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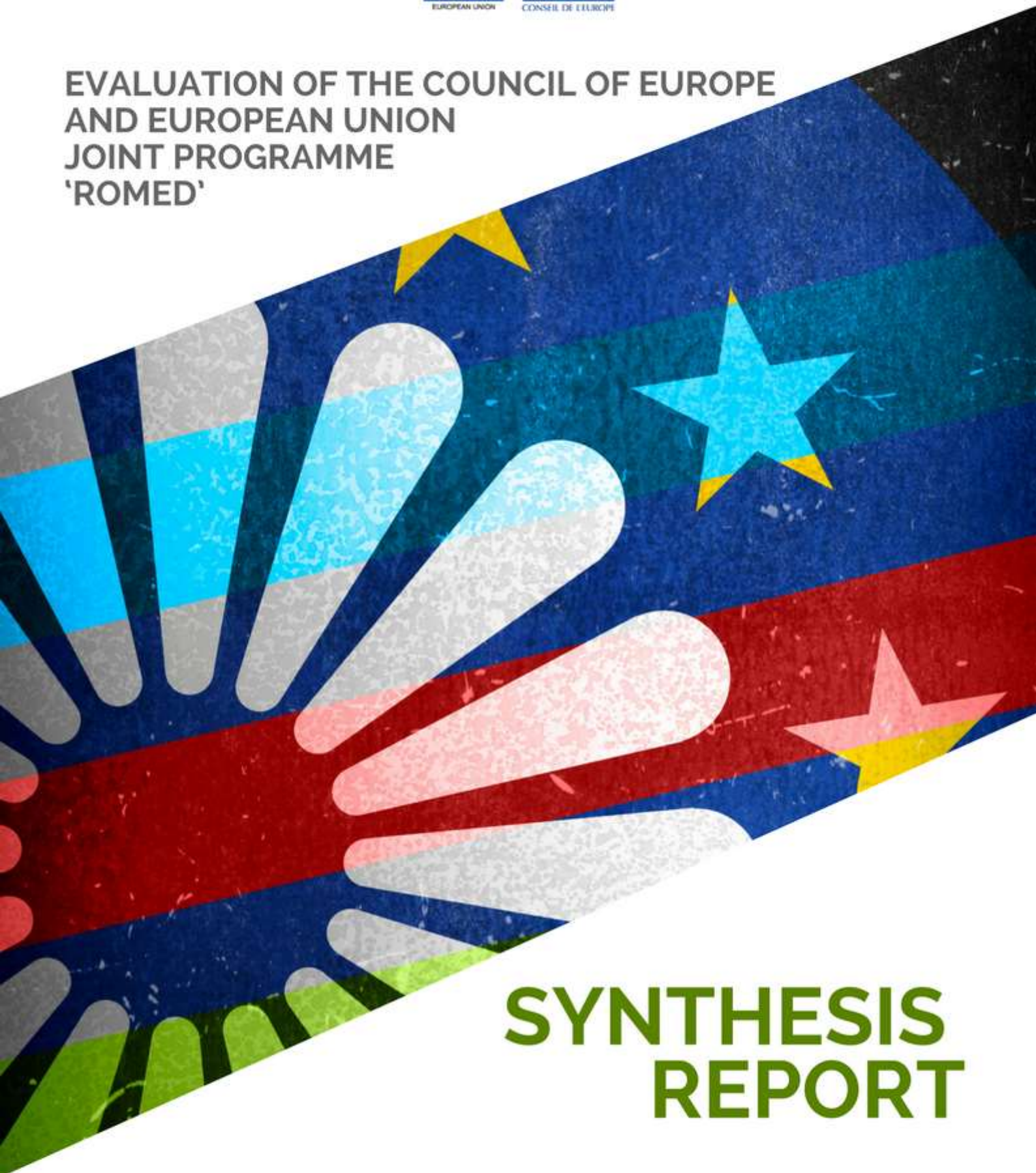


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# EVALUATION OF THE COUNCIL OF EUROPE AND EUROPEAN UNION JOINT PROGRAMME 'ROMED'



## SYNTHESIS REPORT

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**ROMED**  
Médiation pour les Roms  
Mediation for Roma

This synthesis report summarises the main findings, conclusion, and recommendations of the evaluation report prepared by:

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## Introduction

### ROMED overview

This report summarises the findings and recommendations of the external evaluation of two Joint Programmes of the Council of Europe (CoE) and European Commission (EC) Directorate General for Education and Culture (DG EAC) – *ROMED1 'European Training Programme on Intercultural mediation for Roma Communities'* and *ROMED2 'Democratic Governance and Community Participation through Mediation'*.

