



# ROMED2

Guidelines and Resources for  
National and Local Facilitators

**Democratic Governance and  
Community Participation through Mediation**

Funded  
by the European Union  
and the Council of Europe



EUROPEAN UNION

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Implemented  
by the Council of Europe

# **ROMED2 GUIDELINES AND RESOURCES FOR NATIONAL AND LOCAL FACILITATORS**

## **ROMED2 Programme**

Democratic Governance and  
Community Participation through Mediation

## **A European Union and Council of Europe Joint Programme**

### **Authors**

Calin Rus (co-ordinator),  
Alexandra Raykova and  
Christoph Leucht

### **Programme managers**

Aurora Ailincăi and  
Marcos Andrade

### **Editors**

Oana Gaillard,  
Ana Oprisan,  
Aurora Ailincăi and  
Marcos Andrade

The opinions expressed in this work are the responsibility  
of the authors and do not necessarily reflect the official  
policy of the Council of Europe.

All parties interested in reproducing or translating all or  
part of the document are encouraged to do so with the  
prior authorisation of the ROMED Programme  
(romed@coe.int).

Cover and layout: Optemis.com

Cover photo: Marina Vasic

ROMED Programme,  
F-67075 Strasbourg Cedex  
<http://coe-romed.org>

© ROMED Programme, December 2016

# Contents

---

<b>ACKNOWLEDGEMENTS</b>	5
<b>GLOSSARY</b>	6
<b>INTRODUCTION</b>	7
<b>PART I THE ROMED2 APPROACH</b>	11
1.1. The context, the need and the vision	13
1.2. Goal, expected outcomes and key stakeholders	14
1.3. The community action group (CAG)	16
<b>PART II THE ROMED2 PROCESS</b>	17
2.1 Setting up the CAG	21
2.2 Meetings with the CAG	22
2.3. Meetings with the institutional working group (IWG)	43
2.4. The joint planning meeting	44
2.5. Monitoring, evaluation and follow-up	45
2.6. Sustainable mechanisms supporting the participation of Roma	45
<b>PART III TOOLS AND RESOURCES</b>	47
<b>3.1. TOOLS FOR WORKING WITH THE ROMA COMMUNITY</b>	47
<b>3.2. TOOLS FOR WORKING WITH LOCAL AUTHORITIES</b>	83
<b>3.3. TOOLS FOR EFFECTIVE CO-OPERATION WITH LOCAL STAKEHOLDERS</b>	121
<b>REFERENCES</b>	129



# Acknowledgments

---

**T**he ROMED2 programme was built on the strong political commitment shown by Ms Androula Vassiliou, former European Commissioner for Education, Culture, Multilingualism and Youth, and Mr Thorbjørn Jagland, Secretary General of the Council of Europe, and their respective operational teams: the Directorate-General for Education and Culture in the European Commission – in particular Ms Sophia Eriksson Waterschoot and Mr Frank Pierobon – and the Support Team of the Special Representative of the Secretary General for Roma Issues in the Council of Europe.

The ROMED2 programme – Democratic Governance and Community Participation through Mediation – was born out of the open and frank reflection of a community of experts, some previously involved in the ROMED1 Programme, some from partner structures. The inception event could be considered the Training of Trainers of December 2013 in Bucharest, attended by most of the NPOs, NFPs and Facilitators that would become involved and deeply committed to the ROMED2 vision. The outcome was a programme that touched upon many communities, with a direct impact and with the direct involvement of Roma citizens individually and as group in the context of their home towns. The approach of ROMED2 is based on mediation, local community organisation and civic education paving the way towards the long-term improvement of the lives of Roma communities around Europe.

This handbook would not have been possible without the contribution of the international pedagogical team of the ROMED programme, co-ordinated by Mr Calin Rus, who developed and systematised

the methodology of the programme as well as the conclusions drawn from constructive debates with Mr Zeljko Jovanovic and Mr Mensur Haliti of the Open Society Foundation – leading to the consolidation of the ROMED2 approach. Important contributions in the inception phase or through the implementation of the ROMED2 methodology were brought by the European Committee on Local and Regional Democracy's C.L.E.A.R tool. The connection with other programmes focusing on the local level, such as the Intercultural Cities project of the Council of Europe, also brought to light vital aspects of the programme.

A particular acknowledgement is due to Roma communities in the municipalities and those mainly represented by local authorities and public institutions, who, through their commitment, made possible the participative processes initiated through ROMED2. Moreover, the National Support Teams in each country of implementation have been central to the implementation of ROMED2 since the launch of the programme in October 2013, and their contributions to the building of the methodology through their feedback and critical analysis have been invaluable.

Furthermore, in the countries where CAHROM (Ad hoc Committee of Experts on Roma and Traveller Issues) representatives have openly supported the implementation and application of the participatory methodology of ROMED2, its implementation was made smoother and given evolutionary perspective well beyond the duration of the programme.

---

1. C.L.E.A.R. tool available at <http://bit.ly/2hn2bih>

# Glossary

---

**Community action group (CAG):** a group of voluntary Roma citizens from a clearly localised area in a given municipality who agree to function in an open, democratic and transparent way in order to contribute to the improvement of the situation of the Roma community, based on a constructive dialogue with local authorities and other institutions.

**Institutional working group (IWG):** a group of designated employees of local authorities and of other local institutions who are tasked with engaging in dialogue and co-operation with the CAG.

**National facilitator:** a member of the ROMED2 National Support Team who is in charge of supporting the process at the local level from its initiation until it becomes effective and sustainable.

**Local facilitator:** a local citizen, preferably of Roma origin, with good knowledge of the targeted Roma community (but not necessarily living in the targeted area) and who has good contacts within the public administration. The local facilitator can be an employee of the administration working with the Roma community (mediator, etc.) and should have time allocated in his/her professional capacity to participate in the process, ensuring support and follow-up to the interventions of the national facilitator.

**Municipality contact point:** an employee of the local administration appointed and supported by the mayor to ensure communication with the national facilitator, whose mission is to set up and ensure the effective functioning of the IWG as well as the implementation of the decisions made following the exchanges between the IWG and the CAG.

**National support team (NST):** a team co-ordinating and supporting the work of the national facilitators, while ensuring communication between the national team of facilitators and the Council of Europe. The co-ordination of the NST is done by a national focal point and/or a national programme officer, under the umbrella of a **national support organisation**.

# Introduction

---

**R**OMED2 is a Joint Programme of the European Commission and the Council of Europe, entitled Democratic Governance and Community Participation through Mediation. More precisely, the programme focuses on the promotion of the democratic participation of Roma through processes of mediation, by enhancing at local level the principles of good governance and maintaining community support in the organisation of disadvantaged Roma communities.

ROMED2 comes as the logical continuation of the activities implemented in the framework of the ROMED1 Programme (European Training Programme on Intercultural Mediation for Roma Communities), based on the Strasbourg Declaration on Roma, adopted in October 2010. ROMED1 aimed at improving the capacity of the intercultural mediators working in the Roma communities, by addressing the quality and effectiveness of their work with a view to supporting better communication and co-operation between Roma and public institutions (schools/health-care providers/employment offices and municipal social services). Being – in essence – an educational programme, ROMED1 made a consistent pedagogical contribution to the profession of mediator which has various interpretations and methodologies. Thus, ROMED1 built a pedagogical package which harmonises the approaches on the intercultural mediation applied to the field of Roma. From 2001 to 2014 some 1 479 mediators were trained in intercultural mediation for Roma in various locations across 23 countries: Albania, Belgium, Bosnia and Herzegovina, Bulgaria, the Czech Republic, France, Germany, Greece, Hungary, Italy, Lithuania, Portugal, Republic of Moldova, Romania, the Russian Federation, Serbia, the Slovak Republic, Spain, Switzerland, the United Kingdom, “the former Yugoslav Republic of Macedonia”, Turkey, Ukraine and Kosovo.<sup>2</sup>

By contrast, ROMED2 does not focus on the mediator and her/his competences, but rather on how to ensure that the process of mediation at local level between Roma communities and local authorities is effective and sustainable. Thus, the concept of ROMED2 arose from the need to support at a deeper level the activities in some of the places where mediators have been trained under ROMED1<sup>3</sup> and where a greater potential for achieving change through the democratic participation of Roma was identified.

ROMED2 started in April 2013, based on the contract agreement between the Council of Europe and the European Commission’s Directorate-General for Education and Culture. Since its inception, ROMED2 has been actively running in 11 countries: Bosnia and Herzegovina, Bulgaria, Germany, Greece, Hungary, Italy, Portugal, Romania, the Slovak Republic, “the former Yugoslav Republic of Macedonia” and Ukraine.

In the same way in which ROMED1 helped identify a series of needs to which ROMED2 was designed to respond, by shifting the focus from the mediator to the process of mediation between the Roma communities and public administration, ROMED2 in turn prepared the ground for a deeper intervention at the public administration level within the framework of the ROMACT Programme.

- 
2. All references to Kosovo, whether the territory, institutions or population, in this text shall be understood in full compliance with United Nation’s Security Council Resolution 1244 and without prejudice to the status of Kosovo.
  3. For more information on the methodology of ROMED1 please refer to the “Trainer’s handbook”, available for download online at <http://bit.ly/220scS3>.



ROMACT, implemented in a similar joint manner by the Council of Europe and the European Commission's Directorate-General for Employment, Social Affairs & Inclusion further promotes the co-operation between Roma communities and public authorities, through mutual working strategies, shared ownership and commitment to open dialogue. ROMACT provides support to local administration to implement inclusive good-governance practices and sustainable development plans, linking them to relevant resources, including better access to and use of EU funds. ROMACT is presently implemented in six countries (Bulgaria, the Czech Republic, Hungary, Italy, Romania and the Slovak Republic) which followed the ROMED2 programme process, building on its progress and enforcing its results.

The approach proposed by the ROMED2 programme is compatible with the **10 Common Basic Principles on Roma Inclusion**,<sup>4</sup> and contributes to the implementation of **Recommendation CM/Rec(2012)9 of the Committee of Ministers to member States on mediation as an effective tool for promoting respect for human rights and social inclusion of Roma**.<sup>5</sup> This recommendation emphasises that “mediation should aim at empowerment of Roma to exercise their rights and increased capacity of public institutions to guarantee these rights in practice, not at rendering or keeping Roma or public institutions dependent on mediation”, as well as the need for “members of Roma communities to express their needs and concerns, and to be actively involved in finding the most appropriate solutions to the problems facing their local community in co-operation with representatives of the public institutions”. The ROMED2 approach also contributes to the practical implementation of the **12 principles of good governance adopted by the Council of Europe**.<sup>6</sup> At the level of the European Union, **the Council recommendation on effective Roma integration measures in the member states**,<sup>7</sup> adopted in December 2013, also promotes the same key principles, stating that it is crucial to provide support for “*the active citizenship of Roma by promoting their social, economic, political and cultural participation in society, including at the local level*”, and that mediation is “*one of the measures to tackle the inequalities Roma face in terms of access to quality education, employment, healthcare and housing*”.

The guidelines and resources presented in this publication have been devised to support the work of the facilitators involved in the NSTs of the ROMED2 programme. Experience in the implementation of the programme shows that in order for these resources to be used effectively, the national facilitators need to complete training beforehand. The implementation is also enhanced if it takes place in the framework of an NST under the co-ordination of the Council of Europe. However, this guide could be useful to any organisation intending to engage with Roma communities and local authorities in order to foster the involvement of Roma in democratic decision making and to help overcome the barriers limiting the communication and co-operation between these two parties.

The document contains four parts.

- ▶ A general presentation of the ROMED2 approach and a description of the envisaged process. (Part I and II)
- ▶ Resources to be used with members of the Roma communities. (Part III, section 3.1)
- ▶ Resources to be used with representatives of local public institutions. (Part III, section 3.2)
- ▶ Resources for working with local stakeholders and ensuring sustainability. (Part III, section 3.3)

An overview of the various tools included in these guidelines is also provided in the beginning of Part III - Tools and Resources.

Before the launching of the ROMED2 processes at national level, the NST in each country should make a priority the translation of the various resources included in the modules for facilitators. These resources are listed in the table below and they are also indicated within the modules. Furthermore, some tools need to be adapted to the local contexts – this should be done by the NST prior to the initiation of CAGs.

---

4. Full text at <http://bit.ly/2j4xlfm>

5. Full text at <http://bit.ly/2iL4qJP>

6. Full explanations <http://bit.ly/2fPmqFs>

7. Full text at <http://bit.ly/1c4M7d2>

<b>Title</b>	<b>Module where translation is required</b>	<b>Adaptation and other indications</b>
Characteristics of the CAG – simple	CAG1 Characteristics of the CAG	
Characteristics of the CAG – explained	CAG1 Characteristics of the CAG	
Table	CAG4 Reflection on the local decision-making process	
Table	CAG5 Citizens’ rights and responsibilities in a participatory democracy	
Rules for negotiation	CAG6 Making links	
Examples of role cards	CAG7 Take a step forward	
List of Statements	CAG7 Take a step forward	
Description of the responsibilities of the mayor	CAG8 A day as mayor	This tool must be adapted by the NST to the national context, in relation to the relevant competences at the local level.
Table	CAG9 Making decisions in a democratic way	
Table	CAG11 Ladder of discounting and awareness	
Diagram	CAG16 Mapping key stakeholders	
Colour code	CAG16 Mapping key stakeholders	
Prioritise options	CAG17 The GROW+ model	
Handout 1	CAG19 Public speaking	
Handout 2	CAG19 Public speaking	
Diagrams	IWG1 Participatory democracy and the ladder of participation	
The ladder of participation	IWG1 Participatory democracy and the ladder of participation	
ROMED – 12 Principles of Inclusive Good Governance applied to Roma	IWG2 Inclusive good governance	
Happy birthday to you!	IWG3 The situation of local Roma community(ies)	
Simplified version of the Universal Declaration of Human Rights	IWG4 Awareness of structural inequalities between Roma and the rest of the population	

Case studies	IWG4 Awareness of structural inequalities between Roma and the rest of the population	
Tables	IWG6 Why focus on participation for Roma inclusion?	
Myths	IWG7 10 myths about affirmative action	
Three diagrams	IWG8 Intercultural mediation and the participatory cycle	
Table	IWG10 Ladder of discounting and awareness	
Project cycle management	IWG13 Participatory project cycle management (PPCM)	
The 10 Common Basic Principles on Roma Inclusion	IWG14 European and national policies targeting Roma	The translation of the common basic principles can be found in various languages on the European Commission website.
Recommendation CM/ Rec(2012)9 of the Committee of Ministers to member States on mediation as an effective tool for promoting respect for human rights and social inclusion of Roma	IWG14 European and national policies targeting Roma	
Council recommendation on effective Roma integration measures in the member states No. 139979	IWG14 European and national policies targeting Roma	Translation in various languages available on the Council of the EU website.
European Parliament resolution of 12 December 2013 on the progress made in the implementation of the National Roma Integration Strategies (2013/2924(RSP))	IWG14 European and national policies targeting Roma	Translation in various languages available on the European Parliament website.
National Roma inclusion strategies	IWG14 European and national policies targeting Roma	To hand out the national strategy of the implementation country or any other relevant document adopted by the government for Roma inclusion.

If you are about to start your journey as a ROMED2 national facilitator, your primary goal should be to learn how to use these resources in such a way so as to create a sustainable process at the local level. This means also passing a set of competences and aspects of your own role on to a local facilitator who will be able to maintain previous achievements by following the process described here.

Part I

# **The ROMED2 approach**

---



## 1.1

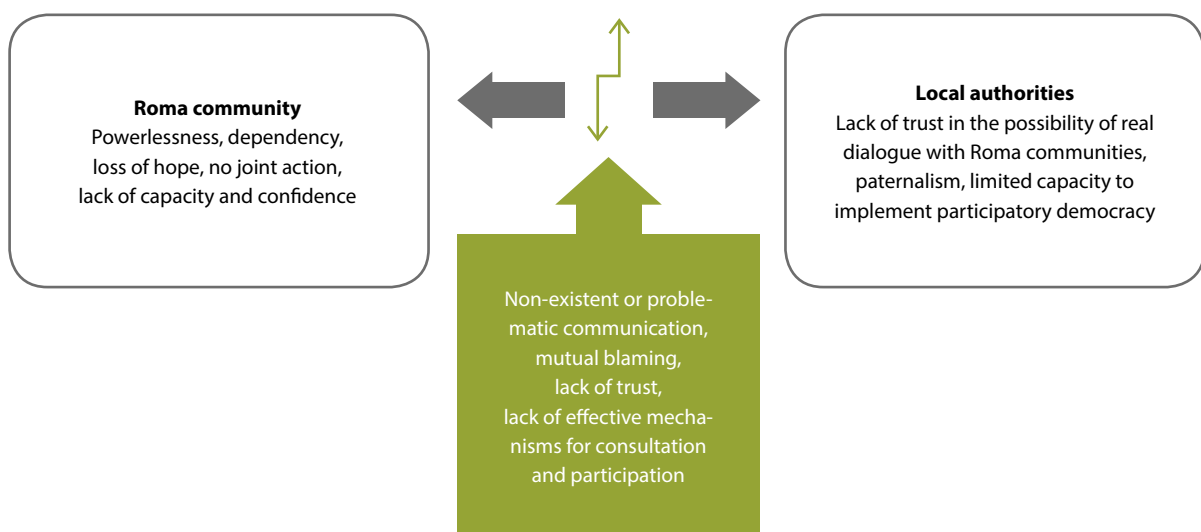
# The context, the need and the vision

---

In many municipalities with compact Roma communities the current situation is characterised by

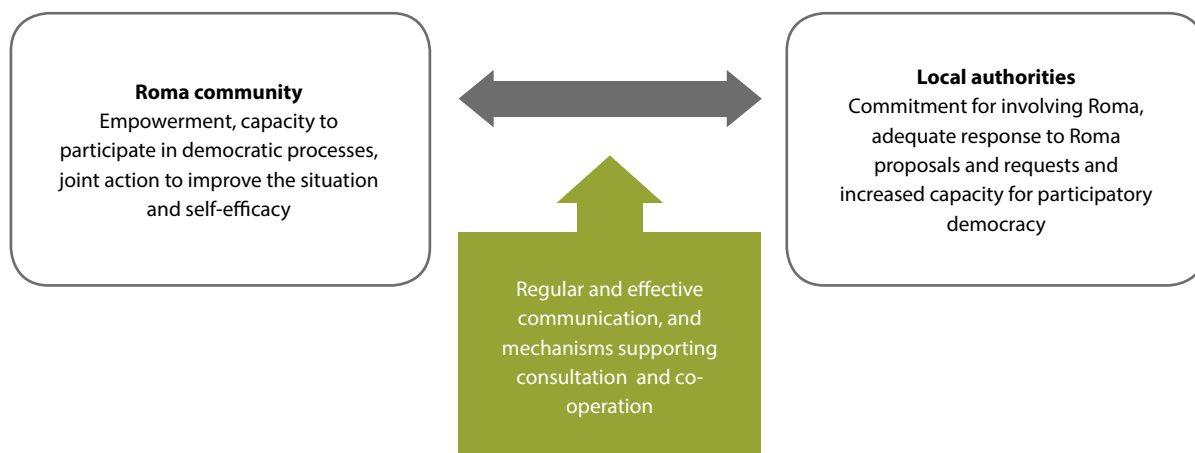
- ▶ unequal and unfair distribution of community resources, to the disadvantage of Roma;
- ▶ lack of consultation mechanisms or, where such mechanisms exist, exclusion of Roma from consultation processes, superficial consultation or tokenism (the involvement of a few Roma in decision making but without the actual capacity to influence decisions, without being listened to or without actually putting forward the needs and priorities of the Roma);
- ▶ paternalistic attitudes on the side of the local authorities, who tend to consider that they know better what Roma need and discount the possibility of a real dialogue, often combined with an attitude of dependency and acceptance on the side of the Roma community members;
- ▶ mutual mistrust and mutual blaming between Roma and public institutions.

The current situation could be illustrated with the following diagram.



There is therefore the need to move from a vicious circle of blame and discouragement to a virtuous circle of trust-building and co-operation. More precisely, this means moving from dependency and paternalism to empowerment and recognition, stimulating respect for human rights, active citizenship and inclusive implementation of the principles of good governance and of participatory democracy.

The desired situation, the vision towards which the ROMED2 programme is focusing its efforts, can be illustrated through the diagram below.



## 1.2

# Goal, expected outcomes and key stakeholders

The **goal** of the ROMED programme is to enhance the participation of members of the Roma communities in the decision-making processes at local level.

For this purpose, the ROMED2 programme provides support to both local administration and Roma communities, enabling both sides to engage with each other and co-operate for concrete positive changes at local level. The programme works simultaneously on Roma citizens' ability to participate and on the authority's ability to respond.

The **expected outcomes** of ROMED2 are as follows.

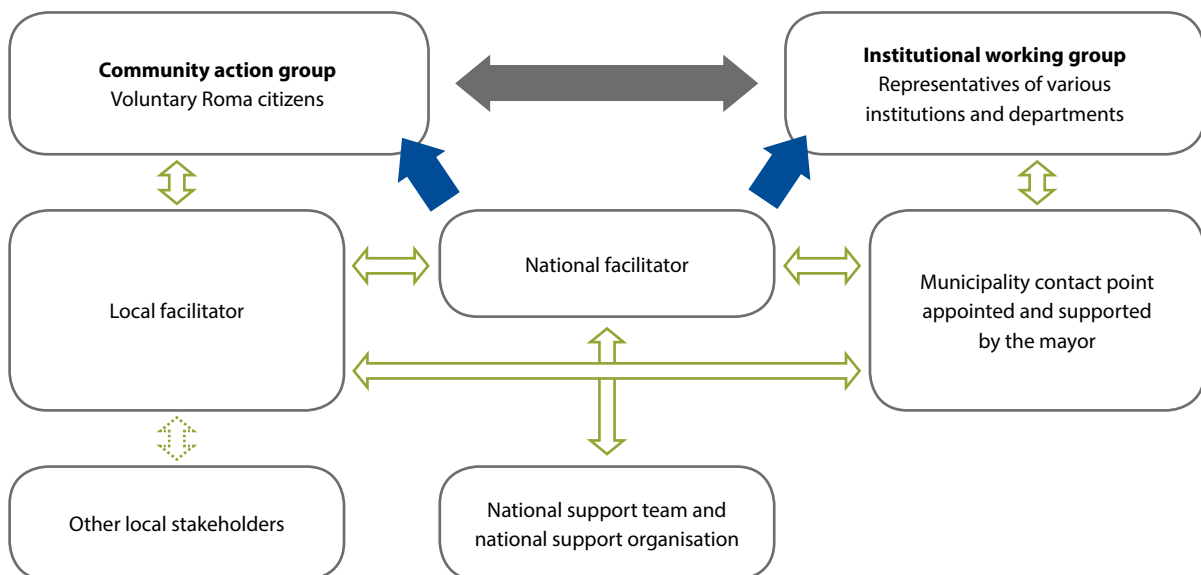
- ▶ **R**oma are aware of the current power relations, of their rights and of the opportunities for change through education in democratic citizenship and civic participation.
- ▶ **O**pportunities for developing competences of members of the Roma community to engage in contribution to the development and implementation of local public policies.
- ▶ **M**utual respect and trust between members of the Roma communities, the majority population and authorities, leading to concrete common action at local activities with the purpose of influencing public policies and improving the situation.
- ▶ **E**ffective mechanisms and procedures ensuring consultations with Roma on local policies, used in a systematic way for stimulating co-responsibility and co-decision making.
- ▶ **D**ecisions, budget implications and projects formally approved (including projects to be submitted for EU funding) resulting from consultations with members of the Roma community.

The implementation of the ROMED2 process implies the involvement of several **key stakeholders**.

- ▶ The **CAG\***,<sup>8</sup> consisting of voluntary Roma citizens.
- ▶ The **IWG\***, consisting of representatives of various local institutions or departments of local authorities having responsibilities in different areas with direct impact on the life of the Roma community.
- ▶ The **national facilitator\***, a person external to the local community and competent to work with both stakeholders mentioned above.
- ▶ The **local facilitator\***, a Roma person preferably employed to work on Roma issues, with good connections within the Roma community and with good knowledge of the local institutions.
- ▶ Decision makers (mayor, local councillors, etc.) and a **municipality contact point\***, a member of staff from the municipality designated to support the process from the institutional side

The national facilitator is supported by an **NST\***. Other local stakeholders, such as non-governmental organisations, political structures, civic groups, community groups, etc., can also play a role within each unique local context.

The relationships between the key stakeholders are illustrated in the diagram below



8. All terms marked with \* are defined in the Glossary



## The community action group (CAG)

---

An important part of the ROMED2 process provides the keys for supporting a group of Roma citizens to set up a CAG and for its functioning on a democratic basis. This is meant to be a platform facilitating the participation of Roma citizens (not necessarily experienced in civic or political participation) in the design of public policies at local level and should be a major partner in dialogue with local authorities. The CAG should have the following characteristics.

- 1 **Local:** focused on a disadvantaged area with a significant (majority) Roma population
- 2 **Diverse:** the group includes men and women of various ages, citizens previously involved in local public affairs and others without such experience, members of various subgroups
- 3 **Team:** all members are equal, no hierarchy
- 4 **Democratic:** decisions made in a democratic way, if possible through consensus, after hearing all opinions
- 5 **Open:** anyone can join or leave the group at any time
- 6 **Focused on community progress:** the group aims to influence the well-being of the entire local community, not just that of its members
- 7 **Transparent:** the decisions, actions and achievements of the group are communicated to other members of the community
- 8 **Constructive:** the group seeks to formulate constructive proposals for change, specifying responsibilities, legal basis and resources
- 9 **Based on human rights:** takes as a starting point the principle of equality of rights
- 10 **Recognised:** is recognised as a partner in dialogue by the local authorities

Part II

## **The ROMED2 process**

---



The process can start after a preliminary contact with the mayor, and after the signature of an agreement letter through which the mayor commits to the objectives of the programme and at the same time designates a contact person who will become the local institutional co-ordinator, or in other words the municipality contact point for the programme.

The table below describes the main steps in the ROMED2 process and shows how ROMED2 facilitators and local facilitators work together with the members of the CAG and with the IWG.

	Community action group	Facilitator and local facilitator	Institutional working group
1	The local facilitator identifies a core group of community members interested in becoming involved in the CAG		
2	Setting up of the CAG		
3	Training of the CAG (continues in parallel with the following steps)		
4	Collecting data, analysing the situation, prioritising		Municipality contact point provides information and support
5	Defining the community proposals for action and preparing for the joint planning meeting		
6		Identification of the relevant institutional counterparts and setting up the IWG	
7		Training on inclusive good governance and related topics	
8		Analysis of the situation from the institutional perspective	
9		Development of proposals from the institutional perspective	
10	Joint planning meeting moderated by the local facilitator and the municipality contact point, in the presence of the national facilitator, bringing together the IWG and the CAG		
11	Implementation	Implementation	Implementation
12	Monitoring meetings		
13	Community evaluation		
14		Institutional evaluation	
15	Joint evaluation		
16		Follow-up at institution level	
17	Follow-up of the CAG		

This process includes all the phases of the participatory work cycle promoted by the ROMED programme (preparation, assessment of the current situation, planning, implementation and evaluation). There is a strong concern for building a sustainable process and specific tools are available to assist facilitators in ensuring sustainable outcomes.

