



National Roma Communities Integration Strategy

2013 - 2020



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COUNCIL OF MINISTERS RESOLUTION 25/2013

The European Union has asked Member States to prepare national strategies for the integration of Roma communities, with a view to fighting exclusion and acting in accordance with European values and the economic model adopted in the European Union.

The XIX Constitutional Government is aware of this sensitive issue and recognises the difficulties faced by Roma communities, which are still relegated to the fringes of Portuguese society, despite having arrived in Portugal over 500 years ago.

It is essential to find a solid, coherent, all-encompassing solution to this problem, by initiating a journey that, albeit slow, will be crucial to promoting social cohesion.

Intercultural communication is essential to the development of current societies. Despite recent progresses, additional efforts still need to be undertaken in what concerns Roma communities.

It is imperative to overcome the feeling of mutual mistrust between the majority of the population and Roma communities. In this sense, the majority must embrace diversity and adopt a more inclusive attitude, by respecting Roma traditions and values, while Roma communities must be made aware of the need to observe the essential principles and obligations entailed by living in a state governed by the Rule of Law, in order to fully benefit from Portuguese citizenship and all the rights associated therewith.

The efforts undertaken by the High Commission for Immigration and Intercultural Dialogue (Alto Comissariado para a Imigração e Diálogo Intercultural, I.P. – ACIDI, I.P.) and the Roma mediators trained and placed in several municipalities across the country, have revealed to be extremely relevant.

Additionally, several state and private institutions have long played a key role in the pursuit of integration goals.

In this sense, the National Roma Communities Integration Strategy (National Strategy) will not only reflect and rely on the Public Administration Department and the various Ministries involved, but also on Roma communities and civil society organisations who work with these communities in Portugal.

The National Strategy is the first national plan specifically addressed to Roma communities, although the latter, due to their vulnerable situation, are included within the scope of several other measures, such as the Choices Programme, which includes a large number of projects aimed at Roma children and youngsters.

The National Strategy has brought together several state policies, previously dispersed, aimed at solving social and inequality issues. Additionally, the Portuguese Government has also sought to include specific measures and promote a national study of the actual needs of Roma communities in Portugal, while fully observing constitutional principles and anti-discrimination laws, as well as respecting the individual privacy of all citizens involved.

The European Union has asked Member States to propose integration goals within four fundamental pillars (education, housing, employment and health), by setting targets for 2020.

Given the need for a global approach, including citizenship, justice,



security, gender equality, discrimination and social security issues, the Portuguese Government has decided to add a crosscutting pillar.

The entities responsible for monitoring priorities and goals have also been defined. In this sense, the Portuguese Government has sought to define a series of collaborative policies leading to the effective integration of Roma communities in Portuguese society by 2020, while ensuring respect for Roma traditions and culture.

This strategy is not only expected to involve the central administration, but also local government bodies, which deal with Roma communities integration issues directly. The need to involve social solidarity institutions has also been stressed, as the Government believes these entities already play an extremely relevant role in these matters.

It is also important to ensure that the National Strategy produces noticeable effects. In this sense, adequate monitoring must be implemented and adjustments considered, if required. A Consulting Group for Roma Communities Integration will be created for this purpose and as a means of ensuring permanent contact with Roma community and civil society organisation representatives.

The National Roma Communities Integration Strategy was prepared by the ACIDI, I.P. and coordinated by the Office of the State Secretary of the Minister of State for Parliamentary Affairs. Eight ministries also participated in this process, as well as civil society organisations directly involved in initiatives concerning Roma communities and Roma community representatives.

The National Strategy was submitted for public consultation on the Government Portal and the ACIDI, I.P. (www.acidi.gov.pt) and ACIDI, I.P. Support Office for Roma Communities (www.ciga-nos.pt) websites. Input from this public consultation was included in the final document.

Therefore:

According to article 199, paragraph g), of the Portuguese Constitution, the Council of Ministers has issued the following resolutions:

- 1 - To approve the National Roma Communities Integration Strategy (2013-2020), annexed to this resolution and considered an integral part thereof.
- 2 - To determine that the implementation of the measures defined in the National Roma Communities Integration Strategy (2013-2020) by competent state bodies shall depend on the existence of available funds.
- 3 - To determine that this resolution shall come into effect on the day after its date of publication.

Presidency of the Council of Ministers, 27 March 2013

- The Prime Minister, Pedro Passos Coelho

In force since 17 April 2013





PREAMBLE



Roma people have lived in Portugal for 500 years. Originating from Northeastern India, Roma populations started migrating around the 3rd century A.D., having travelled long distances and crossed many countries. While some groups would stay behind and settle at various locations, others would continue their incessant travelling, during which they were influenced by local populations, picking up their habits and languages. The original Roma population split into numerous groups which, despite their many differences, share a common heritage.

As a result, the Roma population is uniquely diverse in its uniformity.

The Kale group reached the Iberian Peninsula in the first quarter of the 15th century and arrived in Portugal a few decades later. We can only imagine how odd this population must have appeared to the local population, with their different appearance, strange language, exotic garments and unusual habits. The mysterious aura that surrounded them captivated and frightened the locals in equal measures. Nevertheless, fear of the unknown prevailed and Roma communities stayed aside. The relationships forged were neither marked by trust nor by esteem.

Discrimination and exclusion condemned Roma communities to isolation and erected barriers which, although having contributed to the preservation of their identity and culture, ultimately caused them to be distrusted and forgotten, but also caused their own exclusion. United and unyielding, Roma communities continued to preserve the core values of their society, namely the central role of the family, enormous respect for the elderly and a great concern with the protection of their children.

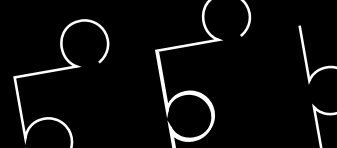
Roma communities were persecuted for centuries and required to yield to oppressive laws, which legitimated harsh punishments, not always commensurate with the offences committed.

Only nearly four centuries after their arrival in Portugal would Roma people be granted Portuguese citizenship and full right Portuguese citizens, through the Constitution of 1822.

A retrospective analysis of Roma communities leads necessarily to the conclusion that their current situation is still rather fragile. Despite the social transformations occurred in recent years and the improvements effected, integration is still hindered by a series of factors, namely social exclusion, discrimination, resistance to relocation and education, low incomes, the steep decline in traditional occupations and obedience to internal codes of conduct.

Nevertheless, time and a better knowledge of their history and culture has changed perceptions and led to the creation of healthier relationships between Roma and other communities, based on acceptance and mutual respect. Knowing “why” leads to understanding, acceptance and respect. Relationships between communities became easier, despite many highs and lows. A few turning points have meant the lifting of barriers and the building of bridges, which have slowly changed the course of History.

1. FRAMEWORK



Numerous efforts have been undertaken to promote the integration of Roma communities over the last 40 years. Several initiatives have been organised by state and private institutions in order to promote Roma culture and draw attention to the social problems affecting these communities. A few examples of great relevance are the National Work of the Roma Pastoral and its Diocesan Secretariats; the Social Promotion of Roma Programme, created by the Holy House of Mercy (*Santa Casa da Misericórdia*) of Lisbon, which was the first institution to train Roma mediators; the training of Roma school mediators for successful intervention in schools by the Ministry of Education and Science; various initiatives promoted by the “Entreculturas” with a view to ensuring equal access to education, encouraging academic success and divulging Roma history and culture; the “Nomad” project, developed by the Educational Communities Institute, which involved a large number of teachers; and, last but not least, numerous projects developed by local associations, which have largely contributed to the local development and integration of Roma communities.

The Working Group for Equality and the Integration of Roma Communities has stressed the need for coordinated efforts; the Social Integration Income has also mitigated some difficulties felt by Roma families. The work developed by the academic community has significantly increased the existing knowledge of these communities, providing an overview of long forgotten realities.

In the European Year of Intercultural Dialogue, the Equal Opportunity and Family Subcommittee of the Parliamentary Committee on Ethics, Society and Culture produced a report, presented in March 2009, which provided evidence of the poverty, exclusion and marginalisation faced by Roma communities. This report proposed a series of recommendations aimed at solving these issues and promoting equality in several areas, particularly housing and education, having led to the inclusion of these matters in political agenda.

The fourth edition of the Choices Programme (2010-2012), an initiative whose purpose is to promote the social integration of children and youngsters at risk, particularly the children of immigrants and ethnic minorities, promoted by the High Commission for Immigration and Intercultural Dialogue (*Alto Comissariado para a Imigração e Diálogo Intercultural, I.P.* – ACIDI, I.P.) since 2004, includes 66 projects specifically aimed at Roma communities. These projects focus on the increasingly pressing need to find suitable ways to promote the integration of Roma children and youngsters.

The Support Office for Roma Communities was created in 2007 by the ACIDI, I.P. for the purpose of supporting Roma communities in a more systematic and efficient manner, by promoting social integration, valuing their cultural heritage, encouraging their participation and role as Portuguese citizens, fighting stereotypes and promoting self-esteem, recognition and mutual respect, thus creating real opportunities for change.

This office has structured its mission around three major goals – increasing intercultural dialogue; promoting education, culture and citizenship; and supporting the empowerment of Roma communities. In this sense, it develops a series of activities aimed at promoting social integration, namely in the areas of education, housing, employment, training and health, in partnership with the entities responsible for these sectors.

Additionally, this office recruited six external consultants from Roma communities in order to ensure their participation in the development and planning of activities.

This successful initiative would eventually lead to the creation of the Municipal Mediators Pilot Project, a pioneering project launched in April 2009 with the support of the Portuguese Government.

This project largely benefitted from this support, underlining the importance of cooperation between the state and civil society organisations. Through their focus on general welfare, involvement with multiple sectors,



privileged experience and proximity to populations, these organisations can contribute significantly to the success of present and future projects, thus complementing the role of the State.

Stated on 1 October 2009, the project entered its third year in October 2011, involving 15 municipalities. It currently includes a further six municipalities and their mediators, who have started their first year in activity. Municipal mediators are diverse group, in terms of gender, age and academic qualifications.

This project, whose continued success is intended, aims to promote equal opportunity and social cohesion, fight discrimination, increase employment, contribute to the empowerment of Roma communities and address unmet needs in several sectors, through mediation and conflict resolution, in which Roma mediators play the main role.

1.1 Guiding Principles

As already mentioned, many initiatives have been undertaken in the past with the view to promoting the integration of Roma communities. Nevertheless, additional efforts in key sectors – education, housing, health and employment – are required if we wish to solve the underlying problems and eliminate exclusion.

A significant percentage of the Roma population living in Portugal, from North to South, whose size is estimated as 40,000 to 60,000 people, still has no access to basic goods and services. Although this situation is partly responsible for the exclusion of Roma communities, it is also true that integration depends on the adoption of an open attitude and observance of the regulations applicable to all citizens, both in terms of rights and duties. Only by observing these regulations will Roma individuals be able to participate actively in society, as Portuguese citizens. Reconciliation between the Roma code and general law is not merely possible, but also desirable.

In this sense, the Portuguese Government has made a commitment not

only to following the guidelines issued by the European Union, but also to addressing the needs of the Roma population living in Portugal, as defined in the National Roma Communities Integration Strategy, hereinafter referred to as National Strategy.

The National Strategy focuses on an intercultural approach to the principles of Equality, Non-Discrimination and Citizenship, based on Fundamental Principles (Article 9, paragraphs d) and h))¹, Fundamental Rights and Duties (Articles 12 and 13)² and Social Rights and Duties (Articles 64 and 65)³, as defined by the Portuguese Constitution, and taking into account the 10 Common Basic Principles⁴ and EU Council Directive 2000/43/EC, of 29

.....

1 d)«To promote the general welfare and quality of life of the Portuguese population, and equal treatment for all people...»

h) To promote gender equality.

2 Article 12, point 1. All citizens benefit from equal rights and are subjected to the duties defined in the Constitution.

Article 13, point 1. By Law, all citizens are equally entitled to social dignity.

