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A META-EVALUATION OF INTERVENTIONS FOR ROMA INCLUSION

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Abstract

The social integration and inclusion of Roma has been the object of increasing political attention of the EU in particular since the enlargements of 2004 and 2007. The start of the Decade for Roma inclusion in 2005 marked the beginning of a coordinated effort by national authorities, international organisations and civil society to address the issue through policy action and support to projects in support of Roma communities.

In 2011 amid the recession it became clear that tackling social marginalisation and exclusion of Roma is not only a moral obligation based on fundamental EU values, but also an economic imperative that offers promising long-term benefits for aging European societies. In the spirit of this, the EU adopted a Framework for National Roma Integration Strategies, requiring Member States to submit national Roma integration strategies for the period up to 2020.

The purpose of this meta-analysis is to establish a consolidated view of a set of evaluations that we have been able to identify regarding affirmative actions since 2005.

The final report of this meta-analysis identifies:

- Measures and projects with a measurable positive outcome;
- Key elements of the projects and measures that are working, and reasons for failure
- Contextual and other factors that might promote or hinder the success of Roma integration measures in the EU;
- Recommendations for the design of future Roma integration interventions (including improvement of evaluating interventions, data needs)

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LIST OF ABBREVIATIONS

ADA	Austrian Development Agency
CEPS	Centre for European Policy Studies
CEU	Central European University
CIE	Counterfactual Impact Evaluation
CoE	Council of Europe
DILS	Delivery of Improved Local Services
ECD	Early childhood development
ECEC	Early childhood education and care
ESIF	European Structural and Investment Fund
ESF	European Social Fund
ERDF	European Regional Development Fund
ETP	Centre for Sustainable Development (Slovakia)
EU	European Union
FRA	European Union Agency for Fundamental Rights
GPA	Grade point average
INSETROM	Teacher- <u>IN</u> - <u>S</u> ervice- <u>T</u> rainin <u>G</u> -for- <u>R</u> oma-inclusion
IPA	Instrument for Pre-Accession Assistance
LERI	Local engagement for Roma inclusion
NGO	Non-governmental organisation
IRIS	Institute of Rehousing and Social Integration)
NRIS	National Roma Integration Strategy
NRCP	National Roma Contact Point
OSCE	Organisation for Security and Co-operation in Europe
OSF	Open Society Foundations
REF	Roma Education Fund
VET	Vocational education and training
UNDP	United Nations Development Programme
UNICEF	United Nations International Children's Fund

The report uses the following ISO 3166 alpha-2 country codes:

Code	Country
AL	Albania
AT	Austria
BA	Bosnia and Herzegovina
BG	Bulgaria
CY	Cyprus
CZ	Czechia
DE	Germany
EL	Greece
ES	Spain
HR	Croatia
HU	Hungary
IT	Italy
ME	Montenegro
MK	North Macedonia
NL	The Netherlands
RO	Romania
RS	Serbia
SE	Sweden
SK	Slovakia
SI	Slovenia
TR	Turkey
UK	United Kingdom
XK ¹	Kosovo

¹ 'XK' is not an official ISO country code. The code is used here for practical reasons, without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo Declaration of Independence.

EXECUTIVE SUMMARY

The purpose of this meta-evaluation of interventions for Roma inclusion is to learn lessons about what works and what does not work in this field and why. These questions are particularly relevant because of the need to come to terms with seemingly scarce evidence of success in this policy area, although considerable efforts have been made.

The meta-evaluation assessed sixty-four reports on Roma-inclusion measures in the fields of education, employment, healthcare, housing and non-discrimination/fighting antigypsyism. Since very few evaluation reports are available for some of these fields and we included a few study reports with equivalent information in the deficient fields. This means that about 20 % of the 'primary reports' are formally not an evaluation. The reports are commissioned by a range of national and international actors from 2005 onwards. They include information from thirty countries covering a set of more than 140 interventions, roughly equally distributed over policies, programmes and projects. Most of the evaluations selected are in English.

Two critical observations in this meta-evaluation regarding the primary evaluation reports:

- The number of easily accessible evaluation reports in the various fields is relatively low;
- Evaluations using robust evaluation methods are scarce.

In fact, in much more than half of the reports the baseline data against which the achievements should be measured, are inadequate or absent. The same is true for an identification of the targets for the intervention. Gender-disaggregated data or well-founded needs analyses are rare to find. Only a few reports have an eye for the impact and just a handful of evaluations compared what happened to what would have happened without the intervention (counterfactual analysis). Nevertheless, the sample size allows a number of **aggregated observations regarding the interventions**:

- Most of the evaluations, especially in the area of education, can demonstrate results related to the intervention. In education there are several evaluations that present medium-term effects and consequences linked to the project goal. There are also examples in health care, but to a lesser extent. Still fewer examples can be identified in employment and housing, but there are positive results. Few interventions are aimed at combating racism and discrimination against Roma in Europe and we found very few evaluations and little evidence of demonstrable results.
- Both the institutional and the financial mechanisms of the evaluated interventions are very diverse in terms of scale, duration and adequacy. Through the Instrument for Pre-Accession Assistance (IPA) and the European Structural and Investment Fund (ESIF), the EU is a major financier of specific Roma interventions, in some cases with large-scale projects.

- Most interventions count on partnership involving public and private, local and regional bodies and the active participation of Roma (not only as beneficiaries), even though interventions often have some difficulties in scaling up and being integrated into public policies and services.
- While many interventions rely on EU funds, international organisations and other donors for their sustainability, in the end local and national governments play a decisive role. Civil society initiatives are important. They are innovative, show good cooperation between the different actors, and are suited for upscaling.
- On the one hand, quite a few interventions have been transferred to other countries or scaled up by integration into local and national structures. On the other hand, there are also interventions that have clearly delivered results but have nevertheless not been transferred.
- Sustainability and transferability require the engagement of local and national institutions, a conducive environment and a supportive legal framework.

The meta-evaluation also identified **some key characteristics of successful interventions**:

- Results-focused management in the implementation
- Built on robust data and a clear intervention logic
- Intersectoral
- Backed by a legal and institutional framework
- Well-connected with mainstream policies, open to new approaches
- Early engagement of all relevant stakeholders, including Roma
- Political and financial support ensured

An obvious cause for an intervention to work less well or to fail is the absence of one or more of these success factors above. A short-term approach, the use of unqualified personnel and excessive administrative burdens are factors reducing the chances of success. Moreover, interventions are often less effective if they focus exclusively on Roma, ignore Roma diversity, or fail to involve Roma in the development and implementation of the intervention. Keep in mind that explicit but not exclusive targeting of Roma is key for the design and implementation of successful inclusion interventions.

Typical keys to success in the specific fields:

- Education: early intervention, meaning early childhood education and care, followed by continuous support throughout the entire educational process through tutoring and fellowships;
- Healthcare: use Roma mediators and health-support programmes that are well connected to the public health system;
- Employment: vocational education and training needs to be provided in close cooperation with employers;
- Housing: to be effective the complex interventions need to be framed in mainstream housing policies and implemented in a holistic way.

The meta-evaluation provides a rich collection of analytical details from the primary evaluations, but results of what-works-and-what-does-not are sometimes inconclusive. Decentralisation is an example. On the one hand municipal engagement appears as a critical element for success of local interventions. On the other hand several interventions worked well without the municipality, and then there are cases that when decentralisation happens, local politics is not committed believing that the constituency has strong feelings against Roma.

Our **main conclusion** is that **Roma inclusion across various policy areas would greatly benefit from a rigorous implementation of a results-focused approach**. This improvement will allow essential information to emerge for the underpinning of future decisions to renew and support further inclusion efforts. It has to be implemented at three levels:

1. **Public policies**

Policy decisions for Roma inclusion interventions should include a results-focused approach with rigorous planning processes as a requirement for implementation. In particular long-term, large-scale interventions need to be evaluated thoroughly - if possible from a longitudinal perspective - so that policies in the future can be informed with more robust data and knowledge.

2. **Implementation of the intervention**

Interventions should be conducted according to the decision, with a plausible logic of intervention, a baseline data set against which the achievements can be measured, a clear identification of the targets and an independent evaluation of the outcome and the impact of the intervention.

3. **Evaluations**

Evaluations need to assess achievements against the baseline; follow the proven criteria of relevance, effectiveness, efficiency, impact, sustainability; and be conducted by external experts. They should use different evaluation techniques and, in particular, apply counterfactual impact evaluation methods, as they provide the only means to substantiate robust and reliable evidence of the changes that an intervention has brought about.

1 INTRODUCTION

1.1 THE CONTEXT

The situation of the Roma in Europe is a cause for concern to the EU, as they are exposed to individual and structural discrimination and many of them suffer from social exclusion and poverty. The social integration and inclusion of Roma has been the object of increasing political attention of the EU in particular since the enlargements of 2004 and 2007. The start of the Decade for Roma inclusion in 2005 marked the beginning of a coordinated effort by national authorities, international organisations and civil society to address the issue through policy action and support to projects in support of Roma communities.

In 2011 amid the recession it became clear that tackling social marginalisation and exclusion of Roma is not only a moral obligation based on fundamental EU values, but also an economic imperative that offers promising long-term benefits for aging European societies. In the spirit of this, the EU adopted a Framework for National Roma Integration Strategies, requiring Member States to submit national Roma integration strategies for the period up to 2020. The impact of this EU Framework has recently been the object of a mid-term evaluation² for the period of 2011-2017 which recalled that the exclusion and discrimination of Roma has existed for centuries. To overcome something so ingrained in society requires structural changes and long-term commitments to a comprehensive approach. Eventually, it may take more than a generation before one can see real impact.

Therefore, the current challenge is to come to terms with a sense of dismay regarding the seemingly scarce evidence of success with Roma inclusion interventions, in spite of significant efforts towards this goal. Furthermore, there is a growing awareness that there is not enough analytical information about these interventions³ to know what works, where and why and what the possible reasons for failure are. Such information is essential and would, if available, of course play a decisive role in the decision to renew and support further inclusion efforts.

Against this background, the current report presents a meta-evaluation to start filling the gap of analytical information about past interventions. The evaluation has been conducted by a group of six experts with a proven standing in the field of social integration and/or Roma inclusion against the terms of reference established by the JRC as given in Annex I: Terms of Reference.

1.2 THE META-EVALUATION

Meta-evaluation is a multifaceted instrument with a wide variation in purpose and methods. Combining various aspects of this instrument, the current meta-

² Directorate-General for Justice and Consumers (European Commission) (2018). *Mid-term evaluation of the EU Framework for national Roma integration strategies up to 2020*.

³ 'Intervention' in this report is used as the generic term for a project, a programme or a policy that is intended to change and improve from the current situation to a desired future situation, here in the field of Roma inclusion and integration.

evaluation makes a synthesis of the findings of multiple evaluation studies to achieve a better understanding of the effectiveness of the relevant policy interventions. It includes a qualitative assessment of the excellence of the evaluation studies, not to be confused with another type of meta-evaluation, i.e. a comprehensive quality assessment of the primary evaluation studies to check for instance whether they are conducted in respect of recognised evaluation standards. This qualitative assessment of the excellence of the various reports is needed to weigh the importance of the respective results accordingly.

1.2.1 THE PURPOSE

The key goals of this meta-evaluation are:

- To extract and aggregate information from a wide selection of retrospective evaluations of past interventions in the fields of:
 - education,
 - employment,
 - healthcare,
 - housing, and
 - non-discrimination/fighting antigypsyism,
- To link this information with the real-world experience of the evaluation team, and
- To condense the outcome of these two in a report that offers new insight to underpin further policy development in this field.

The findings and recommendations in this report are intended to feed the planned impact assessment of a policy proposal for a possible post-2020 initiative on Roma inclusion. They may also help the Commission in defining key criteria for improving current interventions and for the post-2020 EU initiative. They may also assist Member States in drawing up NRIS for the post-2020 period. Finally, the findings may help local authorities and project implementers and provide material for exchanges of good practice at transnational, national, regional or local level.

1.2.2 THE SET OF EVALUATED REPORTS

For the selection of primary retrospective evaluations, the JRC suggested of a set of thirty-eight 'classic' evaluation reports, commissioned by a range of national and international actors from 2005 onwards. This initial set of reports showed a serious imbalance in the distribution across the fields of interventions. At the same time, it was clear that there were not many evaluation reports available to update the set.

Eventually we could identify a few more evaluations to enlarge the set of evaluations and supplemented a few evaluative studies of distinct examples to enrich the deficient fields of intervention, ending up with sixty-four reports for the final set to be investigated⁴. Both the selection criteria and the composition of the

⁴ The final list of reports analysed is a fair representation of existing programmes across the fields. We could not use a small number of evaluation reports due to the language in which they were written.

final set of sixty-four reports are specified in Annex II: Set of reports reviewed for the meta-evaluation.

The sixty-four reports combine information from 30 countries. They cover more than 140 interventions, about equally distributed over policies, programmes and projects distributed over the countries as given in Annex III: Geographical distribution of the interventions analysed. About two thirds of the evaluations were ordered by international institutions or organisations; very few of them were ordered by national (public) institutions. More of these analytical details on the set of sixty-four reports are presented in Annex IV: Key data and analytical findings. Eventually the strength of the meta-evaluation is the large number of reports in the sample, which gives statistics that compensate for inevitable inhomogeneities in the sample.

However, if one considers that this concerns publicly accessible primary evaluation reports for a period of more than ten years of Roma integration interventions in the EU, then the number is modest. In addition, the reports are unevenly distributed across the fields of action. An exact distribution is not available, also because reports often address more than one intervention. Nevertheless, a rough estimate for the 64 reports is that around 2 in 5 reports address interventions in the field of education. For each of the areas of employment, housing and health this ratio is around 1 in 8, while less than a handful of evaluated interventions are concerned with antigypsyism.

1.2.3 THE METHODOLOGY

To perform this meta-evaluation, it had to be assumed that available evaluation reports contained sufficient information to assess the extent to which the interventions evaluated had achieved their objectives, to what extent there is accountability for public funds and to what extent results and impact can be traced in public documents.

To analyse the reports as consistently as possible the team adopted an **evaluation grid** that was completed for each report with basic information on the intervention, the target group, relevant activities and results of the evaluation including assessing and weighing the robustness of the evidence (See Annex V: Analysis criteria). For instance the grid checked for the presence of information on baseline, targets, output, outcomes and impact. The extent to which evaluations can (can) use this crucial information is related to the extent to which the interventions used some form of **result-focused management** (see [text box](#) on page [10](#)).

Each evaluation report was assigned to one expert. After completing the evaluation grids for the assigned reports the experts produced a personal summary report on 'their' evaluations. These summary reports described what worked and what did not work in the evaluated interventions; the reasons for success and failure; lessons for implementation; and practical recommendations. Eventually the findings from these evaluation grids and summary reports were incorporated in this final report.

Results-focused management

Results-focused management referred to in this report aims towards an increased effectiveness. This is becoming more critical since showing success has become more than ever the condition for receiving resources.

To show the effectiveness of policies, programmes and projects one has to show improvement and success, which is hard unless the improvement is measured and criteria for success are defined and tracked.

For this purpose, the intervention has to set specific targets, representing the change that the intervention aims to achieve in quantified or unquantified terms. Then there should be a set of baseline data measured before the intervention begins, which allows to assess progress during or after the intervention. Subsequent evaluation verifies the output, the outcome, the result and the impact of the intervention.

In results-focused management there is a clear logic for the intervention, what actions and services are requested, which output and which results are expected (cf. Table 1).

Intervention logic			
1	Service delivered by the intervention	Output	
2	Initial change attributable to the intervention	Result	Impact
3	Further long-term change attributable to the intervention	Outcome	

Table 1. Key concepts in the intervention logic as used by the European Commission

1.3 OUTLINE OF THE REPORT

The main report of the meta-evaluation falls into two parts, one summarising and aggregating the findings in the set of evaluation and study reports and one with conclusions and recommendations from the team.

Chapter 2 starts with a presentation of the results of the interventions (2.1) and the overall quality, strength and weaknesses of the interventions (2.2) analysing what works, what does not work so well and what doesn't work. This is followed by a discussion of findings about the institutional set up and financial instruments encountered in the set of reports (2.3), while the chapter of findings ends with a description of the transferability and sustainability of the interventions (2.4).

Chapter 3 presents conclusions and recommendations with lessons for public policies, lessons for implementation and lessons on how to evaluate Roma interventions in the future.

Finally the report has number of annexes with basic information about the meta-evaluation, including titles and hyperlinks and basic statistics of the primary evaluation reports.

2 THE FINDINGS OF THE EVALUATIONS

2.1 THE RESULTS OF THE INTERVENTIONS

The following presentation of the results of the interventions frequently refers to content of the primary evaluation report by giving the number of the report as it is included in the full set of reports for the meta-evaluation in Table 2 (Annex II). Every mention of such a primary report is provided with a link to the entry in the table, throughout the electronic version of this report.

2.2 BASELINE DATA

A critical issue with the primary evaluations is that as many as 35 did not report any kind of baseline information, i.e. a set of data collected before the intervention has occurred. From the remaining part, many reports had some kind of baseline information, for a variety of reasons often with limited validity. The most frequent here is that the baseline information had not been collected at the beginning of the intervention. In other cases the available data were too general, not fully related to the objectives of the intervention, or not fully valid to measure progress.