The ROMED2 process starts as a mediation process between the local Roma community and the local authorities and other local institutions. The role of mediator is performed by the national facilitator, supported by the local facilitator and by the municipality contact point. Its aim is to build a mechanism for effective participation of members of a disadvantaged Roma community in local decision making.

This means that the national ROMED facilitator and sometimes other members of the NST are directly involved at local level and interact at key moments of the process both with members of the CAG and with the staff of public institutions.

A key condition for the initiation of the process is an explicit commitment of the local authorities to engage in the process. This is reflected in a signed agreement of the mayor and the appointment of a municipality contact point, communicated officially to the Council of Europe/NST, prior to the start of the process. Considering that any mediation process cannot be imposed on the parties involved, the ROMED2 process requires an explicit willingness and commitment of the municipality to take action for improving the situation of the Roma community.

Although it includes a training component, the support provided by ROMED national facilitators aims not only at developing competences but also at focusing directly on enabling key stakeholders to perform well throughout the steps in the process.

The process described in more detail in the following sections will be managed by the national facilitators with the support of the local facilitators, of the municipality contact point and of the NST.

### **The role of national facilitators**

National facilitators have a key role throughout all the steps of the process and will need to maintain close communication with the local facilitator and with the municipality contact point.

In most cases, being from another city, the facilitator will need to travel and will thus have limited time to spend with the local action groups. Therefore, follow-up will be ensured in direct co-operation with the local facilitator and with the municipality contact point.

The approach of the ROMED2 facilitators will favour interactive activities stimulating reflection and the presentation of tools and guidance through questions, in order to stimulate participants to become aware of what they know and of what they need to learn, as well as highlighting possible local sources for the information they need.

The intervention of the national facilitator implies multiple meetings with the local stakeholders over a period of several months but is to be seen as just temporary support. Once the structures and mechanisms of dialogue and participation are in place, they should remain operational without the presence of the national facilitator.

### **The role of the local facilitators is to:**

- ▶ initiate a transparent process for identifying community members to be involved in the CAG;
- ▶ provide the members of the CAG with input about structures, power relations and decision-making mechanisms at local level;
- ▶ provide information about key opportunities to be addressed by the CAG;
- ▶ attend the workshops with the IWG;
- ▶ provide assistance to local decision makers for building wider support for the process of democratic involvement of Roma in local development;
- ▶ if necessary, update staff of the institution(s) on the progress of community-based activities;
- ▶ prepare and co-moderate the joint planning meeting and progress-monitoring meetings;

- ▶ assist public institution(s) in implementing decisions and commitments by – among other things – submitting written notes about the key dysfunctions of public service; for this, they will attend a specific preparatory meeting with a focus on these tasks and will take part in all training activities both at community level and at the level of the institution(s).

### **The role of the municipality contact point is to:**

- ▶ maintain regular communication with the national facilitator and with the local facilitator in order to prepare the implementation of activities;
- ▶ ensure the setting up of the IWG;
- ▶ organise the workshops led by the national facilitator with the IWG;
- ▶ contribute to organising and moderating the joint meeting of IWG and CAG;
- ▶ monitor the implementation of the commitments made by the members of the IWG;
- ▶ ensure co-ordination with the local facilitator when implementation of commitments implies involvement of CAG or community members;
- ▶ report regularly to the mayor or other decision makers about the progress of the work and ensure that required decisions are taken or submitted to the local council or to other institutions.

The local facilitator and the municipality contact point will have responsibility for continuing to co-operate and maintaining the mechanisms of dialogue and participation of members of the Roma community at the local level after the withdrawal of the national facilitator.

The support provided to the CAG and to the IWG will not have exactly the same content in all locations. The resources provided by these guidelines must be used by facilitators to build training flows and interventions adapted to the specific needs of the participants.

## 2.1

# Setting up the CAG

---

The national facilitator will work with the local facilitator to define a procedure to set up the CAG which best fits the local context.

The local facilitator makes initial contact with community members and invites them to take part in a series of meetings to contribute to the improvement of the situation of their neighbourhood and to public life at local level in general. Some of them will accept the invitation and will become initial members of the CAG. Information should be widely disseminated among community members and attention should be paid to reaching a diverse spread of community members and, when appropriate, covering all major subgroups in the targeted area.

Some key messages to send clearly at this stage include the following:

- ▶ the invitation is to a process, not to a meeting, a training or a seminar;
- ▶ participation is voluntary and anyone can decide to join or quit at any point;
- ▶ there is no prerequisite; the only condition is the motivation to do something for improving the situation of the community.

It can happen that several participants at the first meeting decide that it is not for them, they may quit and some of them might come back later. Usually CAGs start out as big groups of 15 or more and the number over the first few months stabilises to around 6 or 7 members with regular attendance.

Another critical element concerns the procedure used to inform community members. In many cases the easiest way is to ask support from a local (formal or informal) community leader, from an NGO or from a local institution already working with Roma. However, this might not be the best option because there are some risks: people will perceive the initiative as connected with these key stakeholders, or the message will not reach beyond the same people which are usually involved in local activities or projects.

In any case, a group of 8 to 15 people should be ready to meet the national facilitator for the first meeting, even if the composition of the group might change later on.

If the number of participants is too small, the initiative risks being perceived as limited to a few individuals. If the number of participants is higher, for example over 20, it is preferable to make a general introduction and reschedule a meeting with a core group of motivated citizens, considering the characteristics of the CAG presented in section 1.3.

In some communities there might already be groups of Roma citizens used to working together and sharing previous common experiences (for example related to a project or to a political campaign). It should be made clear that they are welcome but that participation should be extended to also include other Roma citizens. In some cases, people could suggest organising an election process and have the members of the CAG chosen by a vote. This is not a good idea at the start of the process, mainly because it would limit the involvement of people without previous experience of this kind, can lead to political manipulation or raise unrealistic expectations.

## 2.2

# Meetings with the CAG

---

## 2.2.1. Overview of the meetings with the CAG

---

Considering the need to support the group in its evolution, as well as to maintain motivation and build confidence in the ability of its members to act together, a process distributed over at least **three sessions** should be implemented, with specific tasks for group members in between the sessions. The first two sessions can each be delivered on two successive days, for example during a weekend. The third session will include the joint planning meeting with the authorities.

For each session there are **three categories of objectives**, concerning:

- ▶ group development
- ▶ advancement in the process of addressing concrete issues
- ▶ knowledge, skills and attitudes needed for addressing the chosen issues.

The driver is always **the need to address concrete issues that affect the life of community members and are considered important by the group**. The need to work effectively as a group and to acquire knowledge, skills and attitudes results from the work on the concrete issues.

Each session should be finalised with agreement on tasks to be completed by the members, with the support of the local facilitator(s), until the next session. Thus, the presence of the local facilitator is essential at all meetings.

The content of the session can also be distributed over more than three meetings and in some cases it might be necessary to go back to issues already addressed in order to ensure that objectives are achieved. In each session, there is a suggested sequence of topics, tools and activities to use for each objective.

The following table presents the work of the national facilitator with the CAG, organised in three sessions, showing the three types of objectives and the expected results for each session, as well as the tasks participants should receive at the end of each session.



Session 1		Session 2		Session 3	
<p><b>Objectives</b></p> <ul style="list-style-type: none"> <li>- Stimulate awareness of group belonging</li> <li>- Support the group to self-organise based on a set of principles</li> <li>- Initiate reflection on key local issues that affect the community</li> <li>- Identify the priority issue(s) to be addressed</li> <li>- Plan the collection of information about the priority issue(s)</li> <li>- Ensure understanding by group members of the basic information about policy making at local level</li> <li>- Develop skills of democratic decision making in the group to empower group members</li> </ul>	<p><b>Outputs</b></p> <ul style="list-style-type: none"> <li>- Group ground rules</li> <li>- Plan to ensure the group composition corresponds to principles</li> <li>- Draft list of issues that require change</li> <li>- List of priority issue(s) to be addressed</li> <li>- Draft map of key local stakeholders</li> <li>- Plan for collection of information</li> </ul>	<p><b>Objectives</b></p> <ul style="list-style-type: none"> <li>- To continue the group-building process</li> <li>- To support the development of horizontal leadership</li> <li>- To develop abilities for managing conflicts through mediation</li> <li>- To develop policy proposals and related advocacy plans</li> <li>- To develop skills for planning and advocacy</li> </ul>	<p><b>Outputs</b></p> <ul style="list-style-type: none"> <li>- Community proposals for action</li> <li>- Advocacy plan</li> <li>- Updated ground rules and list of CAG members</li> </ul>	<p><b>Objectives</b></p> <ul style="list-style-type: none"> <li>- Continue the group-building process</li> <li>- Prepare participation in the joint meeting with the authorities</li> <li>- Review the conclusions of the joint meeting</li> <li>- Develop communication abilities of CAG members</li> <li>- Develop strategic planning abilities</li> </ul>	<p><b>Outputs</b></p> <ul style="list-style-type: none"> <li>- Specific responsibilities for the joint planning meeting</li> <li>- Conclusions after the joint meeting</li> <li>- Draft CAG strategy</li> <li>- Updated ground rules and list of CAG members</li> </ul>
<p><b>Tasks</b></p> <ul style="list-style-type: none"> <li>- Invite other community members to join the group and communicate the principles the group is based on</li> <li>- Draft letter to the mayor seeking recognition</li> <li>- Collect information about priority issue(s)</li> </ul>		<p><b>Tasks</b></p> <ul style="list-style-type: none"> <li>- Update arguments for policy proposals</li> <li>- Prepare for the joint planning meeting</li> <li>- Implement the advocacy plan</li> </ul>		<p><b>Tasks</b></p> <ul style="list-style-type: none"> <li>- Prepare ideas for the monitoring plan</li> <li>- Start the implementation of CAG strategy</li> <li>- Plan renewing the cycle on other issues</li> </ul>	

## 2.2.2. Session 1 with the CAG

---

<p><b>Session objectives</b></p> <ul style="list-style-type: none"> <li>▶ To stimulate awareness of group belonging</li> <li>▶ To support the group to self-organise based on a set of principles</li> <li>▶ To initiate reflection on key local issues that affect the community</li> <li>▶ To identify the priority issue(s) to be addressed</li> <li>▶ To plan the collection of information about the priority issue(s)</li> <li>▶ To ensure understanding by group members of the basic information about policy making at local level</li> <li>▶ To develop skills of democratic decision making in the group to empower group members</li> </ul>	<p><b>Outputs to be delivered</b></p> <ul style="list-style-type: none"> <li>▶ Group ground rules</li> <li>▶ Plan to ensure the group composition corresponds to principles</li> <li>▶ Draft list of issues that require change</li> <li>▶ List of priority issue(s) to be addressed</li> <li>▶ Draft map of key local stakeholders</li> <li>▶ Plan for collection of information</li> </ul>
	<p><b>Tasks for the group</b></p> <ul style="list-style-type: none"> <li>▶ Contact other community members and invite them to the group and communicate the principles the group is based on</li> <li>▶ Draft letter to the mayor seeking recognition</li> <li>▶ Collect information about priority issue(s)</li> </ul>
<p><b>The eight parts</b></p> <ul style="list-style-type: none"> <li><b>A.</b> Introduction – Who are we and why are we here?</li> <li><b>B.</b> Local issues</li> <li><b>C.</b> Team building, rules of behaviour in the group, functioning of the CAG</li> <li><b>D.</b> Rule of law, public policy, local institutional setting and decision-making process</li> <li><b>E.</b> Rights and responsibilities of citizens in a participatory democracy</li> <li><b>F.</b> Power relations, structural inequalities and discrimination</li> <li><b>G.</b> Making decisions in a democratic way</li> <li><b>H.</b> Data collection</li> </ul>	



## Introduction – Who are we and why are we here?

---

### Objectives

- ▶ Getting to know each other
- ▶ Providing basic information about the process
- ▶ Clarifying expectations

### Procedure

While this might be the first time that you, as national facilitator, meet the group, take into account that group members and the local facilitator know each other and have met before. Therefore, the local facilitator will introduce you and, on your turn, you will say some positive things about the local facilitator (see resource LS1 **Edification triangle**).

Below is an example of how the first few words for addressing the group can be formulated.

National facilitator: *I learned many things about you and your neighbourhood from [the local facilitator], and I am glad to finally meet you. We are here to support you in making improvements to the situation. We know that local authorities expressed their commitment to co-operate with you and we have a good opportunity now to move things in the right direction quicker and more effectively than before. I understood from [the local facilitator] that you want to be involved and I commend you for that.*

*We are at the start of a process that will take several months, or perhaps years, but at the end we want to see concrete results and also to see you able, as a group, to deal with the issues your community is facing and to be actively involved in public life in your city/village. We are not going to tell you what to do, you will decide your action together, but we will be available to support you in making good decisions.*

*Our role is to support a mediation process: we work separately with you first, then with local authorities, and we prepare you both for communicating directly.*

*We cannot guarantee that all you want will be done but we will help both sides to co-operate and find the best solutions to the problems in your community. We will not do things in your place but you will get support to prepare for the dialogue with the authorities. We will support you in your request to the authorities to take up their responsibilities, to respect your rights, but on some issues we expect you also to offer your contribution and to show that you are also responsible and active citizens.*

A small interactive activity based on participants' names can help the facilitator remember the names of CAG members and also contribute to building their self-esteem and a good group atmosphere.

# B.

## Local issues

---

### Objectives

- ▶ Identify a first list of issues that CAG members are interested in addressing
- ▶ Initiate reflection on the difference between personal issues and community-interest issues, as well as between problems and solutions
- ▶ Raise awareness of the fact that the work of the CAG is about issues that participants bring and its aim is to generate concrete improvements

### Resources

- ▶ Flipchart or blackboard

### Procedure

Explain that the group will be supported in addressing issues negatively affecting the community. Ask participants: *What do you think should change in your community?*

Listen to what participants say and list the key ideas on a flip chart.

Ask participants to distinguish between personal issues and issues of community interest, and between issues that are formulated as problems affecting local community and issues which are in fact already anticipated solutions to problems. Emphasise that often a problem can have multiple solutions and by being limited to only one solution, other useful alternatives are lost from view.

It is probable that at this stage there will be disagreements between participants, for various reasons. Also, leaders or people with previous experience in public speaking will probably speak more than other participants who are not used to expressing themselves in public.



## Team building, rules of behaviour in the group, functioning of the CAG

---

### Objectives

- ▶ Building group cohesion and creating a positive atmosphere
- ▶ Agreeing on how the CAG should organise and function

### Resources

- ▶ CAG3 **Reflection on previous experiences**
- ▶ Team-building activity CAG2 **Two truths and a lie**
- ▶ Support document CAG1 **Characteristics of the CAG**

### Procedure

It might be a good moment to introduce the activity CAG3 **Reflection on previous experiences** and/or a team-building activity such as CAG2 **Two truths and a lie**.

Connect with the previous exchange and draw the discussion towards the advantages of working as a team and the importance of respecting some rules in order to be effective.

Introduce the translated handout provided within CAG1 **Characteristics of the CAG** and discuss how they are to be implemented in the local context. The result should be a set of rules participants define in order to comply with the 10 characteristics. References to the 10 characteristics will be made at different moments throughout the next steps of the process.

Participants then reflect on who else besides them should be invited to participate and make a plan on how to contact community members that they believe should join the group and on how to communicate within the group and about the group with the rest of the community. For example, the group can decide to have weekly meetings with the mediator to review the progress in performing the tasks agreed.



## **Rule of law, public policy, local institutional setting and decision-making process**

---

### **Objectives**

- ▶ Understanding the role and responsibilities of public institutions
- ▶ Understanding how decisions are made and the limitations and influences decision makers face
- ▶ Analysing the current functioning of local institutions with regards to their responsibilities towards Roma citizens

### **Resources**

- ▶ Document CAG4 [Reflection on the local decision-making process](#)

Optional activity: CAG8 [A day as mayor](#)

### **Procedure**

Now ask participants to look at the list of issues generated during **session B**. Local issues, and identify together which institutions have the competence or responsibility to address each of the issues and how they can intervene. This will lead to input and/or discussion on key institutions active at the local level, their role and field of work, as well as the relationships between them. You can start from what people already know, give the floor to the local facilitator to provide details and also point out how group members can learn more about this by themselves.

Address also in a similar way the decision-making process, the principles of rule of law and the limits of power of institutions and of people in positions of authority.

- ▶ What is a public agenda and how is it defined?
- ▶ Who can influence the public agenda and how?
- ▶ Are there structures with competences on/responsibilities for Roma inclusion?
- ▶ Are they known to community members?
- ▶ What have they done so far?

Insist that not just critical remarks are made but that positive changes and progress achieved are also mentioned. See resource CAG4 [Reflection on the local decision-making process](#)

Recommended additional activity: CAG8 [A day as mayor](#)



## Rights and responsibilities of citizens in participatory democracy

---

### Objectives

- ▶ Understanding the rights and responsibilities of citizens
- ▶ Raising awareness of the potential for co-operation between citizens and institutions
- ▶ Learning about opportunities for participating in local public life

### Resources

- ▶ CAG5 **Citizens' rights and responsibilities in a participatory democracy**
- ▶ Optional – CAG6 **Making links**

### Procedure

Guide the group through the following series of questions.

- ▶ What rights, roles and responsibilities do citizens have in a democratic society?
- ▶ Who has the power to influence decisions at local level and how does it work?
- ▶ What are the duties of the public administration towards citizens?
- ▶ What can citizens do to influence decisions at local level?

It should result in the conclusion that public authorities have the duty to consult citizens and that citizens are entitled to participate in the decision-making process on a permanent basis, not just through voting in elections. **See resource** CAG5 **Citizens' rights and responsibilities in a participatory democracy**.

Concrete details on opportunities for participation at local level will be introduced (with the contribution of the mediator), such as: how to learn about meetings of the local council and issues on the agenda; how to attend local council meetings; participation in public debates; requesting public interest information; writing petitions, etc.

If participants are more advanced, activity CAG6 **Making links** could be used here.

*It is recommended that the next part of the session takes place the following day.* At the end of the day, encourage participants to talk with family and other community members about the local issues, to check which are considered important and collect ideas and arguments related to them.



## Power relations, structural inequalities and discrimination

---

### Objectives

- ▶ Understanding the different types of power and the way they shape relationships in society
- ▶ Understanding the connection between the social background and the actual influence in society
- ▶ Raising awareness of the importance of using opportunities available for public participation

### Resources

- ▶ CAG10 **Reflection on power**
- ▶ CAG7 **Take a step forward**

### Procedure

Start with activity CAG10 **Reflection on power** and follow with a discussion on how the different types of power (power over, power to, power with, power within) are relevant for them as members of the CAG.

Ask CAG members why Roma currently do not use existing opportunities for participation discussed in the previous section and why their voice is not heard at local level? What can be done? What kind of support is needed?

Responses are collected but the questions are left open and participants are encouraged to think further and come back later with additional ideas.

Proceed with activity CAG7 **Take a step forward**, which continues the reflection on the roots of current structural inequalities. Proceed with a discussion on how, even if laws are apparently treating everybody equally, the structural inequalities may generate discrimination and exclusion.

After this activity, participants should receive the task of writing jointly, with the support of the local facilitator, a letter to the mayor, informing him/her about the setting up of the CAG and its interest in co-operating with local authorities to improve the situation of the neighbourhood.



# G.

## Making decisions in a democratic way

---

### Objectives

- ▶ Raising awareness of the need to have fair and clear procedures for making decisions
- ▶ Develop the ability to use tools for making meaningful decisions
- ▶ Prioritising local issues to identify issues to analyse in detail

### Resources

- ▶ CAG9 [Making decisions in a democratic way](#)

### Procedure

The task for the group is to select up to three issues from the list to be addressed in detail.

Ask the group: What options are there for making such a decision? What are the advantages and disadvantages of each option? Which options can be considered democratic? What makes them democratic?

Insist on the importance of first agreeing on procedures to follow and then applying them. Use the priority matrix to categorise existing options. **See resource** CAG9 [Making decisions in a democratic way](#).

The group then applies the procedure agreed and identifies the issue or the issues that they will focus on first.



## Data collection

---

### Objectives

- ▶ Developing the ability to plan a joint action
- ▶ Raising awareness of the need to prepare arguments and data to back up proposals for public policy change
- ▶ Preparing collection of data on priority issues

### Procedure

In order to formulate for the authorities constructive and realistic proposals to address the issue(s) identified as priorities, it is important to collect various types of information about the issue(s) at stake.

The information should provide answers to the following questions.

- ▶ Why is the issue important? Who is affected? How?
- ▶ What institution or institutions have responsibilities for the issue?
- ▶ Are there currently public policies on the issue? If yes, what is the problem with them?
- ▶ Is the issue referred to in strategies or other policy documents?
- ▶ How did other cities address this kind of issue?
- ▶ What proposals, if any, have been previously made to address the issue at local level?
- ▶ What are the possible sources of information in order to formulate answers to these questions?

Group members take over tasks for collecting information from various sources. A plan for collecting information with clear responsibilities is agreed.

At the end of the session summarise the tasks to perform before the next meeting.

## 2.2.3. Session 2 with the CAG

---

<p><b>Session objectives</b></p> <ul style="list-style-type: none"> <li>▶ To continue the group-building process</li> <li>▶ To support the development of horizontal leadership</li> <li>▶ To develop abilities for managing conflicts through mediation</li> <li>▶ To develop policy proposals and related advocacy plans</li> <li>▶ To develop skills for planning and advocacy</li> </ul>	<p><b>Outputs to be delivered</b></p> <ul style="list-style-type: none"> <li>▶ Community proposals for action</li> <li>▶ Advocacy plan</li> <li>▶ Updated ground rules and list of CAG members</li> </ul>
	<p><b>Tasks for the group</b></p> <ul style="list-style-type: none"> <li>▶ Update arguments for policy proposals</li> <li>▶ Prepare for the joint planning meeting</li> <li>▶ Implement the advocacy plan</li> </ul>
<p><b>The five parts</b></p> <ul style="list-style-type: none"> <li><b>A.</b> Constructive review of the data-collection process</li> <li><b>B.</b> Group building, group development stages</li> <li><b>C.</b> Developing key competences: leadership, conflict management, mediation</li> <li><b>D.</b> Review collected data and formulate community proposals for action</li> <li><b>E.</b> Developing an advocacy plan</li> </ul>	



## Constructive review of the data-collection process

---

### Objectives

- ▶ Developing abilities for constructive thinking and communication
- ▶ Developing abilities for reflection on the behaviour of oneself and of others
- ▶ Raising awareness of the negative consequences of prejudice, apportioning blame and powerlessness, and of the benefits of openness, constructive thinking and empowerment

### Resources

- ▶ CAG11 **Ladder of discounting and awareness**

### Procedure

Before starting the discussion on the data-collection process given as the task after the first session, introduce the CAG11 **Ladder of discounting and awareness**. This will prepare the ground for a positive analysis and will also be used during the following steps to prevent apportioning blame and to stimulate constructive thinking.

Ask each group member to report to the group, focusing not on the information they collected but rather on the data-collection process. Before starting the presentations and answering the following questions, participants are instructed to avoid apportioning blame or labelling other people and to keep to a description of behaviours observed and to attempts to understand the motivation behind the visible behaviour.

Did they succeed in contacting the sources? Were they successful in obtaining the information requested? What worked well? What did not work well? Why? How can this be done differently to get the data? What alternative sources can be envisaged and how can they be approached?

Make reference to the ladder of discounting and awareness whenever necessary in this process and later on.

# B.

## Group building and group development stages

---

### Objectives

- ▶ Continuing the group-building process
- ▶ Preparing the group for facing various phases of group dynamics
- ▶ Raising awareness of the fact that the life of a group is not static and that difficult moments in the evolution of a group can be overcome

### Resources

- ▶ CAG12 **Strengths of our group**
- ▶ CAG13 **Stages of group development**

### Procedure

In practice, at this stage of the process there are often two risks:

- some group members want to impose upon the whole group their way of reacting (most frequently these are people focused on action, who say “enough with the talking, let’s do something”, which discourages those who prefer to plan carefully or reflect before taking action);
- some group members might get disappointed by the contradictory viewpoints, by the competition among some group members or by the disagreements which may appear in the group, and think about leaving the group, believing that it will dismantle anyway.

Two activities are recommended for this part to address these risks, in order to enhance the feeling of belonging to the group, to make group members realise that each of them can bring a valuable contribution to the group but also that it is normal for any group to go through some difficult moments.

The first activity is CAG12 **Strengths of our group**, which focuses on awareness that the differences between group members may represent an asset for the group. Alternatively, any other similar group-building activity adapted to the situation and to the needs of the group can be used.

The second activity is CAG13 **Stages of group development**.



## Developing key competences: leadership, conflict management, mediation

---

### Objectives

- ▶ Developing leadership awareness and skills
- ▶ Stimulating reflection on leadership in the group and in the community
- ▶ Understanding the principles and key steps of mediation
- ▶ Developing skills for using mediation for the management of conflicts

### Resources

- ▶ CAG14 **Tackle problems – find solutions as a team**
- ▶ CAG15 **Conflict management**

### Procedure

Understanding basic elements about leadership in order to make sure that the group functions on the basis of shared leadership and co-operation, as specified in the 10 characteristics of the CAG, is very important in this phase of the CAG's evolution. This is particularly relevant if there are members of the CAG with more power – such as those working for the local administration or those who have been involved in co-operation with authorities or in political activities – and if they tend to impose an authoritarian leadership style.

The suggested activity to develop leadership awareness and skills is CAG14 **Tackle problems – find solutions as a team**. This should be followed by input on leadership, a discussion on leadership in the group and in the local community and by a reflection on how the group respects (or does not respect) the 10 characteristics and the ground rules agreed last time. Updates to ground rules are possible.

Another essential topic is conflict management and understanding how mediation can be an effective strategy for addressing conflicts in a variety of settings: within the group, between members of the Roma community, between the CAG and local authorities, etc.

For the development of competences regarding conflict management and mediation, the activity CAG15 **Conflict management** is recommended.

# D,

## Review collected data and formulate community proposals for action

---

### Objectives

- ▶ Analysing data collected with the GROW+ planning method
- ▶ Formulating a proposal from the CAG for the meeting with local authorities

### Resources

- ▶ CAG17 [The GROW+ model](#)

### Procedure

Now it is time to look at the data collected and make sense of them. Various options for solving each issue will be analysed, assessing advantages and disadvantages.

The group will agree on the option that will be promoted. The group will decide on the proposal to make to the public authorities. They can also envisage alternative solutions in case the main proposal is not accepted by the authorities.

The solutions are developed based on the GROW method, also used in ROMED1 for participatory planning.<sup>9</sup> Solutions proposed should include, when relevant and independent of that required from the authorities, what the CAG and other community members can do in co-operation with the authorities to improve the situation. Co-operation with non-Roma should also be envisaged based on joint responses to common interests. **See resource** CAG17 [The GROW+ model](#).

In some cases, it may result in additional information being necessary, and this will remain a task for the group until the next meeting.

