

**SOCIO-ECONOMIC EFFECTS
OF PUBLIC INVESTMENTS
FOR ROMA INCLUSION
IN KAVARNA**



CENTER FOR
THE STUDY OF
DEMOCRACY

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ANALYTICAL REPORT



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SUMMARY

The aim of the current report is to provide new data and insight on the social and economic effects of public investments in Roma communities from a human development perspective.

Its objective is to establish the effects of a wide range of public investments made by Kavarna municipality in the mostly-Roma neighbourhood of Hadji Dimitar, between 2004 and 2014. The investment covered areas such as housing and infrastructure, healthcare, employment, income, poverty and social exclusion, justice and crime, and political participation. It reviews a range of indicators with the aim of establishing the effects of these investments on the social and economic development of the neighbourhood and its residents, both Roma and non-Roma. It also looks beyond the neighbourhood to provide a comparative perspective on a national level.

The data presented here is derived from a variety of sources and covers a range of indicators. Every effort has been made to ensure the use of similar indicators and definitions as previous household surveys, notably the UNDP/FRA study, and the NSI, however, the results are not directly comparable due to the difference in survey methodologies, samples and scope. The data presented should be taken as an indication of trends and tendencies. The lack of concrete data on the initial investments, the inputs and relevant baseline indicators has also challenged the quantifying of the contribution of individual public investments.

Different investments have had different impact on the development of the neighbourhood and reducing the distances with the Bulgarian residents. This impact has been established by looking at the results obtained from a specialised household survey conducted among 300 Roma and non-Roma households in the Hadji Dimitar quarter of Kavarna in 2015. The relevance and impact of these changes is analysed through comparison with the national averages for the whole population and the averages for Roma nationally. It is also measured against the investments to establish a positive correlation between the effect and the investment where such data exists.

The most clear and direct effects have been established with regard to investments in **infrastructure and housing** improvements. Since 2004, the provision of municipal land for construction of new homes, the schemes for architectural planning, as well as the **legalisation** of previously irregular dwellings have helped solve a key problem in many Roma neighbourhoods related to **availability of housing**. The construction of a water pipeline and sewerage system had an effect on the **quality of housing**. The pipeline provided access to indoor piped water in the town of Kavarna to 92 % households. In comparison, the share of Roma households with access to piped water nationally is 61 %. Due to the

construction of the sewerage system in 2004, only 0.76 % of dwellings do not have either a sewerage system or wastewater tank available, whereas the national average for Roma is much higher – 17 %.

The **repairs of streets** have improved the overall access to and from the neighbourhood, which has an influence on both the **access and provision** of a wide range of **public services**.

The area of provision of adequate **healthcare** saw some prevention programmes and child and maternal health initiatives. Due to the small size of the population in Kavarna and the occurrence of single cases, causes big variations and does not allow for general conclusions regarding the spread of socially relevant diseases such as tuberculosis, asthma, etc. It was established however, that residents of Kavarna, both Roma and non-Roma, had better **access** to health services.

Some of the investments in **education** have resulted in higher enrolment rates in pre-school and primary school levels, however more measures are needed in the reduction of drop-out rates and increased attainment. **Enrolment** in schools by age group for Kavarna according to the 2015 survey show that the share of enrolments in primary school – 93 % among the Roma, is lower compared to both the Bulgarian population in the town – 100 % and the national average of 97 %. The rates drop after that for lower-secondary school (70 % for the Roma, 100 % for the Bulgarians in Kavarna and 94 % nationally) and even more significantly at the upper-secondary level – 27 % among the Roma, compared to 100 % of the Bulgarian population and 87 % on a national level. In terms of **attainment**, i.e. the level of completed education, in 2015, 19 % of the Roma were without any formal education, 53 % with completed primary or lower, 26 % with lower-secondary and merely 2.5 % with upper-secondary education.

It is evident from the data in the study, that lack of **employment** has been and continues to be a very serious problem among the Roma in Kavarna. The effect of the temporary labour and training schemes introduced by the municipality has been difficult to gauge, as the individuals who have completed the programmes are not followed later on to see if they have managed to find paid employment on the basis of the new skills acquired. The programmes for self-employment in agriculture are barely reflected in the Survey results. Despite some improvement between 2001 and 2011 when employment among working age (15-64 years) Roma in Kavarna rose from 7 % to 12 %, this is still lower than the average for the region – 18 % and even lower than the national average of 21 %. Among people aged 16 and over, only about 8 % of Roma have permanent employment (full-time job, work abroad or are self-employed), compared to 36 % among Bulgarian population.

