been outweighed by negative aspects) and “Highly unsatisfactory” (seriously deficient, with a few or no positive aspects).

The value ratings of all 17 individual projects evaluated are combined in the summary table below. The delays in the implementation of project activities as well as the delays in ensuring conditions for sustainability of project results have affected the initial value rating of some projects which was done at the time of final field visits (and presented in previous drafts of the final report). For this reason the scoring of the projects has been updated as at the end of April 2006, taking into account the latest available data for the achievements of the project intervention in target locations. The most critical areas for the evaluated projects as a whole (such as the low level of community involvement in project identification), as well as areas of project success (such as benefits achieved in the target domain, and the overall positive impact on the self-organization of the Roma community), can be seen from how the projects are grouped for each criteria.

The figures included in the table present the number of evaluated projects that have received the respectful scoring. The figures are followed by list of the project locations. Different styles and colors of the project locations help the comparison of achievements in three domains. (The red colour, bold italic is the style for evaluated Health projects; blue and underlined – for Income Generation projects; the green colour and bold style of the letters are reserved for Small Infrastructure and Social Housing projects.)

Evaluation Criteria		Highly satisfactor y	Satisfactory	Less than satisfacto ry	Highly unsatisfacto ry
Relevance	Correspondence of the project to real needs & priorities of the target community	9 <i>Chiojdeni</i> <i>Bumbesti</i> <i>J.</i> <u>Cojasca</u> <u>Salistea</u> <u>Deal</u> <u>Racaciuni</u> <u>Turda</u> Sanmartin Targoviste Arad	6 <i>M. Miresii</i> <i>Targu</i> <i>Mures</i> <u>Campina</u> <u>Filipestii</u> <u>Tandarei</u> Jibou	1 <i>Baia</i> <i>Mare</i>	1 Ciorogarla

	Community involvement in the process of project identification and elaboration of project application	4 <i>Targu Mures</i> <u>Cojasca</u> <u>Campina</u> <u>Filipestii</u>	5 <i>Bumbesti J.</i> <u>Salistea Deal</u> <u>Racaciuni</u> <u>Turda</u> <i>Sanmartin</i>	7 <i>M. Miresii</i> <i>Baia Mare</i> <i>Chiojdeni</i> <u>Tandarei</u> <i>Targoviste</i> <i>Arad</i> <i>Ciorogarlar</i> <i>a</i>	1 <i>Jibou</i>
Effectiveness	Benefits achieved by the project	4 <i>Chiojdeni</i> <i>Bumbesti J.</i> <u>Racaciuni</u> <i>Targoviste</i>	12 <i>M. Miresii</i> <i>Baia Mare</i> <i>Targu Mures</i> <u>Cojasca</u> <u>Salistea Deal</u> <u>Campina</u> <u>Turda</u> <u>Filipestii</u> <u>Tandarei</u> <i>Sanmartin</i> <i>Arad</i> <i>Ciorogarlar</i>	1 <i>Jibou</i>	
	The target group / beneficiaries reached by the project	6 <i>Chiojdeni</i> <i>Bumbesti J.</i> <u>Salistea Deal</u> <u>Cojasca</u> <i>Sanmartin</i> <i>Targoviste</i>	7 <i>M. Miresii</i> <i>Targu Mures</i> <u>Racaciuni</u> <u>Campina</u> <u>Turda</u> <u>Filipestii</u> <i>Arad</i>	4 <i>Baia Mare</i> <u>Tandarei</u> <i>Jibou</i> <i>Ciorogarlar</i> <i>a</i>	
	Assessment of the partnership level and community involvement achieved by the project	3 <i>M. Miresii</i> <u>Salistea Deal</u> <u>Racaciuni</u>	8 <i>Chiojdeni</i> <i>Targu Mures</i> <i>Bumbesti J.</i> <u>Cojasca</u> <u>Turda</u> <u>Campina</u> <i>Targoviste</i> <i>Arad</i>	3 <i>Baia Mare</i> <u>Filipestii</u> <i>Sanmartin</i>	3 <u>Tandarei</u> <i>Ciorogarlar</i> <i>Jibou</i>
Impact	Improvement of the situation in Roma neighbourhoods – the domain addressed by the project	5 <i>Chiojdeni</i> <i>Bumbesti J.</i> <i>Sanmartin</i> <i>Targoviste</i> <i>Arad</i>	7 <i>M. Miresii</i> <i>Targu Mures</i> <u>Cojasca</u> <u>Salistea Deal</u> <u>Racaciuni</u> <u>Turda</u> <u>Campina</u>	5 <i>Baia Mare</i> <u>Tandarei</u> <u>Filipestii</u> <i>Jibou</i> <i>Ciorogarlar</i> <i>a</i>	

⁵ The value rating of the delayed projects in Campina and Filipestii de Targ has been revised since the municipalities and local Roma associations managed to overcome the difficulties in finding a solution for the transfer of the ownership of the workshops and are ready to start production. The production of the workshop in Filipestii de Targ is expected to start soon and to improve the economic situation in Marginenii de Jos village. In contrast to Filipestii

	Wider impact on other sectors and problem areas	3 <i>Chiojdeni</i> <i>M. Miresii</i> Arad	8 <i>Bumbesti J.</i> <i>Targu</i> <i>Mures</i> <u>Cojasca</u> <u>Racaciuni</u> <u>Turda</u> Sanmartin Targoviste Ciorogarla	4 <i>Baia</i> <i>Mare</i> <u>Salistea</u> <u>Deal</u> <u>Campina</u> <u>Filipestii</u>	2 <u>Tandarei</u> Jibou
	Impact on the self-organization of Roma community	3 <u>Salistea</u> <u>Deal</u> <u>Racaciuni</u> <u>Turda</u>	10 <i>M. Miresii</i> <i>Bumbesti J.</i> <i>Targu</i> <i>Mures</i> <u>Cojasca</u> <u>Filipestii</u> <u>Campina</u> Ciorogarla Sanmartin Jibou Arad	2 <i>Chiojdeni</i> <i>Targoviste</i>	2 <i>Baia Mare</i> <u>Tandarei</u>
	Impact on social environment (including integration & anti-discrimination dimension)	4 <i>M. Miresii</i> <i>Chiojdeni</i> <i>Bumbesti</i> <i>J.</i> Targoviste	7 <i>Targu</i> <i>Mures</i> <u>Cojasca</u> <u>Salistea Deal</u> <u>Racaciuni</u> <u>Turda</u> Sanmartin Arad	3 <u>Campina</u> <u>Filipestii</u> Ciorogarla	3 <i>Baia Mare</i> <u>Tandarei</u> Jibou
Sustainability	Sustainability of achievements in the project domain	4 <i>M. Miresii</i> <u>Racaciuni</u> Sanmartin Targoviste	11 <i>Bumbesti J.</i> <i>Chiojdeni</i> <i>Baia Mare</i> <i>Targu</i> <i>Mures</i> <u>Salistea Deal</u> <u>Cojasca</u> <u>Campina</u> <u>Filipestii</u> <u>Turda</u> Jibou Arad	2 <u>Tandarei</u> Ciorogarla	
	Sustainability of partnerships	6 <i>M. Miresii</i> <i>Chiojdeni</i> <i>Targu</i> <i>Mures</i> <u>Salistea Deal</u> <u>Racaciuni</u> <u>Turda</u>	4 <u>Cojasca</u> Sanmartin Targoviste Arad	7 <i>Bumbesti</i> <i>J.</i> <i>Baia</i> <i>Mare</i> <u>Tandarei</u> <u>Campina</u> <u>Filipestii</u> Jibou Ciorogarla	

de Targ, the project in Campina has brought additional benefits in the field of vocational training and access to employment on the free labour market which explain the higher scoring under this criterion.

	Summary (Number of projects - values in each column)	51	85	39	12
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7.2. Overall Assessment of Individual Projects

The overall assessment for each evaluated project are shown below:

Value Rating (scoring of projects)	Number of Projects	Project Domain / Project Location		
		Health	Income Generation Vocational Training	Infrastructure Social Housing
Highly satisfactory	3 projects	Chiojdeni	Racaciuni	Targoviste
Satisfactory, closer to Highly satisfactory	7 projects	Movila Miresii Bumbesti Jiu	Salistea Deal Turda Cojasca	Sanmartin Arad ⁶
Satisfactory	3 projects	Targu Mures	Campina Filipestii de Targ	
Less than satisfactory	4 projects	Baia Mare	Tandarei	Jibou Ciorogarla
Highly unsatisfactory				

A comparison of the overall success of the evaluated projects (in reaching objectives and achieving long-term effects) shows a definite balance in project performance from the different domains. The performance is even surprisingly balanced: for each level of 'score' the different domains are represented. Notable examples for high levels of project effectiveness of the evaluated projects, as well as less than satisfactory project results, can be found in all project domains which facilitate finding elements for good practice and lessons learnt in each project domain.

⁶ This will be the result when the project is completed. This is a provisional assessment based on the field survey and updated information about the project progress.

8. Findings and Conclusions

8.1. General Conclusions: the Project Achievements

8.1.1. Project Relevance

In general the evaluated projects are relevant to the needs and priorities of the target Roma communities as well as to the overall aims and objectives of the GS (there are exceptions). The field surveys showed that most of the evaluated projects were developed for Roma but not together with the Roma communities. The relevance of evaluated projects became apparent during project implementation; in a number of cases it was not clearly presented in project applications.

8.1.2. Project Efficiency: Activities and Direct Results Achieved

All evaluated projects met difficulties in keeping scheduling. No project started activities on time because of the delay of the first instalment of the grant. Later, the projects suffered great delays due to tender procedures, the time needed for technical documentation and permits for construction and other factors. *Force majeure* affected one project (Campina). 11 of the 17 projects were completed according to their time plan and 6 projects were extended by 2 to 5 months. In general the evaluated projects in the domains of Income Generation and Small Infrastructure needed longer time than those in the domain of Health.

Finally, most of the completed projects succeeded in carrying out the key activities and in achieving the direct results expected. Also it was obvious that for a significant number of visited projects the final period was crucial for their success or failure in reaching objectives and target beneficiaries. Because of the delays, the main services for target groups in some of the evaluated Health projects were provided for periods shorter than planned. The workshops that were constructed and equipped in visited Income Generation projects started with actual economic activities and production at the very end or after the contracted project deadline. 2 of the successful evaluated Infrastructure projects completed the additional construction work after the deadline of the project, and actual benefits reached the target beneficiaries. 4 of the projects did not complete activities by the end of the extended period: 2 of them had to solve problems with the transfer of ownership of the assets (Campina and Filipeştii de Targ), the construction of the social houses in Arad were at the final stage of construction, and the bridge over Ciorogarla River was built 3 months after the extension of the project had expired.

8.1.3. Effectiveness: Key Benefits Provided

High levels of effectiveness were reached by evaluated projects in Health (Chiojdeni), Income generation (Racaciuni), and Small Infrastructure (Targoviste) projects, presenting good examples for success in each project domain. Conversely, the picture is similar for the visited projects achieving less than satisfactory results, examples being found in all domains: Health (Baia Mare), Income generation (Tandarei), and Small Infrastructure (Jibou and Ciorogarla).

In general, the evaluated Health projects achieved the expected benefits and more or less reached the planned target group. The benefits came from the 5 Medical Points created, from the services provided by the hired 25 trained health mediators, and from the health promotion, information and vaccination campaigns. Benefits so far, actually reaching target beneficiaries in the Roma communities of the evaluated Income Generation and Vocational Training projects included professional qualification courses for unemployed Roma. These in turn provided access to permanent employment and temporary jobs and a small-scale income from the initial production activities of some of the workshops. The key achievements of the evaluated Infrastructure projects were in providing access to basic facilities for Roma neighbourhoods: a water distribution network with individual branchings to each household (Targoviste) and installing an electricity network in two Roma villages (Sanmartin).

8.1.4. Long-term Changes in Roma Communities: Project Impact

The major changes promoted by the evaluated projects in Roma community life and living conditions are most evident in the reduction of the exclusion of the Roma communities in two specific fields, health and facilities infrastructure. Evaluated Health projects contributed to overcoming isolation from the healthcare system of the Roma ghettos and detached communities involved in the projects. Evaluated Small Infrastructure projects contributed to bringing up to standard the target Roma neighbourhoods, providing access to basic facilities, equal to conditions that the majority enjoy. In addition, the visited Income Generation projects managed to create favourable conditions to improve Roma access to income and employment, and actual changes should come in future.

Another important area of initiating new processes is found in regard to crosscutting issues of the GS, focusing on Roma community self-organization and the development of partnerships in the evaluated projects. 9 new Roma associations were created – 8 were registered and in early April 2006 one was in a procedure of registration (Arad). The establishing of the new community NGOs contributed to opening up new opportunities for participation and involvement of Roma communities, despite the difficulties that exist for their further consolidation as sustainable and effective NGOs. The impact on partnership relations can be measured by the improved collaboration between sectors – the State and civil society (municipalities and NGOs involved), as well as greater communication between local authorities and disadvantaged Roma communities (represented by local Roma leaders, newly created Roma NGOs, Initiative Groups). This was more visible in small rural communes, than in bigger cities.

8.1.5. Sustainability of Project Achievements

The maintenance of the investments – the Medical Points, workshops, infrastructure facilities and benefits – has been more or less ensured.