**ROMED1 'European Training Programme on Intercultural mediation for Roma Communities'** emerged from the earlier extensive work of the CoE to promote intercultural mediation, highlighted in the Strasbourg Declaration, signed by the representatives of the member states in October 2010. It established ROMED1 as a *European Training Programme*, implemented in co-operation with national and local authorities with the aim of enhancing the quality of the work of Roma mediators in order to improve Roma access to local services.

ROMED1 was implemented in 22 European countries from July 2011 to March 2013. It was financed through two CoE-European Union (EU) joint programme agreements amounting to €2,000,000, of which 50% was provided by DG EAC and 50% by the CoE. ROMED1 continued in some countries from 2014 to 2016 in response to demand from national institutions to train or provide refresher training to specific groups of Mediators.

**ROMED2 'Democratic Governance and Community Participation through Mediation'** emerged from the learning of ROMED1. It invested in local processes aimed at enhancing the participation of Roma in local decision making. It stimulated the self-organisation of Roma communities into community action groups (CAGs). Through a structured process of dialogue and cooperation with local authorities, the CAGs identified community priorities and suggested initiatives for addressing them.

ROMED2 was financed through three joint programme grant agreements amounting to €3,100,000. Again, 50% of the funding was provided by DG EAC, and 50% by the CoE. Implementation commenced in April 2013 and is presently expected to end in February 2017. It has been active in 54 municipalities in 11 countries: Bosnia and Herzegovina, Bulgaria, Germany, Greece, Hungary, Italy, Portugal, Romania, the Slovak Republic, "the former Yugoslav Republic of Macedonia" (FYRoM), and Ukraine.

### The evaluation

The objectives of the external evaluation were to: (1) assess the effectiveness of the two programmes in contributing to improvements in the situation of the target groups; (2) analyse their impact on policies at local, national and European levels; and (3) identify lessons and provide recommendations for the future.

The evaluation covered seven focus countries: Bulgaria, the Former Yugoslav Republic of Macedonia, Hungary, Portugal, Romania, Slovakia and Ukraine. The evaluation involved desk research; semi-structured interviews with international, national and local stakeholders; a written survey; 10 focus groups with mediators trained by ROMED1; and 15 case studies in municipalities covered by ROMED2 including interviews with local authorities and with the established CAGs.

The evaluation was carried out between 15 February and 30 June 2016 by an international team consisting of country-based experts and a regional senior evaluation team. 363 stakeholders were consulted through interviews and focus groups. More than 55% of them (194) were representatives of Roma communities (mediators trained by ROMED1 or members of the ROMED2 CAGs). In addition, 138 mediators trained by ROMED1 responded to the survey.

## ROMED1: Training of mediators

### Achievements and Challenges

ROMED1 developed and spread ***a new vision for the role of Roma mediators at European, national and local levels***. It introduced a common framework of standards and methods organised around four important principles: cooperation, impartiality, human rights, and a participatory planning work cycle. At the heart of ROMED1 was the concept of ***real intercultural mediation*** contributing to (1) the empowerment of Roma citizens through a better understanding of their rights, and (2) systemic change within institutions leading to local services that are more accessible and accountable to Roma communities.

ROMED1 was initiated as a ***complex capacity building effort aimed at systemic change***. It included two training sessions with a six-month period of practice between them. Mediators who completed the training programme received a certificate issued by the CoE on behalf of the Joint Programme.

The programme developed ***a large pool of local trainers in the different countries, the majority of whom are Roma***. The methodology was systematized in the ***ROMED1 Trainer's Handbook***<sup>1</sup> which was continuously improved on the basis of feedback from trainers and participants. It was applied with maximum flexibility to respond to the diverse local contexts and mediator needs. ROMED1 also developed a European ***Code of Ethics*** for regulating the work of mediators.

