

**Annex
to the Resolution No. 202/2014
of the Council of Ministers
of October 7, 2014.**

**„PROGRAMME FOR THE INTEGRATION
OF THE ROMA COMMUNITY IN POLAND
FOR THE PERIOD 2014-2020”**

Warsaw 2014

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Attachment:

1. The evaluation report

FROM THE EDITORIAL TEAM

„Programme for the integration of the Roma community in Poland for the period 2014-2020" (hereinafter referred to as the *Integration Programme*) represents a proposal to continue the activities of the Polish state, undertaken since 2001 under the: *Pilot government programme for the Roma community in Malopolskie Voivodeship for the years 2001-2003* (hereinafter referred to as the *pilot Programme*) and the *Programme for the Roma community in Poland implemented in 2004-2013* (hereinafter referred to as the *Roma Programme*).

In preparing a draft *integration Programme*, the primary objective was to increase the integration of the Roma community in civil society by providing support in four areas: education (including cultural, historical and civic education¹), housing, health, and activities to increase employment.

Integration Programme gives the minister responsible for religious denominations and national and ethnic minorities the opportunity to provide support to local government units which take actions aimed at improving the integration of their Roma population, NGOs, including Roma organizations and entities listed in Art. 3. para. 3 of the Act of 24 April 2003 on Public Benefit Activity and Volunteering (Journal of Laws 2010, No. 234, item. 1536), hereinafter referred to as non-governmental organizations, as well as other institutions and entities for which the situation of the Roma in Poland is not indifferent.

By taking the initiative to elaborate the *Integration Programme* which would extend the actions for Roma in Poland in the new time perspective, the experience and knowledge resulting from implementation of actions by the central and voivodeship governmental units under the government programs implemented so far were taken as a main guide. A huge impact on the shape of the *integration Programme* in the new time perspective had also a guidelines and priorities outlined by the European Commission within the framework of policy of initiation and implementation of national strategies for Roma integration in the individual Member States. Contribution to the document was also provided by voivode's plenipotentiaries for national and ethnic minorities and persons involved in these issues in the voivodeship offices, specialists in history, culture and language of Roma, social workers, community nurses working with the Roma, as well as members of the Joint Commission of Government and National and Ethnic Minorities as well as representatives of Roma NGOs. In the course of the work also included were the results of an evaluation study of the *Roma Programme* conducted in 2011.

Subject causing the most problems in the diagnosis of the situation of the Roma community and evaluation of the effectiveness of aid programs targeted at the Roma community is the lack of comprehensive and reliable data concerning this ethnic group. The provisions of the Act of August 29, 1997 on the protection of personal data (Journal of Laws of 2002., No. 101, item. 926) limit the ability to process data concerning the ethnicity. Therefore, public administration largely relies on the estimates. Census data do not provide information in all areas. It is also important is that the census data are aggregated at the country level, which can lead to blurring the specific circumstances of individual Roma groups and regions in which they live and to unjustified transfer of conclusions from group's correlations

¹ Further distinguished as an additional complementary area .

into dependencies at the individual level. Therefore very important element in the drafting of actions for the integration of the Roma community, is the local diagnosis characterizing this minority, made by social welfare centres, schools, NGOs and the participation of the community itself in their systematic updating.

This study is based mainly on data from the National Census of Population and Housing conducted in 2002 and 2011, evaluation reports on the assistance programs implemented so far, the information received from the voivodes regarding diagnosis of the Roma situation in the voivodeship, the suggestions of Roma NGOs and a survey conducted among community nurses. Additionally, it uses a number of scientific publications available on the Polish market.

1. Introduction

In comparison with other minorities, the Roma ethnic minority is the only minority at risk of social exclusion. This diagnosis is due to a number of social and cultural factors, of which the first one is the low educational level of this group, which directly affects the lack of qualifications desired in the labour market, and thus the health situation and living conditions of the Roma. Not without significance is hermetic nature of some traditional Roma communities that defend their independence.

During 2011 National Census of Population and Housing, 16 723 Polish citizens declared their belonging to the Roma ethnic minority. In the 2002 National Census of Population and Housing belonging to the Roma community was declared by 12 731 Polish citizens, whereas 15 657 declared using the Romani language at home. Roma belong to the five groups: Polish Roma, Carpathian Roma also called Bergitka Roma or Mountain Roma and Kalderari and Lovari, as well as small group Sinti. These groups differ in cultural, social and economic terms.

Regional differences were taken into account both at the diagnosis and when setting out specific objectives, priorities and activities of the integration Programme. In this aspect, the integration Programme relates primarily to urban areas, where largest population of Roma lives, not neglecting however rural areas in southern Poland where Roma settlements are located. It should be noted, however, that the majority of problems hampering social inclusion of Roma - although to differing degree - is present in all regions of the Poland.

Whenever the words "Roma" or "Roma community" appear in the *integration Programme*, it should be understood that these terms relate primarily to these Roma, whose share are the problems that make up the general and output assertion that these are the people at risk of social exclusion, as was mentioned in the introduction. Thus, there should be an indication of the existence of Roma community groups in Poland, which do not need material support, and through their own free choice they choose to remain outside of the integration activities covered by the *integration Programme*. However, the formula of the *integration Programme* remains open, and its offer is addressed to all active entities working for the integration of the Roma community in Poland. Therefore, under the new action perspective for the integration of Roma in Poland in 2014 - 2020 actions targeting the whole Roma community, both at risk of social exclusion as well as the group which as a result of the current activities under the *Roma Programme* became independent, and an active entity of the civil society will be implemented.

At the same time, it should also be noted, that cultural diversity is a value to maintain cultural diversity in Poland, despite the fact that this *integration Programme* includes catalogue of risks being the consequence of manifestations of some cultural differences (e.g. the phenomenon of early dropouts of students from the school system, early marriage, etc.). This is due to the essence of the integration Programme, which in fact is an aid. *Integration Program* also recognizes the positive cultural differences, which pose a challenge, especially for public institutions such as: education of bicultural and bilingual

children, the need to promote knowledge of Roma history and culture and the integration of this heritage into the mainstream of social narrative.

In this document, the term "integration" means the process of jointly developed and agreed necessary changes, aimed at obtaining the skills by the Roma community to gain access to existing rights, services and the chances for smooth functioning of contemporary society. When defining the phenomenon of integration attention should also be paid to the dual aspect of this process. External integration, understood as a phenomenon of harmonious interaction of minority and majority groups in the society and internal integration - perceived as ensuring consistency and harmonious interaction within the given group.

The integration process should not be confused with the assimilation phenomenon - integration is understood here as socio-economic phenomenon, and not as associated with the cultural identity. Preservation of cultural identity while taking advantage of the opportunities offered by the modern world is a particular challenge for Roma. Meanwhile majority society faces necessity to redefine their attitude towards national and ethnic minorities increasingly visible in Polish society. Thus shared responsibility is created for creation of the civil society based on tolerance, and creation of equal opportunities for all interested in participating in the community.

After the 1989 breakthrough, the level of safety was reduced in all areas of social risk. Poland is a country with a relatively high risk of poverty and this phenomenon affects not only the unemployed, searching for work or socially excluded, but also a significant part of the working people. The percentage of population living in extreme poverty which threatens the very foundations of existence is not getting lower. In this situation, the Roma community is often perceived by non-Roma beneficiaries of social assistance as a competing group, which may lead to social conflicts on ethnic grounds². Such threat is especially real in the period of growing economic crisis and its social consequences.

The lack of habit of preschool and school education among some Roma meant that successive generations have begun to inherit not only poverty, but also the pattern of - understood in this way - the lack of educational and vocational activity, which in turn has given rise to a growing lack of social acceptance towards this group.

The search for a better life, especially after the enlargement of the European Union to include new countries from Central and Eastern Europe, resulted in the migration of Roma to Western Europe. Migration processes included a large number of Roma from Poland. Meanwhile, in Poland appear relatively few in number, groups of migrants (mostly Romanian and Bulgarian Roma).

Experience from implementation of previous programs indicates to what extent issues such as: education, finding itself in the labour market, standard of living, and health situation of the Roma community in Poland are interrelated. Therefore, wider - not restricted to one domain - thinking about the problems of a given, local Roma community should be such important part of the activities. This will

² compare A. Giza-Poleszczuk, *Polacy i Cyganie w Mławie, Konflikt etniczny czy społeczny?* CBOS, Warszawa 1992.

allow for creation of long-term activities in the form of systemic programs of family and group support, and as a result - the Roma ethnic minority in Poland. Only activities and projects formulated in this way are likely to be effective. Therefore, complex projects, generated based on a local cause and effect analysis will be a priority in the new programme.

According to the recommendations of the European Commission there is a need to take decisive action, both at national and EU level, with an active dialogue with the Roma. The primary responsibility for this actions lies with the public authorities which translates into creation of appropriate legal framework, developing effective mechanisms and ensuring financial resources. However, social and economic integration of the Roma is a two-way process involving a change of attitude of both the majority of the population, as well as members of the Roma community and their ability to take advantage of conditions created by the state. Thus, the implementation of the *integration Programme* will not be possible without the active participation of the social and institutional partners that is why this document was repeatedly subjected to consultation. Submitted comments led to the introduction of numerous modifications. When analysing issues related to a dialogue conducted with the Roma it should be noted that one of the essential elements of the *integration Programme* is the implementation of the concept of realization of local programmes with broad partnership of local NGOs and local government units.

Integration of Roma in the local environment is particularly difficult process. The essence of the integration is cooperation and coexistence in generally perceived harmony of diverse - culturally, socially and economically - social groups. The *integration Programme* primarily assumes implementation of social, educational and consulting activities that enable reduction of the scale of socio-economic marginalization of this ethnic group. The integration of the Roma takes place essentially in this area, as cultural characteristics of this population limit, and in some cases even eliminate cultural integration. Increasing the participation of Roma in the education system and the labour market, improvement in housing infrastructure and health conditions present an opportunity to bring this ethnic group closer to the standards characterizing participation in various spheres of social life of other population groups.

2. The legal framework and compliance with the strategic documents

2.1. Act of January 6, 2005 on National and Ethnic Minorities and Regional Language (Journal of Laws No. 17, item. 141, as amended.)

The Law on National and Ethnic Minorities and Regional Language obliges public authorities to take appropriate measures to support activities aimed at protection, preservation and development of cultural identity, as well as civic and social integration of minorities.

The Act defines the term "social integration" understood as a measure to improve important aspects of social life of persons belonging to minorities, in particular living conditions and access to the educational system, labour market, social security, and health care (art. 3 point 3). Accepted definition of the term "social integration" in relation to the Roma minority, means process of necessary changes aimed at obtaining the skills by the Roma community to gain access to existing rights, services and the chances for smooth functioning of contemporary society.

2.2. Act of September 4, 1997 on government administration departments (Journal of Laws of 2013, Item. 743, as amended).

According to the Law on Government Administration Departments, the department of religious denominations and national and ethnic minorities includes, inter alia, issues related to the preservation and development of the cultural identity of national and ethnic minorities, civic and community integration of persons belonging to those minorities, as well as the preservation and development of regional language.

2.3. Act of December 6, 2006 on the principles of conducting policy development (Journal of Laws of 2009, No. 84, item 712, as amended)

The Act on the principles of development policy introduces the concept of development policy, understood as a set of interrelated activities undertaken and implemented in order to ensure sustainable development of the country, socio-economic, regional and spatial coherence, to improve the competitiveness of the economy and to create new jobs on a national, regional or local scale. One of the instruments of development policy provided for in the Act is the implementation of operational programs or development programs with the use of public funds. In accordance with Art. 15 paragraph 1 of the Act, programs are the documents with introductory and operational nature, established in order to achieve the medium-term national development strategy, and development strategy, to identify actions to be implemented in accordance with established funding - implementation system, constituting part of the program. Programs shall be adopted by resolution or decision of the relevant authority.

2.4. Act of August 27, 2009 on public finances (Journal of Laws of 2013, item 885, as amended)

Pursuant to Art. 136 of the Act on public finances, spending limits on long-term programmes can be determined in the state budget - within the limits of expenditure for the financial year. Long-term programmes are established by the Council of Ministers in order to implement the strategy adopted by the Council of Ministers³. When establishing a programme the Council of Ministers designates a body to implement it. Implementation of multiannual programmes can be divided into stages.

2.5. Act of September 7, 1991 on Education System (Journal of Laws of 2004, No. 256, item 2572, as amended)

Pursuant to art. 13 of the Act on the education system, schools and public institutions allow students to maintain their national, ethnic, linguistic and religious identity, and learning the language, history and culture in particular. Conditions and manner in which the schools, and institutions execute these tasks are determined by the minister responsible for education and upbringing through the regulation.

2.6. Act of December 3, 2010 on implementing certain provisions of the European Union on equal treatment (Journal of Laws, No. 254, item 1700, as amended)

The Act sets out the areas and ways of counteracting the violations of the principle of equal treatment on the grounds of gender, race, ethnicity, nationality, religion, creed, belief, disability, age or sexual orientation.

2.7. Regulation of the Minister of National Education of November 14, 2007 on the conditions and manner in which kindergartens, schools and public institutions execute tasks to allow preservation of the sense of national, ethnic and linguistic identity of pupils belonging to national minorities and ethnic minorities as well as communities using the regional language (Journal of Laws of 2014, item 263)

2.8. Europe 2020. A strategy for smart, sustainable and inclusive growth (COM(2010)2020)

One of the issues considered in the Europe 2020 strategy is to ensure in EU Member States, economic, social and territorial cohesion in order to increase awareness and recognition of the fundamental rights of the poor and socially excluded, giving them a chance to live in dignity and take an active part in social life. One tool helping with the implementation of the "European Platform against Poverty" consists of developing and executing - at the national level - activities aimed at solving specific problems of vulnerable groups, including Roma.

³ A detailed analysis of this issue is provided in section 2.12. Human capital development strategy 2020.

2.9. Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, An EU Framework for National Roma Integration Strategies up to 2020 (COM(2011)173)

Integration programme fulfils the obligations imposed on the Government of the Republic of Poland by the European Commission in its Communication "An EU Framework for National Roma Integration Strategies up to 2020". The document introduces the obligation for Member States to draw up national Roma integration strategies, that take into account at least four areas of intervention - education, employment, healthcare and housing. In addition, the Commission assumes defining - where appropriate - micro-regions that are in most disadvantaged situation or areas where the Roma community is the most vulnerable. The communication also assumes that the implementation of national strategies will be financed with funds from national budgets, which should be supplemented - where appropriate - with international and EU funds. Commission also recommends the creation of national contact point for national Roma integration strategies.

The issue of Roma integration is also one of the ex-ante conditions for the Cohesion Policy 2014-2020 *Investments in economic development and employment growth*, indicated for the thematic objective 9 - promoting social inclusion and combating poverty (condition 9.2).

2.10. Long-term National Development Strategy. Poland 2030 The Third Wave of Modernity

Long-term National Development Strategy. Poland 2030 The Third Wave of Modernity was adopted by the Council of Ministers on February 5, 2013 Long-term National Development Strategy is to identify major trends and challenges resulting from both the internal development of the country, as well as changes in the external environment, and provide a comprehensive concept of socio-economic development of the country in the 2030 perspective taking into account social, economic, environmental, territorial and institutional dimension. Long-term National Development Strategy and the National Spatial Development Concept constitute framework of a new strategic agenda up to 2030 This framework is accompanied with the Medium-Term National Development Strategy, and 9 development strategies (i.e. an integrated strategies).

The main objective of the Long-term National Development Strategy is to improve the quality of life in Poland measured with both qualitative indicators, as well as the value and growth rate of GDP in Poland. Integration Programme implements the directions of intervention of Long-term National Development Strategy related to the development of social capital within area III - the effectiveness and efficiency of the state. This area includes the description of goals and directions of interventions that are related to the health care system and provision of social cohesion - education and transfer of graduates into the labour market, and vocational activity itself.

2.11. National Development Strategy 2020

National Development Strategy 2020 adopted by the Council of Ministers on September 25, 2012 sets strategic areas in which - in the medium term - the main activities of the State will be focused in order to speed up development processes, and determines the necessary interventions. The *integration Programme* forms a part of the main objective of the National Development Strategy 2020, which is to strengthen economic, social and institutional potentials providing faster and sustainable development of the country and the improvement of living conditions. *Integration Programme* assumptions are consistent with the guidelines of the III Strategic Area of Medium-Term National Development Strategy - Social and territorial cohesion, objectives III.1. - Social inclusion, and III.2. - Ensuring access and certain standards of public services. Pursuant to the Medium-Term National Development Strategy provisions, *integration Programme* envisages strengthening integration activities at the local (municipality and poviat) level, combating exclusion and poverty through the implementation of tools aimed at increasing employment and improving access to public services, including high-quality education, and public health services. Measures envisaged in the *integration Programme* shall also support the development of social economy, and include housing issues.

2.12. Human capital development strategy 2020

Nine development strategies (i.e. integrated strategies) will help to reach development objectives of the National Development Strategy 2020. In the context of the *integration Programme* one - among these development strategies - should be noted i.e. *Human Capital Development Strategy 2020*, which was adopted by the Council of Ministers on June 18, 2013 The main objective of the HCDS (Human Capital Development Strategy) is to develop human capital through extracting human potential in such a way as to enable them fully participate in the social, political and economic life at all stages. In addition to the main objective, HCDS sets out five specific objectives of which especially the third one: "the improvement of the situation of individuals and groups at risk of social exclusion", relates directly to actions taken under the *integration Programme* for Roma, who belong to the only ethnic minority in Poland at risk of social exclusion.

