



COUNTRY REPORT GUIDELINES

This document is intended to be a tool for the country teams in completing the report for the EUMAP monitoring project *Equal access to quality education for Roma*. The aim of this document is to offer guidance for the teams in the process of research and to assure a common understanding of the methodology in order to have a standardized instrument for data gathering, allowing comparison across countries. This document contains instructions for working with *desk review template* and *case study template*, the main instruments developed for gathering data. The document also contains instructions for reporting (definitions, editing process, footnoting, and bibliography) as well as interview guidelines to be used as a research technique in case studies.

1. INTRODUCTION

The EUMAP monitoring project will cover the eight European countries participating in the Decade of Roma Inclusion:

- New EU member states in Central and Eastern Europe (CEE) - 3 reports: *Czech Republic; Hungary; Slovakia*;
- South Eastern Europe (SEE) - 6 reports: *Bulgaria, Croatia, Macedonia (FYROM), Romania, and Serbia and Montenegro*.

The main aims of the project will be to assess the implementation of government policies on education for Roma (with a special focus on desegregation); provide data on key education indicators; promote consultation with Roma communities on education issues and establish the framework for regular monitoring throughout the Decade.

This new EUMAP monitoring will reflect the aims of the Decade of Roma Inclusion¹ (2005-2015) and also provide a valuable input to the present debate, in advance of the Decade, on establishing realistic national targets for bringing about measurable improvements in the sphere of education. The monitoring will concentrate on primary and secondary (up to age 18) education, as the main priority area, but will also assess preschool education, which can be of particular importance for bilingual children. The monitoring will not cover higher or vocational education.

The report will provide a detailed assessment of the implementation of national action plans and government policies designed for Roma, concentrating in particular on education. The monitoring will follow on from EUMAP's 2002 reports, which assessed national programmes for Roma in eight of the CEE accession countries.

For this new monitoring project, EUMAP will be able to draw upon the experience and expertise of other OSI network programs and Soros network foundations in the area of education. In particular, the monitoring will be carried out in cooperation with OSI's Education Support Program (ESP)² and Roma Participation Program (RPP)³.

EUMAP is responsible for project management and administration, and assumes full editorial responsibility for the final report. This may entail:

- excluding some information and conclusions originally submitted by the team;
- including information and analysis obtained from other sources;

¹ For information on the Decade of Roma inclusion, see
<lnweb18.worldbank.org/eca/ecshd.nsf/roma/roma+conference>

² Further information on ESP may be found at <www.osi-edu.net/esp/>

³ Further information on RPP may be found at <www.hu.org/rpp>

➤ revisions to the report template.

EUMAP retains full copyright over the final report. The team's contribution will be acknowledged in the final publication in an acknowledgements section at the beginning of the report volume.

2. DESK REVIEW TEMPLATE

The desk review component, is intended to be the main instrument for completing country reports in accordance with the goals of the EUMAP monitoring project as stated in the introduction. Information compiled under this desk review component will be integrated with the results of your monitoring team's field research in the final report as described in the country report template.

The desk review template is structured in six distinct sections as follows:

- I. Administrative Structure
- II. Access to Education
- III. Constraints/Barriers in Access to Education
- IV. Segregation
- V. Quality of Education
- VI. Government educational Policies and Programmes

All the items, questions and tables in the desk review template are intended to gather *factual information* at the national level regarding Roma access to quality education. For comparative reasons and for the purpose of placing the situation of Roma in the national context, data on the general national population is requested as well. The desk review methodology should be completed through document analysis, meaning the review of all relevant written documents on the specified topics. Where an interpretative or qualitative response is requested, this should be drawn from existing literature (other monitoring reports, government assessments, etc.); it is not necessary to provide an independent evaluation for this phase of the data gathering.

Types of documents for reviewing include: laws and official regulations, statistics including educational statistics, research reports either academic or NGO, evaluation reports, mass media articles, policy papers.