***From 2011 to 2016 ROMED1 trained 1,479 mediators from 500 municipalities in 22 countries***. Of these, 1,246 mediators received the CoE's ROMED training completion certificates. Approximately 90% of the trained mediators are Roma, and more than 50% are women. Over 700 representatives of local institutions took part in the training sessions which increased their understanding of the role of mediators. Representatives of national institutions with relevant responsibilities in Roma inclusion were also present at some training sessions.

***The ROMED1 training programme was considered by local stakeholders to be highly relevant to the needs of local Roma inclusion processes***. In particular, mediators valued it for its human rights based approach and empowerment orientation, and for its focus on the clarity of the role of mediators and the practical aspects of their work.

***The main impact of ROMED1 was to increase the functional capacities of participating mediators***. This helped to improve the quality of their work, which in turn has improved access of Roma communities to various public services. There are many examples of successful individual work of mediators in localities that were visited. However, there is a lack of systematized data due to the lack of national systems to monitor the impact of mediators in communities, and changes in the terms of their employment.

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<sup>1</sup> Handbook available for download in English: <http://coe-romed.org/sites/default/files/documentation/ROMED1%20Trainers%20Handbook.pdf>



**The programme had little impact on the employment status of mediators**, especially in countries where the mediator's profession is not recognised. This led to disappointment among trained mediators (e.g. in Hungary and Slovakia). In countries where mediation is recognised as a profession (e.g. Bulgaria and Romania), the employment of mediators was not the main aim of ROMED1 and the training provided did not improve the terms of their employment. Mediators' salaries remain low, and there are no incentives for further professional development.

**ROMED1 had varied impact across the evaluation focus countries on national policies concerning mediators.** The level of impact depended on several factors, including: the extent of recognition of mediation as a profession; the effectiveness of cooperation with national governments and their respective political will; and the advocacy capacity of the individuals selected as national focal points (NFP), who were usually the leaders of prominent Roma NGOs. Impact was especially visible in FYRoM, where mediators were adopted as a new policy priority in the Government's strategy. In Portugal, there were synergies with the existing national programme, and ROMED1 contributed to the recognition of the importance of mediation in the national strategy for Roma inclusion. In Ukraine, ROMED1 initiated a process that may eventually lead to recognition of mediators, and to a large extent this is the result of the effective advocacy of the NFP there.

**The overall effectiveness of ROMED1 was constrained by the rapid expansion of the programme to 22 countries** in response to a political pressure to quickly demonstrate success. This limited the resources for initial assessment of country conditions, and for monitoring and mentoring mediators during their six-month practice period. This was considered by mediators to be a serious weakness in the programme. It also limited support to national advocacy for recognition of mediators and improvement in the terms of their employment.

## Lessons

**Intercultural mediation is an important skill that complements substantive professional competence.** Continuous development of mediators' functional competencies is essential for maintaining and increasing the impact of their work in a continuously changing environment. It requires extended/long-term programmes that include both training and practice. The effectiveness of mediators would be enhanced by mentoring and monitoring, as well as by peer support, but these would require additional financial resources.

**Mediator training has greater impact if it is organised in partnership with existing national programmes**, especially where national and local governments are committed to the employment of mediators.

**More time for consultations with key stakeholders (including civil society) is needed at the outset of the programme to ensure assessment of the country context in sufficient depth.** This would help to ensure that the training of mediators is fully adapted to the local context, and it would help to establish broad support for intercultural mediation.

**Clear strategies and resources are required to influence mediator-related policies at the national level.** The sustainability of mediator capacity development programmes depends on increasing ownership among national authorities, local governments and civil society (Roma NGOs and mediator networks/ associations), and effective interaction between these groups.

**Networking and peer support among mediators is very much needed but requires investment.** ROMED1 provided space for shared learning during the training and encouraged continued networking, although this was not the primary aim. This led to the creation and formal registration of mediator networks in some of the focus countries, however these networks need

assistance to develop as effective civic associations promoting intercultural mediation as a tool for Roma inclusion.

