

Coordinated interventions for combating marginalization and for inclusive development targeting inclusively but not exclusively the vulnerable Roma through de-segregation and resettlement of the Pata Rat Area using the leverage of EStF

Draft Outline to the De-segregation and Social Inclusion Action Plan for Pata Rat 2014-2023

Autors:

Tonk Gabriella¹

Julia Adorjani²

Olimpiu Bela Lacatus³

The present document mainly builds upon UNDP's facilitation and involvement in local development processes in Cluj Napoca through the Preparatory Phase for Model Project: making the most of EU Fund for Sustainable Housing and Inclusion of disadvantaged Roma (explicitly but not exclusively targeted) in Cluj Metropolitan Area, implemented in 2012 and the "Area-Based Interventions for making the most of EU Fund for Sustainable Housing and Inclusion of disadvantaged Roma in pilot areas in Romania & across the border to Serbia, Macedonia and Turkey", implemented between July 2013- May 2014. Both projects were financed by Open Society Foundation's Making the Most of EU Funds for Roma Program.

The *De-segregation and Social Inclusion Action Plan of Pata Rat for 2014-2023* is elaborated with the aim to be proposed for adoption to the Local Council of Cluj-Napoca in the frame of the Development Strategy of Cluj-Napoca 2014-2020.

The Draft Outline to the De-segregation/resettlement Action Plan of Pata Rat has the aim of establishing the frame for a set of infrastructural and social development interventions, necessary for de-segregation and resettlement of the mostly Roma population from the Pata Rat settlements through addressing the complex needs caused by the social exclusion these marginalized communities are facing.

Pata Rat area is a spatially segregated informal urban settlement, in a condition of multiple deprivations near the city landfill, where currently approx. 300 families are living. The 4 settlements in the area were formed mostly after repeated evictions of poor, mostly Roma families from central areas to the city-outskirts, combined with immigration from the nearby villages in order to find means of survival in the landfill.

Actual conditions which constitutes constrains for adoption firm interventions from the side of authorities for desegregation and resettlement of the population from the Pata Rat area:

¹ UNDP Local Project Coordinator, Cluj Napoca

² UNDP Community Coach, Cluj Napoca

³ UNDP Community Coach, Cluj Napoca

- The waste dump is expected to be closed latest in 2015 in the framework of a European project implemented by the County Council⁴ thus many families (approx.150) currently working in selective waste collection at the landfill will lose their source of income, while their very low educational and professional qualification, combined with their family responsibilities, considerably harden their possibilities of employment. Considering the fact that the majority from these families have no alternative housing in other parts of the city or the region they will try to seek survival in the Municipality
- Being a heavily polluted industrial area, approx. 6 km away from the city, conditions for local infrastructural development for decent housing are not hoped for within the next 20 years (minimum environmental regeneration period).
- Presently the Pata Rat area constitutes the main destination of the marginalization slope for families who are at high risk of losing housing and employment in the city. Despite of the extremely deprived conditions, the number of population is in continuous growth. For this reason, without firm commitment for elimination of the segregated and partly illegal settlements, and coordinated and well- designed social intervention for resettlement and desegregation, combined with actions of preventing marginalization in CMA, Pata Rat area will develop in short term to one of the greatest slum-areas in the region.

Present document is designed as an intervention proposal, supporting the implementation of the Strategy for Local Development of Cluj Napoca Municipality, namely the relocation and rehousing of Pata-Rat population, process initiated by the Municipality of Cluj Napoca in 2012.

Affected population

The data presented below is selected from the results of the *Participatory Assessment of the Social Situation in the Pata-Rat and Cantonului Areas* which was performed within the UNDP project: *Preparatory Phase of a Model Project. Making the most of EU Fund for Sustainable Housing and Inclusion of disadvantaged Roma (explicitly but not exclusively targeted) in Cluj Metropolitan Area*, in partnership with the Babes Bolyai University, Faculty of Sociology and Social Work.⁵

The number of surveyed households is 273 with a 90% coverage of the total number of households. The number of adult inhabitants (14 or above) in the surveyed households is 691, and the number of children is 465. Thus, the total surveyed population is 1156. 78,3% of them responded to our questionnaire.