The **income level** for the population of Kavarna in general is also substantially lower than the country average and incomes of the Roma population, in their turn, are far behind those of the Bulgarian population. In 2014, for Kavarna the annual net total income of Bulgarian households was 7,000 BGN, and those of Roma population is 5,500 BGN, compared

to 11,500 BGN in average in the country. As a **source of income**, the dependency on social security among residents of Kavarna is quite low, although this remains an important factor in the household budget. Only 24 % of Roma aged 16 and over have labour incomes, compared to 45 % of Bulgarians. Moreover, Roma are far more dependent on unstable and insecure jobs than their Bulgarian neighbours. **Migration** was seen as one of the most important factors of household income in Kavarna with almost a third – 31 % report having worked abroad in the preceding twelve months, and this contributes to the incomes of 41 % of Roma households.

In the areas of reduction of poverty and material deprivation, there is again a considerable improvement in the situation in Kavarna, compared to the rest of Bulgaria. In terms of **poverty**, 39 % of Roma nationally live in households where someone went to bed hungry at least once in the month preceding the survey, due to the lack of money for food, this share among Roma households in the town is less than a quarter – 24 %. **Material deprivation** in 2015, among the Roma population in the town was double the average for the region: 70 %, however, it is still lower than the percentage of Roma across the rest of the country – 82 %.

In the field of **justice and crime**, there is a serious reduction in the number of convictions in the municipality of Kavarna between 2004 and 2014 regarding all major types of crime. The levels of criminality reported by respondents in Kavarna seem significantly lower than those in the country as a whole. There are no reported cases for many types of crimes (assaults, threats, sexual offences, robbery); and where cases are reported (personal thefts, burglary) they are usually single.

Political participation has been extremely important for ensuring the Roma have a voice and representation on a municipal level. There have been four councillors elected in the Kavarna municipal council in the last elections. There is also a Roma liaison officer appointed in the municipality who has also been important in ensuring the community is represented in important decision-making.

Based on the research presented in the paper it can be concluded that the public investments in Kavarna have had a variable effect on different social and economic indicators of the Roma in Kavarna. The direct implications have been difficult to establish specifically due to lack of project level data. The indirect implications are possible to outline in general terms with most public investments having contributed to the positive change and the overall development of both the neighbourhood and the town.

BACKGROUND TO THE STUDY

This study has been elaborated in the framework of a research on “Inclusion Revisited. Practical Solutions for Addressing “othering” of Roma in Bulgaria”, funded by OSI Think Tank Fund. Its aim is to provide new data and insight on the social and economic effect of public investments in Roma communities from a human development perspective. It also aims to inform policy on effective Roma inclusion with new research and through a policy focused debate and dissemination promote practical solutions on local level. More concretely, through demonstrating that comprehensive, long-term public investments have an impact on a wide range of social and economic indicators and through understanding the different effects of these investments and how they interrelate, its aim is to strengthen the case for more such investments on a municipal level across the whole country. It also can serve to inform the development and implementation of regional strategies and action plans for Roma integration.

Structural factors such as entrenched poverty, low education rates, low labour market participation and political non-participation lead to a wide spread exclusion of the Roma from all major spheres of live. This is combined and re-enforced with stereotypes about the Roma among the general public in Bulgaria. The most common stereotypes are that the Roma are lazy, dirty and uneducated and only rely on social services.¹ Furthermore, a recent study found these same stereotypes to be prevailing also among public servants that work directly with Roma, such as teachers, doctors and social workers,² which sheds light on another aspect of exclusion, related to the provision of and access to public services and investments. There is an overriding feeling that investments in these communities are wasted. In combination with the lack of resources on a municipal level, this explains to a large extent the lack of targeted public investments towards the Roma. Kavarna, a small municipality on the north east coast of Bulgaria, has defied these stereotypes and has demonstrated that investing in the Roma delivers change and has social and economic gains for the Roma, as well as for the general population of the town. The presentation and discussion of these findings are the purpose of the current paper.

There are also other positive broader tendencies which need to be mentioned in this context, the same study found that social distances (a notion which includes all differences such as social class, race/ethnicity or sexuality, and the fact that the different groups do not mix)³ among the Bulgarian population towards Roma (as well as other minorities and foreign nationalities, i.e. Arabs, Turks, Chinese) indicate a small but steady

¹ <http://www.aej-bulgaria.org/bul/p.php?post=5365>

² Kolev, D., et al., “*Beyond anti-Roma stereotypes: the world is not only black and white*”, p. 81, Amalipe, 2013.

³ https://en.wikipedia.org/wiki/Social_distance_Roma

rate of decrease since the early 1990s. For example the percentage of marriages between Roma and Bulgarian ethnicities has risen from 5 % in 1992 to 12 % in 2012. Similarly, with regard to the percentage of people that are not opposed to living in a neighbourhood or town with Roma has increased from 33.5 % in 2008 to 52.4 % in 2012.⁴

It is against this background that we aim to provide additional data on the role of transparent public investments in the effective inclusion of Roma. There are a number of positive and successful cases especially in the area of education, housing, social entrepreneurship and other aspects but the town of Kavarna was chosen for the research as it is the only case where there has been a sustained flow of comprehensive investments in a wide range of areas over a period of more than ten years.