For instance, in the areas of education and health some interventions reported on the Roma needs based on desk research and using secondary sources but not necessarily corresponding to the target population. Some interventions, developed in several regions or municipalities, counted only on baseline data from some of them or presented an overview of the situation in the country (e.g. [report 24](#), [38](#)). Sometimes it was impossible to estimate the level of achievement, since no targets were defined for some of the indicators and the level of contribution of the intervention to the results could not be quantified (e.g. [report 43](#)). Some reports observed a great difference in quality of the baseline of different projects under one programme (e.g. [report 3](#)). In a Roma-inclusion study developed in BG, RO, CZ and SK, baseline data were not planned along with the intervention or collected at its start, and it was not possible to set up the baseline retrospectively due to the limited availability of data ([report 42](#)).

A minority of the evaluations used adequate baseline data to measure changes between the beginning of the project and the time of the evaluation.

For instance, several interventions in education took students' academic achievements in the previous year or semester as the baseline. Some of the interventions which developed training or supported participation or awareness raising activities, collected data through questionnaires to the target audience ([report 1](#), [22](#) and [60](#)). For some interventions, *ad hoc* evaluations were developed: for instance, UNDP developed a research in partnership with Babes Bolyai University on a social intervention aiming at re-housing of families belonging to a marginalized Roma community ([report 60](#)). Some interventions counted on databases (e.g. [report 40](#)) found interventions with a Database 1, existing since 2004-2005 and managed by Ruhama foundation and Database 2, created during the external evaluation phase of the project. The 2004 Slovakia Roma Atlas was used as a baseline in [report 57](#). The project, *Kindergarten access for the disadvantaged in Bulgaria* implemented a baseline survey at the start in 2017 and covering 5712

households in 236 segregated communities ([report 64](#)). Some interventions took information from previous reports as a baseline ([report 4](#), and [62](#)).

Whereas there are specific fields in which gender responsiveness has great potential to increase the effectiveness of interventions, only a few reports presented gender-disaggregated data.

2.2.1 IDENTIFICATION OF TARGETS

More than half of the reports did not identify any target for the interventions evaluated. In most of the remaining reports the identified targets were very broad, typically not quantified and sometimes not related to or beyond the capacity of the intervention.

Examples of too broadly formulated targets are:

- 'bridging the gap between Roma and non-Roma communities' ([report 22](#));
- 'to reduce the gap between Roma and non-Roma children' ([report 6](#));
- 'to stop cycle of poverty' ([report 20](#));
- 'to reduce the disparity between Roma and non-Roma in ECEC' ([report 43](#)).

'Reducing the level of segregation' or 'improving Roma school attendance' is the target of many interventions in the field of education. Health interventions aim 'for mediators to bridge the gap between Roma and institutions' ([report 7](#)), or 'to increase individuals' health knowledge, motivation and initiative and facilitate healthcare access to Roma in disadvantaged segregated localities' ([report 10](#)). 'To improve Roma employability' is an example of a very broad target in the field of employment ([report 2](#)).

Nevertheless there are several examples of well-defined targets.

The *Community prosperity project in Slovakia* quoted as target: 90 trained staff; 300 trained participating organisations members; 10 projects submitted on improving social and economic life of marginalized Roma; 10 equipped community centres; 6000 targeted children by community centres activities; 70 of involved children and youth will have finished at least one course or activity ([report 16](#)). The target of Romaversitas in Hungary was for all students to pass at least the intermediate exam in time for graduation and for 50 students to maintain a minimum of 3.0 combined average GPA ([report 37](#)) and in Romaversitas in North Macedonia graduation was the target ([report 63](#)). The target of UNICEF's Invisible Children programme in Romania was to extend access to essential services to 30 000 poor, excluded, vulnerable children ([report 59](#)) and the REF/RCRC Foundation High school support in Romania aimed to support 275 Roma high-school students ([report 26](#)).

2.2.2 ACHIEVEMENT OF THE TARGETS

Although the interventions' result may be good, many evaluations cannot assess whether targets were achieved, as they are very broad and not expressed in numbers. In the field of education some evaluations reported full achievement of their targets. [Report 40](#) concluded that the participation target of 2158 children and young people and 7298 parents was achieved. [Report 47](#) quotes that the involvement of 275 young Roma adults was achieved.

In other cases, targets were partially achieved while substantial progress was made (see for example [report 20](#), [24](#), [37](#), [59](#) and [63](#)). Some evaluations consider the targets to be too optimistic or even unrealistic in some cases (e.g. [report 26](#)), where the target of increasing average school performance by 0.5 in the final year of the programme was set, however, was found to be unrealistic.

2.2.3 OUTPUTS OF THE INTERVENTION

The primary evaluation reports usually present a detailed description of the outputs from the interventions. The outputs presented in the evaluations are related to the objectives of the intervention and, in most cases, relate to results on the beneficiaries (e.g. services delivered, participants/ beneficiaries of the services, including profile and characteristics). Some reports also include working tools, working materials, or awareness campaigns as outputs of the interventions.

2.2.4 OUTCOMES OF THE INTERVENTIONS

Almost every report in the set of primary evaluations presents a detailed description of the outcomes, i.e. medium-term results linked to the intervention goal. Below we refer to the most relevant reported outcomes by field; it is important to take into account that outcomes related to the scale, duration and budget or the interventions.

In the field of **education** [report 63](#) describes that 5-6 years old Roma children lag behind their non-Roma neighbouring children in cognitive outcomes and that the gaps in self-reported outcomes (by parents) are large. [Report 4](#) notes that 87 % of the Roma children attending the pre-school institutions enrolled successfully in primary education and that less than 2 % of the scholarship recipients dropped-out from school or repeated the school year. The entire group of pupils showed improvement in almost all of the observed language, cognitive and mathematical skills. [Report 30](#) describes that 200 out of 413 individuals who participated in the programme so far obtained at least a tertiary level degree, 144 did not graduate yet but were still in the programme. At the time of the evaluation 68 % of those who finished their studies were employed, which is of the order of three times higher than a typical employment rate for the Roma population⁵. [Report 26](#) conveys that 266 out of 338 students selected for the programme, had graduated or were still enrolled into secondary education, 57 were enrolled in university and 4 were pursuing vocational or tertiary education at the time of the evaluation. Moreover, out of 177 students whose final GPA dropped compared to the year prior to enrolment into the programme, 15 % passed the baccalaureate exam and 7 % have pursued university studies.

The CEU Roma Access Programme observed students' English language performance and 50 % graduates were admitted to MA programmes at the CEU and other western universities. Between 2004 and 2009, seven of the sixty-seven enrolled students dropped out ([report 52](#)). During an affirmative action education

⁵ Roma survey – Data in focus. Poverty and employment: the situation of Roma in 11 EU Member States. FRA report 2014 https://fra.europa.eu/sites/default/files/fra-2014-roma-survey-employment_en.pdf

programme in Romania from 2000-2006, approximately 10 300 students enrolled in secondary and vocational education on special places for Roma people, and approximately 1 420 students benefited of these places in universities. By comparison, the 2002 census recorded 24 505 Roma persons who completed high secondary studies and 684 Roma graduates of higher education ([report 45](#)).

Regarding outcomes of teaching training programmes, [report 22](#) for instance measured the teachers' confidence to teach Roma children, to teach Roma issues and to address stereotypes in the classroom. On average after the training the teachers rated that their confidence had improved by about one point on a scale of 4 compared to before the training. The evaluation of the Roma teaching assistant programme in Serbia, applying CIE methods observed a statistically significant impact in reducing Roma school absence: 17 hours less per week, 26 hours in the case of boys ([report 6](#)).

Examples of outcomes from programmes combining education with access to the employment are for instance described in [report 55](#) on the Roma Health Scholarship Programme in Bulgaria. After receiving the scholarship and asked to indicate the one thing that improved most, beneficiaries responded that they:

- were able to handle the stress of students' life better (18 %),
- improved their financial situation (15 %),
- improved their academic capacities (12 %),
- improved their grades and academic results (10 %),
- improved their professional capacities (9 %),
- became activists in their country (6 %),
- improved their opportunities to find good job (6 %).

The Roma Health Scholarship Programme in BG, MK, RO, RS supported 527 Roma ([report 21](#)); the data show mixed results on the extent that the beneficiaries succeeded in integrating into the professional world. Approximately 35 % of all respondents were in employment at the time of the survey, while 49 % were no longer studying - this means that of the respondents about 14 % was neither studying, nor employed.

In **early childhood education and care** there are many interventions that have presented outcomes. The *Good Start project* ([report 51](#)) prepared families and kindergartens for cooperation and was associated with the enrolment among the cohort of 3-5 year old children in each of the four targeted countries over the project period (92 - 100 % in HU and RO, from 20 - 52 % in MK, from 41 - 66 % in SK). Children involved in the project also performed well above national averages for Roma children of the same age. The changes in attendance were mixed and learning activities at home increased, except in MK and SK. The *UNICEF ECEC project in AL, MK and RS* ([report 43](#)) was correlated with an increasing access to quality early-childhood services by young Roma children and their parents in RS. Similarly, an increased access of 3 - 6 years old children to early-learning services was observed in seven municipalities of MK and four regions of AL. Furthermore, access of Roma children aged 6 years and above to quality basic-education services improved in seven municipalities in MK and ten municipalities in RS. The survey applied in the evaluation of the *Sure Start Programme* in HU ([report 20](#)) showed that adults were more likely to report improvements in the cognitive and social skills of the children in the programme-

settlements than in other places. Parents, participating in the programme also changed some of their parenting attitudes during the implementation period.

In **employment**, the evaluation of the Kiutprogramme (*'Way-out'*) in Hungary found that two-thirds of the beneficiaries continued to operate businesses beyond the loan cycle ([report 5](#)). Beneficiaries self-reported that the loan contributed to improving their business very much (90 %) or somewhat (8 %) and that it improved their fulfilment in life very much (45 %) and somewhat (27 %). It is suggested that prejudices were also mitigated. Similar results were found for the Kiutprogramme in Romania ([report 5](#)). Applying CIE methods, the impact evaluation of two EU-funded labour market programmes showed that 75 - 91 % of participants found employment, while these ratios in the matched control group were only 11 - 42 % ([report 2](#)). Consequently, the programme increased the probability of finding a job in the medium-term by 49 percentage points; 49 - 75 % of participants left the unemployment registry and did not register again.

In the field of **health** several Roma health mediation programmes have observed outcomes. Based on CIE methods [report 8](#) showed an increase of prenatal care rates and prenatal medical supervision; after the intervention the gap in prenatal care take-up between Roma and non-Roma narrowed. Direct information, outreach and support in communication had significant positive impact and a significant decrease in stillbirths and infant mortality in rural areas was found. However, it had no significant impact on indicators of health at birth, such as low birth weight and preterm delivery. Roma in localities in which the programme was active for more than two years feel significantly less discrimination in hospitals and medical facilities, Roma women in these localities are significantly less likely to have an abortion, but not more likely to use modern contraceptives (pill, injections, condoms). Most of these impacts can be appreciated in localities in which the programme had been implemented for over two years. A longitudinal case study on Health mediation programmes ([report 10](#)) observed mixed results. It found on the one hand that employing health mediators was associated with an increased health-care access. On the other hand, it found that their way of handling extensions over time is associated with limited outputs and with increased instability. [Report 1](#) observed that the number of legal and administrative complaints brought by or on behalf of Roma increased after the project. As an outcome of the NGOs advocacy (producing videos, storytelling, TV debates, etc.) the Ministry of Labour and Social Affairs set up a task force to build a database of undocumented persons, and up to 500 persons managed to obtain their documents. Legal empowerment is in progress and some organisations have been able to start building the legal capacity of other organisations in MK and abroad, ensuring the sustainability and expansion of the initiative.

The evaluation reports in the field of **housing** provide in general limited information on outcomes. The evaluation of the IPA Community support projects ([report 3](#)) observed that housing projects generally achieved their objectives in terms of providing new or improved housing, but there have been difficulties in providing sustainable livelihoods from associated activities. An assessment of housing policies in Central and Eastern Europe reported that improved housing conditions may have important benefits on the health status ([report 35](#)). Adequate heating, indoor air quality and lack of dampness are associated with positive health outcomes in terms of cardiovascular, malignant and respiratory diseases,

improving access to service is also correlated with access to educational and administrative facilities, fire service, police, etc., as well as with school attendance and performance.

'Leaving the slums behind' ([report 56](#)) from Spain is highlighted here as outstanding compared to others in this field. The report presents success in eliminating settlements and shows related outcomes of housing programmes in other areas: the ratio of illiteracy improved in the second generation (47 % illiterate parents, compared to 13 % illiterate children). The data show that families that benefited from the rehousing programme for a longer period had a smaller number of children compared to the families that were rehoused later; more of their fathers work in the formal economy; are less dependent on welfare programmes.

2.2.5 IMPACT OF THE INTERVENTIONS

Impacts are related to long-term consequences linked exclusively to the intervention, in other words the relationship between the intervention and the observed result has to be clear. Counterfactual Impact Evaluation (CIE) is a rigorous assessment method for the true impact of an intervention (see [text box](#) on page [40](#)**Error! Bookmark not defined.**). It compares the situation after an intervention with the situation that would have occurred if the intervention had not taken place. Six evaluation reports followed a counterfactual evaluation method – five of which are discussed below⁶.

The *Evaluation of the Roma Teaching Assistant Programme* in RS found that the programme had a positive effect and started to reduce the gap between Roma and non-Roma students both in school achievements and attendance ([report 6](#)). Higher impacts were obtained in schools with a lower number of Roma: the higher their number, the lower the impact of the programme on the outcomes of interest. This was especially the case for girls, for whom being in a school with a lower number of Roma is more favourable but boys also respond to the programme with fewer absences in schools with fewer Roma.

The impact evaluation of *Romaversitas* in Hungary ([report 37](#)) compared the situation between a *Romaversitas* participants and a non-*Romaversitas* group with similar characters. Results showed, that participating in the programme increased the employment rate significantly, with 90 % of the graduates participating graduates working as opposed to 70 % in the non-*Romaversitas* group.

In a carefully designed randomized control trial across 236 poor settlements across Bulgaria, the World Bank produced experimental evidence on the impact of different supporting measures aimed at improving full-day kindergarten participation of poor, especially Roma and Turkish children ([report 64](#)). The most cost-effective strategy to increase kindergarten participation appeared to be removing the costs of kindergarten. This reduced the share of the 3-6 year old children not registered in kindergarten by half – while also significantly increasing

⁶ The Páčov et al. 2018 study, although based on CIE methods, made a comparison between the impacts of two somewhat different interventions, and is not informative regarding the effectiveness of the individual interventions.

attendance by about 20 %. Additional monthly financial incentives, conditional on attendance, had no clear impact on registration and attendance. Organising community meetings to provide information about the importance of kindergarten also did not affect participation in kindergarten. Moreover, the overall results suggest that all children may not immediately benefit from kindergarten, especially minority children who may need additional support to successfully transition to, and benefit from, kindergarten exposure.

Among the interventions focusing on the labour market, two Hungarian programmes (Improvement of employability of the disadvantaged and One Step Ahead) were also evaluated by CIE methods ([report 2](#)). Although available data did not allow distinguishing between Roma and non-Roma participants, the analysis identified large, positive and statistically significant effects on the probability of employment.

As discussed before, in the field of healthcare the Health Mediation Programme in Romania showed some significant impact ([report 8](#)). Positive effects included an increase of prenatal care rates and prenatal medical supervision; a reduced the gap in prenatal care take-up between Roma and non-Roma and a significant decrease in stillbirths and infant mortality in rural areas was found. At the same time, the programme had no significant impact on indicators of health at birth, such as low birth weight and preterm delivery.

2.3 QUALITY, STRENGTHS AND WEAKNESSES OF THE INTERVENTIONS

2.3.1 WHAT WORKS BEST AND REASONS FOR SUCCESS

General

Several evaluations insist that **planning interventions with sufficient time** is key to their success. This is the case with the IPA Community support projects ([report 3](#)), which counted on meaningful programme planning and the extensive involvement of the Serbian government in the design of IPA interventions. Sufficient time should be given to build trust relationship with receiving communities at local level and to get their pro-active support and participation ([report 18](#)). In particular, initiatives involving direct outreach and mediation at local level show visible results also on a short-term and help building trust relations. The project cycle should attribute sufficient time for **monitoring and evaluation** and accounting for lessons learned (e.g. [report 7](#), [8](#) and [57](#)). Monitoring is especially important in order to foresee and mitigate any potential risks to the successful implementation of the intervention.

Interventions are more successful if they are **built on robust data** in order to ensure the relevance and a clear intervention logic, enhancing its quality and ensuring that it reflects the diversity of the target group. In this respect, the need to reflect on the specific needs of women and men and to account for the diversity of the target population was highlighted, for instance by distinguishing needs of Roma girls and boys as well as displaced Roma ([report 3](#)). The same report emphasised that interventions need to be aligned with and backed by relevant **mainstream policies and the legal framework**. This should not discourage novel approaches or novel services, because there are also many interventions which demonstrated that mainstream policies and legal frameworks

can be adapted. Interventions need to have an understanding of the **intersectionality** of complex situations and be responsive to them by taking an integrated approach. Successful interventions should **engage all relevant stakeholders** from the beginning in the planning and implementation and work in close coordination with them. This strengthens interventions as well as ensuring greater synergies with other existing interventions, building on ownership, support and shared responsibility of all actors involved (e.g. report [18](#)).