The Medical Points continue to function providing medical consultations with family doctors in all evaluated Health projects, except for Baia Mare. The on-going services of 25 health mediators have been ensured by their being hired on a long-term basis by the County DSP or by the municipalities and NGOs in visited project locations. The task

of supervising the services provided by the health mediators has been assumed by the DSP with regard to the health and medical aspects of their work. There is still a need to develop a system for the supervision and mentoring of their community work inside Roma neighbourhoods.

The sustainability of the achievements of evaluated Income Generation projects is less visible. Racaciuni is an exception, having concrete business planning and adequate management to develop of the workshop as an effective production unit, able to create income for the target group and profits for reinvestment in community initiatives. Appropriate systems for participatory and transparent community control of the business activities were elaborated in 3 of the projects visited; the process continues in another 3 projects. In one project (Tandarei) the target community has been definitely excluded but the intention to turn the income generation activities into a family business seem to have been prevented by the intervention of the Local Council in Tandarei.

The evaluated Small Infrastructure projects, providing access to basic facilities for the Roma communities in Targoviste and Sanmartin, appear to be sustainable. The Social Housing project has shown satisfactory progress in creating conditions for the sustainability of the investment. The benefits for Roma neighbourhoods of the evaluated road infrastructure projects are limited (Jibou). The sustainability of the Ciorogarla project also depends on the success of the Municipality in constructing a road on both sides of the bridge. It is a difficult task and till now no concrete funds have been allocated for this.

8.2. The Project Domains

8.2.1. Health Projects

8.2.1.1. Roma access to healthcare

The constructed and rehabilitated Medical Points in the evaluated projects have provided the conditions to bring medical services closer to the Roma communities. In rural areas opening a Medical Point on the spot solved the serious problem of remoteness of the villages from the medical cabinets in the commune center, as was the case with Lunci village (Chiojdeni commune) and Tetila village (Bumbesti Jiu commune). In urban areas and commune centers the Medical Points contributed to dealing with hidden discrimination barriers excluding marginalized Roma from health services (like Targu Mures), or to making health services more familiar and closer to isolated Roma sub-groups with a self-segregation attitude and behaviour (Movila Miresii).

The involvement of the Roma health mediators has helped to open a dialogue between Roma patients and family doctors and has contributed to the building of the confidence of the Roma in the healthcare system. During the projects' implementation 25 health mediators, of whom 5 were volunteers, provided services to Roma communities. After the end of the evaluated projects the health mediators continued their work, which has

created favourable conditions for solving various problems in providing medical services for the Roma. Until beginning of May 2006, 25 health mediators have been hired with long-term contracts by DSP or municipalities, one by an NGO and another 3 are working in the framework of the 72 work hours for receiving social benefits.

8.2.1.2. Health promotion campaigns

Experience from the evaluated health projects indicated that the effectiveness of the health promotion campaigns and hygiene and sanitary education of Roma communities depended primarily on personal contact with the target group. Leaflets were not effective because of the high level of illiteracy, especially among Roma women, and the distrust of isolated Roma groups in written instructions that still exist.

8.2.1.3. Vaccination campaigns

The campaigns for inoculation of Roma children reached the expected results where significant preparatory work to motivate the community had been carried out in advance. In Chiojdeni and Movila Miresii the health mediators promoted the advantages of vaccinating children, going from door-to-door and visiting all Roma families.

In some of locations family planning and vaccination campaigns provoked a suspicious reaction in the Roma community. The combination of the two campaigns in Valea Rece neighbourhood (Targu Mures), conducted as parallel activities, created great difficulties for the project team. Based on their experience in the project, the local team in Targu Mures observed that in isolated and marginalized Roma communities there is a risk that family planning is interpreted as an attempt to reduce the number of Roma and vaccination may be feared as an attempt at sterilization.

8.2.2. Vocational Training and Income Generation Projects

8.2.2.1. New businesses creating access to income for Roma communities

The benefits for the target community from evaluated Income Generation projects were determined by the progress of the projects in two main directions. Firstly, the transformation of the constructed and equipped workshop into an operating business unit which has not yet been completed: 4 of the workshops recently started production but it is too early for general conclusions about their economic effectiveness (Racaciuni, Tandarei, Turda and Salistea Deal); the other 3 workshops are preparing to start production and the first steps of the businesses have still to be made. To date favourable conditions for income generation have been created, with a potential for development and income depending on local capacity for business management and marketing.

The second direction lies with the newly created Roma community associations and their being able to effect a transformation of the business initiative into a benefit for the community. Really transparent mechanisms for community participation and control of the business were developed in 3 of the projects (Racaciuni, Salistea Deal and Campina); others are in the process of improving these aspects; and in one location

(Tandarei) the Roma community has been excluded from having any control over the income generation activities.

8.2.2.2. Lack of skills and knowledge for business management

Most of the evaluated income generation projects suffer from the problem of lack of skills and capacity for business management. The income generation businesses are and will be exposed to difficulties leading to serious risks for the sustainability of the business initiatives that have been started. There are at least two risks for the projects: the first is collapse of the business and bankruptcy and the second is that some outside Roma or Romanian businessmen could take over the workshop, with no guarantee that they would continue to run it as a community income generation opportunity.

8.2.2.3. Access to employment opportunities in Roma communities

The professional qualification is the most evident benefit for the Roma communities and the certificates for professional qualification increased the opportunities of unemployed Roma to find jobs. In the Income Generation projects evaluated 304 unemployed Roma were qualified and obtained certificates; in addition some Infrastructure projects also carried out vocational training activities (13 Roma completed such courses in Arad). The courses provided certificates for professional qualification, or participatory certificates (for skills not included in the code of professions, like making baskets), giving the participants the opportunity to receive authorization from the municipality to work as physical persons.

The evaluated projects foresaw two opportunities to support unemployed Roma to find jobs: hiring workers in the workshops created, and assisting qualified Roma to find jobs on the free labour market. Up to now there are some visible results in accessing jobs for qualified Roma on the free labour market, and 32 new jobs for Roma have been created in the new workshops.

8.2.2.4. Temporary jobs for Roma in construction works

It was recommended in the GS that projects including construction works could hire unemployed Roma from the target communities for the construction work. Easily adopted by main applicants while applying for grants, this was a questionable issue during implementation of the evaluated projects from all domains. The usual explanation given by the main applicants was that they could not impose such conditions on private companies. However, most of the visited projects succeeded in negotiating temporary jobs for Roma with the companies that won the construction works tenders. The project in Targoviste managed to transfer temporary job opportunities into permanent employment: 8 (out of 16) Roma workers were hired on a permanent basis by the construction company after the project completion. In some cases the negotiated jobs were not respected during the actual implementation of the construction works. In Ciorogarla the construction company hired only 5 Roma workers, instead of 15 as planned. In Jibou this GS condition was initially included in the project objectives but later it was neglected, provoking additional disappointment in the Roma community, which saw it as unacceptable that all qualified and unqualified jobs in the works undertaken for the Roma were offered exclusively to persons outside the community.

8.2.3. Small Infrastructure and Social Housing Projects

8.2.3.1. Improvement of Roma living conditions and legalization of Roma neighbourhoods

The legalization of the water connection network in Targoviste and the electricity network in Rontau and Haieu villages in Sanmartin commune are a step forward in the process of urbanization and standardisation of Roma neighbourhoods. As a result of consistent campaigning the local partners in Targoviste convinced the Roma community to accept the price that needs to be paid by segregated communities for the better living conditions close to the standards of the majority. (The Roma in Sanmartin did not raise this problem.) Paying taxes and bills for utilities, including water and electricity, is an inevitable part of the legalization process. The improvement of living conditions and access to standard facilities also require a difficult change in attitude, to accept the responsibilities resulting from the legalization of housing, for paying for facilities, for observing laws and becoming normal “bill payers”.

8.2.3.2. Complexity of Social Housing Programmes

In the field of social housing for Roma every kind of experience gained is important – even the negative one. It is clear that social housing targeted on the Roma is different from the projects that have already implemented by local authorities in Romania for socially disadvantaged families.

The selection of the beneficiaries in Roma neighbourhoods gives additional complications. The potential Roma beneficiaries are usually disadvantaged families, living in illegal dwellings, often not having identity cards and the necessary documents, earning a living by doing day work, working without contracts. Often the only incomes of the family that can be provided are social benefits. Some urban Roma come from other regions and do not have a registered address. Therefore the people in real need of social housing usually do not fit the requirements or standard criteria for the provision of social housing by the municipality.

Social housing programmes for Roma usually highlight the dilemma of creating a new modern ghetto or aiming for the desegregation / de-concentration of the Roma population. This is a policy choice, and there is no right or wrong solution. Local partners, the institutions and Roma representatives, have to analyse the strengths and weaknesses of options before deciding. Each specific case needs its own specific answer – solutions depend on the situation, levels of integration, the modernization of the community and other factors.

8.2.4. Cross-cutting Issues: Participation and Partnerships Promoted

8.2.4.1. Initiative Groups and involvement of Roma communities

The Roma Initiative Groups were also main actors in the evaluated projects with the task of attracting Roma community support for the projects. As a whole the Initiative Groups, created in conformity with the GS requirements, were an important advantage for the beneficiary Roma communities. The Initiative Groups were the main means by

which the main applicants communicated with the target Roma communities. When facilitated and encouraged by local partners they did manage to ensure the participation of Roma communities in the GS projects but without this support they were unable to do this to the required extent. Many of them appeared as formally appointed structures, necessary for the eligibility of the projects, and initially did not represent the ideas and wider interests of the Roma community itself.

Most of the Initiative Groups played a marginal role in project identification; in some locations (like Baia Mare, Tandarei) they remained isolated during the implementation of the projects. In certain cases the involvement of the Initiative Group meant the involvement of part of the community only. This was particularly so in the case of communities where a local Roma NGO or a national organization structure (such as the Roma Party) was already present. In some cases Initiative Groups only existed on paper.

Nevertheless there are good examples of visible progress in the development of the Initiative Groups (like Jibou, Movila Miresii, Salistea Deal, Racaciuni, Turda), which later fostered the consolidation of new Roma NGOs.

The implementation of the evaluated GS projects proves again that real participation of Roma communities can be mobilized only through its own organizations that have both the constituency and necessary skills. With no such organisation the difficulties of communication between local government and the community to solve problems together are exacerbated. That there is an urgent need to stimulate the process of developing local Roma community organizations has been made more obvious with the deficiencies in finding adequate solutions and the difficulties in collaboration and communication between local governments and communities.

8.2.4.2. Development of local Roma community organizations

As a result of the evaluated projects 9 new Roma associations were created and registered. Since the current process of consolidation of the organizations was initiated by the local authorities it is difficult for the new associations to have a clear vision of their tasks and specific role and to overcome an attitude of dependence on the municipality.

Nevertheless, there are examples that show that the process of achieving community support based on participation and transparency has started. The new Roma NGOs have made considerable advances in promoting participation and community self-organization. *Aven Romale* initiated new practices of community decision-making in Caramidari neighbourhood (Jibou). The Roma Association Movila Miresii involved representatives of both Roma sub-groups in the village. Setting up the local associations “Alunisol Salistea Deal” and “Gisteni Roma Initiative” provoked an open and transparent process of discussions within the communities. The new Roma NGOs in Poiana Turda, Filipestii de Targ, and Cojasca gradually enlarge their community support and self-esteem. Some of the new Roma NGOs have shown promising potential for mobilization of community participation and have also achieved the first small concrete results in their involvement in small-scale joint activities in collaboration with local authorities. In this context, it is important to underline that the positive assessment of

project achievement in the area of community self-organization as “satisfactory” has taken into consideration all the difficulties and obstacles for this process.

The consolidation of Roma NGOs created in the evaluated projects is just starting. Some initial steps have been carried out but emerging community organizations are in serious danger of disappearing if capacity building and opportunities for small initiatives do not support them.

It is clear that the capacity of the Roma initiators of community organizations at the beginning of their development is very low; the skills and knowledge of the activists are too limited, not only for NGO work but also for wider social processes. The ways NGOs are initially organized usually follows traditional methods of self-organization inside the community rather than practices and procedures from outside the community. In addition, the motivation of the initiators of these community organizations is still fragile and can easily evaporate. It is common that local leaders do not have a motivation strong enough or the necessary skills “to keep the fire going” and move the process forward.

8.2.4.3. The partnerships

As a whole, the evaluated projects enhanced existing partnerships. Progress was made in the improvement of partnerships between the sectors – state and civil society. The projects presented good practices in the effective cooperation between sectors at the local level (like Movila Miresii, Racaciuni, Salistea Deal, Cojasca, Chiojdeni, Targoviste). Newly created Roma NGOs were recognized as partners by the Municipalities with whom they could collaborate in solving Roma problems. Although patronized as the “smaller brother” in the partnerships, the Associations were able to establish stronger positions than the Initiative Groups had at the start-up of the projects.

8.2.4.4. Partnerships facing “force majeure”

External factors endangered the partnership relations in several projects. The outcome was determined primarily through the partners’ mutual confidence and awareness of common interests rather than through existing skills and flexibility in finding a response to unexpected external risks. The ‘*force majeure*’ situation in Campina has put at risk the completion of the project activities and has also threatened the project partnership. It affected the motivation of Roma for making a voluntary contribution and participating. In Chiojdeni the partner Feed the Children Association was involved not only in the project but also supported the efforts of the Municipality to solve other urgent problems, especially in the emergency situation caused by the flooding.