⁴ Kolev, D., et al., *"Beyond anti-Roma stereotypes: the world is not only black and white"*, p. 81, Amalipe, 2013.

METHODOLOGY

The present methodology has been specifically developed for the purpose of this study with the aim of measuring and analysing the socio-economic effects of the public investments in the Roma community in Kavarna.

The key **research question** was: *Have the public investments in the municipality of Kavarna led to the improved socio-economic status of the Roma community through creating opportunity for employment, higher educational attainment, better housing, improved health status and decreased victimisation?* In addition, a series of connected hypothesis about the different type of investments made, such as investment in public infrastructure, housing, pre-school education, teacher trainings, healthcare, employment and training were made to be able to capture the comprehensive, as well as the cumulative effect of the investments. Some of the hypotheses concerned specific investments, which are considered particularly effective or innovative, others relate to one area and include a number of investments (such as in education or employment/skills training), third a combination of related investments that mutually reinforce each other (sanitation, housing, public infrastructure, health). Respective indicators were identified for all the areas examined.

Data sources

The lack of available and reliable data to analyse the effects over longer periods of time in a comparable and ethnically disaggregated form with regard to the Roma is well-known and widely discussed in the academic literature on this topic.⁵ This lack of data is particularly relevant for indicators relating to poverty and marginalisation. However, efforts to overcome these difficulties over the past ten years have been made both on national, as well as on international level with on-going standardisation of data collection and indicators.

The research conducted in the town of Kavarna in the first half of 2015 used qualitative and quantitative methods for data collection with the objective to fill the gap on available data on the level of the town of Kavarna.

The quantitative data was gathered through representative household survey conducted in February-March 2015 among a random sample of Roma and non-Roma households living in the neighbourhood with the highest concentration of Roma in the town of Kavarna – Hadji Dimitar. The survey was carried out among 300 households, which included 154 Bulgarian, 131 Roma and 15 households with other ethnic self-identification of the respondent.

⁵ Ivanov, Keller and Till-Tentschert, "Roma Poverty and Deprivation: The Need for Multidimensional Anti-Poverty Measures", OPHI Working Paper 96, July 2015.

The procedure for selection of households was based on the list of addresses in all of the electoral sections in Hadji Dimitar quarter. Interviewers had to visit every second address from the list and conduct an interview with all households located there, if their inhabitants were available and willing to participate. Selection of the respondent within the household followed the rule of the household head, or that member who is informed enough to provide all needed information about socio-demographic and economic situation of the entire household and all its members. Thereby, the survey encompassed 525 people identified as Roma, 385 identified as Bulgarian and 61 with other ethnic backgrounds, according to the self-identification of respondents.

A standardised questionnaire of 54 questions was designed by the CSD team working closely along the methodological approach followed by the NSI standard statistical indicators and the FRA/UNDP regional surveys. The survey covered general information about the respondents and households, demography, housing, infrastructure, education, income, employment, poverty and material deprivation, health and crime. The questionnaire included also questions related to the specific areas where public investments have been made, such as agricultural land lease, regularisation of land and houses, employment schemes, improved access to education and health, and migration.

In addition, qualitative data collection was conducted through semi-structured stakeholder interviews with municipal officials from the administration of Kavarna municipality. Semi-structured interviews were conducted between 18 and 20 March 2015 with the following respondents: *Tsonko Tsonev* – mayor of Kavarna, *Martin Bashev* – expert on ethnic and demographic issues at Kavarna municipality, *Galya Ivanova* – deputy-mayor of Kavarna, *Mima Stoycheva* – director of kindergarten “Detelina”, *Tanya Daskalova* – chief expert at the local State Employment Agency in Kavarna.

In addition to the information obtained through the targeted survey, data from the National Statistical Institute was used. This included the published results of the National Census for 2001 and 2011. In addition, a specialised data request was made to the NSI for selected indicators available by ethnicity and on the level of the town or municipality of Kavarna. This data has been used as a **baseline indicator** in most cases to establish the situation in the specific areas before the investments.

The data from the *2011 Regional Survey – “The situation of Roma in 11 EU Member States”* conducted jointly by the European Agency for Fundamental Rights (FRA) and the United Nations Development Programme (UNDP) was also used as a reference point for some indicators especially in the poverty and social exclusion areas. It is representative of Roma at risk of marginalization in Bulgaria as a whole, but not Kavarna specifically. However, it is useful for the purpose of approximation of the major trends, as well as for the comparison of the situation of the Roma in Kavarna, and nationally.