## Recommendations

Future ROMED mediator training should focus on sustainability by developing in-country systems for formal recognition of mediation as profession, and continuing professional development. More concretely, the ROMED1 programme should:

- Ensure alignment with existing national programmes and require clear commitment from national authorities that mediators will continue their employment or will be formally employed, and that financial resources are allocated to support their training and continuing professional development.
- Focus support on developing the capacities of established mediator networks as new actors promoting intercultural mediation.
- Allocate resources to assist national advocacy efforts for: recognition of the profession of mediator; allocation of government support for mediator training programmes; official certification of training for mediators and incentives for their professional development.
- Support more systemic monitoring of the implementation of the Strasbourg Declaration signed by national governments. Civil society and networks of mediators can contribute by developing annual shadow reports on the situation of mediators in each country.

## ROMED 2: Democratic Governance and Community Participation Through Mediation

### Effectiveness of ROMED2 assistance to local Roma participation

Learning from ROMED1, ROMED2 focused more on systemic institutional change processes at the local level. Two ideas were central to ROMED2: (1) self-organisation of Roma citizens in CAGs, and (2) establishment of structured channels for cooperation with local authorities around the development and implementation of local plans to resolve problems identified as priorities by local Roma communities.

The availability of mediators trained by ROMED1 was one of the criteria for selecting ROMED2 locations. Trained mediators acted as local facilitators for ROMED2, assisting communication between CAGs and local institutions.

National teams, comprised mainly of Roma experts and practitioners, supported local processes: National Facilitators worked as outside 'mediators' who supported the development of the CAGs and their interaction with local authorities; National Project Officers and National Focal Points coordinated and monitored the quality of work in the different municipalities, and interaction with the national authorities. The work of national teams was supported by the ROMED international pedagogical team, and the CoE management team. There were regular meetings of national teams from all countries to share experiences, learn, and adapt ROMED2.

The ROMED2 vision and methods, and the roles of different stakeholders, were described in the ROMED2 '*Guidelines for National and local facilitators*'. The Guidelines provide a comprehensive and flexible framework designed and adapted over time with the participation of all national teams.<sup>2</sup>

All stakeholders consulted for this evaluation consider that ROMED2 was **highly relevant to the important need to develop new local capacities and interactive leadership for Roma inclusion**. Stakeholders consider the most important aspects of the programme to be: (1) its process orientation; (2) its focus on empowerment of Roma communities through their practical involvement in policy formulation; (3) the experiential learning of local institutions through consultation and cooperation with Roma citizens.

The work of the national teams was assessed by local stakeholders as very effective. The commitment of all ROMED2 teams (national and international) was central to the success of the programme.

***In Bulgaria, Hungary, Slovakia and Romania, ROMED2 was implemented in parallel with ROMACT in 2014 and this significantly constrained the effectiveness of ROMED2 in these countries.*** Since 2015 only ROMACT has been implemented in these countries. ROMACT is a joint programme of the CoE and EC DG Employment aiming to '*improve the responsiveness and accountability of local authorities, particularly elected officials and senior civil servants, towards marginalised Roma communities*'.<sup>3</sup> Parallel implementation caused some confusion at local and national levels and led to a shift in focus from ROMA community empowerment to local administration capacity development. Furthermore, in these four countries, local processes were interrupted between six and nine months due to slow negotiations between the CoE and the EU regarding the new EU contractual arrangement 'PAGODA'. This delay seriously undermined the credibility and effectiveness of ROMED2 at the local level.

## Making a difference in Roma communities

The emerging impacts, challenges, and lessons from ROMED2, and recommendations for the future are summarized in three main thematic areas: (1) community empowerment for democratic participation; 2) inclusive governance and 3) education.

### Roma community empowerment for democratic participation

#### *Achievements and challenges*

ROMED2 aimed to empower Roma communities primarily by supporting the development of CAGs, a new type of community based structure - platforms for community participation that were open, democratic, and recognized by both the community and the authorities. ROMED2 supported the development of 54 CAGs in 11 countries, each consisting of between six and 27 members. There was considerably diversity between the CAGs, reflecting differences between the selected locations such as size and type of municipality (rural or urban), level of marginalization, history of previous self-organisation, and activeness.

Findings from the case studies in 15 of the ROMED2 municipalities suggest that ***Roma representatives were motivated to participate in the CAGs primarily by their personal motivation for change, especially a better future for their children.*** In some locations CAGs members were selected from a smaller group within the community. In others they were elected at broad community meetings. CAG members have enhanced their knowledge and skills relating to

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<sup>2</sup> The revised guidelines will be published on the ROMED website in late 2016.