In completing the desk review template, reporters should seek out the most recent data, documents, studies, reports, changes in laws and regulations and so on. Reliability and accuracy of data is of primary concern, as we want to provide policy makers with quality data useful for educational policy decisions. In this regard all quantitative data provided in this report must be **fully referenced** as well as to include information about samples. The information about the samples used in research quoted in the report should contain: the number of cases; the primary unit of analysis (households, individuals, schools and so on); geographical coverage (national, regional, district level). As research data on Roma issues may vary greatly or even be contradictory depending on the methodology, samples and so on, these differences and contradictions should be documented in the EUMAP report. Wherever possible, the reporter should provide all relevant data regarding specific items as they are presented from different sources. For example, if a research is indicating that the number of Roma children who have never been enrolled in school is 15% from the total school age Roma children and another give a percent of 20%, both figures should be quoted in the report.

For some items the statistical data requested in the template may not be available in the mentioned format. In these cases please provide the data in any format that is available.

Some items in the desk review template request estimates, as presumably there are no official or research data available. In these cases please examine estimates from public/educational authorities and/or Roma leaders and quote them as well as the date and the context (conference, interview, mass media and so on) when the estimate was provided. As in the case of different data for the same item if there are a number of different estimates for the same item, please quote all relevant estimates.

For other items where there may be data gaps, please note clearly that all consulted sources of data did not provide the requested information. These items will be addressed as far as possible in the field research and where data at the national level is not covered by previous research, the gaps will be noted.

2.1.Sources of Data for the Desk Review

A good starting point would be the World Bank Needs Assessment Reports available on the Roma Education Fund website (<http://www.romaeducationfund.org/documents.htm>), and to use the bibliography of these reports as a reference for the research.

Sources of data and information should include but are not limited to the following:

- EUMAP website (<http://www.eumap.org>): 2002 minority protection reports (Bulgaria, Czech Republic, Hungary, Romania, Slovakia); access to education and employment for people with intellectual disabilities;
- OSI programs publications (ESP, RPP, Step by Step, IPF) as well as publications of national Soros foundations addressing the topic;
- European Roma Rights Center (ERRC) website: <http://www.errc.org>;
- Roma Decade for country action plans on the website <http://www.romadecade.org>;
- All materials related with PHARE programs focused on education and Roma in candidate countries (TOR s are especially containing useful information);
- Ministries of Education regulations and policy documents;
- Official statistics and educational statistics including census data;
- Publications released by national research institutes and individual researchers;
- Reports of international and domestic NGOs including programs evaluation reports;
- Data and publication released by UN agencies: UNDP, UNICEF, World Bank;
- State reports under the Framework Convention for National Minorities and the European Convention on Regional or Minority Languages;
- Policy documents such National Action Plans for combating social exclusion (NAPs) for new EU member states and Joint Inclusion Memorandum (JIMS) for candidate countries;
- Poverty Reduction Strategy documents for SEE countries;
- Cases of discrimination in education brought to courts or to national antidiscrimination bodies;
- Relevant mass media materials.

3. CASE STUDIES

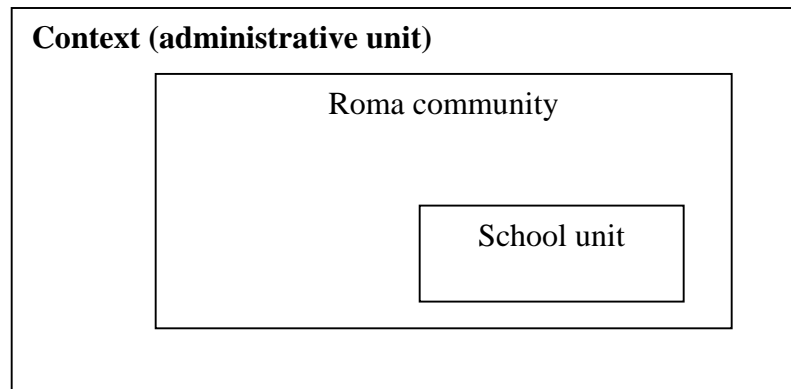
3.1. Case Study Design

Objectives

- To assess at the local level the implementation of government educational policies targeting Roma, with special attention to desegregation
- To promote consultation with Roma communities on education issues
- To supplement desk review research where there are data gaps

Selecting cases: units of analysis and context

Our study is focused on two units of analysis: the Roma community and school units with a high percentage of Roma. While the context for the Roma community as a unit of analysis is represented by the administrative unit that incorporates it, the context for the school unit is represented by the Roma community.