At national level, Roma inclusion policies that are designed by and implemented within a **multistakeholder process** bring better outcomes than those designed by a specifically assigned individual ministry or government body. This better performance shows in the quality of the policy design and implementation and the allowance for inter-sectional responses to a complex issue. Strong inter-agency coordination and collaboration have great potential for creating synergies and increasing longer term effectiveness of interventions (e.g. [report 23](#), [56](#) and [59](#)). Other classical recommendations for a successful intervention are (e.g. [report 3](#)): a multidimensional intersectoral approach; a long-term continuous implementation; continued political and financial support to the implementation of the projects in close cooperation with mainstream services; the well-functioning local/regional multistakeholder partnerships, involving both public and private bodies; or the active participation of Roma (not only as beneficiaries) at all stages of the intervention (design, implementation, monitoring and evaluation).

Education

Early support might contribute to increasing enrolment in kindergartens, parenting skills and parents' educational aspiration/expectations. Participation in the *Your Tale programme* in Hungary is associated with improved parenting skills of Roma parents, as well as with increased learning activities at home and higher parental educational aspiration for their children ([report 51](#)). Such interventions can provide personal growth and empowerment for the parents. Interventions focusing on early education and prevention appear to be effective and demonstrate longer term results. For example, parents who benefitted themselves from early childhood education and care are more likely have their children enrolled in early-education-and-care provisions and enhance social-inclusion opportunities for their children. This is a conclusion in [report 59](#) and [63](#) and it is also considered more efficient and cost-effective in the longer term. Targeting vulnerable Roma children of pre-school age may contribute to reducing the risk of being enrolled into special schools or preparatory (zero) classes of regular schools (e.g. [report 16](#) and [24](#)).

Making pre-school more inclusive for Roma children was also associated with increased school engagement (e.g. [report 51](#)). Interventions are more successful when they target Roma children, mainstream education institutions and Roma parents from early childhood to university studies. Such interventions might help to reduce prejudice and segregation. For instance, the *Roma Teaching Assistant Programme* in Serbia and three educational interventions (pre-school, high school stipends and adult education) in North Macedonia successfully are suggested to have contributed 'to the integration of the Roma children and students into the mainstream society' and to improving the inter-ethnic relations and increased awareness to accept and interact with the Roma, thereby reducing prejudices and stereotypes ([report 6](#) and [43](#)).

Enhancing teachers' awareness of Roma culture and perspectives was related to increased participation of Roma parents in their children's education, which then in turn can create the capacity for keeping Roma children in mainstream education. An example can be seen in the *INSETRom project* ([report 22](#)) aimed to assist in the development of school and Roma-community partnerships through a special teacher-training concept, thus helping schools catering better to their Roma student population and the communities they come from.

Tutoring, mentoring and fellowship components help students to complete their studies, and to continue in post-compulsory studies including at university level ([report 21](#), [30](#), [37](#), [52](#), and [63](#)). The combination of scholarship, tutoring and extracurricular activities, can contribute to helping Roma students enrolled into secondary education to stay at school (preventing drop-outs), to complete their studies, to strengthen Roma identity ([report 26](#), [53](#), and [55](#)). Extracurricular activities are designed to improve expectations, strengthen identity and to build a social capital through student networks ([report 30](#)). Removal of cost barriers and providing additional support (i.e. transport, books, etc.) might contribute to improve school enrolment and attendance ([report 51](#)). Interventions should be sufficiently equipped **to tackle gender stereotypes** as Roma girls are less likely to continue their studies at universities allegedly failed to do this ([report 24](#)). On this list as well: the affirmative action education programme in Romania from 2000-2006 ([report 45](#)) already introduced in Section 2.2.4.

The addition of **awareness raising** components on the importance of pre-school education among Roma parents are considered to contribute towards their success (e.g. [report 51](#)). Supporting home parenting and early childhood learning in the home environment is also considered important (e.g. the *Your Tale* programme in HU was associated with increased learning activities at home by working with Roma parents), as well as the engagement of NGOs, institutions and actors that are close to the Roma communities in the process (e.g. [report 6](#) and [43](#)).

The *RTA programme in RS* ([report 6](#)) found that programmes aimed at reducing the gap between Roma and non-Roma students - both in school achievements and attendance - have higher impacts in schools with a lower number of Roma.

Health

Most of the evaluations in this area are related to **Roma mediators and health support programmes**: the general opinion on these interventions is positive for instance in terms of facilitating access to health services, improving Roma's hygienic and sanitary habits, addressing specific health needs of Roma women. *Roma health mediators programme in Bulgaria, Romania and Slovakia* were scaled up by their respective governments, financed by state budget or the ESF, and their evaluations show positive changes, i.e. less discriminatory behaviour of health providers and other obstacles impeding access to health in addition to educational activities targeting communities ([report 7](#), [8](#), [10](#)). There are also critiques of these interventions, mainly related to the limited progress in long-term results and their limited integration/coordination with mainstream health care services. In addition, the *IPA Community support projects* ([report 3](#)) evaluation underlines the need to move to new and more effective approaches, including by 'moving from Roma mediators to institutional reform tackling institutional

discrimination throughout a system'. The *REF Roma health scholarship programme in BG, MK, RO and RS* ([report 21](#)) responds to demand from the individual and societal perspective. It aims at contributing to the creation of a generation of Roma professionals in the medical field who would work to improving access to quality health services for Roma communities, as well as helping dismantle negative stereotypes about Roma with their own positive examples as Roma qualified professionals.

Employment

Programmes working best are those providing targeted **VET in close relationship with employers** with the employment opportunities at local level that are provided with adequate support (i.e. reimbursements for food and travel). This is corroborated by experiences such as the active labour market programme implemented in Spain (cf. [report 32](#)) and two labour market programmes in Hungary (cf. [report 2](#)).

Prejudices and stereotypes appear to be a major barrier in finding employment as well as in self-employment (e.g. [report 5](#) and [33](#)).

A reviewer of a *micro-lending model programme* in Hungary recommended: 'a comprehensive approach, including the intensive follow-up by well-trained field-workers familiar with social work as well as lending and business, is crucial' ([report 2](#)). For instance, the establishment of local social enterprises in small agrarian settlements, which employed local long-term unemployed as 'public workers' and produced basic agricultural products that were processed in the kitchens of local public institutions and/ or distributed among disadvantages groups.

In employment, interventions have to be flexible, adapted to the territorial needs and combine training with support in the access to concrete employment. An 18-month research project investigating active labour-market policies that reach Roma and their implementation in five countries ([report 32](#)) observed that 'large scale public employment programmes are very expensive, and as evidence showed they do not have a positive effect on the employability of the unemployed workforce at all.'

Housing

There is little information on this field with limited experiences and results, but some are satisfactory. A **long-term and comprehensive** approach is a critical element for success, since usually such interventions require longer duration (more than one mandate of a government). A housing programme in Madrid ([report 56](#)) for instance lasted more than two decades and has helped to rehouse thousands of Roma families. The existence of monitoring and support programmes once Roma have been resettled, contributes to the integration in the neighbourhoods. This successful housing programme has shown the necessity of 'providing dedicated and individualised social and job support and educational assistance for 3+ years'.

Integrated interventions are successful by focussing not only on providing new houses, but including a process of preparation of the Roma families as well (e.g. school support). Accompanying programmes may include elements of

employment, education, health and community development (e.g. [report 36](#) and [56](#)). For instance, the OECD highlights that the multidimensional nature of problems faced by slum-dwellers require corresponding multifaceted responses⁷. Therefore, the more comprehensive the offer of services for people living in socially disadvantaged (poor) communities, the better the chances that the individual needs of their inhabitants are met.

The existence of a **participatory process** engaging the Roma from the beginning is important. Bring in the targeted communities, families and individuals in the design of both the community and their individual housing options (e.g. in Serbia [report 39](#)). The LERI programme in Bulgaria (Stara Zagora, [report 41](#)) benefitted from participatory planning of standardised modular homes as an effective method of changing attitude towards a new house to overcome mistrust towards eviction talks. Some reports argue that organising and empowering of Roma is a key step in any legalisation or upgrading scheme for housing. Moreover, targeted housing interventions should be based on the notion of cost sharing or (at the very least) beneficiary contributions for housing and utilities. Roma beneficiaries have to organise to deploy their own initiatives and participate in the planning of their settlements (e.g. [report 38](#)).

Finding solutions to **evictions** by engaging different institutions is a key learning. Thus any successful solutions consider the wider land and housing context. Hence, actions addressing Roma housing shall be integrated into broader national activities and legislation efforts, focusing on social housing or assistance programmes (e.g. West Balkans Roma housing practices, [report 38](#)).

Antigypsyism

CEPS's [Report 13](#) 'Combatting antigypsyism practices' highlights the following good practices:

- Institutionalise the response to antigypsyism by setting up special bodies (like the Special Commissioner for Antisemitism and Antigypsyism Issues in Germany);
- Education and training of public servants, who are in contact with Roma communities, such as police and the judiciary (examples in Spain, Sweden and Romania);
- Facilitate access to justice and effective remedies, special measures and complaint mechanisms;
- Use media and public debate, especially actions of high-ranking politicians to step up the fight against antigypsyism on a national level.

It also highlighted the development and dissemination of school educational material on the history of abuses and rights violations against Roma as a successful type of intervention. For instance, a course in Swedish schools, based on a White Paper⁸ called 'The Dark Unknown History on Abuses and Rights

⁷ OECD (2018) Better Policies for Better Lives: A Broken Social Elevator? How to Promote Social Mobility, Overview and Main Findings, p. 4

⁸ See <http://www.government.se/legal-documents/2015/03/ds-20148/>

Violations against Roma in the 20th Century' has been positively received among teachers and users ([Report 13](#)).

2.3.2 WHAT DOES NOT WORK SO WELL AND REASONS FOR LIMITED SUCCESS

Several factors that hinder the success of Roma integration measures have been identified in different evaluations: Interventions that tend to work in **parallel to the mainstream services**. The risk is that they may replace services that should be offered by mainstream institutions, by creating long-term parallel structures. A key question is whether these programmes lead Roma to mainstream services or whether they set up parallel services for Roma (e.g. the nationwide *Programme of community centres* in SK). Some interventions continue in the long term and do not progress in leading individuals towards mainstream services without intermediation (*Roma health mediators*, is presented as an example). The evaluation of health mediation in Slovakia ([report 10](#)) reported that facilitation to access health services was well received by recipients, but did not lead to behavioural change. Thus mediation may perpetuate rather than bridge the distance between the client and the health institution. The material circumstances, psychosocial factors, social cohesion, structural determinants of health and the socio-political context may influence this. Several evaluations insist on the risk of disconnection between the professionals, who are in contact with the Roma (like social field workers, law-enforcement officers, teachers, health specialists), and the people who are in charge of the development and implementation of national and EU policies (like political leaders, public servants, the EU and national administrations). This results in little alignment between policies and implementation.

Lack of coordination between ministries or donor organisations are considered factors affecting the efficiency of the intervention even when it may count on affluent economic resources (e.g. [report 43](#)). Several interventions incorporate a grants-scheme for implementation at local level. However, if grants remain isolated interventions, they will not be able to address Roma inclusion successfully, as found in [report 3](#).

Purely resourced programmes with **insufficient political and financial support** (cf. [report 3](#)), can tend to turn into 'second-rate' services for poor people (short term, insufficient budgets, inadequate qualified staff, inadequate equipment, programmes that do not have minimum standards, etc.). Interventions planned or implemented by **inadequately qualified staff** (social field workers, law enforcement officers, teachers, health specialists etc.) decrease results. For instance, [report 58](#) describes that the quality of the nationwide field social work programme in Slovakia varied greatly depending on the particular field social worker. In this regard the absence of a basic acceptable standard was interpreted as a weakness caused mostly by limited training and supervision of the relevant implementation agencies. The evaluation of the *IRIS housing programme in ES* ([report 56](#)) found that training of decision makers and future staff is an inevitable part of its transferability to other countries. Several evaluations conclude that working with Roma requires positive attitudes, adequate expectations, sensitivity and some specialisation as well as avoiding rotation of the team (e.g. [report 6](#) and [20](#)).

One-off, short-term, single-focused (e.g. just on education or health) interventions have little chance of success, especially when the needs are multidimensional and require integrated interventions. While they might bring some short term relief in the long-run they have limited impact (e.g. a one-year Roma housing project in Hungary). Interventions that are not aligned with the relevant policy and legal framework tend to remain insignificant from a longer-term perspective (e.g. [report 3](#) referring to IPA programming of gender issues.) In practice, short-term interventions do more harm than good.

The **lack of interconnection and continuity** between support in the education and support in the access to employment does not fully guarantee the success of education in acceding to the labour market. Several evaluations demonstrate that support in education is not a sufficient condition in accessing relevant qualified employment, that is, additional targeted measures are required. This is particularly evident in countries where historically the social mobility is low, like in Southern European countries, where access to the more qualified and better paid jobs is extremely difficult for all disadvantaged, locals, migrants and the Roma⁹.

2.3.3 WHAT DOESN'T WORK AND REASONS FOR FAILURE

Based on the sample of reports, all interventions had at least some positive outputs, although many interventions had a very modest impact, i.e. a limited number of beneficiaries, short-duration or did not achieve the expected results. Limited success of interventions is frequently related to one or more of the following reasons:

A lack of political commitment and efforts at local and national level remains a major obstacle to the continuation of interventions, the creation of the right conditions for their development and the transfer of working methods into legislation and institutionalised practices.

Interventions explicitly focused on Roma become exclusive, do not aim to facilitate inclusion into mainstream society, do not consider wider context of the local needs of the population and are not framed around them. Eventually, they may even cause resentment among those members of the general population who suffer from similar constraints. For these reasons, for instance housing programmes that do not consider wider contexts and housing needs of other vulnerable groups should be avoided ([report 38](#)). Some exclusive programmes, especially tutoring, are exclusive but facilitate integration.

Interventions that tend to **create or reinforce segregation**, especially in the areas of housing or education, have been demonstrated to not provide adequate solutions. Educational segregation is especially ineffective for Roma girls, for whom being in a school with a lower number of Roma turns out to be more favourable, as pointed out in [report 6](#). The segregation of the education systems is a serious problem, deeply affecting the success of Roma interventions.

⁹ See OECD Report available at: <https://www.oecd.org/italy/social-mobility-2018-ITA-IT.pdf>

Many reasons for failure or for limited results are related to the way programmes are implemented. For instance: interventions that **do not reflect on the specific needs or do not account for the diversity** of its target population. [Report 3](#) identifies this absence of robust needs analyses, as well as the unreliability of data on the situation of Roma as major challenges to ensuring quality in designing and implementing of interventions. It also found that interventions that lack meaningful **involvement of beneficiaries** and **coordination with all relevant stakeholders** will at most have short-term relevance.

Burdensome **administrative issues** and rigidity in the norms is a matter of concern especially when using EU funding. Some evaluations reflect on intervention implementers (normally local authorities, non-profit organisations) raising the following concerns:

- Complex funding schemes that become an access barrier (required high levels of expertise),
- Administrative burdens requiring a lot of time invested in documentation (e.g. [report 32](#));
- The necessity of applying to several funding schemes, to several donors (public and private), with different time-schedules;
- Financing institutions are oriented to inspection and control, with no monitoring role;
- Different project duration times and diverse reporting requirements.

The lack of flexibility sometimes results in the inability to reach the very poor.

2.4 INSTITUTIONAL SET UP AND FINANCIAL INSTRUMENTS

2.4.1 INSTITUTIONAL MECHANISMS IN PLACE

Seventy-one per cent of the interventions is implemented by civil society organisations (38 %) and public authorities (33 %) and seventeen per cent by a combination of bodies (consortium, coalition, etc.). The private for-profit sector normally is not engaged in the interventions analysed. Most of the interventions counted on some kind of partnership, which resulted in the engagement of different institutions by different means, such as financing, coordination, supporting in the implementation, etc. We refer here to some institutional mechanisms that could give more stability to the interventions.

Cooperation between public bodies and civil society organisations is frequent in the development of interventions - either the participation of NGOs in projects managed by the public bodies or the other way around. This **engagement of public and private actors** apparently helps including/transforming interventions into public policies. For instance, since 2014, the national *Community centres project in SK* ([report 54](#)) - developed by the Implementation Agency of the Ministry of Labour Social Affairs and Family, numerous municipalities and NGOs - now belong to social services amounting to crisis interventions to address disadvantaged groups and the services they provide are now regulated by specific legislation, specifically Act No. 448/2008.

Several evaluations stress that the **involvement of local authorities** is paramount to success, remarking the need for active involvement in the design,

monitoring and implementation of the interventions - not only financial support, signing agreements or allowing the intervention in certain neighbourhoods. For instance the *UNICEF ECEC project in AL, MK and RS* ([report 43](#)) facilitated synergies and cooperation between municipalities, their centres and services and the other actors. Some interventions may begin at national level and later expand to municipalities. For instance the *Roma health mediation in RO* ([report 8](#)), initiated by the Romanian Ministry of Health started in 42 localities with high Roma populations in 2002 and then was continued at local level in 300 localities in 2008.

