



**Transition Assistance and Institutional Building
(IPA Component I) National Programme 2011**



Local Integration of Refugees, Internally Displaced Persons and Minority Groups

Contract No.: 12-8715/1

**BACKGROUND STUDY FOR PREPARATION
OF SOCIAL MAPPING IN 12 PILOT MUNICIPALITIES
Final – 29 November 2016**

Date 29/11/2016



This project is funded by
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The project is implemented
in a consortium led by





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LOCAL INTEGRATION OF REFUGEES,
INTERNALLY DISPLACED PERSONS
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Background study for preparation of social mapping in 12 pilot municipalities Final – 29 November 2016



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DOCUMENT CONTROL SHEET

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Consultant:	Eptisa in consortium with CARE, MCIC and Roma Education Fund
Report:	Background study for preparation of social mapping in 12 pilot municipalities
Project activity:	1.4 Development of methodology and tools for conducting social mapping in 12 pilot municipalities inhabited with Roma.
Project output #:¹	9. Baseline Report

¹As per the numbering of outputs made in Chapter 12 of the project's Inception Report.



PROJECT SYNOPSIS

Programme Name: Project Name: Reference No: Contract Number: Project Duration: Project Commencement Date: Project End Date:	Transition Assistance and Institutional Building (IPA Component I) Local Integration of Refugees, Internally Displaced Persons and Minority Groups EuropeAid/136616/IH/SER/MK 12-8715/1 18 months 11 January 2016 11 July 2017		
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Overall Objective: Purpose: Expected Results:	To enhance the state administration and implementation capacities for further strengthening and supporting the local integration process and inclusion of the residential and / or non-residential displaced persons (refugees and internally displaced) and minority groups (Roma), as well increasing the sustainability of their reliance. To contribute in supporting the process of residential and / or non-residential displaced persons in their access for provision of comprehensive state administration services, increase self-reliance via participation and inclusion of the displaced persons in the society, as well as improve the quality of life and access to rights and services for social inclusion of the Roma, Ashkali and Egyptian communities in the country. <u>Component 1: Support to the implementation of national and local public policies for Roma inclusion:</u> <ul style="list-style-type: none"> ○ Implemented training plan for capacity building of relevant institutions on the Local Action Plans (LAPs) within the implementation of the Roma Strategy and Decade; ○ Enhanced capacity for all the relevant stakeholders for implementation of Roma Strategy and Decade and memorandum for cooperation with the municipalities; ○ Local Action Plans for Roma implemented. <u>Component 2: Institutional Capacity Building and Access to Labour Market for refugees and IDPs:</u> <ul style="list-style-type: none"> ○ Increased capacity of state institutions and policy makers to deliver integration policies and facilitate access to services; ○ Achieved economic sustainability; ○ Increased employability; ○ Gained experience and best practices in the area of refugee integration. 		



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ABBREVIATIONS

CSO	Civil Society Organization
EU	European Union
IDP	Internally Displaced Person
NAP	National Action Plan

EXECUTIVE SUMMARY

This report represents an overview of the background study for preparation of the so-called “social mapping” exercise in 12 pre-selected municipalities in Macedonia inhabited with Roma: Berovo, Bitola, Chair, Delchevo, Gostivar, Kochani, Kumanovo, Prilep, Shtip, Shuto Orizari, Tetovo and Vinica. It provides a partial basis for development of the methodology and tools for social mapping, which will be delivered as the other output of this Activity.

The particular interest of this analysis is the indicators and targets sections of the National Action Plans (NAPs) for Roma at the impact level. The current outline of indicators and target values in the NAPs are not an entirely adequate source to assess the policy impact on the social inclusion aspects of Roma in Macedonia.

While baselines and targets values are quite informative for monitoring the progress/achievement of the specific activities/results, there is lack of mechanism that would contextually link the effectiveness of the implementation with the desired impact to the Roma community. Namely, the indicators used for measuring the impact in the current NAPs only serve for aggregation of total figures (occasionally disaggregated by age or gender) but there is no clear way to see how and to what extent this aggregation translates into improving the social position of the Roma community in Macedonia.