This aim will be achieved through the following lines of intervention:

- ✓ Changes in the benefits system from the social security system, to improve its efficiency, so as to increase support for the socially excluded, on the basis of, inter alia, an overview of the requirements and the conditions under which the individual benefits are granted.
- ✓ Strengthening the potential of public institutions, and development of activities and cooperation of public and private institutions operating in the area of social assistance and social integration, especially the non-public sector (non-commercial), including cooperation of social welfare centres with labour market institutions.
- ✓ Expansion of tools to provide excluded persons with access to public services to enable them to return to the labour market.

- ✓ Reducing the scale of poverty and risk of poverty, especially among children, the elderly and disabled people.
- ✓ Development of active, and innovative forms of assistance to persons at risk of or socially excluded (including social innovation in the field of integration and social economy and social entrepreneurship).
- ✓ Increasing the availability of housing, including expansion of rental system and development of social housing, on the assumption that it will be a form of temporary, and time-limited support to people in difficult financial situation.

All listed and quoted in above *human capital development strategy* objectives and directions of intervention are expressly indicated in the *integration Programme*. Thus, the *integration Programme*, which in its assumptions is the multiannual program, established by the Council of Ministers, satisfies the requirement specified in Art. 136 of Public Finance Act - implementation of the strategies adopted by the Council of Ministers.

At the same time, it should also be noted that, in accordance with the Act of December 6, 2006 on the principles of development policy conduct, the *integration Programme* meets the requirements set out in this document for development programs. In accordance with Art. 15 paragraph 1 of the Act, development programs are operational - implementing documents, established in order to achieve the medium-term development strategy of the country (National Development Strategy 2020) and the development strategies (9 integrated strategies), setting out actions to be implemented in accordance with established funding and implementation system, constituting element of the program. Programs are adopted by resolution or decision of the relevant authority.

In this context, it should also be noted that the *integration Programme* - as a development program - has been identified as one of the national documents serving to fulfil ex-ante conditions for the future EU financial perspective.

3. Diagnosis of the Roma community in Poland

3.1. Characteristics of the Roma minority

3.1.1. Population and distribution

Roma are an ethnic minority, and in National Census of Population and Housing conducted in 2011, 16 723 Polish citizens declared Roma ethnicity ⁴, including: dolnośląskie - 2 028, małopolskie - 1 735, śląskie - 1 733, mazowieckie - 1 531, wielkopolskie - 1 221, łódzkie - 1 193, kujawsko-pomorskie - 1 080 opolskie - 1 078, podkarpackie - 1 023, zachodniopomorskie - 1 002, lubelskie - 794, warmińsko-mazurskie - 772, podlaskie - 527, świętokrzyskie - 381, lubuskie - 502, and pomorskie – 125 voivodeship.

Vast majority of Roma in Poland constitute urban population. They mainly live in major cities across the country. Roma population consists of 8604 women⁵ and 8119 men⁶, including 10 840 persons of working age.

Notwithstanding the foregoing, the information coming from the voivodes and partners of the *Roma Programme* carried out in 2004-2013, shows that in Poland live approx. 20 000 to 25 000 Roma.

3.1.2. Representative bodies

According to data from the National Court Register over 100 non-governmental organizations is registered in Poland, declaring themselves as Roma minority organizations.

Two representatives of the Roma community are present in the Joint Commission of Government and National and Ethnic Minorities, established by the Act of January 6, 2005 on National and Ethnic Minorities and Regional Language. At the same time - by using the opportunity to establish permanent panel of this Commission - since 2008 operates Roma Panel. It acts as a forum for the exchange of information on matters relating to the Roma ethnic minority issues, and is an advisory body whose aim should be development of proposals for actions with aim to improve the situation of minorities in Poland.

3.2. Main problems

3.2.1. The barriers

Causes of the poor situation of the Roma are complex. Many centuries of isolation of the group, caused by culturally motivated self-isolation, and barriers on the part of the majority society, meant that Roma until this day are not socially integrated group. The consequence of this isolation is insufficient knowledge about the Roma among the majority population, and thus, a high level of distrust towards this group (this is mirrored on the Roma side). Different lifestyle, system of values, aversion to institutionalized education, and the lack of employment causes high level of aversion towards the Roma (although the level of social aversion towards the Roma is steadily decreasing)⁷.

⁴ GUS data.

⁵ in 2002 - 6 334

⁶ in 2002 - 6 397

⁷ Study by CBOS of 2008: „Postawy wobec Romów w Polsce, Czechach, na Węgrzech i Słowacji” http://www.cbos.pl/SPISKOM.POL/2008/K_104_08.PDF, and of 2012: „Stosunek Polaków do innych państw i narodów” http://www.cbos.pl/SPISKOM.POL/2012/K_022_12.PDF.

A major barrier to improving the situation of the part of Roma population is the cultural factor. Still present lack of acceptance of institutionalized education of children and youth in orthodox circles, resulting in a high degree of abandonment of school education in the early stages of education, especially among girls, acceptable low eligibility age to start a family, low educational level, preventing proper diagnosis and the use of mechanisms of smooth functioning in the modern world cause the part of Roma population to remain on the side-lines of contemporary societies.

Because of the position of women in this community - determined primarily by the fact of motherhood - the equality of Roma women who are the object of double discrimination remains a big problem.

Cultural characteristics, clearly different from the dominant culture, causes reluctance of majority society towards this group perceived as intentionally disregarding the law (e.g. not sending the children to school, early marriage, etc.), avoiding employment and a demanding attitude. Mutual isolation deepens the negative stereotypes.

3.2.2. The needs

The Roma are least socially integrated minority and are not always prepared for the smooth functioning in the increasingly complicated reality of the modern world. Low level of education among the Roma, preventing the entry into the labour market, and the consequent lack of or minimal economic independence, is the cause of social aversion towards this group on the part of majority society and gives ground to the manifestations of discrimination towards this minority.

Raising the level of Roma education is considered to be the condition allowing changing this situation, and entering into the labour market. Without the strengthening of these two factors, i.e. raising the level of education, and facilitating taking up the job, any other accompanying measures shall have low efficiency. Lack of schooling and jobs translates into bad housing situation of this group - the degradation of dwellings, and raising population density, deteriorating housing and sanitary conditions, and placement of Roma clusters in poor neighbourhoods. This situation is reflected in the health situation of Roma, being the cause of shorten life expectancy, chronic diseases and decreasing immunity, also playing a role is endogamicity of this population. Simultaneously, there is an increase in substance abuse, which is a relatively new phenomenon in this part of the community, proving the disintegration of existing cultural norms.

The needs and barriers described above have been the decisive factors in setting out the areas of intervention⁸, characterized below.

A) EDUCATION

Despite undertaking the number of activities in the field of education of the Roma community since the early 90s., the level of education of most Polish Roma should still be identified as low.

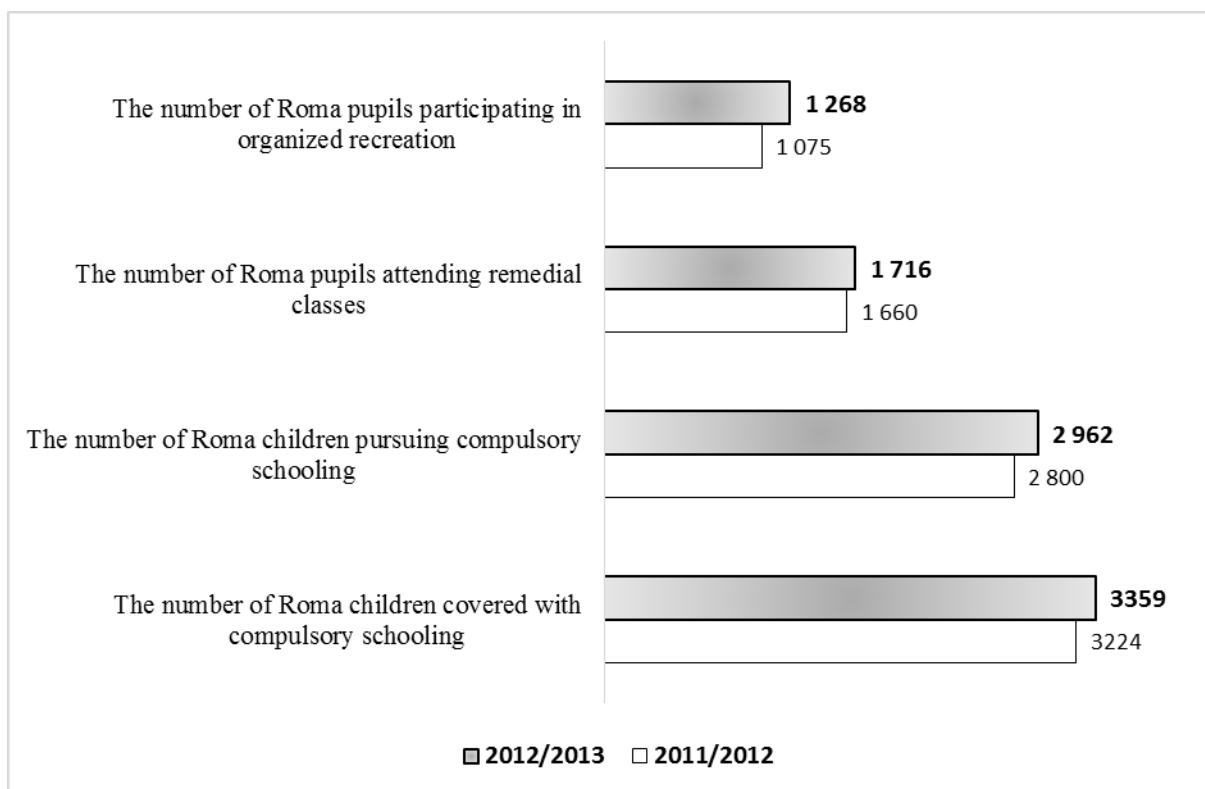
⁸ Including one complementary domain.

According to data from the National Census of Population and Housing 2002, almost 51% of people over 13 years of age who have declared belonging to the Roma minority, remained without the education and unfinished primary school. In the available studies relating to the census data from 2011 a similar category is no longer available, however it was pointed out that 82% of Roma declaring education, chose education category "lower than secondary education". During the two censuses respondents were asked for secondary education - in 2002 it was declared by 247 Roma, in 2011 by 934, as for the higher education - in 2002 it was declared by 13, and in 2011 by 272 Polish citizens of Roma origin.

Exact figures on the number of Roma children and youth covered with compulsory education are difficult to determine. However, the data from annual reports submitted by voivodeship offices shows that this figure is steadily increasing (in the school year 2004/2005 it amounted to 2 844 people, while in 2012/2013 it was 3 259). Data on the number of Roma children pursuing compulsory education are also estimated. In addition to information collected annually by voivodes - based on reporting by educational institutions in Education Information System - on the number of Roma pupils for whom schools undertake additional educational activities (in 2013 - 2 547 pupils). Moreover, the minister responsible for religious denominations and national and ethnic minorities collects annually information on the number of Roma pupils benefiting from support under the assistance programs (monitoring the number of pupils for whom school starter kits, insurance were purchased, participating in the classes in community centres, etc.). Analysis of the above data, and reports on the implementation of the *Roma Programme* indicates that over 80% of children covered with compulsory education actually pursues this duty.

Fig 1. ESOR⁹ - Data on the number of Roma pupils according to information provided by the voivodeship offices.

⁹ ESOR – Electronic System of Handling *Roma Programme* contains a catalogue of applications submitted for the *Roma Programme*, and the data from the reports by voivodes on the implementation of the *Roma Programme* tasks.



Turnout of Roma pupils is still low, with an average of 70%, also low is grade average (data aggregated at the national level show that the average grade Roma students is between poor and satisfactory)¹⁰. Despite the increase in the number of Roma children benefiting from early childhood education, sending children to kindergartens is still not widespread. Also worrying is the high proportion of Roma students in special education (the national average is 17%, with highest percentage in the Małopolskie, Opolskie and Śląskie voivodeship). Completion of a special education school in the case of this group limits the opportunities.

Among the key barriers affecting continued low level of education of the Roma community the following should be indicated:

- lack of preliminary preparedness offered by pre-school education,
- occurring insufficient command of Polish language, resulting, inter alia, in misunderstanding of teacher's instructions,
- early school dropout by Roma students, mainly girls,
- migration of Roma families, causing interruption of schooling, frequently without resuming it in a new place of residence, and educational deficiencies after returning from a foreign residence,
- absence in school activities (due to the lack of developed obligation
- to send children to school, family responsibilities understood in community perspective),

¹⁰ The data on grade average is averaged data from the country, it should be noted here that there are towns where this average is significantly higher, which without the doubt is due to the work of Roma education assistants.

- lack of motivation and parental support,
- the lack of preparation of teachers to work with culturally diverse pupils,
- disapproval on the part of non-Roma peers,
- poverty, poor social and financial conditions makes it hard for pupils to prepare for classes.

Another issue is the proportion of Roma children in special education. Among the main reasons of this phenomenon the following should be indicated:

- problems related to the diagnosis of Roma pupils so as to consider their bilingualism and biculturalism, and often a lack of command of the Polish language,
- attractive environment of a special school - school facilities, good preparation of teachers to work with pupils that have special educational needs, makes parents more likely to send their children to such schools, especially if parents or older siblings studied there as well,
- insufficient knowledge of Roma parents about the procedure of placing Roma pupils in special schools, the lack of awareness among parents about the possibility to transfer their child at every level of education from a special school to a mainstream school,
- families combining the opportunity for a child to learn in a special school with the possibility to take advantage of the additional social benefits,
- interest of schools - on the one hand, the possibility of obtaining by the special schools of additional means under the increased educational part of the general subsidy due to the participation of Roma students, on the other hand, public schools - often without teachers with additional training in special education - perceive work with pupils with special educational needs as difficult.

It should be emphasized that the existing measures taken by the government of the Republic of Poland in the area of promoting education among the Roma led to many systemic changes in the approach to education:

- § 11 of the Regulation of the Minister of National Education of November 14, 2007, on the conditions and manner the kindergartens, schools and public institutions perform tasks that allow the maintenance of a sense of national, ethnic and linguistic identity of pupils belonging to national and ethnic minorities, and communities using the regional language, gives the opportunity for schools to undertake - if necessary - additional educational tasks aimed at maintaining and developing a sense of ethnic identity of Roma pupils, and supporting the education of these pupils, in particular conducting remedial classes. This provision constitutes the basis for employment in school, as a help for teacher, Roma education assistant¹¹. The amendment of this regulation of April 4,

¹¹ The position of Roma education assistant was introduced to the Polish school system under the *Pilot government programme for the Roma community* in the Małopolskie voivodeship for the years 2001 - 2003. Because of the

2012 (Journal of Laws of 2012, item 393) made possible to take such actions - in addition to schools - also for kindergartens.

Moreover:

- a new model of funding of additional measures for Roma pupils by local government units was introduced (see paragraph 4.3 of the *Programme*),
- the so-called "Roma classes" were discontinued, and new integrating classes created,
- scholarship schemes for gifted Roma pupils, high school students and higher education Roma students were introduced,
- a subsidy mechanism for the financing of tasks consisting of ensuring school starter kits and textbooks for pupils of Roma origin, insurance, remedial classes, summer camps, community centres was introduced,
- by recognizing the special educational needs of pupils, including pupils of Roma origin, in Regulation of the Minister of National Education of April 30, 2013 on the principles of providing and organizing psychological and pedagogical support in public kindergartens, schools and institutions (Journal of Laws of 2013, item 532) - Roma education assistant, beside the pupil, parent, teacher, educator of the educational group or specialist conducting classes with pupils, psychological and educational counselling centre, including specialist counselling centre, has been identified as one of the entities, which can initiate psychological and pedagogical assistance for a particular pupil in the given facility.

The number of ad hoc measures was taken to promote awareness on the subject of diagnosis of Roma children and providing them with support adequate to the needs in the education system:

- in 2011, the Ministry of Education organized five regional consulting - information meetings with representatives of psychological-pedagogical counselling centre under the

results brought about by the work of Roma education assistants, in the Chapter VII. 1 of the *Programme for the Roma community* in Poland in the years 2004-2013, the Council of Ministers through the Resolution No. 209 of August 19, 2003 created the possibility for them to continue their work. Roma Education Assistant provides assistance to Roma students in contacts with the school and works with the parents and the. The purpose of introduction of Roma assistants to the schools where Roma children learn was primarily to increase the low turnout of pupils, and to assist in the implementation of school obligations. Roma assistants should be Roma who have the trust of local Roma communities. The duties of the assistant should also include building a good contact between the parents and the school, informing parents about the progress at school, as well as monitoring attendance of pupils and progress at school. Assistants are responsible for providing comprehensive assistance for children and youth at school and beyond. To a large extent, it is their duty to cooperate with the parents of Roma pupils. On the basis of the Regulation of the Minister of Economy and Labour, dated December 8, 2004, on the vocational specialties for the needs of labour market and the scope of its usage (Journal of Laws No. 265, item. 2644, as amended) the profession of Roma education assistant was entered into the official catalogue of professions. In the next version of the Regulation of the Minister of Labour and Social Affairs, April dated 27, 2010, on the vocational specialties for the needs of labour market and the scope of its usage (Journal of Laws 2010, No. 82, item 537), Roma education assistant (531101), was placed in the "personal care workers and related" section (53), children caretakers and teacher assistants (531), children caretakers (5311), Roma education assistant. Since 2006, a systematic change in the system of financing of Roma education assistants has taken place. Initially, their work was funded under the Roma Programme, which involved large pool of funds. Over time, the possibility was created to finance employment of Roma education assistants from the increased educational subsidy.