8.2.4.5. The Skills on Local Level: A Step Forward

The initial low capacity and skills for project development and management at local level created difficulties and problems for effective project implementation. For some of the main applicants it was their first PHARE project and the experience gained has given them self-confidence, as well as ideas and ambitions to initiate new projects.

8.3. Findings: Programme Approach and Management Issues

8.3.1. Relevance of Road Infrastructure Projects to Roma Focused Grant Schemes

The evaluated GS projects in this domain showed the poor understanding of local partners about the criteria for linking road infrastructure projects with policy for Roma integration. Some of them appear to have a vision based more on intuition than on understanding. Others base their policy on the position that every investment that concerns not only the majority, but also Roma, is a benefit for the latter. This is correct in a larger perspective but it is important to distinguish the difference between regional infrastructure projects and Roma focused infrastructure projects, which aim to reduce the isolation and social exclusion of the Roma.

The relevance of an infrastructure project within a GS supporting the integration of Roma needs to be assessed through particular criteria to ensure the infrastructure initiative really supports the integration process.

Road infrastructure generally is a state, not a municipal, obligation. Road infrastructure investments (such as road, streets, bridges) can be supported by an integration oriented GS in cases when the lack of road infrastructure contributes to serious problems of isolation and access to services, thereby preventing the isolated community from enjoying the same conditions as the majority population.

To assess the relevance of infrastructure projects to concrete isolated target groups the following criteria, specific to the issue of integration, are important:

- a. The location of the investment;
- b. The percentage of the target community that benefit from the investment.

These criteria clarify whether investments in road infrastructure will contribute to the integration of an isolated community or group and the extent to which investment improves access for an isolated community to services and communication compared to those for the majority in the area. The key questions that need to be considered here are:

- Does the investment address specific problems and needs of the target community which are different to the problems and needs of the majority in the same area / settlement?
- What is the percentage of the beneficiaries of the targeted isolated community compared to all beneficiaries in the area?
- To what extent will the result of the project create the necessary conditions to reduce the isolation and / or segregation of the target community?

Certainly all the inhabitants, including the Roma community, will benefit from the enlargement of the roads infrastructure. But from the point of view of integrating the Roma community, it is the extent to which Roma living conditions are brought closer to those of non-Roma as a result of the project that needs to be considered. In other

words, the changes that reduce the differential in living conditions between the isolated community and the majority are the important factor.

The Ciorogarla Bridge project does not appear to promote such a change or significant improvements and does not decrease the differential between Roma and non-Roma as regards access to public services and communication. The project activities correspond more to state investment programmes rather than a GS programme to improve Roma integration.

8.3.2. Relevance of Infrastructure Projects Providing Access to Basic Utilities

The evaluated Infrastructure projects providing access to basic utilities are clearly relevant to an integration oriented GS. Investments in utilities, such as water supply, sewerage, electricity and gas, have a direct impact on the housing of isolated groups and improve their living conditions. In the long-term such projects contribute to reducing the differential in living conditions between the majority and the Roma neighbourhoods, providing the inhabitants with the same standard utilities available to the majority.

In this context the legalisation of the water connection network, electricity and gas supply constitute a step forward in the process of urbanization and standardisation of Roma neighbourhoods. Paying bills for utilities is an inevitable part of the legalization process. At the same time the social aspects of the legalization of basic utilities may provoke initial negative reactions of the socially disadvantaged poor Roma families. Therefore the transitional period needs close monitoring of the situation and, if necessary, additional social interventions for the most severe cases.

8.3.3. Relevance of the Target Group (The Salistea Deal Case)

This issue relates to the self-identification of the members of target communities. Inside disadvantaged communities there also exist groups that do not consider themselves Roma. The community in Salistea Deal self-identify as *baiesi* and not Roma, *baiesi* coming from an old occupation of the group – they worked in mines (craft determined name of a sub groups) and many of them are identified as Romanians in the census.

The GS was focused on Roma communities in conformity with the general EU approach. A general description of the target group often does not cover the diversity of Roma communities and subgroups, which sometimes reject their Roma identity, and claim not is Roma at all. (For instance in other countries like Bulgaria there are large Roma sub-groups claiming to be Turkish and who self-identify as such).

The relevance of the target group can be determined considering several important issues:

1. Official self-identification of the population, which is not in itself sufficient. If this were the case Roma programmes in Romania would only address those 600,000 people that self-identified themselves as Roma in the 2002 Census;
2. Ethnic identification of the target group based on various criteria, including a list of general ethno-cultural characteristics of the community. In order to clarify whether a particular community should be considered part of the Roma ethnic minority it is important to know:

- The unofficial and official self-identification of people in the community;

- Whether they consider themselves a minority;
 - Whether other Roma accept this community as Roma;
 - How the majority identifies this community;
 - How other minorities identify this community.
3. Main characteristics of the neighbourhood; the structural poverty, stage of integration / exclusion, isolation, educational deficiencies, illegal or quasi-legal status of the settlements, state of the housing and infrastructure, etc. A combination of these characteristics that combine in a complex situation is valid in 99% of the cases for Roma communities.

It is important to respect the self-identification of the excluded community; there is no need to force them to change their self-identification. Doing so would reduce community motivation for involvement and participation in development initiatives.

8.3.4. Consolidation of Community Organizations: Some General Remarks

The stimulation of community participation and facilitation of the process of self-organization of excluded groups requires specific skills and capacity as well as a civic attitude and vision. Practical experience indicates that local government may become effective partners and supporters of established NGOs but it is not at all well placed to initiate and facilitate the long-term process of self-organization and consolidation of community associations because of the essential difference in the agenda of public institutions and civil society. The consolidation of local Roma community organizations is an unusual and a difficult task for public institutions / local government.

This ambitious task, assigned to the municipalities and the public institutions by the GS design, achieved the results and effects explained above in this field and it is unrealistic to have expected better.

The top-down approach to community consolidation created difficulties and risks. These were reduced if the main applicant was open to outside support, provided by NGO partners or experts with NGO background and practical experience. They were also reduced if there was a readiness to rely on the natural process of community self-organization and identification of the natural leaders with a minimum of interference in that process.

8.3.5. Creating Sustainable Employment Opportunities for Roma Communities

Complex programmes, aimed at the integration of unemployed Roma in the labour market by increasing their competitive power and providing them with access to employment, can provide effective solutions in this field. Specific measures are focused on three areas: the quality of qualification (vocational trainings, practical skills, certificates); the adaptation of the working environment so that it is favourable for access to employment for members of excluded groups; and finally the adaptation of persons from those groups so they keep or maintain their job.

Adaptation measures include motivation courses and the preparation of future workers for the requirements of the job, including labour discipline and improving self-

confidence. Special measures are conducted simultaneously for the preparation of the working environment, aimed at influencing employers to hire Roma workers, to create conditions to reduce labour discrimination; and last but not least, mediation and technical assistance provided to qualified Roma to help their access to jobs. Without these additional measures the effect of the vocational training of unemployed Roma often merely remains the transformation of unemployed, unqualified Roma into qualified Roma who remain unemployed.

Some of these measures were included in the GS projects and contributed to better results (the experience in Alba Iulia, Targoviste and Cojasca).

8.3.6. Aspects of Project Management

8.3.6.1. Appropriate project duration

A project duration limited to 12 months is insufficient for implementing projects that have larger scale construction works scheduled in the project activities. Social housing and infrastructure projects need a longer term. All of them require a minimum of two contiguous tender procedures – for the technical design and for the construction works. In some cases there are additional tenders, for the supply of materials, devices, etc. This observation also concerns evaluated projects in the domain of income generation, which in addition do not end with the completion of construction works, but have other essential activities that start after that.

8.3.6.2. Project applications

Due to the low local capacity for the elaboration of project applications a large number of the applications for the evaluated projects do not present the design of the project clearly. Often direct results, effects and expected impacts of projects were totally confused in the project log frames. In many cases success indicators replicate the direct results or the planned activities and cannot be used for the monitoring and evaluation of project progress. Low quality project applications complicate not only the process of external monitoring and evaluation but also more importantly the operational planning and the efforts of local partners to monitor and evaluate the project themselves. Additional written updates (clarification and revision) of expected direct results, effects and success indicators for projects made during the start-up phase of the projects will considerably improve effectiveness. Updating project design was beyond the capacities of some local partners who could have done with technical assistance and advice to clarify the project design.

8.3.6.3. Applicants financial contribution

The main applicants of evaluated projects managed to ensure their own financial contribution for the implementation of the projects, which is a positive sign, confirming their political will to solve Roma problems as well as their responsibility in executing the contracts for the grants. The financial contribution was provided by local budgets and funds, approved by local or county councils. The only exception was Tandarei, where the partner NGO provided the local financial contribution for the project.

The total amounts, invested directly in the evaluated projects or in additional activities, logically connected with the scope of the projects, were larger than planned. Most of the municipalities utilized the GS projects to attract additional funds from the county budgets and to enlarge their activities targeted at Roma. The success of the local authorities in attracting additional funds depended mainly on their constant efforts and commitment to solving Roma problems. The most significant examples are Arad, where the Municipality ensured the funding for the infrastructure of the facilities in the area of the social houses, and the small rural commune of Chiojdeni, which managed to attract funding from the Vrancea County Council for the rehabilitation of the Medical Dispensary.

8.3.6.4. Delays and difficulties due to PHARE tender procedures

Main applicants and local partners specify PHARE tender procedures as an important factor for the delays of projects. Lack of familiarity and difficulties with the procedures also causes low interest in tenders from companies – tenders failed due to a lack of offers.

Special Guidelines for PHARE tender procedures are delivered in order to assist the companies participating in tenders. They contain the various templates for tender documentation in most frequent cases (services, supplies, works), which have to be used by the participating companies. The strange thing is that no one from the project teams ever mentioned the existence of such Guidelines, while talking about the problems created by the “difficult, heavy and unclear PHARE tender procedures” that companies had to follow. It is not clear how the companies and local partners used the Guidelines and what additional clarifications were needed.

8.3.6.5. Delay in first installment of the grant

None of the evaluated projects started on time. Most of the main applicants were not prepared to pre-finance the start up of large-scale activities. The usual explanation from the project teams was the delay of the first installment of the grant, received as late as March – April 2005. This delay had a negative effect on the time schedule of activities of all evaluated projects.

8.4. Good Practices

Programmes and projects provide examples of successful solutions to concrete problems or successful approaches to situations. Good practice is that experience which has been analysed and structured so that the experience can be adapted and multiplied in similar conditions and social environment.

In this GS public institutions managed the projects which did not allow good opportunities for NGOs to develop new innovative civic practices by putting into effect alternative solutions for specific social problems, based on their creativity, flexibility and insight of social and community processes. Programme experience of NGOs is an important source of ideas and approaches from beyond the functions and ways of work of state and local institutions. Successful pilot models, experimented and proven by NGOs, can be developed further, analysed, and described in detail. The NGO can present the successful pilot model to the State through lobbying and advocacy

campaigns and then “transfer” the good innovative practices to respective institutions that can adopt and institutionalise this programme experience.

The programme experience of the institutions also provides good practices but from a different perspective. Their contributions are expressed not so much in innovations and alternative ideas but in the improvement of proposed models and making them work. The GS projects evaluated included examples of good practice that showed the effectiveness of approaches and solutions. Some indicative cases of good practices in approaching general issues and concrete specific problems are given below.

8.4.1. Partnerships Based on Mutual Understanding and Confidence

The success in this field depends mainly on the changed attitudes of both sides of the partnership – the local community and the institutions. It depends on the extent to which public institutions managed to overcome previous perceptions as exemplified in “we (the institutions) give them (the disadvantaged communities) because of our good will and they ought to accept and follow...” Also on the extent to which such an attitude is being replaced by a vision of community development as a process of internal change and mutual dialogue. In addition it is important to underline that the sustainability of such partnerships depends rather on the individual perception of people involved rather than on the institutional framework. A change of the leadership of the municipality after the next election may mean the process has to start again.

Great progress has been made in the relations between the local authorities and the disadvantaged community in Salistea Deal owing to the experience of carrying out a joint action and there is increased mutual confidence between the Municipality and the community Association. The open dialogue and communication is apparent in long-term efforts to ensure the sustainability of the project benefits as well as on the level of everyday communication for solving problems and coordination of activities. The tripartite partnership in Gisteni village between the Municipality of Racaciuni, CISA organization and the newly created Gisteni Roma Initiative developed on the basis of mutual confidence and support; the role of the Roma Association gradually increased after gaining more experience, skills and self-reliance.

8.4.2. Adopting a Proactive Rather than Reactive Approach to Excluded Groups

The *proactive* approach of the health mediators to Roma communities gave better results in 3 locations (Targu Mures, Chiojdeni and Movila Miresii). In Baia Mare health mediators followed a *reactive* approach – waiting for Roma to come in to the Medical Point in the hospital in the central part of the city, instead of working directly in the neighbourhoods and keeping a more constant contact with Roma.

8.4.3. Multi-functional Role of the Health Mediators

The wider functions and tasks of the health mediators gave better results in Movila Miresii and Chiojdeni. Acting as community mediators they facilitated communication between Roma community and all institutions – municipality, healthcare, police, schools, social department. Besides their tasks in the field of health, the mediators in Chiojdeni and Movila Miresii were involved also in social consultations with the Roma community, informing Roma on how to update their registration for social benefits.