The **Roma community** is defined here as a community that is predominantly mono-ethnic and consisting mainly of Roma inhabitants. Other characteristics which the selected community should demonstrate are:

- clear delimited borders, perceived and named as a Roma community by the inhabitants themselves, by their non-Roma neighbors and by local authorities;
- a majority of the inhabitants are native Romanes speakers (with the exception of Hungary where the percentage of Romanes speakers is significantly low)

For the purpose of our study, the **administrative unit** is the smallest legal entity administering a local budget. There may be cases where Roma community in itself is representing an administrative unit (such as in cases where the community has self governance).

The selection of Roma communities should follow the geographic distribution of the Roma population in a specific country as revealed by available demographic data. Teams should conduct three case studies in each country so, for example, if the percentage of the Roma population is higher in rural areas, two case studies will be conducted in rural locations, while the third should be in an urban area. The three case studies should also cover the main regions of the country where Roma populations are highest. Other factors to take into consideration are whether previous research or monitoring has been done in the community, which the current monitoring can follow up. In particular, where a Government evaluation has indicated a community as a positive example of good practice could be selected.

How to select the school unit?

The school unit will be chosen to represent the educational setting characterising the Roma community selected. Based on previous research data, we identified three possible pattern of segregation:

1. Segregation through placement in special schools for pupils with intellectual disabilities;
2. Separate schools with a majority of Roma pupils (informally called Roma schools);
3. School classes with a majority of Roma pupils situated in mainstream schools (remedial classes or simply majority Roma classes).

In accordance with these potential patterns of segregation, you should select the type of educational setting in which the majority of Roma pupils from the selected community are enrolled. The school unit chosen should be within the Roma community or in the proximity of the Roma community (its nearest school). For example, if in a community with 300 children enrolled in school, of which 200 are going in a separate school with a majority of Roma pupils, you should select that school as your analysis unit. Ideally, each country team will present three case studies illustrating the patterns of education described above. If in some countries segregation patterns (1 or 3) are exceptional cases, reporters should select three cases which illustrate pattern no. 2. In the same time if in a segregated Roma community the majority of Roma children are going to mainstream schools in ethnically mixed classes either as a result of a desegregation project or by initial design of the school network (as a fact), the mainstream school should be in this case selected for the case study.

At least one of the three selected schools should be a school from ministry of education representatives or from official documents implementing a national educational programme targeting Roma (according to Ministry of Education representatives or from official documents). The team should look primarily at programmes jointly financed by the Ministry of Education with the support of EU and other international donors, as Roma-targeted educational programmes financed exclusively by the national government may be less likely to be found.

Research methods and sources of data

- Semi structured interview (interview guides and guidelines are attached)
- Direct observation (observation grid attached)
- Document analysis

Types of documents to be considered:

- program terms of reference;
- progress reports for project/program implementation;
- school internal regulations and codes of conduct;
- local NGO documents;
- local or central media on the topic;
- census data;
- school inspections reports;
- educational statistics
- any other administrative documents relevant for the purpose of the study.

A guiding principle in case study is the **triangulation** of methods and sources of data. Using this principle, information obtained by interviews should be compared with document analysis and direct observation on the field. Data obtained from different key informants should be also assessed against these sources. For example, enrollment and drop-out data obtained from school records and school inspectorates should be compared with estimates provided by Roma community insiders such as Roma elected in local councils, Roma NGO leaders or informal

leaders. Such comparison of data may reveal data inconsistencies and inaccuracies of official education monitoring systems. Beyond compiling and comparing data from multiple sources, a case study by its qualitative nature explores differences in the attitudes, views, opinions, and values of targeted actors.

Key informants

The number of persons to be interviewed is between 30-35 subjects for each case study. However, the quality of interviews is more important than quantity of interviews gathered. As a rule, the interviewer should stop when information already gathered begin to repeat (is becoming redundant).