---

9. Please refer to the "Trainer's Handbook – ROMED European training programme for Roma mediators" <http://bit.ly/220scS3>



## Developing an advocacy plan

---

### Objectives

- ▶ Understanding what advocacy is and how it can help the acceptance of group proposals
- ▶ Developing basic advocacy skills
- ▶ Drawing up an advocacy plan to implement over the following weeks

### Resources

- ▶ CAG16 [Mapping key stakeholders](#)

### Procedure

Ask participants: Who has the responsibility for making a decision on adopting the CAG's proposal? Who can have influence on the decision makers (directly or indirectly)?

At this point you can introduce activity CAG16 [Mapping key stakeholders](#). Based on its conclusions, develop a plan with clear responsibilities for building support and providing relevant supporting arguments.

At the end of the meeting the main achievements and the plans developed should be reviewed. It is important to make sure that participants have a common understanding of what was agreed and know what their task is until the next meeting. The mediator will remind the group of the agreements on group functioning and will reiterate the support to members for performing their tasks.



## 2.2.4 Session 3 with the CAG

---

<p><b>Session objectives</b></p> <ul style="list-style-type: none"> <li>▶ To continue the group-building process</li> <li>▶ To prepare the participation for the joint meeting with the authorities</li> <li>▶ To review the conclusions of the joint meeting</li> <li>▶ To develop the communication abilities of CAG members</li> <li>▶ To develop strategic planning abilities</li> </ul>	<p><b>Outputs to be delivered</b></p> <ul style="list-style-type: none"> <li>▶ Specific tasks for the joint planning meeting</li> <li>▶ Conclusions after the joint meeting</li> <li>▶ Draft CAG strategy</li> <li>▶ Updated ground rules and list of CAG members</li> </ul>
	<p><b>Tasks for the group</b></p> <ul style="list-style-type: none"> <li>▶ Prepare ideas for the monitoring plan</li> <li>▶ Start the implementation of CAG strategy</li> <li>▶ Consider renewing the cycle on other issues</li> </ul>
<p><b>The two parts</b></p> <ul style="list-style-type: none"> <li><b>A.</b> Preparing for the meeting with the representatives of the institutions</li> <li><b>B.</b> Follow-up to the meeting with the representatives of the institutions</li> </ul>	

This session contains a part which should take place shortly before the joint meeting with local authorities (preferably two days before the joint meeting). The rest of the session will take place shortly after the joint meeting, preferably the following day.



## Preparing for the meeting with the representatives of the institutions

---

### Objectives

- ▶ Developing communication and public speaking competences of CAG members
- ▶ Plan the interventions of CAG members during the joint meeting

### Resources

- ▶ CAG18 **Challenges of communication**
- ▶ CAG19 **Public speaking skills**
- ▶ CAG1 **Characteristics of the CAG**

### Procedure

Prepare the CAG two days before the joint planning meeting by explaining to group members that in order to make the meeting with local authorities effective they will have to agree on who speaks when and about what. It is possible that there will be a consensus that a recognised leader speaks on behalf of the group. This tendency should be countered to favour an approach in which there are several interventions, and not only from people who usually speak in public meetings. The arguments for this should be **the 10 characteristics of the CAG (CAG1 Characteristics of the CAG)** agreed initially and the fact that a similar requirement will be made on the side of the institutions.

Responsibilities will be distributed among group members for presenting key arguments prepared in advance and proposals for taking action to address the key issues.

Ask participants to prepare for the reaction of the authorities to their proposals. Based on the mapping of key stakeholders done in the previous session, they should answer the following questions.

- ▶ How are representatives of the institutions likely to respond to the CAG's proposals?
- ▶ Who will react, and how, to what the public institutions' representatives have to say?

A brief role play can be done to practise and explore the best way to react.

Draw the attention of participants to the fact that in order to get the most out of the meeting and the co-operation with local authorities, they need to develop their communication skills, including the ability to express themselves clearly, to listen and to speak in front of an audience. For this purpose, explore the activities CAG18 **Challenges of communication** and CAG19 **Public speaking skills**.

The detailed distribution of tasks for the joint meeting will be reviewed at the end and participants will be given the task of practising and preparing for their part in the meeting.

## Follow-up to the meeting with the representatives of the institutions

---

### Objectives

- ▶ Reviewing the joint meeting and its conclusions
- ▶ Reflecting on the group process and adopting measures to improve group work
- ▶ Planning the next steps

### Resources

- ▶ A summary of the conclusions of the joint meeting
- ▶ List of ground rules adopted by the group

### Procedure

After the joint meeting (a few hours later or the next day), members of the CAG will analyse what happened, reflect on the process and on what was achieved, and review the conclusions of the meeting.

The group will reflect on how the ground rules have been respected and make adjustments to the rules if needed.

Guide the group to reflect on what is important to do next. This reflection should focus on at least the following four aspects.

- ▶ Plan implementation: how CAG members can contribute to the implementation of the conclusions of the joint meeting and how to participate in the monitoring progress.
- ▶ Deal with rejected proposals: what to do about the proposals which were not accepted by the institutions (continue advocacy, think about alternative solutions, leave the issue for later, etc.).
- ▶ Ensure transparency and accountability towards the Roma community: how to communicate what happened in the interactions with local authorities to the wider community, build support within the community and possibly mobilise other members to join the CAG.
- ▶ Strategic planning: based on the experience so far, the group members need to start thinking about what they want to achieve in the longer term (for instance within one year).

## 2.3

# Meetings with the institutional working group (IWG)

---

Staff of public institutions usually attend training sessions focused solely on the specific skills related to their field of work or the attainment of knowledge. The challenge will be to engage them in interactive activities addressing attitudes and awareness, besides knowledge and skills. The IWG is constituted by the municipality contact point and should include representatives of the services and institutions responsible for the activities mentioned in the CAG's proposals or related to the issues raised by the CAG.

Training can be delivered locally or participants from several municipalities may come together in the same location. If local meetings are organised, depending on the context, the interaction with the IWG can be structured in two or more sessions which can be presented as workshops, including a training element and practical elements as well.

The following topics should be addressed in these workshops.

1. Participatory democracy and the ladder of participation
2. Inclusive good governance
3. Analysis of the situation of the local Roma community
4. European and national policies for Roma inclusion
5. Awareness of structural inequalities between Roma and the rest of the population
6. Why take action against Roma exclusion?
7. Why focus on participation for Roma inclusion?
8. Responding to opponents of targeted measures
9. Intercultural mediation and the participatory cycle
10. Intercultural competence
11. Participatory local development planning
12. Building wider support at local level
13. Participatory project cycle management

Specific tools for each of these topics are presented in section 3 of this document. These topics cover several background elements (1, 2, 4, 8), some are focused on raising awareness and building commitment for action (3, 5, 6, 7) and some aim mainly at developing the skills necessary for the effectiveness of the process (9, 10, 11, 12, 13, 14).

Besides addressing these topics, time needs to be dedicated during the meetings for the following.

- ▶ Planning the exchange of information, the exchange of opinions and co-ordination and co-operation between the members of the group regarding Roma inclusion.
- ▶ Planning the process of collecting information about specific issues raised by the members of the CAG.
- ▶ Discussing the information collected and formulating proposals from the institutional perspective regarding the issues raised by the CAG.
- ▶ Preparing the joint planning meeting, the monitoring and the evaluation.

- ▶ Discussing the administrative measures necessary and the practical steps to take in order to establish a fair, transparent and sustainable mechanism of consultation with the Roma community.

Special attention needs to be given during these meetings to managing hierarchical relations in the group, as well as the role of the local mediator, who should be seen mainly as presenting in a non-judgmental way the needs and proposals formulated by the CAG.

It may also be necessary for the facilitators to take time to work individually with some key decision makers or with advisers to the decision makers in order to support them in overcoming their fears and to prepare them for potential opposition to this kind of open dialogue with members of the Roma community, which might appear at different levels within local authorities' structures.

## 2.4

# The joint planning meeting

---

The joint planning meeting will bring together the representatives of the CAG and of the IWG. Other key local stakeholders can also be invited to attend but their role has to be clearly defined.

The goal of the meeting is to combine the proposals of the CAG and of the institutions in a joint plan, mutually agreed upon, which includes the commitments of various institutions, as well as of Roma citizens (co-responsibility).

The meeting should be carefully planned in direct co-operation with the local facilitator and with the municipality contact point. An agreement should be made on who will moderate the meeting. Co-moderation is also a good option.

The meeting should have a clear agenda and the room setting should favour equal dialogue between CAG and IWG members. The best option is to have everybody around the same table, with the same kind of chairs for all participants. This way both CAG and IWG members are at the same level and everybody can see all participants. Such a setting also stimulates co-operation and the feeling that all those involved also belong to a common group of people committed to work on improving the situation.

One way to organise the meeting is based on activity CAG17 **The GROW+ model**

In many areas local authorities already adopt plans and/or strategies for Roma inclusion, as well as local development plans or strategies for local development in general. The joint action plan adopted together by the CAG and the IWG should be submitted for approval by elected officials but should not necessarily be seen as replacing previously adopted plans or strategies. In most cases the plan adopted by the CAG and the IWG contains more specific proposals and could be seen as a contribution towards implementing more general previous commitments.

## 2.5

# Monitoring, evaluation and follow-up

---

A few weeks after the joint planning meeting, a training session on monitoring and evaluation should take place. The training can be done separately for the CAG and for the IWG but it can also include joint sessions. The aim is to prepare participants for monitoring progress and for evaluating the achievements after several months of work.

The actual monitoring session with the CAG can be moderated by the local facilitator but it can be also envisaged that one monitoring session is moderated by the national facilitator. A similar procedure to the one used for the joint planning meeting, based on co-moderation, can be considered for the evaluation meeting.

Separate follow-up meetings of the CAG and of the IWG need to take place shortly after the evaluation meeting. Members of the CAG will decide what kind of further action they will take and institutions will reflect on how to integrate the dialogue with members of Roma community into regular institutional procedures.

## 2.6

# Sustainable mechanisms supporting the participation of Roma

---

The goal of the ROMED2 process is not just to provide some citizens with the opportunity to participate in local decision making and to contribute to an improvement in the situation of their community, but also to establish effective and sustainable mechanisms and procedures for consultation and involvement of Roma in the design, implementation and evaluation of local policies. These mechanisms are expected to be used in a systematic way for stimulating co-responsibility and co-decision making and remain in place after the external intervention of national facilitators ends.

For this, a key element is the manner in which local authorities recognise/acknowledge the CAG as a legitimate partner in dialogue and the measures that are taken to support the functioning of the CAG as an open platform facilitating the interaction of community members with local authorities. Thus, the facilitator will look for signs that the participation is not limited to the people engaged in the first cycle described above.

The experience of the first two years of implementation of the ROMED2 programme revealed several options for the future of the CAGs:

- ▶ keeping a CAG as an informal group of citizens with which municipal authorities consult on a regular basis;
- ▶ registering a CAG as an NGO with the aim of contributing to local development by facilitating the participation of Roma citizens in the decision-making processes;

- ▶ transforming a CAG into an official consultative structure of the municipality.

Each of these options has advantages and risks and the choice needs to be made in a participatory and transparent way, considering the specific local context. Some support for this reflection is given in the sections on LS3 **Sustainability of the CAG** and on LS4 **Sustainable participation of Roma in local decision making**.

Part III

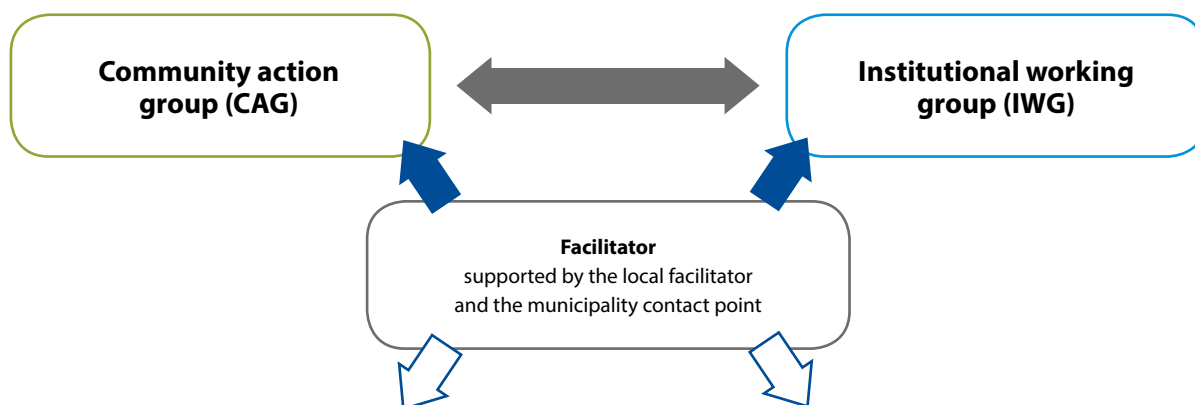
## **Tools and resources**

---

3.1 Tools for working with  
the Roma community







3.1. TOOLS TO USE WITH THE CAG	3.2. TOOLS TO USE WITH THE IWG
<ul style="list-style-type: none"> <li>▶ CAG1 Characteristics of the CAG</li> <li>▶ CAG2 Two truths and a lie</li> <li>▶ CAG3 Reflection on previous experiences</li> <li>▶ CAG4 Reflection on the local decision-making process</li> <li>▶ CAG5 Citizens' rights and responsibilities in a participatory democracy</li> <li>▶ CAG6 Making links</li> <li>▶ CAG7 Take a step forward</li> <li>▶ CAG8 A day as mayor</li> <li>▶ CAG9 Making decisions in a democratic way</li> <li>▶ CAG10 Reflection on power</li> <li>▶ CAG11 Ladder of discounting and awareness</li> <li>▶ CAG12 Strengths of our group</li> <li>▶ CAG13 Stages of group development</li> <li>▶ CAG14 Tackle problems – find solutions as a team</li> <li>▶ CAG15 Conflict management</li> <li>▶ CAG16 Mapping key stakeholders</li> <li>▶ CAG17 The GROW+ model</li> <li>▶ CAG18 Challenges of communication</li> <li>▶ CAG19 Public speaking skills</li> <li>▶ CAG20 Evaluation with the CAG</li> </ul>	<ul style="list-style-type: none"> <li>▶ IWG1 Participatory democracy and the ladder of participation</li> <li>▶ IWG2 Inclusive good governance</li> <li>▶ IWG3 The situation of local Roma community(ies)</li> <li>▶ IWG4 Awareness of structural inequalities between Roma and the rest of the population</li> <li>▶ IWG5 Why take action against Roma exclusion?</li> <li>▶ IWG6 Why focus on participation for Roma inclusion?</li> <li>▶ IWG7 Responding to opponents of targeted measures: 10 myths about affirmative action</li> <li>▶ IWG8 Intercultural mediation and the participatory cycle</li> <li>▶ IWG9 Intercultural competence</li> <li>▶ IWG10 Ladder of discounting and awareness (CAG11)</li> <li>▶ IWG11 Participatory local development planning</li> <li>▶ IWG12 Building wider support at local levels</li> <li>▶ IWG13 Participatory project cycle management (PPCM)</li> <li>▶ IWG14 European and national policies targeting Roma</li> </ul>
<b>3.3. TOOLS FOR EFFECTIVE CO-OPERATION WITH THE LOCAL STAKEHOLDERS</b>	
<ul style="list-style-type: none"> <li>▶ LS1 Edification triangle</li> <li>▶ LS2 Managing challenges in the dialogue process</li> <li>▶ LS3 Sustainability of the CAG</li> <li>▶ LS4 Sustainable participation of Roma in local decision making</li> </ul>	

# Characteristics of the CAG

---

## Objectives

- ▶ Explain the 10 characteristics of the CAG.
- ▶ Ensure understanding by the members of the CAG of the benefits of complying with the 10 characteristics.
- ▶ Connect the 10 characteristics with the reality of the group and of the local community.
- ▶ Generate group rules to comply with the 10 characteristics in the specific local context

The activity can also be adapted to explain the characteristics of the CAG to the IWG members.

## Time

Between one hour and 90 minutes, depending on the size and experience of the group.

## Resources

- ▶ A way to display the 10 characteristics in front of the whole group (video projector + screen + computer or flip chart paper)
- ▶ A copy of the list of characteristics – simple version - for each participant
- ▶ Flip chart and markers.

## Procedure

Use the list of characteristics explained below to prepare for the discussion with the group.

The activity is structured into three parts:

- a. explaining the 10 characteristics;
  - b. analysing challenges the group is facing in complying with them;
  - c. defining ground rules for the group to comply with the 10 characteristics.
- 
- a. Take one by one each of the 10 characteristics, explain it to the group and ask participants to describe what the group would be like and how it would function if that characteristic were not fulfilled by the group. List on the flip chart the benefits and risks related to each characteristic.
  - b. Ask the group to identify which elements in the group or in the local context may represent a challenge to complying with the characteristics. List ideas on flip chart.
  - c. Based on the above, invite participants to propose group rules in order to comply with the 10 characteristics, considering the challenges listed. For example, they can decide what to do to ensure that the group is functioning as a team, with shared leadership, such as to check that every time responsibilities are assigned they are evenly distributed or that several people speak in public meetings. Do not suggest rules, just ask questions to help the group produce rules and check if they are fair, realistic and with the potential of actually helping the group comply with the 10 characteristics.

## CHARACTERISTICS OF THE CAG – SIMPLE

---

- 1 **Local:** focused on a disadvantaged area with a significant (majority) Roma population
- 2 **Diverse:** the group includes people previously involved in similar activities and new people, men and women, of all ages and members of various subgroups
- 3 **Team:** all members are equal, no hierarchy
- 4 **Democratic:** decisions are made in a democratic way, if possible through consensus, having heard all opinions
- 5 **Open:** anyone can join or leave the group at any time
- 6 **Focused on community progress:** the group aims for the well-being of the entire local community, not just that of its members
- 7 **Transparent:** the decisions, action and achievements of the group are communicated to other members of the community
- 8 **Constructive:** the group seeks to formulate constructive proposals for change, specifying responsibilities, their legal basis and the resources needed
- 9 **Based on human rights:** takes as a starting point the principle of equality of rights
- 10 **Recognised:** is recognised as a partner in dialogue by local authorities



## CHARACTERISTICS OF THE CAG – EXPLAINED

---

- 1 **Local:** focused on a disadvantaged area with a significant (majority) Roma population

This means that the ROMED2 approach is an “area-based approach”. It targets mainly disadvantaged compact Roma communities but of course it does not exclude non-Roma who may share the same situation if they live in the respective area.

- 2 **Diverse:** the group includes people previously involved in similar activities and new people, men and women, of all ages and members of various subgroups

The natural tendency may be to have mostly men who had previous involvement in relation to authorities or as collaborators with various NGOs. The facilitator and the local facilitator need to insist on having a balanced participation, including women and young people. Also, if the community includes different Roma subgroups, members of all subgroups should be involved.

- 3 **Team:** all members are equal, no hierarchy

There is a natural tendency for any group to look for a leader to follow. This avoids monopolising decision making by a person or a small group and empowers more members to take an active role. The best way to support this is to promote a shared leadership and to ensure that different people take leadership at different moments and for different activities.

- 4 **Democratic:** decisions are made in a democratic way, if possible through consensus, having heard all opinions

It is important to hear all opinions, look for consensus and, only when a consensus is not possible, to make decisions through voting. This will maintain the cohesion of the group, will empower the weaker members and will stimulate participation.



5 **Open:** anyone can join or leave the group at any time

There is a natural tendency for any group to set boundaries and distinguish between members and outsiders. By keeping the group open, there are more chances for democratic sustainability and even those who in the beginning did not trust the idea might join later and bring important contributions.

6 **Focused on community progress:** the group aims for the well-being of the entire local community not just that of its members

This focus on the “common good” also contributes to gaining the trust of community members. There might be requests from group members to be paid for their participation but facilitators and local facilitators need to make it clear that the CAG is a voluntary group dedicated to improving the situation of the whole community.

7 **Transparent:** the decisions, action and achievements of the group are communicated to other members of the community

Community members should know what the group is doing and this will encourage other people to get involved or to provide support from outside. This will also reduce the risk of generating the rumour that CAG members only act for their own personal interests.

8 **Constructive:** the group seeks to formulate constructive proposals for change, specifying responsibilities, their legal basis and the resources needed

As opposed to protest groups, the CAG does not adopt a confrontational approach. The CAG not only asks for things to be done for the Roma but also proposes concrete and realistic ways for improvement and offers support.

9 **Based on human rights:** takes as a starting point the principle of equality of rights

The CAG is not asking for favours or charity, but rather proposes measures to ensure effective access to rights of Roma community members.

10 **Recognised:** is recognised as a partner in dialogue by local authorities

Like various other consultative structures, the CAG needs to be acknowledged by the authorities as an official consultative body of the respective Roma community.

# Two truths and a lie

---

## Objectives

- ▶ Discovering (new) things about each other.
- ▶ Generating a positive atmosphere in the group.
- ▶ Start communicating and relating to each other as a basis for building teams (know each other better/work together better).
- ▶ Challenge preconceived ideas.

## Time

5 minutes' for introduction/simulation; 5 minutes for writing cards; 20 minutes for group discussion; 10 minutes for plenary debriefing.

## Resources

Paper "cards" (larger size sticky notes), pens (thick writing pens).

## Procedure

Introduce the activity by saying this is a way for people to learn new things about each other that perhaps do not come up in everyday conversations. Each person should think of three statements about themselves that no one else in the room already knows. Two must be true statements and one should be a lie. The more subtle or believable the lie is, the better (or, the more bizarre and unlikely the truths). Take turns in the group so each person shares their three statements and the others vote/debate on which one was the lie.

## Example

1. I narrowly escaped several bomb blasts five years ago.
2. I have been working with Roma civil society for 15 years.
3. My father teaches history.

The participants write down on pieces of paper/cards the three statements. They take turns reading them and have the others guess first the untrue statement. The speaking participant explains each of the statements and answers related questions, by giving a bit of background/content for each statement.

For the debriefing, insist on debating the manner in which knowing more about each other helps a group bond. Also discuss the preconceived or prejudiced ideas that might have occurred when guessing the true/untrue statements.

The statement cards could be kept for the rest of the day by each participant, pinned as a badge, in order to stimulate discussions and group bonding during the breaks between sessions.

# Reflection on previous experiences

## Objectives

- ▶ Make CAG members aware of the differences between the ROMED2 approach and the previous attempts to improve the situation at local level.
- ▶ Stimulate CAG members to reflect on what happened and build on the lessons learned from previous experiences.
- ▶ Diffuse the risk of reactions from experienced group members who say “this was tried before and it did not work” and orient the group towards a constructive approach.

## Time

One hour.

## Resources

Flip chart, markers.

## Procedure

Ask the group to think back at attempts made in the past to improve the situation of the neighbourhood or of the Roma community. This should in-

clude measures taken by:

- ▶ authorities
- ▶ citizens
- ▶ local or external NGOs.

These can be projects but also other types of initiatives or action.

Categorise these measures as:

- ▶ successful (made a positive and sustainable difference to the neighbourhood or community);
- ▶ unsuccessful (did not succeed in making a positive change or the change obtained was only short-term or reached a very limited number of people).

For each successful measure, guide the group through the enhancement-thinking questions and for each unsuccessful measure guide the group through the improvement-thinking questions, listed below. The answers to the last questions in each analysis will be collected separately, resulting in a list of things to do and of things to avoid.

### ENHANCEMENT THINKING

What went well and produced positive change?

What made that approach successful?

How can we have more of that in the future?

### IMPROVEMENT THINKING

What went wrong and did not lead to positive change ?

What made that approach unsuccessful?

How can we improve in the future? What can be done?  
What should be avoided?

# Reflection on the local decision-making process

## Objectives

- ▶ Prepare CAG members for effective participation by supporting them in reflecting on the current decision-making processes and understanding key concepts.
- ▶ Raise awareness of the way citizens should participate in local decision making

## Time

45 minutes.

## Resources

Flip chart, markers.

## Procedure

Participants are asked to explain how they see the situation according to the questions in the left column, from either their point of view or that of their community. Afterwards, the trainer explains, if possible with the contribution of group members, how this should be according to the law. It might be necessary to make some introductory remarks to explain the key concepts of public policy, rule of law, public agenda and responsibility/competence.

Question	How is the current situation (perceived) for the community?	How should it be?
How is the public agenda defined?		
Who can influence the public agenda and how?		
Are there structures with responsibilities for Roma inclusion?		
Are they known to community members?		
What has been undertaken to support Roma inclusion and prevent exclusion?		



Participants are guided through a discussion to compare the actual situation with the way things should be. They will be asked to point out where the biggest differences appear. It is also important to underline the difference between reality and perception, between facts and interpretation of facts.



# Citizens' rights and responsibilities in participatory democracy

## Objectives

- ▶ Prepare CAG members for effective participation by making them aware of their rights and responsibilities with regards to local participation, as well as of the responsibilities of local administration.
- ▶ Identify key stakeholders and options to influence decision making.

## Resources

Flip chart, markers.

## Procedure

The procedure is similar to the one described above, but using a different set of questions.

## Time

45 minutes.

Question	How is the current situation (perceived) for the community?	How should it be?
What rights, roles, and responsibilities do citizens have in a democratic society?		
Who has the power to influence decisions at local level and how does it work?		
What are the duties of public administrations towards citizens?		
What can citizens do to influence decisions at local level?		



# Making links

## Objectives

- ▶ To develop the understanding of the complex relations between the different interests in a democracy.
- ▶ To promote co-operation and civic responsibility.
- ▶ To develop skills for negotiation and consensus-building.

## Time

95 minutes.

## Resources

- ▶ A large sheet of paper (A3) or flip chart paper for each group.
- ▶ Two markers of different colours (e.g. green and red) for each group.
- ▶ A ball of string or wool (preferably green).
- ▶ A roll of sticky tape for each group.
- ▶ Scissors.

## Preparation

Cut up about 24 strands of wool into 1.5m lengths.

## Procedure

1. Explain that the purpose of the activity is to draw a "map" of the different relations between four "actors" and to reflect on how the interests and priorities of each can be met based on a democratic process and fair negotiation.
2. Divide the participants into four equal-sized groups to represent four "actors" in local society: Roma citizens, non-Roma citizens, local authorities and NGOs.
3. Hand each group a large sheet of paper and markers and tell them to spend 10 minutes brainstorming on the main priorities of their "actor". They should list their five most important priorities on the large sheet of paper, using the red marker.
4. Bring the groups together to present their

priorities. After each presentation, the groups share their reactions. Allow the groups to amend their lists if they wish to in the light of the feedback.

5. Now separate the four groups again and ask them to brainstorm what they require from each of the other "actors", in order to accomplish their priorities; that is, what demands they make of each of the other "actors". They should list these demands under separate headings using the green marker. Give them 15 minutes for this task.
6. When the time is almost up, ask the groups to prioritise up to six of the most important demands, and hand each group a roll of tape and strands of wool to represent these demands.
7. Hand out the copies of the "Rules of negotiation", go through them and make sure everyone understands what they have to do next. Ask the groups to bring their sheet of paper into the middle of the room and to lay them in a square. Ask members of each group to position themselves near their "corner".
8. The rounds of negotiation now begin. You should allow 10 minutes for each round. Remind people that when a demand is accepted one string of wool should be taped between the two papers to signify acceptance of responsibility.
9. By the end of the process, the four "actors" should be linked up by a complicated web of wool. Move on to the debriefing and evaluation while people are still sitting around the chart.