This assisted Roma to avoid losing their social benefits because of a lack of documents or deadlines not being met, and at the same time keeps their health insurance and subscription to the family doctor. These actions also helped build confidence in the community about the role of the health mediators.

8.4.4. Successful Training Practices

Practical training with an experienced health mediator is identified as a good practice in Chiojdeni. A health mediator with 3 years experience from another town came for two days to Lunci village. She was involved in the practical work of the health mediators in the village, presented her observations and advice in each particular case, and demonstrated practically how to work with people. The training was carried out some months after the start up of the health mediators' direct services to Roma, which provided the health mediators with an opportunity to clarify a lot of topics, questions and problems, which they had met in their practical experience.

Successful training and technical assistance was given by the CISA, the NGO partner of the project in Racaciuni, in the fields of business planning and management as well as in development of civil organisations.

8.5. Lessons Learnt

Identified success factors and deficiencies in programme interventions of the evaluated projects provide key lessons that can be helpful for future programmes and GS. The lessons learnt provide essential programme experience as regard approaches to overcoming risks, difficulties and restrictions of the environment, avoiding mistakes and providing solutions – all of which have determined the success or failure of the programme intervention.

8.5.1. Assistance for Newly Registered Roma Organizations

The further consolidation of the local Roma associations, created in the framework of the projects, depends on the continuity of mentoring and facilitation of the process, carried out by experienced NGOs, which can provide expertise and develop the human resources capacity of the local association. Without long-term support and capacity building the emerging Roma associations could easily fade away.

The experience gained during the implementation of the evaluated GS projects proved that the progress of the new Roma NGOs has been enhanced in cases where: (1) there was a local NGO, engaged in the process, which transferred its experience and skills; and/or (2) the process was supported by experienced consultants with a dual background – experience of working in public institutions and also having some NGO experience, gained through the implementation of projects and training.

Experienced NGOs effectively supported the development of the local community associations in Salistea Deal (PAEM-Alba Foundation); Racaciuni (CISA organization);

Jibou (The Romanian Foundation for Children, Community and Family), Cojasca (Association For Support Of Unemployed People – Targoviste). In the second case significant results were achieved in Movila Miresii and in Alba Iulia.

Some of the visited project locations have available some local resources for technical assistance, consultancy and an initial transfer of skills and knowledge to the new local Roma NGOs and community associations. In this connection the sustainability of project partnerships and the motivation of the more experienced project partners to continue their assistance and advice to emerging Roma organizations after the project is a very important factor.

The capacities of existing local NGOs are also limited. While urgent needs at the start-up stage may be met the facilitation of the development of community organizations requires specific skills and experience not always available in NGOs working in the region. The potential supporters of the Roma community organizations also need specific training and advice on how to facilitate the process.

8.5.2. “Hurry Slowly”: Movila Miresii Case

The initiation of a community NGO should follow the natural consolidation process of internal community self-organization. Interrupting this process creates difficulties for the future; it may damage the motivation of participants, and even ruin the emerging feeling of a belonging to a group, united by common interests and aims.

In Movila Miresii the efforts of the team to encourage the self-organization of the Roma community were focused on involving a larger part of the community in the process of setting up a new community organization. Initially the process was facilitated normally, through numerous informal conversations with people and meetings open to the whole community. However, the intention to hurry slowly and the step-by-step approach was not followed consistently to the end – rushing the process of registration of the NGO interrupted the natural consolidation coming from the community process.

The appearance of the Roma Association is something totally new for the closed self-segregated community in Movila Miresii, but the process has lost some of its energy; the motivation of the participants is still dominated by a culture of dependency; it is difficult for them to clarify the specific role of the NGO. Most of the Roma in Movila Miresii are a long way from treating the Association as their own organization yet. This process requires a long-term intervention that should not be forced by the tight time schedule of a project.

8.5.3. Humanitarian Aid – the Risks of Distribution

Projects focused at development should be very careful in applying humanitarian type activities (distribution of food, supplies, medicines, clothes, etc.). Using this approach should only be included as a support element to the more profound community work.

Relying on the distribution of humanitarian aid to motivate Roma communities to participate is a risky approach that often creates new problems rather than solving them. Distribution cannot replace direct communication with the community conducted by facilitators, health mediators and activists, which lead to more sustainable change in motivating the community to participate. In addition the project will always run the risk that its achievements will be lost at the moment when the supplies finish and there is nothing left to distribute.

In Targu Mures the distribution of food, medicines, gifts, etc. was largely used as a tool to motivate Roma to participate and bring children for inoculation. From the programme point of view, giving gifts to attract the community for participation in a vaccination campaign is a risky approach. Moreover, in Targu Mures this approach proved ineffective even before the distribution stopped, due to the limited communication of the project team with other Roma neighbourhoods apart from Valea Rece.

8.5.4. Flexibility and Alternative Solutions

In order to improve project efficiency and effectiveness it is necessary to encourage the skills and attitude of local partners to look for flexible alternative solutions for problems that emerge during implementation, instead of passively allowing external factors to dominate the schedule of activities.

A case in point was the training of the health mediators in Baia Mare and Targu Mures. The overburdened schedule of the trainers of Romani Criss caused delays in the training of the health mediators, which in turn brought delays in providing health services for the target group. The team in Baia Mare found a flexible solution to this problem, obtaining permission from the Ministry of Health to carry out the whole training without the participation of Romani Criss trainers. The DSP in Maramures County also organized the training component for building the communication and social skills of the health mediators and carried out the concluding exams and tests to provide them with certificates.

8.5.5. Keep the Beneficiaries Informed

The beneficiaries should receive regular information about the project, including the difficulties encountered and the timescale of procedures concerning the development of activities and the provision of benefits. Without this disappointment can easily set in and the project may lose the confidence and support of the disadvantaged community.

In Cojasca professional qualification certificates for the course qualified unemployed Roma were issued only after a long delay, being delivered to the beneficiaries as late as mid March 2006. They had not been adequately informed when the responsible state institutions would issue the certificates. Several meetings and individual conversations, providing clearer information to the beneficiaries, would have avoided the disappointment and any tension.

8.5.6. Granting Funds and Participation

With particular regard to Income Generation projects, it can be motivating to get beneficiaries to contribute from their own pockets in a small way for concrete requirements of the business. This will help build a sense of responsibility and ownership of the initiative.

For income generation projects in particular there is no need to deliver all the assets as a gift to the beneficiaries. The Local Council in Salistea took the decision to transfer the workshop and car to the Alunisol Salistea Association but did not provide funds to cover payment of taxes for registration of the car to the new owner (normally these taxes are paid by the new owner). The need to find a solution to the financial problems of the transfer provoked a positive change in attitude to benefits and appreciation of responsibilities for the property by the beneficiaries. A stronger self-help attitude has been stimulated by the project in Salistea Deal. Later the Mayor of Salistea preferred to donate the amount at his own expense and then finalize the procedures for transferring the ownership to the Association. Nevertheless the new sense of responsibility as owners of assets (workshop, car, tools) provoked thinking about storing and maintaining the assets, stimulated discussion about participation, about a division of responsibilities in the Alunisol Salistea Association, and about gaining the involvement of the whole community.

8.5.7. Need to Develop Business Management Capacity

Failing to address the issue of adequate business management capacity at the design stage introduces a strong risk factor for the project and the business initiative.

The lack of business management capacity in target Roma communities created a serious risk for the sustainability of the evaluated Income Generation projects. Capacity building in business management was not foreseen in project intervention. This risk factor could provoke at least two unfavourable scenarios for the created workshops: the bankruptcy of the business or its “appropriation” by some businessmen (Roma or Romanians) or by municipal representatives. This risk has been partially pointed out by some projects, but has not always been approached with adequate solutions.

9. Recommendations

The recommendations, based on the findings and conclusions of the evaluation, are listed in two main groups. First, general recommendations regarding the methodology and design of future Grant Schemes focused at the development of Roma communities. Second, sector recommendations for the three project domains.

The recommendations made by the participants in the National Conference “Acting Together For Roma Community” (Bucharest, 12 – 13 May 2006) are included in Annex E of the Final Report.

9.1. General Recommendations

9.1.1. Concerning Programme Priorities for Development of Roma Communities

- Encourage an integrated programmes approach to the social inclusion of disadvantaged Roma communities with long term multi-annual programmes, which support bottom up community development projects;
- Encourage a bottom up approach in the formulation of and selection of GS priorities for future programme interventions specifically targeted at Roma communities through a comprehensive consultation process with Roma NGOs and Roma experts on local and national level, organized together with the National Agency for Roma (NAR);
- Consider the setting up of a body, for each programme, with consultative functions, made up of experts - Roma with expertise in the relevant field, representative NGOs and institutions – with possible tasks of support to the monitoring and provide advice in difficult projects;
- Ensure the consolidation of Roma NGOs and associations created through follow-on programmes aiming at strengthening self-organization of Roma communities. The Roma NGOs and community associations established under the GS need follow-on support in terms of capacity building programmes, based mainly on mentoring and learning-by-doing and opportunities for small initiatives (Seed Fund type programmes);
- Launch individually tailored programmes for capacity building of NGOs on how to facilitate the consolidation of community organizations. Such programmes might include training, learning-by-doing, exchange of experience, mentoring and advice;
- Support long-term projects for facilitation of partnerships between local authorities and Roma NGOs or Initiative Groups, including mentoring and training on-the-job for increasing the capacity and self-esteem of all partners involved, with a special focus on the empowerment of the Roma community. The intervention approach using facilitation and mentoring should be process oriented rather than results oriented;
- Include trainings in computer literacy and using the Internet in the capacity building of the activists of Roma community associations and of the community facilitators to improve their access to information and their independence from other NGOs or from the local authorities.

9.1.2. Eligible Applicants and Project Partners

- Allow local NGOs to implement GS projects as the lead partner and main applicant, supported by a local Roma NGO and / or Initiative Group and in partnership with local authorities, thus enlarging the role of the NGOs in the partnerships;

- Allow national non-Roma NGOs to apply as main applicant in local GS projects (if they have previous experience in the target region), in partnership with a local Roma NGO and / or Initiative Group;
- Allow national Roma NGOs to apply as main applicant in local GS projects, in partnership with a local Roma NGO and / or Initiative Group;
- Allow various options for main applicants, depending on the project domain. (For instance, Infrastructure and Social Housing projects could be implemented by public institutions in partnership with NGO; community development programmes could be implemented by NGOs in partnership with public institutions);
- Require the establishment of a new Roma Initiative Group as a criterion for the project eligibility *only when* there is no local Roma NGO or organization in the target Roma community. Otherwise the existing local Roma NGO or community organization can participate as a main applicant and / or partner.

9.1.3. Concerning the Design of GS Management

- Allow lengthier, adequate time for the different kinds of projects by making a preliminary prognosis as to how much time is needed for the number of tenders and necessary documentation for different types of works (housing, roads rehabilitation, introducing water, electricity, etc. (The experience of RCRC proved that “generally, Phare Grant Schemes were implemented for one year period, but certainly for more complex projects as the infrastructure projects with tenders for provisions of services and activities, chain delays can appear; and a partial solution for this is to allow those projects a longer period of time. However, the best solution is to plan realistic project activities, with a proper budget of the activities in order to be attractive for the applicants, the contracting to be done in time and supervising the activities etc.”)
- Investigate the use tendering companies made of the Guidelines for PHARE tender procedures which could provide proposals as to how to make the explanation of PHARE tender procedures clearer for the participating companies.
- Demand written updates of the project design (presenting clear, well-written log frames) from main applicants in the project start-up phase. Provide technical assistance to local partners if necessary;
- Require a feasibility study for all construction activities in all projects. The feasibility study might be included as an obligatory supporting document in the project application;
- Strictly monitor any commitments announced by the main applicants in the project applications to hire unemployed people from the target Roma communities when implementing construction works. (If the provision of temporary jobs for unemployed Roma in construction is seen as an advantage for project applications then commitments need to be monitored);
- Accept as a project start the month following receipt of the first instalment of the Grant – this will avoid delays in the actual start up of the projects and allow them to follow the activity schedules;

- Require more detailed planning for the transfer of property from the main applicant to the direct beneficiaries for the different domains, including an appropriate period for completing the procedures and a solution for payment of the taxes for the transfer. (When applicable require a preliminary decision of the local council proving the willingness to transfer the ownership to target beneficiaries after the project completion.)