1. Educational officials from Ministry of Education: 1-2 people in charge of implementation of Roma educational policies or programmes;
2. District/county educational officials (inspectors): 1-2 people in charge for implementation of Roma educational policies or programmes at the district / county level; Where Roma inspectors are in place, these education officials should be interviewed;
3. Local government representatives: mayor or vice mayor and Roma representatives in local council (if elected);
4. School principals of each school visited: 3 people;
5. School teachers: 2-3 teachers from each school visited (1 school master and 1-2 subject teachers);
6. Roma teaching assistants/mediators (where employed);
7. Roma parents: 4-5 people from each community who have at least one child enrolled in school;
8. Roma pupils: 2-3 pupils from the primary level, preferably the fourth (last) grade and 2-3 pupils from lower secondary level, preferably seventh, eighth grades;
9. Roma local NGO leaders: 1-2 people
10. informal leaders of the Roma community (who should be identified after discussions with Roma community members);
11. Members of diagnostic commission for placement in special schools (psychologist, counsellor): 1-2 people, others than school teachers or school principal from special schools
12. Local journalists, preferably those specialised in covering education: 1-2 people

Case study database

Each team will send copies of the following documents for archival purposes:

- Notes from all interviews conducted in the field
- Completed observation grid
- Electronic copies of all documents consulted or hard copies when electronic information is not available

3.2. Interview guidelines

Team members should make a short **introduction** before starting the interview. The introduction usually contains the following elements:

- presentation of the interviewer and the organisation conducting the research (EUMAP);
- briefly present the purpose of the research (in a general manner, without specific details, taking care not to make misleading promises or raising expectations as to what is going to change after the interview);
- specify the approximate duration of the interview (30 - 40 minutes);

- motivate the subject by emphasising the importance of his/her opinions;
- assure the subject that the discussion should be open and honest because there are no good or bad answers;
- assure the subject about confidentiality of the discussion (no quotations by name except where the subject explicitly approves).
- Don't forget to thank the interviewees at the beginning and the end of the interview for their time and help.

The following example could be used in introducing yourself to the school principal and teachers, school inspectors, Roma NGO leaders, and local authorities.

Good morning. My name is..., I am part of the EUMAP team, an international non-governmental monitoring program based in Budapest, which is conducting a study on education and educational policies in ... country. I am interested in your opinion about the local education situation and in educational policies developed over the last years. We have spoken with officials in the Ministry of Education, and we are now interested in the local stakeholders' point of view. Your opinion is very valuable for us in understanding the local educational context. Our discussion will last for about half an hour. I assure you that our discussion is confidential and your name will be not disclosed, as your personal opinions are important to us.

You should adapt your introduction according to the subjects with whom you are speaking. For example, an introduction for an interview with a Roma parent could look like the following one:

Good morning. My name is..., I am part of the EUMAP team, an international non-governmental monitoring program based in Budapest, which is conducting a study on education and educational policies in ... country. I am interested in your opinion in regard to the education of your children and the situation in his/her school. We have previously spoken with education officials and local authorities, and now we want to hear your opinion on these matters. Your opinion is very valuable for us in understanding the local educational context. Our discussion will last for about half an hour. I assure you that our discussion is confidential and your name will be not disclosed, as your personal opinions are important to us.

An introduction for interviewing pupils should be simpler:

Good morning. My name is...and I am interested to talk with you about your school for a report that I am helping to write. I believe you could help me in understanding how you feel in school and how your school it is. Please, could you talk with me few minutes on this?

Semi-structured interviews by their qualitative nature highlight processes, causal relationships, opinions and attitudes, which are difficult or almost impossible to capture with a standardised quantitative questionnaire. If quantitative research is focusing on measurement, qualitative research aims to bring insight and deep information. Qualitative research speaks mainly to the questions like *Why?* and *How?*

Interview location

As much as possible, interview locations should be a neutral. Ideally, the interviewer should avoid meeting with subjects in locations that could introduce so-called "authority biases". Subjects should feel free to express their opinions without being constrained by symbols of authority present in certain places. For example, parents or pupils should not be interviewed in the principal's office or mayor's office.

The place chosen for interviews should be quiet, without disturbing influences. Teams should keep the interview individual, avoiding other people intervening in the discussion.

Diversity

Among interviewees who are “recipients” (pupils and parents), gender and age balance should be thought, teams should not interview only boys or only girls, or only mothers or only fathers.