The CSD team has carried out the extrapolation of the data from the different sources and additional calculations have been made by the authors. It should be mentioned however that despite using similar methodologies the different data sets are not directly comparable. They do not represent a direct number or percentage change as sample groups, methodologies and indicators used differ in all the three major data sets used. Their purpose is rather to give an indication of the broader trends and tendencies, as well as help discern patterns of change and connect them with the investments made.

Analysis

The analysis follows the public investments made in the different areas and sought to establish if there is a link between the investments made and the changes in the indicators.

In order to investigate the effects of public investments, detailed data is needed on the starting point – *baseline*, as well as on the investments made by sector and territorial unit – the *inputs*, the immediate *outputs* of the interventions in terms of the same sector and territorial units and the broader socio-economic *outcomes*. Unfortunately, detailed data on a number of these aspects are missing, as no systemised data on the investments was provided by the municipality and there are no measures of the effects of the interventions made, so the standard effects-assessment methodology had to be modified.

In order to examine the effect of public investments given the existing data deficits, 2001 and 2004 have been used as baseline years for the different indicators, depending on the available data from the NSI.

The 2015 household survey conducted in Kavarna follows the methodology of the NSI and uses the same definitions and indicators. However, the results should be interpreted with caution, due to the substantial difference in the sample sizes.

With regard to the broader effects of the investments another observation should be made, that in Kavarna at the 2011 Census, 2,075 of the town's inhabitants self-identified themselves as Roma⁶ while expert assessments put the number of Roma at 4,000. The data provided by the NSI therefore, is based on this official number and the effects of the investments are also measured with regard to this official number. However, as the number of the people affected is actually nearly double, the effects of these investments are also bigger than the official data suggests.

The overall objective of the estimates is not to quantify precisely the contribution of individual public investment to the change in a specific area, but to capture the overall trends and determine the magnitude of the contribution.

⁶ According to the 2011 Census.

To this end the analysis of data collected has been structured along the following lines for each of the areas of investments defined:

- A short description of the situation in the neighbourhood pre-investment is given in each section outlining the situation of both Roma and non-Roma against a baseline indicator;
- A comparison with the available national and regional averages for both the Roma and non-Roma populations using the available data from NSI and from the UNDP/FRA study;
- Changes in the relevant indicators following the investments in Kavarna are discussed on the basis of data from the specialised 2015 survey, data requested from NSI from the Census 2011 (for the whole town, for Roma and non-Roma);
- The relevance and impact of these changes is analysed through comparison with the national averages and the averages for Roma nationally. It is also assessed against the investment to establish a positive correlation between the effect and the investment where such data exists.

THE CASE OF KAVARNA

General overview

Kavarna is a town situated in the region of Dobrich in the north-eastern part of Bulgaria. As per the national census in 2011, Kavarna municipality has 15,358 inhabitants, of which 2,075 self-declared as Roma.⁷ However, expert assessments put the number of Roma at 4,000.⁸ A decade ago Kavarna was not that different from any other small town with sizeable Roma population. Before 2004, the Roma neighbourhood Hadji Dimitar was situated on the outskirts of the town, next to an illegal landfill, had no sewerage system, few asphalted streets and no street lighting. The buildings and equipment of the kindergarten and the elementary school nearby were in poor condition. School enrolment was relatively high as it is tied to receiving social benefits, but many Roma children had frequent non-attendance and high drop-out rates, evidenced by large rates of illiteracy even among those with higher grades.

In the summer months, residents of the segregated neighbourhood relied on irregular, low-wage employment in agriculture, construction and tourism. Reliance on social benefits was the key subsistence strategy for many families for the winter months. The high unemployment was compensated with seasonal migration, which is a livelihood strategy employed by many Roma families from Kavarna, they engaged in construction or “home delivery” business – selling clothes door to door, or on the markets, abroad in Poland.

The first public investments by Kavarna municipality in the neighbourhood started in 2004, under the leadership of the newly elected mayor Tsonko Tsonnev. These include improvement of public infrastructure (asphalted streets, instituting garbage collection, street lights), improving access to housing (providing regulated plots of land, providing possibility to build, refurbishing and providing accommodation for the most destitute families), improving access to quality education (through both infrastructure improvement and investment in schemes to attract and keep children in schools, as well as teacher training), improvement of health status (through various schemes for provision of healthcare), training and employment programmes targeting specifically young people.

An innovative municipality budget planning was introduced by the mayor, according to which, the municipal budget is equitably distributed between residents of the municipality. Since Roma constitute a quarter of the population, the same proportion of the budget was allocated to them.⁹ Kavarna municipality has also been successful in obtaining

⁷ According to the 2011 Census.

⁸ Tomova, I., Turnev, I. and Makaveeva, L., “Good Practices for Roma Integration, Kavarna, Ostrava, Gent”, Association Integro, 2013.

