

Deficiency map: public service logic

Background: Deficiency map focus on key challenges institutions and public services face in boosting Roma people's labour market activation. It helps to maps procedural and institutional deficiencies. When we analyse problem of Roma unemployment, we see different dimensions and multiply factors playing negative or positive role. As we illustrate on the Figure 1, the concrete situation of concrete people depends on many structural barriers and factors.

The barriers on the labour market may be **tangible** – i.e., overall economic and social development, labour market itself/lack of jobs, regional disparities, education demands on jobs available, shift from industry to services, diminishing welfare state and smaller number of public jobs and opportunities. In defining key challenges institutions and public services face in boosting Roma people's labour market activation we need to start with listing them and focusing on their terms of responsibilities, as well as performance.

More difficult for understanding and addressing are **intangible barriers** – i.e., differentiated treatment of Roma people at institutions and offices, ignorance or in worst cases bullying and tendencies to expel them from the system, and last but not least 'soft' discriminatory practise among employers and co-workers.

Results of the transnational desk research of public institutional system on Roma employment policies, actions, attitudes, discrimination and general set up point to many similarities among the Danube countries. Addition survey conducted through the project partners and summarised in the **Country Flowcharts** provided evidence and information on **key stakeholders** performance, practice and helped to fine-tune the analyses for the **Deficiency Map**. Key role in addressing problem of the Roma unemployment have institutions and public services. Here we focus especially on the **state**, the **municipality** and the **non-state actors**.

How to read the deficiency map

The deficiency map is visualised at the Figure 2. Any job seeker from a disadvantaged environment is coming into more or less close encounters and relations with various institutions and public services. They may have positive, neutral or negative influence on the person and his/her fate. In the map, we list 10 institutions or public services that are, according to our comparative cross-country analyses the most important actors.

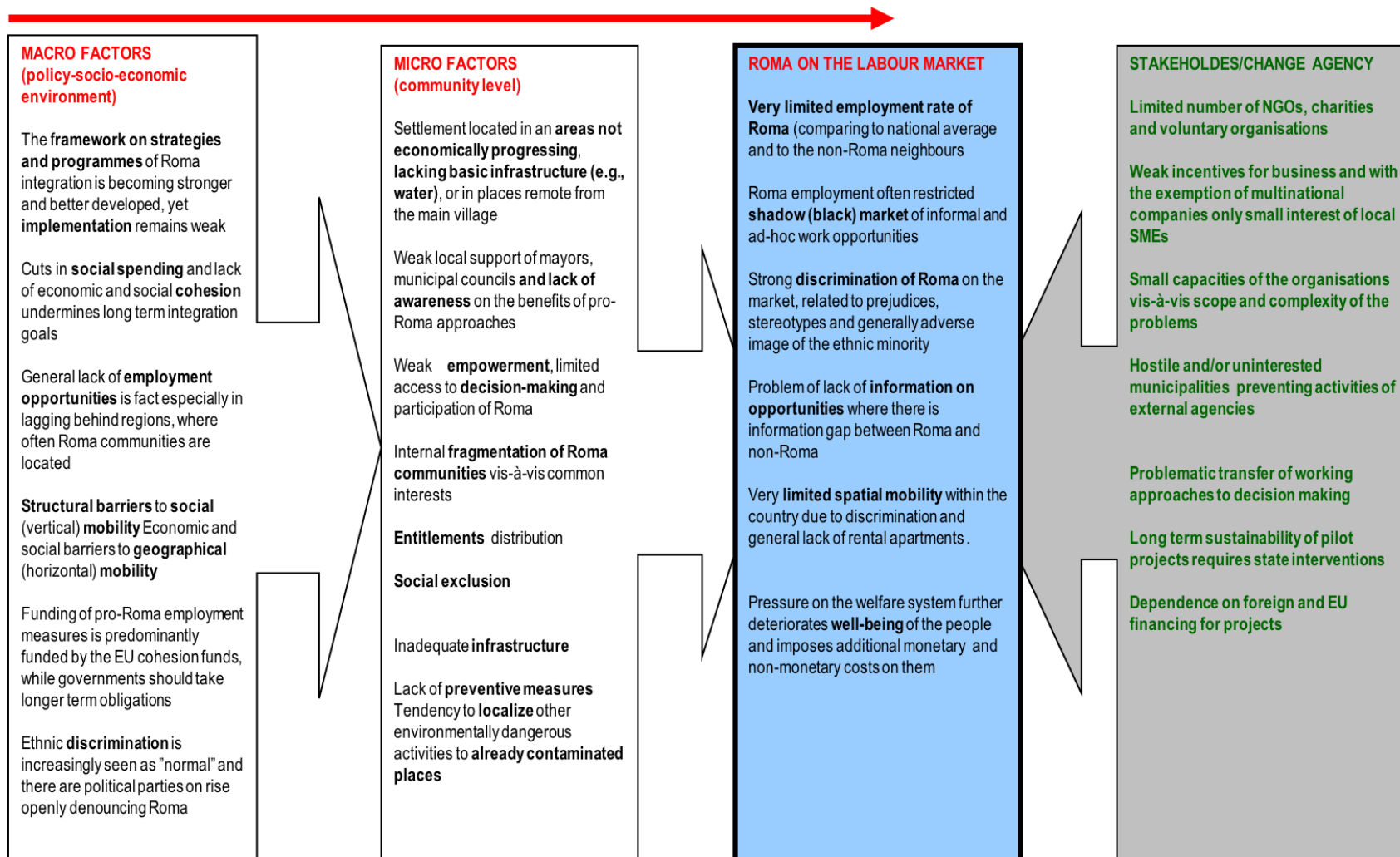
For each of the 10 groups we describe their role in supporting/preventing inclusion of Roma into the labour market (Key Challenges), while in the second part we outline what should be done or changed for a better performance and results (Fields for interventions). In this part we focus on the overall assessment and understanding why they act in the identified way, what kind of discrimination we see their approach to the unemployed Roma, and what may/could be done in improving the situation?