⁴ For more details on the landfill closure and the implementation of a modern waste management plant see the Cluj County Council, <http://www.cjcluj.ro/managementul-deseurilor/> (Last accessed: 10.02.2013).

⁵ The *Participatory Assessment of the Social Situation in the Pata-Rat and Cantonului Areas*, Cluj-Napoca, December 2012, was performed within the UNDP project: *Preparatory Phase of a Model Project. Making the most of EU Fund for Sustainable Housing and Inclusion of disadvantaged Roma (explicitly but not exclusively targeted) in Cluj Metropolitan Area*, in partnership with the Cluj-Napoca Municipality and the North-West Regional Development Agency, with the financing of the Open Society Foundations, Making Most of EU Funds for the Roma, http://www.undp.ro/projects.php?project_id=68 (Last accessed: 25 March.2014)

The survey results show that the majority of inhabitants declare themselves Roma (59% from the Garbage dump, 73.1% from Coastei, 76.3% on Cantonului and 81.4% from Dallas). Age distribution in Pata Rât and Cantonului area shows that the population from Pata Rât is very young, with an extremely low share of population above 55, and with more than 40% children below 14.

Housing situation

The type of construction, facilities	Percentage	Legal situation of the constructions	Percentage
Improvised barracks made of timber and plastic	50%	Lease / commodate agreement with an NGO or with the local authorities	45%
Brick houses with foundation	14%	No legal document for the building or for the terrain	55%
Mud houses without foundation	4,5%		
Wooden houses (built by an NGO)	15%		
Trailers, plastic containers, and wooden houses	15%		
No toilet households	43%		
Shared toilet households	41%		
Water source – public tap	65%		
Water source – surface spring near the landfill	14%		
Electricity	24%		

Situation of the identity documents

Identity documents	Number of persons	Place of origin	Number of families
Persons over 14 who have an identity card with an address in the city of Cluj Napoca		Cluj Napoca	170
Persons over 14 who have an identity card with an address in Cluj county	392	Cluj Metropolitan Area	12
Persons over 14 who have an identity card with an address in another county	82	Other localities in Cluj county	

Persons over 14 who have a temporary identity card, with no address	121	Other counties	
Persons over 14 who do not have an identity card but have CNP and a birth certificate	50		
Persons without identity card	23		
Children who do not have either birth certificate or CNP	41		

Educational status of children

Educational status of children	Procent (număr)
Children between 7 and 14 years old who are registered with a school	50% (131 copii)
Children registered with a school who are part of a special form of learning	38% (50 copii)

Health status

With regard to the population's health status, the survey shows a relatively high number of chronic diseases diagnosed both in children and adults, as well as a relatively high number of disabilities and invalidity cases. Data in this field might be underestimated by the fact that the population has a limited access to medical services so many chronic diseases could remain unrevealed.

26.7% of the working-age population (18-64) suffer from an acute or from a chronic illness, or from various forms of disability.

	Health insurance	Percentage
	Persons without health insurance	60%
	Persons who are not registered with a family doctor	40%

There is one doctor's office in Pata Rât. One family doctor come for two hours a week and 24.6% of the communities' members are registered at the doctor's office.

Social benefits⁶

Social benefits	Percentage
Do not benefit from welfare or from the free meals offered by the social canteen of the city hall	85%
Benefit from welfare and from the free meals offered by the social canteen of the city hall	10%
Families with children under 14 who do not benefit from children allowance	25%
Families with children under 14 who benefit from support allowance for families in need	6%
Unemployment allowance	1%

Economic autonomy

Economic autonomy	Number of families
Own a house with property documents in an other area	33
Own a house without having property documents	13
Own both land for agriculture and a house	7
Families considered economically autonomous ⁷	20
Most economically vulnerable families ⁸	145

Social relations

In the case of the families from Cantonului and from Coastei there is an imbalance between how often they visit their relatives in the city – almost half of those who have relatives in the city visit them weekly or monthly – and how often their relatives visit them in Pata Rat – only approximately one third of the families are visited by their relatives. In the case of the families from Dallas, the situation is more balanced: approximately one third of those who have relatives in the city visit them weekly or monthly and their relatives return the visits in Pata Rat with the same frequency.