Article 13, point 2. No citizen shall be entitled to any special privileges or benefits, nor shall any citizen be harmed, deprived of any rights or exempted from any duties based on ancestry, gender, ethnicity, language, place of birth, religion, political beliefs, ideology, income, social status or sexual orientation.

3 Article 64, point 1. All individuals have the right to health and the duty to defend and promote it.

Article 65, point 1. All individuals have the right to adequate housing for themselves and their families, including adequate hygiene conditions, comfort and privacy.

4 1. Constructive, pragmatic and non-discriminatory policies.

2. Explicit but not exclusive targeting.

3. Intercultural approach.

4. Aiming for the mainstream.

5. Awareness of the gender dimension.

6. Transfer of evidence-based policies.

7. Use of EU instruments.

8. Involvement of regional and local authorities.

9. Involvement of civil society.

10. Active participation of Roma communities.



June 2000⁵. By guiding our actions in sectors where change is mostly needed, these principles are powerful drivers of integration and social cohesion.

1.2 European Guidelines

Portuguese needs have been prioritised during preparation of the Strategy, given its national scope. Accordingly, the measures proposed specifically aim to solve the issues that affect Roma communities living in Portugal. Nevertheless, the European Guidelines defined in the European Parliament Report of 18 February 2011⁶ and the recommendations subsequently issued by several European entities have also been considered.

The aforementioned report not only represented an important step forward, but also a wake-up call for Member States, by drawing their attention to the vulnerable situation of Roma communities and by stressing the need to solve the underlying issues.

Following approval of the Resolution of 9 March 2011, the European Parliament urged the European Commission and the Council of the European Union to adopt a European strategy for Roma communities. In this sense, European Commission communication «European Framework for National Roma Integration Strategies by 2020», delivered on 5 April 2011, defined Member State responsibilities, as well as priorities for national strategies, monitoring mechanisms and funding.

This proposal was approved by the Council of the European Union of 19 May 2011. An appeal for fast preparation of national strategies, more specifically by the end of 2011, was made in the Council of the European Union of 24 June 2011, as the final step in the process of European consensus on these matters.

.....

5 Directive 2000/43/EC – Racial Equality Directive –, which implements the principle of equal treatment between persons, irrespective of racial or ethnic origin.

6 “[...] it is necessary to complete and strengthen equality legislation and policies by focusing on the specific needs of Roma communities [...], by means of a European (EU) strategy.”

1.3 Measures for the National Strategy

As is common practice in European countries, the «ethnicity» field is omitted from Portuguese population censuses. This leads to uncertainty regarding the actual number, geographic location and lifestyles of Roma communities living in Portugal, which are essential data to the creation of suitable integration measures.

Aware of the relevance of this data for the preparation of a National Strategy, the Office of the State Secretary of the Minister of State for Parliamentary Affairs launched a survey, in September 2011, consisting of a questionnaire to be used by municipalities, both in Mainland Portugal and the Islands. The objective of this survey was to collect data on local Roma communities, both concerning the number of families and issues related to their housing, education, health and employment.

An electronic platform was created for entering survey data; however, the information submitted was incomplete, as many municipalities were unable to collect data within the allocated timeframe. A longer survey will be required to provide an accurate picture of current realities.

A national survey that will provide an overview of the real situation is a priority for all sectors addressed by the National Strategy. Nevertheless, available survey data and the information collected by technicians operating in the field are sufficient to outline a strategy and propose concrete guidelines for meeting actual needs.

The guiding principles and fundamental rights considered in the preparation of this National Strategy provided a solid basis for proposing measures capable of effecting profound change in essential sectors.

In this sense, the Portugal 2020 commitments and goals, which are defined in the National Reform Programme, were considered, particularly aspects 4 and 6, i.e., «Intelligent Growth», whose goals include «more and better education» and «decreasing early school dropout rates»; and «Inclusive



Growth», whose goals include «increasing employment rates» and «fighting poverty and social inequality». The ideals reflected and the underlying concern with promoting equal access to opportunities served as a basis for preparing the National Strategy.

Finally, it is important to stress the focus on gender equality in all sections of the National Strategy. In fact, gender equality issues were not only considered as a dimension of the crosscutting pillar, but also as a priority within the scope of specific pillars. Accordingly, it was deemed necessary to itemise implementation results by gender, in order to assess the impact of the various measures on Roma men and women separately, as well as identify areas where more data are required to outline gender equality policies.

Several entities were invited to contribute to the National Strategy, namely the ministries responsible for the sectors involved, through their representatives, as well as regional and local authorities, civil society organisations and representatives of the communities directly targeted by the measures proposed. The intention behind this approach was not only to follow European guidelines, but first and foremost to include real, valuable contributions from institutions and individuals with actual knowledge of current needs, so that the joint efforts of the parties involved may come to fruition, both on regional and local levels, and actively lead to the successful implementation of the National Strategy, both as a whole and considering all its aspects, by 2020.

2. NOTE ON METHODOLOGY

European Commission communication «European Framework for National Roma Integration Strategies by 2020», delivered on 5 April 2011, urged Member States to prioritise access to education, employment, health and housing within the scope of their integration policies.

On the other hand, the conclusions of the Report of the Equal Opportunity and Family Subcommittee of the Parliamentary Committee on Ethics, Society and Culture (2009) revealed that inequality issues affecting Roma communities are mostly observed in the areas of education, housing and employment.

Accordingly, it was decided that the National Strategy would focus on education, employment, training, housing and health. In addition to the four areas identified by the European Commission, it was found opportune to add a series of crosscutting priorities, applicable to all areas involved.

In this sense, a series of specific priorities, measures, goals and actions has been defined for each pillar. These elements are presented as priorities and measures, which represent different implementation stages.

Priorities, which consist of the series of strategic goals sought, serve as a basis for defining measures aimed at solving the primary issues identified.

Measures, which correspond to the next implementation level, consist of the operational goals considered when defining general action guidelines. Accordingly, measures are implemented through actions/programmes identified by the partners involved, during the implementation period.

Targets and results have also been set. These elements, which serve the dual purpose of guiding implementation and monitoring progress, may be subjected to adjustment during the implementation period, or as a result of eventual constraints. Funding sources have also identified, without prejudice to the eventual allocation of additional funds. Funding is also subject to change, as a result of new financing lines/programmes, or limitations imposed by the State Budget.

In order to ensure the participation of all key players and allocate responsibilities for each pillar, representatives of the four sectors identified, as well as representatives of the additional dimensions considered in the crosscutting pillar, civil society organisations and Roma communities, were invited to a meeting where National Strategy preparation and implementation were discussed.

Given the specific nature of the problems identified in each area, several sector meetings were scheduled to take place between 20 September 2011 and 26 October 2011. The main purpose of these meetings, which were attended by entities with experience in housing, health, training and employment, justice, gender issues, discrimination and Roma communities issues, and moderated by the partners responsible for each area, was to gather expert advice and sufficient knowledge for defining adequate priorities and measures.

A mechanism structured around two main aspects and coordinated by the ACIDI, I.P. was created for the purpose of monitoring the implementation of the National Strategy.

The first aspect concerns coordination and focuses on the relationship between the ACIDI, I.P., responsible bodies and their state and civil society partners. A series of guidelines applicable to the various implementation stages has been defined within this scope, in order to ensure alignment with European, national and sector policies.

The second aspect, which concerns monitoring and assessment, focuses on evaluating the effectiveness of the actions aimed at implementing the priorities and measures defined, by comparing the results and progress achieved with expected results and set targets. The ACIDI, I.P., responsible bodies and sector partners will be involved in this process.

Annual reports on the progress of the National Strategy will be presented and discussed with all partners. Interim reports will also be presented and discussed whenever deemed opportune.



In addition to being monitored and assessed by all partners, state entities and civil society organisations involved, implementation will also be assessed by an external entity, which, despite following a series of guidelines discussed and validated by the partners, will define their own review and assessment parameters, in order to issue an independent, objective opinion, from which the National Strategy and its monitoring mechanism are expected to benefit.

Implementation results, as assessed by the partners involved and presented in annual reports, and by the external entity selected, will be discussed with a Consulting Group for the Integration of Roma Communities. This group, which will consist of representatives of the various ministries involved, civil society organisations and Roma communities, will subsequently issue an opinion on the documents submitted.

The monitoring and assessment mechanism defined will reflect the ability of the National Strategy to adapt and adjust to any challenges and opportunities that may eventually emerge during the implementation period, with a view to maximising the effectiveness of its actions and ensuring that the intended goals are actively achieved.



3. CROSSCUTTING PILLAR

Given the Portuguese reality, it was deemed necessary to consider a cross-cutting pillar to respond to several situations affecting Roma communities and their relationship with society.

The decision to include these aspects in the National Strategy was strongly influenced by a series of indicators alerting to the need for coordinated state intervention and by an acute awareness of a deep mutual mistrust, which has significantly hindered the integration of Roma communities.

The recognised importance of areas strongly influenced by human and social relationships, such as justice and security, gender equality, social security, education for citizenship, mediation and fight against discrimination, amply justifies the inclusion of a series of priorities that will contribute to the overall success of the National Strategy.

By adopting the National Strategy as a starting point and by relying on the experience and good practices contributed by all entities involved, we expect to achieve social cohesion, ensure respect for cultural diversity and promote equal opportunities for these recognisably marginalised Portuguese citizens.

3.1 Dimension - Knowledge on Roma Communities and Monitoring of the National Roma Communities Integration Strategy

Data on Roma communities living in Portugal are still scarce, despite the various studies conducted by several organisations and researchers, namely with a view to obtaining information on population size and geographic distribution, and the data collected in the field by state entities and civil society organisations, on regional and local levels.

In 2009, the Parliamentary Committee on Ethics, Society and Culture recognised the scarcity of available data on Roma communities, namely concern-

ing population size, geographic distribution, income and social situation, amongst other aspects. This incomplete picture of Roma communities makes it difficult to define suitable measures for promoting their development and integration.

On the other hand, the aforementioned Committee has recognised the necessity of reconciling the constitutional principle of non-discrimination with the need to collect national and sector information, in order to allow an integrated intervention, suitable to meeting the needs of Roma communities.

In this sense, in-depth knowledge of these communities is required if we wish to define and implement inclusive policies, leading to effective equality of opportunity and better living conditions.

Knowledge of Roma communities also involves the monitoring of their socioeconomic situation, a goal directly addressed by the additional measures included in the National Strategy. Implementation of these measures will involve a wide variety of initiatives focused on priority areas, which will be coordinated by a broad group of partners.

Given the wide applicability and diverse nature of these initiatives, their monitoring and assessment should be performed by a team consisting of representatives from all areas involved, whose opinions and recommendations might help define and implement better and more inclusive policies.

It is therefore necessary to create a Consulting Group for the Integration of Roma Communities, consisting of representatives of the various ministries involved, state entities, on national, regional and local levels, civil society organisations, and Roma communities, whose mission will be not only to monitor the National Strategy, but the integration of Roma communities in general.



Priority 1 – *To create a Consulting Group for the Integration of Roma Communities*

Recognising the importance of a consulting group, not only for monitoring the implementation of the National strategy, but also for assessing the socio-economic situation of Roma communities, the Portuguese Government decided to create a group consisting of representatives from various government departments, state bodies, private entities and Roma communities, including the following members:

- a)* The High Commissioner for Immigration and Intercultural Dialogue, who will act as chairman and coordinator;
- b)* Two representatives of the Government member responsible for internal administration;
- c)* One representative to be designated by the Government member responsible for the justice sector;
- d)* One representative of the Government member responsible for the economy and employment sector;
- e)* One representative of the Government member responsible for the housing sector;
- f)* One representative of the Government member responsible for the health sector;
- g)* One representative of the Government member responsible for the education sector;
- h)* One representative of the Government member responsible for the solidarity and social security sector;
- i)* One representative of the Regional Government of the Azores;
- j)* One representative of the Regional Government of Madeira;
- k)* One representative of the National Association of Portuguese Municipalities;

- l)* One representative of the National Association of Portuguese Civil Parishes;
- m)* Two representatives of institutions working with Roma communities, to be designated by the High Commissioner for Immigration and Intercultural Dialogue;
- n)* Four representatives of Roma communities associations, to be designated by the High Commissioner for Immigration and Intercultural Dialogue;
- o)* Two citizens of recognised merit, to be designated by the High Commissioner for Immigration and Intercultural Dialogue;
- p)* Two representatives of academic or research institutions with relevant works on Roma communities, to be designated by the High Commissioner for Immigration and Intercultural Dialogue.