"Increasing the effectiveness of education of pupils with special educational needs" project",

- in 2012 on behalf of Ministry of Education, and in collaboration with the Ministry of Administration and Digitization, Education Development Centre organized a seminar, and a conference devoted to the problems of the functioning of multilingual and culturally different children including Romani children within the education system,
- on December 11-12, 2012 took place two national conferences targeted at employees of psychological-pedagogical counselling centre, at which - among others - the problem of issuance of decisions and opinions, and culturally neutral diagnosis taking into account the needs of multilingual children was presented,
- in 2012 and 2013, the discussion on this subject was continued during the regional meetings in different voivodeships. Voivodes and school superintendents were among the organizers of these local conferences,¹²
- summary of these activities was published and disseminated in 2013 in the form of methodological manual compiled by a team of psychologists of the Jagiellonian University, relating to the issue of psychological diagnosis of multilingual and culturally diverse children and youth, also provided was the training for psychological-pedagogical counselling centres in this field.

Changes in the approach to the school education and extracurricular of the part of Roma observed during the implementation of the aid programs allow to put forward the thesis that to a large extent, the Roma community recognizes the benefits coming from education, and being educated, and the actions taken to date should be continued - as a priority support.

B) THE HEALTH

Roma suffer from poorer health than the general population. Available data also shows¹³, that the average life expectancy of Roma in Europe is shorter compared with non-Roma. Results of the surveys conducted in 2012 by the Ministry of Administration and Digitization with community nurses who work with Roma families show that disease units among Roma community do not differ from the diseases occurring generally, only their frequency is higher. The most common diseases occurring in the Roma community in Poland are as follows:

¹² The aim of these measures was to disseminate the issue related to the decisions issued for Roma children by the counselling centres, in particular attention was focused on the need to use non-verbal and free culture tests during examination of Roma children that take into account the degree of proficiency in Polish. The emphasis was also placed on developing and disseminating procedures for recognizing the needs and abilities of bilingual and culturally different pupils. Meetings were also showcase for examples of good practices and discussion on the activities that would contribute to the improvement of local strategies for multilingual and culturally diverse pupils, including Roma pupils and to present recommendations.

¹³ COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS. An EU "Framework for National Roma Integration Strategies up to 2020" (COM(2011)173).

- respiratory system diseases - asthma, upper and lower respiratory tract infections,
- cardiovascular diseases - hypertension, ischemic diseases,
- metabolic diseases - diabetes with complications such as kidney failure, blurred vision, skin lesions,
- genital and urinary tract diseases (bacterial infections),
- defects and mental underdevelopment,
- nervous system diseases: vision defects in children and adults, hearing loss, speech problems, epilepsy, mental-physical hyperactivity,
- digestive system diseases: diarrhoea, vomiting, reflux, ulcers.

Fig 2. A study conducted on a population of 100 Roma living in a compact environment in the village in the southern Poland

Age	Most frequently diagnosed diseases
0-15 y	respiratory system, thyroid, heart, eye, nervous system, blood, orthopaedic diseases,
16-30 y	diabetes, eye, heart, psycho-neurological, hearing, movement system diseases,
31-45 y	kidney, spine, pancreas, psychological, cardiovascular, movement, digestion, sight diseases,
46-60 y	diabetes, cardiovascular and heart, kidney, respiratory system, digestive system, liver, spine, blood diseases,
61 y and over	diabetes, cardiovascular, kidney, liver, urinary tract, spine, heart diseases.

The main factors affecting bad health situation are as follows:

- poverty and lack of resources for treatment,
- poor housing conditions and overcrowding in homes, fostering infection development,
- low level of health awareness and difficulty in shaping healthy habits, including frequent lack the ability to interpret the advisability of medical recommendations,
- poor eating habits, including unhealthy diet,
- low physical activity,
- the lack of systematic approach and determination during treatment, control, when taking drugs,
- lack of pregnancy monitoring,
- early parenthood and social immaturity causing a failure to fulfil obligations,
- not vaccinating children resulting in more frequent incidents of infectious disease,
- smoking, alcohol abuse, and emerging substance abuse phenomenon,
- endogamous marriages causing birth defects,
- the lack of trust in the health care system,
- difficulties arising from the possibility to benefit from the public health care system (e.g. the need to have insurance, long waits for specialist visits).

As in the general population, one of the most common addiction among Roma is nicotine, alcoholism and gambling (among others slot machines), and emerging drug addiction occurring among the younger generation. In this area, prevention and information on the consequences of addiction seem essential, as awareness about the dangers of addiction, particularly addiction to drugs, it is not common in this group.

C) PRESENCE IN THE LABOUR MARKET

Low vocational activity of the Roma in the labour market is one of the main barriers to the social integration of this minority. According to data from the National Census of Population and Housing 2002 Roma vocational activity rate¹⁴ was 27%, whereas in 2011 census it was 22% (for the general population this rate was 55.5%). In 2002, among 8 881 people aged 15 years and older, 736 (8%) declared they had a job, while the remaining number of 8 145 people (92%) were classified as unemployed, vocationally inactive or persons of unknown status in the labour market. By contrast, in 2011 among 12 776 people aged 15 years and over, 1 700 people (13.3%) declared that they had a job, while the remaining 11 076 people (86.7%) were classified as unemployed, vocationally inactive or people with indefinite status in the labour market.

The high degree of vocationally inactivity of Roma is also confirmed by the data collected in the years 2004-2011 at the voivodeship level under the monitoring of the implementation of the Roma Programme, according to which the ratio of the estimated number of people of working age against the unemployed people in different voivodeships ranged from 85% to 94 %¹⁵. When analysing the level of vocational activity of Roma, one should also bear in mind the presence of its non-structural forms, e.g. employment resulting from the seasonal migrations of the Roma community, and the functioning of the so-called "grey economy", which cannot be included in the official statistics. Therefore, the actual percentage of vocationally active people may be higher than indicated above.

Roma for the most part make a living from the social assistance benefits. But its real value in recent years - in face of freeze of income thresholds adjustment, and the high rate of inflation - is dropping. Main sources of income include car, textiles, and antiques trade, few companies (including musical performance), work on projects implemented under the assistance programs (as Roma education assistants, day-care centres workers, tasks coordinators, etc.), and seasonal work abroad.

The main reasons for vocational inactivity of Roma in the labour market are - next to the weak education (including occurring illiteracy and lack of good command of Polish):

- lack of qualifications and professional experience,
- lack of action in the field of job search,

¹⁴ The vocational activity rate is the percentage share of vocationally active people (working and unemployed population) in the total population in the given category. In the calculation of the vocational activity, taken into account is population aged 15 years and over.

¹⁵ According to data from the National Census of Population and Housing, 2011 the amount of unemployed persons is 84% (calculated using ratio of employed persons against the number of working age people, i.e. 18-64).

- inability to navigate in the job market, and to take advantage of available labour market instruments,
- learned helplessness, resulting in dependence of successive generations on passive forms of assistance (benefits, material assistance),
- due to the patriarchal family model women face obstacles when seeking an education, and in entering the labour market,
- reluctance to take low-prestige and low-pay jobs,
- reluctance of Roma to take some form of employment, resulting from cultural differences and lack of knowledge of the principles among the majority,
- reluctance of employers to hire Roma,
- unpreparedness of labour offices to take effective action fostering employment for the unemployed and vocationally inactive Roma,
- situation on the domestic labour market.

In the context of these barriers, and in relation to the situation of this group of people, measures combating unemployment implemented so far are insufficient. Despite the wide range of measures implemented mainly in the context of available assistance programs, involving organization of training courses to upgrade competencies and professional skills, individual support in finding a job, the organization of work placements, taking action by assistants or socio-professional consultants, the thesis that vocational activation mechanisms used so far have very limited effectiveness is still valid.

D) THE HOUSING

Free-market economic mechanisms are present in Poland for only two decades, which is far too short period to make up for deficits of the last half century. In Poland, housing shortage is still significant (data from the National Census of Population and Housing 2002 indicates a lack of 1.7 million home units, however they do not include units that require immediate repair for technical reasons). Roma bear the costs of this process to a larger degree, as lack of education resulting in low-paid work during the socialism, followed by widespread unemployment after 1989 make impossible in most cases to improve housing conditions unaided.

It should be noted, however, that the Roma community is highly diverse in terms of the economic situation, and thus the living situation. Next to unquestionably wealthy Roma, there are entire communities living in poverty and even penury (especially true for the Carpathian Roma).

Most commonly identified problems are:

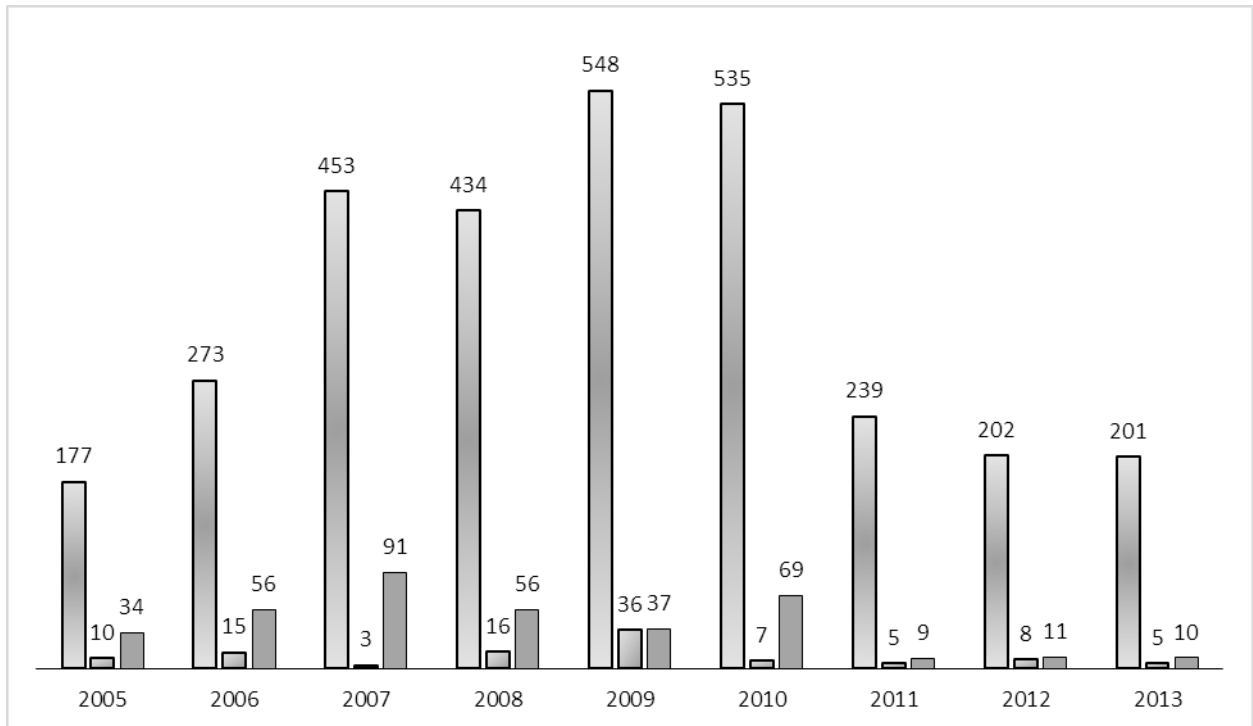
- poor economic situation resulting in a lack of funds for current and major repairs, and above all to maintain the property (including rents, heating fuel, etc.), cause the situation where standard of housing - which underwent the repairs - quickly deteriorates again,
- improper use of occupied residential premises leading to their progressive devastation,

- poor housing conditions (moisture, fungus, lack of sanitation, lack of water supply and sewerage, lack of electricity or heating installation, damage to roofs and walls, living in buildings at risk of collapse),
- functioning among the Roma model of multigenerational and large family, starting a family at a young age, result in overcrowding of residential premises,
- illegal occupation by Roma of vacant buildings remaining in the municipal resources, illegal constructions, as well as the difficulties related to legal regulation of land.

When planning activities for the coming years, it should be borne in mind that this greater degree of degradation of the housing infrastructure occupied by Roma was noted in the Roma Programme as a challenge, which led to the financing of repairs of dwellings occupied by Roma. These changes, however, cannot be considered "spectacular" because the scale of the needs far surpasses the capabilities, and repair tasks are one of the most capital-intensive ones. However, due to the difficult situation of this community, the bulk of the efforts focused on Roma housing units located in the most difficult regions - most often inhabited by mountain Roma, with longer winters, and older housing infrastructure, requiring more financial effort (in practice, the largest expenditures were allocated to the following Polish voivodeships, Małopolskie, Śląskie and Dolnośląskie). In the period 2004-2013, 564 tasks related to the improvement of the living conditions were completed. Most commonly works focused on the replacement of windows, building bathrooms in homes without access to toilets, thermal insulation of buildings, roof repairs, electrical wiring and heating system repairs, regulation of the legal status of the premises occupied by Roma. In the case of illegal occupation by Roma vacant buildings remaining in the municipal resources and illegal construction - in some cases - municipalities partially legalized this situation by connecting buildings to the utilities and allowing the use of thereof, provided the payment of fees for utilities. Under the *Roma Programme* settlements without the media have also been connected to water and sewage systems. It should be noted that the improvement of housing conditions is conducive to the improvement of health and hygiene situation of Roma families, and for the parents it often had been an incentive to increase the interest in other forms of assistance (e.g. in the field of education) provided in the *Roma Programme*.

Without a doubt the added value of the investment and renovation projects will be hiring and training of Roma to the execution of construction works, co-funded by the *Integration Programme*.

Fig 3. ESOR - The number of housing units where repairs have been carried out, the number of built social housing units or flats purchased in container buildings, and the number of flats connected to water, sewage or electricity in the years 2005-2013.



It should also be emphasized that efforts to improve the housing situation taken under the *Programme* have also caused negative social effects in the Roma community. First of all there was observed lack of solidarity with people living in the worst conditions, on occasions community has made decisions that, if repair aid is to be granted it will be granted to all - regardless of the housing situation and the financial status (e.g. everyone should have one window or one door replaced etc.). It was also the cause of frequent conflicts between neighbours and within entire local Roma community. Unfortunately, there have also been the cases of devastation of flats and houses.

E) CIVIC PARTICIPATION

The *Roma Programme* actions have spurred Roma to get involved in active citizenship. The number of Roma NGOs has increased significantly. The possibility of obtaining funds to realise their own projects cause significant increase in the number of organizations applying for funds under the *Roma Programme* (from 12 in the first year of the *Roma Programme* to over 40 organizations currently participating in the programme on continuing basis). However, one can observe a distinct specialization in the structure of the projects - Roma organizations are mostly interested in cultural projects (often one-off in nature, concerts, festivals etc.) and educational projects. Paradoxically, there is an obvious lack of activity of these organizations in work with the Roma community (e.g. on improving the attendance of pupils, on increasing the degree of completion of compulsory schooling, etc.). It can be assumed that the activity is focused on obtaining the funds for the projects, and not on the long-term organic work in the

community, where this state funded projects should only represent small part. There is a clear lack of cooperation between Roma organizations, and frequent conflicts and competition between organizations limit the effects of implemented measures. Rarely can be observed the cooperation between Roma NGOs and other organizations.

Also visible is social or civic helplessness - the incompetence of Roma in using of public support tools available on the market such as: courses offered by the community centres, centres of citizen participation, free legal advice (e.g. offered by the academic clinics of law), labour offices, offers under local activation programs (e.g. youth exchange, volunteer program etc.).

Thus, cultural and historical education seems to be one of the essential elements of social participation, particularly in the context of the use of the opportunities brought by modern civilization, especially new digital technologies. The involvement of national and ethnic minorities, including Roma, in efforts to improve digital literacy in the context of implemented digital projects seems now a necessity.

Indicated by the authors of the *integration Programme*, researchers, experts and other entities working with Roma a shortage of scientific research should be taken with understanding. It should be noted, however, that the area of scientific research - by definition - remains outside the mainstream of planned *integration Programme* activities, remaining in area of interests of strictly scientific institutions, which are free to use their own funds, European funds, as well as available funds of NGOs. It is worth noting that the *integration Programme* does not exclude the possibility of subsidising specific research projects, the subject of which will be new previously undiagnosed phenomenon, which may have important implications for the effectiveness of actions taken, and only if they will form part of the upcoming strategy.

Such projects - which fit into the sphere of social participation - can also be implemented in the field of *Education*, also relating to civic education, and under the 3rd area of support - nationwide system projects.

4. Previous aid granted under the State aid

4.1. *Pilot programme*¹⁶

The *pilot Programme* was established by resolution of the Council of Ministers of February 13, 2001, and covered the territories of the following voivodeships: Limanowski, Nowosądecki, Nowotarski, Tatrzański and the city of Nowy Sącz, inhabited by Roma from the group of Carpathian Roma, as well as the city of Tarnów, inhabited by Polish Roma.

In the diagnosis of the problems, low level of education came as first, followed by: poverty, unemployment, poor housing, poor health, and poor hygiene. At the same time the creators of the pilot pointed to the low activity of the Roma in taking action to change their life situation.