⁹ Mayors Making Most of EU Funds, (MERI): A Handbook for Good Practices of Roma Inclusion, Open Society Foundations, Budapest, July 2013.

funding from the EU Operational Programmes through developing its capacity to apply and implement projects.

The quality of the municipal services was also improved with targeted measures for including the introduction of Ombudsman, specialists in minority integration and positive steps to curb discrimination in service delivery for the Roma.

Specific steps to ensure inclusion in governance and decision making of the Roma were taken, which included holding public meetings and discussions, appointing in the municipality staff of Roma origin and most recently election of four Roma municipal advisors.

These investments were part of a comprehensive long-term integration strategy that is seen as a condition for local development. As a result the neighbourhood has changed substantially and the quality of life has improved. It is not much different from any other neighbourhood in the town, with adequate provision and functioning of public services.

Areas of investments

The following tables present a summary of the municipal investments by year, by type, and targeted measures through programmes for integration of minorities. A more in-depth discussion of these investments, their targets and scope is presented below.

TABLE 1. INVESTMENT BY KAVARNA MUNICIPALITY BY YEAR (2004 – 2010)

Year	Amount in BGN ¹⁰
2004	235,075
2005	471,541
2006	1,388,806
2007	2,080,841
2008	363,595
2009	219,484
2010	6,457
Total investments for the period:	4,765,799

Source: Provided by the mayor of Kavarna, Tsonko Tsonev during the interview conducted on 19 March 2015.

¹⁰ The exchange rate is 1 BGN = 0.51 EUR.

TABLE 2. INVESTMENT BY TYPE AND AREA OF INVESTMENT

Type	Amount in BGN
Sewerage system	1,975,000
Water pipes	629,000
Pavement	680,000
Asphalting streets	1,220,000
Residence hall	169,000
Repair works for kindergarten "Detelina"	96,000
Children playgrounds	27,000
Total investment:	4,796,000

Source: Provided by the mayor of Kavarna, Tsonko Tsonev during the interview conducted on 19 March 2015.

TABLE 3. INVESTMENTS FOR INTEGRATION OF MINORITIES IN KAVARNA MUNICIPALITY

Type	Amount in BGN
Wastewater infrastructure in Kavarna (2008) – Collector VI and sewerage system	11,000,339.78
Educational integration of children and pupils from ethnical minorities (2012)	368,450.06
"Chance for every child" – 8 July 2014 for 22 months	439,682
Total:	11,808,471

Source: Provided by the mayor of Kavarna, Tsonko Tsonev during the interview conducted on 19 March 2015.

The information on public investments in Kavarna has been collected on the basis of descriptions in other research publications,¹¹ as well as information and data provided by the mayor of Kavarna.

¹¹ Mayors Making Most of EU Funds, (MERI): A Handbook for Good Practices of Roma Inclusion, Open Society Foundations, Budapest, July 2013.

Infrastructure

In the area of infrastructure, the investments included the construction of a water pipeline in district Hadji Dimitar for 751,350 BGN¹² from the municipal budget; the removal of unauthorised landfill; the construction of a sewerage system for 1,746,000 BGN; the repair and asphaltting of streets – 1,871,800 BGN; the repair of sidewalks – 261,130 BGN; the repair of old and construction of new playgrounds – 49,880 BGN.

Employment and skills training

In 2004 through the then-existing Phare instrument training for qualification and employment in agriculture was provided for 100 unemployed Roma – 176,086 EUR. In 2007 with a duration of 12 months under the same instrument 176,086 EUR were allocated for “Training, integration, employment – decent life for Roma”, Centre for Agricultural Support Kavarna in partnership with Kavarna municipality. The objective was to increase the opportunity for sustainable employment of 100 unemployed and 26 Roma farmers.

In 2008 again through Phare funding efforts to address increasing youth unemployment in the municipality of Kavarna were made by improving conditions for a local Training centre – 50,665 EUR. For the 7-month duration of the programme 30 young people (18 – 29 years old) were employed and the training centre in Kavarna repaired.

Under the Human Resources Development Operational Programme (OPHRD) for the period 2007 – 2014 for youth employment and training there were – 50,665 EUR allocated, as well as additional 400,000 BGN for other educational projects.

In 2012 through the regional employment program “Maintenance of green areas and cleaning of Kavarna municipality” – 88,120 BGN short-term employment in the cleaning sector was created.

In 2013 – 2014 National programme “Assistants of people with disabilities” provided funding from the state budget and included eight persons who provided care for people with disabilities.

To support self-employment in the field of agriculture, the municipality provided municipal land for landless Roma for the cultivation of fruits (watermelons, melons) and vegetables. It also provided 100 acres of municipal land, which was turned into herbal plantations. As a result, 25 Roma were registered as farmers and received 4 acres of land.