Another issue which affects the ability to obtain more informative assessment on the social impact of the implementation of the Roma Strategy is the different sources of information used to define the baselines according to which targets are set. In some NAPs baselines are used from ad-hoc studies and surveys which provide data that are otherwise unavailable. In order to assure comparability, a same survey using the same methodology should be performed. However, in order to establish causal relationships between different social phenomena it is of utmost importance to use the same data source, which in the case of the current NAP indicators is practically impossible.

The task of measuring impact is made even more difficult by the fact that official census data are already outdated (last census was performed in 2002). Additionally, yearly estimations made by the State Statistical Office refer only to total population estimates, disaggregated by gender, municipality and five-year age groups (but not also by ethnicity).

Conducting a social mapping survey in the 12 municipalities will provide a good source of reference for deriving additional indicators which can be used to more precisely reflect the effectiveness of the measures defined in the Strategy and present a view on overall social inclusion aspects affecting the Roma population in the country.

1. INTRODUCTION

1.1 Purpose of the report

The purpose of this report is to present the findings of a background study undertaken to prepare social mapping in 12 pilot municipalities. Following a description of the methodology used for the background study, the report provides a brief analysis of the structure of the National Action Plans that support the implementation of the Strategy for Roma in the Republic of Macedonia 2014-2020. The aim is to evaluate the extent to which the current design of the NAPs allows for “true” assessment of the intended impact and whether they can be used to evaluate social inclusion aspects of the Roma population. Based on the challenges identified in the first section of this report with regard to evaluating the overall social inclusion of Roma population in Macedonia, the second section presents the proposal for conducting a social-mapping survey which aims to serve as a complementary tool for assessing the current and monitor future developments with regard to social inclusion of Roma.

This report (Output 9) contributes to the implementation of Activity 1.4 (“Development of methodology and tools for conducting social mapping in 12 pilot municipalities inhabited with Roma”). It further provides a partial basis for development of the methodology and tools, which will be delivered as the other output of this Activity (Output 10).

1.2 Methodology

The background study which constitutes the basis for this report made use of the findings outlined in the comprehensive review of policies affecting Roma at national and local level completed in the framework of this project, which also contains the most comprehensive current review of previous studies.² This review was used to identify the structure of the institutional set-up for implementing the Strategy for Roma in the Republic of Macedonia 2014 – 2020 and to dig into the specifics of the structure of the related National action Plans (NAPs) especially with reference to the defined target values and indicators for evaluating the intended impact.

Also undertaken for the background study were a review of available data and interviews with key stakeholders.³ In combination with the review of previous studies, the review of available data revealed that although a number of studies has been performed on Roma issues there is a lack of comprehensive social exclusion analysis and data that treat the social exclusion of Roma in its entirety. The interviews with civil servants from the Bureau for Social Affairs as well as with relevant CSOs have confirmed the lack of a comprehensive data source for measuring key social inclusion aspects of Roma in the country.

² EPTISA, *Report on Policies Affecting Roma at National and Local Levels with Recommendations for Improving Legal and Policy Frameworks as well as Availability of Relevant Data* (Skopje: EPTISA, 2016).

³ See Annex 1 for a list of interviewed stakeholders.

2. THE APPLICABILITY OF THE INDICATORS IN RELEVANT ROMA POLICY DOCUMENTS TO MEASURE SOCIAL-INCLUSION ASPECTS OF THE ROMA POPULATION

2.1 The institutional set-up for implementing the Strategy for Roma 2014 - 2020

As a central element of the Decade of Roma initiative, the **Strategy for Roma 2014-2020** sets out specific goals in 5 priority areas, namely: i) culture; ii) education; iii) employment; iv) healthcare; and v) housing. The strategic goals of the priorities aim to contribute towards:

- i) development and promotion of Romani culture, language and tradition;
- ii) increasing the level of education of the Romani community;
- iii) improving the conditions and opportunities for employment and reduction of unemployment of the Romani community, resulting in its integration in societal trends;
- iv) continuous improvement of the health status of the Romani community; and
- v) reduction of the gap in the quality of housing between Romani and non-Romani communities.