The main objective of the *pilot Programme* was achievement of full participation of Roma in civil society and bridging the gap between this group and the rest of society in the following areas: education, living conditions, employment, health, hygiene, and the ability to function in civil society. A necessary condition for the achievement of these objectives was to enable Roma to preserve their own cultural identity, understood as a necessary factor that may help this community to find its place in contemporary Poland.

In the period of three consecutive years the tasks covered by the *pilot Programme* received from the state budget a total of EUR 5 355 000, including PLN 4 000 000 came from the special reserve while PLN 1 355 000 from the budget of the Ministry of Education and Sports. In subsequent years 215 tasks were completed as part of a *pilot Programme*. In vast majority (98%) the tasks were executed by the local government units and subordinate organizational units. Other tasks (4) have been executed by 3 non-state entities, including two Roma organizations from Nowy Sącz and Tarnów.

Discussed programme was a pilot Programme, and the three-year period set out by the resolution of the Council of Ministers did not allow achieving all strategic objectives. The proposed solutions were innovative, enabling all stakeholders to gain new and valuable experience.

It should be emphasized that the achieved outcome was the result of the involvement of local authorities and Roma communities, as well as the social acceptability of actions taken.

4.2. *Roma Programme*

In the years 2004-2013 the *Roma Programme* adopted by resolution of the Council of Ministers of August 19, 2003 was the main element of state aid addressed to Polish citizens of Roma origin. The *Roma Programme* was implemented in 16 provinces.

Roma Programme coordinator was the minister responsible for religious denominations and national and ethnic minorities (in the years 2004-2011, Minister of Interior and Administration, and as of November 18, 2011 Minister of Administration and Digitization). Support granted under the *Roma Programme* took the form of grants transferred to participants to implement the tasks aimed at improving

¹⁶ On the basis of Report on the implementation of the *pilot Programme*.

the integration of the Roma community. The total amount of funds planned in the dedicated reserve amounted to PLN 85 million, of which in 2004-2006 PLN 5 million per year, and in 2007-2013, PLN 10 million per year. The funds from the special reserve were supplemented with funds from the part 30 of the state budget, administered by the Minister of Education. The total amount transferred in 2004-2013 period by the Ministry of Education for school starter kits under the *Roma Programme* was PLN 7 201 669.

Participants of the *Roma Programme* were primarily local government units (municipalities, poviats and their subordinate institutions - social welfare centres, schools, community centres, etc.) and non-governmental organizations, including Roma organizations. The following tabulation shows the number of jobs funded under the *Roma Programme*, and the number of actors involved with the annual breakdown.

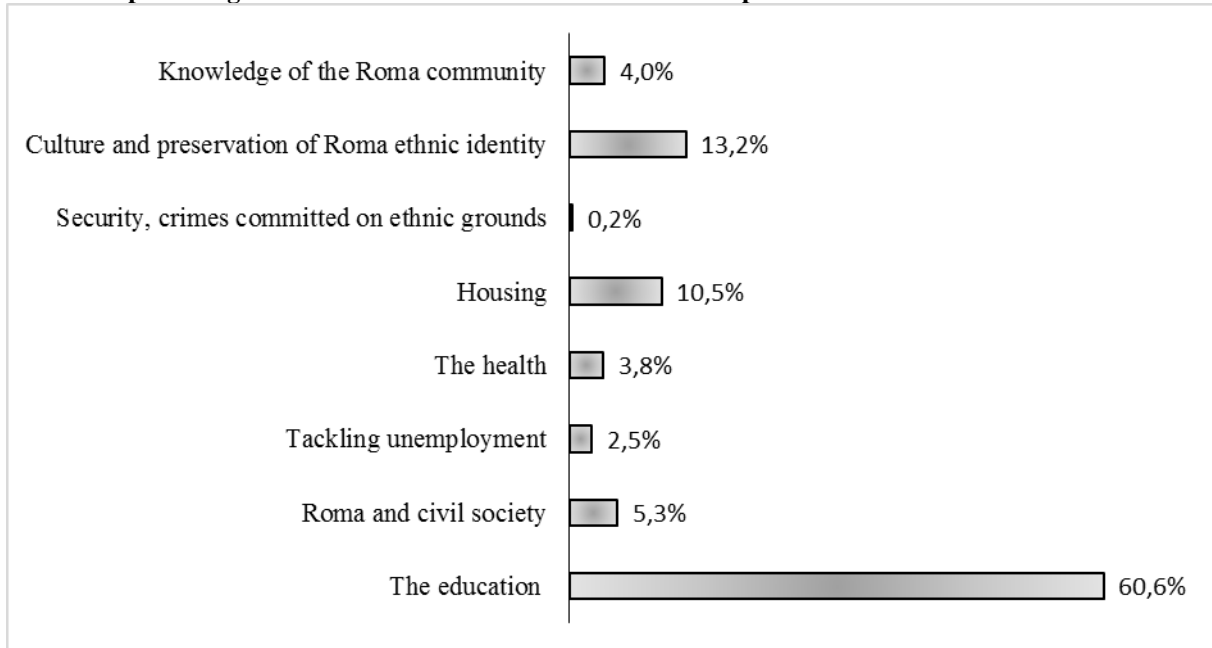
Fig 4. The number of tasks performed and the number of actors involved in the Roma Programme

Year	Number of executed tasks	Number of actors executing tasks	Including number of Roma organizations executing tasks
2004	301	109	13
2005	396	184	29
2006	425	149	32
2007	531	184	42
2008	617	207	47
2009	644	174	43
2010	694	178	43
2011	587	214	49
2012	598	178	41
2013	642	281	79
total	5435	1858	418

Out of the total of 5 435 completed tasks 2010 (i.e. 37%) were executed by the bodies outside of public finance sector, including Roma organizations.

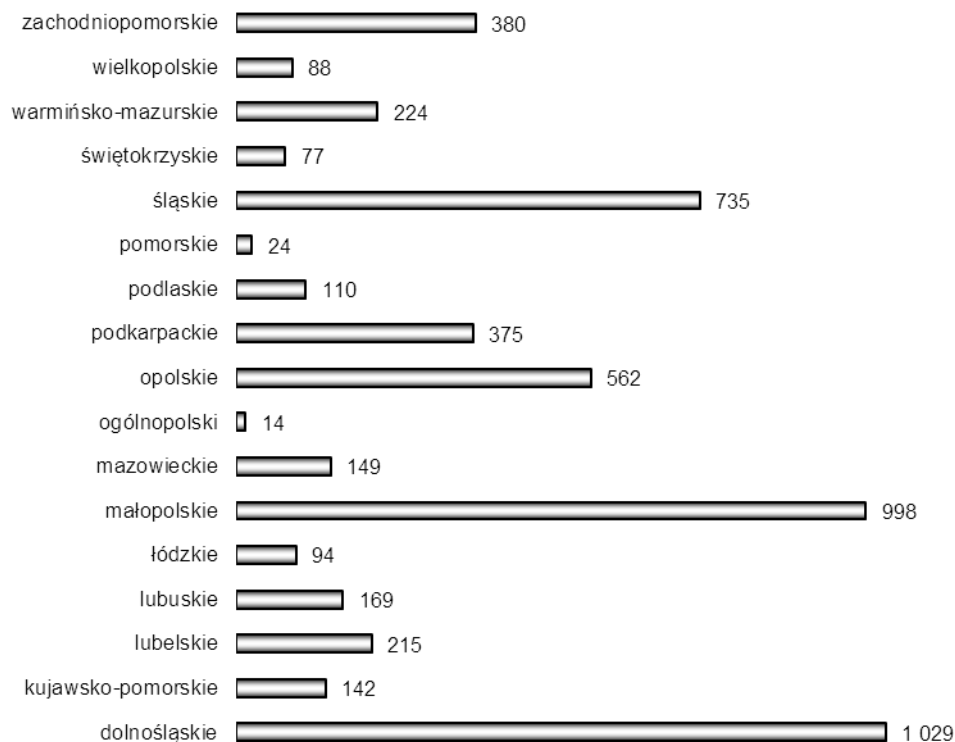
Actions implemented within the framework of the *Roma Programme* were comprehensive. They covered tasks in eight areas: education, improvement of economic and social situation, health, unemployment, security, culture, the dissemination of knowledge about the Roma community and civic education of the Roma. Education has been considered a priority.

Fig 5. ESOR – percentage of the number of tasks executed from the special reserve funds divided into areas



The most active voivodeships in terms of tasks execution were Dolnośląskie and Małopolskie, (1029, and 998 tasks respectively) while in Śląskie, and Opolskie voivodeship in 2004-2013 - 562, and 735 tasks respectively. The lowest number of subsidized tasks was allocated to Pomorskie (23). This corresponds to the distribution of persons belonging to the Roma minority in need of support.

Fig 6. ESOR The number of tasks executed in voivodeships from the special reserve



Detailed description of the measures taken, and their results were presented in a comprehensive manner in the annual "Reports on the implementation of the *Programme for the Roma community in Poland*", and the *Final Report on the evaluation study* available on the MAC website ¹⁷.

These actions constituted part of integration policy of the European Union, and have been positively assessed in 2011 by the European Commission during the review of policies and programs for Roma integration implemented by the individual Member States. Especially appreciated was the choice of education as a priority area of *Roma Programme*. It should be remembered however, that measures undertaken within the framework of the *Roma Programme* were very comprehensive, covering the tasks from the area of education, improvement in the economic and social situation, health, unemployment, security, culture, the dissemination of knowledge about the Roma community and civic education of Roma. Actions of Polish government have also been positively assessed by the Council of Europe's Committee of Experts on Roma and Nomads, presiding in Poland in 2010.

4.3. Increased educational part of the general subsidy

One of the main effects of the reform of education carried out in Poland since January 1, 1999, was the transfer of tasks in the area of education and upbringing to local self-government. Therefore, in accordance with Art. 5a of the Act of September 7, 1991 on the education system, the resources for the implementation of educational tasks by local governments related to the provision of education, upbringing, and care, including the social prevention, are guaranteed in local government income. This income includes: the subsidy (including educational), targeted subsidies and own revenues. Educational part of the general subsidy, net of reserves (until 2011 in the amount of 0,6%, in 2012, 0.25%, from 2013, 0.4%) - which remains at the disposal of the Minister of Finance, is distributed among the individual municipalities, poviats and voivodeships according to the rules which take into account the types and kinds of schools run by local governments, professional degree of teachers, and the number of pupils in these schools.

Funding Rules also introduced the system of weights and parameters affecting the level of calculated educational subsidy. Taking into account the increased costs of running schools for national and ethnic minorities, resulting from:

- reduced in these schools criterion of class or group size,
- realisation of the additional time allocated for minority language teaching,
- realisation of complementary activities undertaken by the school, in order to sustain and develop a sense of ethnic identity of Roma students, activities supporting the education of these students, conducting remedial classes in particular¹⁸.

¹⁷ www.mac.gov.pl → Na Skróty → Mniejszości narodowe → Romowie

¹⁸ § 11 paragraph 1 of MEN Regulation of November 14, 2007 on the conditions and manner in which kindergartens, schools and public institutions execute tasks allowing the maintenance of sense of national identity, ethnic and linguistic identity of pupils belonging to national minorities and ethnic minorities and communities using the regional language.

Since 2013, extra conversion weights¹⁹ were introduced to the division algorithm of the educational part of the general subsidy. They are dependent on the number of pupils in classes for national or ethnic minorities, the community using the regional language or Roma pupils (in 2013 weight used was P10=1,50).

As a result of the systemic financial support of these local government units that organize additional activities in schools, aimed at maintaining and developing a sense of ethnic identity of Roma pupils, the activities supporting the education of these pupils, conducting compensatory classes in particular, the following amounts increasing general part of educational subsidy were transferred to the local government units (in PLN)²⁰:

Figure 7. MEN - Amounts transferred annually within the educational subsidy for local government units running schools that organize additional activities for pupils of Roma origin, and the number of pupils covered by increased subsidy

Year	In addition, the amount of the general educational subsidy calculated with taking into account the number of Roma pupils (in PLN thousands)	The number of Roma pupils for whom the schools have undertaken additional actions
2013	17 988	2 209
2012	17 511	2 289
2011	16 692	2 306
2010	15 655	2 304
2009	12 861	2 354
2008	10 504	2 060
2007	10 024	1 850
2006	10 413	1 360

The above data shows that the amounts transferred annually as part of the educational subsidy for local government units running schools that organize additional activities for students of Roma origin are growing. It should be emphasized that the major player in the education system for national and ethnic minorities in Poland is a local government.

Local authorities, as the authorities running and funding education from the funds constituting their own revenues, including funds transferred within the educational subsidy in particular, are required to effectively implement the provisions of law related to the issue of organizing additional activities for pupils of Roma origin.

¹⁹ Annex to the Regulation of the Minister of National Education of December 20, 2012 on the allocation of the educational part of general subsidy for local government units in 2013 (Journal of Laws of 2012., item 1541). For pupils participating in classes for national or ethnic minority, the community using the regional language or Roma pupils, the following weights were also introduced P9=0.20 and P11=1.20.

²⁰ MEN data.

4.4. Sub-measure 1.3.1 of the Human Capital Operational Programme

Given the scale of the needs of the Roma community, actions for Roma in the Roma Program were given support - as of 2007 - in form of means from the European Social Fund in Operational Programme Human Capital (in so-called "Roma component", Sub-measure 1.3.1 Projects for Roma community - competition projects). Allocation envisaged for the "Roma component" for the period 2007-2013 is EUR 22 million. (Implementing Authority for European Programmes waits for reallocation of funds in the amount of EUR 600 thousand).

Implementation of the "Roma component" which was entrusted to Implementing Authority for European Programmes, was complementary to the implementation of the *Roma Programme*. Therefore, the scope of the tasks implemented under Sub-measure 1.3.1 of the OP HC included projects on education, employment, social inclusion, health, activation in the sphere of civil life and knowledge of the Roma community. Execution of the above tasks was entrusted to the beneficiaries as a result of an open competition, the procedure of which envisaged continuous call for proposals - until exhaustion of allocation for a given year. The following were indicated as target groups of the "Roma component": members of the Roma community, persons, institutions and entities acting on behalf of the Roma community in Poland; people from the surroundings of Roma community (in terms of joint projects carried out to increase integration with the majority society).

As a result of the five open competitions and one competition for transnational cooperation projects under Sub-measure 1.3.1 held in 2008-2013, 117 projects have been recommended for funding²¹ for a total amount of approx. PLN 93 500 000. Another 107 contracts for financing projects for a total amount of PLN 87 604 000 were signed. Other 7 contracts for the total amount of approx. PLN 5 900 000 awaits signing²².

Fig. 8 Implementing Authority for European Programmes - funds contracted under the I-V OP HC competitions, sub-measure 1.3.1, and II transnational OP HC competition

Competition 5/1.3.1	PLN 24 509 000	Competition 2/1.3.1 PWP
Competition 4/1.3.1	PLN 26 471 000	PLN 293 000
Competition 3/1.3.1	PLN 16 048 000	
Competition 2/1.3.1	PLN 15 655 000	
Competition 1/1.3.1	PLN 4 628 000	

The vast majority of projects focus on activities fostering employment. Implemented are, inter alia, internships and career training, individual career counselling and other activities aimed at enhancing vocational capacity of members of the Roma community enabling them to enter / return to the job market.

²¹ 117 recommended contracts, including 2 terminated contracts, and one contract beneficiary has withdrawn from.

²² Implementing Authority for European Programmes data dated June 30, 2014

As part of the executed projects also implemented are educational activities for children and young people, in order to, inter alia, equalise educational opportunities, activities promoting health, and information - promotional campaigns targeting majority society, with aim to change the stereotypical perception of members of the Roma community. Majority of projects under the Sub-measure were executed in Dolnośląskie and Małopolskie voivodeship. Under the project, right from the beginning of execution of Sub-measure 14 881 final beneficiaries were covered with assistance (excluding those people, who by the start of the project did not start their education, at least at the junior high school level of education, or under 12 years of age). Participation in projects - in accordance with the planned path of participation - was completed by 13 709 people (excluding those people, who by the start of the project did not start their education, at least at the junior high school level of education, or under 12 years of age (including those people, who by the start of the project did not start their education, at least at the junior high school level of education, or under 12 years of age), including 8 153 Roma.

4.5. Other sources of funding

Taking appropriate actions to bring about real equality in all spheres of economic, social, political and cultural life between persons belonging to the Roma minority and those belonging to the majority was also funded under other programs co-financed from the state budget or the European Union funds.

Among the national initiatives we should mention *Operational Programme Civic Initiatives Fund*. Three projects taken up under the *EQUAL Community Initiative Programme for Poland 2004-2006* - in addition to said Sub-measure 1.3.1 OP HC - were example of the activities funded by the EU. (PIW EQUAL):

- A model action system allowing for improvement of the vocational situation of the Roma community (within the "Roma in the labour market" project);
- Model of vocational activation of the Roma through the creation of integrating social cooperatives (under the "Partnership for vocational activation of Roma through the social economy tools");
- Model of institutional support for vocational activity and entrepreneurship of Roma. Roma Vocational Centre Concept (under the project „Inicjatywa na Rzecz Rozwoju Przedsiębiorczości Romów [Initiative for the Development of Roma] – KXETANES – RAZEM”).

In addition to supporting the activities relating to civic and social integration in accordance with Art. 18 of the Act of January 6, 2005 on national and ethnic minorities and regional language, public authorities are also required to take appropriate measures to promote activities aimed to protection, preservation and development of cultural identity of minorities. Accordingly, the grant programs in the field of support for maintaining the identity are realized by the minister responsible for religious denominations and national and ethnic minorities. Initiatives to protect, preserve and develop the cultural identity of minorities are also supported by the minister responsible for culture and national heritage.