Service provider institutions usually possess some **internal logic**, which may have significant impact on the performance of the institutions as well as on their clients. In the same time, there are often key **institutional bottlenecks** leading to **malfunctions** and **service gaps**.

The joint deficiency map confirming fields for interventions in the project partner countries, revealing service provider institutions' internal logic, missing cooperation links, lacking services, duplications and it set the stage for action. For more detail information on each of the project countries see country flowcharts available at www.interreg-danube.eu/rare).

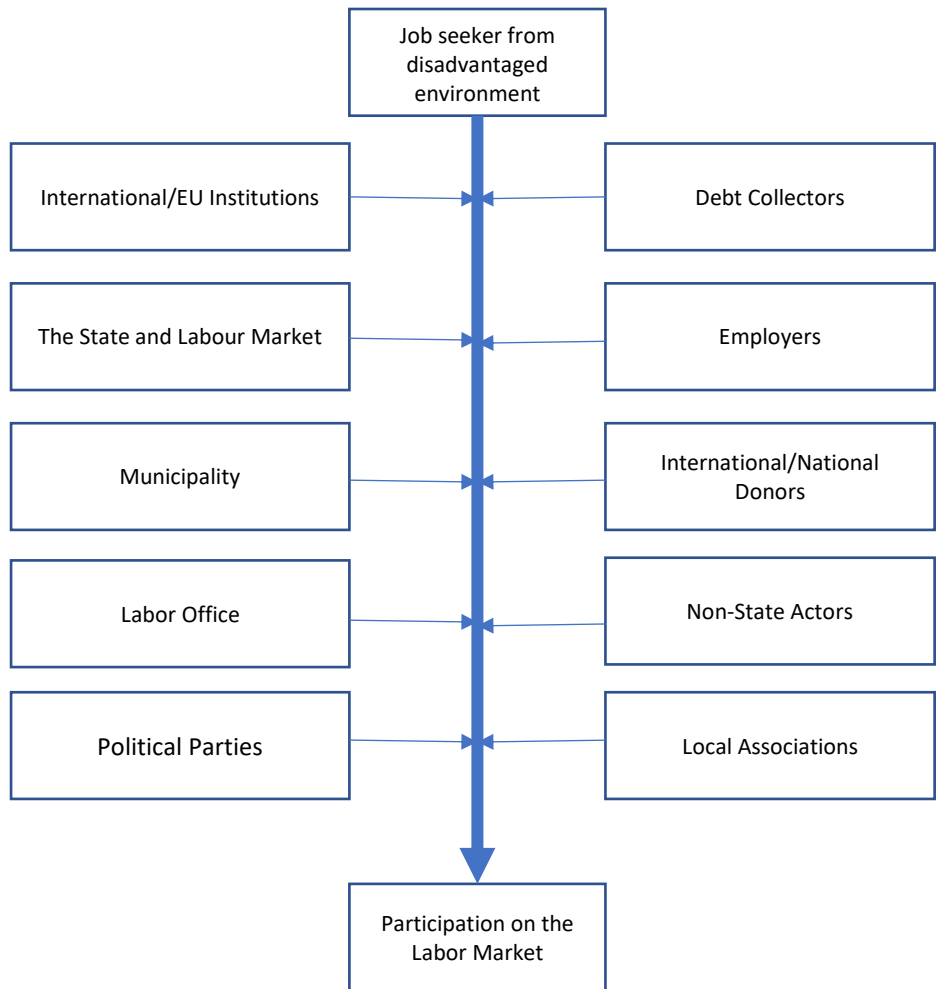
Figure 1. Structural factors leading to the present situation and position of Roma on the labour market.