## DEBRIEFING AND EVALUATION

- ▶ Ask the participants to look at the web they have created and to reflect on the activity. Was it hard to think of the priorities of each group?
- ▶ Were there any disagreements within the groups about which claims should be accepted or rejected?
- ▶ Which of the claims made on other groups did they not accept as responsibilities? Why was this? Do you think that such cases would cause any problems in reality?

- ▶ Were there responsibilities that each group accepted but which they had not recognised before? How do they feel about this now?
- ▶ Did the activity show people anything new about interactions in a democratic society that they did not know before? Were there any surprises?

## TIPS FOR FACILITATORS

In step 4 of the instructions, after the groups have drawn up their list of priorities, do not spend too long discussing the issues as a whole group. You should use this more as a prompt for the next small group work they will be doing. Groups may want to make a note of other groups' priorities.

When they draw up their lists of demands (step 5), tell them not to be unrealistic in their demands on the other "actors"! These responsibilities will need to be acceptable, so they should not make unfair or unreasonable claims.

When the groups start negotiating (step 8), this should not be presented as a "competition", nor should this stage occupy too much time. Emphasise to groups that they should see themselves as co-operating with each other: the purpose is to establish a society in which all "actors" work together for everyone's satisfaction. Therefore, the transactions should be relatively quick: tell groups to accept claims if they seem to be reasonable, and otherwise to reject them, with any controversial ones to be discussed at a later stage.

## VARIATIONS

The activity may be made more or less complicated by using different numbers of "actors" within society: for example, you may want to add "businesses or employers", "school", or "health-care services". However, this will make the negotiation process a lot more complicated, and you may not want all of the groups to exchange demands with each of the other groups.

The activity could be simplified by removing one or more groups: for example, by working only with "Roma citizens" and "local authorities". This may be preferable if you have a small group. You may want to try the activity without the use of the chart.

## SUGGESTIONS FOR FOLLOW-UP

The group could continue to add items to the map, by including different groups within society (see Variations). They may want to transfer the map to another sheet of paper for greater clarity, and then to draw in the connections using different colours. Think about which connections are not well developed and what could be done to overcome this at local level.

## RULES FOR NEGOTIATION

1. The aim of the exercise is for each "actor" to get their demands accepted by each of the other "actors".
2. The negotiations are made between pairs of "actors" in three rounds as follows.

**Round 1:** Roma citizens and NGOs negotiate  
Non-Roma citizens and local authorities

**Round 2:** Roma citizens and the non-Roma citizens  
NGOs and local authorities.

**Round 3:** Roma citizens and local authorities  
Non-Roma citizens and the NGOs.

3. Pairs decide themselves who should start and in turns they make demands of each other.
4. When making a demand, people should state the demand clearly and concisely. They should also explain what it involves and why they are making this particular demand, that is, why it is important to enable them to fulfil their priority needs.
5. When deciding whether or not to accept a demand, people should decide whether what is being asked is fair, and whether they would be able to carry it out.
6. If the second group rejects the demand, the string of wool is taken out. If they accept it, then one strand of wool is taped to the charts to represent the link that has been established between the two groups. The "accepting group" should make a brief note on their chart to remind them what the demand was.
7. Repeat the process, until all demands have been discussed.
8. Repeat the process in each round until there are connections between the four "actors".



# Take a step forward

## Objectives

- ▶ Make participants aware of the differences and inequalities in society and of the consequences of the inequalities on the life of various categories of people.
- ▶ Develop empathy with people facing prejudice and discrimination.

## Time

60 minutes.

## Resources

Handouts – Role cards; list of statements; list of questions for debriefing.

This is an exercise adapted from COMPASS, the Manual for Human Rights Education with Young People, published by the Council of Europe, which requires a place where participants can move freely. An alternative small-scale version is also presented in case space is not available

## Procedure

Each participant is handed out a role card randomly. They are asked not to show it to anyone else. In order to help the participants get into their role, the facilitator reads the following questions, giving the participants time to reflect.

- ▶ What was your childhood like? What sort of house did you live in? What kind of games did you play? What sort of work did your parents do?
- ▶ What is your everyday life like now? Where do you socialise? What do you do in the morning, in the afternoon, in the evening?
- ▶ What sort of lifestyle do you have? Where do you live? How much money do you earn each month? What do you do in your leisure time? What do you do in your holidays?
- ▶ What excites you and what are you afraid of?

Next, the participants are asked to line up beside each other (as on a starting line) and the facilitator explains to the participants that when a series of statements are presented, they should take a step

forward if they can answer “yes” to the statement. Otherwise, they should stay where they are and not move.

The statements are read one by one and participants are given the time to move. At the end participants are invited to take note of their final position and are given a couple of minutes to come out of role before debriefing.

## VARIATION: “MINI TAKE A STEP FORWARD” TO PLAY ON TABLES

If there is not enough space to do the exercise with all participants in a line beside each other you can take little playing pieces from board games, one for each participant and line them up in a row on a table. Instead of taking a step forward themselves, participants then move their playing pieces “one step” forward.

## LIST OF QUESTIONS FOR DEBRIEFING

The participants are asked about what happened and how they feel about the activity and then go on to talk about the issues raised and what they learned.

1. How did people feel stepping forward – or not?
2. For those who stepped forward often, at what point did they begin to notice that others were not moving as fast as they were?
3. Did anyone feel that there were moments when their basic human rights were being ignored?
4. Can people guess each other’s roles? (People can reveal their roles during this part of the discussion.)
5. How easy or difficult was it to play the different roles? How did they imagine what the person they were playing was like?
6. Does the exercise mirror society in some way? How?
7. Which human rights are at stake for each of the roles? Could anyone say that their human rights were not being respected or that they did not have access to them?
8. What first steps could be taken to address the inequalities in society?

## EXAMPLES OF ROLE CARDS

You are an unmarried mother and you do not have a job	You are the president of a youth organisation in a leading political party
You are the daughter of the director of a bank in your city. You study Economics at the university	You are the son of a restaurant owner who returned recently from abroad
You are a Roma woman, a housewife, with basic education	You are the daughter of the American ambassador
You are a girl living with your parents who are devoutly religious people belonging to a minority religious group	You own a successful import-export company
You are a young disabled man who can only move in a wheelchair	You are a worker, retired from a textiles factory
You are a 17-year-old Roma girl who did not finish primary school	You are the leader of a Roma organisation
You are an unmarried young Roma woman and you are pregnant	You are a Roma football player
You are an unemployed schoolteacher in a country whose official language you are not fluent in	You are a young Roma teacher
You are a middle-aged Roma man who worked in construction and was recently fired	You are a 27-year-old Roma that has no place to live
You are young Roma woman recently graduated from law school	You are the 19-year-old son of a farmer in an isolated village in the mountains



## LIST OF STATEMENTS

(participants take a step forward when the statement corresponds to the situation of the role assigned to them).

- ▶ You have never encountered any serious financial difficulty.
- ▶ You have decent housing with a telephone line and television.
- ▶ You feel your language, religion and culture are respected in the society where you live.
- ▶ You feel that your opinion on social and political issues matters, and your views are listened to.
- ▶ Other people consult you about different issues.
- ▶ You have the chance to continue your education if you want to.
- ▶ You have adequate social and medical protection for your needs.
- ▶ You feel that your role in society is not inferior to others.
- ▶ You have never felt discriminated against.
- ▶ You can go away on holiday at least once a year.
- ▶ You have an interesting life and you are positive about your future.
- ▶ You feel you can do what you wish in your professional life.
- ▶ You are not afraid of being harassed or attacked on the streets, or in the media.
- ▶ You can vote in national and local elections.
- ▶ You feel that you have been given the same opportunities as other people.
- ▶ You can easily find a job if you want to.
- ▶ You can go to the cinema or the theatre at least once a week.
- ▶ You are not afraid for the future of your children.
- ▶ You can buy new clothes at least once every three months.
- ▶ You can fall in love with the person of your choice.
- ▶ You feel that your personal qualities are appreciated and respected in the society where you live.



# A day as mayor

## Objectives

- ▶ Understanding the role and responsibilities of public institutions.
- ▶ Understanding how decisions are made and what are the limitations and influences decision makers face.
- ▶ Raise awareness of what is realistic to expect from co-operation with local authorities.



## Time

One hour and 30 minutes.

## Resources

Handout with a brief description of the responsibilities of the mayor, according to the law (to be prepared beforehand); flip chart and markers.

## Preparation

With the support of the municipality contact point, collect relevant documents regarding local policies (including, if this is the case, local plans for Roma inclusion) and key legislation regulating the work of the municipality departments directly relevant for the main needs of the Roma community.

Prepare one page with the responsibilities/competences of the mayor, formulated in simple language.

Discuss with the local facilitator about how to obtain information about previous and current plans, projects and activities of the municipality or of other stakeholders targeting the Roma community.

## Procedure

Distribute the handout with the responsibilities/competences of the mayor and ask participants to think what they would do if they were mayor for a day. After a few minutes of thinking, organise a series of role plays in which any participant can take the role of the mayor and you take the role of the secretary of the municipality. You enact a morning meeting in which the mayor defines the agenda of the day and the secretary has the responsibility of warning the mayor when what the mayor wants to do:

- ▶ is not her/his responsibility;
- ▶ is against the law;
- ▶ does not respect specific procedures;
- ▶ does not have the backing of other important stakeholders (e.g. the local council, regional authorities, political party leaders, etc.);
- ▶ is not backed by the necessary resources (money, human resources, etc.);
- ▶ has been tried before and failed.

Make sure that several group members take the role of the mayor, including women and people who have had less experience of interacting with the authorities.

Debriefing: focus the debriefing on how participants felt as mayor, what they felt when they realised that wanting to do something is not enough but also on what they learned about the role of the mayor and of other institutions and thus what one can realistically expect from them

# Making decisions in a democratic way

## Objectives

- ▶ Understanding the benefits of democratic decision making.
- ▶ Raising awareness of the fact that procedures need to be agreed on before decisions are made.
- ▶ Learn to use a tool for prioritising among several issues.

## Time

45 minutes.

## Resources

Flip chart and markers; a ballot box and pieces of paper for the voting process.

## Procedure

Present to participants the following three possibilities or voting procedures for choosing the most important issue for the group to focus on:

- ▶ one person–one vote, and the issue with the highest number of votes is selected;
- ▶ one person–one vote, and the two issues with the highest number of votes go to a second round of voting;

- ▶ each participant has three votes that can be used for 3, 2 or 1 issue; the issue with the highest number of votes is selected.

Ask them if they think these options are fair and democratic and if they can propose other democratic voting ways.

Then ask the participants to use each procedure to pick one priority issue from the list previously defined. The result will probably be different with each method of voting, which makes it evident that the group will have to agree beforehand on which democratic voting process to choose. The advantages and disadvantages of each procedure should therefore be discussed. Single-round procedures might result in the selection of an issue that is considered important by a minority of group members. A two-round procedure is more demanding but might result in a higher degree of support for the selected issue.

At this stage, it is important to discuss the reasons why people support some issues rather than others. It appears useful that, before a democratic decision is made, issues are prioritised according to some objective criteria and the choice is made among those which correspond to the agreed criteria.

One way to prioritise is by using a two-dimensional matrix; for example, one dimension could be the achievability and the other could be the anticipated impact.



	Low anticipated impact	High anticipated impact
Hard to achieve with existing resources		
Achievable with existing resources		

If issues are categorised according to the four possible options, priority will be given to those that are achievable and have a high potential impact. This will bring up the need for data collection in order to define in which category to put the issues.

Debriefing – There is more than one possible democratic selection process. Each way of voting has advantages and disadvantages and the group needs to agree on the voting process beforehand. Without previous data collection and prioritisation, issues that are hard to achieve or promise little impact might be chosen.

# Reflection on power

---

## Objectives

- ▶ To distinguish between various types of power.
- ▶ To position themselves with regards to various power holders.
- ▶ To stimulate empowerment and awareness of the power the group can have if working as a team.

## Time

45 minutes.

## Resources

Flip chart and markers.

## Procedure

The trainer gives example of situations where various types of power are visible and asks participants to contribute with their own examples.

Power over ...

Power with ...

Power to...

Power within ...

For the next step, participants are asked the return to some of the questions discussed earlier.

- ▶ Who can influence public agenda and how?
- ▶ What rights, roles, and responsibilities do citizens have in a democratic society?
- ▶ Who has the power to influence decisions at local level and how does it work?
- ▶ What are the duties of public administrations towards citizens?
- ▶ What can citizens do to influence decisions at local level?

Then discuss, in connection to specific situations pointed out by participants, issues related to:

- ▶ legitimate power and authority;
- ▶ balance of powers;
- ▶ powerlessness and empowerment.



# Ladder of discounting and awareness

## Objectives

- ▶ Provide a tool for individual and group reflection and for raising awareness of the obstacles which must be overcome in order to engage in a constructive approach to problems.
- ▶ Use the tool to check at various stages how the group as a whole or some group members react to specific problems encountered in the process.

## Time

20 minutes.

## Resources

Flip chart with the ladder written clearly on it, displayed in a visible place.

## Procedure

Introduce the ladder by giving an example of possible reactions to a specific situation members of the CAG are familiar with. Answer clarification questions and ask for additional examples illustrating different positions on the ladder:

1	There is no problem	Denial
2	There is a problem but the problem is not so important	Discounting the importance of the problem
3	There is a problem, it is important, but there is nothing that can be done about it	Discounting the possibility of change
4	There is a problem, it is important, but we cannot do anything about it	Discounting own capacity to produce change
5	There is a problem, it is important, we should do something about it	Awareness of change potential
6	What needs to change? What needs to change? Who can contribute to change? What we need to contribute to change? How we can obtain what we need? How are we going to proceed?	Constructive approach to the problem



Keep the poster as a reference for future situations when various levels of discounting emerge from the group.

# Strengths of our group

## Objectives

- ▶ Raising awareness of how the different ways of thinking and behaving in the group can complement each other and generate more strength.
- ▶ Continuing the group-building process by generating a feeling of togetherness in diversity.
- ▶ Improving mutual knowledge of group members by confronting self-perception with perception of others.

## Time

30 minutes.

## Resources

Paper featuring the words “feeling”, “doing”, “thinking” and “watching”, as well as arrows; tape with which to stick the papers to the floor.

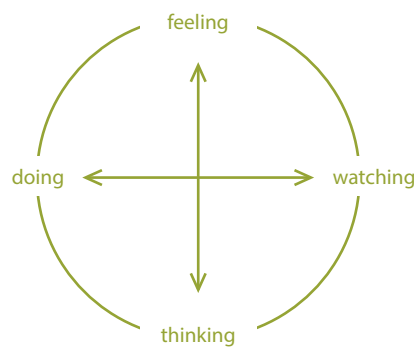
## Procedure

The activity consists of three phases.

## INTRODUCTION

People have different ways of learning and behaving in a group. One way of analysing these differences is by using the diagram below inspired by the model of learning developed by Kolb (Kolb, 1984).

- ▶ Some people prefer to watch rather than do, tending to gather information and use imagination to solve problems. They are best at viewing concrete situations from several different viewpoints.
- ▶ Some people’s learning preference is for a concise, logical approach. Ideas and concepts are more important for them than people. People with this style are more attracted to logically sound theories than approaches based on practical value.
- ▶ Some people can solve problems and will use their learning to find solutions to practical issues. They prefer technical tasks, and are less concerned with people and interpersonal aspects. They are best at finding practical uses for ideas and theories.
- ▶ Others rely on intuition rather than logic. These people use other people’s analysis, and prefer to take a practical, experiential approach. They are attracted to new challenges and experiences, and to carrying out plans. They commonly act on “gut” instinct rather than logical analysis and they will tend to rely on others for information than carry out their own analysis.



## WHERE IS OUR POSITION?

Create the diagram on the floor by using several sheets of paper and ask group members to position themselves according to the way they see themselves as behaving usually. Of course, in various situations the same people may behave differently but there is usually a predominant tendency or a combination of tendencies. When all group members have chosen their position on the diagram, ask them to give examples of concrete situations when they behave in the way indicated by their position. The other group members are

asked to confirm or contradict by giving alternative examples of situations when they interacted with the respective colleague.

## DEBRIEFING

---

Ask participants to reflect on the following questions.

- ▶ How are group members distributed in the diagram? Is it a balanced distribution? Are there options less covered than others?
- ▶ Was there a difference between how some participants perceive themselves and how they are perceived by peers?
- ▶ What is the advantage for the group of having such diverse members?
- ▶ What are the challenges that need to be overcome to make a diverse group work?
- ▶ How can group members take over tasks that correspond best to their preferred behaviour and learning style?

In conclusion, it is important to be aware of the differences within the group, to assign tasks that allow members to use their individual strengths and to see the way group members complement each other as strength of the group.

# Stages of group development

## Objectives

- ▶ Understand that all groups go through various stages in their evolution.
- ▶ Prepare the group for addressing problematic situations.

## Time

30 minutes.

## Resources

Flip chart with the stages of group development drawn clearly.

## Procedure

Introduce briefly, by using simple language, the model of group development proposed by Tuckman (Tuckman and Jensen, 1977), consisting of the following stages:

### FORMING

This is a stage characterised by the enthusiasm of group creation, by the discovery of the other members and of what the group is about, and by the tendency to be accepted in the group. Conflict and expression of feeling are usually avoided. A lot of time and energy is spent on general planning. The team meets and learns about the opportunities and challenges, and then agrees on goals and begins to tackle the tasks.

### STORMING

Gradually, team members open up to each other and confront each other's ideas and perspectives. Conflicts, tensions and differences of opinion and interests emerge. In some cases, storming can be resolved quickly. In others, the team never leaves this

stage. The maturity of some team members usually determines whether the team will ever move out of this stage. The storming stage is necessary to the growth of the team.

### NORMING

The team manages to have one goal and come to a mutual plan for the team at this stage. Some may have to give up their own ideas and agree with others to make the team function. In this stage, all team members take responsibility and have the ambition to work for the success of the team's goals. The danger here is that members may be so focused on preventing conflict that they are reluctant to share controversial ideas.

### PERFORMING

Only some teams reach the performing stage. They find ways to get the job done smoothly and effectively, managing conflicts in a constructive way. The team members are now confident, competent, autonomous and able to handle the decision-making process. Dissent is expected and allowed as long as it is channelled through means acceptable to the team.

Questions to the group:

- ▶ Do these stages correspond to the evolution of the CAG so far?
- ▶ Where is the group now?
- ▶ How can group members increase the chances that the group reaches the performing stage and remains in this stage as long as possible?

Conclusions: every group passes through difficult moments and it is up to members to decide together how to overcome challenges and function in a way that brings expected results while providing personal satisfaction for its members.



# Tackle problems – find solutions as a team

## Objectives

- ▶ Raise awareness.
- ▶ Use the tool to check at various stages how the group as a whole or some group members react to specific problems encountered in the process.

## Time

45 minutes (15 minutes of group work and 15 to 20 minutes debriefing followed by input on leadership).

## Resources

Coloured pieces of paper with brief descriptions of the problems affecting the local Roma community

(resulting from previous discussions, not necessarily the ones identified as priorities); flip chart paper; markers.

## Procedure

### SOLUTIONS TO A PROBLEM

In groups of four or five, the participants should be challenged to mobilise, deliberate and decide on finding a solution to a pre-defined problem. One problem statement is handed to each of the groups/teams. The participants are informed that they need to come up with as many solutions as possible to the problem stated, within the given time frame: "the longer the list, the better!"

*Problem statements (examples which can be replaced by others which are relevant for the local context).*

**Many Roma children do not attend kindergarten**

**Inhabitants of the neighbourhood have difficulty travelling to and from work every day**

**Roma women cannot register officially their income-generating activities because they did not complete basic education**

**Migrant Roma/Roma returning from migration are not able to access health-care services because they lack the required documents**

## REFLECTION ABOUT TEAMWORK

After about seven minutes of discussion about possible solutions, the process is stopped and the members of each team are asked to reflect on how they positioned themselves within the team and how their behaviour influenced the dynamics of the group/team while performing the previous task.

The following aspects should be addressed:

- ▶ process vs. performance;
- ▶ methods of team mobilisation;
- ▶ facets of communication when making decisions/solving problems;
- ▶ roles being assigned/taken by the team members;

- ▶ different facets/types of “leadership” exercised;
- ▶ the way in which the group/team gels and the challenges it has to overcome to reach its aims;
- ▶ manner of dealing with disagreements/conflicts.

## DEBRIEFING

Although the task was initially focused on specific content (the problem), the debriefing will only be about the group interaction and teamwork process.

The teams come back and place the flip chart paper in visible places for all participants to see. Each team’s designated “spokesperson” briefs the audience about the process experienced. All the other members of the team should contribute to the debriefing.

The participants will be encouraged to reflect upon the roles they had in the groups and explore the

shared leadership dynamics. The following questions will be asked to each team.

- ▶ How did the entire process feel? Are you happy with the results?
- ▶ Did you have a strategy?
- ▶ Did teamwork play a role or were certain individuals controlling the process?
- ▶ Has anyone’s idea of a solution been rejected? Did you feel helpless at times? Why? What did you do to change that feeling, if you did change it?
- ▶ How did you perceive the leadership in the team? Did someone take on a leadership role or was there shared leadership?
- ▶ How would you identify your role in the team? How do you feel about your own contribution to the exercise?
- ▶ Where there any challenges/constraints to working together?

## INPUT ON LEADERSHIP AND TEAMWORK, FOLLOWED BY A GENERAL DISCUSSION

Prepare and share with the group a presentation based on the information below. Adapt as necessary according to the needs of the participants.

### *The story of wild geese*

*While flying, every wild goose creates behind it a flow of air that helps another goose flying right behind it to maintain its body in the air more easily. That is why geese always fly in a V-shape formation. This shape creates 71% more carrying capacity than if the birds were to fly on their own or further apart from one another.*

*When the goose leading the formation gets tired, it goes to the back, letting another more rested goose take its place and lead the group.*

*The geese in the group encourage (cheer) the goose in front with loud and frenetic sounds.*

*When one of the geese is sick or wounded, two other geese leave the formation to escort it to the ground and help it find a safe place. They stay with the sick or wounded goose until it regains its strength and is ready to fly again. Or until it passes away...*

Leadership refers to a process through which a person can influence a group of individuals to reach a common objective.

However, it does not have to be the same leader all the time; leadership can switch between individuals according to circumstances. Also, leadership can be defined as any person taking some form of responsibility in any given situation.

Classic leadership	Shared leadership
<ul style="list-style-type: none"> <li>▶ Displayed by a person's position in a group or hierarchy.</li> <li>▶ Leadership evaluated by whether the leader solves problems.</li> <li>▶ Leaders provide solutions and answers.</li> <li>▶ Distinct differences between leaders and followers: character, skill, etc.</li> <li>▶ Communication is often formal.</li> <li>▶ Can often rely on secrecy, deception and pay-offs.</li> </ul>	<ul style="list-style-type: none"> <li>▶ Identified by the quality of people's interactions rather than their position.</li> <li>▶ Leadership evaluated by how people work together.</li> <li>▶ Everybody works to enhance the process and to make it more fulfilling.</li> <li>▶ People are interdependent. All are active participants in the process of leadership.</li> <li>▶ Communication is crucial with a stress on "conversation".</li> <li>▶ Values democratic processes, honesty and shared ethics. Seeks a common good.</li> </ul>

## THE TEAM

A team is a group of people who share a common goal and are committed to working together to achieve it. (As opposed to a "simple" group, which is just a collection of individuals with no common goal.)

A good team should have regular meetings, practise openness, be honest, welcome positive constructive criticism, be motivated, foster an encouraging climate and be supportive of each other.

Teams can be:

- ▶ homogenous – composed of people with similar experience and knowledge;
- ▶ heterogeneous – composed of people with different experiences and knowledge.

What does a team need to function?

- ▶ Clear strategies to attain the goals.
- ▶ A transparent take on tasks.
- ▶ Must be well informed and with a clear idea of the available resources.
- ▶ Strong team spirit and constructive conflict resolution.
- ▶ Respect for differences, strengths, weaknesses and mutual trust.
- ▶ Open communication.
- ▶ Transparent rules for collaboration.
- ▶ Attention to process and content.
- ▶ Knowledge and skills to fulfil the tasks.

## Recognising problematic team members

- ▶ The hesitant one
- ▶ The monopoliser
- ▶ The "voice of experience"
- ▶ The "argument giver"
- ▶ The non-listener
- ▶ The "ideas destroyer"
- ▶ The unhappy one
- ▶ The rigid one
- ▶ The hostile one
- ▶ The angry one
- ▶ The negativist
- ▶ The "clown"
- ▶ The demonstrative one
- ▶ The "tangential" one

## Team members – Team players

Good team members:

- ▶ are concerned about and committed to the common purpose of the work;
- ▶ are enthusiastic and optimistic;
- ▶ are proactive, creative, flexible and open-minded;
- ▶ can devote time to the initiative;
- ▶ respect the values, beliefs and opinions of others;
- ▶ relate to and interact effectively with individuals and groups;
- ▶ are willing to co-operate to reach common goals.

## COMMON TRAITS OF TEAM MEMBERS SHARING THE LEADERSHIP OF THE TEAM

---

- ▶ Self-awareness, self-knowledge (individuals with a clear sense of who they are and where they come from; comfortable with their origins – family, class, gender, ethnicity, social status, religion, etc.) and self-disclosure (the ability to communicate in an appropriate way to other elements about themselves, their past/current situation, beliefs, etc.).
- ▶ Aware of own qualities and limits/willing to improve.
- ▶ Confidence (in the constructed vision, in the capacity to find solutions and in those with whom the set objective will be achieved).
- ▶ Determination/commitment.
- ▶ Will to accomplish the set objective(s).
- ▶ Sustained motivational power; optimism/INSPIRE FOR ACTION!
- ▶ Integrity/honesty: honest, fair, candid and forthright – “treat everyone in the same way you would want to be treated”.
- ▶ Social skills.
- ▶ Supports and facilitates the work of the team.
- ▶ Contributes to an environment that encourages/values participation.
- ▶ Communicates with the other members of the team (through communication channels based on trust).
- ▶ Empowers and enables fellow members of the team; shares knowledge with the team.
- ▶ Creativity and intuition.
- ▶ Persuasion abilities

**Democratic/shared leadership fosters a belief in democratic principles and processes like self-determination and participation. For such leadership to develop, attention should be paid to the following.**

- ▶ Ownership – Problems and issues need to become a responsibility of all, with proper chances for people to share and participate.
- ▶ Learning – An emphasis on learning and development is necessary so that people can share, understand and contribute to what is going on.
- ▶ Sharing – Open, respectful and informed dialogue is crucial.
- ▶ Gender equality.

- ▶ Equality of group members and democratic decision making.
- ▶ Effective communication mechanisms among group members.