Promoting knowledge on Roma culture and values of an open, multicultural society is realized in particular through:

- support for publications concerning the Roma community and promotion of good practices,
- promotion of artistic events promoting Roma culture (music, theatre, poetry and prose, visual arts),
- fostering activities aimed at collecting, cataloguing, digitization and making available historical sources about the culture and history of Roma in Poland,
- fostering development and standardization of the Romani language,
- programme for postgraduate studies for people taking up employment with the Roma community.

5. The ex-ante evaluation of the support for the Roma minority

In order to ensure the high quality of the document - both in substantive and formal terms - *integration programme* has been evaluated ex ante. The evaluation consisted of two stages.

The first stage consisted of an analysis on the effects of Roma Programme, an assessment of the implementation system, the diagnosis of gaps in the areas of support, and development of recommendations for the continuation of the Roma Programme beyond 2013. The study was conducted in 2011 at the request of the minister responsible for religious denominations and national and ethnic minorities by Biuro Obsługi Ruchu Inicjatyw Społecznych in partnership with the Ośrodek Ewaluacji Sp. z o.o. The evaluation was carried out throughout the country, it included *Roma Programme* contractors, i.e. local government units (including their subordinate institutions - schools, social welfare centres, and community centres), NGOs (including Roma organizations) and bodies responsible for implementing the *Roma Programme* (MAC, MEN, regional offices). In addition, study subjects were the beneficiaries of assistance provided within the framework of the *Roma Programme*, i.e. The Roma benefiting from the support. The research methodology uses the following tools: personal interviews, telephone interviews, paper questionnaires, Internet surveys, group interviews, document analysis and panel of experts. The study showed that 88% of ultimate beneficiaries of the *Roma Programme* (n=271) declared satisfaction with the aid received. Most of the Roma people also see the real impact of the aid on the changes in the immediate environment. A large group of Roma also noted the change of the relationship between the majority group and the Roma community.

Among the recommendations for the new programming period the following were indicated:

- singling out under the *integration Programme* a yearly pool of funds for grants for innovative pilot projects, and designation of priority areas for these projects for the given year,
- introduction of the possibility of submission of multiannual projects, with annual tranches of funding (in accordance with the Public Finance Act),
- introduction - under continuation of the *Roma Programme* - of the need to create the so-called interdisciplinary teams in order to draft the project, reinforce the importance of consultation, and participation of Roma in undertaken activities,
- the inclusion in training for employees of local government units the issues such as management of culturally diverse municipality, or anti-discrimination measures,
- strengthening the competencies of civil servants involved in the implementation of the continuation of the *Roma Programme* at the regional level and on strengthening the role of plenipotentiaries for national and ethnic minorities,
- organization of meetings and training in voivodeship offices for applicants and representatives of the Roma community, strengthening communication channels,

- strengthening the awareness of project creator in terms of results and long-term effects of actions aimed at the successful integration of the Roma community,
- the promotion of projects in which the local government has worked closely with the Roma community,
- the introduction of collective committees for project assessment,
- taking actions aimed at the majority society,
- strengthening Roma NGOs in the field of civic education,
- strengthening actions in the field of fight against the unemployment, limiting the activities relating to the living conditions,
- strengthening initiatives on the education of children and youth with special focus on development activities, and not just on supplementing deficiencies,
- covering Roma education assistants with systemic support, strengthening cooperation of assistants with schools and teacher environment,
- dissemination of information on the scholarship schemes for pupils and students of Roma origin,
- in actions addressing the labour market - the use of individualized forms of support,
- the creation of new systemic function of social assistant,
- intensification of cooperation with voivodeship labour offices,
- in the field of health - the introduction of activities aimed at change in attitudes and prevention,
- ensuring fair presentation of Roma culture,
- inclusion of evaluation procedures in the management mechanism.

Final report of the evaluation study carried out within the framework of the "Q-quality - the improvement of functioning of the Roma Programme" project, among the strengths of the existing aid aimed at the Roma, pointed out, inter alia, its flexibility and adaptation to the needs of the Roma communities, as well as the long-term effect of the strategy, and the involvement of representatives of the Roma minority in thinking about the development of the Roma Programme. The introduction of Roma education assistants to schools, broad support for children education, and the ability to perform repairs of housing units, which led to the improvement of the lives of many Roma families was noted as a success of the programme. The report also highlights that among the strengths of implementation of the Roma Programme is significant increase in the number of Roma organizations throughout each year carrying out its tasks, as well as a good knowledge of the Roma problems by the Roma Programme management team, as well as ongoing dialogue of the team with Roma community representatives.

Mentioned in the report barriers accompanying the implementation of the *Roma Programme* include, inter alia, delays in the transfer of the grants to the contractors of *Roma Programme*, and the annual cycle of the project, which on occasions prevents long-term effects of the actions. The report also draws attention to the partial financing of tasks aimed at meeting immediate needs, which causes

difficulties in assessing whether these actions will help to make systemic changes within the Roma community. Among impediments also indicated was the low awareness of Roma in terms of *Roma Programme* and the Team for Roma affairs, inadequate consultations with the Roma communities regarding actions taken for their benefit, and often occurring lack of the integration of the Roma in the implementation of projects at the local level. According to the authors of the report the disadvantage of the *Roma Programme*, was the lack of proper strategy construction (objectives do not meet the SMART criteria), which makes it difficult to demonstrate the tangible effects of actions.

The second stage of the evaluation was comprised of making estimation of the *integration Programme* before commencing its implementation in order to verify the accuracy of diagnosis of needs and proposed actions, internal and external coherence of the document, and parameterization of objectives and priorities. The study was carried out independently by three experts from three fields: social policy, strategic planning, and Romani studies.

Expert opinion includes the following criteria for the evaluation of the *integration Programme*:

- verification of the diagnosis of the situation of the Roma community in Poland,
- evaluation of the *integration Programme* in respect of adequacy for the identified problems and needs, including in the field of social policy,
- assessment of the internal coherence of the *integration Programme*,
- evaluation of external coherence of the *integration Programme* with other national strategic documents,
- assessment of the effectiveness and efficiency of the project, and proposed system of its implementation,
- other suggestions of experts for the structure and content of the *integration Programme*.

Indicated by the experts need for some changes, reformulations or supplementation of missing threads, proposals for action or inaccuracies has been considered.

In the opinion of experts, *integration Programme* aptly indicates catalogue of problems. Maintaining open formula of the *integration Programme*, allowing for the inclusion of innovative projects receives positive assessment. Experts stress the aptness of the idea of implementation of projects going beyond the annual planning period, and through the formula of local Roma integration programmes. Attempt to increase activities at the local level and involvement of all potential entities in the implementation of these actions should contribute to more effective cooperation and consensus. This is particularly important in the field of vocational activation - through the inclusion of labour market institutions to the local actions, but also in improving the housing situation, through the need to synchronize with the local spatial development plans.

Experts agree with the proposed inclusion in the *integration Programme* of the need to eliminate ad hoc projects of low effectiveness. Expert opinions emphasize the importance of inner cultural barriers of *integration Programme* beneficiaries hindering the integration. Pointed out at the same time - in view

of the above-mentioned specificity - was the need of professionalization of staff working with the Roma community. Expert opinions confirm the validity of the implementation of the assistance actions, both in terms of the degree of exclusion of the Roma community, as well as due to the specific dimension of cultural identity of the Roma, requiring the use of adequate, and thus non-standard methods and instruments of social inclusion.

The only discrepancy between the expert opinions concerns the evaluation of the effectiveness and efficiency of measures proposed in the *integration Programme* to promote social economy enterprises. Previous, bad experience concerning the operations of a number of social cooperatives - out of which none lasted longer than the period of financing from public funding - suggest caution as to the effectiveness of this instrument. However, in the opinion of the *integration Programme* authors and two experts - due to the specific cultural factors - this option should be left as an alternative. The formula of cooperative is much more available for this type of beneficiaries, i.e. Roma (for people with low education, with a lack of vocational experience, gives a "family like" functioning in cooperatives, participation in decision-making process, etc.). None of the expert opinions suggest substantive or methodological changes, reformulation of purposes etc.

6. Objectives, indicators, and measures, as well as actions helping to implement the *integration Programme*

6.1. The purpose of the *integration Programme*

The main objective of the *integration Programme* is increase in the level of social integration of Roma in Poland through actions in the field of education (including cultural, historical and civic education), vocational activation, health care and improvement in housing situation.

Provision of temporary aid in a difficult situation faced by the Roma community is not the aim of the *integration Programme*, but rather development of mechanisms that would help to achieve the stated objectives.

6.2. *Integration Programme* Indicators

The indicator should be understood as a numerical value (parameter or variable) constituting a component of the algorithm.

Below are the indicators and baseline data (Figure 9), which were used to create the measures of *integration Programme*. They have been grouped according to the type and sources of data.

6.3. Participants and contractors of the *integration Programme*²³

As in the case of Roma Programme the participants of the integration Programme and direct contractors of tasks will be local government units at all levels, as well as subordinate institutions, (social welfare centres, schools, community centres, etc.) as well as non-governmental organizations²⁴, including Roma organizations.

I. Fixed points of reference (parameters)

Central Statistical Office data, described in detail in this document in section 3. *Diagnosis of the Roma community in Poland*, come from the National Census of Population and Housing conducted in 2002 and 2011 The proposed values refer to:

- the number of Polish citizens who declare belonging to the Roma ethnic minority;
- the number of vocationally active Roma;
- the number of Roma aged 5 - 14 years.

In presented catalogue the above figures will provide fixed points of reference for the conducted analyses of individual phenomena. Other proposed numerical indicators constitute variable values.

II. „External” variables

²³ The participant should be understood as an entity applying for grants for the tasks covered by the integration Programme, whereas the executor is an entity directly executing this task. There is a possibility that the participant and the executor is the same legal entity.

²⁴ Entered into KRS.

This group includes data obtained from the Ministry of Education. For the most part they come from Education Information System, and are collected through a system of reports submitted by the various educational institutions. In this group the proposed indicators refer to:

- the number of pupils of Roma origin, for which schools take additional tasks, aimed at maintaining and developing a sense of ethnic identity and supporting the education of these pupils,
- the number of Roma children receiving education in special education institutions, and for which schools take additional tasks, designed to support and develop a sense of ethnic identity and supporting the education of these pupils.

On this basis the amounts of educational subsidy transferred from the state budget to local governments running these schools are calculated.

III. „Internal” variables

Baseline data is stored in MAC, and refer to the number of people applying for scholarship schemes implemented for pupils and students of Roma under the *Roma Programme*. They come from the analysis of the 2013 competition procedures, under the three scholarship schemes (for gifted Roma pupils, for Roma pupils studying in secondary schools, and for Roma students studying in higher education institutions). The proposed variables from the presented catalogue refer to the *integration Programme* in terms of:

- the number of people applying for scholarship schemes implemented for Roma pupils,
- the number of people applying for scholarship schemes implemented for Roma students.

IV. „Processed” variables

Baseline data relating to the 2013, and derived from the reports of the voivodeship offices on the implementation of the Roma Programme which were transferred annually to the MAC, represents the largest part of this catalogue. They shall constitute source basis for the following indicators of the *integration Programme*:

- the number of Roma pupils equipped with school start-up kits;
- the number of children who have benefited from pre-school education subsidies;
- the number of children participating in the ensemble classes;
- the number of Roma whose housing units were repaired or were granted new ones;
- the number of Roma employed as Roma education assistants;
- the number of Roma employed within the tasks funded by the *Roma Programme* (community centre or other facility staff, as well as the number of Roma benefiting from other forms of employment within the tasks of the *integration Programme*);
- the number of jobs for Roma within the objectives of the *integration Programme*;
- the number of Roma taking advantage of training and courses to lift vocational qualifications;
- the number of people covered by preventive examinations including vaccinations

under the *integration Programme*.

The table below presents baseline data relating to 2013 (SIO and MAC data).

Fig 8. Indicators and baseline data of the integration Programme

No.	Indicators (variables / parameters)	Baseline data
1.	The number of Roma pupils equipped with school start-up kits under the Roma Programme	2091
2.	The number of pupils of Roma origin, for which schools take additional tasks, aimed at maintaining and developing a sense of ethnic identity and supporting the education of these pupils	2547 ²⁵
3.	The number of children who have benefited from pre-school education subsidies under the Roma Programme	162
4.	The number of people applying for scholarship schemes implemented for Roma students under the Roma Programme	140
5.	The number of people applying for scholarship schemes implemented for Roma students under the Roma Programme	62
6.	The number of children participating in the ensemble classes	323
7.	The number of Roma children receiving education in special education institutions, and for which schools take additional tasks, designed to support and develop a sense of ethnic identity and supporting the education of these pupils	216
8.	The number of Polish citizens who declare belonging to the Roma ethnic minority	16723
9.	The number of vocationally active Roma ²⁶	3685
10.	The number of Roma aged 5 - 14 years ²⁷	3214
11.	The number of Roma whose housing units were repaired or were granted new ones	875
12.	The number of Roma employed as Roma education assistants	91

²⁵ This figure includes 2 209 pupils submitted to the SIO in 2013, covered by the additional actions at each stage of education from primary to secondary school, and 338 children attending kindergartens and kindergarten units (MEN data).

²⁶ The number of working people and those registered as unemployed in the PUP - 2011 CSO data.

²⁷ Data from National Census 2011, includes 0-14 range in biological age groups. The value specified in the table, in the 5-14 age range is an estimation, and has been calculated according to the rate of increase (0.238) in the number of Roma reported in the Census in 2002 and 2011 During calculations, taken into account was the number of Roma pupils for whom schools and institutions have taken in 2011 additional tasks, aimed at maintaining and developing a sense of ethnic identity and supporting the education of these pupils (in 2547).

13.	The number of Roma employed within the tasks funded by the Roma Programme (community centre or other facility staff, as well as the number of Roma benefiting from other forms of employment within the tasks of the integration Programme)	100
14.	The number of jobs for the Roma as part of the Roma Programme (including subsidized jobs)	17
15.	The number of Roma making use of training and courses lifting vocational qualifications	55
16.	The number of people covered by preventive examinations including vaccinations under the integration Programme	1981

6.4. Specific objectives, measures and actions of the *integration Programme*

Measure should be understood as algorithm result, which is intended to indicate the size or the numerical value of measured tendency or phenomena.

The introduction of measures to the *integration Programme* is a new element distinguishing it from the Roma Programme. It should be stressed that the proposed measures are the result of ten years of observation and experience in the implementation of the *Roma Programme*. During this period data documenting the previous activities was collected and systematized. Data which we can use today was not available in 2004, thus the implementation of new laws and specific statistical surveys (SIO and CSO), as well as creation of electronic database ESOR (Elektronicznego Systemu Obsługi Programu [Electronic System for Programme Handling] for the Roma community in Poland) made possible - after making the necessary query of data and its sources - to propose measures illustrating the observed phenomena, trends and directions of the proposed changes.

The proposed measures are based on indicators whose values, as well as data sources are described above. Measures cover four priority support areas identified in the *integration Programme*, i.e. education, housing, employment and health. It seems that they will be an effective tool for flexible response to undesirable phenomena, as well as trends and changes taking place.

Domain I: THE EDUCATION

Specific objective:

Increasing participation in education of pupils and students of Roma origin.

Fig. 9. Measures for priority I. EDUCATION

No.	Measure (name)	Indicators	algorithm	measures	Baseline data	expected direction of changes	target values
I-1	Level of provision of additional kit for Roma pupils covered with actions under the <i>integration Programme</i> .	1, 2	$1 / 2 * 100\%$	%	70%	increase	73%
I-2	Attendance of Roma children in the <i>integration Programme</i> - the leading measure	1, 3, 4, 10	$(1+3+4)/10 * 100\%$	%	64%	increase	81%
I-3	The share of Roma pupils applying for scholarship systems under the <i>integration Programme</i>	4, 2	$4 / 2 * 100\%$	%	3,6%	increase	5%

I-4	The number of Roma per one student of Roma origin applying for scholarship systems under the <i>integration Programme</i>	5, 8	8 / 5	number	211	decrease	151
I-5	The number of Roma pupils per one Roma education assistant	2, 12	2 / 12	number	29	decrease	23
I-6	Attendance of Roma children receiving education in special education centres	7, 2	7 / 2 * 100%	%	9%	decrease	7%

Data on the number of Roma pupils pursuing compulsory education is estimated due to the ban on the collection of data on ethnicity. Data on ethnicity are in fact recognized both in Poland and in Europe as a sensitive data and therefore is not collected. In presented statement the reliable data relating to the participation of Roma pupils in the educational process can only be found in the *Education Information System*. It should be emphasized that the proposed measures might be overestimated, which in turn will lead to their verification. Thus, the failure to achieve the intended indicators by the beneficiaries, both in relation to the activities related to education, and to other provided in the *integration Programme* should not affect the choice of a local programme, or the amount of received subsidies.