9.2. Sector Recommendations

9.2.1. Health Projects

- Adapt the format of health promotion campaigns to the specifics of Roma communities by giving priority to interactive methods and approaches instead of leaflets, including door-to-door communication within the target community;
- Get the Roma community to participate directly in the planning, preparation and implementation of the vaccination campaigns;
- Consider implementing vaccination and family planning activities in communities as separate campaigns to reduce the negative influence on vaccination provoked by existing Roma mistrust of family planning;
- Develop and provide appropriate supervision, mentoring and consultancy to health mediators, with respect to their community work including communication with disadvantaged communities and excluded groups;
- Ensure health mediators go into the neighbourhoods and maintain direct communication with isolated groups from Roma communities, the most effective way of raising awareness of health issues and facilitating access to healthcare systems;
- Make more precise and concrete planning of interventions targeted at registration with family doctors, based on preliminary needs assessment and profile of various reasons for the exclusion of the target group from the healthcare system (such as lack of identity cards, lack of health insurance, history of discrimination, Roma not informed how to do it, etc.);
- Health mediators to be provided with a job description that clarifies the coordination of their work with family doctors, time schedule and how their work is controlled.
- Continue the professional qualification of hired health mediators through practical work and with the consultancy and under the supervision of DSP experts.
- Include training in the use of new medical devices in health project planned activities, when the provision of medical devices for a local medical point is included in the project application.
- For the supply of medical equipment and devices for health projects, DSP experts (Braila County) recommended: 1) the involvement of experts during the preparation of the budget for the project application; 2) the project application should give detailed characteristics of the proposed major medical devices, supported with notes explaining the requirement for the equipment, with a description of characteristics,

specifications and the quality standards required; 3) during the tendering process include experts in the evaluation committee for the supply tender – the experts could be representatives of the DSP or qualified outside experts.

9.2.2. Vocational Training and Income Generation Projects

- Require special measures for capacity building in business and entrepreneurship for income generation projects. These include training courses for business management, business consulting and on-the-job training to develop the practical skills for managing a business;
- Consider breaking Income Generation projects down into various options, such as community enterprise, workshops creating jobs, other kinds of income generating opportunities including micro-credit schemes. To allow the private sector to get involved in creating sustainable jobs for unemployed Roma an option might be to allow private business to participate as partners in Income Generation projects but with an increased percentage of own contribution required – for example 35-45% allowing to apply for support in creating sustainable job places for unemployed Roma;
- Encourage complex programmes to re-integrate long-term unemployed Roma in the labour market, including specific measures in three areas: professional qualification; motivation of unemployed to adapt to the working environment and to keeping the job; and the creation of a non-discriminatory working environment favourable for long-term unemployed people from excluded groups;
- Require ‘Access to Employment’ projects to specify the profile of the unemployed in the location (type of qualification, profession, education); also to specify needs of and approach to the different target groups – long-term and short-term unemployed.

9.2.3. How to Improve Small Infrastructure and Social Housing Projects

- Encourage projects for improving Roma living conditions, following priority needs of Roma communities within the wider context of the process of legalization and urbanization of Roma neighbourhoods (for instance, considering regulation of the neighbourhoods, arrangements of the ownership of the land for Roma houses, legal connections to utilities being paid and corresponding to standard);
- Combine programme interventions for the legalization of Roma neighbourhoods, involving payment for facilities and taxes, with temporary social measures to reduce social tension in the transition period. (For example, local authorities and NGOs can assist unemployed Roma in finding temporary or permanent jobs; they can mediate between disadvantaged families and facility providers to allow payment by instalment. The Municipality of Targoviste has experience of this.);
- Develop more detailed criteria for the relevance of infrastructure projects in support of Roma integration, distinguishing the requirements for road infrastructure and infrastructure investments for providing access to facilities.

10. Annexes

- A. Evaluation Criteria
- B. List of Field Visits
- C. Selected Project Statistical Data
- D. Project Summary Tables
- E. National Conference “Acting Together For Roma Community” (Bucharest, 12 – 13 May 2006). Recommendations of the participants

Annex A

THE EVALUATION CRITERIA & KEY ELEMENTS

1. Relevance of the Project

1.1. Correspondence of the project to real needs and priorities of the target community:

- Does the application address real needs and priorities of the target community?
- Description of Roma community – does it fit / correspond to the reality?
- Correspondence of the implemented project to the project application?
- Correspondence of the implemented project to real needs / priorities of the target community;
- Assessment of the overall relevance of the project design.

1.2. Community involvement in the process of project identification and development of project application:

- Initiation of the project – appropriateness and quality of the consultation process with stakeholders, target community and participants and the ideas promoted;
- To what extent the Roma community / the Initiative Group was involved and contributed to elaborating the project;
- Roma community opinion / position on needs and priorities addressed by the project. What is the rank of the problem addressed by the project in the list of priorities of the target community?
- Is it part of a long-term strategy of the applicant, or it is a single (isolated) project?

2. Effectiveness

2.1. Benefits, achieved by the project

- To what extent the project reached its specific objectives;
- Analysis of the achieved results and implemented activities compared to project planning;
- Analysis of quantitative indicators – physical outputs of the project (numbers of products, services, trainings, leaflets, etc).

2.2. The target group / beneficiaries reached by the project:

- To what extent the project reached all the beneficiaries as planned;
- Percentage of the beneficiaries reached in the target community;
- Analysis of quantitative indicators for the project (numbers of beneficiaries, services provided, etc);

- *Analysis of the qualitative indicators (rate of people involved, increase in percentage of, location of services, etc);*
- Gender – focus on women, whether applicable.

2.3. Assessment of the partnership level and community involvement achieved as a result of the project:

- Character of the project partnership;
- Function and role of the Initiative Group. To what degree the Initiative Group was involved in the project implementation, decision-making;
- Who really represented Roma community interests in the project;
- Whether and how Roma community involvement was obtained including consultation process, support, communication, and information transfer;
- Can we talk about community support to the project?
- The role and contribution of the local authority and institutions to the project;
- Assessment of the balance of responsibilities between the various stakeholders

3. Impact

3.1. The impact on the situation in Roma neighborhoods - on the problem area addressed by the project. The assessment of the real change in the specific programme domain (health, vocational training and income generation, small infrastructure and housing) and the benefits for the community:

- Problems solved by the project;
- Increased access to services, rights, development opportunities;
- Whether overall the desired impact could have been better achieved otherwise;
- Location of services as a benefit of the community;
- Ownership of investments & benefits. Are there procedures providing for community control;
- Impact on attitudes of Roma concerning this programme domain; has Roma awareness been increased.

3.2. The wider impact on other sectors and problem areas:

- To what extent the planned overall objectives have been achieved, and how far that was directly due to the project;
- Did the intervention in one problem area lead to improvements of conditions / effects in other areas (like education, employment, access to social services, etc.), distinguishing between planned and unplanned effects;
- To what extent have these unplanned effects in other areas affected the overall impact;
- To what extent has the project also enhanced social and economic development beyond the level of its immediate achievements?

3.3. Impact on the self-organization of the Roma community:

- Initiative Group – level of constituency, level of self organization – as a result of the project;

- Impact on Human Resources development of Roma;
- Improved skills and practices for solving problems, experience;
- Impact on Roma attitude viz-a-viz participation and active involvement in the process;
- Increased self-esteem of Roma (Values approach).

3.4. Impact on the social environment – the integration & anti-discrimination dimension:

- Partnerships – to what extent has the level of cooperation and mutual trust increased;
- Roma towards institutions – increased level of communication, confidence, contacts?
- Institutions towards Roma – increased level of communication, confidence, contacts, visits of the officials in the neighborhood, joint meetings?
- Impact on Roma minority / majority and other minorities relationships - change in attitudes, prejudices, contacts;
- To what extent the target Roma community is aware about the support and contribution of different institutions to the project (EU and PHARE, local authorities, the government, NGOs, etc.)

4. Project sustainability

4.1. Sustainability of the achievements of the project

- Sustainability of achievements in the project domain;
- Plans /options for the continuation of project activities;
- Plans & realization for funding activities in future.

4.2. Sustainability of partnerships – general assessment of current and future developments

SUMMARY RATING TABLE

Evaluation Criteria		Highly satisfactory	Satisfactory	Less than satisfactory	Highly unsatisfactory
Relevance	Correspondence of the project to real needs & priorities of the target community				
	Community involvement in				

	the process of project identification and development of project application				
Effectiveness	Benefits, achieved by the project				
	The target group / beneficiaries reached by the project				
	Assessment of the partnership level and community involvement achieved as a result of the project				
Impact	Improvement of the situation in Roma neighborhoods – the domain addressed by the project				
	Wider impact on other sectors and problem areas				
	Impact on the self-organization of Roma community				
	Impact on social environment – integration & anti-discrimination dimension				
Sustain-	Sustainability				

ability	of achievements in the project domain /policies				
	Sustainability of partnerships				
	Summary				

Annex B: List of Field Visits

Project domain: Health

Code	Locality	Main applicant	Name of the project	Field Survey: dates and teams of the field visits			
				First Stage	Mid-term visit	Second Stage	Third Stage
ISRS 011	Chiojdeni, Lunci village, Vrancea county	Municipality of Chiojdeni	Healthy Mind in Healthy Body	24 – 25 March 2005 Brigitte Mihok	10 August 2005 Ralitza Sechkova	4 – 5 October 2005 Ralitza Sechkova	18 – 19 January 2006 Ralitza Sechkova
ISRS 028	Movila Miresii, Braila county	Local Council of Movila Miresii	Health for Roma	21 – 23 March 2005 Brigitte Mihok	11 August 2005 Ralitza Sechkova	28 – 29 September 2005 Ralitza Sechkova	26 – 27 January 2006 Ralitza Sechkova
ISRS 040	Targu Mures, Mures	Municipality of Targu Mures	Healthcare – Task for Everyone	1 – 2 April 2005 Istvan Haller	18 – 20 July 2005 Ralitza Sechkova	28 – 29 September 2005 Istvan Haller	11 – 12 January 2006 Istvan Haller
ISRS 050	Baia Mare, Maramures County	Municipality of Baia Mare	Rommedica Center (Medical assistance per Roma)	20 – 21 April 2005 Istvan Haller	5 August 2005 Ralitza Sechkova	1 – 2 October 2005 Istvan Haller	4 – 5 January 2006 Istvan Haller

ISRS 052	Bumbești Jiu, Tetila village Gorj County	Local Council of Bumbești Jiu	Medical point for Roma community from Tetila village	13 – 14 April 2005 Laura Marin, Cristian Hetea	31 July 2005 Ralitza Sechkova Laura Marin	16 – 17 October 2005 Laura Marin, Cristian Hetea	29–30 January 2006 Laura Marin, Cristian Hetea
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Project domain: Income Generation and Vocational Training

Code	Locality	Main applicant	Name of the project	Field Survey: dates and teams of the field visits			
				First Stage	Mid-term visit	Second Stage	Third Stage
ISRP 005	Cojasca Dambovita County	Municipality of Cojasca	Professional and entrepreneurial training in domains representing niche market in Cojasca				5 – 6 February 2006 Sergiu Constantin Ralitza Sechkova
ISRP 044	Salistea Deal, Alba county	Local Council of Salistea Deal	Roma basketry – traditional trade promotion	25 – 26 May 2005 Istvan Haller		15–16 September 2005 Ralitza Sechkova	30–31 January 2006 Ralitza Sechkova
ISRP 054	Poiana-Turda, Cluj County	Municipality of Turda	Community self development model with application for Poiana Turda Roma community	3 June 2005 Istvan Haller	4 August 2005 Ralitza Sechkova	23 – 24 September 2005 Istvan Haller	13 – 14 January 2006 Istvan Haller
ISRP 068	Racaciuni, Gisteni Bacau County	Local Council of Racaciuni	Moara Gişteni The Gasteni Mill	22 April 2005 Irinel Stefan	3 October 2005 Ralitza Sechkova	12 October 2005 Irinel Stefan	27 January 2006 Irinel Stefan
ISRP 130	Campina, Prahova County	Local Council of Campina	Jobs for Roma	31 May – 1 June 2005 Andrei Constantin	8 August 2005 9 September 2005 Ralitza Sechkova	15 – 16 October 2005 Andrei Constantin	28 February 2006 Andrei Constantin

ISRP 144	Filipeștii de Târg, Prahova Marginenii de Jos village	Municipality of Filipeștii de Targ	Let's work at our place	11 – 12 April 2005 Gelu Duminica	9 August 2005 Ralitza Sechkova	7-8 October 2005 Gelu Duminica	28 January 2006 Gelu Duminica
ISRP 157	Țândărei, Ialomita county	Municipality of Țândărei	Workshop for manufacturing P.V.C. and aluminum Thermopane windows - TERMOROM	14 – 15 April 2005 Gelu Duminica		5 – 6 October 2005 Gelu Duminica	22 January 2006 Andrei Constantin 10 February 2006 Ralitza Sechkova

Project domain: Small Infrastructure and Social Housing

Code	Locality	Main applicant	Name of the project	Field Survey: dates and teams of the field visits			
				First Stage	Mid-term visit	Second Stage	Third Stage
ISRC 074	Targoviste, Dambovita County	Municipality of Targoviste	Improvement of Roma ethnic citizens condition by introducing drinking water in „Petru Cercel” quarter in Targoviste	29-30 March 2005 Brigitte Mihok	28 July 2005 Ralitza Sechkova	26 September 2005 Ralitza Sechkova	20 March 2006 Ralitza Sechkova

ISRC 097	Ciorogarla, Durvari village Iflov County	Local Council of Ciorogârla	The bridge over the Ciorogarla river	31 March – 1 April 2005 Brigitte Mihok	29 July 2005 Ralitza Sechkova	23 September 2005 2 November 2005 Ralitza Sechkova	10 March 2006 Ralitza Sechkova
ISRC 170	Jibou, Salaj County	Municipality of Jibou	Rehabilitation of the access road to the Roma community	13 – 14 April 2005 Istvan Haller	3 August 2005 Ralitza Sechkova	30 September – 1 October 2005 Istvan Haller	27 – 28 December 2005 Istvan Haller
ISRC 195	Sanmartin, Rontau and Haieu Villages Bihar County	Local Council of Sanmartin	Electric power in the Roma households from Rontau and Haieu villages	15 – 16 April 2005 Istvan Haller	2 August 2005 Ralitza Sechkova	21 – 22 October 2005 Istvan Haller	6 – 7 January 2006 Istvan Haller
ISRC 229	Arad, Arad County	Arad Community Development and Care Directorate	Social Houses for Roma People in Arad	6 – 7 April 2005 Laura Marin, Cristian Hetea	1 August 2005 Ralitza Sechkova Laura Marin	18 – 19 September 2005 Laura Marin, Cristian Hetea	12 – 13 March 2006 Laura Marin, Cristian Hetea

Annex C: Selected Project Statistical Data

Statistical Data on Grant Scheme

Projects Selected for Evaluation

1. The Overall Distribution of GS Projects by Development Region and GS domain showing projects selected for evaluation by region.