Education

In 2012 (June – November) “A new chance for success” programme was introduced in two schools, “Stefan Karadja” and “Bratya Miladinovi” – 6,000 BGN + 9,094 BGN.

¹² The exchange rate is 1 BGN = 0.51 EUR.

A programme for illiterate Roma adults was also developed and included 7 persons in “Stefan Karadja” and 18 in “Bratya Miladinovi”. In 2013 – 2014 all-day classes were introduced in “Stefan Karadja” school – 98,000 BGN.

Professional agricultural school “Timiryazev” with the financial support of the European Social Fund – 77,000 BGN achieved a lowering share of dropouts from 9 % in 2014 to 5 % after project completion. There was also reported increase enrolment in school “Timiryazev” for the school year 2013 – 2014. In addition, a higher number of Roma parents, who show interest in the success of their children in school and a number of students involved in clubs and studios of the Youth scientific and professional centre.

In 2013 – 2014 two programmes “All-day classes” and “Reintegration of drop-out students” (partner of the Association “Center 21”) were introduced at the primary school “St. St. Cyril and Methodius” – 32,512 BGN. Eight teachers passed a training on new educational approaches and methods for reintegration and prevention of dropping out of school. In the last academic year there are no dropouts reported. Reintegration is actively pursued and 2 students have been reintegrated.

Between 2012 and 2014 (for the period of 14 months) the programme “Educational integration of children and pupils from ethnic minorities – Kavarna for ethnic tolerance” was implemented with a budget of 368,450 BGN from Human Resources Development Operational Programme. It included the partnership of elementary school “Bratya Miladinovi”, kindergarten “Detelina”, “Treada” Ltd., “Office B” and “Foley ART” Ltd.

Municipal Advisory Centre for Children and Youth was established with budget from Kavarna municipality. The centre works closely with state and municipal authorities and organisations, kindergartens, schools, Local Commission for Combating delinquency of minors, NGOs and citizens.

Between 2009 and 2014 two Roma educational mediators were appointed through “Chance for Every Child”, from the programme “Children and youth at risk” – 224,854 EUR from the Ministry of Education and Science.

In 2013 a training “Working in a multicultural environment” (6 modules) for 180 teachers was organised by Kavarna municipality and also partners kindergarten “Detelina” and primary school “Bratya Miladinovi”. It is part of the project “Educational integration of children and pupils from ethnic minorities – Kavarna for ethnic tolerance”.

Housing

In 2004 a process of legalisation of illegal houses was started and all buildings that were inhabited by families and deemed liveable were legalised. Following this, strict control was applied for the construction of any new building including gaining authorised permission and

approved architectural plans. Over the years, dozens of houses and two new hotels have been built in the district, along with shops, eateries and cafes.

Efforts to provide decent housing for all inhabitants of Kavarna included the conversion of a two-storey unused office building into a dormitory, where ten of the poorest Roma families were accommodated. For the rest, the mayor took another approach – they had the opportunity to build their own homes with their own efforts and funds on municipal land. For this purpose, in 2008 began an information campaign among the residents for the possibility to benefit from the established right of construction. 57 Roma families received this right to build.

Furthermore, an investment in wastewater system, in the Roma district allowed for the removal of the unauthorised landfill and re-cultivation of about 40 dca land. These terrains were included in the urban development plan, plotted and about 70 Roma families received half acre, with the right to build. To encourage construction of homes, the municipality elaborated designs for standard houses and made them available for free.

New streets were constructed and all needed infrastructure for owners in this new district was built.

Healthcare

Since 2007, the municipality is implementing the project “Health prevention and health promotion in maternal and child health” (in partnership with Regional Health Inspections – Dobrich), under which health screening, diagnosis and treatment for pregnant women and children are conducted using mobile cabinets.

The municipality has appointed a health mediator in 2008 who assists the work on improving the health of Roma through information campaigns, lectures and prevention activities with youth, women, children and people at risk of socially significant diseases.

To address the lack of health insurance a Fund for medical treatment of the poor was established, paying annually 20,000 BGN for the treatment of any adult, poor and vulnerable citizen of Kavarna. The percentage of Roma using this fund has changed from 50 % to 25 %.

For the period 2007 – 2012 to improve the quality of hospital medical care in hospital “Kavarna” 127,600 BGN were invested.

Information campaigns, including lectures (24 lectures by medical specialists in schools to pupils, parents and teachers – two lectures per term), discussions, leaflets and brochures in Hadji Dimitar and villages with a predominantly Roma population were organised carried by the Regional Health Inspection – Dobrich.

ASSESSING THE EFFECTS OF PUBLIC INVESTMENTS

The following section presents the collected and analysed qualitative and quantitative data in the different areas of public investments.