Specific objective for the field of education can be implemented in particular through the following actions:

- supporting and promoting early childhood education of Roma children,
- organizing additional remedial classes of Polish language in kindergartens and schools, especially in the early stage of education,
- assistance in providing Roma pupils with school start-up kits, comprised of mainly books, and insurance for pupils,
- enforcement of compulsory education,
- promotion of high turnout, inter alia, through rewarding pupils with high rates of attendance by subsidizing participation in organized summer holiday,
- supporting tasks aimed at shaping and developing individual talents and abilities of the child,
- taking measures to reduce the proportion of Roma pupils in special education institutions (cooperation with parents, teachers and assistants, psycho-pedagogical counselling centres),
- continuation of the implementation of scholarship programmes for Roma pupils,
- covering Roma education assistants and teachers supporting education of Roma pupils with systemic support,
- supporting adult education - lifelong learning,
- emphasis on carrying out integration activities, departing from tasks aimed at conducting classes exclusively for Roma pupils,
- infrastructure support, and repairs of premises serving as community centres or offices of Roma NGOs,
- cultural, historical and civic education,
- promoting interactive and innovative forms of education.

It should be emphasized that one of the main objectives relating to education under the *integration Programme* is to develop specific model of monitoring of educational path of Roma pupils. The purpose of such activity is to carry out analysis of individual progress of pupils, starting with early childhood education through all stages of education, until achievement of self-reliance in the labour market. It would be extremely important in this context, to involve these students for the future purposes implemented under the *integration Programme*.

Domain II: THE HOUSING

Specific objective:

Increasing effectiveness of efforts aimed at improving the state of housing infrastructure.

Fig. 10. Measures for priority II, THE HOUSING

No.	measure (name)	Indicators	algorithm	measures	Baseline data	expected direction of changes	target values
II-1	Attendance of Roma, whose housing units were repaired or were granted new ones	8, 11	$11 / 8 * 100\%$	%	5,2%	increase	7%

Specific objective for the housing domain can be implemented in particular through the following actions:

- improvement of the sanitary conditions of Roma housing units,
- support for investments and repair of premises occupied by Roma families in particularly difficult situations.

A necessary condition for effective action in this area is the development of consistent criteria for the evaluation of Roma housing - taking into account the specificities of rural and urban habitats which should be synchronized with the local zoning plans.

Domain III: THE EMPLOYMENT

Specific objective:

Raising the level of vocational activity of the Roma.

Fig. 11. Measures for priority III, THE EMPLOYMENT

No.	measure (name)	Indicators	algorithm	measures	Baseline data	expected direction of changes	target values
III-1	The attendance of vocationally activated Roma within the framework of the <i>integration Programme</i> - the leading measure	9, 12, 13	$(12+13)/9 * 100\%$	%	5,2%	wzrost	10%
III-2	The number of vocationally active Roma per one position created within the framework of the <i>integration Programme</i>	9, 13, 14	$9/(13 + 14)$	liczba	31	spadek	17
III-3	Attendance of Roma taking advantage of training, and courses to lift vocational qualifications	9, 15	$15 / 9 * 100\%$	%	1,5%	wzrost	6%

Specific objective for the domain of positions can be carried out in particular through the following actions:

- teaching vocational skills allowing to perform social roles, and to achieve social positions accessible to persons not subjected to social exclusion,
- gaining vocational skills and apprenticeships, retraining or raising vocational qualifications,
- education on life planning and meeting the needs through own efforts, especially through the opportunity to achieve own income through employment or business,
- teaching the skills of rational management of personal finances,
- aimed at helping to find a job for a specified period or for the duration of performance of specific work, either full or part-time, performance of services on the basis of civil law contracts, and preparing to take up employment or start a business in the form of social cooperative,
- socially useful work,
- public works,
- legal advice,
- self-help activities in the field of employment, housing and social affairs,
- professional internships.

Domain IV: THE HEALTH

Specific objective:

Changing the health situation of Roma by increasing the availability of medical services and prevention.

Fig. 13. Measures for priority IV: THE HEALTH

No.	measure (name)	Indicators	algorithm	measures	Baseline data	expected direction of changes	target values
IV-1	Attendance of the Roma covered with preventive examinations including vaccinations	8, 16	16 / 8 * 100%	%	12%	increase	20 %

Specific objective for the domain of health can be implemented in particular through the following actions:

- promotion of healthy behaviour, in particular by encouraging individual responsibility for one's own health,
- early multidisciplinary and comprehensive childcare,
- preventive medical examinations for early diagnosis of diseases, with special emphasis on cardiovascular diseases and cancers,
- promotion of health and prevention, including preventive ophthalmologic, laryngological and dental care involving children and young people,
- promotion of health and prevention of disease in women,

- preventive health care for children and young people in teaching and education environment,
- preventive vaccination,
- continuation of activities of community nurses,
- prevention related to substance abuse among young people and adults,
- training in first aid,
- training on family life, family planning, pregnancy, infant care,
- organization of health-promoting actions and research aimed at specific groups of patients or at risk of a particular disease,
- actions aimed at taking care of families with young children (activities in the field of education and health),
- distribution of information materials on health issues and threats,
- promotion of innovative projects in the field of prevention and medical care.

The following diagrams illustrate the values of selected measures, for which increases and decreases of the baseline are expected. The diagrams illustrate planned changes of these values in 2017 and 2020 respectively.

Fig. 14. Values of selected measures, for which increases of the baseline values are expected

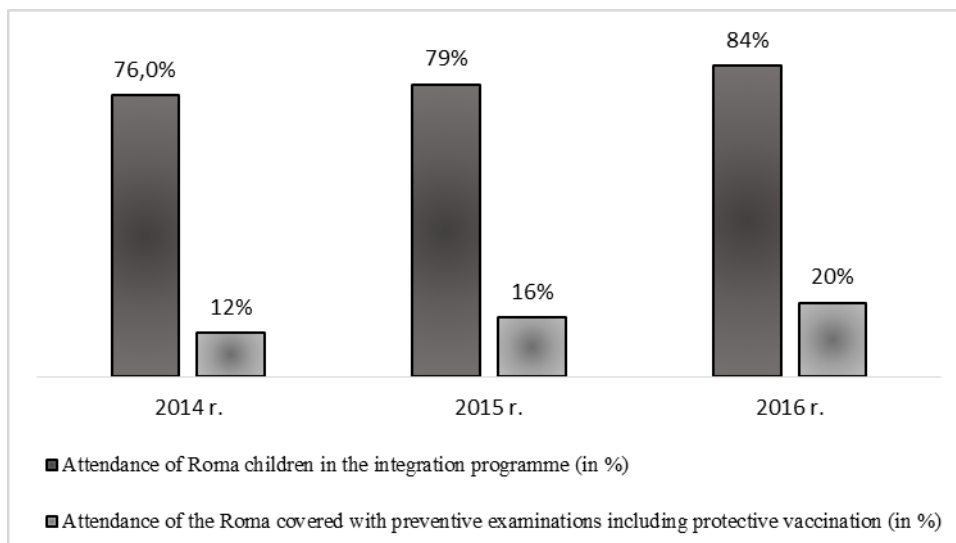
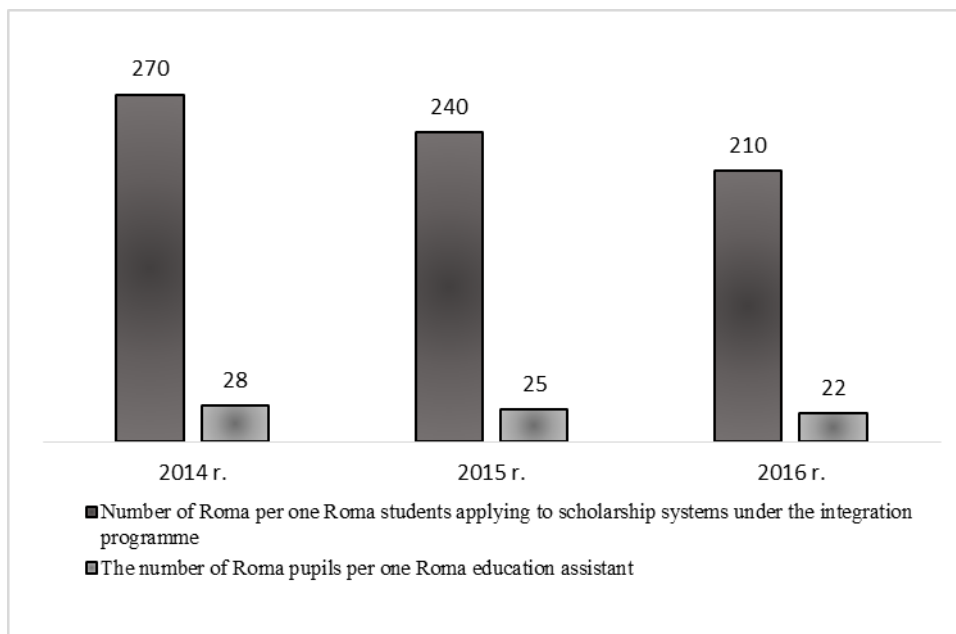


Fig. 15. Values of selected measures, for which increases of the baseline values are expected



Monitoring of the implementation of activities under individual priority will be based on reports and information provided by the voivodes responsible for the execution of tasks in the subordinate voivodeships. Voivodes' reports will be submitted to the Ministry of Administration and Digitization on an annual basis, and published on the Ministry's website. Monitoring process was described in the detail in item 8.5. Monitoring and evaluation of the implementation of the *integration Programme*.

Complementary domain: CULTURAL EDUCATION

Specific objective:

Increasing effectiveness of efforts aimed at promoting knowledge covering cultural education including cultural heritage, as well historical, social and civic education.

Specific objective for the domain of cultural education can be implemented in particular through the following actions:

- the protection and preservation of the cultural identity of Roma, including measures aimed at improving the state of knowledge about the Roma community, the image of Roma among non-Roma majority, as well as changes of stereotypes and prejudices associated with the community,
- activities promoting civic participation of Roma,
- an increase in the ability on the part of Roma to use public services including digital education available on the market,
- provision of universal, open access in digital form to the heritage through its digitization,
- digitization of the entire common cultural heritage, and the system tools to ensure its archiving,
- support for the archiving process and sharing current content generated in digital form.

7. Instruments of Support

Integration Programme will be implemented throughout the country in the years 2014 - 2020 with the possibility of continuation in subsequent years. This kind of long-term thinking about the efficient process of social integration of the Roma ethnic minority in Poland comes from, inter alia, the objectives included in the *Long-term National Development Strategy. Poland 2030. The Third Wave of Innovation*. When analysing the goals and directions of the tasks identified in the twenty-year time perspective - also in the planned activities for Roma - we can find those that are associated with the four areas of support most important for the *integration Programme*, i.e. education, housing, work and health.

The proposed actions should give a chance to start an orderly social life, and the real entry into the labour market through the promotion of alternative and flexible forms and methods of employment, as well as work organization. Such prescribed lines of action require appropriate institutional forms, combining the idea of entrepreneurship with the function of non-governmental organizations engaged in economic activities, as well as parallel social and occupational integration (social economy sector understood as the creation of new jobs and its social targeting the needs of the most disadvantaged groups, having difficulties in finding itself on the market). It seems that such set of instruments can serve as basic tool of social policy in the field of active inclusion of the Roma, and improvement of social cohesion. Consequently becoming a stimulus to improve the living and working conditions, ensuring adequate social protection, the development of human resources for sustainable employment and combating social isolation. Regulation of social life is integrally linked with the need to conduct social and educational-cultural activity for own communities and the local environment.

The main objective of the planned activities should be a desire for positive change through a system of multiple interventions that take place in stages, and are interrelated through its assistance offered to social work. Due to the range of influence and applied areas, the following is planned:

1. Social projects of local range (city / municipality) - interdisciplinary in nature, e.g. education, work, housing, health);
2. Individual tasks (interventions) - of local range (city - municipality) usually refer to one domain.
3. Nationwide social projects - relate to one domain / environment e.g. education (scholarships, Roma education assistants, assisting teachers, community nurses, social assistants etc..).

7.1. Support Area I - Comprehensive local measures to increase the integration of the Roma community.

To make work with the community and for the benefit of the Roma community successful in resolving problems, it is necessary to cover the Roma with long-term, intensive and comprehensive assistance. Therefore, the basic scope of the *integration Programme* is creation of local support systems,

taking the form of multi-year project, which offers the set of services that is comprehensive and tailored to the specific needs of Roma families for the coming years.

Implementation of cohesion policy should be understood as creation of activities in the areas of support, which will simultaneously provide strengthening of the participation of Roma women, as well as anti-discrimination dimension. Activities will focus on the Roma families in which the responsibility for basic survival rests on women. Experience to date suggests a greater activity of women in terms of taking advantage of possibilities offered by assistance programs (e.g. observed higher percentage of female students, female assistants of Roma education, and higher turnout in preventive health etc.). Planned activities should reinforce different types of support for women, (e.g. workshops, self-help groups, greater participation in decision-making processes, women as a target group of the planned activities) and elimination of areas of potential discrimination (e.g. promotion, training, etc.).

It should be noted however, that the creation of local programmes should also apply to non-Roma neighbours in a similar situation, to prevent the situation where Roma community is perceived as a competitive group. Therefore the development and implementation of local programmes requires not only the provision of reliable information on the local community level, but should also oblige local authorities to take special care to ensure consistency of the development policy for the given region, and parallel social actions aimed at Polish enclaves of poverty.

Local programme of social inclusion of Roma is prepared at the municipality or poviát level, hence the activities related to the specific community, inhabiting certain area of the country and corresponding to the specific problems of the Roma are planned in this way. Such dimension of the implementation of the local programme ensures compliance with the requirement of determining the territorial range of anticipated intervention. The program should be multi-annual, and cover a minimum of three years (the funds transferred on an annual basis, in accordance with the Public Finance Act).

The proposed solution is accompanied with set of formal conditions, which - especially in the first year of validity - may entail certain difficulties at the design stage of the partnership. We should also be aware of the certain reservation on the part of potential participants of the *integration Programme* towards new solutions, untested in real life. An additional concern of participants may be caused by fear of loss of existing sources of grants for the conducted business under the Roma Programme. Taking into consideration the cited arguments, as well as other previously unidentified motivations of beneficiaries it should be noted that the question of whether the programmes submitted in the first years of the *integration Programme* should be treated as pilots remains an open issue.

The document should include, inter alia, the following elements:

- I. Characteristics of the local community, and in particular:
 - population size by gender,
 - the number of children covered with compulsory education and pursuing compulsory education (with the rate of attendance, grade average),

- the number of vocationally active persons, including the number of unemployed persons,
 - the main source of livelihood,
 - the number of people covered with social assistance support,
 - main problems along with their justification,
 - the needs of the Roma people,
 - situation on local job market,
 - description of activities undertaken so far aimed at the Roma community, their effects and sources of funding.
- II. Setting out which objectives will be achieved after the completion of the local programme.
- III. Description of planned activities in the long term, with particular attention devoted to the following guidelines:
- actions should be the answer to the problems identified
 - in the characteristics of the local community,
 - actions should include comprehensive support for needy Roma families (housing, jobs, health, education (including civic participation)),
 - special attention should be paid to giving support to the entire Roma families,
 - and not individual persons,
 - planned activities should complement, not replace the instruments available on the labour market, education and social assistance,
 - planned activities are to seek economic empowerment of Roma families,
 - planned activities are expected to contribute to the fulfilment of the objectives of the integration Programme.
- IV. Schedule for the implementation of activities indicating the priority tasks
- V. in the individual years.
- VI. Determination of the effects of planned activities and a mechanism to monitor their implementation and effectiveness.
- VII. Indication of the entities responsible for the implementation of various activities planned in the local programme, including all social actors (e.g. government offices, social welfare centres, schools, NGOs, Roma NGOs, social cooperatives).
- VIII. The estimated cost of implementation of the local programme covering all the years of its functioning.

Local programme is developed²⁸ in partnership bringing together social actors, whose aim is to increase the social inclusion of Roma from the given area. Institutions gathered in partnership elect a leader who will represent the partnership outside. The programme is prepared and implemented with the active participation of the local Roma community, whose representatives, representing Roma organizations, obligatorily form part of the partnership, and are regularly invited to the monitoring meetings. The partnership takes into account the needs of the majority of Romani groups in the area. During the design and implementation stage of the local programme, mutual cooperation of local governments, and local non-governmental organizations, especially Roma organizations will be required, regardless of who is the initiator of the venture.

Local programme forms the basis for the submission of applications for subsidising implementation of the activities planned in it by the institutions from the area, forming part of the partnership.

The presence of NGO or local authority in partnership requires flexible approach. It may happen that no social organization of Roma or non-Roma operates in the municipality, or no local government unit is interested in participating in the programme, in that case such situation should not exclude the creation of partnerships allowing applying for a project under the planned local programme.

Local programme is submitted by the partnership's leader to the voivode for an opinion. Voivode assesses the complexity and reasonableness of the programme assumptions and proposes eventual modifications. Next, institutions brought together in the partnership submit to the voivode proposals for individual tasks that make up the local programme, in accordance with the procedure laid down in the mechanism of submission of applications, the selection procedures of the tasks for implementation and the transfer of funds to execute the tasks included in the *integration Programme*. In subsequent years of the local programme implementation the partnership leader is obliged to report on the implementation of the programme objectives, and also has the ability to make adjustments to the programme.

7.2. Support Area II – Small grants

Small Grants Fund enables the minister responsible for religious denominations and national and ethnic minorities through the voivode to subsidise aid activities initiated and implemented at the local level, provided that in the territory of a given municipality a comprehensive local programme, referred to in paragraph 7.1 was not developed, or planned activities extend beyond the above mentioned programme. Projects funded under the system of small grants are single cases, and usually cover one area.