### **Decentralised teams communicating effectively**

- ▶ Shared leadership calls for true collaboration so that partners work together to co-ordinate and agree upon planning, implementation, evaluation, advocacy, and decision-making responsibilities.
- ▶ Deliberation needs to be exercised – weighing up situations and coming to an understanding of the situation, then reaching a decision. This process requires:
  - constructive participation
  - facilitation
  - the maintenance of healthy relationships
  - a positive emotional setting.
- ▶ Instead of one or two people making decisions alone, teams make decisions by consensus after all participants have voiced their opinions and support for the task.
- ▶ Developing environments for reflection/ways of “being in conversation” that allow answers/solutions to surface. This type of horizontal leadership puts value on individuals who respect others and their opinions, even when they differ.
- ▶ Overcoming prejudice and antipathies, avoiding harsh judgments, learning not to impose ideas on others, accepting diversity, controlling anger, seeing the positive in others, recognising talent and forgiving.
- ▶ Team synergy does not mean that everybody agrees on everything. It means that because members have learned to value and respect each other they can contribute to the process and produce a result which all can appreciate as their own.

### **In the discussion, ask group members to:**

- ▶ think about situations in which groups functioned well as teams with shared leadership (from their own experience, from stories they heard, from movies, etc.);
- ▶ reflect on the leadership in their group;
- ▶ identify measures and decisions the group could take to improve its functioning as a team.



# Conflict management

---

## Objectives

- ▶ Developing basic conflict-management skills.
- ▶ Developing ability to analyse conflicts.
- ▶ Understanding what mediation is and how it can be used to address conflicts.

## Time

One hour and 30 minutes.

## Resources

Video projector, screen and computer, and slides containing the key information or flip chart paper already prepared with the diagrams and the information below.

## Procedure

The activity will be divided into two parts, the first on analysing conflict and the second on mediation of conflicts.

### PART 1

---

Present the iceberg model and ask participants to think about a situation of conflict in their life or a situation of conflict involving other people but about which they have enough information to analyse. In pairs, ask participants to identify the positions, interests and needs of the parties involved in the conflict. Participants then share their analysis by explaining who was involved in the conflict, what the positions of the parties were and what were the needs and interests of the parties. Depending on the size of the group, you may have all or only some of the participants present. Stop when it is clear for all how to distinguish between the positions (visible elements) and the needs and interests (possibly hidden).

### PART 2

---

Introduce the diagram which locates mediation among other conflict-management strategies and explain the key features of mediation. Present also the steps of a mediation process. Use the fishbowl technique to role-play two or three of the cases of conflict analysed earlier, with different people playing the role of the mediator. If time allows and if there are the technical means available, the most effective way is to film the role-play and then analyse it with the participants.

The debriefing should focus on how CAG members can use mediation for addressing conflict situations and on how the principles of mediation also apply to the interaction between the CAG and the local authorities.

## VISIBLE AND INVISIBLE ELEMENTS IN A CONFLICT

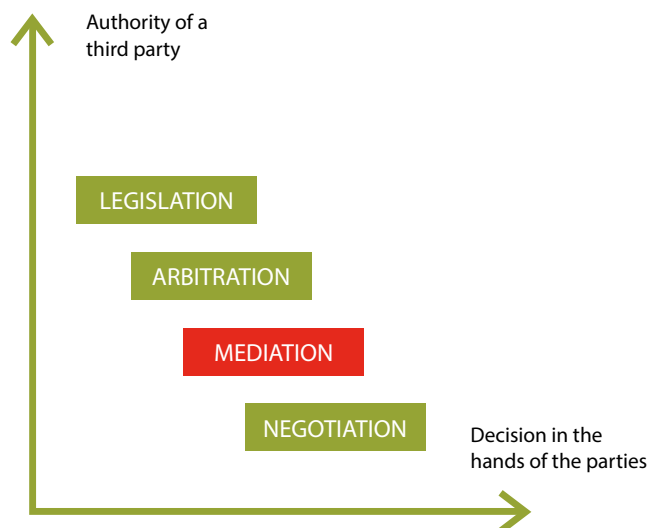
In any conflict, there are visible and invisible elements. They can be represented as an iceberg.

Only positions are often expressed in a visible way, but underneath them there are interests and needs.

A key element of the conflict-management process is bringing the invisible elements to the surface.



## MEDIATION IN THE CONTEXT OF CONFLICT-MANAGEMENT STRATEGIES



### **Mediation**

Involves a “neutral third party” – the mediator.

It has to be accepted or even requested by both parties.

The mediator does not decide on the solution but helps parties to reach consensus. The mediator will focus on balancing the status of parties during the interaction.

### **A six-step approach for mediating conflicts**

With the support of the mediator, the parties:

1. identify positions and interests;
2. define the problem;
3. formulate possible solutions;
4. analyse solutions (if needed, go back to step 3);
5. choose a solution;
6. evaluate the solution and revise it if needed.

### **How to achieve solidarity solutions**

Go back to the needs of each party

Recognise individual and group differences

Show openness to adapting one’s own position based on information and attitudes perceived during interaction with the opposing party

# Mapping key stakeholders

## Objectives

- ▶ Introduce a simple tool for identifying and categorising key local stakeholders.
- ▶ Use the tool to prepare the ground for the advocacy plan.
- ▶ Raise awareness of the diversity of positions of various stakeholders and of the potential to build additional support and mobilise existing support for improving the situation.

## Time

45 minutes.

## Resources

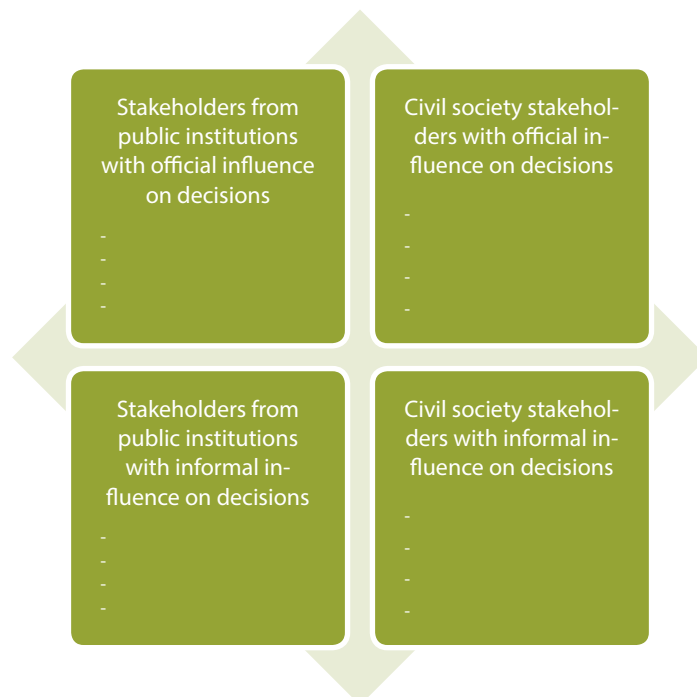
Four sheets of flip chart paper with titles prepared as in the diagram below, displayed in a visible position but also accessible to participants; sticky dots

of five colours; one flip chart sheet with the colour code marked clearly; empty flip chart sheets and markers.

## Procedure

Explain that the goal of the activity is to identify and categorise the people, institutions or organisations that can influence decisions at local level, in order to learn who can support the CAG and who can be targeted for advocacy processes.

Explain the difference between institutions and civil society and between formal/official and informal/unofficial influence. Ask participants to list some of the most important stakeholders for each of the four categories in the diagram. Keep on the list only those stakeholders who potentially have significant influence.



Distribute to each participant a set of sticky dots of different colours and present the colour code below. Ask participants to stand up and use their dots to mark the stakeholders on the four lists with the colour which they think corresponds best to the attitude the respective stakeholders have to taking action for Roma inclusion.



<b>Supporters</b>	ready to support an intervention to improve the situation of the Roma community
<b>Passive supporters</b>	would approve of measures for Roma inclusion but not in an active way
<b>Passive opponents</b>	would disapprove of measures for Roma inclusion but would not do anything against them
<b>Opponents</b>	would disapprove of measures for Roma inclusion but would not do anything against them
<b>Unknown/unclear</b>	stakeholders about which there is not enough information or information is contradictory

Review the results with the group. If there are stakeholders labelled with different colours, this means that group members have different perceptions about their attitudes. Discuss these situations and if no agreement is reached, mark them with blue for further clarification.

Explain that the results obtained might be amended when additional information becomes available and that this will be used for developing the advocacy plan.

# The GROW+ model

---

## Objectives

- ▶ Introduce and use a tool for participatory planning, based on the GROW model.
- ▶ Use the tool to identify the key elements of the proposals to be addressed by the CAG to the IWG.

## Time

Two hours.

## Resources

Flip chart and markers. Flip chart sheet prepared with the structure of the GROW+ model.

## Procedure

Present the model with its components and discuss the advantages of identifying what needs to be done to achieve the goal based on an analysis of the reality, of the obstacles and of the various options available.

Use the model step by step with the group and stop whenever additional explanations are necessary. Explain that the model is useful both for the CAG to identify the proposals to address to the IWG as well as for the joint meeting with the IWG.

During debriefing, also insist on the advantages that this tool has for channelling the discussion in a constructive way (avoiding complaining, blaming, passivity, etc.) and for favouring the formulation of realistic and effective measures to achieve the goal.

## PLANNING WITH GROW+

---

GROW = a model used to structure planning, also very useful in the implementation phase

- ▶ **G** = Goal
- ▶ **R** = Reality
- ▶ **O** = Obstacles (and also Options)
- ▶ **W** = Way Forward.

We suggest using GROW+ as a tool for a participatory planning process, facilitated by the mediator and involving relevant stakeholders from the Roma community.

## GOAL

---

What do we want to achieve?

Goals are also known as objectives, key results, targets, performance outcomes, etc. Goals should be SMART:

- ▶ Specific (clear and well defined)
- ▶ Measurable

- ▶ Achievable
- ▶ Relevant
- ▶ Timely (include time limits and/or deadline).

## REALITY

---

- ▶ Examine the current reality: describe the starting position.
- ▶ The gap between goal and reality = the work that is to be done.
- ▶ Understand the data collected during the initial assessment.
- ▶ Questions:
  - What is going on right now that illustrates that we have an issue or a problem?
  - What is happening, what is missing from the current situation?
  - What is happening now that is good and that should be preserved to contribute to achieving the goal?
  - What has been done so far to improve things?
  - What were the results from doing these things?
  - What resources are available?
  - What other resources will be needed?
- ▶ Finally, look back to the goal: is it still relevant? Make any changes or adjustments, if needed.

## OBSTACLES

---

- ▶ There will almost certainly be obstacles stopping you getting from where you are now to where you want to be.
- ▶ Define the obstacles as factually as possible, avoiding judgments about the situation.
- ▶ Include any obstacles that stand in your way. At this stage, do not consider ways to overcome them. Think of this as an exercise for someone else.
- ▶ What obstacles or possible barriers are in your way that prevent or hinder you from moving forward?

## OPTIONS

---

- ▶ Analyse the possibilities for moving towards the goal, taking into account the obstacles identified.
- ▶ There are often many different ways to get to where you want to go, and a creative “options” approach can lead to some very useful ideas.
- ▶ Start with strategic, big-picture, overall approaches and then descend into the tactical and operational detail.
- ▶ Options are about what you can do, not necessarily about what you will do.
- ▶ Think of 10 ideas, even if some of them appear too outrageous or impossible.
- ▶ Some of the questions you can ask include:
  - How could we go about doing this?
  - How else could we go about doing it?
  - What could go wrong with that approach? What are the risks of each option?
  - How long would it take?
  - What resources and expenditure would be needed?
  - What criteria will you use to select the main option?
- ▶ Options should include both what CAG members can do and what they expect representatives of public institutions to do.

## PRIORITISE OPTIONS



	Impact		Action (Who should do what?)
	Low anticipated impact	High anticipated impact	
Hard to achieve with existing resources			
Achievable with existing resources			

## WAY FORWARD

- ▶ How can we get everyone involved and motivated
- ▶ Questions that can help include:
  - Are you ready for this? Do you find this rewarding from a personal/professional perspective?
  - Is there anything stopping you from committing wholeheartedly to this?
  - Who else do you need to get support from?
  - What would help as a reward for completion?
  - How would you proceed to ensure both the commitment of group members and the effectiveness of your action towards the goal?

## THE LIST OF PROPOSALS

- ▶ As a result of this process, the CAG will have a list of concrete proposals, supported by arguments, for things that institutions and citizens can do to improve the situation at local level

# Challenges of communication

---

## Objectives

- ▶ To develop communication skills.
- ▶ To understand what factors facilitate successful communication.
- ▶ To develop communication awareness.

## Time

20 to 30 minutes, including debriefing.

## Resources

For each participant: one envelope with pieces of paper in different shapes and colours; white A4 paper; sets of coloured pens (one for each participant) or simple pens or markers.

## Procedure

Participants are organised into pairs, who sit back-to-back. One member of each pair is given an envelope with pieces of paper of different shapes and colours. The other member gets a white sheet of paper and coloured pens. The first member of the pair will use the pieces of paper in the envelope to build a complex shape. Then, she/he will describe to her/his partner the shape. The partner will have to reproduce the shape on the sheet of paper, based on the description given, but without seeing the shape which is described. At the end of the exercise, the original is compared with the drawing.

## Alternative versions

---

- a. A simpler version of the exercise can involve giving the same set of pieces of paper to both partners. In this case, the shape is reconstructed by positioning the pieces of paper, not by drawing.
- b. All participants get an empty sheet of paper and are asked to draw a complex shape based only on geometrical shapes. Partners take turns in reproducing each other's drawings.

Based on the exercise, the trainer asks participants to reflect on the communication process

- ▶ Was the communication effective?
- ▶ What challenges appeared?
- ▶ What facilitated the communication?
- ▶ The trainer gathers ideas expressed and insists on the importance of explicit and specific communication, together with active listening.



# Public speaking skills

---

## Objectives

- ▶ To develop public speaking skills.
- ▶ To understand why it is important to prepare before speaking in front of an audience.

## Time

One hour.

## Resources

Handouts, one containing suggestions for successful public speaking and the other a list of potentially disruptive reactions. Optional: videos of short speeches showing good or poor public speaking skills. You can also choose videos with a significant message for the group.

## Procedure

Present the six suggestions for successful public speaking (handout 1, below) and answer clarification questions. If possible, present and analyse with the group some video materials.

Introduce the list of 12 disruptive forms of behaviour (handout 2, below).

Ask each participant to:

- ▶ prepare a two-minute speech on a topic resulting from the work of the CAG for an audience consisting of municipality employees and policy makers;
- ▶ pick one typical disruptive form of behaviour and prepare to illustrate it (each participant should take a different type of behaviour, unless the group is larger than 12, in which case several individuals will take on the same).

Taking turns for each role, participants will each make their speech, while one member of the group will display a disruptive behaviour, another will keep the time and stop the speaker after two minutes and the others will observe the public speaking skills. After each speech, two participants will be asked to give constructive feedback. Explain clearly what constructive feedback is and give some examples.

## Debriefing

Ask participants how they felt when speaking in front of others and when facing disruptive behaviour. Comment on the performance of participants, pointing out the good parts and what needs improvement.

Ask participants to continue to practise, individually, in pairs or as a group. Advise them to record themselves, if possible, and watch their practice speech, or analyse the public speaking of others.

Draw attention to the fact that during such meetings not only is what is said important but also how it is said.

Discuss some of the best ways to react to disruptive behaviour.

## HANDOUT 1

---

### Suggestions for successful public speaking

1. **Plan appropriately:** think about who will be in the room when you speak (see also the typology in handout 2 below); prepare your speech; make sure you are comfortable with the topics you will speak about and ask colleagues for clarifications if needed.
2. **Practice:** take your time and repeat what you plan to say, either alone in front of the mirror or in front of colleagues (this has the advantage of allowing feedback and suggestions for improvement from colleagues).
3. **Engage with your audience:** maintain eye contact; find ways to stimulate the audience into relating to what you are saying.
4. **Pay attention to body language:** consider dressing in an appropriate way; make sure your body expresses openness and a positive attitude towards the audience; maintain an appropriate tone of voice.
5. **Think positively/cope with nerves:** maintain a positive attitude even if the reaction of the audience is not as expected; do not lose your temper.
6. **Stay on time:** speaking for too long may reduce the chances of your message being well received by the audience; it is much better if you keep to the time allocated.



## HANDOUT 2

---

When preparing for the meeting, be ready to react to different types of attitudes that you can expect to encounter. Here are some types of behaviour and attitudes for which you should be prepared.

1. The blamer (Roma always receive...);
2. The complainer (Roma do not behave in a civilised way, do not want to work...);
3. The racist (there is nothing you can do about them, let's destroy the Roma neighbourhood);
4. The orders giver (Roma should do this/that...);
5. The denier (there is no difference, all people are poor, not just Roma);
6. The opportunistic politician (if Roma will vote for me, I will solve their problems);
7. The paternalist (they are helpless, we must take care of them);
8. The "no money" person (it's crisis, no money to invest or change something);
9. The projects writer (we should do a project on Roma);
10. The avoidant (I do not want to get involved in this);
11. The negotiator (let's listen and see if we can reach an agreement);
12. The pessimist (all this has been tried before and it did not work);



# Evaluation with the CAG

---

## Objectives

- ▶ Support the group in reflecting on the outcomes of the current cycle of the process.
- ▶ Set the basis for future action of the CAG.
- ▶ Develop skills and attitudes needed for a sustainable mechanism of reflection and evaluation within the CAG.

## Time

Two hours to one day, depending on the local context.

## Resources

Handouts and/or slides with the key conclusions of the joint meeting with the IWG. The list of the phases (agenda) should be clearly written on a flip chart sheet.

## Procedure

The process should be structured into several distinct phases.

- ▶ **Explaining the process to participants and agreeing on basic rules** (such as speaking openly but using the principles of constructive communication, to allow for a balanced participation of all, to avoid blaming and bilateral exchanges and to encourage constructive feedback and critical reflection with the aim of improving the situation and the relationships in the future, etc.). At this stage it is useful to agree with participants on what should be done if someone does not respect these rules. Make it clear that it is useful for participants to stay throughout all these phases and not leave in the middle of the process.
- ▶ **Analysing the process:** considering what was done and how participants perceived the activities, and how they felt in different key moments (during CAG meetings, while implementing the activities, during meetings with the IWG, etc.)
- ▶ **Analysing the outcomes:** looking at what has been achieved, in terms of changes in the situation and attitudes, as well as the promises made for future measures or action. For this a list of the conclusions of the joint meeting or the local development plan should be made available.
- ▶ **Identifying conclusions** which are useful for planning the future: what elements resulting from the evaluation should be taken into consideration by the CAG in order to improve the way it works, to respond better to the expectations of the community and to obtain better results from the interaction with local authorities? Ask the group what they want to make public, what and how to communicate to community members and what and how to communicate to the IWG. These decisions should be taken by consensus and this might require time.
- ▶ **Reflecting on the evaluation process itself:** to what extent was it perceived as being useful and how it can be improved in the future?

Depending on the time available, a time frame needs to be defined for each phase, in order to make sure that the group can go through the whole process. If one phase is dealt with quicker than anticipated, move to the next one. Indicate to the group at each step where they are in the process. If needed, take small breaks between the phases. Make sure that the key conclusions are written in order to be used for further planning.

Part III

## **Tools and resources**

---

3.2 Tools for working with  
local authorities



# Participatory democracy and the ladder of participation

---

## Objectives

- ▶ Clarify the difference between classic representative democracy, participatory democracy and inclusive participatory democracy.
- ▶ Understanding the benefits of participatory democracy.
- ▶ Distinguishing between authentic and pretend participatory democracy.
- ▶ Stimulating reflection on participatory mechanisms and practices at local level.

## Time

One hour.

## Materials

Video projector, screen, computer, slides with diagrams and ladder of participation; handouts showing the ladder of participation; flip chart and markers.

## Procedure

Introduce the difference between representative democracy and participatory democracy. Then add the comparison between participatory democracy and inclusive participatory democracy.

Ask participants to reflect in groups about the participation situation of citizens in their municipality. Are citizens participating? Are Roma citizens consulted? Are they involved in any decision-making process?

Introduce the **ladder of participation**.<sup>10</sup> Start by describing the steps of the ladder from the bottom up. Give examples illustrating each step.

Ask participants to reflect again on the participation situation in their municipality.

- ▶ Are there differences compared to the previous analysis?
- ▶ Are there situations of false representation or of manipulation?
- ▶ Are there situations in which it is not possible or desirable to have decisions influenced by citizens?
- ▶ Were there situations where different groups of citizens pushed for different, even contradictory, solutions or decisions? How were they managed?
- ▶ What is needed in order to ensure at local level a better participation of all citizens and of Roma citizens in particular?

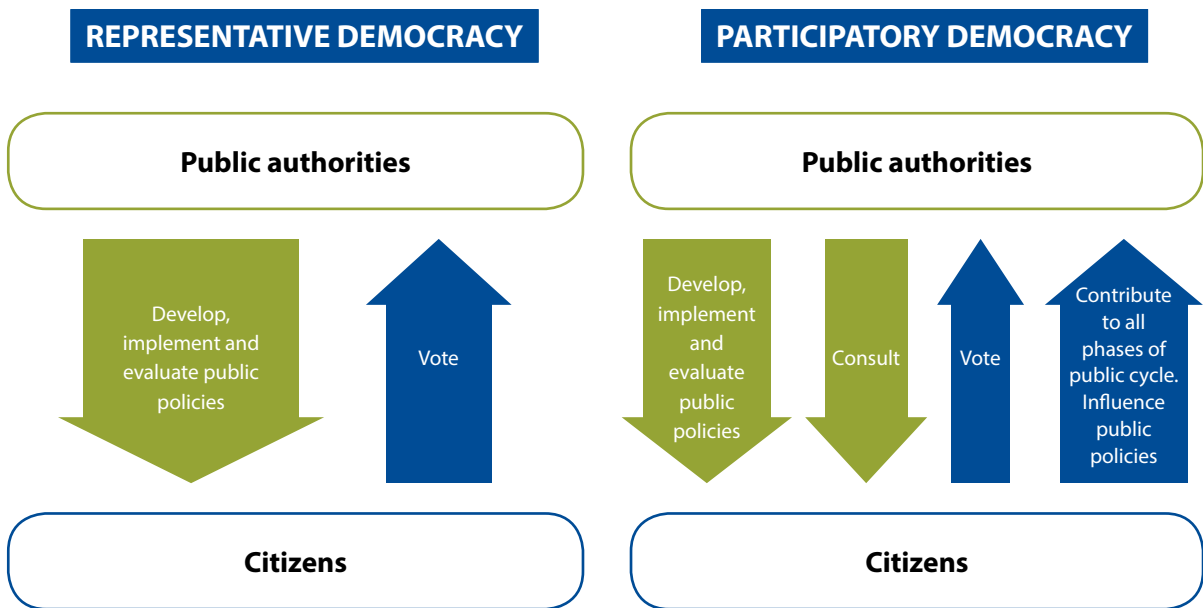
---

10. CAG11 – Ladder of discounting and awareness

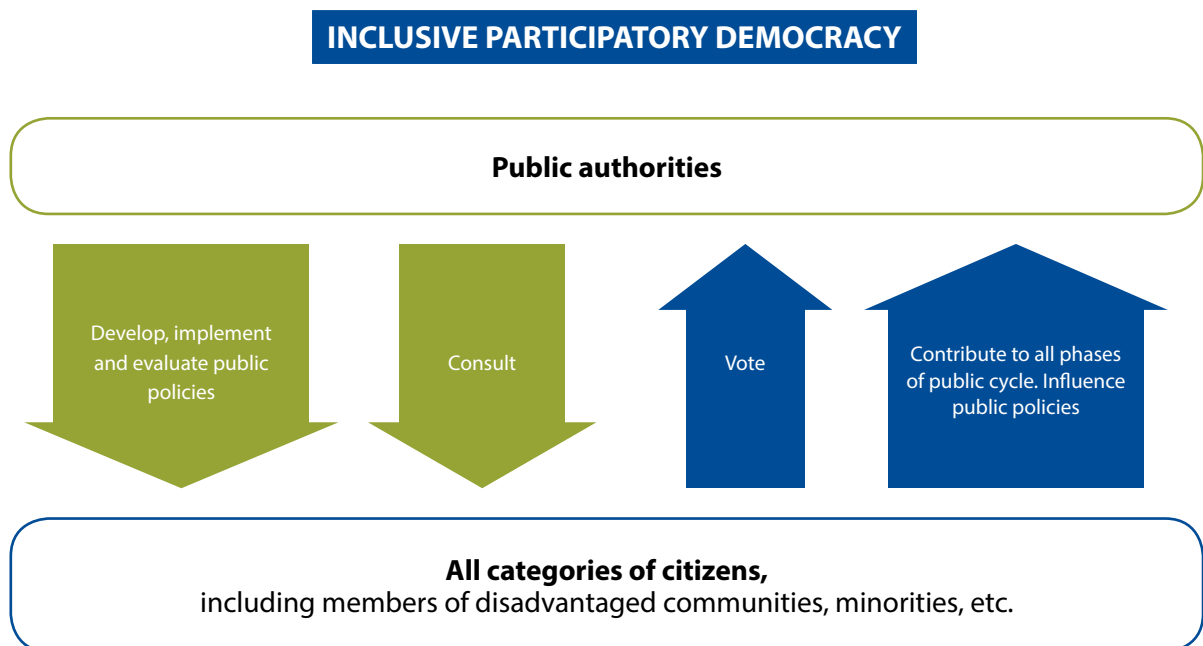
## COMPARING REPRESENTATIVE DEMOCRACY, PARTICIPATORY DEMOCRACY AND INCLUSIVE PARTICIPATORY DEMOCRACY

In a classic representative democracy, citizens have a responsibility to vote in elections, while elected representatives take full responsibility for the creation, implementation and evaluation of public policies. If the result is not satisfactory, citizens can hold policy makers to account at the next election.

In a participatory democracy, besides voting in elections, citizens also have the opportunity to participate and influence all stages of the public policy cycle. On the other hand, policy makers have a responsibility to consult citizens when making decisions, drafting or implementing public policies.



In an inclusive participatory democracy public authorities pay attention to ensuring actual effective consultation and participation of all citizens, including members of disadvantaged groups.



## THE LADDER OF PARTICIPATION

There are different ways in which public institutions (meaning local government, education and healthcare services, etc.) engage with citizens.

<b>PARTICIPATION</b>	Citizens and/or their legitimate representatives participate in the decision-making process and form the relationship between the institutions and the beneficiaries. They are consulted on the way institutions inform beneficiaries, and on the way institutions request feedback. Their suggestions are discussed and taken into account when possible. When they cannot be accepted, this is explained and alternative options are negotiated.
<b>CONSULTATION</b>	An open consultation process is organised and citizens or their legitimate representatives are asked about how they would like the institutions to change. A decision on whether to take these suggestions into account or not is made by the leadership of the institutions.
<b>FEEDBACK REQUEST</b>	Institutions have systems for collecting feedback from citizens on the way they function (through the mediator, through questionnaires, feedback forms, etc.) but there is no indication that the opinions of citizens are taken into account.
<b>FALSE REPRESENTATION</b>	One or several members of the community are appointed as representatives and invited to consultative meetings. They have no real power to influence the decision-making process, do not consult with other members of the community and are a way for institutions to show there is token consultation with citizens.
<b>INFORMATION</b>	Information is transmitted to citizens (in various ways, including through the mediator) to make sure they know their rights, responsibilities and the services provided by the institutions. However, communication is only one way, from the institutions towards the citizens, with no interest in citizens' perspectives.
<b>MANIPULATION</b>	Meetings with community members are organised, but their real aims are: <ul style="list-style-type: none"> <li>▶ to show there is openness towards citizen's views, without taking them into account;</li> <li>▶ to provide a framework where citizens can express their frustrations (but without any practical consequence);</li> <li>▶ to persuade citizens to adapt to the way the institutions function.</li> </ul>
<b>CLOSED INSTITUTIONS</b>	The institutions function on clearly established rules (usually decided by a superior hierarchic level), without room for flexibility and without any concern for transparency or accountability.  Citizens are expected to find out about how it works and to comply with the requirements if they want to benefit from the services.