Deficiencies/Structural factors leading to the current situation .



Deficiency map - institutions and public services

Figure 2. Join Deficiency Map



International/EU Institutions	<p>Key Challenges</p> <ul style="list-style-type: none"> - Framework of human rights and social rights implementation - Promotion of Active Labor Market Policies and Education Policies - Cohesion policy of the EU and stronger and more targeted focus on Roma (In 2011, the European Commission adopted a Communication pushing for the development of national strategies for Roma integration detailing the concrete policies and measures to be taken (Communication on an EU Framework for National Roma Integration Strategies by 2020). - Damming Wheel of continuous improvement (Plan-Do-Check-Act) <ul style="list-style-type: none"> - Planning, Evaluation and Improvement of social inclusion policies - Transition of the labour market affiliated with automatization and IT technologies
-------------------------------	---

Fields for interventions

i) Issues of Ethnic data collection. On the one hand, the international institutions such as the OSCE, EU FRA, Council of Europe, UNDP, UNICEF, promote and support the collection of ethnic data, for the purposes of better monitoring of discrimination and living conditions of Roma (including the data on unemployment in registers, etc.). On the other hand, the same institutions are strongly safeguarding the private data protection, among which belongs also data on ethnicity at the individual level. Thus, in fact, the call for better ethnicity data collection proves hollow, since at the individual level, e.g. data on unemployment in labour Offices are individual data, a should not be collected by third party. With the exception of ethnic self-declaration, but these proves that ethnic data are unreliable, since most of Roma choose to declare another ethnicity.

ii) Better aiming of the interventions from the ESIF, and promotion of certain affirmative action regarding EU funds on behalf of Roma (e.g. Roma as so called horizontal priority). However, in practice, besides this emphasis from EU institutions, it proves, that the funds insufficiently are reaching the Roma. On contrary, most funding, despite official Roam targeting, goes to non-Roma. This is a profound problem, related to power asymmetries in the whole societies.

iii) Better linking of the Roma agenda with general development approaches – The so called “Roma problem” cannot be addressed in isolation from broader social and economic development. Globally and locally we see rapid changes that need to address by evidence-based and tested approaches and policies. With this aim each country produced a Roma strategy or a set of integrated policy measures that were assessed by the European Commission in a Communication adopted in 2012.

The state and Labor Market

Key Challenges

Regionally, states declared their commitment to Roma employment and inclusion (see above). The 2013 EC assessment report (Steps forward in implementing National Roma Integration Strategies) focused specifically on the structural preconditions needed in each country. Yet in reality we see only limited progress.

Coordinated social, economic and environmental policies aimed at job creation and social inclusion. Within the framework of the Europe 2020 dialogue, the European Commission stresses that further efforts must be made to achieve Roma inclusion within this coordinated framework.

Fields for interventions:

- Support increased employment or income generation of Roma community members by:

- supporting transition of disadvantaged jobseekers from the Labour Office register of jobseeker onto the labour market using active measures on the labour market, and projects and programs dedicated to supporting the increase in employment;
 - ensuring the revision of the Act on Assistance in Material Need so that it supports the transition of disadvantaged jobseekers from the Labour Office register of jobseeker onto the labour market using an overlap of receiving the income from employment and the benefit in material need;
 - supporting, creating and maintaining jobs in social enterprises founded by the municipality in accordance with the Act on Employment Services;
 - ensuring the revision of the Act on Employment Services so that it supports social aspect and creation of jobs in formulating criteria for evaluation of the respective tenders, and further adjust the conditions of public procurement for the provision of unskilled and maintenance labour so as to put the state and public institutions under obligation to employ – through specialized agencies (e.g. temporary employment agencies or mediation agencies)
 - low skilled long-term unemployed jobseekers;
 - supporting, creating and maintaining non-seasonal (permanent) jobs in agriculture and forestry;
 - Improve the relations of Roma community members with Labour Offices and other institutions using better and broader consultancy services and even increasing the number of specially trained employees at the Labor Offices.
- ii) Using SF projects as pilots for development of long term programmes supported by the state budget.
- iii) Coordinated interventions to the education, health, transport, and housing.