A strong connection between Roma interventions and **public policies and services** facilitates their consolidation. The *Health mediation programmes in SK* ([report 10](#)), originally an NGO initiative, was developed by the Ministry of Health and now is included in the Updated Action Plan of Strategy of the Slovak Republic for integration until 2020. *Kindergarten access for the disadvantaged in BG* ([report 64](#)) was encompassed with a legal amendment from September 2010 initially provide for 2 years of compulsory pre-school education to encompass all 5 and 6-year-olds and continued.

A critical limitation for some interventions is the **gap between its ambition and the capacity of the structure** in place to achieve results. Sometimes this is due to lack of realism in the objectives, insufficient or unsuitable budgeting, and emergence of new unforeseen needs, which can result in the intervention being understaffed with increased workload. Things rarely go exactly as planned and become more complex, thus it is important to accommodate implementing structures to the needs of the intervention; especially in pilot schemes it is very useful to have a donor that is flexible on the budget side and hence shift resources on the basis of needs.

The **approaches of those involved** in the intervention is another important requisite. For instance, often an intervention is undermined by the inability of workers to provide services in a non-patronizing and preventive manner, to transform the behaviour of established structures and address prejudices of relevant stakeholders, including municipal officials, neighbours, schools, etc. When several institutions cooperate in the same intervention, it is important to guarantee that they have the same or at least a compatible understanding of the project.

2.4.2 FINANCIAL INSTRUMENTS AND MECHANISMS

Based on the reports analysed very little can be said about the **budget of the interventions**, who financed them, the funding mechanisms, the conditions or requisites or the suitability of the financial mechanisms and instruments. Furthermore, is important to note that the evaluations sometimes correspond to the total period or intervention and sometimes just analyse part of the intervention.

The **most frequent funding mechanisms**, especially when public money is allocated, tend to be calls for proposals and tenders, for projects that usually last between one and three years; in the case of public donors sometimes other mechanisms are used, for example direct grants. Frequently the same

interventions are co-financed by different institutions, e.g. by private donors, international organisations, the European Commission or public and private donors. The scale of interventions is very diverse. Of the interventions evaluated, private donors are the most frequent financiers, followed by the European Commission, and the national governments; economic support from the regions and municipalities is very scarce.

Based on the information in the reports, **the European Commission is the principal financier** in terms of the contributed amount. Some examples are: EUR 150 million (intended) to support Roma communities in AL, BA, HR, ME, MK, XK, RS and TR ([report 3](#)); EUR 30 million for three years for the *Field social work programme in SK* ([report 58](#)); EUR 1.3 million for three years for *Roma health mediation in RO* ([report 8](#)); EUR 17.1 million for 22 months for the *Community centres project in SK* ([report 54](#)). Other relevant financiers are *EEA and Norway Grants for Roma inclusion* ([report 14](#)) that provided nearly EUR 40 million for the period 2009-2014 in RO, BG, HU, SK, and CZ; grants lasted between one and three years for amounts between EUR 10 000 and EUR 100 000.

The Roma Education Fund invested USD 20 million in education for the Roma health scholarship programme in BG, MK, RO and RS ([report 21](#)): long-term multicountry scholarships that could be successful due to their stable financial background, not relying on particular donors.

2.5 TRANSFERABILITY AND SUSTAINABILITY OF THE INTERVENTIONS

2.5.1 TRANSFERABILITY

The transferral of interventions from one country to another is not a mechanic process. While the objectives, working methods and tools may be transferable, strategies and processes need to be adapted to the local setting. For instance, interventions may work or not work depending whether there are similar conditions; these conditions may relate to institutional capacity, leadership, the support of the different actors, or the local context. This section looks at interventions that have been transferred or are transferable or have been scaled up.

A key factor for the transferability or upscaling of some interventions is **their potential to be integrated into local and national structures**. This could be the case for particular models of successful mediation in education, health, social affairs, so that people can access and receive the services directly from mainstream institutions, like in the Community-centres project in SK ([report 54](#)). The *Sure Start programme in HU* has been integrated into the national budget with long-term support ([report 20](#)).

Transforming and scaling up interventions may be critical for their stability. Romaversitas started in Hungary in 1996 and governmental affirmative enrolment policies were introduced in 2002 to increase the number of Roma students in tertiary education ([report 37](#)). From 2011, the government scaled up the initiative and funded religious colleges following the Romaversitas method. Now there exist more than five similar institutions with EU and/or public funding.

The Serbian Ministry for Education, Science and Technological Development, the Roma Education Fund and the World Bank developed the *DILS education*

programmes in RS ([report 49](#)) in collaboration with schools, municipalities and NGOs. The DILS involved 298 schools, 55 pre-schools and 134 primary schools, 56 cities, and 56 NGOs. In 2013, the Serbian government amended the Law on the Foundation of the Education and several measures were introduced (free textbooks, individual education plan, preparatory pre-school programmes, affirmative action, pedagogical assistance, profiling of teaching and differentiation of instruction, reduced class size etc.)

There are several examples of programmes piloted in one country that have been transferred to others, especially in the field of education but also in other areas. The Roma Education Fund transferred the Romaversitas initiative and method from Hungary to several countries (AL, BG, XK, MK, MD, RO and RS). UNICEF's ECEC project in AL, MK and RS supports inclusive education in all three of the countries ([report 43](#)). The pilot project for a Roma Health Scholarship Programme in Romania ([report 53](#)) was rolled up in 2009 into BG ([report 55](#)) and in 2010 extended to MK and RS. The programme on Housing Legalisation, Settlement Upgrading and Social Housing has been expanded in the Western Balkans ([report 38](#)). The RTA programme in RS ([report 6](#)) was adopted and scaled up by the Serbian government from a successful civil project and, from 2002, several actors (OSCE, REF and World Bank) supported the dissemination and mainstreaming of this or similar interventions and several governments, regional or local authorities adopted it. Other examples include: the Roma secondary education project in MK ([report 48](#)), the Sure Start programme in HU ([report 20](#)), which was adopted from the UK. Programmes on Roma health mediation in RO ([report 8](#)) have been transferred to BG ([report 7](#)), SK ([report 10](#)), HU and SI and to some extent to other countries.

Other **programmes could be transferred as they have demonstrated** positive results. For example, affirmative-action interventions showed a positive effect overall on the participation of Roma students in secondary and higher education, though they should be reviewed to avoid dedicating specific places for Roma who would have qualified for regular admittance. Other such interventions include: microcredit programmes; the IRIS housing programme in Madrid, ES ([report 56](#)); and the Behaving social and affordable housing solutions for Roma and vulnerable populations in RS (Housing improvement models in RS ([report 39](#))). The WB analytical report of the programme Financial inclusion programme ([report 29](#)) in Eastern Europe provides recommendations of several financial inclusion projects, i.e. from Africa, United States and two programmes from Central Europe: the Individual Development Account Savings Programme of ETP Slovakia, and the Kiutprogram in HU ([report 5](#)) and recommends their adoption and scaling up in Roma communities.

2.5.2 SUSTAINABILITY

The **role of local and national governments** is a decisive factor for the sustainability of Roma interventions (e.g. [report 3](#)). Their lack of involvement and leadership therefore can create a significant challenge, limiting the achievement of meaningful outcomes and sustainable results. Similarly, changes in political leadership can create a risk factor for the continuation of Roma interventions. Strong partnership and commitment of local stakeholders such as municipalities, school inspectorates and pre-schools can ensure sustainability ([report 51](#)).

When evaluations refer to sustainability, most of them mention **the role that the EU Funds** can play in the interventions (e.g. [report 54](#) and [58](#)). As mentioned, many interventions that were previously financed by private donors are now adopted by the public institutions through ESIF (e.g. the National Roma inclusion project in Italy ([report 61](#))).

Evaluation reports stress that there are interventions that have been working for a long time and are still not necessarily sustainable due to the **lack of long-term engagement of public institutions**. *Romaversitas in HU* ([report 37](#)) has been working for 22 years but relies on financial support and donors and in some years it was hard to get the required resources in time and the fundraising was not successful enough. The sustainability of early child development services of the *UNICEF ECEC project in AL, MK and RS* ([report 43](#)) will depend on their capacity to manage public financial support and provide quality ECEC services. The lack of exit strategies and formalised agreements between partners could have negative effects on the sustainability of results. As [report 31](#) on *Multi-agency educational support in UK* stressed, sustainability depends on the local government and other key partners' engagement and involvement in the multi-agency work.

The evaluation of *IPA Community support projects* ([report 3](#)) in AL, BA, HR, ME, MK, XK, RS and TR concluded that that **project design determines sustainability**. In practice, this means investing more time and effort at the design stage –including greater and more meaningful participation of Roma communities –to truly understand the problems and the way in which potential solutions might work, in order to maximise benefits and sustainability later. Governments and their policies have a decisive factor in whether interventions are sustainable. More precisely the evaluation was little optimistic on sustainability of social housing models and alternative models, such as ‘village housing’ and stressed that sustainability of employment interventions is very low. By contrast, the social inclusion interventions focused on systemic reform and longer term engagement with social development, hence the likelihood that they will have a long term beneficial effect. Where education projects focused on systemic reform – mainly RS – they have been sustainably incorporated into education institutions. Short-term, grant-funded interventions that do not have the full support of Ministries of education, for example, are unlikely to be sustainable.

The evaluation [report 14](#) on EEA and Norway Grants for Roma inclusion emphasised that although the sustainability picture per country and among interventions differs, at least 50 % of the promoters continue to work on the same or similar initiatives. To improve sustainability the following suggestions are recommended: to have a high level of commitment from the project promoters (for example having Roma inclusion as their mission), involving local and public institutions in the initiatives, being successful in guaranteeing resources for the continuation and reaching a good community ownership level.

2.6 SUMMARY OF KEY FINDINGS IN THE META-EVALUATION

Many of the primary evaluation reports in this meta-evaluation fall fundamentally short. In more than half of the reports the baseline data set, against which the achievements should be measured, is inadequate or completely absent. The same is true for an identification of the targets for the intervention. In a setting with often scarce and unreliable data of the situation of Roma, this seriously limits the possibilities to quantify or measure the achievements. Few reports present gender-disaggregated data or well-founded needs analyses. Furthermore, while evaluation reports do present outputs and outcomes, very few present impacts - that is the long-term consequences linked exclusively to the interventions - due to the absence of robust evaluation methods (i.e. identified by counterfactual methods).

Altogether these first findings triggered an important conclusion early on in the exercise, namely that **this area of Roma-inclusion measures at large would benefit from a harmonised data culture and a systematic introduction of results-focused management.**

A common recommendation in the primary reports is to secure long-term continuous commitments and the provision of comprehensive, multipurpose, intersectoral (i.e. social, educational, health, financial, employment, housing, networks, etc.) interventions, especially at local level. In fact, a common critique is the lack of commitment of local politicians that make their decisions based on the views and opinions of their electorate.

Our observations regarding the interventions are summarised as follows:

- Most of the interventions, especially in the area of education, can demonstrate results related to the intervention. In early childhood education and care there are several interventions that present medium-term effects and consequences linked to the project goal. This is similar in health case, but to a lesser extent. Fewer examples can be identified in employment and housing despite positive results in some cases.
- The institutional and the financial mechanisms of the evaluated interventions are both very diverse in terms of scale, duration and adequacy. Through the IPA and ESIF the EU is probably the principal financier of specific Roma interventions, in some cases with large scale projects.
- Most interventions count on partnership involving public and private, local and regional bodies and the active participation of Roma (not only as beneficiaries), even though interventions often have some difficulties in scaling up and being integrated into public policies and services.
- While many interventions rely on EU funds, international organisations and other donors for their sustainability, in the end local and national governments play a decisive role.
- Quite a few interventions have been transferred to other countries or scaled up by integration into local and national structures; there are also interventions that have demonstrated results and have nevertheless not been transferred. Civil society initiatives are important. They are innovative, show good cooperation between the different actors, and are suited for upscaling.

- The engagement of local and national institutions, the legal framework and a conducive environment are essential conditions for sustainability and transferability.

Characteristics of successful interventions:

- Implementation following the principles of Result-based Management
- Built on robust data and a clear intervention logic;
- Backing from the legal and institutional framework;
- Well-connected with mainstream policies, open to new approaches;
- Intersectoral
- Early engagement of all relevant stakeholders, including Roma
- Political and financial support ensured.

Typical keys to success in the specific fields:

- Education: early intervention, i.e., early childhood education and care (ECEC) and continuous support throughout the entire educational process through tutoring and fellowships
- Healthcare: Roma mediators and health-support programmes are well connected to the public health system
- Employment: vocational education and training are provided in close cooperation with employers
- Housing: complex interventions that need to be framed in mainstream housing policies and require a holistic implementation to be effective.

The absence of one or more of these success factors is an obvious cause for an intervention to work less well or to fail. Other characteristics of interventions that work less well:

- Short-term duration
- Work in parallel to the mainstream services with poor coordination
- Insufficient financial support
- Unqualified personnel
- Administrative burdens

Some reported reasons for failure:

- A lack of political commitment
- Intervention excludes other parts of the population¹⁰
- Intervention does not account for the diversity of Roma
- Development and implementation of the intervention did not involve Roma
- Intervention tends to segregate

¹⁰ With this particular reason for failure it is worth recalling that explicit but non-exclusive targeting of Roma is essential for the design and implementation of successful inclusion interventions is one of the common basic principles for Roma inclusion, included in Council conclusions 10394/09 of 2009.

3 CONCLUSIONS AND RECOMMENDATIONS

Based on the evaluations and reports analysed, this chapter summarises the lessons that can be drawn at three levels. Firstly at the level of public policies: how Roma inclusion policies could benefit from the combined findings of the evaluations. Secondly at the level of interventions: what lessons we can learn for the implementation inclusion measures. Thirdly at the level of evaluations: how enhance their quality, to become more robust and support the policy and implementation processes. The content of this chapter is based on the findings of the evaluations described in previous chapter and on the individual assessment of the experts when looking at the evaluations as well as on their own experience.

3.1 LESSONS FOR PUBLIC POLICIES

3.1.1 PUBLIC ENGAGEMENT AND SUPPORT

An inclusive **legislative and institutional framework** could facilitate the consistency of programme, projects and policies and their sustainability. The potential for sustainable and long-term outcomes depends on a logical set-up and accommodating interventions within a relevant legal and policy framework and building on support (political and financial) of local and national authorities. Being supported by international legal and policy frameworks related to improving rights of Roma (e.g. UN, CoE, OSCE and the EU with its Framework for National Roma Integration Strategies) is key to enhancing the effectiveness of interventions aiming at closing existing gaps between Roma and non-Roma in education, employment, housing, financial inclusion, social networks and health.

Political support, including high-ranking politicians to the interventions that are working at national and local level is needed, so that they can continue in the long-term, to allow them to realise their full potential and deliver sustainable results. This political support implies avoiding fluctuation in the interventions, adequate financial support for their continuity and sufficient human and economic resources (e.g. adequately trained staff working in a non-patronizing manner, adequate working conditions, permanent working structures, light bureaucracy and administrative burdens). Public policies targeting Roma inclusion should be visibly backed by national and local political leadership and be strongly embedded and linked with relevant national legal and policy frameworks, receiving adequate political and financial support.

3.1.2 INTEGRATED APPROACH

The challenges facing Roma people, who were born to intergenerational poverty, cannot be addressed on an individual, one-sector basis. When there is this higher risk of exclusion, it is recommendable to support the **integrated approach** of Roma interventions working in several fields. The exclusion of the inhabitants of socially disadvantaged areas is multidimensional. Therefore transversal cross-sectoral integration strategies, policy instruments, programmes and projects should be developed accordingly. If this is not possible, each intervention would be reinforced if adopted in a coherent and comprehensive manner targeting at least

two or three areas simultaneously (e.g. housing and employment, education and employment). More emphasis should be placed on the vulnerable situation of Roma girls and women.

Similarly, multistakeholder approaches are also more conducive to create synergies and thus maximizing investments and increasing capacity to respond to complex and interrelated issues. In this respect, it is also important to link bigger (e.g. EU-funded) interventions with longer term national goals to enhance sustainability and retain the investments and gained capacity of successful interventions.

Continuity of the interventions is related to achieving better outcomes and short-term interventions in most cases obtain poor results. More strategic and long-term thinking will be key to ensure that meaningful and well received interventions are sustainable beyond the original duration and are institutionalised and further supported by national funds. Continuity is especially important to support critical transition phases in the itineraries of beneficiaries, like during the transition from primary to secondary education, or from education to employment. Macro-level context (i.e. key policies in municipalities where the projects are developed or key policies in the fields of education, employment, health, and housing) should always be kept in mind by donors when supporting interventions, this will facilitate stronger coordination between political and operational level.

3.1.3 INCLUSIVE INTERVENTIONS WELL CONNECTED TO MAINSTREAM POLICIES

Funding of parallel structured services for Roma which are not inclusive and well-connected to mainstream services should be avoided. Key criteria are: explicit but not exclusive interventions (i.e. focused on Roma but opened to other people in similar situations); adequate connection and easy access to mainstream services in order to avoid dependency or parallel services. Supporting inclusive mainstream services means making them accessible with adaptations and support measures in educational, housing, employment and health services. As shown in several examples at local level, the more interventions interlink with existing general policies, the higher the chance of effectiveness and transmitting sustainable results. Thorough attention should be paid to the question of how to provide targeted assistance without creating parallel structures and thus perhaps unintentionally reinforcing segregation.