# Inclusive good governance

---

## Objectives

- ▶ Introduce the 12 principles of good governance and stimulate a reflection on how they should apply to Roma citizens and on what the actual situation is at local level.
- ▶ Identify strong points and weak points in the current situation, as a basis for the future planning of measures to increase the participation of Roma citizens in local decision making and to improve the response and accountability of local authorities.

## Time

One hour.

## Resources

Handout with the 12 principles of good governance with brief explanations; flip chart and markers.

## Procedure

The Council of Europe has identified 12 principles of good governance (as part of its Strategy for Innovation and Good Governance at Local Level). Details are available at [http://www.coe.int/t/dgap/localdemocracy/Strategy\\_Innovation/default\\_en.asp](http://www.coe.int/t/dgap/localdemocracy/Strategy_Innovation/default_en.asp).

Starting from the idea that public authorities have a responsibility to ensure respect for the rights of all citizens, including those belonging to disadvantaged groups, we can speak about principles of inclusive good governance. In the first principle, elections are deliberately not mentioned; the focus of ROMED is on participative democracy rather than on representative democracy, without diminishing the importance of open, fair and transparent elections in a democratic society.

Distribute the handout "ROMED – 12 Principles of Inclusive Good Governance applied to Roma" (below). Ask participants to pair with their neighbour and analyse how these principles apply to the situation of Roma in their municipality. The outcome of the analysis should not be of a yes/no type but should include examples illustrating each point (in a positive or negative way).

As an alternative procedure a co-operative learning technique can be used: participants can be divided up into small groups, with each group assigned an analysis of some of the principles. Then, groups can be mixed up so that all participants have the chance to learn about all the principles and reflect on how they apply in their municipality.

At the end of the exercise, a general debriefing is necessary to:

- ▶ point out which principles are best applied and which are least applied;
- ▶ have group members recognise that some principles are partially applied, or applied in some situations;
- ▶ compare how the principles are applied to Roma and to other citizens;
- ▶ identify what is needed to better apply these principles to Roma people/communities;
- ▶ ask what are the next steps to take.

## **ROMED – 12 PRINCIPLES OF INCLUSIVE GOOD GOVERNANCE APPLIED TO ROMA**

---

### **1. Inclusive participation in decision making**

- Roma are involved in all phases of the policy cycle (creation, implementation and evaluation).
- Structures emerging from the local Roma community (for example the CAG) are recognised, supported and asked to participate.
- All voices, including those of the less privileged and most vulnerable, are heard and taken into account in decision making, including during the allocation of resources.
- There is a systematically honest attempt to mediate between various legitimate interests and to reach a broad consensus on what is in the best interests of the whole community and on how this can be achieved.
- Decisions are taken according to the will of the majority, while the rights and legitimate interests of the minority are respected.

### **2. Responsiveness**

- Objectives, rules, structures, and procedures are adapted to the legitimate expectations and needs of Roma citizens.
- Public services are delivered to Roma citizens, and requests and complaints of the Roma are responded to within a reasonable time frame.

### **3. Effectiveness and efficiency**

- Activities of the institutions actually satisfy the needs of the Roma with a reasonable and fair distribution of available resources.

### **4. Openness and transparency**

- Decisions are taken and enforced in accordance with rules and regulations publicly available.
- Information on decisions, implementation of policies and results is made available to the members of the Roma community in such a way as to enable them to effectively follow and contribute to the work of the local authority (e.g. with support of mediators, regular meetings with the CAG, adapted communication procedures).

### **5. Rule of law**

- Rules and regulations are adopted in accordance with procedures provided for by law and are enforced impartially and equitably, with special attention to avoiding direct and indirect discrimination.
- When necessary, procedures and regulations are adapted to take into account the actual access of Roma to their rights.

### **6. Ethical conduct**

- Commitments, mechanisms and practices for addressing corruption and conflicts of interest exist and are known by Roma.

### **7. Competence and capacity**

- Staff, including mediators, have the knowledge and skills to understand and address the situation of Roma people and are given the opportunity to integrate this into professional practice.
- Staff are supported, encouraged and motivated to participate in activities that increase their knowledge and skills on Roma-related issues and their professional competences in general.

### **8. Innovation and openness to change**

- New and efficient solutions to problems are sought to address the situation of Roma and advantage is taken of various methods and tools available (including those proposed by ROMED2).
- There is a readiness to pilot and experiment new approaches (including the one proposed by ROMED2) and to learn from the experience of other cities.
- A climate favourable to change is created in the interest of achieving better results.

## **9. Sustainability and long-term orientation**

- There is an understanding of the historical, cultural and social root causes of the present situation of the Roma community and a long-term approach is taken to improvement, with a particular concern for sustainability.
- The focus is on supporting processes that lead to equality, active citizenship and autonomy, not on quick fixes that reproduce inequality and generate dependency.

## **10. Sound financial management**

- Roma citizens participate in the drafting of the budget and in monitoring its implementation.

## **11. Human rights, cultural diversity and social cohesion**

- Within the local authority's sphere of influence, human rights are respected, protected and implemented, and discrimination on any grounds is combated.
- Cultural diversity is treated as an asset, and continuous efforts are made to ensure that all have a stake in the local community, identify with it and do not feel excluded.
- Diversity management measures are taken.
- Social cohesion and the integration of disadvantaged areas are promoted.
- Access to essential services is provided, in particular for the most disadvantaged sections of the population.

## **12. Accountability**

- All decision makers, collective and individual, take responsibility for their decisions.
- Decisions are reported on, explained in a way that is understood by community members, and can be sanctioned.
- There are effective remedies against maladministration and against actions of local authorities which infringe civil rights.
- Accountability mechanisms are known by the Roma and they are encouraged to use them.

# The situation of local Roma community(ies)

---

## Objectives

- ▶ Raise awareness of the causes and the mechanisms which perpetuate Roma exclusion and inequality between disadvantaged Roma communities and the rest of the society.
- ▶ Reflect critically on the current situation of local Roma community(ies).
- ▶ Stimulate civil servants to learn more about the situation of local Roma and understand its background.

## Time

One hour.

## Resources

Whiteboard/flip chart, markers; handouts containing the text "Happy birthday to you!"

## Procedure

Participants are asked to describe the situation of Roma in their municipality from their perspective. Then they are asked to explain the reasons why Roma in their municipality live in such conditions. The trainer writes down the main points on the whiteboard or flip chart.

Now ask the participants to imagine a socially deprived neighbourhood in a big city abroad, where members of the majority population live as migrants and imagine that their situation is socially very bad.

Ask them to replace the word "Roma" with the name of the majority population of the country and use the same text to describe the situation of that supposed socially deprived group of immigrants. Participants are asked to evaluate if the descriptions sound pejorative and to reflect on what the difference would be in describing the reasons for social exclusion, when it is not about Roma.

After this discussion, the text written by Valeriu Nicolae, "Happy birthday to you", is read individually.

The concluding discussion should focus on the influence of the former and current environment, on the life of people and on the need to understand the root causes of the current situation, in order to think about ways to promote change.

Ask participants what their current information about the situation of local Roma is based on and how they could expand their understanding of this situation.

## HAPPY BIRTHDAY TO YOU!<sup>11</sup>

---

You are born. Your parents live on welfare, small criminality and garbage recycling. During your first years you will be used for begging and you will start with a significant development handicap due to horrific nutrition and living conditions. You will be significantly more days sick than the average child. The worst will be your first 2 years. Accordingly, your brain development will be affected and you will have a high chance for a lower than average IQ.

Garbage recycling in a very toxic environment will be your next job – starting as soon as you are 3 or 4. If you are cute, disabled or you know how to play an instrument you might escape recycling and carry on with begging in the streets for much longer. There is a significant chance you will end up on the streets, sleeping in sewage systems or in a children institution if you have too many siblings or whenever your parents end up in prison.

By 8-9 you are “eligible” to contribute to your family needs by stealing from stores. By 10, prostitution and drug trafficking seem like normal occupations. By 12 you are at a very high risk of being used by criminal gangs as you are too young to be prosecuted. Before you are 14, you are likely to consider prostitution, stealing or selling drugs as ways to make fast money and escape living on or from garbage. Most children of your age are already involved in some or all of these criminal activities.



Kindergarten – in the unlikely case you went – and then school are going to be bad experiences. You will have to deal with the fact that average children hate you, that they call you names and make fun of your limited vocabulary, hygiene, clothes and smell. Teachers will put you as far away as possible from being seen by anybody and they will say nasty things to you or at best ignore you.

You will not fit in. You will not understand the purpose of studying. The probability that there will be somebody willing to encourage you and help you with school is very small. You will be moved to different places – sometimes abroad – and you will abandon school a number of times before the educational gap between you and the average children will become, pragmatically, impossible to recover. You will grow up aggressive and illiterate.

You will witness lots of violence around you and you will think violence is part of normality. You will see prison as a prerequisite to becoming a “real” adult as many around you will be constantly going and coming out of prison. You will see lots of drugs and people abusing drugs. From time to time people you know will be killed in violent acts or by drugs.

At around 16 you will be angry and frustrated with everything around you. You will start to understand that you are in a trap and to escape it you need to go against all expectations and sometimes all odds. It will seem more realistic to you to “win the lottery” with a lucrative break-in, theft, or robbery, or by dealing drugs or trying out prostitution.

For you, success will be represented by those very few that got rich from being involved in drugs, theft and criminality; those who are uneducated like you but have a lot more money than the average citizen in your country. It is a lot more likely you will try to follow their model than going back to school for another 8 to 16 years.

There is a huge chance you will end up in prison before reaching 21. As a male there is a high chance you will be raped while in prison. As a female, by 21 you most likely are already a single mother. You are hundreds of times more likely to have been raped, been used as a prostitute, have prostituted yourself for survival, and to be HIV positive than the average girl in in your country.

You have almost no chance to integrate into mainstream society after 21. Around 90% of those like you that were sentenced once will return to prison – most of them quite soon after their first release. This will

---

11. Available at: <http://valeriucnicolae.wordpress.com/2013/08/05/happy-birthday-to-you/>

happen again and again. After coming back from prison it is very unlikely there will be anything to do for you besides garbage recycling or getting involved again in criminal activities. You are at a very high risk to become addicted to drugs or alcohol. You will live in a slum and you will have children that will follow the same cycle as you did. You will end up your life as you started it. You will depend on miserable welfare handouts, begging and garbage recycling. You will die at least 20 years younger than the average citizen of your country.

You – my dear reader – you might think that these experiences are specific to a certain minority. One that some of you hate. You are wrong. The majority of those living in the slums are poor people and not ethnic minorities. And yes, this could have happened to you.

But you are lucky. If you are reading this, there is almost no chance that you were born in a ghetto. You think that this has nothing to do with you. The idiotic policies, the incompetent bureaucrats, the corrupt politicians, those dealing with child protection, they are responsible. Some of them are indeed guilty. As are some of the parents of these children. And some of the many racists are guilty too. But YOU are the one who can change things. We can break this cycle.

# Awareness of structural inequalities between Roma and the rest of the population

## Objectives

- ▶ Raise awareness of the fact that the current situation of the Roma has its roots in deep structural inequalities.
- ▶ Stimulate a critical reflection on the stereotypes of Roma and their influence on the perception of current situation.
- ▶ Understand that a rights-based approach is needed to address the social exclusion of Roma.

## Time

Two to two and half hours.

## Resources

All the materials needed for the activity CAG7 **Take a step forward**; flip chart and markers; handouts with the simplified Universal Declaration of Human Rights; handouts with the case studies.

## Procedure

The activity consists of three parts: a reflection on stereotypes and prejudices regarding Roma, a reflection on the structural roots of inequalities and an analysis of three case studies based on human rights principles.

### REFLECTION ON STEREOTYPES AND PREJUDICES REGARDING ROMA

Participants are asked to relate 10 statements they have heard people make about Roma, Sinti or Gypsies. All should have a similar format: "Roma/Sinti/Gypsy are/do/don't ...".

The facilitator writes down the 10 statements on the flip chart. Some of the statements are likely to be connected to prejudices. The facilitator asks participants where they heard these statements.

During the second round, come back to the 10 statements on Roma and invite all participants to say what they know about each of them. The trainer completes or corrects, when necessary.

### REFLECTION ON THE STRUCTURAL ROOTS OF INEQUALITIES

Next activity: CAG7 **Take a step forward**. The debriefing of the activity will be adapted to the situation of participants who probably were not confronted with situations of exclusion and disadvantage.

### ANALYSIS OF CASE STUDIES BASED ON HUMAN RIGHTS PRINCIPLES

For the third part, invite participants to read together the simplified version of the Human Rights Declaration and to analyse the cases presented below in order to identify human rights violations (what rights, whose rights were violated and by whom).

During debriefing ask participants to reveal the most surprising things they learned during this activity and draw conclusions regarding the shared responsibility of local authorities and members of the Roma community to take action to improve the situation and insist that local authorities have a responsibility to work for improving the situation regardless of the attitudes or behaviour of the members of the Roma community. Point out also that the creation of the CAG generates a reliable partner for future co-operation in this respect.

## SIMPLIFIED VERSION OF THE UNIVERSAL DECLARATION OF HUMAN RIGHTS

---

1. We are all born free. We all have our own thoughts and ideas. We should all be treated in the same way.
2. These rights belong to everybody; whether we are rich or poor, whatever country we live in, whatever sex or whatever colour we are, whatever language we speak, whatever we think or whatever we believe.
3. We all have the right to life, and to live in freedom and safety..
4. Nobody has any right to make us a slave. We cannot make anyone else our slave.
5. Nobody has any right to hurt us or to torture us.
6. We all have the same right to use the law.
7. The law is the same for everyone. It must treat us all fairly.
8. We can all ask for the law to help us when we are not treated fairly.
9. Nobody has the right to put us in prison without a good reason, to keep us there or to send us away from our country.
10. If someone is accused of breaking the law they have the right to a fair and public trial.
11. Nobody should be blamed for doing something until it has been proved that they did it. If people say we did something bad, we have the right to show this was not true. Nobody should punish us for something that we did not do, or for doing something which was not against the law when we did it.
12. Nobody should try to harm our good name. Nobody has the right to come into our home, open our letters, or bother us or our family without a very good reason.
13. We all have the right to go where we want to in our own country and to travel abroad as we wish.
14. If we are frightened of being badly treated in our own country, we all have the right to run away to another country to be safe.
15. We all have the right to belong to a country.
16. Every grown up has the right to marry and have a family if they want to. Men and women have the same rights when they are married, and when they are separated.
17. Everyone has the right to own things or share them. Nobody should take our things from us without a good reason.
18. We all have the right to believe in what we want to believe, to have a religion, or to change it if we want.
19. We all have the right to make up our own minds, to think what we like, to say what we think, and to share our ideas with other people wherever they live, through books, radio, television and in other ways.
20. We all have the right to meet our friends and to work together in peace to defend our rights. Nobody can make us join a group if we don't want to.
21. We all have the right to take part in the government of our country. Every grown up should be allowed to choose their own leaders from time to time and should have a vote which should be made in secret.
22. We all have the right to a home, to have enough money to live on and medical help if we are ill. We should all be allowed to enjoy music, art, craft, sport and to make use of our skills.
23. Every grown up has the right to a job, to get a fair wage for their work, and to join a trade union.
24. We all have the right to rest from work and relax.
25. We all have the right to a good life, with enough food, clothing, housing, and health-care. Mothers and children, people without work, old and disabled people all have the right to help.
26. We all have the right to an education, and to finish primary school, which should be free. We should be able learn a career, or to make use of all our skills. We should learn about the United Nations and about how to get on with other people
27. We all have the right to our own way of life, and to enjoy the good things that science and learning bring.
28. We have a right to peace and order so we can all enjoy rights and freedoms in our own country and all over the world.
29. We have a duty to other people, and we should protect their rights and freedoms.
30. Nobody can take away these rights and freedoms from us.



The Universal Declaration of Human Rights was adopted by the General Assembly of the United Nations on 10 December 1948, now celebrated as the International Day of Human Rights. Source: Amnesty International



## CASE STUDIES

---

### Health

A Roma girl of 17 years old is the mother of two children, her education having finished after primary school. One day, she gets high fever and pain. The family calls an ambulance and the ambulance refuses to come because the neighbourhood in which she lives is famous for being the Gypsy area. Finally, the family gets her to the emergency room at the nearest hospital and the doctor gives her some initial treatment but says he cannot keep her for more than three days in hospital, as she is not insured. After her mother-in-law complains, a nurse comes to her to get her hospitalised in another location. She is put in a hospital room which the nurse describes as being “the room for those of your kind”.

### Education

A Roma couple has two sons and one daughter. In mid-September, they returned to their place of birth after spending six months in another country. The older son accompanied them, while the daughter and the younger son stayed with their grandparents. The mother goes to school to register the younger son in the first grade (as he has just turned 6). She is told that her son will be in a class with only Roma children. The head teacher says that this is because they all registered late for school and that, in any case, it will be easier for the Roma children if they are together. Because the class was set up at the last moment, a converted storage room will be used as a classroom, and children will have desks left over after the renovation of a few classrooms over the summer. The mother also asks how her older son can return to school to finish compulsory education. She is told that after leaving school last spring, the older son has to repeat the year. The teacher in charge of that class is called but she complains and says that she does not want the boy in her class, since there are already too many pupils after a group of four new pupils joined the class from another school. The mother does not mention anything about the daughter, who is 12 years old and is expected to stay at home and take over some of the household responsibilities.



### Employment

A young Roma man comes to the employment office to ask for support in getting a job. He stands in a queue, waiting for his turn to speak to a person at the information desk but, just before his turn comes, another person comes and steps in front, getting an immediate appointment with an adviser. The young Roma asks why that happened and he is told that “he’s an engineer and he does not need to wait behind you”. Finally, the young Roma gets to speak to an adviser and is asked to provide proof that he is unemployed and a CV. The young Roma does not know what a CV is and has no idea how he can obtain the proof of unemployment. He is embarrassed to admit this and he tells the adviser he will come back with the necessary documents. In fact, he gives up and goes to find a new job on the black market through an influential person recommended by his uncle. After his departure, the adviser says: “Where is my pen? I cannot find it. I’m sure that Gypsy took it from me.” At the end of the day he finds his pen under the table.

# Why take action against Roma exclusion?

## Objectives

- ▶ Understanding the main types of arguments which support the need to take action against Roma exclusion.
- ▶ Understanding the risks and the costs of not taking action for Roma inclusion.
- ▶ Raising awareness of the fact that any expense made now for Roma inclusion is actually an economically sound investment.

## Time

One hour.

## Materials

Flip chart and markers, handouts and slides with the key messages of the World Bank study (below).

## Procedure

Start by pointing out that a lack of action maintains a vicious circle and a lose-lose situation, while taking action generates a virtuous circle and a win-win situation, not only for the Roma but also for the overall local community.

Ask participants to brainstorm for arguments which they can formulate as an answer to the question “Why is it beneficial to take prompt action to counter Roma exclusion?” Each participant will individually write as many arguments as possible, using a marker pen on A5 sheets of paper, putting one argument on one sheet, with no limit to the number of arguments formulated.

Display all the arguments on a wall visible to all participants and ask them to categorise them.

Most probably, the arguments will fall into the following categories (with one example given below for each category):

- ▶ Arguments related to the mission of public administration
  - It is the duty of public administration to serve all citizens and to ensure the effective delivery of services to all.
- ▶ The economic argument
  - Roma inclusion will bring more income to the local budget (through taxes) and more opportunities for local development.
- ▶ The public image argument
  - It is bad for the image of our municipality to have a disadvantaged area at its margins.
- ▶ The community cohesion argument
  - It is bad to have a divided community, with disadvantaged Roma and the rest, as this is a potential source of conflict, frustration and dissatisfaction for all citizens.
- ▶ The human rights argument
  - All citizens must have equal opportunities and equal access to fundamental rights.

Participants are then introduced to the key messages of the World Bank knowledge brief on “Economic Costs of Roma Exclusion”.<sup>12</sup>

Then, participants discuss the costs of Roma exclusion in their municipality and list them on the flip chart. Afterwards, participants reflect on who benefits from Roma exclusion and compare the costs and the benefits.

### Key messages

---

- ▶ The vast majority of working-age Roma lack sufficient education to participate successfully in the labor market.
- ▶ As a result, European countries are losing hundreds of millions of Euros annually in productivity and in fiscal contributions to the governments.
- ▶ Lower bound estimates of annual productivity losses range from 231 million Euro in Serbia, 367 million Euro in the Czech Republic, 526 million Euro in Bulgaria, to 887 million Euro in Romania.
- ▶ Lower bound annual fiscal losses range from 58 million Euro in Serbia, 202 million Euro in Romania, 233 million Euro in the Czech Republic, and 370 million Euros in Bulgaria.
- ▶ Using other Roma population estimates (UNDP, 2006), the economic losses for the four countries combined are as much as 5.7 billion Euros annually, and the fiscal losses 2 billion Euros annually.
- ▶ Bridging the education gap is also the economically smart choice to make: Better educated Roma can expect much higher earnings: compared to Roma with primary education, Roma who complete secondary education can expect to earn 83% more in Bulgaria, 110% more in the Czech Republic, 144% more in Romania, and 52% more in Serbia.

The annual fiscal gains from bridging the employment gap are much higher than the total cost of investing in public education for all Roma children; by a factor of 7.7 for Bulgaria, 7.4 times for the Czech Republic, 2.4 times in Romania, and 3.3 times in Serbia. The share of Roma among the working-age populations will rise as majority populations in Eastern and Central Europe are aging rapidly. Equal labor participation among the Roma is essential to shoulder the nationally rising costs of pensions, health and other costs of aging.

---

12. [http://siteresources.worldbank.org/EXTROMA/Resources/Economic\\_Costs\\_Roma\\_Exclusion\\_Note\\_Final.pdf](http://siteresources.worldbank.org/EXTROMA/Resources/Economic_Costs_Roma_Exclusion_Note_Final.pdf)

# Why focus on participation for Roma inclusion?

## Objectives

- ▶ Facilitate a reflection on the mission, role and accountability of local administrations towards citizens.
- ▶ Understand the difference between a participatory approach, an assistance-focused approach and an approach denying the need for specific intervention.
- ▶ Prepare arguments for those who reject or doubt the opportunity to take action based on enhancing participation of Roma citizens.

## Time

45 minutes.

## Resources

Handouts with perspectives on public administration and benefits and challenges.

## Procedure

There are three main views on the role of public administration and each view has an impact on the way decisions are made and on the relationships between administrations and citizens. These views are described briefly in the table below. Present the table from the top down and ask participants to identify where their municipality is most commonly located on the table

Perspectives on public administration	Classic administration	New public management	Public value management
Key characteristics	Implement the legal provisions, usually adopted at a higher hierarchical level	Oriented towards efficiency and productivity (market model – open competition generates lower costs)	Oriented towards defining and achieving public value <sup>13</sup>
Main role of decision makers in local administration	Organise a bureaucratic system to implement legislation. Ensure that rules and appropriate procedures are followed	Define and meet agreed performance targets. Organise procurement of services through tenders and control the delivery of services	Steering networks of deliberation and delivery involving a variety of stakeholders and maintaining the overall capacity of the system



13. By analogy with the mission of a corporation to generate shareholder value (profit), a public institution can be seen as having the main mission to generate added value for the public, for the citizens, to improve their lives (Moore M. (1995). *Creating Public Value - Strategic Management in Government*. Cambridge: Harvard University Press)

<b>Position of Roma and expectations from them</b>	Roma are clients, like all other citizens. They have to comply with the regulations and procedures	Roma are beneficiaries of services; administration does things for them. They are passive and should be grateful for the support they receive	Roma are active citizens; administration does things with them. They participate, along with other citizens in defining what needs to change and contribute to change
<b>What needs to be done?</b>	Adapting the way rules and procedures are communicated to the Roma	Evaluate and ensure quality and efficiency of services. Ensure financial resources (budgets or grants)	Create opportunities for dialogue and co-operation; improve transparency; define and implement jointly a local plan

Most probably, participants will indicate a mixture of positions, generated by the legal framework and/or by the way people in administration are used to working.

Distribute handouts with the table below and ask participants in small groups to fill in the table.

<b>Consequences for Roma inclusion</b>	<b>Classic administration</b>	<b>New public management</b>	<b>Public value management</b>
<b>Benefits</b>			
<b>Challenges</b>			
<b>Ways to overcome challenges</b>			



Each group presents the results and a general discussion, then focuses on the benefits of the participatory approach, compatible with public value management, and the responsibilities incumbent on this perspective at the level of public administration.

A connection can be made with the previous discussions on participatory democracy and inclusive good governance.

# Responding to opponents of targeted measures: 10 myths about affirmative action

## Objectives

- ▶ Confront the most common objections and reservations concerning the idea of targeted policies for Roma inclusion.
- ▶ Equip participants with valid arguments which they can use in discussions with colleagues.

## Time

45 minutes.

## Resources

Handouts with the 10 myths about affirmative action (below).

## Procedure

Explain that an American social-psychologist, Scott Plous, wrote what became a well-known article, entitled **Ten Myths About Affirmative Action**. His analysis, which focused on the situation of African-Americans in the USA, is also valid in Europe, when adapted to the situation of Roma people.

Introduce one by one the myths and discuss with participants the counter-arguments. Ask them to contribute with examples from their practice or related to situations or information they know about from various sources.

Of course, it is essential to acknowledge that affirmative action is a temporary measure, needed until the evolution of society provides real equal opportunities for all groups. It should not be seen as the solution to all the problems of Roma people and should be carefully designed and implemented, as well as accompanied by action aimed at raising the awareness of the staff of institutions and the general public of its benefits.

**MYTH 1: THE ONLY WAY TO CREATE AN ETHNICALLY BLIND SOCIETY IS TO ADOPT ETHNICALLY BLIND POLICIES.** Although this statement sounds intuitively plausible, the reality is that ethnically blind policies often put minorities at a disadvantage. Unless pre-existing inequities are corrected or otherwise taken into account, ethnically blind policies do not correct social injustice – they reinforce it.

**MYTH 2: AFFIRMATIVE ACTION HAS NOT SUCCEEDED IN INCREASING FEMALE AND MINORITY REPRESENTATION.** Several studies have documented important gains in racial and gender equality as a direct result of affirmative action. And this is valid not only in the US, but also in European countries where such policies have been designed for the Roma.



**MYTH 3: AFFIRMATIVE ACTION MAY HAVE BEEN NECESSARY 10 YEARS AGO, BUT THE PLAYING FIELD IS FAIRLY LEVEL TODAY.** Statistics and sociological research, as well as political statements such as the Strasbourg Declaration on Roma (October 2010), acknowledge that severe inequalities still persist across Europe between Roma and other groups in society and that some of these inequalities are unlikely to reduce by themselves in time, unless specific action is taken.