The Strategy contains 10 measures for implementation and oversight and these are being mainstreamed through a coherent institutional set-up composed by central and local governmental structures. In addition to the National Coordinator of the Decade of Roma Inclusion 2005-2015 and of the Roma National Strategy as well as the Unit for Implementation of the Roma Decade and Roma Strategy within the Ministry of Labour and Social Policy, there are 12 Roma Information Centres (RIC's) functioning in the municipalities of: Berovo, Bitola, Chair, Delchevo, Gostivar, Kochani, Kumanovo, Prilep, Shtip, Shuto Orizari, Tetovo, and Vinica.

Implementation oversight is being performed by the National Coordinating Body (comprised of 13 representatives from central-level institutions and two of civil society organizations) and local coordinating bodies which are to be established in at least 10 municipalities with sizable Roma population.⁴ The institutional structure appears to be conducive enough to enable an effective implementation of the Strategy where the objectives are centrally imposed and monitored annually.

⁴ Each of the local coordinating bodies consists of 7 members from local Centre for Social Work, Employment Centre, primary school, public health institutions, 2 representatives from civil society organizations and Romani Information Centre.

2.2 The structure of the current National Action Plans for implementing the Strategy for Roma in the Republic of Macedonia 2014 - 2020

The National Action Plans (NAPs) for Roma include a list of objectives, outcomes, and outputs which correspond with the revised version of the Strategy drafted in 2015.⁵ In order to assure comparability the NAPs have been designed using a common template. The template has consistent structure which includes indicators (for measuring the achievement), definition of responsible institutions and definition of monitoring /evaluation periods, budgetary information, targets, and sources of verification.

2.2.1 The ability of NAPs indicators and target values to measure the desired policy impact and the overall social inclusion aspects of Roma

The particular interest of this analysis is the indicators and targets sections of the NAPs at the impact level. While baselines and targets values are quite informative for monitoring the progress/achievement of the specific activities/results, there is lack of mechanism that would contextually link the effectiveness of the implementation with the desired **impact** to the Roma community. Namely, the indicators used for measuring the **impact** in the current NAPs only serve for aggregation of total figures (occasionally disaggregated by age or gender) but there is no clear way to see how and **to what extent** this aggregation translates into improving the **social position** of the Roma community in Macedonia.

For example, in the NAP for education the target value of “1% increase in inclusion of Romani children in kindergartens” is linked (along with the rest of the defined target values under the impact section) to the indicator defined as “number of Roma children that successfully pass from pre-school education to first grade of elementary education disaggregated by gender”⁶ The indicator as defined may serve to measure the change in the absolute number of Roma children that carry on with elementary education. But in order to obtain more substantive assessment of the “true” impact, this number should be translated into a percentage share from the total number of Romani children which have been enrolled from kindergarten to elementary school. This approach is even more relevant if one considers the definition of the impact itself, which is “**The educational structure within Roma community especially with regard to Roma girls and women improved**” (see table 1).

⁵ Consistent with the structure of the revised version of the Strategy (which has not been proposed for adoption by the Macedonian government), the NAPs cover education, employment, healthcare, housing, and the position of the Roma woman, but not culture. See Ministerstvo za trud i socijalna politika, *Nacionalen akcionen plan za zdravstvo 2015-2020* (Skopje: Ministerstvo za trud i socijalna politika, 2015); *Nacionalen akcionen plan za domuvanje 2016-2020* (Skopje: Ministerstvo za trud i socijalna politika, 2016); *Nacionalen akcionen plan za obrazovanie 2016-2020* (Skopje: Ministerstvo za trud i socijalna politika, 2016); *Nacionalen akcionen plan za vrabotuvanje 2016-2020* (Skopje: Ministerstvo za trud i socijalna politika, 2016); *Nacionalen akcionen plan za zajaknuvanje na polozhbata na romskata zhena vo opshtestvoto 2016-2020* (Skopje: Ministerstvo za trud i socijalna politika, 2016).