Interventions should aim to create a more **inclusive environment** and, if possible, should be designed with a larger objective of promoting spatial desegregation. Overall there is a certain concern that some interventions tend to segregate Roma (e.g. by improving the quality of segregated education) and do not have ending segregation as a final objective.

3.1.4 LOCAL AND TERRITORIAL APPROACH

For greater impact, it is recommendable to **upscale interventions that have demonstrated positive results to national level** (transferability). In early intervention this is e.g. ECEC, in educational support e.g. elementary school enrolment, tutoring and mentoring, extracurricular activities or in health e.g. health mediation by improving current approaches. There are no clear conclusions on

decentralisation. While there are cases when interventions are working without the municipality, municipal engagement is often a key enabler in successful cases. Nevertheless, in many cases when decentralisation happens, it does not help if local politics are not committed or they believe their voters have strong feelings against Roma. While policies are usually planned at national level, most of the interventions are at the local level. The municipalities hold responsibility in public services and in the inclusion of the Roma. Hence, interventions at local level should foster active engagement of the municipalities. Nevertheless, the situations are diverse and there are no general best solutions. In contrast, there is agreement on the need for Roma participation in policy design, implementation and monitoring of the interventions. Additionally, policies and interventions should be focused on people in the most vulnerable groups, who live under similar socio-economic conditions, including Roma by taking into account territorial needs but paying attention to the Roma who face greater exclusion.

3.1.5 EARLY INTERVENTIONS

Several existing programmes and projects show that focusing on **early intervention and prevention pays off in the longer term.** Therefore, interventions should be developed with a strategic view on long-term change and improvements. Consequently, early intervention and prevention should be prioritised to enhance efficiency in the longer term. Here, interesting experiences were gained with interventions in the field of education, focusing on ECEC maximising integration at pre-school level and taking care to handle issues in a multi-layered approach. Examples of this are: information and outreach at local level to parents, to remove cost barriers and provide attendance subsidies, or support parenting at home, transform teaching strategies to create a more inclusive environment, tutoring and mentoring, developing extracurricular activities, providing transportation and/or free meals. Most evaluations agree that all these interventions should limit funding of parallel structures replacing integrated setting, either through community centres or segregated kindergartens, avoiding improving the quality of segregated facilities and be designed with a larger objective of promoting spatial desegregation.

3.1.6 DISCRIMINATION AND ANTIGYPSYISM

Interventions focused on **promotion of culture** and **traditional values** should equally take into consideration multiple identities of group members so as to avoid disproportionately negatively impacting on fundamental rights of the most vulnerable members, such as Roma women and girls.

Antigypsyism is a root cause of Roma exclusion. Consequently, hostile and anti-Roma environments might not allow for achieving intended results. Interventions should promote non-discrimination, include awareness raising elements and ensure a strong anti-discrimination approach within policies targeting Roma inclusion. To deliver a long-term change, interventions must address and overcome systematic obstacles and challenges faced by Roma, including discrimination and racism. Consequently, there is the need to find ways to address this on longer term, e.g. with incentives to municipalities, streamlining the intervention within broader public policy goals, or developing large-scale

campaigns focused on the general public for breaking stereotypes and long-term prejudices.

The **vulnerability of the Roma** is related to a combination of factors like ethnicity¹¹, social and environmental status and this needs to be taken into account to gain deeper understanding for defining working models.

3.2 LESSONS FOR INTERVENTIONS

3.2.1 RECOMMENDATIONS FOR THE CONCEPTION

Based on evaluations' recommendations, ideally the conception and the design of Roma interventions should:

- ✓ Programme the intervention based on rigorous context analysis and relevance and feasibility studies to be sure that it makes sense and is viable. Establishing the baseline is an essential element of the planning process. It is the foundation of correct target identification and helps to focus on outcomes and impact.
- ✓ Make a clear and detailed definition of the target group. Interventions needs to take into account the fact that the Roma community is not a homogeneous group and consequently should address the beneficiary needs in an accurate way, reflecting the diversity of target population. Gender mainstreaming and a gender sensitive approach, reflecting its inclusiveness in the programme/project activities is a way to respond to gender specific needs.
- ✓ Tailor the intervention to the geographic, legislative and socio-economic context where it is to be implemented, and prior to its design, ensuring an appropriate context analysis.
- ✓ Be realistic with the objectives, action plan, timing and a budget commensurate with the objectives. It is important to count on baseline information in order to establish clear and measurable indicators and to present results based on evidence.
- ✓ Establish a plausible logic of interventions so that it is consistent to the context and to the objectives, applying the methodology accordingly.
- ✓ Strengthen the intersectional approach of the interventions, to create synergies and gain impact. Intersectional approach requires systematically addressing specific patterns of exclusion faced by communities (e.g. discriminatory behaviour by service providers, no outreach, lack of documents, access to information, etc.).
- ✓ Involve all stakeholders in the planning process, involving Roma through different means in the decision making process and not only as beneficiaries.
- ✓ Foresee sustainability from the beginning by engaging different actors, creating synergies between diverse financial instruments and planning the potential impact on policies.
- ✓ Plan an evaluation from the beginning, so that data are available to identify effective achievements. External independent evaluation is recommendable.

¹¹ UNICEF *Invisible Children programme in RO (59)* is of interest here as it looks at children at risk in economic poor and rural regions in Romania.

3.2.2 AT THE INITIAL STAGES OF THE IMPLEMENTATION

Additionally the early stages of the projects are very important for effective implementation. Some key recommendations based on the evaluations are:

- ✓ Monitor from the early stages to draw on lessons from the beginning and foresee how the evaluation will be developed in order to collect accurate data and information. Stakeholders should know from the beginning what exactly defines the intervention's success or its failure, and track the progress against measurable performance indicators. Often this is only done at the level of presence or absence of outputs, without any analysis of the quality and relevance of such outputs. In many cases, interventions are reported with process indicators, but they say nothing about the outcome of that intervention. Precisely the delivery of outcome indicators is a key element in result-oriented policy design.
- ✓ Allow sufficient time to prepare the ground for the intervention by informing and involving Roma and establishing adequate cooperation with key actors and stakeholders. Interventions should adjust to the initial timing and planning but overall need to adjust and respect the rhythms of the communities by creating a positive relationship that requires sufficient time to build trust.
- ✓ Allow for flexibility, adjustment in the planning and the sequence of actions to increase the potential for success and. Several evaluations have taken note that things usually do not happen as planned and there is the need to be flexible. The implementation, organisation and management plans (internal monitoring, reporting, quality control systems etc.) need to be ready since the beginning and be adapted accordingly.

3.2.3 CAPACITY BUILDING AND QUALITY

Many evaluations have stressed that developing interventions with Roma is often a difficult task that requires some degree of specialisation. **Investments in building capacity** of local administration, civil society and rights holders (general population or target community) is important to foster longer-term change. Capacity building of both civil society (Roma and non-Roma) and local and national administrations has proven to increase the quality of programme implementation and results of interventions. It is important to understand the matter and to capitalize existing knowledge: frequently, state agencies, including schools and universities may not have sufficient skills or experience to reach out to Roma students and parents, and knowledge lies with civil society actors that have been working with Roma. National and international organisations could play a critical role in supporting the capacity building of Roma civil society and institutions. Training on cultural diversity should also be offered to all participants.

Many evaluations report the concern that interventions often cannot **count on the necessary means** to be developed with sufficient quality (e.g. adequate instalments, decent staff salaries and working conditions). Providing adequate funding and ensuring decent working conditions is a prerequisite, of course subject to the needs presented by the intervention's objectives and conditioned to evaluations and demonstration of results; for instance, some evaluations have

insisted that in several cases there is an inertia in interventions repeating annually without any kind of evaluation.

3.2.4 CREATING TRUST

Several evaluations have stressed that Roma interventions are usually developed in difficult circumstances, where it is very important to **build trust among the key stakeholders** in order to foster positive dynamics for the intervention. For instance, at local level the establishment of trust relations between in particular the local authority and Roma community is an essential investment and a key for success. Strong coordination between political and operational level is essential to increase the support for and institutional trust in the intervention. To engage Roma in the intervention requires confidence in the capacity of the community in the project implementation. It is important to build partnerships (e.g. consortiums) with local/regional authorities, local non-profit NGOs, employers, and other relevant stakeholders, who have a long-term presence in the area. Maximise output by creating synergies with other relevant stakeholders working on Roma inclusion or social inclusion and anti-discrimination. Maximise output by closer collaboration and coordination with other actors in the field, including civil society actors.

3.2.5 TERRITORIAL CONTEXT

Several evaluations indicate that an intervention should respond to the territorial needs, in order to benefit not only Roma but the entire local community (win-win process). Furthermore, with the exception of affirmative action programmes, when interventions are focused exclusively on Roma they find more difficulties in being accepted by the local communities. Addressing both Roma and the whole local community to avoid reinforcing prejudice, with the 'explicit but not exclusive approach' is a key principle to follow. Overall interventions should avoid confrontation between Roma and non-Roma.

3.2.6 EU FUNDS

In the reports analysed, the EU is a principal investor in Roma interventions, from small-scale interventions to several large-scale interventions at the national level. Evaluations have noticed that EU funds contribute to the development of Roma interventions that would otherwise not exist or to scaling-up existing interventions; they also activate national public resources as well as public funds, enhance sustainability and retain the investments in the long term. Some desirable criteria when investing EU funds are:

- ✓ Focus EU funds on multidimensional intersectoral Roma integration interventions addressing identified local needs, which meet the expectations of local beneficiaries.
- ✓ Maintain the programming period time so that the social inclusion interventions' implementation can last as long as possible and at least for seven years.
- ✓ Provide sufficient funds, advance payment to reduce pre-financing of interventions, facilitate co-financing and/or cancel the obligation of co-financing of Roma projects by the project implementers.

- ✓ Reduce bureaucracy in the process to facilitate access to the funds and efficient implementation.
- ✓ Make sure that interventions supported with EU money are adopted and integrated in the public policies to make them sustainable.
- ✓ Promote the development of integrated interventions at local level and transversal multisectoral initiatives and programmes under just one operational programme to facilitate coordination (e.g. multifunds or an appropriate combination of various funds).

3.2.7 TRANSPARENCY

In our view, a critical concern today is the lack of clear and transparent information on the money invested in Roma interventions and the results achieved. This allows political institutions and citizens all too easily to draw the conclusion that a lot of money is invested on Roma for little results.

Information on projects and result should be transparently published, yet few interventions have all of this data available publically. For instance, several evaluations have stressed that there is no data available on the website of the organisation or public actor, neither on the costs nor on the achievements of the interventions. This means that spending is not transparent and data on budgets is not available. In many cases even the interviewed public servants do not know exact amounts of spending. This is not only problematic from an effectiveness perspective, but it also perpetuates myths about the very high costs of Roma interventions.

Transparency and public disclosure can mitigate conflicts of interest, for instance in cases where organisations may simultaneously be policy advisors and beneficiaries of resources coming from calls (designed after their own policy advice).

3.2.8 PRIORITISING LARGE-SCALE INTERVENTIONS

Long-term, large-scale interventions need to be better evaluated: from the beginning, applying robust methods, with sufficient data and by independent external evaluators. Monitoring and evaluation of these interventions need to be in place to prove legitimacy and to allow for permanent adjustments and improvements to avoid negative dynamics and inertias. Furthermore, demonstrating the effectiveness of these interventions will facilitate their continuity and expansion, as well as the potential transfer to other contexts.

There is a need for governments to invest in evaluating the **longer term impact of policies and programmes** and their effect on the Roma population from longitudinal and generational perspectives so that policies in the future can be informed with more robust data and knowledge. Longitudinal methodologies will allow for measuring the variation of the interventions, and be more sensitive in understanding the results. In that way programmes and projects could better inform policies.

3.3 LESSONS ON HOW TO EVALUATE ROMA INTERVENTIONS IN THE FUTURE

3.3.1 RECOMMENDATIONS FOR THE EVALUATIONS

Based on the reports analysed, the evaluation team suggest the following recommendations in order to improve the evaluation of policies, programmes and projects:

- ✓ Follow the proven criteria of relevance, effectiveness, efficiency, impact, sustainability, coordination/collaboration, wherever possible.
- ✓ Focus on outcomes and impacts rather than on outputs.
- ✓ Apply different evaluation techniques to allow for triangulation and provide robust conclusions. To provide firm evidence for a causal relationship between an intervention and the observed changes they should make use of counterfactual methods. Planning for the use of counterfactual methods is necessary already during the project design to enable the allocation of sufficient funds for evidence-based randomized control trial within the future project/intervention budgets (see [text box](#) on page 40).
- ✓ Ensure independence of the evaluation, i.e. donors or funding institutions should commission the task to a team of external experts, peers, or inspectors.
- ✓ Be sensitive to issues such as gender by disaggregating information by gender and ensuring that, when monitoring and evaluating, gender-sensitive data/analysis is tracked; to reflect Roma diversity.
- ✓ Be contextualised in the social situation where the interventions occur in order to frame and present results in the relevant context (e.g. urban and economic context, social policies in place, discrimination factors and antigypsyism, etc.), that is to evaluate between the context and think out of the Roma box.
- ✓ Ensure evaluation conditions, for instance, adequate time and means access and collection of data, baseline, and analysis of financing.

3.3.2 CRITICAL CHALLENGES

Governments, both at national and local level have to move to report on **outcome indicators and on the impact** of the interventions to assess if Roma interventions can indeed effectively contribute to closing existing gaps between Roma and non-Roma in education, employment housing, health and access to services and end prevalent discrimination in these areas. A critical challenge is to legitimise expenditure and refute that Roma interventions constitute too much expenditure for little results. It is important to assess where the money goes and who has invested. The EU also has the challenge of demonstrating the results of the money invested in Roma. More efforts should go into in independent external mid-term and ex-post evaluation, in a participatory manner and making use of the lesson learned.

A frequent concern in evaluations and studies is the **lack of robust data** on the situation of Roma at municipal, regional or national level – preferably gender-disaggregated. This hinders monitoring of progress and reporting on outcome indicators. Scarce and unreliable data on the situation of Roma remains a major challenge to ensuring quality in designing and implementing interventions.

Counterfactual Impact Evaluation

In most types of evaluation it is assumed that there is a kind of stability during the intervention with a complete absence of other factors, like maturation or natural evolution. In reality there are these other factors and they may also affect the situation, for better or for worse. This assumption of temporal stability may be acceptable for many evaluation purposes, but it compromises the certainty with which a causal relationship can be claimed between the intervention and the differences in the situation before and after the intervention.

Evaluations that can make causality claims and provide firm evidence regarding the – assumed – causal relationship between an intervention and its results, are the so-called *Counterfactual Impact Evaluations* (CIEs).¹² Properly designed CIEs are the only means to provide robust and reliable evidence on what changes the intervention has achieved. They can verify or reject the assumed causal relationship between an intervention and its (assumed) impacts and rule out other alternative explanations for the observed changes by comparing the observed results to the situation that we would observe if the interventions had not taken place. Applying robust statistical and econometric methods, CIEs estimate the sign and the magnitude of the change caused by the intervention and provide a measure of uncertainty regarding this estimate.¹³

Although CIEs offer a highly informative approach to understanding which interventions work, they are not widely used. This is underscored in this meta-evaluation where only six of the primary evaluations used CIE methods allowing firm conclusions on causality and impact. The evaluations based on such methods are the reports 2, 6, 8, 37, 40 and 64 in Table 2.

Only for these six reports is it justified to use terms of causality (e.g., ‘was caused by’; ‘was affected by...’ the intervention), while results and outcomes in the other reports are described in less outspoken language regarding causality (e.g., ‘being associated’ , or ‘being correlated’ with participation in the programme).

¹² European Commission: Design and Commissioning of Counterfactual Impact Evaluations. A Practical Guidance for ESF Managing Authorities. Luxembourg, Publication Office of the European Union 2013
https://crie.jrc.ec.europa.eu/sites/default/files/documents/CIE_Guidance_EN.pdf

¹³ CIE methods include the randomised or experimental design and various quasi experimental (or non-randomised) designs, for example propensity-score matching, differences in differences, regression discontinuity or instrumental variables method.

To learn what works and what does not, evaluations of Roma inclusion interventions need to be framed in the broader context and current trends in the evolution of social policies. The impression from this meta-evaluation is that Roma evaluations, research and studies should receive more attention from policy makers, but Roma issues are too often analysed without looking at the broader context. There is a risk of biased analysis when policy interest, advocacy purposes or ethnicising of social issues are placed at the centre of the evaluations.

It is important to foresee **who monitors and evaluates** and understand that this is a specific role. Some evaluations insist that it is convenient to have an independent body, board, advisory committee, network leadership which is interested in following and keeping in mind the original goals, with a real say and not just a formal position.

Most of the evaluations in the sample focus on the result of the interventions in the key four fields. Very little can be found in the evaluations on **how mainstream policies are inclusive** to Roma. A few evaluations have been focused on specific thematic issues (e.g. ghettoization, discrimination trends, impact of social policies in the key areas as housing, macro policies on drug addiction and criminality). There is a need of evaluations that **delve deeper into specific issues** to help better understand the root causes of these situations and intervention strategies that are working.