7.3. Support Area III – Nationwide systemic projects for 2014-2020

7.3.1. Scholarship programme for gifted pupils of Roma origin

²⁸ The partnership should be understood as a joint venture tied by an agreement between at least two of the programme participants and local executors in order to realize jointly prepared project strategy. All entities listed in this document as participants or executors may enter into the partnership on an equal footing.

The *scholarship programme* is designed to enable Roma children and youth learning in different types of schools to develop their interests and talents, and professionalize it. The scholarships are aimed at students of Roma origin who show special talents in the fields of science, natural science, humanities study, creative writing (poetry, prose), acting skills, arts, instrumental music, singing, dance, circus arts, and sports. To strengthen cooperation of students participating in the competition, a *scholarship programme* schedule should include elements of informal education. Entity executing the task will be required to monitor the progress of pupils benefiting from the support and their further education path or career. Detailed rules for the awarding of scholarships will be set out in Regulation.

7.3.2. Scholarship programme for Roma pupils studying in secondary schools

Scholarships for high school students are intended to facilitate educational development, equal opportunities, and encouragement of Roma students to continue learning. *Scholarship programme*, besides the financial support for Roma pupils in the form of scholarships incentive system should also include systemic work with pupils benefiting from the support consisting of - among others - promotion of educational attitudes, demonstration of benefits of education, encouragement to work for the Roma community, creation of nationwide network of fellows, promotion of best students. Entity executing the task will be required to monitor the progress of pupils benefiting from the support and their further education path or career. Detailed rules for the awarding of scholarships will be set out in Regulation.

7.3.3. Scholarship programme for Roma students

The scholarship programme is designed for people of Roma origin studying at universities, colleges, teacher training colleges, language teacher training colleges, social worker colleges. Scholarships are aimed at motivating, their goal is to support the education of Roma starting study at higher education institution. Entity executing the task will be required to monitor the progress of pupils benefiting from the support and their further education path or career. Detailed rules for the awarding of scholarships will be set out in Regulation.

7.3.4. Improvement programme for Roma education assistants and teachers supporting Roma education

The aim of the vocational improvement programme for Roma education assistants will be levelling necessary knowledge related to the functioning of an assistant in the school environment, and raising vocational skills through legal, psychological, educational, and social training, etc. Simultaneously, support will cover supporting teachers, with particular emphasis on the cultural characteristics and effective intercultural communication. The aim of these actions is to develop a model of cooperation between assistants and teachers that will result in real improvement in educational opportunities for Roma. Under the improvement programme, it will be possible to support the implementation of practical classes carried out at universities in the fields of study related to the

education of Roma education assistants and teachers supporting Roma education. An important element should be the establishment of network of assistants and teachers participating in the above mentioned programmes.

Implementation of the above programs may be contracted to external entities.²⁹

7.3.5. Postgraduate studies "Roma in Poland - history, law, culture, collaboration, social integration instruments, ethnic stereotypes"

The aim of postgraduate studies is to deepen knowledge about Roma, their history, culture, as well shaping intercultural communication skills and awareness of cultural differences. As part of the study students will gain knowledge about catalogue of law legislation for the protection of ethnic minorities and the instruments of social inclusion. Studies should be directed primarily to people working with the Roma community. Postgraduate studies in this area should be organized by the research units of university status. An important element of the study is to create a network of alumni.

Presented set of nationwide systemic projects is not a closed catalogue. In the period 2014-2020 with *integration Programme* in force, there is a possibility in regard to reported and identified needs to introduce new tasks covering identified areas of support. Already at the public consultation of the draft *integration Programme* a suggestions have emerged regarding professionalization of knowledge and vocational qualifications of public institutions, local authorities and non-governmental organizations in relation to benefits system, social integration, history and culture of the Roma, and mechanisms of shaping cultural "foreignness".

7.3.6. Promotion of knowledge about the Roma and raising digital literacy

The young generation, including young Roma, effectively displace "analog reality", replacing it with "digital reality". For the modern young generation the computer has become most important electronic device next to the mobile phone, and when coupled with broadband Internet access this computer becomes difficult to overestimate tool that can effectively mitigate the sense of scale difference in the quality and life style of some Roma communities. It is difficult to overstate the importance of this phenomenon in the creation of favourable conditions for the development of the young generation of Roma. The use of "network" also among some Roma youth, slowly becomes an everyday tool to fulfil duties at home and at school, and also a way of spending free time. Digital technologies are beginning to have an impact on all areas of social, cultural and economic life. We can certainly state that the importance of new technologies will grow, and along with it the dynamics of digital transformation will gathers pace covering important areas of social activity such as education, job market, health and culture.

Digital technologies, by gradually changing the means of distribution of educational and cultural content in digital form, can significantly increase the level of activity and effectiveness in these areas of actions. When accepting such assumption, it seems that full digitization of cultural heritage resources of

²⁹ The term 'external entities' should be understood as participants or executors.

the Roma becomes primary direction in the field of cultural education. Relevant here will be both the "high quality" content defining the Roma identity, as well as the "popular" culture content present in their daily life. Another important issue is the use of the available digital instrumentation ensuring its universal availability and archiving of resources.

It should be stressed that the proposed courses of action - as it may seem - will have a significant impact on the development of local Roma communities, and may - in decisive manner - contribute to neutralization of existing cultural differences.

Systemic management of necessary areas of activity requires a nationwide diagnostic study³⁰ in terms of access of Roma communities to digital technologies. It should be emphasized that - although limited to the minimum - necessary intervention in the area of digital infrastructure in Roma communities is possible, the gravity of planned nationwide actions under the sub-paragraph 7.3.6. should be focused primarily on tasks comprised of designing, delivering, archiving and sharing of content covering Roma heritage. Designed in this way space requires institutionalization of collected resources - directional decision in this matter has already been taken. Undoubtedly, the nature of this project should be an important complementing element to the activities provided for in the *integration Programme* by stimulating actions ensuring the preservation, development, and dissemination of Romani heritage in Poland. Organizational and legal formula so designed Roma centre requires synchronization of activities of institutions at the central and local government level, as well as consistent and harmonious cooperation of Roma organizations.

The implementation of sub-paragraph 7.3.6. - Promoting knowledge about the Roma and raising digital literacy should also take place under the Digital Poland of Equal Opportunities project, the initiator of which is the Ministry of Administration and Digitization. DPEO is funded under the "System Project - promoting the development of broadband access to the Internet", Measure 8.3 of the Innovative Economy Programme.

³⁰ Pre-date of such a study is planned for 2014

8. Implementation system of the integration Programme

8.1. Programme Coordination & Management

The minister responsible for religious denominations and national and ethnic minorities is the contractor of the *integration Programme*. The specific tasks of the contractor include:

- taking final decision on the allocation of resources for the implementation of the *integration Programme* throughout the country in a given year,
- supervising the implementation of the integration Programme in all areas of support,
- managing funds allocated to support the integration Programme for the period 2014-2020,
- annual preparation and publication of information on the application submission mechanism, procedure for selection of tasks for implementation, and the transfer of funds to carry out the tasks included in the *integration Programme*,
- implementation of the Support Area III of the *integration Programme*,
- monitoring and evaluation of the *integration Programme*,
- preparation of annual reports on the implementation of the *integration Programme*,
- handling of ESOR electronic database,
- promotion of the *integration Programme*,
- initiation of cooperation with other ministerial departments responsible for education, social security, culture and national heritage protection in the field of Roma issues.

Voivodes are regional coordinators of the integration Programme, responsible for the following areas:

- implementation of Support Areas I and II of the *integration Programme*, including: the evaluation of proposals, conclusion of agreements, transfer of funds for the project implementation, monitoring of the implementation of individual projects and control thereof, settlement of tasks from a financial and substantive perspective,
- handling of ESOR electronic database for the voivodeship,
- organization of training sessions for potential applicants of the integration Programme,
- assistance in preparation, execution and settlement of projects,
- monitoring of the implementation of the *integration Programme* in the field,
- reporting on the implementation of the *integration Programme* in the voivodeship,
- promotion of the *integration Programme* in the area.

The minister responsible for education and upbringing supports the implementation of the integration Programme objectives in the field of education, in particular as regards to:

- cooperation in the implementation of Support Areas I and II of the integration Programme in relation to supplying Roma pupils with school start-up kits,
- delivering to the competent minister of religious denominations and national and ethnic minorities information on the number of Roma pupils reported
- in a given year to the Educational Information System and the amount of increased educational part of the general subsidy obtained by the local governments for the additional tasks concerning Roma pupils,

8.2. Integration Programme Budgeting - financial instruments

Implementation of the *integration Programme* will be financed from national public funds coming from the state budget. The basis for the financing of the *integration Programme* constitute funds from the special reserve of the state budget, which remains at the disposal of the competent minister of religious denominations and national and ethnic minorities.

The financial plan in the last year of the Roma Programme validity (in PLN thousand)

Source of financing	administrator	part	item/department	plan
State budget – special reserve	minister responsible for religious denominations and national minorities	83	14	10 000
State budget	minister responsible for religious denominations and national minorities	43	801, 803	560
State budget	the minister responsible for education and upbringing	30	801	700
State budget in total				11 260
participants' own resources	Programme participants	X		1 800
total				13 060

The draft financial plan of the *integration Programme* for 2014 (in PLN thousand)

Support Area	Source of financing	administrator	part	item/department	plan
I. and II.	State budget	the minister responsible for education and upbringing	30	801	700
	State budget – special reserve	minister responsible for religious denominations and national minorities	83	14	5 000
III.	State budget	minister responsible for religious denominations and national minorities	43	801, 803	480 ³¹
State budget in total					6 180
I. and II.	participants' own resources	Programme participants	X	X	900
total					7 080

³¹ In 2015, from the part 43 Minister of A & C in the Support Area III - Nationwide systemic projects for the 2014-2020, plans to carry out - within the limits - a new nationwide task of the approximate value of about PLN 140 000.

Support Area	Source of financing	administrator	part	item/department	plan
I., II.	State budget – special reserve	minister responsible for religious denominations and national minorities	83	14	60 000
III.	State budget	minister responsible for religious denominations and national minorities	43	801, 803	4 200
I.	State budget	the minister responsible for education and upbringing	30	801	4 200
State budget in total					68 400
I., II.	participants' own resources	Programme participants	X	X	10 800
In total					79 200

The minister responsible for religious denominations and national and ethnic minorities reacts on ongoing basis to the financial needs and may - under the annual integration Programme funding schedule - shift funds between support areas.

Minister performing the role of the *integration Programme* contractor, and at the same time an administrator of the special reserve intended for its implementation, can spend a maximum amount of 2% a year from the reserve to commission tasks required to manage the *integration Programme*, under the so-called technical support.

Besides the funds from the state budget reserve, financing of the *integration Programme* should be supplemented with the funds of the minister responsible for education, local government (including increased educational part of the general subsidy), the foundation's own funds, and national and international organizations interested in supporting the Roma minority Poland, and with the European aid funds.

It should be emphasized that all activities covering Support Area I - Comprehensive local measures to increase the integration of the Roma community, as well as Support Area II - Small grants - including co-financing of the investment costs³² - will be funded through targeted grants transferred for financing or co-financing tasks carried out by local government units³³ in the form of targeted grants earmarked for realization of tasks on the basis of agreements with government, and non-governmental organizations, including Roma organizations in the framework of targeted grants, transferred for financing or co-financing commissioned tasks. Tasks related to Support Area III - Nationwide systemic projects for 2014-2020 will be financed exclusively under the targeted grants transferred for financing or co-financing of tasks assigned to non-governmental organizations, including Roma organizations.

The minister responsible for religious denominations and national and ethnic minorities turns to the Minister of Finance - before the September 30 - on the distribution of the special reserve. As a result

³² The total amount of grants awarded in the subsequent years to finance the investment cannot be higher than 90% of the estimated value of the planned investment (Art. 18 paragraph 3a of the Act of January 6, 2005 on National and Ethnic Minorities and Regional Language).

³³ Local government units may receive targeted subsidies from the state budget on the basis of Art. 18 paragraph 3b of the Act of January 6, 2005 on National and Ethnic Minorities and Regional Language.

of the distribution an increase in the expenditure of the state budget parts occurs, voivodes are the administrators of the said parts. Voivods responsible for the disbursement of funds in the voivodeships, conclude contracts and agreements with the beneficiaries for the implementation of the various tasks. In case of the tasks from the Area Support III - Nationwide systemic projects for 2014-2020 contracts are concluded by the minister in charge of religious denominations and national and ethnic minorities.

The reclassification of special reserve expenditure may be made by the Minister of Finance in consultation with the competent minister or other administrator of the budget part not later than November 15 of the financial year.

Below is a schedule of implementation of the financial plan of the integration Programme for the period 2014-2020. The schedule illustrates the three main sources of funding of the programme (special reserve, part 43, and part 30 of the state budget) at the disposal of the minister responsible for religious denominations and national and ethnic minorities, and the minister responsible for education and upbringing. Financial resources for the implementation of individual measures of the integration Programme will be transferred to participants through the voivodes.

Attention should be paid to the amount of the own resources of the *integration Programme* participants foreseen in the schedule. Estimated the annual amount of PLN 1 800 000 was calculated on the basis of past experience acquired as a result of implementation of the *Roma Programme*.

Schedule for the implementation of the financial plan of the integration Programme for the years 2014 - 2020 (in PLN thousand)

Source of financing	administrator	part	Item/department	2014 r.	2015 r.	2016 r.	2017 r.	2018 r.	2019 r.	2020 r.	total
State budget – special reserve	minister responsible for religious denominations and national minorities	83	14	5 000	10 000	10 000	10 000	10 000	10 000	10 000	65 000
State budget	the minister responsible for education and upbringing	30	801	700	700	700	700	700	700	700	4 900
State budget	minister responsible for religious denominations and national minorities	43	801 803	480	700	700	700	700	700	700	4 680
State budget in total				6 180	11 400	11 400	11 400	11 400	11 400	11 400	74 580
participants' own resources	Programme participants	X	X	900	1 800	1 800	1 800	1 800	1 800	1 800	11 700
<i>Programme in total</i>				7 080	13 200	13 200	13 200	13 200	13 200	13 200	86 280

In 2014 the amount of PLN 4 million written in the special reserve of the state budget was disposed of by the Minister of Administration and Digitization among 16 voivodes to delegate or to support the implementation of public tasks involving activities of the community centres, as well as the

education of children and youth implemented in various forms. Grants will be awarded after execution of open tenders in accordance with the Act of April 24, 2003 On Public Benefit and Volunteer work (Journal of Laws of 2010., No. 234, item. 1536). Both indicated tasks and resources allocated for its funding will be - after the establishment by the Council of Ministers of the *integration Programme* - included in the tasks of the *integration Programme* carried out in 2014 in the field of *Education*.

8.3. European funds for the integration of the Roma community in Poland for 2014- 2020

In the new programming period of the EU funds in Poland in 2014-2020, projects concerning the integration of the Roma community in Poland will be implemented at national level in the PO WER in Priority Investment 9.4 Active integration fostering employment within the first priority axis, Effective public policies for the labour market, economy and education. Due to the above, the current approach will be retained to carry out projects for the Roma community in Poland in the new implementation perspective of European funds in Poland in 2014-2020.

Notwithstanding the foregoing, within the regional measures is possible to use the funds designated e.g. for the support of groups at risk of social exclusion, long-term unemployed, etc..

8.4. The mechanism for lodging and reviewing grant applications for the execution of tasks

Rules of conduct in matters relating to grants for the implementation of the *integration Programme* tasks, including:

- A mechanism for the submission of applications, task selection procedures, and the transfer of funds to carry out the tasks included in the *integration Programme*,
- application form template concerning implementation of the tasks included in the *integration Programme*,
- framework agreement template,
- report template,

regulates information announced annually by the minister responsible for religious denominations and national and ethnic minorities.

8.5. Monitoring and evaluation of the implementation of the integration Programme

The minister responsible for religious denominations and national and ethnic minorities and the voivods continuously monitor the implementation of the *integration Programme*, and examine its implementation in the individual years.

Integration Programme participants are required to prepare financial and substantive statements, showing effects of actions taken. Government administration at the central and voivodeship level may - at any given time of the task implementation - ask the performing entity to provide information on the state of progress, outcomes or conduct own control of the task implementation.

Voivods, by the end of February of each year, send to the minister of religious denominations and national and ethnic minorities a summary report on the implementation of tasks in the individual voivodeships. The results of studies and reports prepared by the independent experts, NGOs and other institutions may be used to assess the achievement of the objectives of the integration Programme. On the basis of the above mentioned documents the minister responsible for religious denominations and national and ethnic minorities shall prepare an annual report on the monitoring of the implementation of the *integration Programme*.

In addition, in order to verify the quality of the implementation of the *integration Programme*, as well as its efficiency and consistency, the minister responsible for religious denominations and national and ethnic minorities shall commission an assessment covering various phases of implementation of the *integration Programme*:

- in the course of implementation of the integration Programme, if monitoring shows deviation from the objectives set earlier or when changes have been proposed in the *integration Programme* (mid-term evaluation),
- upon completion of the *integration Programme* (ex-post evaluation).

Based on the analysis of the information collected during the monitoring and evaluation of activities undertaken under the *integration Programme* and the annual review of the extent of the implementation of its effects, it is possible to calculate the values of the individual objectives proposed in item 6. *Objectives, indicators, and measures, as well as actions helping to implement the integration Programme*.

On this basis, it will be possible to modify the methods and means helping to achieve goals.