As discussed in the Methodology section each chapter is structured to present

- A short description of the situation in the neighbourhood pre-investment is given in each section outlining the situation of both Roma and non-Roma against a baseline indicator;
- A comparison with the available national and regional averages for both the Roma and non-Roma populations using the available data from NSI and from the UNDP/FRA study;
- Changes in the relevant indicators following the investments in Kavarna are discussed on the basis of data from the specialised household survey 2015 and data requested from NSI from the Census 2011 (for the whole town, for Roma and non-Roma);
- The relevance and impact of these changes is analysed through comparison with the national averages and the averages for Roma nationally;
- The relevance is also assessed against the investment to establish a positive correlation between the effect and the investment where such exists.

Demographic situation

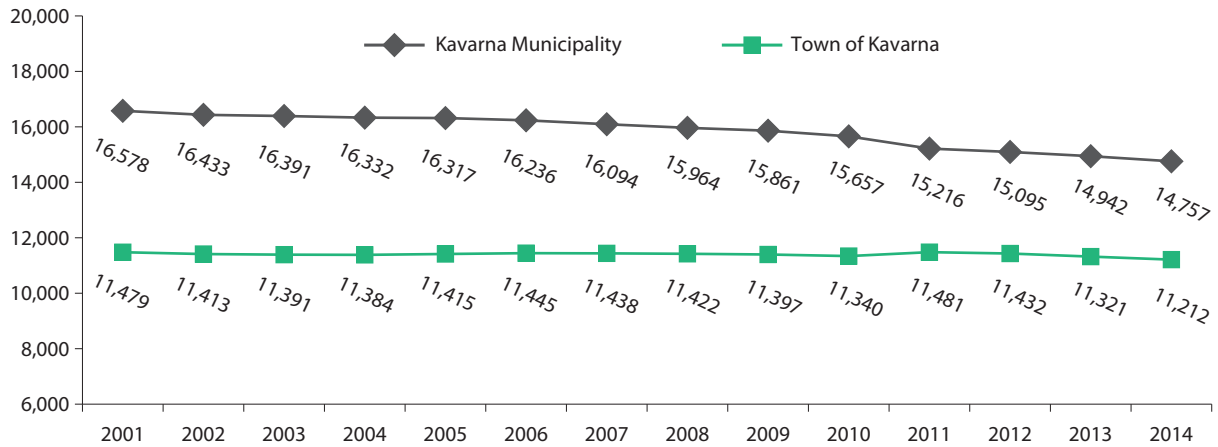
To provide background to the analysis of the effect of investments, as well as comparison with the general situation of the Roma in Bulgaria a look at the demographic situation is an appropriate way to start.

Compared to the general decrease of Bulgarian population as a whole and population in the municipality of Kavarna, in particular, between 2001 and 2014, the decrease of the population in the town of Kavarna is relatively small: about 2 %, compared to 11 % for the municipality as a whole, compared to almost 8 % on average for the country. The fact that the size of population in Kavarna remained almost unchanged, despite the negative natural increase during more than a decade, is an indirect indicator that the town attracts population from other settlements, and hence, is perceived as a good place for living. It seems that this is valid especially for Roma. Roma population in the town of Kavarna increased by 7 % between the two Censuses in 2001 and 2011, from 1,722 to 1,847 people. Simultaneously, the Roma population in Bulgaria decreased with 12 %, from 370,908 to 325,343 people.¹³

¹³ National Statistical Institute: Non-published data on Census 2001 provided to Vitosha Research in 2008 and Final Results from Census 2011/Population/Population by Regions, Municipalities, Settlements and Ethnic Self-Identification as of 01.02.2011.

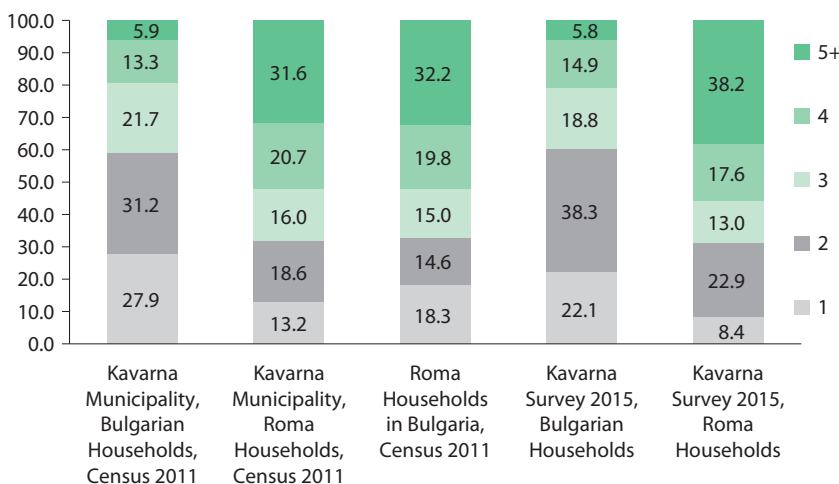
Two types of factors could be supposed as possible causes: a more favourable natural growth or a more favourable migration balance of Roma population in Kavarna compared to Roma population in Bulgaria as a whole.