The Consulting Group for the Integration of Roma Communities will work within ACIDI, I.P., which will be responsible for preparing the corresponding Statutes.

The creation and operation of the Consulting Group for the Integration of Roma Communities will not entail any additional costs to the ACIDI, I.P.; Consulting Group members shall not be entitled to receive any remuneration, neither shall they receive any compensation for meetings attended.

General targets:

- Creation of a Consulting Group for the Integration of Roma Communities, in 2013.
- Organisation of at least two meetings of the Consulting Group per year, until 2020.



Priority 2 – *To conduct a national study on the social, economic and cultural situation of Roma communities, and to promote several studies within the scope of social sciences*

Given the scarcity of information on Roma communities, not only concerning population size and geographic distribution, but also related to the various aspects addressed by the National Strategy, such as housing, education, health and employment, it is imperative to conduct a wide study, in order to collect relevant information for defining and implementing suitable policies.

Despite sharing a common origin and cultural values, Roma communities are diversified and, widely spread throughout the Portuguese territory. Social studies will provide an insight into the cultural aspects that characterise each community, leading to the creation of better policies.

General targets:

- Conduction of a national study of the social, economic and cultural situation of Roma communities, by 2014.
- Creation of the Observatory of Roma Communities, by 2014.

3.2 Dimension - Discrimination

Article 13 of the Portuguese Constitution establishes the following:

«1. By Law, all citizens are equally entitled to social dignity.

2. No citizen shall be entitled to any special privileges or benefits, nor shall any citizen be harmed, deprived of any rights or exempted from any duties based on ancestry, gender, ethnicity, language, place of birth, religion, political beliefs, ideology, income, social status or sexual orientation.»

From the very start, the legislator sought to ensure the right to equal treatment and non-discrimination as a Fundamental Law, thus establishing a constitutional duty of respect for the principle of equality between all

men and women, irrespective of their religion, ethnicity, nationality, sexual orientation, political beliefs, ideology and income, amongst other factors.

As it applies to all sectors included within the scope of the National Strategy, this basic principle must be considered at all times and/or in all assessments. Even if discrimination has already been deemed an illicit practice, from an institutional and legal standpoint, it is imperative to identify areas of greater resistance and to attempt to overcome any barriers, both through training and application of the penalties established by law. We are ultimately faced with the huge challenge of changing mentalities, a difficult process which requires effort and dedication.

The Universal Declaration of Human Rights establishes that *«All are equal before the law and are entitled without any discrimination to equal protection of the law. All are entitled to equal protection against any discrimination in violation of this Declaration and against any incitement to such discrimination.»*

Being different does not entail different rights.

Priority 3 – *To promote the fight against discrimination and raise public awareness to this issue*

Despite all the efforts undertaken to divulge and protect the Roma culture, prejudice against Roma communities still exists, hampering their relationships with other groups, hindering their integration, preventing access to goods and services, and generally aggravating inequality.

General targets:

- Organisation of at least 24 training/awareness raising actions aimed at various audiences, namely Roma communities, educational establishments, professionals from various sectors and decision makers, amongst others, by 2020.
- Organisation of three awareness raising campaigns aimed at the general public, by 2020.



3.3 Dimension – Education for citizenship

Civic education allows individuals to build a civic identity and develop a civic conscience. To be a citizen is to build an individual identity and find a purpose in life. Informed citizens are able to participate actively in society, using their analytical and intervention skills in accordance with fundamental social values.

Priority 4 – *To organise training actions on citizenship, aimed at Roma communities*

Citizenship is much more than a mere series of rights and duties. It also entails active participation in the building of society.

General target:

- Organisation of two training actions on citizens' rights and duties per year, until 2020.

Priority 5 – *To encourage Roma communities to participate actively in society as a citizenship practice*

Citizenship entails active participation in the building of society, through intervention in various areas. In this sense, it must be stressed that common good can only be achieved through active involvement and sharing. Association membership is the most effective way to encourage this process and allow Roma communities to voice their opinions and expectations.

General targets:

- Organisation of four training actions on association membership, by 2015.
- Organisation of four training actions on small project management, by 2015.
- Organisation of six trainer training actions aimed at Roma trainers, by 2017.

- Provision of financial support to eight projects developed by Roma associations, by 2020.

Priority 6 – *To provide financial support to initiatives/projects developed by civil society organisations and the academic community*

National Strategy goals can only be achieved through the joint efforts of the State, civil society organisations and the academic community. In this sense, it is important to create favourable conditions and provide the necessary resources for the effective empowerment and integration of Roma communities.

General target:

- Provision of financial support to at least eight initiatives/projects developed by civil society organisations and the academic community, by 2020.

3.4 Dimension - Roma History and Culture

Roma communities were perceived as intruders upon their arrival in Western Europe, over the 14th and 15th centuries. Their presence elicited mistrust and fear, leading to prejudice and rejection. Roma communities rapidly became a concern to States that were attempting to organise and control societies.

The general rejection of Roma communities occurred shortly after the arrival of the first families, as the majority of the population felt disconcerted when faced with their unusual dress, habits, lifestyle and way of communicating with outsiders. Having firstly inspired native populations, the aura of gloom developed around Roma communities would eventually lead to their exclusion.

Relationships with the Roma population are usually marked by prejudice and based on stereotypes, which might lead us to believe that much is



actually known about Roma communities, as so many people express such categorical opinions about them, in addition to passing negative judgments and casting them in a bad light.

A series of more or less cemented ideas emerged, ranging from Romantic, folklore-inspired images, to more negative stereotypes, strengthened by a wealth of unsympathetic opinions.

It is imperative to change these old stereotypes, as they hinder the process of understanding and disrupt communication between Roma and other communities. Becoming acquainted with Roma history and culture, as well as finding out how current stereotypes arose, are essential steps in the process of changing attitudes and forging new relationships.

Priority 7 – *To promote Roma history and culture*

Becoming acquainted with the history, culture, identity and social organisation of Roma communities, as well as understanding their symbolic and moral values, will allow a better insight into their behaviour, generating empathy and respect.

General targets:

- Provision of financial support to at least six projects/initiatives aimed at divulging and promoting Roma history and culture, developed by civil society organisations.
- Publication of at least four works in the “Olhares” (Looks) Collection, by 2020.

3.5 Dimension - Gender Equality

Socioeconomic and gender studies have revealed that women in ethnic minorities are the major victims of social exclusion and discrimination.

Ethnic minorities in general (and the Roma population in particular) are

not only potential victims of cultural/racial discrimination, but also tend to experience difficulty accessing basic services essential to social inclusion and active citizenship, such as education, employment, housing, health-care and social security, amongst others.

In addition to being particularly affected by poverty and social exclusion, Roma women also experience gender inequality, as do women of other ethnicities.

Gender equality is a particularly sensitive issue in communities where men traditionally wield the majority of power over the various aspects of life, such as health, family, integration issues, professional advancement and access to community and/or State resources.

In patriarchal communities, gender roles are dictated by the balance of power inside the family and within the community.


These challenging circumstances call for intercultural mediation.

It is important to stress that, despite their subordinate role inside the group (Roma communities remain essentially patrilineal), Roma women not only play a key role in preserving habits and traditions, but may potentially play an important role in promoting change.

Although the National Strategy includes a specific section on gender equality, the results of all measures proposed will be itemised by gender, in order to allow a suitable assessment of their differential impact of on Roma men and women. This approach is expected to lead to the identification of weaker areas, so that specific gender strategies and/or policies may be proposed.

In addition to the gender equality priorities specifically defined in this section, the National Strategy also includes political priorities of great strategic relevance to the empowerment of Roma women.

Due to its multidimensional nature, a pluralistic approach to social exclusion is required, through policies applicable to all sectors and areas. This



idea is indeed embodied by the concept of gender mainstreaming, often mentioned in international, EU and Portuguese guidelines, namely in the National Programme on Gender Equality.

Priority 8 – *To consider Roma family values within the framework of principles and values adopted by the Portuguese society*

Although different from the principles and values adopted by the Portuguese society, Roma family values should be respected, at least to the extent where the rights established by the Universal Declaration of Human Rights and the Portuguese Constitution continue to be observed. In this sense, it is essential to find ways to meet the needs of Roma families, namely by creating suitable conditions for Roma individuals to acquire basic skills and by promoting the independence, qualification and empowerment of Roma women, within a favourable family and community context.

General targets:

- Organisation of 30 training actions aimed at Roma women, in partnership with state entities and civil society organisations, focused on the development of personal, social and relational skills, by 2020, with a view to encouraging life projects and creating favourable conditions for professional/academic training and/or employment.
- Organisation of 30 awareness raising actions on work/life balance within the context of family relationships in Roma communities, in partnership with state entities and civil society organisations, by 2020.
- Organisation of 30 training actions aimed at Roma women, in partnership with state entities and civil society organisations, focused on the development of personal, social and relational skills, by 2020, with a view to encouraging life projects and creating favourable conditions for professional/academic training and/or employment.

Priority 9 – *To promote strategies for the empowerment of Roma women through mediation and women’s associations.*

Active participation of women in society translates into increased self-awareness, independence and knowledge, which leads to better relationships with institutions and greater motivation to acquire professional skills. These are essential conditions for women’s empowerment, both within Roma communities and in society as a whole. In this sense, it is important to ensure that Roma women are encouraged to acquire additional skills, to be summed to their traditional roles.


General targets:

- Training of 20 Roma women as sociocultural mediators, by 2020.
- Training of 75% of Roma mediators for Gender Equality, by 2020.
- Encouraging the formation of Roma women’s associations, by 2020.

3.6 Dimension - Justice and Security

Prison and social reintegration services are governed by the principles of minimum intervention, proportionality, equality and non-discrimination. Accordingly, the professionals involved, both in prison and social services, are required to assess the risks and needs specific to each individual, in order to create the necessary conditions to ensuring their successful reintegration in society.

Within the scope of security forces, prevention is a priority for the National Republican Guard (*Guarda Nacional Republicana* – GNR). Accordingly, this force has created special programmes aimed at implementing proximity policing strategies and promoting a feeling of safety within the community. Special programme sections (SPE) have been responsible for creating and coordinating special programmes since the restructuring process undertaken by the GNR in 2010.



In order to ensure efficient coordination between all parties involved, a special programmes section was created in the GNR operations department. This section is responsible for *«ensuring compliance with established directives and guidelines on crime prevention, proximity policing and community security, namely in what regards domestic violence and protection of minors, the elderly, and vulnerable and risk groups»*, having established several partnerships, on local and national levels, particularly in the areas of domestic violence, protection of the elderly, discrimination, poverty and social exclusion.

The Public Security Police (PSP) has also implemented and systemised methods for effective cooperation between crime prevention and proximity policing departments, by establishing the integrated proximity policing model (MIPP). Amongst other goals, the MIPP aims to promote a close, sustainable relationship with citizens and communities; fight major crime; promote active citizenship, by encouraging civic training; and ensuring the safety of the community, particularly youngsters. The PSP is especially concerned with the protection of vulnerable groups, considering their specific characteristics and needs, and victims of abuse, within the scope of the 4th National Programme Against Domestic Violence. The MIPP includes the proximity, victim support (EPAV) and safe school programme teams (EPES). The mission of these teams, whose members are known as proximity police officers, is to ensure police visibility, manage and resolve occurrences and conflicts, strengthen officer-citizen bonds, and detect social problems and situations that may result in criminal offences.

Priority 10 – *To promote local partnerships with security forces and justice services*

Security forces play an essential role in the establishment of partnerships. Therefore, their involvement in local networks is strategic to the creation and implementation of local intervention programmes.