Development Region	Health	VT / IG	SI / Housing	Total GS projects per Region	Projects selected for evaluation
1	2	3	1	6	1
2	3	6	2	11	2
3	3	8	3	14	5
4	2	4	2	8	1
5			2	2	1
6	4	3	2	9	4
7	2	9	1	12	2
Bucuresti / Ilfov	1	1	1	3	1
Total	17	34	14	65	17

2. Projects selected for Evaluation by Development Region and Domain.

Development Region	Health	VT / IG	SI / Housing	Total GS projects per Region	Projects selected for evaluation
1		1		6	1
2	2			11	2
3		4	1	14	5
4	1			8	1
5			1	2	1

6	1	1	2	9	4
7	1	1		12	2
Bucuresti /Ilfov			1	3	1
Total	5	7	5	65	17

3. Breakdown of GS projects by county / domain showing the distribution of selected projects by county and domain.

Region	County	Health	VT / IG	SI / Housing	Total County	Total Region	Total Selected
1	Bacau		1 selected		1	6	1
	Vaslui	2	1		3		
	Iasi		1		1		
	Botosani			1	1		
2	Buzau		1		1	11	
	Vrancea	1 selected			1		1
	Braila	2 total 1 selected	2	1	5		1
	Constanta		2	1	3		
	Galati		1		1		
3	Arges	1		1	2	14	
	Dambovita	2	3 total 1 selected	1 selected	6		2
	Calarasi		1		1		
	Ialomita		1 selected		1		1
	Prahova		3 total 2 selected		3		2
	Giurgiu			1	1		

4	Olt		4		4		
	Gorj	2 total 1 selected			2		1
	Vilcea			1	1		
	Dolj			1	1		
						8	1
5	Arad			1 selected	1		1
	Timis			1	1		
						2	1
6	Bihor	1		1 selected	2		1
	Cluj	2	2 total 1 selected		4		1
	Maramures	1 selected			1		1
	Salaj		1	1 selected	2		1
						9	4
7	Mures	1 selected	2		3		1
	Alba	1	3 total 1 selected		4		1
	Harghita		1	1	2		
	Brasov		3		3		
						12	2
8	Bucuresti Ilfov	1	1	1 selected	3		1
						3	1
Total		17	34	14		65	17

4. The Distribution of Urban and Rural GS projects / showing projects selected for evaluation by urban/rural location (selected projects highlighted yellow and bold).

Region 1								
County	U	R	City	Village	H	VT	SI	
Bacau		10.1		Racaciuni		1		
Vaslui	X		Vaslui		1			
Vaslui		X		Puscasi	1			
Vaslui		X		Negresti		1		
Iasi						1		
Iasi		X		Popesti		1		
Botosani	X		Dorohoi					1
	2	4						
Region 2								
Buzau		X		Ramnicelu		1		
Vrancea		10.1		Chiojdeni	1			
Braila	X		Braila		1			
Braila		10.1		Movila Miresii	1			
Braila	X		Braila			1		
Braila		X		Gradistea		1		
Braila	X							1
Constanta	X		Medgidia			1		
Constanta		X		Navodari		1		
Constanta	X							1
Galati		X		Ivesti		1		
	5	6						
Region 3								
Arges		X		Malureni	1			
Arges		X		Titesti				1
Dambovita		X		Contesti	1			
Dambovita		X		Contesti		1		
Dambovita	X		Targoviste		1			
Dambovita		X		Cojasca		1		

	Dambovita		X		I.L. Caragiale		1	
	Dambovita	10.1		Targoviste				1
	Calarasi		X		Dor Marunt		1	
	Prahova	X		Campina			1	
	Prahova		X		Scorteni		1	
	Prahova		10.1		Filipestii de Tirg		1	
	Ialomita	10.1		Tandarei			1	
	Giurgiu	X						1
		5	9					
Region 4								
	Olt		X		Iancu Jianu		1	
	Olt	X		Corabia			1	
	Olt		X		Gradinari		1	
	Olt		X		Stoenesti		1	
	Gorj	X		Tirgu Jiu		1		
	Gorj		10.1		Bumbesti Jiu	1		
	Valcea	X		Horezu				1
	Dolj	X		Segarcea				1
		4	4					
Region 5								
	Arad	10.1		Arad				1
	Timis	X		Lugoj				1
		2	0					
Region 6								
	Bihor		X		Chet (Marghita)	1		
	Bihor		10.1		Sanmartin			1
	Maramures	10.1		Baia Mare		1		
	Cluj	X		Turda			1	
	Cluj	X		Dej			1	
	Cluj		X		Viisoara	1		
	Cluj	X		Cluj		1		
	Salaj	X		Zalau			1	

	Salaj	10.	Jibou				1
		6	3				
Region 7							
	Mures	10.1	Tirgu Mures			1	
	Mures	X	Tirgu Mures			1	
	Mures		X	Viisoara		1	
	Alba	X	Cugir		1		
	Alba	X	Alba Iulia			1	
	Alba		X	Salistea		1	
	Alba		X	Jidvei		1	
	Brasov	X	Sacele			1	
	Brasov	X	Sacele			1	
	Brasov		X	Tarlungeni		1	
	Harghita	X	Balan			1	
	Harghita		X	Dealu			1
		7	5				
Bucuresti		X	Bucuresti		1		
Ilfov	Ilfov	X	Buftea			1	
	Ilfov		10.1	Ciorogarla			1
		2	1				
Total Grant Scheme projects		33	32		17	34	14
Total Selected projects		8	9		5	7	5

Annex D: Project Synopsis Summary Tables
Evaluated Projects Synopsis
Summary Tables*

Health Projects (according to project applications)

Project Code	ISRS 011 Chiojdeni	ISRS 028 Movila Miresii	ISRS 040 TarguMures	ISRS 050 Baia Mare	ISRS 052 Bumbesti Jiu
Location	Chiojdeni, Lunci village, Vrancea County, R2	Comuna Movila Miresii, Braila County	Valea Rece, Rovinari, Dealului Street, Târgu Mureş, Mureş County	Baia Mare, Maramureş County	Tetila village, Bumbesti Jiu Gorj County
Main applicant	Municipality of Chiojdeni	Local Council of Movila Miresii	Municipality of Targu Mures	Municipality of Baia Mare	Local Council of Bumbesti Jiu
Partners	Feed the Children” Association Vrancea - DSP	Prefectura Brăila DSP - Brăila "Euro 21" Foundation	Prefectura Mureş, DSP - Mureş, Initiative Group	„Prietenia” Association Association of Christian Roma Maramureş DSP Pulmonary Disease Hospital	Europe Foundation for social cultural and Economic Development
Initiative Group	Roma from Lunci Village	12 members	Roma initiative group (55 persons)	10 Roma members	Tetila Roma initiative group, at informal level
Name of the project	Healthy Mind in Healthy Body Improve the situation in health care for Roma people	Health for Roma (Sastipe Romanghe - Sănătate pentru romi)	Healthcare – Task for Everyone	Medical assistance for the Roma	Medical point for Roma community from Tetila village
Aim of the project	To improve the socio-medical conditions and to increase the access of the Roma people to the public	To improve the quality of social and medical services for Roma community	Develop a long lasting partnership between the local authority and the Roma community of Targu Mures, in view of improving	Improving Roma access to health services by establishing a permanent medical center, training health	Improving healthcare access for the Roma communities in Bumbesti-Jiu

	medical services		access to healthcare and education.	mediators and health promotion campaigns.	
Specific objectives	<ul style="list-style-type: none"> ▪ Creation of a sanitary point for sanitary education and prophylactic programs. ▪ Stimulation of scholar participation. ▪ Awareness building and information for Roma: hygiene, civic rights and social assistance. 	<ul style="list-style-type: none"> ▪ Increase the number of inoculation of Roma children ▪ Increase the access of Roma women to medical services ▪ Improve the communication between Roma and medical services 	<ul style="list-style-type: none"> • To develop a system of Roma healthcare mediators for improvement of the health condition of Roma ▪ To obtain the commitment of the Municipality of Tirgu-Mures to improve Roma conditions through partnerships. • Identification, treatment and prevention of transmissible diseases. 	<ul style="list-style-type: none"> ▪ Increase the quality of the medical services for Roma citizens ▪ Improve the health condition of the Roma citizens 	<ul style="list-style-type: none"> ▪ To set up a medical office for the Roma community in Tetila village ▪ Increase by 30% of vaccinated Roma children; ▪ Increase by 50% of the pregnant Roma women registered with a GP; ▪ Increase by 20% of the registered in medical offices,
Target group: Direct beneficiaries Indirect beneficiaries	Direct – 445 Roma Indirect – 500 persons – other Roma people in Lunci	370 Roma from Movila Miresii 10 Roma from the area trained for sanitary mediators	4,850 Roma people in Tirgu-Mures	Roma (marked here as gypsy) communities from Baia Mare and surroundings.	Direct: 207 Roma people in Tetila (approx. 60 families –27% of the total population of Tetila) Indirect: hired personnel in the medical office in Tetila;
Estimated project results	<ul style="list-style-type: none"> ▪ 200 adult Roma – beneficiaries of 7 campaigns ▪ 12 Roma women trained as sanitary mediators ▪ 6 mediators employed 	<ul style="list-style-type: none"> ▪ Socio-medical consulting room ▪ 300-Roma beneficiary of the health campaigns ▪ 10 Roma trained and as 	<ul style="list-style-type: none"> ▪ Minimum 2500 Roma advised on healthcare, hygiene, prevention ▪ 5 Roma health mediators ▪ Minimum 2.000 persons, 	<ul style="list-style-type: none"> ▪ Permanent medical center. ▪ 4 health mediators hired; ▪ Over 1500 participants in the health campaigns. ▪ Registration family doctor: 	<ul style="list-style-type: none"> ▪ 8 Health and hygiene campaigns: 1000 medical folders, 600 booklets, 3 TV spots, 4 PowerPoint presentations ▪ 12

	<ul style="list-style-type: none"> ▪ Database of Roma in Lunci ▪ 45 children vaccination 	<p>sanitary mediators</p> <ul style="list-style-type: none"> ▪ Roma NGO set up ▪ 70 children –vaccinated ▪ 112 women - PAP test 	<p>vaccinated and examined by a physician (1300 children under 12 years, 50 pregnant women);</p> <ul style="list-style-type: none"> ▪ Registration family doctor: min 100 persons 	<p>500 persons.</p> <ul style="list-style-type: none"> ▪ A complete database about Roma in Baia Mare. 	<p>community meetings</p> <ul style="list-style-type: none"> ▪ 60 visits at Roma families ▪ min 20 Roma registered to family doctors
Duration	12 months	12 months	12 months	12 months	6 months
Main activities planned	<ul style="list-style-type: none"> ▪ Construction of a Sanitary point near the School in Lunci ▪ Renovation of Medical dispensary in Chiojdeni ▪ Training of Roma women for sanitary mediation; ▪ 7 Health information campaigns for Roma; ▪ Building a washing system (10 basins-tanks with water with tabs) and 3 wells with drinking water ▪ Data base collection 	<ul style="list-style-type: none"> ▪ Renovation and equipment of Socio-medical consulting room ▪ Health and hygiene promotion campaigns ▪ Vaccination campaigns ▪ Training of the sanitary mediators; ▪ TOT of community mediators ▪ Medical services ▪ Provision of medical devices and minibus ▪ Setting up a Roma community association 	<ul style="list-style-type: none"> ▪ Reconstruction of Medical cabinet in Valea Rece, ▪ Training of health mediators ▪ Providing medical care for 1000 people; ▪ Providing support to Roma by the hired health mediators ▪ Vaccination: 2.000 persons; ▪ promotion of hygiene norms, ▪ Registration family doctor: 100 persons 	<ul style="list-style-type: none"> ▪ Medical center in the Hospital - endowment, equipment, ▪ Renovation of wards for TBC ill people in the Hospital ▪ Health campaigns in each community ▪ A training course for 10 medical mediators ▪ Subscription to family doctors ▪ Database of Roma in Baia Mare 	<ul style="list-style-type: none"> ▪ Renovation and equipment of the Medical office in Tetila village. ▪ Hygiene and health promotions campaigns. ▪ 207 Roma (27% of total village population) ▪ Free medical services for health insured Roma ▪ Visits of the doctor in Tetila village

Vocational Training and Income Generation Projects (according to project applications)