⁶ Situation has changed since October 2012

⁷ Criteria of economic autonomy are: obtaining income outside of the landfill and possessing at least one of the four economic resources (Internet, electric counter, car)

⁸ Families who don't obtain income outside of the landfill and do not have any of resources mentioned for economic autonomy

In the case of the families who live near the waste field, only five have relatives in Cluj and only two of them pay and receive visits.

Framework of the de-segregation/resettlement procedure⁹

The framework contains both mainstreaming and targeted actions. Mainstreaming actions has the role of preparing responsible institutions to be able to respond adequately to the needs of a highly disadvantaged population including the Roma. Targeted actions aim to add missing components/services to the existing (mainstream) ones in order to overcome disadvantages and ultimately to create a bridge between beneficiaries and mainstream services.

The core actions are addressing the main sectors where vulnerable Roma population generally face huge disadvantages compared to the non Roma. These sectors are: housing, employment, education, access to health care and social services. The proposed core actions contain both mainstreaming and targeted actions.

Core actions are supported by other actions which have a double role. On one hand, they aim to enhance the impact of the core actions. On the other hand, they build upon the existing institutional infrastructure by establishing new units which strengthen the capacity of the bodies who are responsible for the adequate implementation of the core actions.

Core interventions

1. Social housing actions addressing the inhabitants of Pata Rat Area, serving as the main instrument of de-segregation and social inclusion
2. Actions for ensuring regular income/employment for the families
3. Actions for improving the educational status of the inhabitants
4. Actions for improving access to health care services for the inhabitants from Pata Rat
5. Actions for ensuring access to social services and benefits

Interventions to enhance the impact and the sustainability of core actions

6. Actions to develop institutional capacity to ensure the sustainability, quality and monitoring of the process
7. Actions to ensure representation and participation of the communities in the development process
8. Actions to enhance community security
9. Actions for challenging the anti-Roma attitudes and the prejudices of the majority population

⁹ The present document is a summary of the Action Plan. The full list of the proposed interventions will be published in May 2014.

Planned impact of the proposed intervention measures

The needs that must be addressed on short, medium and long term are those expressed by the inhabitants of the settlements, highlighted throughout the community facilitation process in the frame of the above-mentioned UNDP technical assistance project (July 2012 – February 2013): Full participation in the mainstream society; desegregation and improvement of the housing situation; access to education and vocational qualification; access to health care services; access to childcare services; formal employment; access to social services and care services for those facing disability of persistent, activity-limiting illness; access to secure, violence-free living environment.

The present document has an approach which promotes coordinated interventions at all levels of society, necessary for social transformation which is the premise of resettlement and social inclusion of marginalized Roma: at the local authorities' level, as they are responsible for guaranteeing the constitutional rights for every citizen; at the institutional and non-governmental organizations' level as they have responsibilities in the social inclusion field; at the majority population's level, as the majority community needs to reconsider the anti-Roma attitudes; at the marginalized Roma communities' level, taking into account also the family and individual level with resources (e.g. cohesion, solidarity), needs and vulnerabilities.

The measures which are envisaged within this action plan aims at preparing the social inclusion of families currently living in Pata Rat:

- to the city of Cluj (for those who were evicted from the city or ended up in Pata Rat due to different kind of difficulties faced in the city);
- to rural communities in the surroundings of Cluj and other counties, as there is share of the population who is more willing to move in rural environment, taking into consideration their origins and living habits.

Methodological considerations

Mainstream public services often neglect the fact that marginalized, isolated, and discriminated communities have more complex needs and different experiences from the majority population in the city. This means that all interventions and projects targeting these communities must be based on a deep understanding of the communities' needs, resources and visions. Thus, the present approach opens a space of reciprocity for the local institutions, the marginalized community and the majority of the population. It is this 'space' that makes real cooperation for social inclusion possible. Therefore, in the Action Plan the focus is equally divided between the

institutional coaching and community coaching¹⁰ which are running in parallel, matching the Top-down and Bottom-up approach in local development.