General target:

- Sending of invitations to security forces and/or justice services with a view to establishing local partnerships, subject to prior evaluation by the entities invited, by 2020.

Priority 11 – To divulge the National Strategy to security forces and justice services personnel

Knowledge of the priorities and measures defined in this National Strategy is an essential asset in the training, qualification and operation of security forces and justice services personnel.

General target:

- To divulge the National Strategy to security forces and justice services personnel, by 2014.

3.7 Dimension - Mediation

Sociocultural mediation has been achieving greater relevance as a useful resource. Accordingly, efforts have been undertaken to train professionals whose job is to promote and enable effective communication. Embracing a dynamic view of human relationships, mediators promote intercultural dialogue and the valuing of differences, seeking areas of convergence between the parties involved.

A unifying principle, mediation is considered across all areas of the National Strategy, establishing a framework for interaction between the various sectors and focusing on integration, cohesion and the strengthening of social relationships.



Priority 12 – *To promote the training of Roma sociocultural mediators*

In recent years, both national and international entities have come to perceive the role of mediators as extremely useful, especially in multicultural contexts. Mediators enable access to facilities and services, encourage the participation of Roma communities in projects that concern them directly, facilitate communication between culturally different groups and play an active role in conflict management and prevention. As a result of their close relationships with various agents, partners and local decision makers, mediators also contribute to improving the intercultural skills of these parties. Additionally, mediator training might encourage trainees to improve their academic qualifications.

General target:

- Training of at least 80 Roma sociocultural mediators, by 2020.

Priority 13 – *To widen the scope of the Municipal Mediators Project to the national level, in the medium term*

Municipal mediation has been proposed as a means of meeting identified needs. After receiving adequate training, municipal mediators are able to ensure better access to services and institutions by Roma communities, as well as promote knowledge of the latter by the organisations involved. By building mediator skills in specific areas, namely responsibility, independence and intervention, municipal mediation also leads to a better understanding by Roma communities of the social services available and of how the various services and institutions operate.

General targets:

- Setting of the implementation calendar for stages III, IV and V of the Municipal Mediators Project.
- Project implementation in at least 50 municipalities, during stages III, IV and V, by 2020.

Priority 14 – *To raise the awareness of state institutions to intercultural mediation as a means of promoting inclusive services*

Institutions play a key role in monitoring the situations faced by Roma communities.

Cooperation between intercultural mediators and institutions helps promote proximity and respect for different cultural values. As guides and facilitators, mediators are instrumental in the forging of relationships based on trust. By focusing on cooperation and intercultural dialogue, mediators also help Roma communities understand how services operate.

General targets:

- Organisation of four inter-institutional meetings per year, until 2020.
- Organisation of at least two training courses on specific areas per year, until 2020.

3.8 Dimension - Social Security

Recognising the interdependence between inclusion and non-discrimination issues and in the light of the Universal Declaration of Human Rights, the European Union Charter of Fundamental Rights, the Portuguese Constitution, particularly article 13 (equality principle), and current legislation and regulations governing state affairs, Social Security services are responsible for providing protection to Roma individuals affected by discrimination or exclusion. Additionally, Social Security services are responsible for ensuring the creation of suitable conditions for the personal and social development of Roma individuals, and for promoting social cohesion.

In Portugal, «all individuals are entitled to social security» (article 2, point 1, of Law 32/2002, of 20 December). Given their vulnerable situation, Roma



individuals, families and communities are a priority. Although preferential treatment based on ethnicity is not allowed within the scope of social services and social action, it is legitimate to engage in «positive actions» aimed at this segment, based on the requirement to ensure “equal treatment in equal situations and (...) differential treatment in case of unequal situations” (article 10 of the aforementioned Law). Preventing speech, attitudes, behaviours or practices that might be construed as disrespectful or infringe the human rights of Roma individuals remains a key aspect in ensuring equality and respect for a diverse society.

The social integration of Roma individuals and communities entails an equal sharing of social responsibilities, which, in its turn, implies an equitable allocation of benefits and resources by all stakeholders – State and Government; local and regional authorities, companies, banks and the financial sector; foundations; social solidarity and economy sector partners; the media; teachers and trainers; unions and professional associations; and, last but not least, Roma community associations.

Priority 15 – *To develop an integrated approach within the scope of Social Action, involving multiple sectors and in partnership with Roma individuals, families and community representatives*

All individuals who work towards the integration of Roma communities aspire to a coordinated approach to the issues involved. However, fragmentation of resources and efforts – including Social Security services and other entities involved in social action – is still a problem that needs to be mitigated.

It should be noted that the inclusion and active participation of Roma organisations in community planning, decision and action committees should not be dismissed if we really wish to improve the lives of Roma individuals and families.

It is urgent to develop action programmes adjusted to the reality of Roma communities and optimise state and community resources.

General targets:

- Good, efficient cooperation: creation of five pilot protocols within the area of social action, on municipal or higher levels, aimed at risk and emergency situations, by 2020.
- Giving voice to Roma individuals: promoting the inclusion of NGOs and Roma associations in 50% of community planning platforms and committees, by 2020.
- Close collaboration: encouraging dialogue between Roma mediators and 40% of social workers responsible for providing support to Roma families, by 2020.
- Knowing more, acting better: conduction of an exploratory study on Roma individuals who receive or have received social support, by 2020.

Priority 16 – *To improve the skills of social services clerks serving Roma individuals, families and communities*

Ensuring access to social security protection by Roma individuals, families and communities, without discrimination or segregation, is an obligation imposed by Law.

As access is effectively provided by social services clerks, it is essential to ensure that their knowledge, attitudes and conduct are suitable to serving the various groups involved, if the state is to succeed in its mission of ensuring the welfare of all citizens.

In this sense, it would be useful to improve the cultural skills of social services clerks through cultural competency training, particularly in relation to Roma individuals, families and communities.



General targets:

- Informing by divulging: divulgation of the National Strategy and six-monthly updates on the internal network of the Social Security Institute (*Instituto da Segurança Social, I.P* – ISS, I.P.) and to social services personnel, by 2020;
- Acquiring, improving and using skills: creation of three training modules on provision of social support to Roma communities, to be used in intercultural training sessions, organised at each district centre on at least four occasions, in partnership with social service centres, by 2020.
- Raising awareness to prevent discrimination: creation of a folder for trainers and trainees, focusing on practical situations, to be used in flash training sessions organised at each district centre on at least four occasions, in partnership with social service centres, by 2020.

Priority 17 – *To monitor and optimise social support provided to Roma individuals, families and communities: to increase effectiveness and identify opportunities for improvement.*

The ability to positively impact the lives of Roma individuals depends on the efficacy of the social services provided to Roma communities. In this sense, it is essential to improve the procedures and tools made available to reception services/monitoring services (SA/AS) personnel responsible for screening and social support, as well as Social Integration Income (RSI) teams and Integrated Social Services (ASI) personnel.

Efforts must be undertaken in order to ensure that the most vulnerable individuals within Roma communities, namely women, children, people with different sexual orientations or gender identities, people with HIV/AIDS, and alcohol, drug and other substance abusers, are not ignored or forgotten.

Profound knowledge of real situations, as well as creative, effective tools and strategies, are essential to assessing problems and identifying good practices in social services.

General targets:

- Better assessment for better action: review of 60% of all diagnostic/assessment reports concerning Roma individuals prepared within the scope of the services provided by the SA/AS, RSI and ASI, by 2020.
- Life programme review: review of 60% of all social integration programmes concerning Roma individuals developed within the scope of the services provided by the SA/AS, RSI and ASI, according to quality criteria, by 2020.







4. Education

Roma communities face serious integration difficulties in Portugal. It is well known that Roma youngsters are required to overcome several obstacles in order to acquire an education and obtain gainful employment. Low education levels, poor academic performance and high early school leaving rates obviously contribute to this situation.

Educational instruments and strategies implemented in recent years with a view to promoting equal educational opportunities have effectively increased school attendance and improved the academic performance of new social groups. However, these initiatives have fallen short of the intended goals in what concerns Roma communities.

In this sense, new systems must be developed or the existing systems adjusted to the specific characteristics of the Roma population, in order to ensure that all individuals complete compulsory education and have access to further education or professional training, both during school years and throughout their professional lives.

It is essential for the school system to adopt the role of cultural interface between different communities, in addition to becoming a second home for Roma children and their families, by respecting them and widening their expectations, in order to contribute to their personal and professional success.

The integration of Roma communities will only become a reality once both communities (the majority and the minority) are able to build a society where both cultures coexist peacefully and comfortably, i.e., where the cultural values of each community are respected and national and constitutional values are observed. The school system plays a very relevant role in this process, not only through the children it educates, but also through its influence on their families and the community in general.

Ensuring equal access to education while simultaneously respecting Roma

values and traditions is the main goal to be achieved in the area of education. On the other hand, it must be ensured that better education will translate into increased participation in society and an effective improvement in the quality of life of Roma communities. In this sense, it is essential to ensure that Roma students are able to acquire the required skills to overcoming any existing obstacles and transitioning successfully into employment.

Priority 18 – *To gain a better insight into the situation of Roma students and trainees*

It is crucial to identify schools with significant numbers of Roma children and youngsters, with a view to following, monitoring and assessing the implementation of the National Strategy.

It is also important to identify Roma children and youngsters in families with itinerant lifestyles, permanent or seasonal, in order to develop monitoring systems that will facilitate their integration in schools, raise the awareness of schools to the need for closer monitoring and ensure every student is suitably evaluated.

General target:

- Preparation of annual reports on Roma students, including recommendations, by 2020.

Priority 19 – *To ensure access to Pre-School Education*

Pre-school education, which constitutes the first step in the educational process, involving schools and families in equal measures, is an ideal opportunity for forging and strengthening bonds between the school system and Roma families. It is very important for Roma children to learn to read, write and perform arithmetical operations as early as possible, in order to acquire the necessary skills for starting primary education.



General targets:

- Ensuring that 50% and 100% of Roma children are able to attend pre-school for at least one year, by 2016 and 2020, respectively.
- Ensuring that at least 70% and 90% of Roma children attending pre-school acquire the required language skills for starting primary school, by 2016 and 2020, respectively.

Priority 20 – *Increasing education levels and ensuring that all Roma children complete compulsory education*

Access to compulsory education must be ensured by raising the awareness of schools, as organisations, to the need to motivate Roma students towards achieving academic success, while simultaneously encouraging them to embrace their cultural values. In this sense, education should be presented to Roma families as a worthy option and schools as trustworthy establishments. Success stories may help counter the notion that Roma students are necessarily destined to failure. Mixed classes (including Roma and non-Roma students), the presence of mediators in schools and the adoption of motivational strategies (such as music and dance classes) are likely to endear schools to Roma communities and allow them to become a meeting place for people from all cultural backgrounds, ultimately contributing to ensuring that all Roma children, of both genders, complete compulsory education.

General targets:

- Ensuring that 40% and 60% of Roma children, of both genders, successfully complete compulsory education, by 2016 and 2020, respectively.
- Implementation of strategies aimed at promoting proximity and valuing Roma communities in 80% and 100% of schools with significant numbers of Roma students, by 2016 and 2020, respectively.
- Divulgence of at least 2 cases of successful integration and academic performance every year.

- Implementation of innovative organisational and educational strategies in 80% and 100% of schools with significant numbers of Roma students, by 2016 and 2020, respectively.
- Progressively increasing success rates in schools with significant numbers of Roma students, in order to bring them closer to the national average, by 2020.
- Decreasing repeated failure rates in schools with significant numbers of Roma students, in order to bring them closer to the national average.

Priority 21 – *To promote continued education in secondary schools and encourage higher education*

Education leads to the acquisition of skills and prepares students for the challenges of employment, in addition to contributing to ensuring equal opportunity, in an effective and sustainable manner.

In this sense, a solid path that may result in a wide array of opportunities will necessarily entail the various education stages offered by the school system.