Project Code	ISRP005 Cojasca	ISRP044 SalisteaDeal	ISRP054 PoianaTurda	ISRP068 Racaciuni
Location	Cojasca commune, Dambovita County	Salistea Deal, Salistea commune, Alba County, R7	Poiana, Turda, Cluj County	Gîșteni village, Răcăciuni commune, Bacău County
Main applicant	Municipality of Cojasca	Local Council of Salistea	Turda Municipality	Răcăciuni Local Council
Partners	Association For Support Of Unemployed People - Targoviste	PAEM Alba Foundation	School No. 5 of Turda Initiative group of Poiana Turda commune	CISA Organization
Initiative Group	12 members	12 members of Deal neighbourhood	9 Roma members	15 Roma from Gasteni
Name of the project	Development of professional and entrepreneurial training in domains representing niche market in Cojasca	Roma Basketry – Traditional Trade Promotion	Community Self-Development Model for the Roma of Poiana Turda	Gașteni Mill
Aim of the project	Creation of a part of the conditions necessary for an active participation of Roma communities in the economic, social, cultural and political life of Romanian society.	Stimulate the traditional handicraft production from Salistea Deal, support and promote it on national and international markets.		To develop sustainable partnership between Roma community, the local government and the NGO sector
Specific objectives	<ul style="list-style-type: none"> ▪ To ensure the development of professional and entrepreneurial training activities in domains that represent market niches in Cojasca; ▪ To stimulate the 	<ul style="list-style-type: none"> ▪ Support active participation of the community from Salistea Deal in income generation 	<ul style="list-style-type: none"> • To set up and equip a space for a seamstress's workshop • To register the initiative group 	<ul style="list-style-type: none"> ▪ To establish a Roma social enterprise, a successful investment and business

	<p>development of income generating activities inside Roma communities that may be used as positive practices and implemented on a larger scale;</p> <ul style="list-style-type: none"> ▪ To stimulate the local authorities to assume their responsibilities for improving the conditions of Roma community. 	<p>through capitalization of a traditional handicraft and natural resources of the area.</p> <ul style="list-style-type: none"> ▪ Strengthen the capacity of the project's partners; involve people from the community on a decisional level. 	<p>as an association</p> <ul style="list-style-type: none"> • To register a limited liability company owned by Roma association to use the space and equipment of the seamstress's workshop 	<p>by setting up a mill complex</p> <ul style="list-style-type: none"> ▪ To establish sustainable partnership among the Roma community, the local government and the NGO sector.
<p>Target group: Direct and Indirect beneficiaries</p>	<p>The target group is the Roma Community from Cojasca commune, Dambovita county;</p> <p>Direct beneficiaries are approximately 160 persons from the target group</p>	<p>Salistea Deal community – 300 people</p>	<p>15 Roma women and 20 Roma men included in vocational training</p>	<p>Roma community in Gîșteni village with 800 inhabitants, 200 of whom are Roma</p>
<p>Estimated project results</p>	<ul style="list-style-type: none"> ▪ 6 press announcements and 3 press conferences realized; ▪ 200 persons consulted; ▪ 180 persons will join professional training; ▪ 8 qualification courses organized; ▪ 160 persons will graduate these courses; ▪ 16 persons hired; ▪ 15 persons will follow entrepreneurial training; ▪ 3 new business created; ▪ 200 questionnaires completed. 	<ul style="list-style-type: none"> ▪ 30 young people trained in traditional handicraft ▪ 3 persons hired in the professional workshop ▪ 200 people involved in informal network 	<ul style="list-style-type: none"> ▪ Qualification of 35 Roma from Poiana community ▪ Set-up dressmaker workshop, ▪ 3 women hired by the dressmaker workshop, ▪ Started business initiative. ▪ Registered Roma Association by the initiative group ▪ Legal registration of the workshop 	<p>Increased income for the people involved in the business</p> <ul style="list-style-type: none"> ▪ Better use of cereals; higher interest to cultivate wheat and corn; and in animal raising (fodder obtained at the mill) ▪ Created conditions for new businesses (including the opening of a bakery) ▪ Improved managerial

				and management skills
Duration	12 months	10 months	12 months	12 months
Main activities planned	<ul style="list-style-type: none"> ▪ Project promotion ▪ Selection and professional counseling of the beneficiaries ▪ Qualification courses for “Aluminum joinery and plastic confectioner”; “Technical-sanitary and gas installation plumber”; “textile articles confectioner-assembler” and “Construction finisher worker” - Organization of entrepreneurial training courses - Business consultancy - Establishment of the “Action Group of the Roma People fro Cojasca” (GARCO) and the PRO-GARCO company 	<ul style="list-style-type: none"> ▪ Construction and equipment of the workshop, ▪ Training courses for making new models of baskets ▪ Products promotion, ▪ Community meetings ▪ Setting up of an NGO – association ▪ Production of baskets and selling it on nearby markets 	<ul style="list-style-type: none"> ▪ Vocational training for seamstresses and for bricklayer, dyer, plasterer ▪ Rehabilitation of the seamstress’s workshop. Purchase equipment. ▪ Set up a community association and SRL ▪ Registration of qualified Roma in ALOFM Turda. 	<ul style="list-style-type: none"> ▪ Creation of a project structure ▪ Building the Mill ▪ Register a Roma NGO ▪ 2 millers professionally trained ▪ Roma Community meetings for consolidation of the Initiative Group ▪ Legal registration of an NGO

Project Code	ISRP130 Campina	ISRP144 Filipeştii	ISRP 157 Tandarei
Location	Campina, judetul Prahova, R3	Mărginenii de Jos Village, Filipeştii de Tîrg, Prahova County	Țândărei, Ialomița
Main applicant	Campina Local Council	Municipality of Filipeştii de Tîrg	Municipality of Tandarei
Partners	Roma social development foundation Ramses Brotherhood Roma Association	Tudor Foundation,	Țândărei Association of Ialomița Roma AJOFM- Ialomița; Ialomița Prefecture BJR
Initiative Group	20 Roma from all neighbourhoods	12 members	A formal group of 17 Roma
Name of the project	Jobs for Roma	Let's work from home	„Termorom”, a PVC and aluminium window frame workshop
Aim of the project	The creation of a not-for-profit income generation structure for the Roma community in Campina	Facilitate active participation of Roma from Marginenii de Jos to the economic and social life in Romania.	To set up a workshop for the production of PVC windows. The project looks to capitalize on the local existing potential.
Specific objectives	<ul style="list-style-type: none"> ▪ To stimulate 30 Roma to work as volunteers, at the end 15 of them will be qualified as bricklayer ▪ To create and develop a sustainable income generating structure in Campina Roma community – brick factory 	<ul style="list-style-type: none"> ▪ Create a wood-processing workshop in Mărginenii de Jos. ▪ Create 13 new jobs ▪ Hire 10 trained Roma ▪ Establish a Roma association in Mărginenii de Jos to take ownership of the wood-processing workshop. 	<ul style="list-style-type: none"> ▪ To create an income generating activity and 12 new jobs <p>The workshop will operate in a space rented for 5 years by the Țândărei Association of Ialomița Roma, located on Fetesti Street no.2, behind the Post Office building.</p>
Target group: Direct and Indirect beneficiaries	15 Roma trained, 30 Roma volunteers, 9 people hired	15 Roma to be trained; 10 Roma to be hired; 12 Roma, members of the initiative group	Direct: 12 Roma who will be hired by the association Indirect beneficiaries: the Roma community
Estimated project results	<ul style="list-style-type: none"> ▪ 30 Roma volunteers, ▪ 9 people hired ▪ Facilitated active participation of the Roma in Campina ▪ Income for the 	<ul style="list-style-type: none"> ▪ 15 Roma trained in wood processing ▪ 10 Roma hired ▪ A local ONG established to manage the wood-processing 	<ul style="list-style-type: none"> ▪ Improved housing situation by providing materials for houses; ▪ Improve health services ▪ Provided financial support to young Roma for

	beneficiaries and their families <ul style="list-style-type: none"> ▪ 30 people trained in bricklaying ▪ Stimulated closer relationship between Roma community and local authorities. 	workshop	education; grants for poor families <ul style="list-style-type: none"> ▪ Organized social-cultural events to promote Roma traditions ▪ Improved living conditions for Roma community
Duration	10 months	10 months	9 months
Main activities planned	<ul style="list-style-type: none"> ▪ Vocational Training courses in bricklaying, stone cutting, plaster works ▪ Construction of the brick factory ▪ Involvement of volunteers ▪ New location for producing bricks provided by the Municipality 	<ul style="list-style-type: none"> ▪ Vocational training in wood processing ▪ Preparation of the required documentation and construction of the workshop ▪ Creation of a local association ▪ Hiring of 10 Roma 	<ul style="list-style-type: none"> ▪ Renovation of the workshop, ▪ Prepare the bidding process, ▪ Professional training and hiring of 12 Roma in the workshop

Small Infrastructure and Social Housing Projects (according to project applications)

Project Code	ISRC074 Targoviste	ISRC097 Ciorogarla	ISRC195 Sanmartin	ISRC170 Jibou	ISRC229 Arad
Location	Targoviste, Petru Cercel – Prepeleac neighborhood, Dambovita County, R 3	Durvari village, Ciorogarla commune, Ilfov; R8	Rontău and Haieu villages Sănmartin commune, Bihor County	Stejarilor Street („Cărămidari” community), Jibou, Sălaj County	Arad, strada Tarafului, Arad County, R 5
Main applicant	Targoviste Municipality	Local Council of Ciorogârla	The Municipality of Sanmartin	Jibou Municipality	Arad Community Development and Care Directorate
Partners	Association for support of unemployed people	Consiliul Judetean Ilfov	Ruhama Foundation	Romanian Foundation for Children, Community and Family	Neemia Christian Pentecostal Association AJOFM - Arad
Initiative Group	8 Roma – members of the Roma party	4 people – the leaders of the Roma party	4 Members – 3 from Rontau and 1 from Haieu	8 members	7 members (4 are from Neemia)
Name of the project	Improvement of Roma conditions by introducing drinking water in „Petru Cercel” quarter of the Municipality in Targoviste.	The bridge over the Ciorogarla river – Essential element of access improvement of Roma population in Ciorogarla to the public services of the commune	Electricity for the households of the Roma in the villages of Rontău and Haieu	Rehabilitation of the access road to the Roma community	Social Houses for Roma People in Arad
Aim of the project	Follow-up and intensification of the efforts of local authorities to eliminate the	The aim of the project is to build a bridge over the Ciorogarla	To improve the access of the Roma communities to a decent level of	To strengthen and facilitate an active participation of the Roma	To increase the social integration degree and the life level

	discrepancies in endowments with utilities of some areas occupied by Roma.	River.	local infrastructure.	community in economic, social, educational, cultural and political life of the Romanian society.	of the Roma people.
Specific objectives	<ul style="list-style-type: none"> ▪ Strengthening the sustainable development of Targoviste infrastructure in quarters occupied by Roma ethnics' citizens through introducing drinking water from a safe source. 	<ul style="list-style-type: none"> ▪ To improve access for the Roma community (in Darvari) to the public services of the commune (in Ciorogarla). ▪ To facilitate the integration of the Roma people into the local community. 	<ul style="list-style-type: none"> ▪ To connect the Roma households from Rontău (57 households) and Haieu villages (27 households) to the electric network. 	<ul style="list-style-type: none"> ▪ To improve access of the Roma community to public services in the locality. ▪ To improve the transport infrastructure. ▪ To improve environment conditions by drainage. ▪ To ensure sustainable partnership between the Roma community and the local public authorities. ▪ To increase the number of Roma active on labour market by hiring them to achieve the activities of the project. 	<ul style="list-style-type: none"> ▪ To improve the housing conditions of 10 Roma families ▪ To improve access of the Roma communities to a decent level of local infrastructure. ▪ To provide 20 jobs for young people in the Roma community ▪ To develop a sustainable and equitable partnership between the Roma community in Arad and the local government ▪ To establish a new community association
Target group: Direct beneficiaries Indirect beneficiaries	300 families, 1200 people, living in Petru Cercel - Prepeleac neighbourhood (most of them	Roma community of Darvari village, with a population of 600 persons: School people,	480 Roma from Rontău 150 from Haieu	The local Roma community in Stejarilor Street. Direct beneficiaries: 605 Roma	<ul style="list-style-type: none"> ▪ 10 families including 50 people ▪ 20 people, who will be

	Roma).	Unemployed, Old and ill persons, Employed persons		inhabitants.	trained and offered a job
Estimated project results	<ul style="list-style-type: none"> ▪ 3000 meters of a water pipe network in 10 streets. ▪ 204 individual housing connections and 204 water meters installed. ▪ 16 new jobs for the implementation period and afterwards. 	<ul style="list-style-type: none"> ▪ Bridge (60 meters) ▪ Reduction with 5 Km the way to the center of the village ▪ Reduction with 10% the unemployment and school abandon ▪ Reduction with 15% the death rate. 	<ul style="list-style-type: none"> ▪ 1 extended electric network, ▪ 57 branchings in Rontău and ▪ 27 branchings in Haieu 	<ul style="list-style-type: none"> ▪ About 2,5 km roads: 2 km of the main street and 500 m small streets inside the Caramidari community ▪ About 2,5 km of rainwater sewage system ▪ Roma NGO registered 	<ul style="list-style-type: none"> ▪ 10 social houses ▪ 20 Roma trained and hired for the construction of the houses
Duration	9 months	10 months	6 Months	12 months	12 months
Main activities planned	<p>Introducing drinking water.</p> <ul style="list-style-type: none"> ▪ Technical project ▪ Construction of water distribution network. ▪ Infrastructure works ▪ Sanitary education and awareness to the access to a certified portable water source ▪ Hygiene campaigns 	<ul style="list-style-type: none"> ▪ Instruction of Roma people, participating in the project; ▪ Setting up a Roma NGO, ▪ Technical project; tender, ▪ Building the bridge; ▪ promotion of the project; ▪ opening of the bridge ▪ 15 Roma hired in the construction of the bridge ▪ Information campaign 	<ul style="list-style-type: none"> ▪ Formation of the implementation team. ▪ Tender, contracting the works. ▪ Electricity network construction in 2 villages. ▪ Branching. ▪ Contribution of beneficiaries in work. ▪ Official handover. 	<ul style="list-style-type: none"> ▪ Construction of the drainage for the rainwater - Storm water drains ▪ Rehabilitation of the main road (2 km of tarmac on Stejarior Street); building of secondary roads (500 m) ▪ Roma association creation ▪ 4 water standpipes with water meters ▪ Cleaning the holes with dirty water and garbage 	<ul style="list-style-type: none"> ▪ Building 10 social houses ▪ Hiring 20 members of Roma community ▪ Selection procedure for beneficiaries of the houses ▪ Creating Association for the management of the social houses

Annex E: National Conference
“Acting Together For Roma Communities”
(Bucharest, 12 – 13 May 2006)
Recommendations of the Participants

The National Conference “Acting Together for Roma Communities” was held in Bucharest on 12 – 13 May 2006. It was organized by Human Dynamics in close cooperation with the Project Implementation Unit, the European Delegation in Romania and the Resource Centre for Roma Communities in the framework of the PHARE project “Assessment of Impact at the Local Level and Dissemination of Results of Community Development Projects” (R02003/005-51.03.03.02).