Framing questions

The most important thing is that the interview should be **non conducive**, not leading to the answers desired by the interviewer. A non-conducive interview is realised by the way of framing questions and by the interviewer’s style. Questions should not contain the answer or direct towards a specific answer. For example, the following questions are poorly framed because they contain the interviewer’s assumptions:

- *It is true that in your school teachers have biased expectation?*
- *What could you say about discrimination in your school?*
- *How big is the problem of...?*

All questions should be open questions, not containing predefined variants of answers as in a standardised questionnaire. At the same time, questions that can be answered with a simple yes or no should be avoided; where a subject responds yes or no, the immediate question of the interviewer should be *Why?* or *Why are you saying this?* Try to ask, “*Can you give an example?*”

Usually, interviews should begin with easy, familiar question, which the subject does not need too much time to elaborate the answer. Introductory questions should create an open atmosphere.

Teams do not need to follow the exact order of topics or questions from the interview guides, but should explore all topics and questions in the appropriate moment as they see fit. The questions should follow a logical sequence, flowing naturally from one from another. The entire interview should aim to be a pleasant and apparently easy discussion for the subject. The interviewer should try to maintain spontaneity, keeping a continuous monologue of the respondent on the topic of the research.

Interviewer’s attitude

The **interview atmosphere** should be very open and friendly, allowing subjects to reveal their inner opinions, convictions and values. An open atmosphere is one that make the subjects feel confident that he or she will be able to disclose opinions or attitudes that depart from approved social norms.

Do not “bribe” interviewees, e.g. giving candy to children or invite interviewees for coffee or a meal. In some poorer communities, even such small gestures may seem extravagant and critics can always challenge information obtained this way.

In the same time, the interviewer must maintain enough **authority** to prevent the discussion going off topic. The authority of the interviewer is maintained by combination of elements such as: keeping direct eye contact with the subject, using a neutral and equal tone of voice, being appropriately dressed, being politely and empathetic.

During the discussion the interviewers must refrain from expressing their own opinions in regard to the topic of discussion. Team members should keep a neutral appearance. An interview is essentially a one-way process, not an exchange of information.

During the entire interview, the interviewer should maintain the tacit approval of the subject, eventually punctuated from time to time by the explicit approval such as *Yes, please go on* or *I understand...*

There are moments when team members should summarise subject' answers:

- When the respondent has finished speaking at the end of a longer intervention;
- When the interviewer has enough information and want to finish and move to another topic;
- When the interviewer wants to check if he/she understands correctly.

Taking notes

During the interview, team members should take notes trying to capture the exact words of the respondent as far as possible. The notes must be reviewed and completed immediately after the discussion; otherwise the interviewer may forget important information. Notes may also contain team member's observations or insights related to the answers given, and the subject as well (for example, if the team member consider that subject has given some answers just to please the interviewer, the notes should include the answer and add remarks about credibility).

Interviewees should be informed from the start of the session that notes will be taken and the purpose, for example:

We will write down and summarise the responses that we receive from different people and use this information to develop recommendations for policymakers. We will not record your name or private details, and you do not have mention the names or anything about your particular situation that you do not wish to disclose. In the final report, we will not include any details that would identify you, unless you give us permission to do so.

4. Definitions

Definitions included in these guidelines are operational or working definitions intended to give a unitary view of issues addressed by the reports.

Levels of education used for the description of the national educational system and educational statistics in this report should be documented according to definition provided by ISCED 1997, international standard classification of education provided by UNESCO.

- Pre-primary education (preschool in our template) – ISCED level 0; theoretical age of pupils 3 to 6 years
- Primary education (or first stage of basic education) – ISCED level 1; theoretical age of pupils 7 to 10; grades I to IV
- Lower secondary (or second stage of basic education) – ISCED level 2A, 2B and 2C; theoretical age of pupils 11 to 14; grades V- VIII
- (Upper) secondary education – ISCED levels 3A, 3B and 3C; theoretical age of pupils 15 to 18; grades IX and X for vocational schools and grades IX to XII for professional and vocational schools.

When used in tables, “lower secondary” means overall educational programs, regardless whether they are ultimately conducive to tertiary education or not.

When used in tables, “secondary overall” means the sum of general, vocational and professional educational programs including both those conducive to tertiary education and those which limit access to tertiary education.

In the report, segregation in education refers to *de facto* segregation which we define as disproportionately high percentage of Roma pupils in a class or in a school. When estimating segregation we understand in methodology template those classes or schools which range from 50% to 100% Roma pupils.