Annual analyses prepared on the basis of reports by voivods will be published on the websites of the minister responsible for religious denominations and national and ethnic minorities.

8.6. Information and promotion

To effectively inform potential participants and beneficiaries of the *integration Programme*, the public and social partners about available support, its purpose, and principles of acquiring the subsidies, the minister responsible for religious denominations and national and ethnic minorities and the voivods' plenipotentiaries for national and ethnic minorities shall undertake the following actions:

- perform local training combined with information and promotional campaign,
- development, publication and distribution of information and promotional materials,
- organization and participation in regular training for the integration Programme beneficiaries from the voivodeship,
- creation and updating a website dedicated to the implementation of the integration Programme,

- inform stakeholders on issues related to the projects preparation and development of strategies for the Roma community in the given area,
- dissemination of good practices,

Effective information campaign should also be carried out by the contractors themselves for the benefit of the final beneficiaries, to ensure that the recipients of the tasks, and all interested parties receive full knowledge on the activities under the integration Programme. Originators running the policy of open and reliable information on the initiatives undertaken in the context of the public funds can rely on the involvement and approval of the proposed initiatives, both, among the Roma and non-Roma neighbours in a similar situation³⁴.

³⁴ Listed activities may be financed under the so-called technical assistance (see page 58) on the terms specified in the annual *information* referred to in item 8.4 The mechanism for lodging and reviewing grant applications for the execution of tasks.

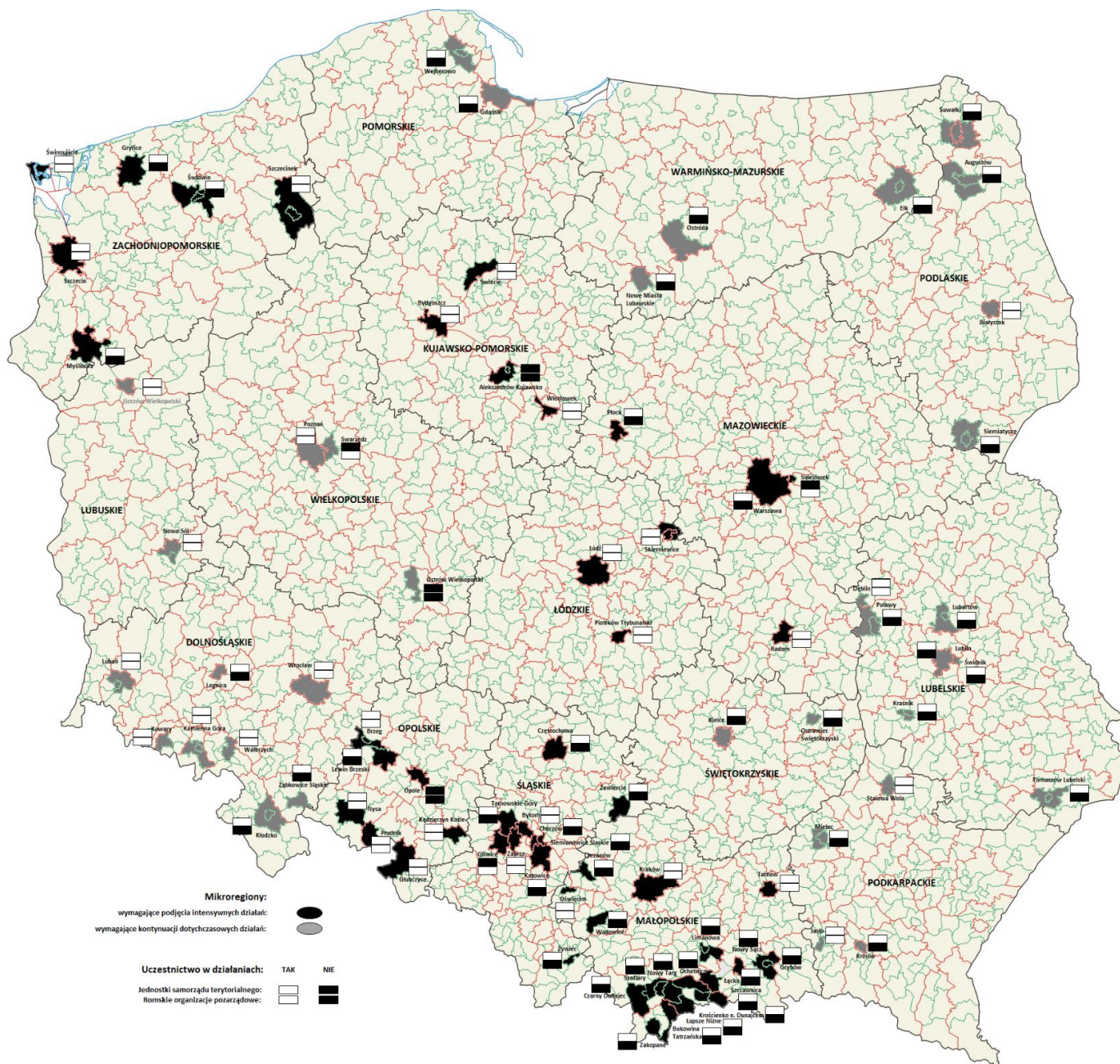
9. SWOT analysis

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> - allotment of the pool of funds from the state budget for activities aimed solely at increasing the integration of the Roma community, - long-term effect of the <i>integration Programme</i>, - flexibility of the integration Programme through the adaptation of activities to local specificity of the Roma community, - multi-aspectivity of the integration Programme - taking actions in various fields, - strategic approach to designing of assistance directed at the Roma, - engagement of the Roma community in the preparation, execution and settlement of the project effects, - implementation of the European Commission's guidelines, - integrating nature of the integration Programme, engaging Roma and non-Roma neighbours in joint action. 	<ul style="list-style-type: none"> - the poor state of public finances, - entering the financing of the <i>integration Programme</i> mechanism in the special reserve, the amount of which may depend on the financial condition of the State, - launching the special reserve is dependent on the President's signature under the budget law on annual basis, which may cause delays in the transfer of funds from the central budget to the voivods and further to the <i>integration Programme</i> beneficiaries, - due to the restrictions imposed by law on the protection of personal data, the lack of opportunities to collect precise data, - low level of involvement of local government units in the making the efforts to enhance the integration of the Roma community in Poland.
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> - systemic change of method of allocation and distribution of resources, putting an emphasis not on satisfying current needs, but on the long-term goal i.e. integration of the Roma, - local programmes as a platform for interdisciplinary cooperation at the local level, - supporting the implementation of the integration Programme through the projects co-financed from European aid funds, - the involvement of non-Roma neighbours in the activities undertaken within the framework of the integration Programme thus increasing the likelihood of acceptance of initiatives taken and ensuring effective integration, - development of local Roma and non-Roma communities, - supporting initiatives, families, and pupils with the chance to become independent from social assistance, - introduction of incentive measures to disaccustom from passivity and demanding attitude - (you can gain something under the <i>integration Programme</i> provided that you show an active attitude and effective action), - the potential to change thinking about integration, not as a source of financing of current needs (mainly substantive), but as a tool that ultimately will lead to economic and social cohesion. - strengthening the competence of civil 	<ul style="list-style-type: none"> - conflicted Roma environment at the local and supra-regional level, lack of solidarity within the group, observed especially during implementation of the repair tasks, - insufficient involvement of local government units in actions for Roma, - routine of participants and contractors accustomed to performing the tasks in the current formula, and therefore lack of recognition of new formula of the <i>integration Programme</i> as an opportunity for effective action, - limitations posed by the annual launching of the state budget reserves, - low level of civic knowledge of Roma, - perception of the funds provided under the <i>integration Programme</i> as "Roma money" rather than identifying them as public funds from taxes, which restricts the proposed integration activities, - demanding attitude and passivity on the part of the beneficiaries, the perception of the assistance provided under the <i>integration Programme</i> as an unconditional obligation of the State.

servants involved in the implementation of the integration Programme at the regional level and over an enhanced role for voivods' plenipotentiaries responsible for national and ethnic minorities.	
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10. The location of areas of intervention

The map indicates micro-regions with the largest population of disadvantaged Roma. The map was compiled using available socio-economic and territorial data from the census of 2002, and data in ESOR system. The low level of education as a fundamental barrier generating problems in the labour market, and housing situation were considered the causes of the bad situation. Map also includes the areas considered to be at risk in terms of education due to the largest percentage of Roma pupils sent to special education institutions. The data show that the average (national) percentage of Roma children in special education institutions is 17%. Areas where the percentage is higher than the national average were marked with black colour..



The table illustrates the areas of support - i.e. 3 key areas: education, employment, and housing, broken down by micro-regions with the largest population of disadvantaged Roma. The black dot indicates the need for intensive measures. Table is complemented with columns showing participation in the activities of the *Roma Programme* - of local government units and Roma NGOs on the designated area in the years 2001 - 2013. The colours used for marking the municipalities in the table correspond to the colours of the municipalities marked on the map.

voivodeship	powiat	commune	Areas of support			Participation in the activities	
			education	jobs	housing	LGU	Roma

								org.
dolnośląskie								
	jeleniogórski	Kowary		■	■			
	kamiennogórski	Kamienna Góra		■	■			
	kłodzki	Kłodzko		■	■			■
	Legnica	Legnica		■	■			■
	lubański	Lubań		■	■			
	wałbrzyski	Wałbrzych		■	■			
	Wrocław	Wrocław		■	■			
	ząbkowicki	Ząbkowice Śląskie		■	■			■
kujawsko-pomorskie								
	aleksandrowski	Aleksandrów Kujawski	■	■	■		■	■
	Bydgoszcz	Bydgoszcz	■	■	■			
	świecki	Świecie	■	■	■			
	Włocławek	Włocławek	■	■	■			
lubelskie								
	kraśnicki	Kraśnik		■	■			■
	lubartowski	Lubartów		■	■			■
	Lublin	Lublin		■	■			■
	puławski	Puławy		■	■			■
	rycki	Dęblin		■	■			
	świdnicki	Świdnik		■	■			■
	tomaszowski	Tomaszów Lubelski		■	■			■
lubuskie								
	Gorzów Wielkopolski	Gorzów Wielkopolski		■	■			
	nowosolski	Nowa Sól		■	■			
łódzkie								
	Łódź	Łódź	■	■	■			
	Piotrków Trybunalski	Piotrków Trybunalski	■	■	■			
	Skierniewice	Skierniewice	■	■	■			
małopolskie								
	chrzanowski	Chrzanów	■	■	■			■
	Kraków	Kraków	■	■	■			
	limanowski	Limanowa	■	■	■			■
	nowosądecki	Grybów	■	■	■			■
	nowosądecki	Łącko	■	■	■			■
	nowotarski	Czarny Dunajec	■	■	■			■
	nowotarski	Krościenko n. Dunajcem	■	■	■			■
	nowotarski	Łapsze Niżne	■	■	■			■
	nowotarski	Nowy Targ	■	■	■			■
	nowotarski	Ochotnica Dolna	■	■	■			■
	nowotarski	Szaflary	■	■	■			■
	nowotarski	Szczawnica	■	■	■			■
	Nowy Sącz	Nowy Sącz	■	■	■			■
	oświęcimski	Oświęcim	■	■	■			
	Tarnów	Tarnów	■	■	■			
	tatrzański	Bukowina Tatrzańska	■	■	■			■
	tatrzański	Zakopane	■	■	■			■
	wadowicki	Wadowice	■	■	■			■
mazowieckie								
	miński	Sulejów	■	■	■		■	

	Płock	Płock	■	■	■		■
	Radom	Radom	■	■	■		
	Warszawa	Warszawa	■	■	■		■
opolskie							
	brzeski	Brzeg	■	■	■		
	brzeski	Lewin Brzeski	■	■	■		■
	głubczycki	Głubczyce	■	■	■		
	kędzierzyńsko-kozielski	Kędzierzyn-Koźle	■	■	■		
	nyski	Nysa	■	■	■		
	Opole	Opole	■	■	■	■	■
	prudnicki	Prudnik	■	■	■		
podkarpackie							
	jasielski	Jasło		■	■		
	Krosno	Krosno		■	■		■
	mielecki	Mielec		■	■		■
	stalowowski	Stalowa Wola		■	■		
podlaskie							
	augustowski	Augustów		■	■		■
	Białystok	Białystok		■	■		
	siemiatycki	Siemiatycze		■	■		■
	Suwałki	Suwałki		■	■		■
pomorskie							
	Gdańsk	Gdańsk		■	■		■
	wejherowski	Wejherowo		■	■		■
śląskie							
	Bytom	Bytom	■	■	■		
	Chorzów	Chorzów	■	■	■		■
	Częstochowa	Częstochowa	■	■	■		■
	Gliwice	Gliwice	■	■	■	■	
	Katowice	Katowice	■	■	■		■
	Siemianowice Śląskie	Siemianowice Śląskie	■	■	■		■
	tarnogórski	Tarnowskie Góry	■	■	■		■
	Zabrze	Zabrze	■	■	■		
	zawierciański	Zawiercie	■	■	■		■
	żywiecki	Żywiec	■	■	■		■
świętokrzyskie							
	Kielce	Kielce		■	■		■
	ostrowiecki	Ostrowiec Świętokrzyski		■	■		■
warmińsko-mazurskie							
	ełcki	Ełk		■	■		■
	nowomiejski	Nowe Miasto Lubawskie		■	■		■
	ostródzki	Ostróda		■	■		■
wielkopolskie							
	ostrowski	Ostrów Wielkopolski		■	■	■	■
	Poznań	Poznań		■	■		
	poznański	Swarzędz		■	■	■	
zachodniopomorskie							
	gryficki	Gryfice	■	■	■		■
	myśliborski	Myślibórz	■	■	■		■
	Szczecin	Szczecin	■	■	■		
	szczecinecki	Szczecinek	■	■	■		

świdwiński	Świdwin	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Świnoujście	Świnoujście	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Areas of support	Intervention required	<input checked="" type="checkbox"/>
	Continuation of activities	<input type="checkbox"/>

Participation in the activities of LGUs or NGOs	yes	<input checked="" type="checkbox"/>
	no	<input type="checkbox"/>

11. Ex ante conditionality evaluation

In the 2014-2020 programming period, the use of EU funds under the Common Strategic Framework funds (ERDF, ESF, CF, EAFRD and EMFF) will be subject to fulfilment by the Member States or regions of appropriate ex ante conditions. These conditions are usually associated with the need to ensure adequate strategic framework for individual investment priorities, or the transposition and implementation of selected elements of the EU legislation.

One of the elements that could serve the fulfilment of the ex-ante conditions for acquiring the Common Strategic Framework funds for 2014-2020 are development programmes, and the *integration Programme* is among those listed.

The following is a table relating to the conditions to be met by the development programme - *integration Programme*.

condition	method of fulfillment	part of the Programme
<p>- sets achievable national goals for Roma integration in order to bring them closer to the general public. These objectives should relate to the four EU Roma integration goals relating to access to education, employment, health care and housing.</p>	<p>The main objective of the <i>integration Programme</i> is to increase the level of the social integration of Roma in Poland through actions in the field of education, vocational activation, health care and improvement in housing conditions. These areas are in line with the European Commission guidelines, contained in the document: "An EU Framework for National Roma Integration Strategies up to 2020".</p>	<p>6.1. The purpose of the <i>integration Programme</i></p>
<p>- identifies - where applicable - disadvantaged micro-regions or neighbourhoods, where communities are most deprived, using available socio-economic and territorial indicators.</p>	<p>Micro-regions were identified on the basis of census data from 2002, and the data obtained during the implementation of aid measures for Roma in 2001-2013 (Pilot Programme and the Roma Program), aggregated in the Electronic System for [Roma] Programme Handling (ESOR).</p>	<p>11. <i>Ex ante conditionality</i></p>
<p>- includes efficient monitoring methods to assess the impact of efforts aimed at integrating Roma and review mechanisms to adjust the strategy.</p>	<p>Due to the specificity of problems of the beneficiaries, as a result of monitoring the indicators, methods of implementation, funding structure for support areas may be modified (ratios between the individual areas), while the strategic areas of intervention shall remain unchanged. Monitoring mechanism has three dimensions: local - as part of local strategies, regional - at the voivodeship offices level, and at national level - as part of the implementation of the integration Programme.</p>	<p>Issues related to the monitoring of the <i>integration Programme</i> are described in detail in the item 8.5. <i>Monitoring and evaluation of the implementation of the integration Programme</i>, while those related to local programme in item 7.1. <i>Support Area I - Comprehensive local measures to increase the integration of the Roma community</i></p>
<p>- has been developed, it is being implemented and monitored in close cooperation and constant dialogue with the Roma community, and the regional and local authorities.</p>	<p>Assumptions of the state policy towards the Roma minority, which are reflected in the systematic aid efforts carried out since 2001, were established in close cooperation with Roma community and local authorities representatives, mostly at commune level, where the tasks are usually implemented. Model of cooperation between local actors (LGUs and NGOs) - as the most productive and reinforcing the synergy effect - in this edition of the <i>integration Programme</i> will be</p>	<p>6.4. <i>Specific objectives, measures and actions of the integration Programme</i></p>

strengthened by the need to create - in partnership - local strategies for Roma integration. They will include mechanisms for monitoring of progress, effectiveness and elements of modification in the face of risk factors. Monitoring also takes place at the regional level through the voivods' plenipotentiaries for national and ethnic minorities and voivodeship financial and controlling services. The Next level monitors the actions of the Team for Roma Affairs of the Joint Commission of Government and National and Ethnic Minorities.