**MYTH 4: THE PUBLIC DOES NOT SUPPORT AFFIRMATIVE ACTION.** There is no doubt that many would oppose such measures but in most cases they are not adequately informed, about the present situation or about the positive effects of affirmative action in similar situations.

**MYTH 5: THE MAJORITY OF CITIZENS WILL BE DISADVANTAGED IF AFFIRMATIVE ACTION IS IMPLEMENTED.** There is solid evidence that this is not the case: specific action targeting Roma will finally benefit the whole of society. They are not intended to reduce in any way the rights of the majority but to provide additional attention and support for people that are at a severe disadvantage.

**MYTH 6: IF OTHER MINORITIES CAN RAPIDLY ADVANCE AND INTEGRATE, ROMA SHOULD BE ABLE TO DO THE SAME.** Unfortunately across Europe, Roma communities find themselves in a particularly difficult situation, affected by centuries of being positioned at the bottom of society and having to face prejudice, rejection and discrimination. Moreover, the recent economic changes have made many of them even more vulnerable.

**MYTH 7: YOU CANNOT CURE DISCRIMINATION WITH DISCRIMINATION.** The problem with this myth is that it uses the same word – discrimination – to describe two very different things. Job discrimination has its roots in prejudice and exclusion, whereas affirmative action is an effort to overcome prejudicial treatment through inclusion. The most effective way to cure society of exclusionary practices is to make special efforts at inclusion, which is exactly what affirmative action does. The logic of affirmative action is similar to the logic of treating a nutritional deficiency with vitamin supplements. For a healthy person, high doses of vitamin supplements may be unnecessary or even harmful, but for a person whose system is out of balance, supplements are an efficient way to restore the body's balance.

**MYTH 8: AFFIRMATIVE ACTION TENDS TO UNDERMINE THE SELF-ESTEEM OF TARGETED MINORITIES.** On the contrary, it has been proved that, both in the USA, for the African Americans, and in Europe, for Roma, affirmative action has also contributed to the reinforcement of the movements of public affirmation and thus contributed to a positive sense of affiliation for many members of these groups.

**MYTH 9: AFFIRMATIVE ACTION IS A SOLUTION PROPOSED ONLY BY LEFT-WING (SOCIAL-DEMOCRATIC) POLITICAL PARTIES.** There is clear evidence that, implicitly or explicitly, support for affirmative action overcomes political orientations. This is visible not only at national level in many countries but also in political statements of the European People's Party political group of the European Parliament and is reflected in the votes given across various political groups in the European Parliament and in the Parliamentary Assembly of the Council of Europe with regards to documents (declarations, recommendations, etc.) focused on support for Roma inclusion.

**MYTH 10: SUPPORT FOR AFFIRMATIVE ACTION MEANS SUPPORT FOR PREFERENTIAL SELECTION PROCEDURES THAT FAVOUR UNQUALIFIED CANDIDATES OVER QUALIFIED CANDIDATES.** This remains a major problem with some of the affirmative action measures taken in the US, but the way support for employment has been implemented in Europe with regards to Roma is far from having such consequences.

# Intercultural mediation and the participatory cycle

## Objectives

- ▶ Understanding the rationale, the principles and steps of the ROMED2 process of mediation between local authorities and the Roma community.
- ▶ Understanding what is expected from each participant and from the IWG as a whole in terms of interaction with the national facilitator, the CAG and other local stakeholders.

## Time

One hour.

## Resources

Slides featuring the content below.

## Procedure

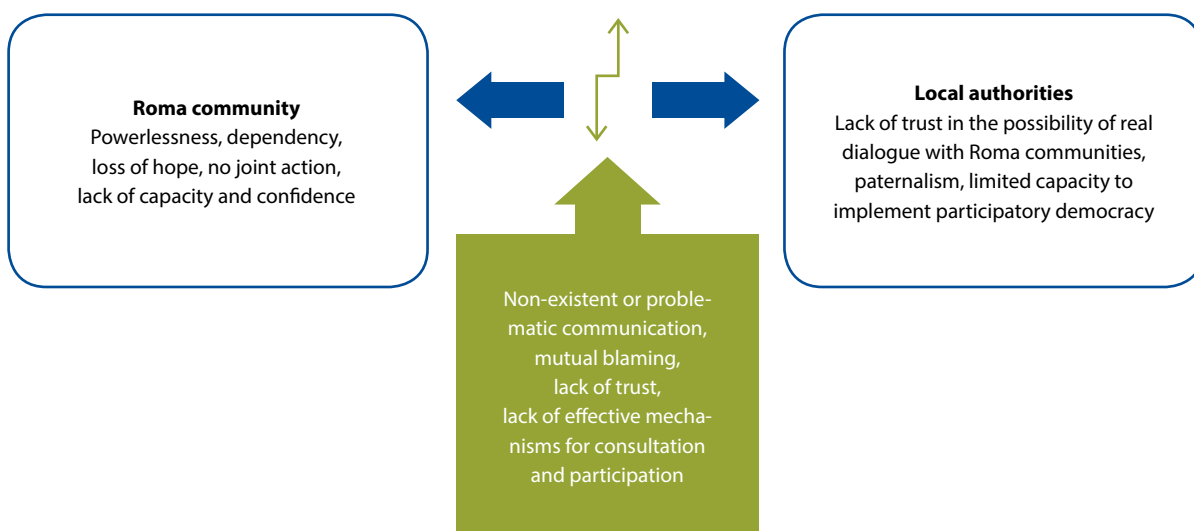
Present and describe the current situation and the vision, making reference to concrete elements which resulted from the interaction with the CAG and from previous discussions with the IWG. Point

out that you do not ignore or discount the efforts and progress made previously but insist that more sustainable and inclusive progress is necessary.

Then explain the structure of interaction envisaged by the ROMED2 process, where the work with the IWG complements the work with the CAG and aims at building a sustainable mechanism enabling effective Roma participation at local level.

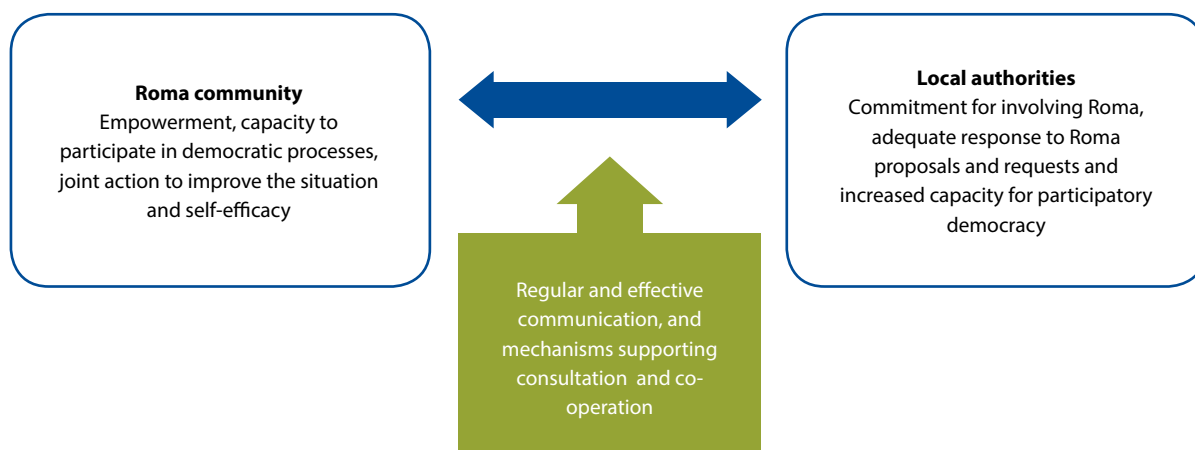
Discuss the key conditions for effective intercultural mediation and present the key stages of the participatory work cycle built by the ROMED2 process, which should continue to function when ROMED2 assistance stops. If participants ask questions regarding the sustainability of the CAG, present the possibilities analysed in the tool on LS3 **Sustainability of the CAG**. You may also want to share with the IWG at this stage the **Ten characteristics of the CAG** (CAG1).

## Current situation

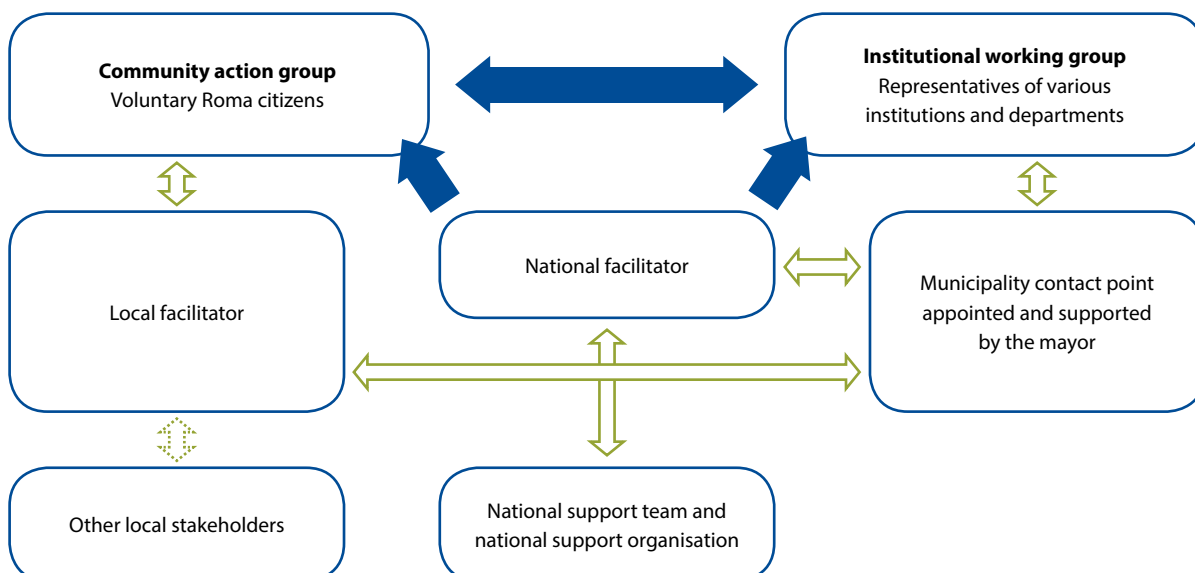




## Vision

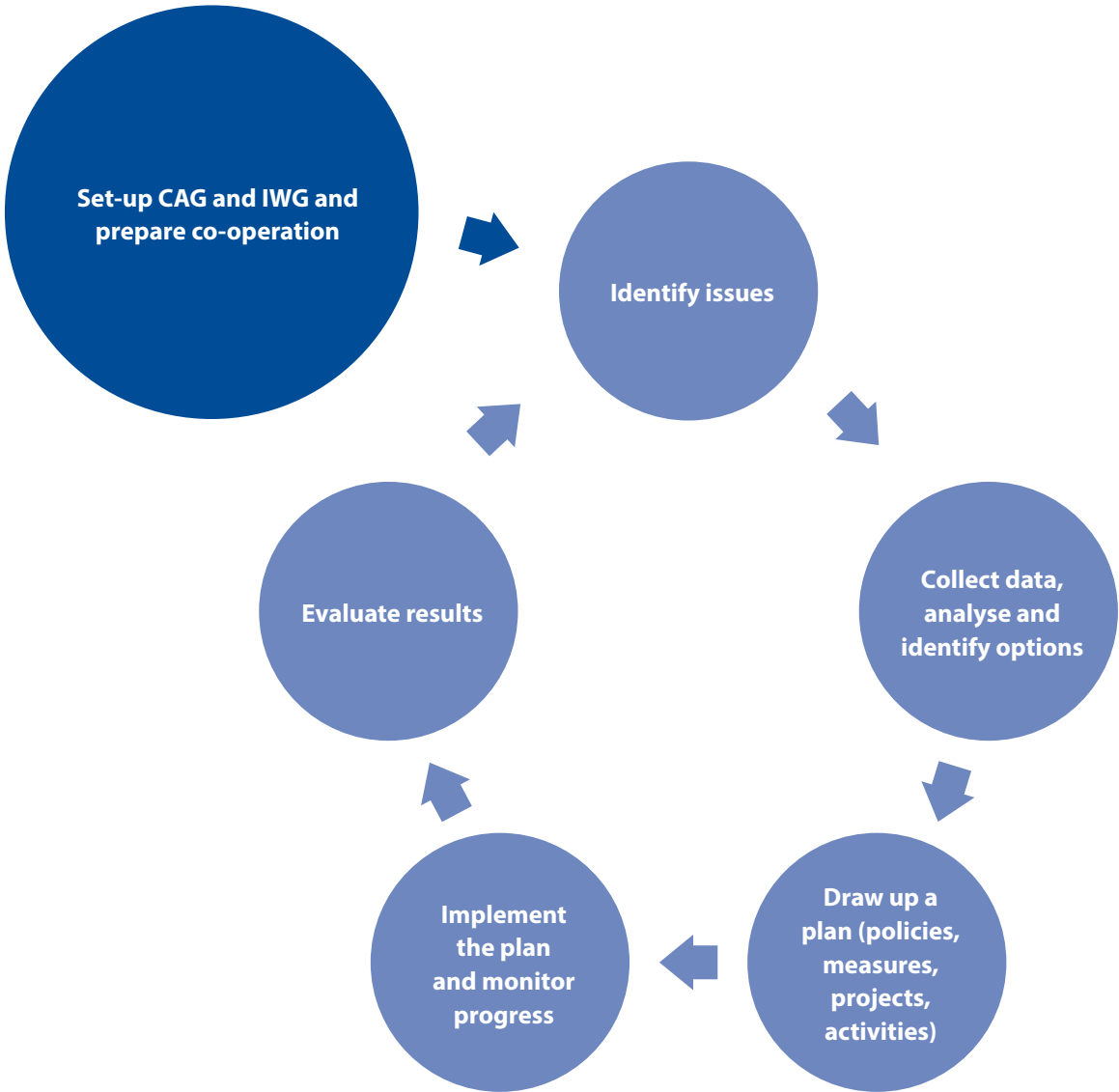


## Repairing communication through intercultural mediation



## Conditions for effective mediation

- ▶ both parties recognise the need to take action and are ready to commit;
- ▶ parties recognise each other as partners in a dialogue in which legitimate interests of both are taken into account and status inequalities are balanced by providing support and giving voice to the disadvantaged party;
- ▶ both parties are ready to work with the national facilitator and with each other and other local stakeholders in order to find constructive responses to the local issues;
- ▶ parties are ready to contribute whatever is possible within their area of responsibility to improve the situation, and not just ask the other party or external stakeholders to do something.



# Intercultural competence

## Objectives

- ▶ Develop intercultural competence of participants to prepare them for the joint meeting and for further exchanges and co-operation with members of the CAG.

## Time

One hour and 30 minutes.

## Resources

Two parallel sheets of flip chart paper and markers for the first option; as indicated in the respective documents for the chosen alternative activity.

## Procedure

Two versions are suggested for this activity, depending on the group situation and dynamics.

The first option is for a group which is not ready for an interactive game. It consists of a discussion on situations of intercultural misunderstanding shared by the participants.

Ask participants to think about their personal experiences of intercultural encounters, when they met somebody with a different cultural background: at local level, when travelling elsewhere in the country or in another country, when receiving a visit from a foreigner, etc. Ask them to choose a situation where there was a misunderstanding resulting from different interpretations, attitudes, behaviours or expectations related to the cultural background of those

involved. If they cannot recall such a situation from their own experience, it can also be a situation they heard about from someone else, from a book they have read, from a movie or from the media.

Ask them to share briefly their stories and identify in each story the following two elements.

- ▶ What generated the misunderstanding?
- ▶ What facilitated or could have facilitated overcoming the misunderstanding?

Write the causes of misunderstandings on the left-hand flip chart sheet and the facilitating factors on the right-hand sheet. If the same ideas result from different stories, underline the ones already written, without repeating them.

The second option is to play an intercultural contact game or a similar interactive activity. These are some examples of possible activities to adapt.

- ▶ The island<sup>14</sup>
- ▶ The rules of the game<sup>15</sup>
- ▶ The Dardians<sup>16</sup>

In both cases, the debriefing should focus at the end on how the conclusions and lessons learned from the exercise can be transferred to the situations of interaction with the members of the CAG, during the joint meeting and during any future co-operation or consultation.

14. Available at <http://bit.ly/2izoMWH>

15. Also available at the same link above [14].

16. <http://bit.ly/2hNM2ml>

# Ladder of discounting and awareness

## Objectives

- ▶ Provide a tool for individual and group reflection and for raising awareness of the obstacles which must be overcome in order to engage in a constructive approach to problems.
- ▶ Use the tool to check at various stages how the group as a whole or some group members react to specific problems encountered in the process.

## Time

20 minutes.

## Resources

Flip chart with the ladder written clearly on it, displayed in a visible place.

## Procedure

Introduce the ladder by giving an example of possible reactions to a specific situation members of the CAG are familiar with. Answer clarification questions and ask for additional examples illustrating different positions on the ladder.

1	There is no problem	Denial
2	There is a problem but the problem is not so important	Discounting the importance of the problem
3	There is a problem, it is important, but there is nothing that can be done about it	Discounting the possibility of change
4	There is a problem, it is important, but we cannot do anything about it	Discounting own capacity to produce change
5	There is a problem, it is important, we should do something about it	Awareness of change potential
6	What needs to change? Who can contribute to change? What we need to contribute to change? How we can obtain what we need? How are we going to proceed?	Constructive approach to the problem



Keep the poster as a reference for future situations when various levels of discounting emerge from the group.

# Participatory local development planning

---

## Objectives

- ▶ Support the IWG in initiating and managing a participatory process of local development planning based on the outcomes of the joint meeting(s) with the CAG.

## Time

The topic should be addressed across several meetings of the IWG over a period of several weeks.

## Procedure

Despite the diversity in terms of local context and legal and administrative framework, all local authorities usually organise their work following some type of local development strategy and plan. The process described below refers to a development plan for the area where the CAG is located and this should be connected in a coherent way with wider local development plans.

This means that the plan should:

- ▶ complement, not overlap, existing plans (both area-based plans and sectoral plans related to specific fields like education, health care, employment and housing), and prefer an integrated approach;
- ▶ be developed based on the outcomes of the co-operation between the IWG with the CAG.

A local development plan targeting the specific area where the CAG operates should include:

- a. specifics on which area and population are covered;
- b. an analysis of the development needs and potential of the area, including an analysis of strengths, weaknesses, opportunities and threats;
- c. a description of the key objectives of the plan, reflecting what is expected to change and including measurable targets for outcomes or results, which may be expressed in quantitative or qualitative terms;
- d. a description of the community involvement procedures and of the mechanisms for consultation;
- e. clear responsibilities and a time frame for the action involved, preferably balanced between the CAG and the IWG;
- f. a description of the management, monitoring and evaluation arrangements;
- g. an estimate of the resources needed for its implementation, including local public resources, local resources that can be attracted from the private sector or from civil society and external resources, for example from national or European funding programmes.

The plan should include three categories of elements.

### **Small-scale measures which can be successfully implemented with existing resources or resources which are easy to attract at local level and in a short period of time**

---

These types of measures will provide confidence to the CAG and community members that there are concrete outcomes to the process and that they can make a difference through participation and co-operation with authorities.

**Examples:** *changing the bus schedule so that children in the neighbourhood arrive at school on time; setting up a football pitch for teenagers; repairing the public lighting in the area; organising a vaccination campaign or supporting the work of the school mediator in registering all children in kindergarten and school; changing the procedure used by some local public services.*

### **Medium-scale measures, which may require a few months and some additional budget allocation**

---

These types of measures place the decisions made jointly by the CAG and the IWG onto the agenda of the local council or of other decision-making bodies beyond the executive staff of the institutions involved. These measures usually require a decision from the local council and an amendment to the local budget, or inclusion of specific items in the budget for the following year.

**Examples:** *improving the small infrastructure in the area; creating a new position within social services; creating an after-school programme; organising a neighbourhood festival or an intercultural event bringing together Roma and non-Roma inhabitants.*

### **Larger-scale measures which cannot be implemented with only local resources and which require a longer-term perspective**

---

These types of measures require a sustainable commitment from the local authorities to work with citizens in improving their situation and usually imply drawing up and submitting for funding a more complex project proposal. Usually several months pass from the design of the project until its implementation can start.

**Examples:** *improving the housing conditions and the basic infrastructure in the area; building and equipping a community centre; setting up a resource centre for small (social) entrepreneurship.*

To establish the local development plan, the IWG should be supported in the planning and implementation of the following phases.

1. Preparation of the process through joint meetings of the IWG and the CAG.
2. Collection, processing and validation of data supporting the key elements of the plan.
3. Drafting the local development plan.
4. Public debates where the draft is submitted to discussion beyond the CAG.
5. The approval of the local development plan by the local council.
6. Implementation of the plan and monitoring meeting.
7. Evaluation of the process and of the outcomes, providing the basis for renewing the planning cycle.

# Building wider support at local level

---

## Objectives

- ▶ Support the organisation of a consultation with other local stakeholders in order to build a positive attitude to improving Roma participation and to the general situation in the local Roma neighbourhood.

An intercultural forum is a public meeting designed:

- ▶ to inform the wider local community about the plans defined by the municipality in co-operation with the CAG and with other institutions involved in the IWG;
- ▶ to build a positive attitude towards the idea of Roma participation and the need to improve the situation of the local Roma community.

## Procedure

Often the majority population is reluctant to support any measures targeting Roma and perceive as unfair the efforts and attention concentrated on improving the situation of Roma. Therefore, it is essential to have on your side some key stakeholders from the majority (and from other minority groups, according to local situation).

When to organise the intercultural forum, and its most suitable structure, depends a lot on the local reality. There are several alternatives to consider, including:

- ▶ organising the intercultural forum once a draft plan for the improvement of the situation of the Roma community has been drawn up and asking for feedback on the draft from the participating stakeholders;
- ▶ organising the intercultural forum after the plan has been agreed with the CAG and asking for support in its implementation;
- ▶ organising the intercultural forum over several sessions (for example, one before the start of the planning phase, one when a draft plan is ready and one when the final plan is approved).

## Analyse the benefits and risks of these options and of other options you can think of. In your local context, which option would fit best?

---

You can identify the stakeholders to invite to the intercultural forum by analysing the stakeholders' map based on CAG16 – **Mapping key stakeholders**.

Consider the following suggestions:

- ▶ you may want to have influential stakeholders who are likely to support and bring a positive attitude in the forum;
- ▶ it is important to involve stakeholders with relevant experience or with influence at local level who have not been involved much on Roma-related issues;
- ▶ the intercultural forum could provide the opportunity to gain the support of stakeholders normally opposed to interventions of the municipality for the improvement of the situation of the Roma community.

You do not want the intercultural forum to turn into a meeting of people who already agree on the issue discussed. On the other hand, you do not want it to become a place of confrontation and an opportunity for the ones opposing support for Roma inclusion to voice their arguments and attract even more followers.

## **Make a list of the stakeholders to invite to your intercultural forum. Consult with IWG members and update the list according to their suggestions.**

---

To ensure a successful intercultural forum, you need to plan and prepare it carefully. Here are some suggestions for preparing the forum:

- ▶ hold bilateral meetings with some key stakeholders, both the ones you count on most for support (to make sure they come and that they understand the process) and possibly also the ones you expect to oppose measures in favour of the Roma community but which you think must be included (or, in effect, those who are better on-board than being critical outsiders);
- ▶ make sure that the selected location is organised in a way that allows for equal and open interaction between participants;
- ▶ meet with journalists and explain the process and the expectations, so they can report correctly and convey a positive message to the general public;
- ▶ consider what information you want to convey during the forum and which documents you want the participants to receive prior to the event;
- ▶ choose a good moderator and brief her/him on the expected results as well as on the risks to avoid;
- ▶ choose a good time, considering the usual availability of participants but making sure that the mayor or a high-level municipality official is able to attend.

## **Considering the above and your local context, design a plan on what will be done before the intercultural forum in order to make it successful and devise the agenda of the forum.**

---

Tasks for the preparation of an intercultural forum:

- ▶ a list of stakeholders to be invited to the forum;
- ▶ a plan for activities preceding and leading up to the forum;
- ▶ an agenda for the forum.



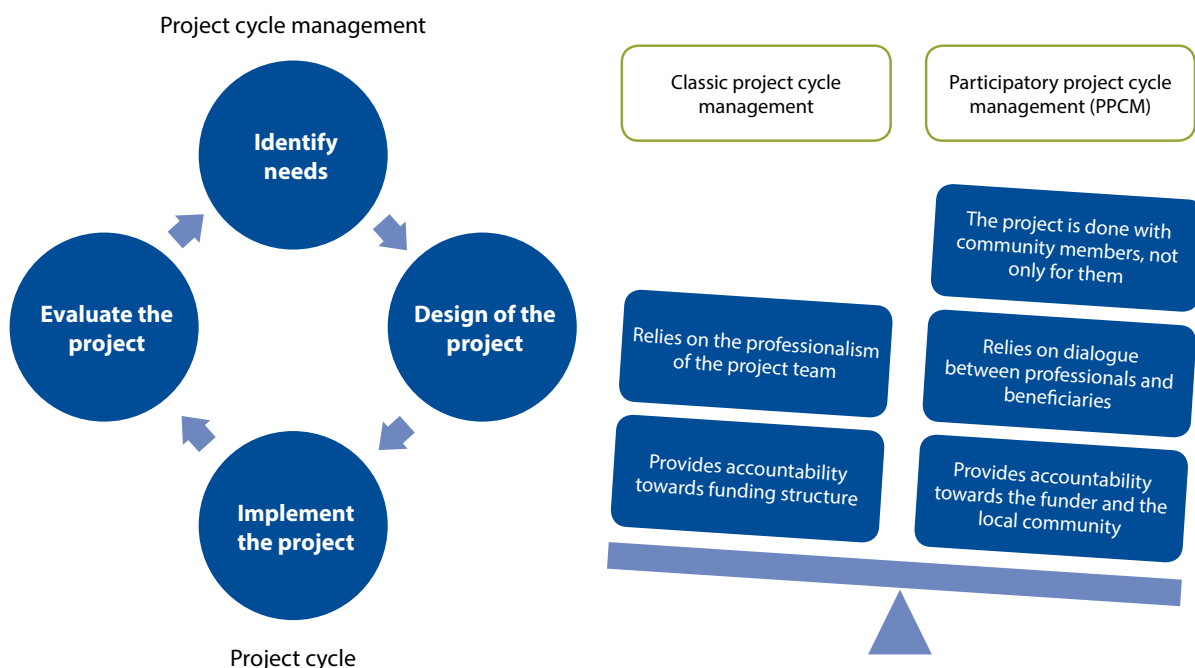
# Participatory project cycle management (PPCM)

## Objectives

- ▶ To provide a general overview of the differences between the participatory and the classic approach to project cycle management.
- ▶ To raise awareness of the challenges and benefits of the participatory approach and of the responsibilities associated with this approach.
- ▶ To support the planning for the use of this approach in co-operation with the CAG.

## Background information

When the local development plan is adopted, some of its measures need to be translated into projects. Projects, as a series of activities aimed at bringing about clearly specified objectives within a defined time period and with a defined budget, can be seen as a cycle. The cycle starts with the identification of a need, continues with the formulation and implementation of the project, and concludes with its evaluation, which may result in the identification of other needs to be addressed by a new project.