The aims of the conference were:

- Dissemination of the results of the Grant Scheme (GS);
- Dissemination of the results of the Training Component;
- Dissemination of the impact of the GS projects and main results of the evaluation;
- Demonstration of successful practice and lessons learned in the GS;
- Improvement on recommendations and lessons learned developed in the draft Evaluation Report.

Over 180 participants took part in the National Conference, including representatives of central and regional institutions, local authorities and representatives of the Roma communities involved in the implementation of almost all the projects funded by the Grant Scheme.

Discussions on good practices, lessons learnt and recommendations for the improvement of future GS programmes were carried out in 5 small discussion groups covering all project domains: two groups in the domain of Health, two groups in the domain of Income Generation and Vocational Training, and one in the domain of Small Infrastructure and Social Housing. The crosscutting issues of the GS – the development of local partnerships and Roma community participation were included in the agenda of each small group. The ideas, expressed by the participants, confirmed the key findings and conclusions of the Final Evaluation Report and also provided additional recommendations and proposals for solutions of specific problems.

The conclusions and recommendations made by the participants in the National Conference are presented in this Annex.

1. Health Domain

Main topics discussed:	Roma inclusion in the healthcare system: <ul style="list-style-type: none"> • How could Roma access to medical services be increased? • Establishing the role of new Medical Points, involving family
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	<p>doctors, increasing access to medical services, and medical treatment of Roma in hospitals</p> <ul style="list-style-type: none"> • How do you see the role of the health mediators? • Main challenges, key elements for improving the present conditions, based on the project experiences of local partners. • How to change Roma attitudes towards healthcare?
Conclusions / problems identified	<ol style="list-style-type: none"> 1. Communication barriers between coordinators and health mediators, tensions and wasting resources. 2. Low geographical coverage and a reduced number of health mediators financed by the Ministry of Health. 3. Insufficient professional qualification of the health mediators and insufficient resources. 4. Deficit of medical services infrastructure in Roma communities. 5. Resistance to change of most Roma. 6. Racial prejudices, discrimination and segregation.
Recommendations and proposals for solutions:	<ol style="list-style-type: none"> 1. Training / communication: Joint training for mediators-coordinators and assuming responsibility by interested actors and institutions. 2. Coordination: Training and using Health Mediators as “working tools” in relation to increasing communities access to medical services. 3. Continuous professional training of Health Mediators and providing necessary resources. 4. Promote good practices and models, campaigns and lobbying. 5. Mechanisms of assessment and monitoring: Developing an evaluation and monitoring mechanism within the institutions involved in the sanitary mediators’ activity to improve the sanitary mediation system. 6. Setting up training courses for medical staff and DSP coordinators to improve working relations and communication. 7. Setting up mobile sanitary units to function in isolated communities. 8. Financial motivation for doctors who enrol on their list more than 2000 patients. 9. Desegregation of hospitals and a campaign of raising awareness of the medical staff concerning the legislation on discrimination. 10. Concerning the medical staff mentality about the Roma minority initiate pilot projects involving students of medical schools. (For example: their involvement in projects aimed at the Roma community, especially information campaigns and educating the Roma on disease prevention.) 11. Introducing in the curriculum in the medical schools or in other vocational medical schools concepts related to cultural identity, multiculturalism, non-discrimination.

2. Income Generation and Vocational Training Domain

2.1. Income Generation Activities

Main topics discussed:	<p>Access to income and reducing poverty in Roma communities:</p> <ul style="list-style-type: none"> • How operating workshops should become a real benefit for the community – developing profitable enterprises, managed and controlled by the Roma community
Conclusions / problems identified	<ol style="list-style-type: none"> 1. Unrealistic estimation of costs for equipment and salaries. 2. Misunderstandings regarding the employer's responsibility to contribute to the social security fund. 3. Insufficient involvement of local authorities. 4. Lack of sustainability in income generation projects. 5. Specific difficulties: <ol style="list-style-type: none"> 5.1. Difficulties arising from unfavourable time conditions. 5.2. Ensuring raw materials for income generating activities. 5.2. Negative publicity, low involvement and poor qualifications of the initiative groups, lack of entrepreneurial training. 5.3. Complicated purchasing procedures. 5.4. Ambiguous legislation (ex. Transfer of property). 5.5. Continuation through NGOs is more difficult. 5.6. Implementation of marketing training programmes. 5.7. Lack of entrepreneurial education.
Recommendations	<ol style="list-style-type: none"> 1. Main applicant: should be an NGO. 2. Making the applicant's guide clearer / simpler and the legal framework clearer. 3. Offering expert consultancy (technical, legal etc.) during the projects design and implementation stages. 4. Raising the upper limit of grants in order to obtain substantial results. 5. Setting up limited companies through the projects, to ensure effective business management. 6. Include in the projects a survey of the market for the goods and services (a realistic estimate of the demand for the existing goods and services). 7. The Feasibility study / Business plan should be an important condition for the projects approval. 8. Projects evaluation should include interviews of the applicant and their partners, as well as by examining the number of effective recruitments made. 9. Setting up a specialized public service (outsourced to NGOs in time). 10. Setting up public-private partnerships for the income generating activities. 11. To ensure that there is a market for the products obtained.

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2.2. Vocational Training Activities

Main topics discussed:	<p>Access to Employment - Improving employment opportunities</p> <ul style="list-style-type: none"> • How to improve access to employment for unemployed Roma who have obtained vocational qualifications through different projects?
Recommendations	<ol style="list-style-type: none"> 1. Correlating the training courses with the local supply of human resources. 2. Harmonizing the training courses with the qualifications level of the potential beneficiaries with a view to occupying a legal position on the labour market. 3. Course length should relate to the starting level (longer for lower starting level). 4. Formalizing the abilities and qualifications (both traditional and modern) by certification. 5. Correlating the courses with other programmes (of the ‘second-chance’ type) meant to improve the Roma access to the labour market. 6. Correlating the vocational training projects with programmes combating labour discrimination. 7. Offering facilities to those who employ the Roma qualified through the project courses. 8. Forming employment agencies that should mediate between supply and demand on the job market. 9. Training recruitment agents to mediate the demand and supply on the labour market. 10. Motivating the training course participants by facilities (providing meals, support for family providers), easy access (location, potential participants’ availability). 11. Adapting the legislation to the specific needs of the Roma population. 12. The projects that propose vocational training should include an analysis of the local job market in order to determine the specific needs of the labour force in the respective community / region.

3. Small Infrastructure and Social Housing Domain

Main topics discussed:	<p>Improving infrastructure and housing within the Roma communities:</p> <ul style="list-style-type: none"> • How can the street infrastructure and housing be improved in the Roma communities in terms of basic utilities (running water,
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	<p>sewage, electricity)?</p> <p>Social Housing Projects:</p> <ul style="list-style-type: none"> • What do you consider to be the main problems and the lessons learnt so far? • How do you think the local policies can be improved as well as the project approach in order to make the Roma communities a better place to live in?
<p>Conclusions / problems identified</p>	<ol style="list-style-type: none"> 1. These are urgent and serious issues. 2. Costly installation and exploitation of utilities (utilities are very expensive investments). 3. It is necessary that the beneficiaries permanently contribute to maintaining the utilities. 4. Clarifying the property of the land. 5. Lack of clarity of the legal framework. 6. Incapacity of many families to cover the costs of utilities and housing maintenance. 7. Insufficient number of social houses for the Roma. 8. Long-term projects have electoral implications. 9. The danger of segregation and exclusion by creating ‘Roma districts’ (houses, school etc.). 10. Low number of significant sustainable results and merely formal partnerships, despite good practice. 11. It is necessary that a higher number of actors become involved at central and local levels in starting up local infrastructure and social housing projects. 12. It is necessary to have complementary programmes regarding the major domains: income generating activities, access to health, education, infrastructure and housing.
<p>Recommendations</p>	<ol style="list-style-type: none"> 1. Rank the priorities, potential and necessary resources. 2. Clearly identify potential beneficiaries and eligibility criteria for social housing. 3. All actors involved must understand and assume responsibilities. 4. Clarify the legal framework. 5. Clarify the legal status of some housing spaces and assuming the costs by the users. 6. Start complementary projects: infrastructure, housing, vocational training. 7. Making feasibility studies / allocating necessary funds at local level, based on the local documentation and strategies (updated). 8. Local authorities to assume the costs (without the guarantee of projects implementation). 9. Enhancing the financing capacity and identifying complementary resources (e.g. co-financing of components / objectives/ project). 10. Encouraging the Roma to move away from socially assisted status.

4. Development of Sustainable Partnerships

Main topics discussed:	<ul style="list-style-type: none"> • The role of local partners in solving problems: Who are the key actors in solving problems? • How can we create more sustainable partnerships between institutions and the Roma disadvantaged groups at local levels?
General Recommendations	<ol style="list-style-type: none"> 1. Achieving clear and stable partnerships between communities representatives and key public actors (city councils, public institutions, e.g. AJOFM, etc.) 2. Local partnerships should be provided with documentation and training / assistance to access various funds. 3. Partnerships should be constituted based on contracts including rights and obligations 4. It is necessary to enhance capacity to build real partnerships (establishing joint objectives, planning and working jointly through the stages involved in accessing funds and project implementation). 5. Promoting an inter-institutional dialogue to improve the working relation and the partnership between the various public authorities 6. Focusing / coordinating / making efforts productive at the level of local and central institutions. 7. Avoiding discrimination of communities on ethnic criteria. 8. Joint participation in training programmes for the representatives of the groups included in the partnership. 9. Establishing and assuming the roles within the partnership by all actors involved. 10. Attracting support / objective reporting in the media of the activities and achievements of the partnership.

5. Roma Communities Participation

Main topics discussed:	<p>The role of Roma NGOs and Initiative Groups:</p> <ul style="list-style-type: none"> • How can the new Roma NGOs be turned into new agents of change in the communities? • How can a future consolidation and development of Roma NGOs and associations be supported?
Recommendations	<ol style="list-style-type: none"> 1. Active involvement of the Roma leaders (either by promoting the initiative groups or by local Roma associations) in the effective and efficient implementation of the programmes aimed at the Roma communities. There is the need to develop their capacity both of managing the partnership relations with local authorities and of stimulating the whole community to support the efforts of

	<p>the public actors at local level.</p> <ol style="list-style-type: none">2. Developing managerial abilities and partnership management by implementing programmes aimed at the Roma communities.3. Stimulating the community by supporting the efforts of the public actors at local level.4. Paying special attention to every type of project / domain for the disadvantaged segments of the community.5. Understanding the role of the local authorities in supporting the community development and in promoting the change of negative attitudes.6. Increased transparency by informing the community and involving it in decision-making.7. Identifying and using best channels for communication, informing and consultation with all the community members.8. Using specific methods: information dissemination, increased accountability, participation in decision-making community boards etc.9. Avoiding the accumulation of electoral capital from projects.10. Acknowledging merits and increasing the visibility of community projects11. Monitoring activities and ensuring ongoing remedial action. Using previous experience.12. Building on real experience, needs and resources.13. Evaluating the initiative group during the project pre-contracting period. A team of evaluators should be delegated by the management unit to analyze the way in which the partnership was formed.14. Monitoring the involvement of the initiative group in the project implementation.15. Involvement of a large number of community members on the decision making process during the project implementation phase. During project implementation the organizations should insure through permanent communication that community members understand the role of the project in the community and the benefits that this could bring.
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