5. Editing Process

Reporters should expect their work to be comprehensively edited, and should be prepared to respond to extensive questions from the editing team, ranging from clarifications of the existing text to requests for further information on related or new topics. Editing will take place both during preparation of the *working draft* on the basis of reporters’ answers to the full methodology (both the present desk review and field research components), and, following a *roundtable meeting* (see below), during preparation of the final text for publication.

On the basis of the working draft report, the Program will organise a roundtable meeting with the monitoring team’s participation. The purpose of the roundtable meeting is to solicit expert commentary and critique on the working draft from government officials, representatives of civil society, academics, representatives of international organisations, and other experts on minority protection. The Program will cover the costs of organising roundtables.

As noted above, the working draft will then be finalised, on the basis of comments received during the roundtable, by the editing team in Budapest in close collaboration with the reporter.

6. Footnotes

All references contained in the report must be footnoted as follows:

Book, Article, or Report: Author (initials + surname), *title* (in italics), publisher, place of publication, date of publication, and page number(s). Articles in newspapers, periodicals, or journals should be in quotes, with the publication title in *italic*.

Law: Number and Title of Law, Official Gazette/Journal number, date, article cited. Only the latest version or amendment should be included; the date of the law should refer to the date of publication (not entry into force).

Report, article, etc. accessed on the internet: Author, title, date, website address (date accessed).

For newspaper articles and shorter works (not included in the bibliography), if the original publication is not in English, please provide the full title of the publication in the original language, with a translation into English in parentheses following the same style (italics, quotation marks, etc.) as the original.

The first word of the title and the subtitle of each work are capitalised. Proper nouns and adjectives are also capitalised. All other words are lowercased. Keep italics to a minimum.

Multiple sources should be separated by a semicolon, or use see also:.

Examples:

- International Helsinki Federation, *Report on Estonia 2000*, Vienna, p. 133.
- A. Steen (ed.), *Ethnicity and Politics in Estonia, Latvia and Lithuania*, Oslo, 1997, pp. 105–107.
- I. Pettai, “Tolerance of Estonians and Non-Estonians,” in M. Lauristin and R. Vetik (eds.), *Integration in Estonian Society: Monitoring 2000*, Institute for International Sociological Studies, Tallinn, 2000, p. 8.
- J. Jankowska, “Limitation of Rights to education of children and youth with autism” in conference proceedings “Rights of persons with disabilities – theory, practice, essential activities” (13-14 November 2001), Office of the Ombudsman, Warsaw, 2002.
- De Klerk, *SCP Disability Report 2002*, pp. 210-11; PVH Study: Study of Persons with an Intellectual Limitation (*Onderzoek naar personen met een verstandelijk beperking*).
- J. Keay, Interview with Pavel Hamzik, “Bratislava Goal: Fast Track into EU”, *International Herald Tribune*, 18 April 2001, p. 2. See <http://www.rferl.org/newsline/2001/05/100501.html> (accessed 23 July 2001).
- Law 215/2001 on Public Administration, *Official Gazette* 204, 23 April 2001, Art. 40, para. 2.

Multiple references to the same source should be abbreviated and referred to as follows (always include an author and title reference the title should be italicised):

¹⁰ A. Steen (ed.), *Ethnicity and Politics in Estonia, Latvia and Lithuania*, Oslo, 1997, pp. 105–107, (hereafter, A. Steen, *Ethnicity and Politics*).

¹¹ A. Steen, *Ethnicity and Politics*, p. 106.

Note: (hereafter...) is not used with legislation when the short form omits only the gazette number/publication date, e.g.

¹⁴ Act Amending the Labour Code and Some Other Acts, 14 November 2003, Dz. U. 2003, No. 213, pos. 2081 (Act Amending the Labour Code).

7. Bibliography

Teams must present a full list of sources consulted together with the answers to the questionnaire. Include: author, title, publisher, place of publication, date of publication.

Teams are also requested to provide copies of all documents referenced in their answers to the questionnaire. This includes: newspaper articles (include title of newspaper, date and page number), relevant pages of reports/books/magazines, relevant articles of laws, etc. When possible, copies of legal acts and documents should be provided in English; failing this, copies must be provided in the original language, with an English-translation of the document title (this is necessary for fact-checking). If the document is available on the internet, it is not necessary to provide a copy; only the web-site address.