General targets:

- Ensuring that 30% of Roma youngsters complete secondary education/professional training courses, by 2020.
- Ensuring that 3% of Roma youngsters attend higher education establishments, by 2020.
- Ensuring that 2% of Roma youngsters complete higher education, by 2020.

Priority 22 – *To prevent early school dropout*

Schools need to be made aware of the importance of flexible educational and training programmes, adjusted to the individual needs of students/trainees, and of the need to fight repeated failure.



It is also important to ensure that Roma families become involved in the education of their children, through close monitoring, adjusted to individual needs.

General targets:

- Decreasing the early school dropout rate of Roma children by 40% and 60%, by 2016 and 2020, respectively.
- Ensuring the participation of 30% and 60% of Roma families in the education of their children, of both genders, by 2016 and 2020, respectively.

Priority 23 – *Ensuring access to education lifelong learning*

Roma communities need to be encouraged to recognise and value conventional and informal education, within the scope of the National Qualification System, namely Skills Recognition, Validation and Certification (RVCC) processes, Basic Skills Courses for Adults and Adult Education and Training Courses.

This goal can be achieved through the creation of individual qualification programmes, considering education and/or training needs and the resources available. These programmes must take into account the specific characteristics of each individual and be regularly updated, according to changes in their situation.

General targets:

- Annual increases of 3% and 6% in the percentage of Roma individuals enrolled in National Qualification System and RVCC programmes, by 2016 and 2020, respectively.
- Annual increase of 4% in the percentage of Roma individuals completing National Qualification System and RVCC programmes, by 2020.

Priority 24 – *To promote teacher training on Roma culture and diversity by recruiting trainers from Roma communities*

It is important to ensure that teachers working with Roma children and youngsters, as well as social workers, psychologists, monitors and assistants, receive suitable training on cultural diversity and intercultural dialogue. This process can be facilitated by recruiting trainers from Roma communities, which will result in a mutual learning experience. The most respected members of Roma communities can play a key role in this process, given their ability to interact within both cultures.

General targets:

- Training of 30% and 60% of teachers working with Roma communities, by 2016 and 2020, respectively.
- Training of 70 and 150 Roma community members for intervention in the school system, by 2016 and 2020, respectively.

Priority 25 – *To fight illiteracy*

The importance of education and the need to fight illiteracy should be understood by Roma communities as key factors for effective social and professional integration. Illiteracy is still common in Roma communities, particularly in older people, who are less likely to be persuaded to attend school. Therefore, it is important to organise information/awareness raising actions aimed at Roma communities, involving parents and children of both genders.

General targets:

- Organisation of 100 awareness raising actions on the importance of education, aimed at Roma communities, by resorting to the ACIDI, I.P. Trainers Pool, by 2020.
- Increasing the percentage of literate Roma individuals by 15% and 30%, by 2016 and 2020, respectively.



5. Housing

Social housing in Portugal is managed by the State, Autonomous Regions and Municipalities. The State is responsible for setting housing budgets and defining regulations for the allocation of social dwellings, according to income-based criteria.

Given the universal right to housing programmes and the equality principle, which applies to all communities and ethnic groups, no specific measures have been proposed for Roma communities. Nevertheless, efforts have been undertaken in order to ensure that Roma communities benefit from housing policies, in accordance with the principles of equal treatment and non-discrimination, albeit considering their specific culture and lifestyle.

In this context, a needs survey must be performed in order to find suitable housing solutions, adjusted to the specific characteristics of these communities. Although ethnicity cannot be considered when defining priorities, housing policies must also promote the integration of Roma communities.

Despite the efforts undertaken to promote social integration, many Roma individuals continue to be affected by extreme poverty, social exclusion and poor housing conditions. In this sense, it is essential to create synergies between the entities responsible for housing issues, so that suitable measures, able to meet the specific needs of these vulnerable communities, may be defined and implemented.

Priority 26 – *Increasing knowledge of the housing conditions of Roma communities*

Knowledge of the housing conditions of Roma communities, both in quantitative and qualitative terms, is essential to defining effective measures.

Although Roma families represent a large percentage of social housing beneficiaries, information on access to social housing by these communities is

still insufficient. Quantitative and qualitative data concerning the need for new solutions are also scarce.

Within this context, it is important to develop a survey programme focused on the housing conditions of Roma communities, in partnership with research institutions, municipalities and Roma community representatives.

General targets:

- Conduction of at least one survey of access to social dwellings and the housing conditions of Roma communities, by 2020.

Priority 27 – *To encourage practices that promote the integration of Roma communities, within the scope of housing policies*

This course of action aims to increase transparency, promote equal treatment within the scope of housing policies, include issues concerning access to social dwellings by Roma families in local housing strategies, thus evidencing their right to adequate housing, strengthen the inclusive nature of State housing projects and promote the creation of mediation mechanisms aimed at preventing tension, conflict and exclusion, namely through the training of integration professionals.

General targets:

- Raising the awareness of 90% of municipalities with Roma populations to their specific culture, with a view to promoting their relocation, by 2020.
- Divulgence of Local Housing Programmes, including technical specifications, in 100% of municipalities, with a view to encouraging the creation of specific solutions, by 2020.
- Adoption of intercultural mediation as a means of promoting the integration of Roma communities in 60% of social housing quarters, by 2020.



Priority 28 – *To adjust housing solutions and improve social housing quarters*

Finding suitable dwellings is only one of the many aspects to be taken into account when considering adequate housing. Communal, public and neighbouring areas must also be considered, as well as accessibility, infrastructures, facilities and quality of life. It is also important to consider how an area is perceived by the population, since living in an social quarter with a bad reputation can become the primary cause of stigma and exclusion.

Social exclusion is one of the main factors considered in the process of allocating housing resources. Housing policies primarily aim to protect individuals and families living in precarious conditions. In what concerns Roma families, joint efforts by state entities and NGOs are required in order to ensure their access to services (health, education, etc.) and empowerment. It is also important to consider the need for suitable areas to the main activity of these communities (e.g., storage areas). In this context, strategies aimed at achieving the following goals should be implemented: improving the image, housing conditions and infrastructures of Roma community estates, considering the specific lifestyles of these communities; finding suitable solutions to the problem of illicit occupation of certain areas by Roma communities; finding housing solutions that promote integration and prevent geographical segregation; finding suitable housing solutions to itinerant populations; and raising the awareness of Roma communities to the need to maintain dwellings and public areas in good condition.

Sharing of good practices and resource optimisation, namely on a financial level, as well observing the regulations established by the European Regional Development Fund (ERDF), which aim to protect «marginalised communities», including Roma communities, will eventually lead to better solutions.

General targets:

- Preparation of a specific housing improvement programme, according to the available budget, regulated by the ERDV, by 2020.
- Ensuring minimum hygiene and welfare conditions in 80% of camps, until families can be relocated, by 2020.

Priority 29 – *To promote access to rental homes/home ownership*

Access to rental homes by Roma families is hindered by stereotypes. The value of an estate is still perceived as lower when one or more dwellings are let to Roma families. In fact, even municipalities face obstacles in allocating social dwellings to Roma families.

The specific characteristics and scarce knowledge of the Roma culture contribute to the segregation and exclusion of Roma communities, a situation only likely to change in the long run. Legal measures against discrimination can only become effective once the existing barriers to private rental are eliminated.

Promoting access to rental homes or home ownership by communities affected by exclusion requires long-term measures and mediation by state entities, namely involving awareness raising and training action, as well as definition of regulations governing the correct use of dwellings and communal areas.

Short-term measures in this sector will be mostly symbolic and educational, as no relevant results are to be expected in the short and medium run. In this sense, current measures should primarily aim to increase the trust of property owners in Roma families and educate the latter on the correct conduct to adopt and rules to observe when living in buildings shared by several families.



General target:

- Development of pilot projects for the creation of seven home rental offices, through the establishment of partnerships between municipalities and civil society organisations, by 2020.

6. Employment and Training

Professional achievement is undeniably an essential pillar in social integration and differentiation processes, as income, identity and social status are directly determined by occupation.

Disadvantaged groups face multiple difficulties in obtaining gainful employment, which are often compounded by the obstacles usually associated with their social status. This often results in poverty and social exclusion.

Ethnic and cultural minorities, including Roma communities, face the most difficulties in entering the workforce, not only as a result of cultural factors and isolation, but also due to discrimination by the majority.

Therefore, strategies aimed at promoting better access to employment are required, as well as initiatives aimed at improving the technical and social skills of these minorities, suited to their specific nature and lifestyles. Success in this area can only be achieved by encouraging cultural change and supporting the creation of new employment positions or businesses.

Priority 30 – *To promote knowledge on Roma communities*

Lack of knowledge concerning minorities perceived as «the others» is often the main reason why people adopt discriminatory behaviours, even if unconsciously, since it originates stereotypes that eventually become an obstacle to social integration. In what concerns Roma communities, stereotypes must be destroyed and myths deconstructed in order to increase access to employment. In this sense, strategies aimed at increasing the employability of Roma individuals can be extremely instrumental in facilitating this process.

General targets:

- Organisation of 10 awareness raising actions (three in 2013, followed by one every year, until 2020) aimed at Employment and Training Institute (*Instituto do Emprego e Formação Profissional, I.P.* – IEFP, I.P.) personnel, with a view to eliminating eventual preconceptions that might hamper the recruiting of Roma individuals to perform any other tasks than those traditionally associated with this minority.
- Divulgence of successful cases of professional achievement by Roma individuals, by 2020.
- Creation of opportunities for dialogue with business associations, involving NGOs, Roma associations and Roma mediators, by 2020.
- Implementation of a specific process aimed at monitoring the integration of Roma communities and the elimination of stereotypes, by 2020.


Priority 31 – *To increase staff skills and organise training actions focused on the specific needs of Roma communities*

Implementation of the National Strategy should involve the organisation of trainer training actions and the continuous training of IEFP, I.P. personnel and other professionals eventually involved in the professional integration of ethnic and cultural minorities, namely in the areas of prejudice elimination, intercultural dialogue, citizenship and discrimination.

Finally, it is urgent to train Roma mediators on employment issues. By acknowledging how professional qualifications and employment may improve the quality of life of their communities, and by facilitating access to employment centres and companies, mediators play a key role in promoting the employment and empowerment of the Roma population.

General targets:

- Organisation of training/awareness raising actions involving 465 trainers, by 2020.

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- Training of professionals in organic units located in areas of greater concentration of Roma communities, with a view to providing specialised services, by 2020.
 - Training of 30 mediators, by 2020.

Priority 32 – *To promote access to employment and encourage self-employment*

It is intended to use existing or adapted resources to promote access to employment by Roma individuals, through intervention methods based on personalised solutions. These methods, which involve the acquisition of skills and the enrolment in IEFP, I.P. initiatives and programmes, entail the creation of Personal Employment Programmes (PPE) and the active participation of the individuals involved, with the support of Roma mediators.

General target:

- Provision of support to approximately 1,500 Roma individuals per year, by 2020, with a view to creating personalised employment and/or training programmes.

Priority 33 – *To improve professional skills in order to increase employment*

Priority must be given to the acquisition of skills by Roma communities, with a view to promoting employment and socioeconomic integration. In this sense, it is important to provide learning and training opportunities to adults and youngsters. The IEFP, I.P. organises several courses and apprenticeships, amongst other initiatives within this scope.

General targets:

- Creation of 300 individual guidance programmes, by 2020.
- Organisation of professional training actions on various areas, including Entrepreneurial Training, by 2020.
- Development of RVCC programmes, by 2020.

Priority 34 – *To develop an integrated approach, in partnership with Roma communities*

Ensuring the involvement of the local community, namely by engaging the support of Roma community leaders, is essential to the success of strategies aimed at promoting the progressive and sustainable integration of Roma communities. It is equally assumed that integrated solutions require joint efforts, involving a network of participants from different sectors (e.g., education, social services, housing, health, professional information and guidance, employment, training and business).