In practice this approach is reflected in three ways:

- Horizontal networking, through involving all stakeholders and nurturing sectorial and inter-sectorial partnerships
- High level of community participation, leading to citizen involvement and ownership. The project has a participatory design, and it is based on the last two years of community coaching
- The complexity of the phenomena is addressed by the coordinated and integrated interventions in all key area: education, culture, employment, security, health, inclusive economic development.

We consider this type of intervention necessary for the intended social transformation, as a premise for the resettlement and for the social inclusion of marginalized Roma.

Taking into consideration that the family system carries the most important resources, the focus must be moved from vulnerable individuals to their whole families, to enable them as family members, engaging them to improve their life. The integrated measures try to achieve this by removing the barriers of lack of child-care services, the disincentives to use existing educational and training opportunities, the threat of losing informal, survival earnings and difficulty to access health care services that may counter the consequences of precarious health, invalidity or disability.

Institutional context and needs for development

For the implementation of such an ambitious Action Plan, existing institutional capacity on level of Cluj City is assumed to be insufficient. The Directorate for Social and Medical Assistance, presently the only responsible body from the Municipality which aims to prevent and combat marginalization through provision of social services and benefits, has failed so far to cope with the complex situation from Pata Rat and from other smaller poverty pockets from the city. The DSMA is hardly capable to respond to the solicitations from the mainstream society, to problems which include unsupported elderly, child abuse and neglect, domestic violence, substance abuse etc. The insufficient coverage of social services which is shown in the area of domestic violence, child protection, elderly care, addicted persons, delinquency etc. pressures the DSMA to develop the social assistance sector more. On the other hand, the most disadvantaged communities,

¹⁰ Community coaching is a development tool to encourage the communities and their members to achieve their full potential and to accumulate social capital by working together. Community coaching takes a holistic view of society and work to balance the economic, the environmental, the spiritual, and the political forces that constitute it.

especially the Roma, who face such complex challenges, discrimination and deep poverty is out of the reach of the actual social service system.

As the interventions for social inclusion of marginalized groups are much more complex than providing social assistance, and must have an inter-sectorial and interdisciplinary character, establishment of a new and solid institutional infrastructure is the premise of a successful carrying out of the *De-segregation and Social Inclusion Action Plan of Pata Rat for 2014-2023*.

Thus, the most urgent action is the establishment of the Center for Coordination of Social Inclusion in Cluj Metropolitan Area (CCSI-CMA). As the new programmatic documents have a clear territorial approach, where urban and rural areas are treated as cohesive territorial units, the issue of social inclusion of marginalized groups is strongly encouraged to be treated with an area based approach. In this context the Association for Inter-communitarian Development (Asociația de Dezvoltare Intercomunitară) of the Cluj Metropolitan Area is the optimal body to carry out the De-segregation/resettlement Action Plan of Pata Rat, hosting the Center for Coordination of Social Inclusion in Cluj Metropolitan Area.

The CCSI-CMA will be responsible for coordination of and partly caring out the 'soft' measures needed for the social inclusion of highly disadvantaged families from Pata Rat. The CCSI-CMA would therefore have the following tasks:

- Preparation of and methodological support for new inclusive development projects in the next programmatic period of EU Structural Funds aiming at social inclusion of disadvantaged groups, among them the vulnerable Roma communities.
- Coordination of social inclusion measures through creating and developing institutional networks in the field of inclusive education, health care, community security, social housing, which aim to support mainstream public services in responding adequately to the special needs of the most disadvantaged groups, including the Roma;
- Community coaching and facilitation in Pata Rat for ensuring the preparation of full participation and democratic representation of the marginalized communities in the development process and of the smooth implementation of the resettlement and rehousing process, in cooperation with the targeted population;
- Developing policies and methodologies in social inclusion, providing training for professionals;