Municipality

Key Challenges

- Supporting Municipalities. The municipalities are key actor in addressing the problem. If the leadership of a town or village is pro-active, we may see rather progressive approaches. Yet it applies also other way round and there are documented cases where biased and/or passive attitude to development initiatives practically blocked local initiatives and prevents progress. The

state, non-state actor, media and public need to support municipalities, share lessons learned and promote best practice.

Fields for interventions

i) Field social work at local level- help to the people with practical problems and help to specific social and ethnic groups.

ii) Re-thinking Labor Market Activation activities: In practice pressure on work activation activities often results in formal and menial types on work for Roma, with highly problematic result, not contributing to the higher employment.

iii) Support people with Initial investments using tools as micro-loans, or temporary financial assistance, or support for social entrepreneurship at municipality level. E.g., transport cost, date of 1st salary (usually only about 6 weeks after the work start up and long after final welfare transfer) may effectively block people to take an opportunity.

Labor Office

Key Challenges

- Biased and stereotyped attitudes towards Roma.
- Discouraging approaches
- The lack of low skilled jobs for Roma
- Empirical evidence indicates that Workfare policies are not contributing to better employment and there is need for balanced approaches
- Problem of communication between Labour offices and Roma
- Widespread institutional discrimination of Roma
- Forms of 'soft' discrimination of Roma (e.g. rude talking to them, informal and/or paternal addressing, impatience, etc.) are very prevailing forms. And very detrimental.

Fields for interventions

i) The prejudices/stereotypes aimed at the Roma ethnic minority are widespread and naturally presented also in the LO. The staff of the LO is predominantly non-Roma (during our survey we failed to identify a case in 6 project countries where a Roma would work

for LO). Empirical evidence suggests, Roma have been perceived as a very specific and problematic group by Labour Office employees. This perception was also sustained by widespread popular stereotypes about the Roma, which prevail in public discussions and the media. The Roma were seen as “spoiled” by the social benefits system, accused of preferring to live on children’s and social benefits rather than working in the legal economy. States need to actively train staff of LO and use tools of positive affirmation to attract Roma employees, and/or develop special assistance system.

ii) Motivation/coordination of transit from welfare system to employment -empirical evidence suggests that moralizing and patronising tendencies in dealing with Roma, using “an iron hand” is widespread and demotivate Roma in job search. There is need to work actively with Roma and motivate them.

iii) There is problem of complicated registration, required fulfilment of detailed forms, providing additional papers and evidence. Especially people with lower education feel alienated by the system and have problem to overcome the administrative barriers. The LO often lack administrative capacities to deal more individually with clients and Roma clients are usually last in the row. Evaluation of the administrative procedures in each project country should take into account also experience pf non-state actors and clients and develop a strategy how to address the problem.

Political Parties

Key Challenges

- Pro-Roma approaches are generally not popular among the majority population and prejudices/stereotypes are actively reinforced through traditional media and new social media.
- Even mainstream parties are riding on the populist approaches of “iron hand” expressed in calls for penalising and disciplining the poor, and Roma in particular.
- There is growing segment and power on openly or latently fascist political parties.

Fields for interventions

i) Addressing the problems require more open and “brave” attitude on the part of the mainstream political parties and by them ruled state administration, with abandon the idea, that they may compete with neo-fascist parties by deploying the same, or even more radical rhetoric and practise. In the long term are all approaches building on repression condemned to failure. This may even further radicalise political discourse and elections.

ii) There is need to work with mainstream political parties and in a broad coalition of all relevant stakeholders’ search for solutions. E.g., dissemination seminars about the positive good practise of integration, presentation of successful municipalities (see for instance country flowcharts developed within the frame of this project), implementation and dissemination of successful projects, seminars with NGOs, partnership. All these should be aimed to work with the parties on national and local level, and search and support progressive measures.