⁶ Ministerstvo za trud i socijalna politika, *Nacionalen akcionen plan za obrazovanie 2016-2020* (Skopje: Ministerstvo za trud i socijalna politika, 2016).

Another issue which affects the ability to obtain more informative assessment on the social impact of the implementation of the Roma Strategy is the different sources of information used to define the baselines according to which targets are set. In some NAPs baselines are used from ad-hoc studies and surveys which provide data that are otherwise unavailable. In order to ensure comparability between baselines and measurements of progress towards targets, the data used to measure progress should be gathered by repeating the survey used to establish the baselines. However, in order to establish causal relationships between different social phenomena it is of utmost importance to use the same data source, which in the case of the current NAP indicators is practically impossible. For instance the indicators presented in the NAP for education are gathered from administrative statistics while the Gini coefficient in the NAP for employment makes reference to the Eurostat Survey of Income and Living Conditions.⁷ Establishing how the increase/decrease in educational attainment corresponds to the changes in the Gini coefficient requires risky data manipulation which could result with distorted findings due to the differences in the data collection methodologies.

Table 1. List of indicators supporting the definition of impact in the NAPs for the implementation of the Strategy for Roma 2014-2020

The NAP for education
Impact: The educational structure within Roma community especially with regard to Roma girls and women improved
Indicator 1: Number of Roma children who successfully pass from pre-school education to first grade elementary education disaggregated by gender;
Indicator 2: Number of Roma students with completed elementary education disaggregated by gender
Indicator 3: Number of Roma students with completed high school education disaggregated by gender
Indicator 4: Number of university graduated Roma disaggregated by gender
Indicator 5: Number of adult Roma with completed elementary education disaggregated by gender
Indicator 6: Number of adult Roma with completed high school education disaggregated by gender
Indicator 7: % of categorised students returned to regular education
NAP for employment
Impact: Possibilities for employment of Roma at dignified work places increased
Indicator: Decreased Gini-coefficient within Roma population (measure for inequality in income distribution)
NAP for Roma women
Impact: Women and girls within the Roma community are enjoying human rights freed from gender based inequality and discrimination.
Indicator: Number of projects and initiatives on a national level targeting Roma women.
NAP for housing
Impact: The gap in terms of housing quality between Roma and non-Roma communities decreased
Indicator: Number of urbanised settlements with predominantly Roma population
NAP for healthcare
Impact: Access of Roma to integrated, high quality, preventive and curative health services improved
Indicator: Number of Roma who have access to health services, by municipality

⁷ The Gini coefficient refers to the unequal income distribution and it is the most commonly used measure of inequality. The coefficient varies between 0 and 1. Zero indicates complete equality and 1 indicates complete inequality.

Therefore it may be concluded that the current outline of indicators and target values in the National Action Plans which support the implementation of the Strategy for Roma are not an entirely adequate source to assess the policy impact on the social inclusion aspects of Roma in Macedonia. The task of measuring impact is made even more difficult by the fact that official census data are already outdated (last census was performed in 2002) while yearly estimations made by the State Statistical Office refer only to total population estimates, disaggregated by gender, municipality and five-year age groups (but not also by ethnicity).

No estimations are performed on population sub-groups such as vulnerable social groups (including Roma). “Although most of the local municipalities have some form of database for vulnerable population or database of vulnerable beneficiaries, still there is a visible lack of its renewal as well as lack of its use into preventive social programmes on the local level.”⁸ The data obtained through ad-hoc projects and surveys of international organisations, local NGOs, institutes and communal entities, can only serve as proxies for measuring the social inclusion developments due to the differences in the applied methodologies and data gathering modalities. In order to bridge this gap the following section proposes an alternative method for data gathering which will exclusively relate to the social inclusion/exclusion aspects of the Roma population. By using a single instrument it will be possible to establish the very much needed causal relationships between different social phenomena and track them over time.