<sup>3</sup> Council of Europe, 'About ROMACT', <http://coe-romact.org/about-romact>.

participation in local policy development and communication with authorities. CAG members at several focus groups expressed the sentiment that they now feel they are "important people", on a more equal footing with authorities in discussing community issues.

***There is increasing evidence that CAGs have been effective.*** CAG proposals to tackle identified community priorities were considered by local authorities and adopted in local development plans in a number of municipalities. As a result, urgent community problems were resolved, and longer-term initiatives were developed. Concrete actions by local authorities and tangible results, based on suggestions of ordinary community members, enhanced community trust in the system and made them feel that their voices matter and their involvement can influence local policies.

For example, in Tundzha (Bulgaria), all of the CAG's proposals have been included in the Local Action Plan for the implementation of the municipal Roma integration strategy. These include both long term priorities related to access to quality education, health care, resolving housing issues, as well as other identified burning problems that need immediate reaction, for example the lack of water in one of the villages, or the bad roads and infrastructure in other. The Mayor, Deputy Mayor and experts in the municipality are in constant contact with the representatives of CAG to quickly resolve emerging issues.

***Maintaining the motivation of CAG members was a significant challenge,*** especially where local authorities were slow or reluctant to engage with ROMED2 processes, or where contractual delays interrupted the process (mentioned above). The number of active CAG members has tended to shrink. There were very limited programme resources to support actions initiated by CAGs, as it was envisaged that they would be supported by other projects and municipalities. However, this support either took a long time to arrange, or was simply not available and this constrained tangible results, which in turn undermined community motivation.

While the majority of CAGs are still active and some plan to register, or have registered, as formal civic organisations, ***CAGs still need support to help them grow as sustainable community representative structures.***

### ***Lessons***

**Community empowerment is a process that requires consistent support over time,** especially in highly marginalized communities.

**Sustaining democratic participation of Roma communities in local decision making needs strong community self-organisation.** One community member noted that "*politicians come and go but people in communities remain*". If communities are active, they can demand sustained commitment from local authorities for Roma inclusion.

**Diverse representation of Roma community members in CAGs** ensures that the process is kept open to broader community issues, and is not limited to specific interests.

**The presence of active educated Roma individuals and local Roma organisations working on specific issues can serve as a strong support network** for the developing CAGs.

**Support to small self-started community actions can catalyse the process of empowerment** by gradually developing local capacity and self-esteem, maintaining motivation, and increasing trust among community members.



## Recommendations

- Continue to support the initial ROMED2 CAGs/ municipalities for at least two more years to ensure sustainability of the local empowerment process. If ROMED2 is extended to new localities, a support timeframe of four to five years should be envisaged to maximise sustainability.
- Refine the ROMED2 approach to focus on developing CAG capacities to activate and represent broader community interests.
- Accelerate the local community empowerment processes through the introduction of a small seed fund to support community campaigns and initiatives. This can act as an incentive to attract other resources, from the community, municipalities, and external sources.
- Encourage and support specific initiatives aimed at empowering women and involving youth.
- Define clear, progressive success indicators defined in terms of empowerment and desired changes in local processes.

## Roma Inclusive Governance

### Achievements and challenges

Initial selection of municipalities to participate in ROMED2 was based on the level of local authorities' existing political will. All municipalities had to sign an official letter of commitment to the democratic process developed through the programme. Cooperation was organised around **Institutional Working Groups**, comprising representatives of the local administration and local institutions, and the CAG. Each municipality had a contact point for cooperation with the CAGs, usually heads of departments or deputy mayors.

Feedback from interviews with local authority representatives in the 15 case study locations indicates that the programme helped to **open new channels of constructive communication with Roma communities** that did not previously exist. By working with CAGs, local authorities have learnt directly from the communities about their needs. CAG diagnosis of community needs has made local plans and measures more relevant and realistic.

The results of the interaction between CAGs and local authorities depended on the local factors: the capacity of the CAGs; the extent of local Roma political representation; the political support of the local council; the availability of financial resources to support suggested initiatives from local budgets or national programmes.