3.3.3 MAKING USE OF EVALUATIONS RESULTS

A rational aspiration for Roma policies is to be **informed and driven by evaluation results**. Frequently the evaluations come at the end of the interventions and are not taken into account for future similar interventions; mid-term evaluations (e.g. in the implementation of ESIF) many times are not taken into account when implementing changes in interventions. Evaluations need to identify the key elements that are working, and outline reasons for failure should be a compulsory reporting element, allowing for effective learning, reflection and redirection of interventions in line with findings.

What applies in other policy areas also applies to policy on Roma inclusion interventions. To ensure that the political issue can fully benefit from a policy, a programme or a project evaluation, the **results should be public, feedback should be communicated** to all relevant stakeholders and **recommendations should be implemented** to inform good policy design, programming and implementation. Implementers of the interventions should understand what the positive outcomes are and why, as well as those with a mixed or negative outcome that need to be reviewed.

ANNEX I: TERMS OF REFERENCE

A meta-evaluation of interventions for Roma inclusion

Background

The situation of Roma in Europe is a cause of concern for the EU. Roma are often exposed to individual and structural discrimination and many of them suffer from social exclusion and poverty.

This is why the situation of the Roma has been the object of major political attention at EU level and increasingly so in the wake of the 2004/2007 enlargement. The Decade for Roma inclusion (2005-2015) marked a coordinated effort by national authorities, international organisations and civil society to address the issue through policy action and support to projects in support of Roma communities. In 2011, the EU Framework for National Roma Integration Strategies, in line with the goals of the Decade of Roma Inclusion, required Member States to submit national Roma integration strategies for the period up to 2020, and to establish National Roma Contact Points (NRCP). The impact of the Framework has recently been the object of a mid-term evaluation (ref).

Nevertheless, progress comes slowly. Indeed, supporting the inclusion of people who have been marginalised and discriminated for centuries is an enormous challenge. The mentioned significant efforts toward the inclusion of the Roma population have sometimes had to come to terms with a widespread sense of dismay regarding the seemingly scarce evidence of success.

Identifying what works and why, as well as the reasons for failure, may be crucial to renew and sustain the efforts. The effectiveness of actions in support of Roma inclusion (either at project or at national, regional or local policy level) has in many cases been evaluated retrospectively. An aggregation of the findings in the various evaluations (or in relevant grey literature, such as reports on results of projects) will provide useful insight to help strategically direct future actions and projects in the most promising and efficient directions.

Against this background the Joint Research Centre (JRC) would like to carry out a meta-evaluation of the findings of a series of relevant project, programme and measures evaluations completed in the past with the help of a small group of recognised experts in the field of policies and projects for social integration and Roma inclusion. The results of such analysis could feed the planned impact assessment on a policy proposal for a post-2020 initiative on Roma inclusion.

Objectives and scope

The purpose of this meta-analysis is to establish a consolidated view of the outcomes of evaluations conducted and completed in the past (initial list in annex), so as to condense knowledge on what works, what does not and why.

The outcome of the meta-analysis should:

- Identify measures and projects with a measurable positive outcome;
- Identify the key elements of the projects and measures that are working, and outline reasons for failure
- Identify contextual and other factors that might promote/hinder the success of Roma integration measures in the EU; (for instance: characteristics of the target group, socio-economic context; roles and features of agents of the projects; working methods etc)
- Make recommendations for the design of future Roma integration interventions (including improvement of evaluating interventions, data needs etc.)

The meta-analysis should cover evaluations in the fields of education, employment, healthcare, housing and non-discrimination/fighting antigypsyism (within and beyond these areas).

The work for the meta-evaluation largely consists of desk research analysis of a number of existing evaluation reports. A suggested list of relevant evaluation reports, focusing on the analysis of direct interventions, is given in the annex to these terms of reference. This list can be adjusted at the discretion of the experts who might be aware of relevant evaluation reports at the national/regional/local level.

The final report will signal the evidence on successful measures as well as lessons learned from policy failures, and present recommendations on how current approaches of implementing projects, programmes and measures should change in order to succeed and demonstrate results. The outcome of the work may provide pragmatic guidance to the Commission for defining key criteria for post-2020 National Roma Integration Strategies (NRIS) and for Member States National Roma Contact Points for drawing up NRIS for the post-2020 period. It may also provide material for exchanges of good practice at transnational, national, regional or local level.

Composition of the group

The JRC, in consultation with other interested DGs, will select the experts from the European Commission's database of independent experts to assist with assignments that include the evaluation of proposals, monitoring of projects, and evaluation of programmes, and design of policy.

The group will be composed of six experts, who have a proven standing in the field of social integration and/or Roma inclusion at project, programme and/or policy level. The selection of experts will take account of geographical/linguistic coverage, as well as complementarity of experience. The JRC will appoint one of the six experts as Coordinator of the group. The Coordinator will help organising and distributing the work among the experts.

Method of work

The group will analyse existing evaluations and will, where possible, assess and weigh the robustness of the evidence given and notably identify what measures work, what don't and why. The annex lists a number of evaluations, commissioned by a range of national and international actors. The list is not exhaustive and should continue to be updated and finalised as a result of preliminary research by the experts.

The Coordinator will organise the distribution and progress of the work. Together with the JRC the coordinator will prepare the meetings, where the experts will first agree on the working method and criteria for the analysis as well as the tools. The Coordinator will also take care of integrating the different pieces of work in a consolidated consistent report.

Each expert produces a written assessment for each evaluation report allocated to him/her based on national/thematic/language expertise following an assessment grid that is agreed during the kick-off meeting.

The Policy Analyst of the Director General of the JRC and his Adviser for Evaluation and Scientific Integrity will assist the group in organising all aspects of the evaluation.

The group coordinator will be the main contact point between the group and the JRC.

The experts will work at their own premises and will meet in Brussels for a one-day central meeting, at the beginning, in the middle and at the end of the exercise. The experts will coordinate among themselves and will be in contact with the Commission during the development phase.

Representatives of relevant policy DG will be invited to help steering the work and the final report during the central meetings at the beginning, in the middle and the end of the exercise.

Deliverable and milestones

The deliverable is one final report written in English (edited by a native speaker) with the main text counting not more than 30 pages - including an executive summary, excluding annexes. It presents a meta-evaluation of the identified set of evaluation reports accompanied by a set of fact-based conclusions. The group ensures a high-quality report, factual and free of political bias.

The JRC will make the final report available to the policy departments of the European Commission, and to the network of National Roma Contact Points. If appropriate, the experts will be asked to present their results in meetings with Commission officials, National Roma Contact Points and Managing Authorities.

The recommendations of the report will be offered as guidance for the planning of future Roma-targeted integration measures. The findings may also be used in a more general JRC report on available methods and technical tools for support and addressing Roma integration. The results may also be used to improve the collection of data / evidence by the national Roma contact points. In fact, the comparison of the methodological approaches in the different evaluations, including the analysis of possible problems encountered by the evaluators in their assessments, might provide some lessons on data collection and processing that can benefit future evaluations.

The indicative milestones are as follows. The meta-evaluation will start as soon as possible after signature of contracts. The target date for the kick-off meeting is February 2019 with as main goal to agree on the detailed workings of the group and the precise dates of the milestones. The draft meta-evaluation report should be presented by the end of April 2019. The final deliverable is expected in May or within four months after the kick-off meeting.

ANNEX II: SET OF REPORTS REVIEWED FOR THE META-EVALUATION

The JRC prepared the initial list of thirty-eight evaluation reports after a search for ‘classic’ evaluations commissioned by a range of national and international actors, in the fields of Roma education, employment, healthcare, housing and discrimination/fighting antigypsyism.

The list was updated with additional reports provided by the experts at the beginning and during the process of evaluation. Criteria for selecting the reports to be evaluated included:

- Systematic evaluations of Roma interventions. Some reports or studies that are not evaluations were included along the process when relevant information was missing in some fields.
- Public reports accessible online.
- From 2005 onwards, though a few began in years prior to 2005.
- Available in English, except for some reports that were in Slovak, Czech, Italian and Bosnian.
- Provide some useful information for the purpose of this exercise.

Eventually we expanded the set of evaluations and added a few evaluative studies of distinct examples to supplement a deficiency of reports in some fields of intervention. The final set had sixty-four reports for closer inspection. Both the selection criteria and the composition of the final set of sixty-four reports are specified in Annex II: Set of reports reviewed for the meta-evaluation. Table 2 below presents a list of all reports analysed for the purpose of this meta-evaluation.

TABLE 2: REPORTS ANALYSED

	Report	Intervention	Year	Lg.	Area of intervention	Other areas
1	Abdikeeva, A. and Covaci, A. (2017). The Impact of Legal Advocacy Strategies to Advance Roma Health: The Case of Macedonia. Health and Human Rights Journal, Vol.19/2. Available at: https://www.hhrjournal.org/2017/12/the-impact-of-legal-advocacy-strategies-to-advance-roma-health-the-case-of-macedonia/	Legal advocacy strategies programme to advance Roma health	2017	EN	Health	Roma empowerment, advocacy, strategic litigation
2	Adamecz, A. et al. (2013). Roma Inclusion and Impact Evaluation of Two Mainstream EU-funded Active Labour Market Programmes. Budapest Institute for Policy Analysis, Budapest. Available at: http://budapestinstitute.eu/uploads/OSI_eval_20131018.pdf	Active labour market programmes	2013	EN	Employment /economic inclusion	
3	Allen, R., O’Connor, S., Petanovic, M. and Bitu, N. (2012). Thematic Evaluation on IPA Support to Roma Communities Final Report (Service Contract No. 2014/344098/1). Available at: http://publications.europa.eu/resource/cellar/d2cc11f8-e10a-11e5-8a50-01aa75ed71a1.0001.03/DOC_1	IPA Support to Roma Communities	2012	EN	Roma inclusion (general)	Including return and reintegration of refugees & displaced persons
4	Anger, J. et al. (2013) for SIDA: Outcome Assessment and Lessons Learnt from Swedish Development Cooperation with Macedonia (1999–2012). Available at: https://www.romaeducationfund.org/sites/default/files/publications/outcome_assessment_macedonia_2012-sida.pdf	Roma education programme	2013	EN	Education	
5	Audy, R, et al. 2013. Kiutprogram social microcredit program : case study (English). Washington, DC; World Bank. Available at: http://documents.worldbank.org/curated/en/710371468023347696/Kiutprogram-social-microcredit-program-case-study	Kiutprogram (‘Way-out’)	2013	EN	Employment /economic inclusion	
6	Battaglia, M. and Lebedinski, L. (2015). Equal Access to Education: An Evaluation of the Roma Teaching Assistant Program in Serbia, World Development Vol. 76, pp. 62–81 . Available at: https://sites.uclouvain.be/econ/DP/IRES/2014021.pdf	Roma Teaching Assistant Programme	2015	EN	Education	
7	Battagliani, M. (2017). A mixed-methods evaluation of Roma health mediation. A Bulgaria case-study. Available at: http://publicspherejournal.com/wp-content/uploads/2017/03/PSJ17_Article01.pdf	Roma health mediator programme in Bulgaria	2017	EN	Health	Non-discrimination

8	Bejenariu, S. (2015). Determinants of Health Capital at Birth: Evidence from Policy Interventions. Available at: https://qupea.ub.gu.se/bitstream/2077/38620/1/qupea_2077_38620_1.pdf	Roma health mediation programme in Romania	2015	EN	Health	Education, public health education
9	Bejenariu, S. and Mitrut, A. (2014). Bridging the Gap for Roma Women: The Effects of a Health Mediation Program on Roma Prenatal Care and Child Health. Working Papers in Economics No. 590. School of Business and Economics and Law at University of Gothenburg. Available at: https://qupea.ub.gu.se/bitstream/2077/35659/3/qupea_2077_35659_3.pdf	Roma Health Mediation programme in Romania	2014	EN	Health	Gender
10	Belak, A. et al. (2017). How Well Do Health-Mediation Programs Address the Determinants of the Poor Health Status of Roma? A Longitudinal Case Study. Available at: https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5750987/pdf/ijerph-14-01569.pdf	Health Mediation Programmes in Slovakia	2017	EN	Health	Employment, housing
11	Bojadjieva, A. and Kushen, R. (ed). (2014). Decade Intelligence Report Factors for success or failure of Roma inclusion projects. Decade of Roma Inclusion Secretariat Foundation. Available at: http://presenciaqitana.org/Decade%20Intelligence%20Report%20FINA%20L.pdf	Roma inclusion projects	2014	EN	Roma inclusion (general)	
12	Cace, S., Preda, M and Duminica, G. (2006). Evaluation of Programmes Targeting Roma Communities in Romania. Report, 'Impreuna' Agency for Community Development and UNDP Romania, Cluj-Napoca. Available at: https://erc.undp.org/evaluation/documents/download/503	Roma inclusion programmes	2006	EN	Roma inclusion (general)	Housing, education, healthcare, employment.
13	Carrera, S., Rostas, I. and Vosyliūtė L. (2017). Combating Institutional Anti-Gypsyism Responses and Promising Practices in the EU and Selected Member States. Brussels: CEPS. Online. Available at: https://www.ceps.eu/ceps-publications/combating-institutional-anti-gypsyism-responses-and-promising-practices-eu-and-selected/	Antigypsyism policies	2017	EN	Antigypsyism	
14	CREDA Consulting, EEA. (2013). Study on Roma Inclusion under the EEA and Norway Grants - final report, 2013. Available at: https://eeagrants.org/content/download/7849/93870/version/3/file/ROMA+INCLUSION+STUDY+REPORT+FINAL.pdf	Roma inclusion programmes funded by EEA Norway Grants	2013	EN	Roma inclusion (general)	
15	Devine, V., Mijačić, D. and Twomey, P. (2013). Final Evaluation of the European Roma Rights Centre 2012 - 2013. Final Report. SIDA Decentralised Evaluation 2014:3. Available at: https://www.sida.se/contentassets/6b90b91eb862430b857869b1c1722e2c/final-evaluation-of-the-european-roma-rights-centre-2012---2013---final-report_3726.pdf	Roma Rights Centre advocacy programme	2013	EN	Advocacy	Antigypsyism
16	Erudio s.r.o. (2015). Evaluation of the project 'Community on its Way to Prosperity'. Final evaluation report. Available at: https://romasocialinclusion.files.wordpress.com/2015/04/sk_evaluation_community_project.pdf	Community on its way to prosperity	2015	EN	Education	Health, financial literacy, personal development, employment
17	Escobar-Ballesta, M., García-Ramírez, M. and De Freitas, C. (2018). 'Taking Stock of Roma Health Policies in Spain: Lessons for Health Governance'. Available at: https://www.researchgate.net/publication/323638322_Taking_stock_of_Roma_health_policies_in_Spain_Lessons_for_health_governance	Roma health policy	2018	EN	Health	
18	EU Fundamental Rights Agency. (2018). Working with Roma: Participation and empowerment of local communities. Local Engagement for Roma Inclusion (LERI) - Multi-Annual Roma Programme. Available at: https://fra.europa.eu/en/publication/2018/empowering-roma	Local Engagement for Roma Inclusion research project	2018	EN	Roma inclusion (general)	Needs based on local community level
19	EuRoma. (2014). How to Monitor and Evaluate Roma-Related Initiatives under Structural and Investment Funds Reinforcing Policy Learning for Roma Inclusion. Brussels / Madrid. Online https://www.euromanet.eu/euroma-pub/reports-and-guides/how-to-monitor-and-evaluate-roma-related-initiatives-under-structural-and-investment-funds/	Roma inclusion policies and interventions	2014	EN	Roma inclusion (general)	
20	Gábor, B. et al. (2016). Evaluation of the Sure Start (Biztos kezdet) program. HÉTFÁ Kutatóintézet. Available at: http://hetfa.hu/wp-content/uploads/hetfa_biztoskezdet_zarotanalmany0210.pdf	Sure Start Programme Hungary	2016	HU	Education	ECEC, Roma community development, health, social services
21	Garaz, S., Pupovac, D., Demir, M. and Kuzmano, R. (2015). The role of the Roma health scholarship program (RHSP) in the academic and professional trajectory of its beneficiaries. A tracer study. Roma Education Fund. Available at: https://www.romaeducationfund.org/sites/default/files/publications/rhsp_tracer_study_2015.pdf	Roma Health Scholarship Programme	2015	EN	Education	Health