⁸ EPTISA, *Report on Policies Affecting Roma at National and Local Levels with Recommendations for Improving Legal and Policy Frameworks as well as Availability of Relevant Data* (Skopje: EPTISA, 2016), p. 23.

3. SOCIAL-MAPPING SURVEY AS MORE ADEQUATE METHOD FOR MEASURING AND PROJECTING POLICY IMPACT IN TERMS OF SOCIAL INCLUSION OF ROMA

3.1 The purpose of the social mapping survey

Taking all of the above into account there is a need for establishing a system through which it will be possible to assess the impact of policies and measures that affect the well-being of the Roma population. The aim of this system is not to provide substitute for the indicators defined in the NAPs, but to enable evidence-based assessment of the current situation of the Roma population in terms of their social inclusion. Such system can be imposed by conducting a **social-mapping survey** which will cover a comprehensive set of thematic areas (that go beyond the current NAP sectors) relevant for assessing social aspects of the Roma population in the country.

Using the premise of the Roma Strategy that “Roma in the country included in societal trends have increased opportunities for a better life”, the social mapping survey should be designed to provide a harmonized measurement system that can be used to determine the level of social inclusion of the Roma population and monitor the overall and specific developments through time. By addressing inequality, poverty, and social exclusion in a multi-sectoral context the social mapping survey will provide possibility to examine social exclusion, both as a process and as an outcome. Such a measurement method will enable relevant authorities to examine the current and estimate the future effectiveness of (planned) **policy applications** and more precisely to draw conclusions on their impact.

The value added of conducting the social-mapping survey is that it will also provide a qualitative assessment on the effectiveness of the targeted policies seen through the perceptions, attitudes and social position of the Roma population. Gathering such information could be of crucial importance for designing and modifying policies both at national and at local levels.

3.2 The coverage of the social-mapping survey

The geographical coverage of the survey will include the 12 municipalities which have been targeted for creation and implementation of Roma policies in the framework of the current project. These criteria include the following:

- Percentage of Roma within local population per the 2002 Census (Roma to represent at least 2.7% from the total number of citizens in the specific municipality);
- Existence of Roma Information Centres (RIC);
- Past experience with development of local action plans for Roma inclusion;
- Geographic distribution per country development region;
- Memorandum of Cooperation (MoC) with the Cabinet of the Minister without Portfolio; and

- Establishment of local coordinating bodies in the Strategy for Roma 2014-2020.⁹

Given the adequate institutional structure in these municipalities, the data gathered from the social mapping survey will be conducive for creating local and national strategies/policies affecting the Roma population. At the same time the data will represent a relevant source of reference for measuring the impact of a particular priority from the Roma Strategy.

Regarding the thematic coverage of the survey, the instrument will contain data gathering modalities designed to provide information about:

- i) status of the respondents (containing major demographic and self-identification questions of the individual and the household of the individual);
- ii) practices, attitudes and perceptions across several socio-economic dimensions (such as economic, social, cultural and political aspects);
- iii) spatial aspects (of the respondents' households, dwelling and survey location); and
- iv) qualitative aspects of exclusion (in-depth dimensions and experiences of exclusion that are specific to major vulnerable groups).

⁹ EPTISA, *Selection Report on 12 Selected Municipalities* (Skopje: EPTISA, 2016).

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Ministerstvo za trud i socijalna politika. 2016. *Nacionalen akcionen plan za obrazovanie 2016-2020*. Skopje: Ministerstvo za trud i socijalna politika.

Ministerstvo za trud i socijalna politika. 2016. *Nacionalen akcionen plan za vrabotuvanje 2016-2020*. Skopje: Ministerstvo za trud i socijalna politika.

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ANNEX 1: List of interviewed stakeholders

Name (Last, First)	Institution/Organization	Date
Alcheva, Liljana Savevska, Aleksandra	HABITAT for Humanity	13.07.2016
Kiprovska, Sonja Samoilovska, Vesna	Bureau for Social Affairs	14.07.2016
Ismaili, Ferdi	NGO Sonce - Tetovo	18.10.2016
Jasharevski, Ahmet	NGO Drom - Kumanovo	19.10.2016