**In most of the evaluation case study municipalities the local authorities recognized the CAGs** (formally and informally) as new local government partners for resolving Roma inclusion issues. Some municipalities provided rooms for CAG meetings, or small financial support for CAG initiatives to organise community events around International Roma Day (08 April).

The main results of the cooperative process were **the Local Action Plans** (LAP) that were developed together with the CAGs and incorporated into local development plans in many of the participating municipalities. In some countries ROMED2 was well-timed to fit national requirements for local Roma inclusion strategies and plans (e.g. Bulgaria in 2014).

The local cooperative process led to the **timely resolution of immediate problems** identified by CAGs as priorities for Roma communities. Priority problems included, for example, the absence of water supplies in some villages, access to waste collection services, street lights and improved road infrastructure, accessibility of public transport (bus stops close to Roma neighbourhoods), and resolving conflicts around housing. For example, in Valea Seaca (Romania), the water supply and treatment system has been developed for the entire locality, including the Roma settlement.

**Cooperative local planning and implementation was not always a smooth and easy process.** Political changes following local elections were highlighted as a challenge in a number of the case study locations. A worrying tendency is the increased nationalistic vote that has led to the election of local councillors with a negative attitude to Roma issues and inclusion. In some cases, this has blocked the local cooperative process and municipalities have dropped out of the programme (e.g. Varna municipality, Bulgaria).

Changes in key local administration actors who were supportive of the process negatively affected interaction with CAGs, especially in cases where the CAG, especially in cases where the CAG was not officially recognised (e.g. the resignation of the deputy mayor in Bucharest, Sector 6).

Interaction between CAGs and municipalities was undermined when supportive local administration actors were replaced. This was most evident when the CAG was not institutionally recognised (e.g. the resignation of the deputy mayor in Bucharest, Sector 6).

Other challenges related to the lack of financial resources to support planned initiatives. The extent of implementation of adopted plans depended largely on the existence of national programmes supporting local Roma inclusion initiatives, and the extent to which municipalities were covered by their priorities.

The level of implementation of plans adopted in municipalities depended in particular on (1) the availability of national funding programmes supporting local Roma inclusion initiatives for Roma inclusion, and (2) the extent to which municipalities were covered by their priorities.

ROMED2 was essentially a pilot programme, focusing mainly on the local level. **National support to ROMED2 varied. In some countries (e.g. FYROM) there were synergies between ROMED2 and existing national programmes,** with close cooperation between ROMED2 and the government. In others (e.g. Slovakia), there were no synergies between ROMED2 existing national programmes.

**ROMED2 has influenced national policies in some of the countries.** In Romania, the Human Capital Programme's application guide envisages support to integrated measures for Roma inclusion in communities. The National Strategy for Roma inclusion in Ukraine has outlined the importance of Roma participation in decision making processes and in the development of local policies.

### **Lessons and recommendations**

- The support and involvement of local councils throughout the process enhances the sustainability of local authority support.
- Representation of Roma on local councils and in the local administration is a key factor for ensuring the long term political commitment of local authorities.
- The participation of Roma community groups grounds local policy in real community needs. It helps realistic planning and facilitates direct feedback from communities on implementation.
- Small rural municipalities need active partnerships with other actors, especially with NGOs, to increase their capacity to access EU funding.
- Addressing emergency needs on a temporary basis may be an option if it is part of a development plan coordinated with national strategies and financial support.
- More sharing of experience and strategic dissemination of the ROMED2 approach is needed through existing in-country municipality and civil society networks.

## Education

### *Achievements and challenges*

ROMED2 promoted an integrated approach to Roma inclusion focusing on education for democratic and non-formal education methodologies. Prioritisation of needs and types of initiatives was left open to local stakeholders (CAGs and the local institutions), and this enhanced ownership of the local cooperative processes.

The main achievement of ROMED2 was in the area of ***informal education of Roma communities in active citizenship as a tool for empowerment***. The CAGs became practical schools for active citizenship and at the same time the source of active community change, thus becoming an engine for democracy, learning, and education for the entire community.

***Increased self-esteem as active citizens has motivated some CAG members to continue their formal education*** so that they can engage in partnership with local institutions on a more equal basis (e.g. case study Tundzha municipality, Bulgaria; Roma university scholarships initiated as result of the action of the ROMED2 team in Portugal).