Debt Collectors

Key Challenges

- In paradox, practice reveals that one of the biggest barriers to legal Roma employment is widespread indebtedness and Debt Collectors power.
- to set design , broke up the power of debt-collectors by legal means
- cooperation with debt-collectors on behalf of indebted Roma

Fields for interventions

i) The states need to “crack” the power of mostly private Debt Collectors, who are virtually keeping thousands of people out of the labour market. General state policy should create viable mechanisms for getting the people out of the burden, which is often so high, that is in practice unpayable event if they would find well paid jobs. E.g. Slovakia had a move towards decreasing the burden though new law and there are other countries taking steps in this direction.

ii) There is need to work with the people endangered by debts, organise seminars lead

by NGOs, provide trainings in financial literacy and create a system of micro-loans or other non-profit mechanisms how to help the poor in times of crises.

Employers

Key Challenges

- There is very different demand for new employees among the counters and even regions of the countries.
- Employers often expressed prejudices against employment of Roma and/or argue with their non-Roma employees who would not accept them and tensions at the work place would lead to decreased work productivity.
- Firms have often simplistic perspective that Roma may easily apply for a job opening as anybody else.
- Not understanding that phenomena of institutional discrimination. Non-ability to see, what seems to be at first sight "cultural" dispositions of Roma, in a wider social-economic context. (e.g. non-ability to come to work in the morning at 6., might be caused by lack of possibilities to travel by public transport - this is often translated as 'laziness').

Fields for interventions

i) Mediators between business and employees is priority. Especially bigger employers, willing to open their jobs to Roma should support mediators from the side of non-state actors who would work with the Roma communities and individually and help to address barriers Roma face in practical life with taking a job (see other parts of the DM).

ii) Low personal skills for job interviews, missing or weak formal CV (e.g., lacking education, verified official experience) may prevent Roma from success in the competition for jobs. Many Roma people are in reality skilled and experienced, sometimes with work experience from abroad, but need to declare this in alternative ways.

International/National
Donors

Key Challenges

- Many international and national donors realised importance of the problems early and they keep support to progressive interventions.
- There is generally lack of funding and many independent and non-EU donors are withdrawing from the region.

Fields for interventions

- Work with donors in designing programs that work in reality and provide measurable outcomes.
- Transfer of successful approaches to the next stage, which may be support from the EU cohesion funds or adopting the piloted measures by the state.

Non-State Actors

Key Challenges

- The non-state actors (i.e., NGOs, charities, or church organisations) proved to be the leading force behind many progressive projects and activities in the region. There is however only very small number of these entities comparing to the scope and depth of the problems.
- The non-state actors face less and more competitive funding, very precarious working conditions and leading to high turnover of people.
- There are tendencies of increased oppressions from the states using their high dependence on foreign donors as a pretext to label them as foreign agents and undermining thus their legitimate criticism.

Fields for interventions

- The states should provide long-term stabilisation for non-state actors by shifting part of the burden to them, and by creating enabling financial environment (e.g., using dedicated tax contributions, grant schemes, etc.).

ii) Approaches and projects developed and tested by the non-state actors should be analysed and used for broader interventions backed by the states.

iii) trainings for the state employees (Labour Offices) regarding understanding of social and cultural context, human rights and rights of minorities and/or the cultural sensitivities of Roma and culture.

iv) work with media in order to bring about good practice regarding Roma integration; training and sensitising journalists

Local Associations

Key Challenges

- Roma are increasingly segregated in towns and villages, while access to labour generally requires access to information. In the situation where labour market is dominated by non-Roma there is need for supporting and creating various forms of contacts and interactions.
- Need to promote and support intercultural communication between Roma and non-Roma, organising common cultural action; helping to create contacts between Roma and non-Roma children, supporting inclusive education process.

Fields for interventions

i) Local sport clubs, cultural associations or guilds like fireman may provide informal platforms for meeting of the two groups of majority and minority and are in practice best opportunity for addressing stereotypes and prejudices preventing better involvement of Roma into the labour market.

ii) Municipalities and non-state actors should actively create such associations and open membership and/or participation in already existing to the Roma.

iii) trainings for the state employees (Labour Offices) regarding understanding of social and cultural context, human rights and rights of minorities and/or the cultural sensitivities of Roma and culture.

iv) work with media in order to bring about good practice regarding Roma integration; training and sensitising journalists