It is essential to use and optimise resources, considering the wide range of state and private entities involved in these issues. Solutions can be implemented directly by individual entities, through the corresponding structures, or in partnership with other entities, namely Professional Integration Offices (GIP), which work in partnership with state employment services.

General target:


- Establishment of local partnerships within the employment and professional training sector, by 2020.

Priority 35 – *To revitalise the traditional activities of Roma communities in order to promote social and professional integration*

Roma communities are traditionally associated with itinerant trade, an activity recently subjected to regulation. Some constraints have been identified by Roma communities as a result of this regulation.

General targets:

- Supporting access to microcredit, with a view to improving commercial activity conditions, by 2020.

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- Increased focus on training actions on subjects related to commercial activity, within the scope of the annual activity programmes defined by professional training centres, by 2020.

Priority 36 – *To organise divulgation/awareness raising actions and good practice sessions*

Divulging success stories where experiences and life paths are shared and valued is a useful means of promoting positive role models.

General targets:

- Presentation of Annual Good Practice Awards in the employment and professional training sector, by 2020.
- Organisation of four divulgation/awareness raising actions, by 2020.

7. Health

The Portuguese Constitution establishes that «every individual has the right to health and the duty to defend and promote it». This right is ensured by a national health service, according to the economic and social status of each citizen, although healthcare services are often free.

In accordance with this constitutional principle, the Basic Law on Health establishes the universal character of the Portuguese health service as one of its basic characteristics, determining the right of the entire population to healthcare.

This law also establishes equality as a general governing principle, ensuring that all citizens are equally entitled to healthcare.

Finally, it stresses the fact that the health service focuses primarily on health promotion and disease prevention, adopting a holistic approach to the concept of health. Additionally, it seeks to implement strategies aimed at reducing inequality in access to healthcare, namely by considering the needs of vulnerable groups, including Roma communities.

In this sense, it is important that the Portuguese State continues to implement suitable measures within this scope, not only by resorting to national budget funds, but also by using European Union resources, with a view to ensuring that Roma individuals benefit from equal treatment and equal access to fundamental rights, as established by the Portuguese Constitution and the European Union Charter of Fundamental Rights.

The health sector boasts the most satisfactory series of indicators, compared to the other sectors addressed by the National Strategy. In this context, it is worth highlighting that 96% of Roma children are included in the National Immunisation Programme (EAPN, 2009).

Finally, it should be stressed that although the General Directorate for Health is ultimately responsible for implementing National Strategy measures concerning the health sector, their impact can only be monitored and assessed with the help of civil society organisations and/or other state entities.

Priority 37 – *To organise training/divulgence actions on health education and available health services*

Owing to their particular lifestyles, Roma communities do not use health services on a regular basis. Suitable measures must be implemented to solve this problem, namely by resorting to mobile units and encouraging enrolment in local Health Centres.

It is equally important to create communication channels and divulgation strategies specifically aimed at these communities.

General target:

- Organisation of 10 divulgation campaigns suited to the specific characteristics of Roma communities, five by 2016 and the remaining five by 2020.



Priority 38 – *To improve the health of Roma communities by focusing on prevention*

Improved health translates into better quality of life, as it entails a decrease in the incidence and/or duration of illness, less suffering and increased life expectancy. Some habits adopted by Roma communities may impact their overall quality of life. In this sense, it is important to encourage good health and hygiene habits, such as the immunisation of children and regular check-ups.

General target:

- Organisation of five divulgation/awareness raising sessions per year on early motherhood, children's health and healthy eating habits, in partnership with associations/services that work closely with Roma communities.

Priority 39 – *To raise the awareness of healthcare professionals to cultural diversity and provide training on these issues*

In order to provide better services to Roma communities, suited to their needs and lifestyles, healthcare professionals must receive training on cultural diversity and the specific characteristics of these communities, so that myths can be deconstructed and prejudice eliminated.

General target:

- Organisation of five training actions in each Health Centre Cluster, two by 2016 and the remaining three by 2020.

Priority 40 – *To build and/or strengthen relationships between health services and Roma communities, by building bridges and establishing partnerships*

Closer relationships between health services and Roma communities, marked by mutual trust, will translate into better access to healthcare by

these communities. This process can be facilitated by organising educational sessions on health topics, including information on health service operation and health procedures.

For this purpose, Health Clusters must conduct a survey of Roma communities living in their areas of influence and identify governmental organisations and NGOs operating in these areas, including Roma community associations.

Roma mediators can play a very important role in facilitating communications and preventing conflict within this scope.

General targets:

- Organisation of at least one divulgation/awareness raising session on health issues and access to available resources per year, aimed at Roma communities, in all health centres or clusters in regions with significant Roma populations, until 2020.
- Recruitment of 20 Roma mediators by health services, by 2020.



LIST OF PRIORITIES, MEASURES, TARGETS AND INDICATORS.



Pillar	Dimension	Responsible partner	Priorities	Measures	Targets	Indicators
Crosscutting	Knowledge on Roma Communities and Monitoring of the National Roma Communities Integration Strategy	High Commission for Immigration and Intercultural Dialogue (Alto Comissariado para a Imigração e Diálogo Intercultural, I.P. – ACIDI, I.P.)	1. To create a Consulting Group for the Integration of Roma Communities	Creation of a Consulting Group in 2013.	Criação de um Grupo Consultivo em 2013.	Number of Consulting Group meetings organised.
			2. To conduct a national study on the social, economic and cultural situation of Roma communities, and to promote several studies within the scope of social sciences	To conduct a national study on the social, economic and cultural situation of Roma communities. Creation of the Observatory of Roma Communities, by 2014. Publication of seven studies within the scope of social sciences, by 2020.	Realização de, pelo menos, duas reuniões anuais do Grupo Consultivo, até 2020. Conduction of a national study by 2014. Criação do Observatório das Comunidades Ciganas, até 2014. Edição de sete estudos no âmbito das ciências sociais, até 2020.	Number of areas included in the national study; Number of study centres/research teams/other entities involved in data collection; Number of studies conducted.
	Discrimination	High Commission for Immigration and Intercultural Dialogue (Alto Comissariado para a Imigração e Diálogo Intercultural, I.P. – ACIDI, I.P.)	3. To promote the fight against discrimination and raise public awareness to this issue	Organisation of at least 24 training/awareness raising actions, by 2020. Organisation of awareness raising campaigns aimed at the general public.	Organisation of at least 24 training/awareness raising actions, by 2020. Organisation of three awareness raising campaigns aimed at the general public, by 2020.	Number of actions organised; Number of participants. Number of people targeted; Number of participants.
			4. To organise training actions on citizenship, aimed at Roma communities	Involving children and youngsters in social, cultural, artistic and sports activities, in partnership with the Choices Programme. Organisation of training actions on citizenship.	Involvement of 6,000 children, youngsters and their families, by 2020. Organisation of activities aimed at encouraging the social inclusion of children, youngsters and their families in 100 local projects, by 2020.	Number of training actions organised; Number of participants in training actions.

Pillar	Dimension	Responsible partner	Priorities	Measures	Targets	Indicators	
Crosscutting	(continue)		5. To encourage Roma communities to participate actively in society as a citizenship practice.	<p>Organisation of training actions on association membership.</p> <p>Organisation of training actions on project management.</p> <p>Organisation of trainer training actions aimed at Roma trainers.</p> <p>Provision of financial support to Roma associations.</p> <p>Provision of financial support to 8 initiatives/projects developed by civil society organisations, by 2020.</p>	<p>Organisation of 4 training actions, by 2015.</p> <p>Organisation of 4 training actions, by 2015.</p> <p>Organisation of 6 training actions, by 2017.</p> <p>Provision of financial support to 8 projects developed by Roma associations, by 2020.</p> <p>Provision of financial support to 8 initiatives/projects developed by civil society organisations, by 2020.</p>	<p>Number of Roma associations created and/or revitalised;</p> <p>Number of projects developed in the field by associations;</p> <p>Number of projects financed;</p> <p>Approved funds.</p>	
			6. To provide financial support to initiatives/ projects developed by civil society organisations and the academic community	<p>To divulge and celebrate relevant dates, namely the International Roma Day and the National Roma Day.</p> <p>To divulge Roma history and culture by publishing relevant works.</p> <p>Organisation of training actions on Roma history and culture and intercultural dialogue.</p> <p>Provision of financial support to initiatives/projects aimed at divulging and promoting Roma history and culture, developed by civil society organisations and the academic community.</p>	<p>Organisation of at least 18 divulgation actions, by 2020.</p> <p>Publication of at least four works in the "Olhares" ("Looks") Collection, by 2020.</p> <p>Organisation of 20 training actions on Roma history and culture.</p> <p>Organisation of 16 training actions on intercultural dialogue, within the scope of the ACIDI, L.P. Trainers Pool.</p> <p>Provision of financial support to 6 initiatives/projects, by 2020.</p>	<p>Number of initiatives/projects financed;</p> <p>Number of people targeted by the initiatives/projects financed.</p> <p>Number of initiatives/projects financed;</p> <p>Number of people targeted by the initiatives/projects financed;</p> <p>Number of works published;</p> <p>Number of training actions organised;</p> <p>Number of participants in training actions;</p>	
	Roma History and Culture	High Commission for Immigration and Intercultural Dialogue (Alto Comissariado para a Imigração e Diálogo Intercultural, L.P. – ACIDI, L.P.)	7. To promote Roma history and culture				

		Valuing of traditional activities, namely itinerant trade.	Organisation of at least 12 awareness raising actions aimed at supporting and revitalising traditional Roma activities, by 2020.	Number of training actions organised; Number of participants in training actions; Number of awareness raising actions organised; Number of participants in awareness raising actions.
	8. To consider Roma family values within the framework of principles and values adopted by the Portuguese society	Organisation of training actions aimed at Roma communities, focused on the development of personal, social and relational skills.	Organisation of 30 training actions, by 2020.	
		Organisation of awareness raising actions on work/life balance within the context of family relationships in Roma communities.	Organisation of 30 awareness raising actions, by 2020.	
		Organisation of awareness raising actions on life projects, taking into account major milestones for Roma communities, namely marriage and motherhood.	Organisation of 16 awareness raising actions, by 2020.	
	9. To promote strategies for the empowerment of Roma women through mediation and women's associations	Training of Roma women as sociocultural mediators.	Training of 20 female Roma mediators, by 2020.	Number of female Roma mediators trained;
		Training of 75% of Roma mediators for Gender Equality.	Training of 75% of Roma mediators for Gender Equality, by 2020.	Number of participants in actions focused on gender issues;
		Encouraging the formation of Roma women's associations.	Encouraging the formation of Roma women's associations, by 2020.	Number of Roma women's associations.
Gender Equality	Gender Equality Commission (Comissão para a Igualdade de Género – CIG), the Holy House of Mercy (Santa Casa da Misericórdia) of Lisbon and the High Commission for Immigration and Intercultural Dialogue (Alto Comissariado para a Imigração e Diálogo Intercultural, I.P. – ACIDI, I.E.)			
Justice and Security	General Directorate for Reintegration and Prison Services (Direção Geral para a Reintegração e Serviços Prisionais – DGRSP) Public Security Police (Polícia de Segurança Pública – PSP) National Republican Guard (Guarda Nacional Republicana – GNR)	10. To promote local partnerships with security forces and justice services 11. To divulge the National Strategy to security forces and justice services personnel	Achievement of a success rate of 100% in establishing local partnerships with the security forces and justice services invited. To divulge the National Strategy to 100% of security forces and justice services personnel.	Number of invitations sent; Number of partnerships established. Total number of people employed by security forces and justice services; Number of people targeted by divulgation actions.