ROMED2 has contributed to ***experiential learning amongst local authorities*** about the benefits of consulting with representatives of Roma communities in local policy planning and implementation. A new interactive space has emerged for the development of skills and mutual learning for Roma inclusion in municipalities.

The ROMED2 integrated approach to Roma inclusion, with communities prioritising their needs and initiatives, provided ***different entry points for addressing, directly or indirectly, formal education issues***. Often, initiatives in other sectors (e.g. infrastructure or health) had a real impact on access of children to education. In the majority of the case study locations a number of initiatives focused on formal education. They are diverse and address the specific needs of each locality. They include, for example: refurbishment or construction of new kindergartens (e.g. Hadjidimitrovo in Bulgaria); better preparation of children for mainstream education; reducing the number of school drop outs by working with parents and children; initiatives to overcome segregation in schools (e.g. Prilep in FYRoM); initiatives to raise parents' awareness of the importance of education, especially for girls (e.g. Valea Seaca in Romania); new schools in villages; adult education programmes enabling citizens to complete their education (e.g. Valea Seaca in Romania).

***More marginalised Roma communities are less likely to identify education as a priority.*** Case studies in more marginalised communities indicate that there is a tendency to prioritise more immediate problems related to basic needs such as drinking water, basic living conditions, making a living, rubbish collection, etc. Resolving these problems first can enable the community to think beyond immediate survival issues.

***The impact is greater when local administrations view Roma access to education as a long term investment in their municipalities.*** Evidence from the case studies indicates that education is often approached in a fragmented way, by single projects mainly for improvement of infrastructure in poor municipalities with little or no previous experience of Roma inclusion initiatives. Municipalities with longer experience of Roma inclusion initiatives have developed a consistent, long-term vision guided by recognition of the importance of education. This results in more consistent impacts, including full coverage of children, reduced school drop-out rates, and enhanced quality of teaching (e.g. case studies Tundzha, Bulgaria; Prilep and Tetovo, FYROM).

## Lessons

Making education a priority for the most marginalised communities requires extension of the vision of community members beyond immediate survival issues.

Involvement of women and youth in CAGs helps to ensure that education is one of the top priorities for local development.

Addressing local educational challenges effectively requires that local authorities develop a coherent vision of education as an investment in sustained Roma inclusion.

**Local businesses and municipalities are more likely to support new education initiatives when Roma are viewed as a future skilled human resources needed for local economic growth** (case study Nyirbator municipality, Hungary).

Targeted facilitation of broad stakeholder consultation and involvement of schools, local authorities, local businesses and representatives of Roma communities leads to **innovative initiatives mobilising existing local resources** (case study Nyirbator municipality in Hungary).

## Recommendations

- Foster the focus on education as an engine for (1) the empowerment of communities and (2) the development of long term municipal vision for sustained impact on Roma inclusion.
- Develop strategic partnerships with actors with specific expertise in different approaches to improved Roma access to formal education, such as the Roma Education Fund (REF).
- Maintain the combination of non-formal education (active citizenship and empowerment) and formal education (access to quality education, reduced drop out, pre-school education), etc.
- Ensure that CAGs include members with a genuine interest in education. Alternatively develop a set of interest groups (parents, mothers, youth, women etc.) around education that work together with the CAGs on concrete educational initiatives.
- Facilitate consultations and meetings with diverse local stakeholders to ensure broad support for educational initiatives in municipalities.

## Overall Recommendations

- **The ROMED programme should continue in order to reap the benefit of the investment made so far.** However, there should be a more strategic framework, with greater clarity on mission, ownership and sustainability.
- **Clearly communicate the ROMED mission: 'ROMa Empowerment for Democracy,'** rather than its instrument ('ROMa MEDIation').
- The next phases of ROMED should focus on ownership and sustainability by:
  - Developing more specific country-based strategies;
  - Promoting national organisations into strategic partners;
  - Including strategy for synergy with national programmes and/ or other donors;
  - Supporting national advocacy and building broad support networks in the countries;
- **Shift the role of the CoE** from direct project implementer to strategic leader, coordinator and convener, including increased strategic resource and targeted promotion and visibility.
- A new emphasis on **stimulating dialogue between Roma and non-Roma** should be introduced at the local level.
- **Promote programmes for capacity development of locally elected Roma.**