Within PPCM there is a greater participation from stakeholders, but with specific roles, depending on the local situation, the type of project, etc. More precisely, a municipality involved in the ROMED process is encouraged to involve the CAG or community members identified through the CAG in various phases of the project cycle.

There can be different levels of participation:



Low-level participation	Sharing information	One-way communication
	Consultation	Two-way communication
High-level participation	Collaboration	Sharing control of decisions and resources
	Empowerment	Transferring control of decisions and resources

The empowerment stage does not necessarily mean that all control is ceded to the CAG but that there may be some areas of a project for which the CAG is able to take responsibility and is therefore given the opportunity to make decisions and manage resources.

## Benefits and challenges of PPCM

### What PPCM is not



Having community members with a low level of education and limited understanding of the legal, administrative and technical aspects of the project give orders to specialists or make decisions on what needs to be done, how it should be done and the quality of the outcomes.



A fake process where community members are asked to confirm that specialists are doing a good job (tokenism, blackmail, conformism)



A process in which influential community members build even more power by claiming that they represent the community in relations with the authorities and obtain things for the community



### Procedure

Considering the above, there are multiple benefits and several arguments in favour of a participatory approach.

- ▶ Fundamental principles: human rights, democratic governance and participatory democracy.
- ▶ Pragmatic arguments: better and more sustainable results.

In order to obtain a meaningful participation in all phases of the project cycle, the most important thing is to produce the necessary change of mindset and to ask the right questions.

Move away from:

*Do community members have the competence and motivation to effectively contribute to the development, implementation and evaluation of the project? (in most cases the answer would probably be “no”)*

To:

*How should we organise the process in a way to ensure that community members can bring a meaningful contribution to all phases of the PPCM?*

Taking into account the elements presented above, the concrete local situation and the project(s) you are working on, formulate in simple language, accessible to non-specialists, the key steps of the process and the main requirements related to the creation, implementation and evaluation of the project.

Plan a meeting with the CAG to discuss participation in all project phases in general and to clarify the commitments and responsibilities of both parties. The goal is not to get to all the details, since the CAG members will need time to process the information and agree on their position, but rather to explain the main elements of the envisaged process.

### **Tasks**

- ▶ Present the process and requirements related to the creation, implementation and evaluation of a local project using simple language accessible to non-specialists.
- ▶ Plan the meeting with the CAG to discuss participation in projects targeting the local Roma community.

# European and national policies targeting Roma

---

## Objectives

- ▶ Raise awareness of the fact that the approach promoted by ROMED2 is in line with national and European policies and priorities.
- ▶ Understand that colleagues from other municipalities and other countries are confronted with similar challenges and engage in similar processes.
- ▶ Know the key principles which are at the basis of the European approach on Roma inclusion and which should be also reflected in the work at local level.

## Time

One hour.

## Resources

Handouts detailing the key information (below).

## Procedure

Mention the fact that Roma inclusion is a priority at European and national level and this can be illustrated with the references presented below.

Introduce the 10 common basic principles and discuss how they correspond to activities carried out at local level in the past and currently by the ROMED2 programme.

Present briefly the other Council of Europe and EU documents and point out the references they make to the participation of Roma, empowerment, mediation and human rights, as well as the references to the responsibilities of public authorities with regards to Roma inclusion.

Discuss also the key ideas included in the National Strategy for Roma Inclusion and, if available, the latest reports on its implementation.

Encourage participants to comment, ask questions and confront the text of the documents with the reality of the local situation. Encourage them also to continue to follow developments at national and European level and provide them with some online resources and websites where they can get more information.

# THE 10 COMMON BASIC PRINCIPLES ON ROMA INCLUSION

---

The 10 Common Basic Principles on Roma Inclusion is a tool for both policy makers and practitioners managing programmes and projects. Distilled from the experience of successful policies, they provide a framework for the successful design and implementation of measures supporting Roma inclusion.

The common basic principles were presented for the first time at the meeting of the European Platform for Roma inclusion in Prague on 24 April 2009. On 8 June 2009 the Council of Ministers in charge of social affairs annexed the principles to their conclusions and invited member states and the European Commission to take them into account.



1. Constructive, pragmatic and non-discriminatory policies
2. Explicit but not exclusive targeting
3. Intercultural approach
4. Aiming for the mainstream
5. Awareness of the gender dimension
6. Transfer of evidence-based policies
7. Use of European Union instruments
8. Involvement of regional and local authorities
9. Involvement of civil society
10. Active participation of the Roma

# COUNCIL OF EUROPE

---

## **Recommendation CM/Rec(2012)9 of the Committee of Ministers to member States on mediation as an effective tool for promoting respect for human rights and social inclusion of Roma**

... Recommends that the governments of member States, with due regard for their constitutional systems and, where appropriate, to their respective national, regional and local circumstances:

1. develop and maintain an effective system of quality mediation with Roma communities based on the following principles:

- a. *human rights*: the full enjoyment of human rights of members of Roma communities without any form of discrimination is an essential principle underpinning and governing such mediation; this implies that mediation should aim at empowerment of Roma to exercise their rights and increased capacity of public institutions to guarantee these rights in practice, not at rendering or keeping Roma or public institutions dependent on mediation;
- b. *systematic consultation, participatory planning and evaluation* allowing the members of Roma communities to express their needs and concerns, and to be actively involved in finding the most appropriate solutions to the problems facing their local community in co-operation with representatives of the public institutions;
- c. *intercultural sensitivity, non-violent communication and conflict mediation*, based on good knowledge of the “cultural codes” of the community and of the relevant institutions;
- d. *impartiality*: the mediator should work, and be able to work, in a balanced way with both the public institution and members of Roma communities to help overcome cultural and status differences and focus on improving communication and co-operation and on stimulating both parties to take responsibilities and engage with each other; legitimate interests of both parties should be recognised; ...



# EUROPEAN UNION

---

## **European Union Council recommendation on effective Roma integration measures in the member states Nr. 139979**

EMPLOYMENT, SOCIAL POLICY, HEALTH and CONSUMER AFFAIRS, Council Brussels, 9-10.12.2013

### **Empowerment**

2.8. Support the active citizenship of Roma by promoting their social, economic, political and cultural participation in society, including at the local level, since the active involvement and participation of Roma themselves, including through their representatives and organisations, is crucial for the improvement of their living conditions, as well as for the advancement of their social inclusion.

2.9. Where appropriate to local approaches to integration, promote the training and employment of qualified mediators dedicated to Roma and use mediation as one of the measures to tackle the inequalities Roma face in terms of access to quality education, employment, health care and housing.

2.10. Carry out information activities to further raise awareness among Roma of their rights (notably in relation to discrimination and the possibilities of seeking redress) and of their civic duties.

...

### **Local action**

3.1. While respecting the competences of regional and local authorities, encourage those authorities to develop local action plans or strategies, or sets of local policy measures within wider social inclusion policies, which could include baselines, benchmarks and measurable objectives for Roma integration as well as appropriate funding.

3.2. Involve regional and local authorities and local civil society in developing, implementing and monitoring their national strategies or integrated sets of policy measures within broader social inclusion policies. Relevant representatives and stakeholders should be involved as regards partnership agreements and operational programmes co-financed by the ESIF. Central and local authorities should co-operate in the implementation of those strategies.

To this end, support local public authorities so as to facilitate the implementation of sets of policy measures at local level.

3.3. Strive at the local level for an integrated approach concerning families with a Roma background facing multiple problems such as non-completion of school, debt, poverty and poor health. To this end, the capacity of local authorities could be strengthened, while respecting the division of responsibilities within each Member State, in order to allow them to effectively work in co-operation with the families concerned and also with, for example, schools, youth care organisations, police, public health organisations, welfare organisations and housing corporations.



**European Parliament resolution of 12 December 2013 on the progress made in the implementation of the National Roma Integration Strategies (NRIs) (2013/2924(RSP))**



11. Urges the Member States to involve local and regional authorities in reviewing, managing, implementing and monitoring their national strategies, and to assist and support the local and regional authorities in the measures they need to undertake for the realisation of Roma inclusion under all four pillars of the NRIs, as well as in implementing anti-discrimination measures;

...

26. Reminds the member states that good practices, such as Roma mediators' programmes and the European Alliance of Cities and Regions for Roma Inclusion implemented by the Council of Europe, are successful on the ground, which should encourage member states to show more political determination in favour of the effective inclusion of Roma

Available at: <http://bit.ly/2iu5KQI>

**National Roma inclusion strategies (NRIS)**



Each member of the EU has more or less developed NRIS, and Decade member states have additional Decade Inclusion Strategies which should be discussed.





Part III

## **Tools and resources**

---

3.3 Tools for effective  
co-operation with local  
stakeholders



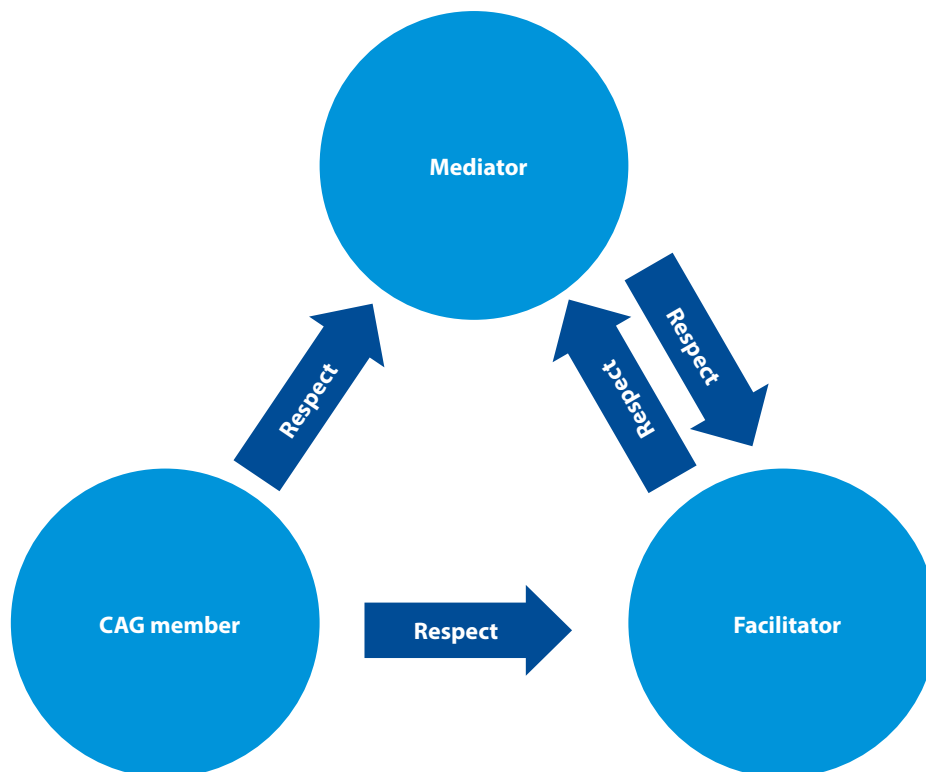
# Edification triangle

---

**Note:** this document is to be shared only with the local facilitator during the preparation of the first meeting with the CAG; it is not needed for the members of the CAG, at least not in the beginning. However, at a later stage, when the CAG members get more confidence, the edification triangle can also be used with them, for example for the preparation of the joint planning meeting.

## Objectives

Build trust and respect in the relationships between the CAG members, the mediator and facilitator.



By showing respect for the facilitator and emphasising the contribution she/he can have in supporting the CAG and in working with the institutions, the mediator will generate the respect of CAG members for the facilitator.

The facilitator then emphasises the qualities and role of the mediator, generating increased trust from the CAG members.

Of course, both mediator and facilitator will have to show respect for all CAG members. The diagram above only shows the fact that the way the facilitator and the mediator interact with each other influences the attitudes of group members towards them.

# Managing challenges in the dialogue process

The table below presents some suggestions for the national facilitator and the local facilitator on how to prevent problematic situations during meetings and, on a more general note, in interaction with local stakeholders. The table also contains suggestions on how to react if problematic situations occur. These should be reviewed together by the national facilitator and the local facilitator at the start of the process and before each major milestone.

## GENERAL RECOMMENDATIONS

Agree with the group at the very beginning of the meeting on the agenda and the objectives, as well as on the timing and rules AND keep them visible all through the meeting.

Refer to the agenda/timing/rules agreed previously (at the beginning of the meeting, but also to the rules/principles/spirit of the entire process).

	CHALLENGE	HOW TO PREVENT	HOW TO REACT
1	POSSIBLE SHIFT OF LOCAL POLITICAL AGENDA	<ul style="list-style-type: none"> <li>▶ Acquire the commitment of new elected persons</li> <li>▶ Make a good prior assessment of the local political agenda</li> <li>▶ Offer a reminder of the Council of Europe agreement (or remind elected officials of the need to sign the commitment letter with the Council of Europe)</li> </ul>	<ul style="list-style-type: none"> <li>▶ Before local elections have the commitment letter signed by local authorities</li> <li>▶ Postpone some topics and create a “parking lot” for topics to be addressed later (for example a flip chart sheet on which to write such issues for future reference)</li> <li>▶ Rebuild communication with newly elected officials</li> <li>▶ Offer a reminder about the benefits of Roma inclusion for the whole local community</li> </ul>
2	ELECTORAL ENVIRONMENT PRESSURE	<ul style="list-style-type: none"> <li>▶ Inform local authorities</li> <li>▶ Letters (proposals)</li> <li>▶ Policy documents</li> </ul>	<ul style="list-style-type: none"> <li>▶ Meet up with politicians and offer a reminder about the benefits of the programme</li> <li>▶ Postpone some topics using the “parking lot” flip chart, as above</li> <li>▶ Agree with the group on a five-minute, off-topic moment to discuss a hot issue/concern that emerged</li> <li>▶ Assure and reinforce the confidentiality of the meeting, (re)frame a safe environment for sincere dialogue</li> <li>▶ Agree together on the media exposure of the meeting (when to use the media)</li> </ul>

3	CO-OPERATION BETWEEN FACILITATOR AND MEDIATOR	<ul style="list-style-type: none"> <li>▶ Clear terms of reference</li> <li>▶ Bilateral agreement on tasks</li> </ul>	<ul style="list-style-type: none"> <li>▶ Define roles</li> <li>▶ Break</li> <li>▶ Clarifications</li> <li>▶ Act but do not react openly in front of others</li> <li>▶ Reconstruct the mistakes but do not confront</li> <li>▶ Try to complement, not undermine, the authority of the co-moderator</li> </ul>
4	FOLLOW THE AGENDA OF THE JOINT MEETING	<ul style="list-style-type: none"> <li>▶ Agree on rules to follow during the meeting</li> </ul>	<ul style="list-style-type: none"> <li>▶ Get back to the agenda and reiterate the rules agreed</li> </ul>
5	OTHER INTERESTS OR HIDDEN AGENDA IN THE GROUP(S)	<ul style="list-style-type: none"> <li>▶ Agree on rules to follow during the meeting</li> </ul>	<ul style="list-style-type: none"> <li>▶ Reiterate the aims and benefits of working together</li> <li>▶ Bring hidden agendas out into the open; i.e. discuss openly the motivations, interests, expectations of those present, use these as “hooks” for their involvement</li> </ul>
6	CONFLICTS IN THE GROUP(S)	<ul style="list-style-type: none"> <li>▶ Clarify issues and positions</li> <li>▶ Pause the session and mediate</li> <li>▶ Make time for solutions</li> </ul>	<ul style="list-style-type: none"> <li>▶ Politely ask to stop</li> <li>▶ Reiterate the objectives of the meeting, take a short break or time out or suggest that the issue is addressed during a coffee break discussion</li> </ul>
7	MONOPOLISING SPEAKERS	<ul style="list-style-type: none"> <li>▶ Control the timing of speakers and the input from the facilitators</li> </ul>	<ul style="list-style-type: none"> <li>▶ The facilitator can thank each contributor but invites the next speaker</li> <li>▶ Intervene politely</li> <li>▶ Assertively repeat the rules on timing; intervene to summarise and ask a new connected question for the others in the group</li> </ul>
8	HATE SPEECH IN THE MEETING	<ul style="list-style-type: none"> <li>▶ Make sure that the mayor and/or a person in the local community enjoying high respect and influence (e.g. a retired leader, a religious leader, etc.) explicitly states that hate speech is not acceptable and sets a model for addressing correctly the issues</li> <li>▶ Include references to this in the list of ground rules adopted for the work of the IWG, joint meetings and other public events</li> </ul>	<ul style="list-style-type: none"> <li>▶ Repeat the rules agreed upon at the beginning: respect for values, human rights, respect for everybody in the group, etc. and explain that those who do not comply with these do not have a place in the meeting</li> <li>▶ Draw the attention of the group to the danger of generalisations and stereotypes; ask the speaker whether his/her statement is a personal opinion or an official position of the institution/organisation they represent (to make them aware of how their speech reflects on their image)</li> </ul>

<b>9</b>	LACK OF COMMUNICATION SKILLS	<ul style="list-style-type: none"> <li>▶ Encourage writing documents</li> </ul>	<ul style="list-style-type: none"> <li>▶ Summarise the argument, help</li> </ul>
<b>10</b>	(IN) SUFFICIENT DATA	<ul style="list-style-type: none"> <li>▶ Obtain surveys and research involving the community</li> </ul>	<ul style="list-style-type: none"> <li>▶ Good preparation needed, follow up on collection of data</li> </ul>
<b>11</b>	(UN)CLEAR GOALS IN THE MEETING		<ul style="list-style-type: none"> <li>▶ Clarify objectives</li> </ul>
<b>12</b>	COMPOSITION OF THE GROUP		<ul style="list-style-type: none"> <li>▶ Go back to the rules</li> </ul>
<b>13</b>	PROBLEMS IN TIMEKEEPING	<ul style="list-style-type: none"> <li>▶ Control the timing of the agenda</li> </ul>	<ul style="list-style-type: none"> <li>▶ Rules</li> </ul>
<b>14</b>	NOT ENOUGH DECISION-MAKING ABILITIES	<ul style="list-style-type: none"> <li>▶ Provide a broader picture to the group</li> <li>▶ Clear knowledge of the meeting's participants</li> </ul>	<ul style="list-style-type: none"> <li>▶ Highlight what has been done</li> </ul>
<b>15</b>	(IM)PATIENCE AND LONG-TERM MOTIVATION	<ul style="list-style-type: none"> <li>▶ Give concrete examples of past experiences</li> </ul>	<ul style="list-style-type: none"> <li>▶ Clarify the benefits of working together</li> <li>▶ Repeat that this is a process</li> </ul>
<b>16</b>	FRUSTRATION FROM PAST EXPERIENCE	<ul style="list-style-type: none"> <li>▶ Provide relevant examples, best practices (also from other countries)</li> </ul>	<ul style="list-style-type: none"> <li>▶ Reiterate the goal and what is to be achieved presently, provide a space for sharing</li> </ul>

## Sustainability of the CAG

---

This document is mainly for the use of the national facilitator, local facilitator and municipality contact point, but if useful it can also be shared with the CAG and the IWG.

The decision about the which way to follow should be taken only by the local stakeholders, but your role as facilitator is to provide them with some alternatives and make sure there is an open and fair debate on which option would be best to follow.

The main starting points are:

- ▶ the CAG should continue to function until members of the Roma community have the same conditions for effective participation in local decision making as all other citizens;
- ▶ there should be some form of recognition of the CAG as a legitimate (not necessarily exclusive) partner of dialogue for local authorities.

The main options which could be analysed are the following.

1. The CAG could register as an association and gain a consultative status for the authorities, under the condition that it keeps complying with the 10 characteristics listed in **CAG1**.
2. The CAG could remain an informal group of citizens and continue to work as such, without formal registration and without interference from municipality authorities, and could be consulted by authorities on issues related to the local neighbourhood.
3. The CAG could be recognised by the local authorities as a consultative structure for citizens in the area. For this, a local council decision must be adopted, to establish a mechanism and procedures where one civil servant has responsibility for maintaining communication with the CAG and for preparing and organising a joint meeting every three to four months, while also recognising the CAG as an independent structure expected to comply with the 10 principles/characteristics for proper functioning.

There is also the possibility that the CAG and the IWG could create together a mixed working group for Roma inclusion, functioning with regular meetings under a framework provided by the authorities.

These options (and possibly others) should be analysed by the local stakeholders and a decision should be taken on the way to ensure the sustainable functioning and recognition of the CAG.



# Sustainable participation of Roma in local decision making

---

This document aims at providing guidance to the national facilitator for working with the representatives of local authorities in order to set up a sustainable mechanism and framework for participation of Roma in local decision making.

In municipalities involved in the ROMACT programme, additional support in this direction will be generated by the respective programme.

A serious and sustainable commitment for ensuring Roma participation, in line with the principles of inclusive good governance, implies decisions adopted by the local council and measures taken by the highest decision makers in the municipality. Therefore, besides the co-operation with the municipality contact point and the work with the IWG, national facilitators need to work with the mayor or with other decision makers in the municipality in order to choose the best option, considering the local context, and to implement it properly.

From this perspective, the following steps are suggested.

- ▶ Review with the municipality contact point the current procedures for citizen participation, looking at the national, regional and local legal framework and at the actual practice and its effectiveness.
- ▶ Identify options where changes could enhance Roma participation.
- ▶ Prepare, with the support of the municipality contact point and of the local facilitator, a simple formulation of the main options to be presented to the CAG and a briefing in administrative terminology, to be presented to the mayor or other relevant decision maker.
- ▶ Discuss with the municipality decision makers the options proposed, asking them to consider, reflect and analyse – without necessarily making a quick decision – and invite them to discuss the matter with the members of the CAG.
- ▶ Discuss with the CAG the options presented. The CAG does not need to focus on choosing one option to support but rather on identifying how they could benefit from any option and on formulating possible amendment proposals to the options presented.
- ▶ Organise with the support of the municipality contact point and of the local facilitator a meeting dedicated to discussing options and reach an agreement on what kind of framework could be most appropriate at local level to ensure effective Roma participation.

The specialist staff of the municipality should then be charged with drafting proposals to be submitted to the local council and these should also include the commitments made by the members of the CAG. It is important to take the time to explain to representatives of the various political parties represented on the local council the benefits of a structured and sustainable mechanism supporting the participation of Roma citizens, before submitting a proposal to vote. This will increase the chances that consultation will continue beyond the current electoral cycle, even if there is a change in the leadership or the composition of the local council.

# References ROMED 2

---

- Alexander, G. (2010) «Behavioural coaching—the GROW model». In Passmore, J. Excellence in coaching: the industry guide (2nd ed.). London; Philadelphia: Kogan Page. pp. 83–93
- Ancona, D., & Bresman, H. (2007). X-teams: How to build teams that lead, innovate, and succeed. Boston : Harvard Business School Press
- Arnstein, S.R. (1969) «A Ladder of Citizen Participation», Journal of the American Planning Association 35 (4): 216–224
- Bercovitch, J., Kremenyuk, V., Zartman, W. (2009) The SAGE Handbook of Conflict Resolution
- Boal, A. (2002) Games for Actors and Non-actors, Psychology Press
- Brander, P., Keen, E., Lemineur, M.-L. (Eds) (2002) Compass – A manual for Human Rights Education with Young People, Council of Europe
- Kolb, D. A. (1984) Experiential Learning: Experience as the Source of Learning and Development. New Jersey: Prentice-Hall
- Macefield, R., Mellor, K. (2006) Awareness and Discounting: New Tools for Task/Option-Oriented Settings, Transactional Analysis Journal, January 2006 36: 44-58
- Moore, M. (1995). Creating Public Value - Strategic Management in Government. Cambridge: Harvard University Press
- Plous, S. (Ed.). (2002) Understanding Prejudice and Discrimination. New York: McGraw-Hill.
- Sternberg, R. J., Zhang, L. F. (Eds.) (2000) Perspectives on cognitive, learning, and thinking styles. New Jersey: Lawrence Erlbaum
- Tonn, J. C. (2003) Mary P. Follett: Creating Democracy, Transforming Management, New Haven: Yale University Press
- Tuckman, B. W. and Jensen, M. A. (1977) Stages in small group development revisited. Group and Organisation Studies 2; 419-427
- Turner, J. R. (2009) The Handbook of Project Based Management: Leading Strategic Change in Organizations, USA, McGraw-Hill
- Council of Europe Strategy for Innovation and Good Governance at Local Level: 12 principles of good governance [www.coe.int/t/dgap/localdemocracy/Strategy\\_Innovation/default\\_en.asp](http://www.coe.int/t/dgap/localdemocracy/Strategy_Innovation/default_en.asp)
- EU – CoE Youth Partnership. T-Kit 4 Intercultural Learning. <http://pjp-eu.coe.int/en/web/youth-partnership/t-kit-4-intercultural-learning>
- Council of Europe. Education Pack – All different, all equal, 2004 [www.eycb.coe.int/edupack](http://www.eycb.coe.int/edupack)
- Nicolae V. Happy birthday to you! <https://valeriu Nicolae.wordpress.com/2013/08/05/happy-birthday-to-you>
- World Bank: The economic costs of Roma exclusion. [http://siteresources.worldbank.org/EXTROMA/Resources/Economic\\_Costs\\_Roma\\_Exclusion\\_Note\\_Final.pdf](http://siteresources.worldbank.org/EXTROMA/Resources/Economic_Costs_Roma_Exclusion_Note_Final.pdf)

A series of horizontal dotted lines for writing.

A series of 25 horizontal dotted lines spanning the width of the page, providing a guide for handwriting practice.

A series of horizontal dotted lines for writing.

"Effective participation of Roma communities" has been the mantra of international efforts for Roma inclusion for the past decade.

But exactly how is it achieved? Who are the main actors and how should the community, local authorities and other stakeholders be engaged?

As the title indicates, these Guidelines address those persons either from within (local facilitators, mediators) or from outside (national facilitators) of the community who would like to mobilise and engage a particular Roma community in a real participatory process in a given city or village.

With a proven methodology – improved and revised over three years of practical implementation and tested by an external evaluation in 2016 – the ROMED2 Guidelines and Resources for National and Local Facilitators provide a complete set of tools for training the Roma community, local authorities and other stakeholders with the aim of achieving effective participation of Roma.

[www.coe-romed.org](http://www.coe-romed.org)

ENG

The Council of Europe is the continent's leading human rights organisation. It comprises 47 member states, 28 of which are members of the European Union. The Congress of Local and Regional Authorities is an institution of the Council of Europe, responsible for strengthening local and regional democracy in its 47 member states. Composed of two chambers – the Chamber of Local Authorities and the Chamber of Regions – and three committees, it brings together 648 elected officials representing more than 200 000 local and regional authorities.

[www.coe.int](http://www.coe.int)

The European Union is a unique economic and political partnership between 28 democratic European countries. Its aims are peace, prosperity and freedom for its 500 million citizens – in a fairer, safer world. To make things happen, EU countries set up bodies to run the EU and adopt its legislation. The main ones are the European Parliament (representing the people of Europe), the Council of the European Union (representing national governments) and the European Commission (representing the common EU interest).

<http://europa.eu>

Funded  
by the European Union  
and the Council of Europe



COUNCIL OF EUROPE



Implemented  
by the Council of Europe