Pillar	Dimension	Responsible partner	Priorities	Measures	Targets	Indicators
Crosscutting	Mediation	High Commission for Immigration and Intercultural Dialogue (Alto Comissariado para a Imigração e Diálogo Intercultural, I.P. – ACIDI, I.P)	12. To promote the training of Roma socio-cultural mediators	Organisation of training actions aimed at Roma socio-cultural mediators.	Organisation of 4 training actions aimed at Roma socio-cultural mediators, by 2020.	Number of mediators trained; Number of training actions organised; Number of mediators who have completed 9th year of school.
			13. To widen the scope of the Municipal Mediators Project to the national level, in the medium term	Project implementation in new Municipalities.	Project implementation in at least 50 new Municipalities, by 2020.	Number of municipalities involved in the Project.
			14. To raise the awareness of state institutions to intercultural mediation as a means of promoting inclusive services	Cooperation between institutions in the training of intercultural mediators.	Organisation of 4 inter-institutional meetings per year, until 2020. Organisation of at least 2 training courses on specific areas per year, until 2020.	Number of meetings organised; Number of training courses on specific areas.
Social Security	Social Security Institute (Instituto da Segurança Social, I.P. – ISS, I.P)	15. To develop an integrated approach within the scope of Social Action, involving multiple sectors and in partnership with Roma individuals, families and community representatives	Creating the necessary conditions for efficient cooperation within the area of social action, on municipal or higher levels, in case of risk and emergency situations, namely involving Roma communities affected by poverty and social exclusion.	Creation of five pilot protocols within the area of social action, on municipal or higher levels, aimed at risk and emergency situations, by 2020.	Number of pilot protocols within the area of social action, on municipal or higher levels, aimed at risk and emergency situations involving Roma families; Percentage of NGOs and Roma associations included in community planning platforms and committees, particularly within the scope of the Social Network;	
			Giving voice to Roma individuals by promoting the inclusion of NGOs and Roma associations in community planning platforms and committees, particularly within the scope of the Social Network.	Promoting the inclusion of NGOs and Roma associations in 50% of community planning platforms and committees, by 2020.	Percentage of Roma mediators working with social service teams responsible for providing social support to Roma families;	

	<p>Encouraging close collaboration between Roma mediators and 40% of social workers responsible for providing social support to Roma families, by 2020.</p>	<p>Conduction of an exploratory study on Roma individuals who receive or have received social support, by 2020.</p>	<p>Number of e-mail messages sent or other communications exchanged at the ISS, I.P. for the purpose of divulging the National Strategy;</p> <p>Percentage of professionals responsible for providing social support to Roma individuals and families who have attended training sessions involving at least one Roma community representative;</p> <p>Number of awareness raising sessions on Roma culture and specific working methods, aimed at social services personnel responsible for screening processes and provision of social support.</p>
	<p>Encouraging close collaboration between Roma mediators and social workers responsible for providing social support to Roma families, particularly within the scope of relocation processed. Reception services/Monitoring services (SA/AS), Social Integration Income teams (RSI) and Integrated Social Services (ASSI).</p>	<p>Knowing more, acting better, by understanding social dynamics within Roma communities, including the impact of social action measures, particularly in the case of Roma individuals who receive or have received social support, by 2020.</p>	
	<p>Encouraging close collaboration between Roma mediators and social workers responsible for providing social support to Roma families, particularly within the scope of relocation processed. Reception services/Monitoring services (SA/AS), Social Integration Income teams (RSI) and Integrated Social Services (ASSI).</p>	<p>Knowing more, acting better, by understanding social dynamics within Roma communities, including the impact of social action measures, particularly in the case of Roma individuals who receive or have received social support, by 2020.</p>	<p>Provision of updated information on the National Strategy every six months, through e-mail or any other means, by 2020.</p> <p>Creation of 3 training modules on provision of social support to Roma communities, to be used in intercultural training sessions, organised at each District Centre on at least four occasions, by 2020.</p>
<p>16. To improve the skills of social services clerks serving Roma individuals, families and communities</p>	<p>Informing by divulging the National Strategy, as well as relevant regulatory and operational documents, on the internal network of the Social Security Institute (ISS, I.P.).</p> <p>Acquisition, improvement and use of suitable skills by technicians responsible for providing social support to Roma individuals, families and communities, within a «culturally sensitive» context.</p>	<p>Informing by divulging the National Strategy, as well as relevant regulatory and operational documents, on the internal network of the Social Security Institute (ISS, I.P.).</p> <p>Acquisition, improvement and use of suitable skills by technicians responsible for providing social support to Roma individuals, families and communities, within a «culturally sensitive» context.</p>	<p>Number of updated information on the National Strategy every six months, through e-mail or any other means, by 2020.</p> <p>Creation of 3 training modules on provision of social support to Roma communities, to be used in intercultural training sessions, organised at each District Centre on at least four occasions, by 2020.</p>

Pillar	Dimension	Responsible partner	Priorities	Measures	Targets	Indicators
	(continue)		17. To monitor and optimise social support provided to Roma individuals, families and communities: to increase effectiveness and identify opportunities for improvement	<p>Raising awareness to discrimination issues through flash and hands-on training sessions aimed at social services personnel responsible for screening processes and provision of social support to Roma individuals and families.</p> <p>Better assessment for better action, by ensuring that the social services personnel responsible for diagnostic/assessment processes involving Roma individuals understand family relationships within Roma communities, social integration processes and the problems faced by vulnerable individuals and groups.</p>	<p>Creation of a folder for trainers and trainees, to be used in flash training sessions organised at each District Centre on at least four occasions, by 2020.</p> <p>Review of at least 60% of all diagnostic/assessment reports concerning Roma individuals prepared within the scope of the services provided by the SA/AS, RSI and ASI, by 2020.</p> <p>Provision of social support to at least 50% of Roma women, particularly by the SA/AS, RSI and/or ASI.</p>	<p>Percentage of Roma individuals and families for whom social integration programmes have been developed by the SA/AS, RSI or ASI;</p> <p>Number of Roma women receiving social support from the SA/AS, RSI and/or ASI, compared to the total number of people receiving social support;</p> <p>Number of diagnostic/assessment processes concerning Roma individuals where family relationships, social integration issues and vulnerable individuals and groups within the Roma community involved are considered;</p> <p>Percentage of social integration programmes concerning Roma individuals that include conventional education programmes, registration with the National Health Service, social housing obligations and/or participation in professional guidance actions throughout life;</p>
				<p>Review of life programmes and introduction of improvements to social integration programmes concerning Roma individuals, with a view to promoting access to housing, health and employment, as well as contributing to the empowerment of individuals and families.</p>	<p>Review of 60% of all social integration programmes concerning Roma individuals developed within the scope of the services provided by the SA/AS, RSI and by 2020.</p>	

Sector	Responsible partner	Priorities	Measures	Targets	Indicators
Education	(continue)	<p>20. Increasing education levels and ensuring that all Roma children complete compulsory education</p>	<p>Raising the awareness of schools to the importance of focusing on the success of Roma students.</p> <p>Encouraging schools to focus on the management of cultural diversity issues.</p> <p>Stressing the importance of attending and completing compulsory education as a success factor before Roma parents.</p> <p>Encouraging Roma youngsters to attend primary and secondary school and professional certification courses, when suitable.</p> <p>Establishment of partnerships with state and private services, church organisations and Roma associations.</p> <p>To implement a series of incentives aimed at encouraging continued education.</p>	<p>Ensuring that 40% and 60% of Roma students successfully complete compulsory education, by 2016 and 2020, respectively.</p> <p>Close the gap between Roma and non-Roma students success rates in school clusters with significant numbers of Roma students, by 2020.</p> <p>Decreasing repeated failure rates in schools with significant numbers of Roma students, in order to bring them closer to the national average, by 2020.</p> <p>Training of 1,500 teachers and technicians. Increasing the number of regular contacts with Roma families by approximately 30% and 60%, by 2016 and 2020, respectively.</p> <p>Increasing the number of Roma youngsters attending school and professional certification courses by 20% and 40%, by 2016 and 2020, respectively.</p> <p>To establish 10 and 30 partnerships with state and private services, church organisations and Roma associations, by 2016 and 2020, respectively.</p> <p>75% of students enrolled in the second school cycle (years 5 and 6), by 2020. 30% of students enrolled in the third school cycle (years 7-9), by 2020. 10% of students enrolled in secondary school (years 10-12), by 2020. 3% of students attending Higher Education, by 2020.</p>	<p>Number of Roma children of both genders that complete compulsory education;</p> <p>Number of schools organising awareness raising actions/initiatives aimed at promoting closer relationships with Roma parents;</p> <p>Number of cases divulged per year;</p> <p>Number of schools implementing innovative educational strategies.</p>
		<p>21. To promote continued education in secondary schools and encourage higher education</p>	<p>To implement a series of incentives aimed at encouraging continued education.</p>	<p>75% of students enrolled in the second school cycle (years 5 and 6), by 2020. 30% of students enrolled in the third school cycle (years 7-9), by 2020. 10% of students enrolled in secondary school (years 10-12), by 2020. 3% of students attending Higher Education, by 2020.</p>	<p>Number of Roma youngsters completing secondary education/professional courses;</p> <p>Number of Roma youngsters attending higher education;</p> <p>Number of Roma youngsters completing higher education.</p>

22. To prevent early school dropout	<p>Encouraging institutions to undertake efforts in the sense of raising the awareness of Roma families to the importance of education.</p> <p>Divulging the advantages of education to Roma communities.</p> <p>Increasing the involvement of parents in education.</p> <p>Increased focus on measures aimed at decreasing early school dropout rates.</p> <p>Creation and promotion of measures aimed at decreasing early school dropout rates in school clusters, particularly in Priority Regions for Educational Intervention (TEIP).</p> <p>Encouraging the education of Roma youngsters through the Integrated Education and Training Programme (PIEF).</p> <p>Ensuring cooperation between the Choices Programme and school clusters with significant numbers of Roma students.</p> <p>Ensuring that Roma families are able to apply for financial aid for educational purposes.</p> <p>Promoting the enrolment of Roma students in extracurricular activities.</p>	<p>Decreasing the early school dropout rate of Roma children by approximately 40% and 60%, by 2016 and 2020, respectively.</p> <p>Ensuring the participation of approximately 30% and 60% of Roma families in the education of their children, by 2016 and 2020, respectively.</p> <p>Establishment of Cooperation networks, by 2014.</p> <p>Establishment of partnerships involving 10 and 20 school clusters and/or TEIP, by 2016 and 2020, respectively.</p> <p>Creation of individual education and training programmes for 200 and 500 youngsters, by 2016 and 2020, respectively.</p> <p>Achievement of academic and/or professional qualifications by 150 and 350 youngsters, by 2016 and 2020, respectively.</p> <p>Development of social and Information and Communications Technology (ICT) skills by 150 and 300 children and youngsters, by 2016 and 2020, respectively.</p> <p>Increasing the number of applications by approximately 10% and 20%, by 2016 and 2020, respectively.</p> <p>Increasing the number of students enrolled in extracurricular activities by approximately 5% and 10%, by 2016 and 2020, respectively.</p>	<p><i>Number of Romachildren of both genders leaving school early, by school year.</i></p> <p><i>Number of Roma families participating in activities promoted by schools, by school year.</i></p>
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Pillar	Responsible partner	Priorities	Measures	Targets	Indicators
Education	(continue)	23. Ensuring access to lifelong education	<p>Promoting the participation of Roma students in extracurricular activities.</p> <p>Promoting the acquisition of basic skills (reading, writing, mathematics, citizenship, etc.).</p> <p>Encouraging attendance of school and professional certification courses for adults, within the scope of the National Qualification System.</p> <p>Recognising and valuing conventional and informal education, within the scope of the National Qualification System.</p>	<p>Increasing the number of students participating in extracurricular activities by approximately 5% and 10%, by 2016 and 2020, respectively.</p> <p>Annual increases of 3% and 6% in the percentage of Roma individuals enrolled in National Qualification System and Skills Recognition, Validation and Certification (RVCC) programmes, by 2016 and 2020, respectively.</p> <p>Annual increase of approximately 4% in the percentage of Roma individuals completing National Qualification System I and RVCC programmes, by 2020.</p>	<p><i>Number of Roma individuals enrolling in National Qualification System and RVCC programmes per year;</i></p> <p><i>Number of Roma individuals completing National Qualification System and RVCC programmes per year.</i></p>
		24. To promote teacher training on Roma culture and diversity by recruiting trainers from Roma communities	<p>Opening school to Roma communities participation</p> <p>Provision of training to teachers.</p> <p>Training/improving the skills of Roma individuals for the purpose of being part of school's staff support to schools.</p>	<p>Increasing the participation of Roma communities in school activities by approximately 10%, by 2014.</p> <p>Training of 30% and 60% of teachers working with Roma communities, by 2016 and 2020, respectively.</p> <p>Training/improving the skills of 70 and 150 Roma individuals for intervention in the school system, by 2016 and 2020, respectively.</p>	<p><i>Number of training actions per year;</i></p> <p><i>Number of teachers trained per year;</i></p> <p><i>Number of Roma individuals trained for intervention in the school system.</i></p>
		25. To fight illiteracy	<p>Organisation of awareness raising actions on the importance of education, aimed at Roma communities.</p>	<p>Organisation of 100 awareness raising actions by resorting to the ACIDI, I.P. Trainers pool, by 2020.</p> <p>Increasing the percentage of literate Roma individuals by 15% and 30%, by 2016 and 2020, respectively.</p>	<p><i>Number of awareness raising actions organised and number of participants, by gender;</i></p> <p><i>Number of educational actions organised and number of participants, by gender.</i></p>