22	Georgiadis, F., Nikolajevic, D. van Driel, B. (2011). Research Note: Evaluating a Project on Roma Education'. (International Association of Intercultural Education. Available at: https://www.researchgate.net/publication/232968529_Evaluating_a_project_on_Roma_education	INSETRom - Teacher-IN-Service-Training-for-Roma-inclusion project	2011	EN	Education	
23	Hammer, J. M. (2016). Analysis of the affirmative measures in the field of education of Roma and recommendations for improvement of measures. TIM. Available at: http://socijalnoukljucivanje.gov.rs/wp-content/uploads/2016/07/Analiza-primene-afirmativnih-mera-u-oblasti-obrazovanja-Roma-i-Romkinja-i-preporuke-za-unapredjenje-mera.pdf	Affirmative action policy in Serbia	2016	BA	Education	
24	Hojsík, M. (2010). REF-Supported projects in Slovakia for preventing/reversing segregation of Romani children in Special Education. External Evaluation. Available at: http://www.romaeducationfund.hu/sites/default/files/publications/comparative_evaluation_sk_-_english.pdf	REF supported project in Slovakia on educational segregation of Roma children	2010	EN	Education	
25	Iren, G. M. (2009). The Inclusion of Roma Students in Secondary Schools in AP Vojvodina. Roma Education Fund. Available at: http://www.romaeducationfund.org/sites/default/files/publications/external_evaluation_secondary_scholarships_in_ap_vojvodina.doc	Secondary school scholarship and mentorship programme in Vojvodina, Serbia	2009	EN	Education	-
26	Ivan, C. M and Radu, R. G. Roma Education Fund/Resource Center for Roma Communities Foundation (2011). Evaluation of the 'Support for High School Roma Students in Romania'. Available at: http://www.romaeducationfund.org/sites/default/files/publications/report_en_final_updated_2011.pdf	Support for High School Roma Students in Romania	2011	EN	Education	
27	Jansky, P. Kubiková, M. and Zapletalová, L. (2015). Output of the project 'System Support for Inclusive Education in the Czech Republic' Budgetary contexts of Roma education. Available at: http://inkluzie.upol.cz/ebooks/analiza/analiza-19.pdf	System support to inclusive education	2015	CZ	Education	
28	Kósa, K., Molnár, A., McKee, M. and Ádány, R. (2007). Rapid health impact appraisal of eviction versus a housing project in a colony-dwelling Roma community. Journal of Epidemiology & Community Health, 61, 960-965. Available at: https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2465611/	Housing project in a colony dwelling in Hungary	2007	EN	Housing	Health, community development
29	Laat, J. (2012). Reducing vulnerability and promoting the self-employment of Roma in Eastern Europe through financial inclusion (English). Washington, DC: World Bank. Available at: http://documents.worldbank.org/curated/en/157071468249644850/pdf/723310WPOP127200financialinclusion.pdf		2012	EN	Employment /economic inclusion	
30	Lannert, J. and Garaz, S. (2014). The Academic and Professional Trajectory of REF's Law and Humanities Scholarship Program Student - Beneficiaries. Roma Education Fund. Available at: http://www.romaeducationfund.org/sites/default/files/publications/academic_study_ref_2014_0.pdf	Law and Humanities scholarship programme (LHP)	2014	EN	Education	
31	Lever, J. (2012) A report into the impact of multi-agency work supporting Roma children in education. Research Report. BHA for Equality in Health and Social Care, Manchester, UK. Available at: http://eprints.hud.ac.uk/id/eprint/18863/1/Leverroutes_report_030113.pdf	Roma education programmes	2012	EN	Education	
32	Messing, V. (2013): Active Labour Market Policies with an Impact Potential on Roma Employment in five countries of the EU. NEUJOBS Working Paper No.19.2. Available at: http://pdc.ceu.hu/archive/00006841/01/cps-working-paper-neujobs-d19-2-active-labor-market-policies-2013.pdf	Roma labour inclusion policies	2013	EN	Employment /economic inclusion	
33	Messing, V. and Bereményi, B. A. (2016). Is ethnicity a meaningful category of employment policies for Roma? A comparative case study of Hungary and Spain, Ethnic and Racial Studies. Available at: http://dx.doi.org/10.1080/01419870.2016.1213402	Roma employment policies	2016	EN	Employment /economic inclusion	
34	Milcher, S. and Zigova, K. (2005). The Impact of Social Policies on Self-Reliance Incentives for Roma in Central and Eastern Europe. Ekonomika 2005 69, p 1392-1258. Available at: https://www.researchgate.net/publication/228389176_The_Impact_of_Social_Policies_on_Self-Reliance_Incentives_for_Roma_in_Central_and_Eastern_Europe	Social Policies on Self-Reliance Incentives for Roma	2005	EN	Empowerment	
35	Molnár, A. et al. (2012). Health impact assessment of Roma housing policies in Central and Eastern Europe: A comparative analysis, Environmental Impact Assessment Review, February 2012, Volume 33/1, p. 7-14. Available at: https://www.researchgate.net/publication/255795197_Health_impact_assessment_of_Roma_housing_policies_in_Central_and_Eastern_Europe_A_comparative_analysis	Roma housing policies	2012	EN	Housing	Health

36	Molnár, Á., Ádány, R., Ádám, B., Gulis, G. and Kósa, K. (2010). Health impact assessment and evaluation of a Roma housing project in Hungary. Health and Place, Volume 16/6, November 2010, p. 1240-1247. Available at: https://doi.org/10.1016/j.healthplace.2010.08.011	Roma housing project	2010	EN	Housing	Education, employment, social services, health care
37	Open Society Foundation (Kurt Lewine Foundation). (2011). Evaluation Research of Romaversitas Hungary, 2011. Available at: http://romaeducationfund.org/publications/monitoring-research-romaversitas-foundation-2011	Romaversitas project Hungary	2011	EN	Education	
38	OSCE (2014). Best Practices for Roma Integration, Regional Report on Housing Legalization Settlement Upgrading and Social Housing for Roma in the Western Balkans. Available at: https://www.osce.org/odihr/115737?download=true	Housing Legalisation, Settlement Upgrading and Social Housing in Western Balkans	2014	EN	Housing	
39	OSCE. (2014). Existing models of housing improvement for Roma Social and affordable housing solutions for Roma and vulnerable population in Serbia https://www.osce.org/serbia/118794?download=true	Roma housing solutions/housing model interventions	2014	EN	Housing	
40	Páčová, A., Bittnerová, D., Franke, H., Rendl, M. and Smetáčková, I. (2018). School and Extracurricular Educational Activities of Pupils from Excluded Localities, Charles University - Pedagogical faculty, 340 pages, ISBN: 978-80-7603-002-2. Available at: https://cupress.cuni.cz/ink2_ext/index.jsp?include=podrobnosti&id=408317	School and Extracurricular Educational Activities for Pupils from Excluded Localities project	2018	CZ	Education	Housing, employment, social assistance
41	Pamporov, A. (2016). Local Engagement for Roma Inclusion (LERI) - Multi-Annual Roma Programme. Locality study Bulgaria, Stara Zagora. EU Fundamental Rights Agency. Available at: https://fra.europa.eu/sites/default/files/fra_uploads/local-engagement-roma-bulgaria-stara-zagora_en.pdf	FRA LERI programme: Local engagement for Roma inclusion in Stara Zagora (Bulgaria)	2016	EN	Housing	Non-discrimination
42	PITIJA. (2015). Roma inclusion study, 2015. Available at: https://eeagrants.org/Media/Files/Evaluations-and-reviews/Roma-Inclusion-Study-final-report	Roma inclusion programmes funded by EEA Norway Grants	2015	EN	Empowerment	
43	Rauchberger, C. et al. (2017). Breaking the Cycle of Exclusion through Early Childhood Development and Education in the former Republic of Macedonia, Serbia and Albania UNICEF. Available at: https://www.unicef.org/evaldatabase/files/Evaluation_Report_-_Breaking_the_cycle_of_exclusion_for_Roma_children_through_ECD_and_Education_Albania_2017-001.pdf	Breaking the cycle of exclusion for Roma children through ECEC project	2017	EN	Education	ECEC, health
44	Roma Civil Monitor. (2018). 'Synthesis Report on the Implementation of the EU Framework for National Roma Integration Strategies in Bulgaria, Czech Republic, Hungary, Romania and Slovakia'. (March):80. Available at: https://cps.ceu.edu/sites/cps.ceu.edu/files/attachment/basicpage/3034/r-cm-civil-society-monitoring-report-1-synthesis-cluster-1-2017-eprint-fin.pdf	Roma inclusion policies	2018	EN	Roma inclusion (general)	
45	Roma Education Fund and the GALLUP Organisation Romania. (2009). Analysis of the impact of affirmative action for Roma in high schools, vocational schools and universities. Working Paper № 3. Available at: http://www.romaeducationfund.hu/sites/default/files/publications/qallu_p_romania_english.pdf	Affirmative action policy in Romania	2009	EN	Education	
46	Roma Education Fund. (2008). External Evaluation of the Support for Roma High School Students in Romania (REF RO 033) . Available at: http://www.romaeducationfund.org/sites/default/files/publications/pza_conf_cluj_11dec2008_final.ppt	Roma High School Student Support project	2008	EN	Education	
47	Roma Education Fund. (2009). External evaluation report of REF supported project in Serbia entitled 'Functional Basic Education of Adult Roma'. Available at: https://www.romaeducationfund.org/sites/default/files/publications/ser_005_final_evaluation_report_-_fbear_project.pdf	Functional Basic Education of Adult Roma project	2009	EN	Education	Empowerment
48	Roma Education Fund. (2012). External Evaluation of REF-supported Project in Macedonia 'Scholarship, Mentoring and Tutoring for Secondary Roma students', 2012 - 2012. Available at: http://www.romaeducationfund.org/evaluations	Roma Secondary student Scholarship, Mentoring & Tutoring project	2012	EN	Education	
49	Roma Education Fund. (2013). Evaluation of DILS training and grant programs for inclusive education, 20. Available at: http://www.romaeducationfund.org/sites/default/files/publications/dils_moestd_final_evaluation_report_-_dec_2013.pdf	Inclusive education programmes	2013	EN	Education	
50	Roma Education Fund. (N.D.). External Evaluation of Integrated and Inclusive Educational Programs and School Desegregation Measures for Roma Children. Available at: http://www.romaeducationfund.org/sites/default/files/publications/monitoring_ref_ro_044_final_report_02.pdf	Inclusive education programmes	N.D.	EN	Education	

51	Rosen, A. et al. (2013). 'A Good Start (AGS) : scaling-up access to quality services for young Roma children : case study of the Roma Education Fund Pilot Project'. Washington, DC: World Bank. Available at: http://documents.worldbank.org/curated/en/157601468299078947/A-Good-Start-AGS-scaling-up-access-to-quality-services-for-young-Roma-children-case-study-of-the-Roma-Education-Fund-Pilot-Project	A Good start Programme	2013	EN	Education	Health, social affairs
52	Rostas, I. (2010). Evaluation of the Roma Access Program at the Central European University. Roma Education Fund. Available at: http://www.romaeducationfund.org/sites/default/files/publications/rap_evaluation_draft_report_final_0.doc	Roma Access Programme at the Central European University	2010	EN	Education	
53	Rostas, I. (2011). Roma Health Scholarship Program in Romania. Evaluation Report 2008-2009. Available at: http://www.romaeducationfund.org/sites/default/files/publications/rhsp_evaluation_report_romania_2013.doc	Roma Health Scholarship Programme Bulgaria	2011	EN	Health	Education
54	Rusnakova, J. (2015). Evaluačná správa Národný projekt Komunitné Centrá. Available at: https://www.ia.gov.sk/data/files/np_kc/Dokumenty/V_stupy/Evaluacna_sprava_november_NP_KC_fin.pdf	Nation-wide projects of community centres in Slovakia	2015	SK	Employment /economic inclusion	Education, social work
55	Sacheva, D. (2011). The Roma Health Scholarship Program 'Leadership in Health: A Generation of Professionals in the Health Care System'. Bulgaria Evaluation Report 2009-2010.	Roma Health Scholarship Programme Bulgaria	2011	EN	Health	Education
56	Santiago, L. (2012). Leaving the slums behind: measuring the impact of IRIS pro-integration housing program, December 2012 – Policy Report. Available at: http://goodpracticeroma.ppa.coe.int/sites/default/files/iris_policy_report_-_osf_and_decade_0.pdf	IRIS pro-integration housing programme	2012	EN	Housing	Int. approach; social services; education; financial management
57	Skobla, D. et. al. (2015). Uncertain impact: Have the Roma in Slovakia benefitted from the European Social Fund? Findings from an Analysis of ESF Employment and Social Inclusion Projects in the 2007 – 2013 Programming Period (UNDP, Bratislava 2015). Available at: https://www.researchgate.net/publication/296483716_Uncertain_impact_Have_the_Roma_in_Slovakia_benefitted_from_the_European_Social_Fund_Findings_from_an_Analysis_of_ESF_Employment_and_Social_Inclusion_Projects_in_the_2007_-_2013_Programming_Period	Roma employment and social inclusion projects	2015	EN	Employment /economic inclusion	Roma inclusion (general)
58	Škobla, D., Grill, J. and Hurrle, J. (2016). Exploring Field Social Work in Slovakia. Evaluation of the Programme funded by the European Social Fund in 2007-2013 (Bratislava: Implementation Agency of the Ministry of Labour, Social Affairs and Family of the Slovak Republic). Available at: https://www.ia.gov.sk/data/files/np_tsp/Evaluacia_TSP_na_Slovensku_2007-2013_final.pdf	Field social work programme in Slovakia	2016	SK	Employment /economic inclusion	Education, housing
59	Stanculescu, M, and Marin, M. (2012). Helping the Invisible Children. Evaluation Report, UNICEF Romania. UNDP. Available at: http://www.unicef.org/evaldatabase/files/2011_Romania_-_Evaluation_report_Helping_the_invisible_children.pdf	Child protection programme (community based services)	2012	EN	Child protection	Social services
60	Tonk, G, et al. (2017). The Role of participatory approach in reducing social vulnerability. The example of a social intervention aiming at re-housing of families belonging to a marginalised Roma community. Romanian Journal of Economics, Institute of National Economy, vol. 44(1(53)), pages 95-106- Available at: http://www.revecon.ro/articles/2017-1/2017-1-8.pdf	Making the most of EU Funds for Sustainable Housing and Inclusion of Disadvantaged Roma (model project preparation)	2017	EN	Housing	Empowerment
61	UNICA. (2016). Progetto nazionale per l'inclusione e l'integrazione dei Bambini rom, sinti e Caminanti Rapporto finale seconda annualità 2014-2015 https://www.minori.it/sites/default/files/Quaderno_60_0.pdf	Education inclusion project	2016	IT	Education	ECEC
62	Velkovski, Z. Open Society Foundation. (2011). – External Evaluation of Romaversitas in Macedonia 2011. Available at: http://romaeducationfund.org/publications/external-evaluation-romaversitas-macedonia-2011	Romaversitas project Macedonia	2011	EN	Education	
63	The World Bank. (2012). Toward An Equal Start: Closing The Early Learning Gap For Roma Children In Eastern Europe. Available at: http://documents.worldbank.org/curated/en/843991468251107542/pdf/697290WP00PUBL00RomaECD0FinalReport.pdf	Early education policy	2014	EN	Education	ECEC, Labour market inclusion, empowerment
64	World Bank. (2017). Supporting disadvantaged children enter kindergarten: experimental evidence from Bulgaria (English). Washington, D.C.: World Bank Group. Available at: http://documents.worldbank.org/curated/en/847901497276242862/pdf/116056-REVISED-JUNE13-Supporting-Disadvantaged-Children-en.pdf	Roma inclusion in ECEC programme	2017	EN	ECEC	Education

ANNEX III: GEOGRAPHICAL DISTRIBUTION OF THE INTERVENTIONS ANALYSED

Table 3: Number of programmes, projects and policies per country.

Country	Programmes	Projects	Policies	Total	Percentage of interventions by country
Romania (RO)	10	8	6	24	17 %
Hungary (HU)	5	5	6	16	11 %
Bulgaria (BG)	6	3	5	14	10 %
Slovakia (SK)	3	7	4	14	10 %
Serbia (RS)	6	4	1	11	8 %
Czechia (CZ)	3	2	4	9	6 %
Macedonia (MK)	3	6		9	6 %
Spain (ES)	2	2	4	8	6 %
Italy (IT)	1	3	1	5	4 %
United Kingdom (UK)	1	2	1	4	3 %
Greece (EL)		2	1	3	2 %
Slovenia (SI)	1		2	3	2 %
Albania (AL)		2		2	1 %
Austria (AT)		1		1	1 %
Bosnia And Herzegovina (BA)		1		1	1 %
Croatia (HR)	1	1		2	1 %
Cyprus (CY)		1		1	1 %
Finland (FI)		1		1	1 %
France (FR)		1		1	1 %
Germany (DE)			1	1	1 %
Kosovo (XK)			1	1	1 %
Lithuania (LT)			1	1	1 %
Moldova	1			1	1 %
Montenegro (ME)		1	1	2	1 %
Poland (PL)	1			1	1 %
Russia (RU)		1		1	1 %
Sweden (SE)			1	1	1 %
The Netherlands (NL)		1		1	1 %
Turkey	1			1	1 %
Ukraine	2			2	1 %
TOTAL	47	55	40	142	100 %

ANNEX IV: KEY DATA AND ANALYTICAL FINDINGS

- Sixty-four reports have been analysed including information from 30 countries encompassing more than 140 interventions. The majority of interventions are developed at national and local level.
- Most of the interventions reported in the evaluations began in the previous decade (56 %), with very few in recent years (only 2 % after 2014).
- Many of the interventions have been working for more than ten years (36 %) and more than 50 % are still on going.
- Only 44 % of the evaluations report on the budget. The scale of interventions varies and from those reporting 44 % reported more than EUR 10 million.¹⁴
- 78 % were external evaluations, 14 % were internal evaluations and 8 % no conclusive information on this.
- International institutions or organisations ordered 64 % of the evaluations; national (public) institutions ordered very few of them.
- 71 % of the interventions were implemented by civil society (38 %) and public authorities (33 %).
- 75 % of the interventions follow a targeted approach, either exclusive to Roma (40 %), either explicit but not exclusive (35 %).
- 85 % of the evaluations analysed involved Roma in the evaluation process as beneficiaries of interventions through opinion surveys, interviews or focus groups.
- Looking at the five different areas, by far the most evaluations are in the field of education
- Few reports provide information on the gender perspective of the interventions and less than a third provides data on the number or share of women beneficiaries.
- In more than half of the report reliable baseline data are missing, which seriously undermines the robustness of the methods and conclusions.
- Few interventions follow an integrated approach.
- Few reports provide information on the involvement of Roma in the interventions and when it is there, it often concerns involvement at the implementation stage.

Basic information on the interventions evaluated

The sixty-four reports analysed cover more than 140 interventions, about equally distributed over policies, programmes and projects. This includes interventions developed in 30 countries, mainly from RO, HU, BG, SK, SI, RS, MK and CZ. Some of the reports evaluate several policies, programme or projects at the same time. [Annex III: Geographical distribution of the interventions analysed](#), gives more information on the share of interventions per country. The reports analysed cover different levels of intervention, with the majority at national (58 %) and local level (34 %), see [Figure 1](#) for more detail.

¹⁴ It is noted that many of these budget estimations are referring to an aggregation of different interventions in a number of countries over a number of years.

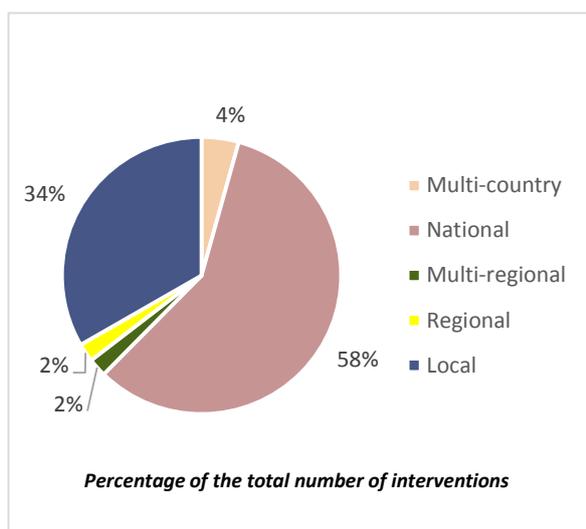


FIGURE 1 LEVEL OF INTERVENTIONS ANALYSED

An important detail is that the distribution of the reports across the different areas is rather uneven. No exact distribution numbers can be mentioned for this also because many reports address more than one intervention. Nevertheless, for the 64 reports our rough estimate is that around 2 in 5 reports address interventions in the field of education. For each of the areas of employment, housing and health this ratio is around 1 in 8, while less than a handful of the reports is about interventions explicitly on antigypsyism.

The type of activities depends on the field of intervention.

Education interventions focus on: educational support for Roma students (including the provision and training of Roma teaching assistants), scholarship and mentoring of Roma students at secondary and tertiary level, support to university preparation, capacity

building of teachers and schools, support to parents in accessing primary education and ECEC (including financial support, advocacy work and affirmative action measures for Roma school enrolment).

Employment interventions focus on targeted social service provision, general and vocational training, research on Roma labour market inclusion needs and financial inclusion needs and the provision of microloans.

Health interventions centre around providing and training Roma health mediators, advocacy strategies to improve Roma health, scholarships and mentorships in health education and studies on Roma health needs and health impact assessments of Roma housing projects.

Housing interventions mainly relate to providing social support to integration processes, housing and infrastructure improvements and research as a preparatory action for future interventions.

Some interventions aim to cover several fields while very few follow an integrated approach addressing all dimensions at local level.

More than half of the 64 reports do not provide information on the total budget of the relevant interventions. The scale of interventions with this budget information is rather irregular: 30 % has a budget under EUR 1 million, 23 % from EUR 1 - 5 million, 3 % from EUR 5 - 10 million and 44 % over EUR 10 million. The duration of the interventions also greatly varied:

- Beginning date: 10 % before 2000; 25 % between 2000 and 2005; 34 % between 2006 and 2010; 19 % between 2011 and 2014; 2 % between 2015 and 2019; 10 % with not specified/unknown
- Duration: 2 % less than a year; 3 % one year; 5 % two years; 12 % three years; 3 % four years; 22 % five years or more; 14 % ten years or more; 15 % fifteen years or more; 7 % twenty years or more; 17 % not specified
- Continuity of interventions: 51 % ongoing, 17 % ended, 32 % not specified.

Actors involved and organisational setup

As shown in [Figure 2](#) most interventions were implemented by civil society (38 %) and public authorities (33 %), though some were also implemented by academic bodies and international bodies (e.g. UNDP, FRA, World Bank, OSCE) and a small percentage by private or church-based bodies. Many interventions were also

implemented by a combination of these bodies (17 %), especially between public authorities at different levels and civil society.

Almost half of the reports analysed do not provide information on whether or not Roma were involved in the designing, implementing or monitoring of the intervention. However, of those with this information, 85 % of the evaluations analysed involved Roma in the evaluation process, but the majority involved Roma as beneficiaries through opinion surveys, interviews or focus groups. Some also included Roma NGOs in forums and stakeholder platforms and five interventions counted on Roma in their evaluation teams or in the evaluation planning process.

Target group and beneficiaries

The profile of beneficiaries varies according to the fields of interventions: in education most of the interventions focus on children but also many of them focus on the adults, families or teachers. Interventions in the field of unemployment tend to focus on Roma youth, while many in the area of health focus on women or the whole Roma population. Some interventions focus on non-national (EU-mobile and third country) Roma.

Most of the interventions analysed (75 %) followed a targeted approach, either being explicit and exclusive to Roma (40 %) or explicitly addressed to Roma while working with other people in similar circumstances or living in the same areas (cf. Figure 3). Of the interventions that were neither explicit not exclusive, many focus on disadvantaged neighbourhoods where there were Roma communities among others and were focused on specific groups such as those who have not completed compulsory primary education.

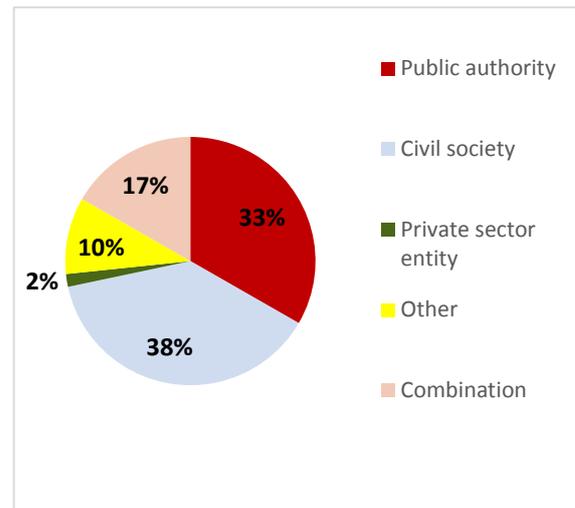


FIGURE 2 IMPLEMENTING BODIES OF THE INTERVENTIONS

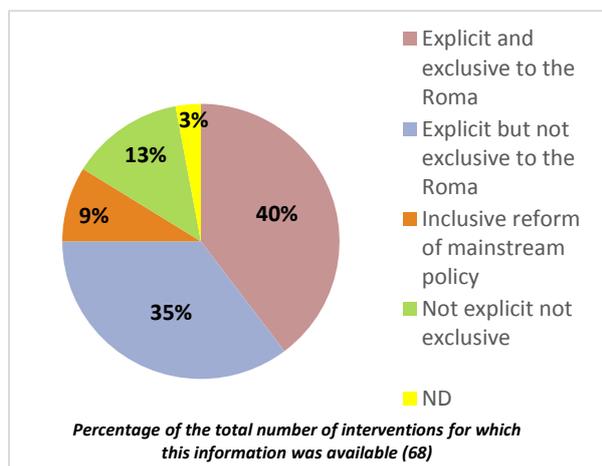


FIGURE 3 REPORTS BY LEVEL OF EXCLUSIVITY

Half of the reports did not have available data on the share of Roma beneficiaries. In those that had, beneficiaries were all Roma for 95 % of the interventions. In 4 % of the interventions less than 20 % of beneficiaries were Roma.

Only two of the reports specifically identified Roma women amongst the target groups. Twenty-six per cent of the reports had no information on whether the interventions had a gender approach or not. Of those that had this information available only 16 % included a gender perspective, compared to 84 % which did not include it. Of all the interventions less than a third provided data on the number or share of women beneficiaries, despite some of these interventions having a gender aspect.

Evaluating the evaluations

Eighteen per cent of all report analysed did not contain information on the organisation that ordered the evaluation. Of those with this information available, 64 % of the evaluations were ordered by international organisations - predominantly the European, as well as the World Bank, OSCE, FRA, OSF, ADA, UNDP and

CEPS - and several in education by the Roma Education Fund, 13 % by national public institutions, 9 % by national NGOs and 13 % by universities. Few evaluations in the sample were commissioned by national public institutions. This maybe a consequence of the language in which they are written.

An element that hinders the quality of the evaluations in many cases is that there are no reliable baseline data on the situation of the target group, neither in the form of existing statistical data, nor as data collected as part of the intervention. This means that there is no reference that would allow for any reliable comparison with the data collected after the intervention. In the absence of such basic data it is not all possible to apply counterfactual methods and hence only in a very small number (6) of the reports can we be sure about the causality between the intervention and the observed changes.

Another matter of concern is who monitors and evaluates. It is very important to have an independent body, board, advisory committee, network leadership which follow and keep in mind the original goals and evaluate the intervention independently and with the necessary methodological expertise.

TABLE 4: MAIN CHARACTERISTICS OF THE ANALYSED EVALUATIONS

Type of evaluation	
Internal or external evaluation	14 % internal evaluations 78 % external evaluations 8 % no conclusive information
Mid-term or ex-post	38 % mid-term evaluations 48 % ex-post evaluations 11 % other types, including some as a combination of both and others constituting final reports or preparatory reports/evaluations 3 % no conclusive information
Counterfactual or other	~13 % counterfactual evaluations ~87 % other types of evaluations. The most common of these were mixed methods, often combining qualitative and quantitative methods (e.g. surveys, economic calculations, sociometrics, interviews, document analysis)

ANNEX V: ANALYSIS CRITERIA

The reports were analysed using the following evaluation grid.

TABLE 5: EVALUATION GRID (ANALYSIS CRITERIA)

	Measure evaluated	<i>Roma integration measures targeted on the Roma population in the EU Member States since 2005.</i>	Programme
INTERVENTION: BASIC INFORMATION	Title		
	Country/Countries	<i>Please specify.</i>	
	Further geographical specification	<i>Please specify. (Region, name of settlement, institution...)</i>	
	Level of implementation	<i>Please select: local / regional / national / transnational / combination of these: please specify</i>	
	Project, programme or policy	<i>Please select: Programme / Project / Policy (Programme is a frame that includes several projects)</i>	
	Main aim(s) of the intervention	<i>Specific goal of the Programme</i>	
	Main field of intervention (if any) Select only one	<i>Please select: Education / labour market / housing / health / safety or security / antigypsyism / Roma empowerment / other, please specify:</i>	
	Other field(s) of intervention	<i>Please select (more if needed): Education / labour market / housing / health / safety or security / fighting antigypsyism / Roma empowerment /other, please specify:</i>	
	Time of the intervention	<i>Year (month if relevant).</i>	
	Still ongoing?	<i>At the time of the evaluation</i>	
Website of intervention			
ORGANISATIONAL SETUP	Organisation implementing the measure	<i>Please select: Public authority / civil society / private sector entity / combination, please specify</i>	
	Implementation structure and institutional set-up	<i>Please describe: governance of implementing organisation, oversight and accountability mechanisms, entitlements of beneficiaries...</i>	
	Key partners	<i>Please specify: actors involved and the respective roles</i>	
	Linkages to public policies and public service provision	<i>Please describe how the action is connected to public policies and the respective institution (MoH, MoE, MoLSP etc)</i>	
	Monitoring of the intervention	<i>Please specify if there was any systematic monitoring, mid-term evaluation etc.</i>	
	Were Roma involved in designing, implementing or monitoring the intervention?	<i>Please specify</i>	

FINANCING	Financed by	<i>Please specify</i>	
	Type of finance	<i>Please specify (open tender, grant scheme, negotiated contract etc.)</i>	
	Budget total	<i>Total budget in Euros</i>	
	Total length of project considered in the evaluation	<i>Number of months - please give the time that was covered by the amount specified above</i>	
TARGET GROUP	Target group	<i>Describe and be specific about the principal beneficiaries of the project. Distinguish between direct and indirect target groups if relevant.</i>	
	Exclusivity	<i>Please select: Is the intervention Explicit and exclusive to the Roma / Explicit but not exclusive to the Roma / Inclusive reform of mainstream policy</i>	
	Is the gender aspect explicitly involved in the target?	<i>Please elect: yes / no If yes, please specify how</i>	
	Participation selection criteria	<i>Who is eligible?</i>	
ACTUAL CLIENTS	Share of the Roma amongst the clients		
	Share of women amongst the clients		
	Other important characteristics of the client population	<i>Please describe</i>	
ACTIVITIES AND CONTEXT IN DETAIL	Activities involved	<i>Please provide a summary of actions associated with delivering project goals</i>	
	Description of the intervention	<i>More detailed summary of activities</i>	
	Any relevant contextual information, motivation of the intervention	<i>e.g. on the population targeted; previous attempts; on the decision making process...</i>	
	The report (study) reviewed	<i>In this section please only put information included in the report</i>	
GENERAL INFO ABOUT EVALUATION	Reference to the paper reviewed	<i>Author(s), year of publication, title, editor, institution, title of journal / book, link to webpage – whichever is relevant</i>	
	Link to paper		
	Language of the evaluation		
	Internal or external evaluation	<i>Please select</i>	
	Who ordered the evaluation	<i>Please specify the body/institution that ordered the evaluation. E.g. by the implementing body; the funding institution; or an external body?</i>	
	Who financed the evaluation	<i>Please specify the body/institution that payed for the evaluation, if this is different from the answer to the previous question</i>	
	Midterm or ex-post evaluation	<i>Please select</i>	
	Time phase evaluated	-	

	Other available evaluations on the same intervention		
METHODOLOGY	Method(s)	<i>Please list all: E.g. post-intervention survey among participants in the Programme; expert interviews; document-analysis</i>	
	Methodology described in detail	<i>Please describe: E.g. in XXXX settlement a survey was carried in Month/Year with this and this method... (Size of the sampling if existing)</i>	
	Type of evaluation:	<i><u>Please select: Counterfactual vs other type counterfactual analysis (see e.g. http://www.bgiconsulting.lt/counterfactual-analysis) versus any other type</u></i>	
	Were also Roma participating in the evaluation?	<i>If yes, please specify - their opinion was collected, they were part of the evaluation team etc.</i>	
RESULTS FROM EVALUATION	Outputs, outcome and impact considered in the report	<i>Please list all outputs, outcomes and impacts (if any), that the report is looking at E.g. satisfaction of recipients; school-attendance.</i>	
	Baseline identified in the report	<i>Please select: yes/ no Information on the starting point at the beginning of the project/programme</i>	
	Baseline	<i>Please specify baseline if identified</i>	
	Target identified in the report	<i>Please select: yes/ no Desired level of performance</i>	
	Target	<i>Please specify target if identified</i>	
	Target achieved?	<i>Yes or no</i>	
	Outputs	<i>Describe outputs - short term products and/or services as direct results of the intervention</i>	
	Outcomes	<i>Medium-term effects and consequences linked to the project goal</i>	
	Impact	<i>only if counterfactual methodology was applied to identify impacts linked exclusively to the intervention : Long term consequences</i>	
	Financial efficiency (cost per intervention)	<i>Financial Cost per beneficiary or per achieved result ; direct/indirect cost</i>	
	What was successful in the project and why?	<i>Please describe the main successes the project achieved</i>	
	Main challenges, reasons for succeeding and factors explaining them.	<i>Please describe the main challenges the report discusses and how they were addressed</i>	
	Main weaknesses and reasons for failures		
CONCLUSIONS FROM REPORT	Transferability	<i>Any comments in the report regarding transferability of the intervention</i>	
	Sustainability	<i>Any comments in the report regarding sustainability. Both financial and other aspects.</i>	
	Other lessons learned	<i>Include comments, conclusions from the report and recommendations if available</i>	

Reviewer	<i>Please include your comments, suggestions, conclusions... in this section</i>	
Name of reviewer		
Comments of the reviewer on the intervention	<i>The evaluator should assess the project and its quality based on the robustness of the evaluation. Please be as explicit as possible.</i>	
Comments of the reviewer on the evaluation	<i>Please comment on: key lessons from the project for the purpose of this exercise of meta-evaluation</i>	
Reviewer's assessment on the programme/project evaluated	<i>Please add any other relevant comments on your opinion on what worked and why/what did not work and why to attain the project's expected results. Taking into account criteria such as: relevance (including equity); effectiveness (including coordination); coherence; efficiency; EU added value (including sustainability); and impact.</i>	
How would you rate the evaluation? * doubtful/mediocre ** correct *** excellent	<i>when rating, please take into account the criteria mentioned in the previous line</i>	
<i>Type of evaluations considered: any grey or academic literature that considers the impact of a policy intervention falling in the above defined category. Both systematic impact assessments (i.e. analyses based on experiment or quasi experimental methods – counterfactual analyses) and less robust post-evaluations (surveys, interview-studies...) will be involved. However, differences in methodological robustness will be taken into account when we discuss conclusions.</i>		
<i>Put 'nd' if no data is available</i>		

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