Pilar	Responsible partner	Priorities	Measures	Targets	Indicators
Housing	Housing and Urban Renewal Institute (Instituto da Habitação e Reabilitação Urbana, I.P. – IHRU)	26. Increasing knowledge of the housing conditions of Roma communities	Conduction of studies and research on the housing conditions of Roma communities.	Conduction of at least one study, by 2020.	Number of studies conducted.
		27. To encourage practices that promote the integration of Roma communities, within the scope of housing policies	To increase transparency and promote equal treatment in housing policies.	Divuligation of Local Housing Programmes, including technical specifications, in 100% of municipalities, by 2020.	Number of Roma families to whom social dwellings are allocated per year.
			Strengthening the inclusive nature of housing projects.	Raising the awareness of 90% of municipalities with Roma populations to their specific culture, with a view to promoting their relocation, by 2020.	Number of intercultural mediators, including Roma mediators, working in the field of social housing.
			Creation of mediation mechanisms aimed at preventing tension, conflict and exclusion.	Adoption of intercultural mediation as a means of promoting the integration of Roma communities in 60% of social housing quarters, by 2020.	Number of municipalities to which technical specifications have been divulged.
		28. To adjust housing solutions and improve housing estates	To improve the image, dwellings and infrastructures in Roma communities quarters.	Preparation of a specific housing improvement programme, financed by the European Regional Development Fund (ERDF), according to Regulation (EC) 1080/2006, by 2020.	Number of housing projects financed within the scope of the Housing Improvement Programme for the Roma Communities;
		To find housing solutions that promote integration and prevent geographical segregation.	Review of technical standards, by 2020. Promotion of good practices in this area, by 2020	Number of camps or living areas equipped with suitable infrastructures; Number of temporary living areas with suitable conditions for itinerant populations;	
To solve the problem of illicit occupation of certain areas by Roma communities whenever possible, through improvement or relocation processes.	To solve the problem of illicit occupation of certain areas by Roma communities whenever possible, through improvement or relocation processes, by 2020.				

Sector	Responsible partner	Priorities	Measures	Targets	Indicators
Housing	(continue)	29. To promote access to rental homes/home ownership	To find suitable housing solutions to itinerant populations.	Ensuring minimum hygiene and welfare conditions in 80% of settlements, until families can be relocated, by 2020.	<p>Number of awareness raising initiatives on the need to maintain dwellings and public areas in good condition, including initiatives on shared building management, aimed at Roma communities;</p> <p>Number of municipalities implementing relocation programmes that promote the integration of Roma communities.</p>
			To increase trust between property owners and Roma families, with a view to promoting access to rental homes by the latter.	Development of pilot projects for the creation of seven home rental offices, through the establishment of partnerships between municipalities and civil society organisations, by 2020.	Number of divulgalion/ awareness raising actions aimed at the various parties involving in home letting.
			To capacitate Roma families on the correct conduct to adopt and rules to observe when living in buildings shared by several families.		

Pillar	Responsible partner	Priorities	Measures	Targets	Indicators
Employment and Training	Employment and Professional Training Institute (Instituto do Emprego e Formação Profissional, I.P. – IEFP, I.P.)	30. To promote knowledge on Roma communities	Identification of potential targets for this initiative.	In 2013.	Number of targets identified;
			To promote the registration of Roma individuals looking for their first job, or unemployed, with Employment Centres, and to update existing records.	In 2013.	Number of individuals registered; Number of records updated;
			Review of existing files and referring of cases to employment and/or training programmes.	In 2013, starting immediately after completion of the previous stage.	Number of cases referred; Number of actions; Number of individuals involved;

	<p>Organisation of awareness raising actions aimed at local employment and training centre personnel.</p> <p>Divulgence of successful cases of professional achievement by Roma individuals.</p> <p>Creation of opportunities for dialogue.</p>	<p>10 actions (3 in 2013 and 1 every year afterwards), until 2020.</p> <p>In 2013.</p> <p>In 2013.</p>	<p>Number of success stories divulged;</p> <p>Number of opportunities created/meetings organised.</p>
<p>31. To increase staff skills and organise training actions focused on the specific needs of Roma communities</p>	<p>Organisation of trainers training actions.</p> <p>Training of employment and training centre professionals.</p> <p>Training of Roma mediators.</p>	<p>Provision of training programmes by the end of the first quarter of 2014.</p> <p>Organisation of: 3 actions in 2014; 4 actions per year in the following years; 31 actions x 15 trainees/action = 465 individuals involved.</p> <p>Creation/adjustment of training programmes;</p> <p>Organisation of training actions, from the second quarter of 2013 onwards;</p> <p>Participation of 2 technicians from each centre, for centres located in areas of greater concentration of Roma communities.</p> <p>Creation of training programmes, in 2013;</p> <p>Organisation of five training actions (the first in the fourth quarter of 2013; this action should be repeated every 2 years, or as required);</p> <p>Participation of 15 trainees in each training action.</p> <p>In 2013 and whenever new training needs are identified.</p>	<p>Number of training actions aimed at employment and training centre professionals;</p> <p>Number of professionals participating in training actions;</p> <p>Number of technicians participating in training actions;</p> <p>Number of mediators participating in training actions.</p> <p>Number of training actions organised.</p>
<p>32. To promote access to employment and encourage self-employment</p>	<p>Establishment of agreements concerning the actions to be implemented.</p> <p>To promote employment, considering the positions available.</p> <p>Resorting to the Office for Professional Integration, in addition to Employment Centres (GIP).</p>	<p>In 2013;</p> <p>EProgressive involvement of all parties – 1,500 individuals per year, by 2020.</p> <p>Starting in 2013;</p> <p>To find 100 employment positions per year, by 2020.</p> <p>2013 and following years.</p>	<p>Number of Roma individuals assisted by employment and training centres.</p>

Pillar	Responsible partner	Priorities	Measures	Targets	Indicators
Employment and Training	(continue)	33. To improve professional skills in order to increase employment	Implementation of the Contract Employment Integration (CEI+) measure.	Starting in 2013; To find 100 employment positions per year, by 2020.	Number of individual guidance programmes created; Number of training actions organised; Number of RVCC programmes created; Number of Roma individuals enrolled in professional training and RVCC programmes.
			Implementation of the Apprenticeship Programme – minimum qualification level 2 (applicants over 30); level 4 (applicants aged up to 30).	Starting in 2013; To find 40 apprenticeships per year, by 2020.	
			Implementation of the Integration Company Programme.	Starting in 2013; To find at least one applicant per two integration companies in operation, by 2020.	
		34. To develop an integrated approach, in partnership with Roma communities	Acquisition and recognition of professional skills (through professional training and RVCC programmes).	Creation of 300 individual guidance programmes, by 2020.	Number of partnerships established.
			To improve skills with a view to promoting self-employment.	Organisation of a training action per year, starting in 2013.	
			Creation of Integration Support Offices (GAI).	2013 – Identification of partners and signature of agreements; 2013 – Model testing; 2014 to 2020 – Widening of the scope of this measure to the remaining communities, through the creation of 10 to 20 GAI, as required.	
35. To revitalise the traditional activities of Roma communities in order to promote social and professional integration	Supporting access to microcredit.	Provision of support to 100 initiatives, by 2020.	Number of Roma individuals applying for credit within the scope of microcredit programmes; Number of training actions and individuals involved;		
	Organisation of training actions on subjects related to commercial activity.	Organisation of three training actions per year, until 2020.			
36. To organise divulgation/awareness raising actions and good practice sessions	Organisation of divulgation/awareness raising actions.	Organisation of four actions, by 2020.	Number of divulgation/awareness raising actions organised; Number of good practices receiving awards.		
	Creation of awards aimed at recognising good practices for integration.	Identification of three good practices per year.			

Sector	Responsible partner	Priorities	Measures	Targets	Indicators
Health	General Directorate for Health (Direção Geral de Saúde – DGS)	37. To organise training/divuligation actions on health education and available health services	<p>Involvement of local institutions and Roma communities and associations in awareness raising and divulgation actions on general health issues, using suitable means and materials.</p>	<p>Organisation of 10 divulgation campaigns suited to the specific characteristics of Roma communities, 5 by 2016 and the remaining 5 by 2020.</p>	<p>Number of campaigns organised and impact assessment.</p>
		38. To improve the health of Roma communities by focusing on prevention	<p>Organisation of awareness raising actions aimed at decreasing the number of teenage pregnancies, while respecting the Roma culture.</p> <p>Divulgation and provision of information on the various services available and how to use them, namely Health Centres and Hospital Emergency Services, amongst others.</p> <p>Promotion and divulgation of regular check-ups for pregnant women and auxiliary diagnostic methods available through the National Health System (SNS), in partnership with local social security offices responsible for providing support to Roma communities.</p> <p>Encouraging Roma parents to benefit from financial aid measures aimed at ensuring that all children and youngsters have access to suitable dental care.</p> <p>Raising the awareness of Roma children and youngsters to health issues within the scope of civic education, in partnership with school health teams.</p>	<p>Organisation of five divulgation/awareness raising sessions per year on early motherhood, children's health and healthy eating habits, in partnership with health services and civil society organisations, by 2020.</p>	<p>Number of divulgation/awareness raising actions on eating habits per year and impact assessment.</p>

Pillar	Health
Responsible partner	(continue)
Priorities	<p>39. To raise the awareness of healthcare professionals to cultural diversity issues, namely gender roles, the concept of family and solidarity in disease.</p> <p>40. To build and/or strengthen relationships between health services and Roma communities, by building bridges and establishing partnerships</p>
Measures	<p>Providing training to healthcare professionals on cultural diversity issues, namely gender roles, the concept of family and solidarity in disease.</p> <p>Training of mediators in the health area, in order to promote close relationships between health services, healthcare professionals and Roma communities.</p>
Targets	<p>Organisation of 2 training actions in each Health Centre Cluster (ACE), by 2016, and 3 additional actions, by 2020.</p> <p>Recruitment of 20 Roma mediators by health services and definition of the corresponding roles within the scope of organised partnerships, by 2020.</p> <p>Organisation of at least one divulgation/awareness raising session on health issues and access to health resources per year, aimed at Roma communities, in all health centres or clusters in regions with significant Roma populations, until 2020.</p>
Indicators	<p>Number of training actions organised in each ACE and in total;</p> <p>Number of training actions organised in each ACE and in total;</p> <p>Number of awareness raising sessions on health issues and access to health resources, aimed at Roma communities, organised every year;</p> <p>Number of Roma mediators working in partnership with health services.</p>



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The mission of ACIDI, a Public Institute directly reporting to the Presidency of the Council of Ministers, is to participate in the design, implementation and evaluation of public cross-sector and specific policies aimed at promoting the integration of immigrants and ethnic minorities, as well as promoting dialogue between different cultures, ethnic groups and religions.