FIGURE 1. POPULATION OF KAVARNA MUNICIPALITY AND TOWN OF KAVARNA AS OF 31.12. OF THE RESPECTIVE YEAR (NUMBER)



Source: National Statistical Institute: Population by districts, municipalities, place of residence and sex.

FIGURE 2. NUMBER OF HOUSEHOLD MEMBERS (% OF HOUSEHOLDS)



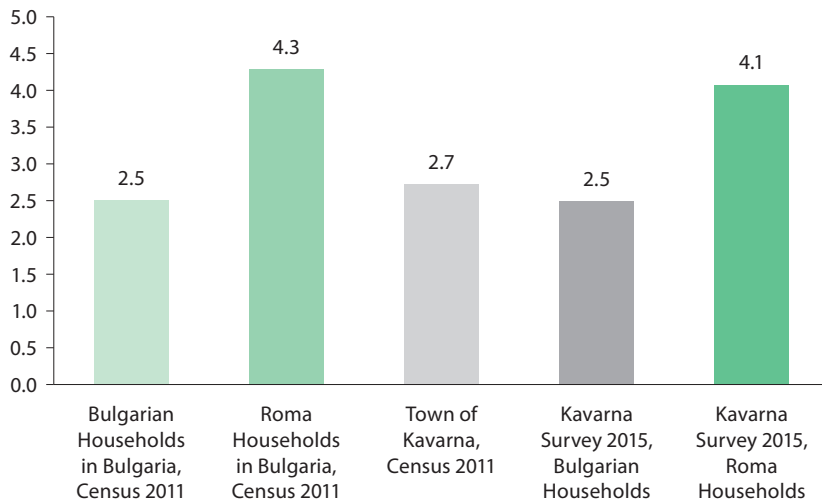
Sources: Census 2011, Vol. 3: Regions, Book 8, Census 2011, Vol. 1: Population, Book 4: Households, Quantitative survey in Hadji Dimitar quarter, 2015.

In terms of the size of Roma households, in the town of Kavarna in the beginning of 2015 is very similar to the size of Roma households in the municipality of Kavarna and Roma households in the country measured by Census 2011. In all of these three populations, the one- and two-member households represent about a third; and those with four members and above form about 52 % according to Census data about the country and municipality of Kavarna and about 56 % according to the quantitative survey in Hadji Dimitar quarter (Figure 2). Simultaneously, the one- and two-member households represent about 60 % of Bulgarian households in Kavarna municipality in 2011 (according to the Census) and in the town of Kavarna in 2015 (according to the quantitative survey). The average number of members in Roma

(according to the Census) and in the town of Kavarna in 2015 (according to the quantitative survey). The average number of members in Roma

households in Kavarna is slightly lower, but similar to those in Roma families in the country as a whole; and parallel relation but with smaller difference could be observed regarding the Bulgarian households (Figure 3).

FIGURE 3. AVERAGE NUMBER OF HOUSEHOLD MEMBERS

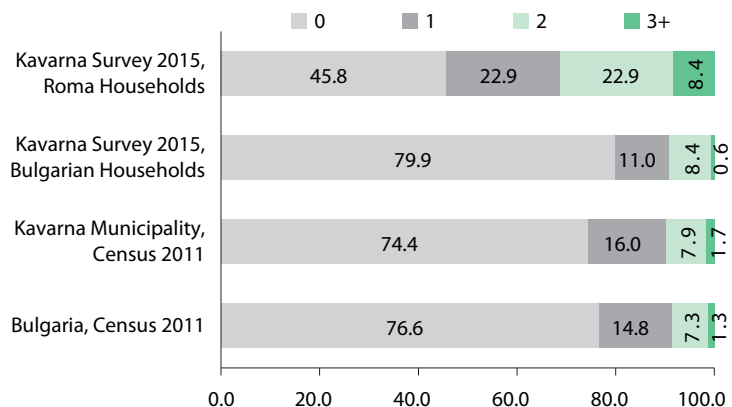


Sources: *Census 2011, Vol. 3: Regions, Book 8: Dobrich, Census 2011, Vol. 1: Population, Book 4: Households, Quantitative survey in Hadji Dimitar Quarter, 2015.*

In terms of age composition, the Roma population in the town of Kavarna is significantly younger than the Bulgarian population. According to the survey results, the average age of a household member in Roma households is 34 years, compared to 48 years in Bulgarian households, and average ages of adult household members across the country are 44 and 54 years respectively. This is mainly due to the significant share of Bulgarian households whose members are above the active age, but also to the greater number of Roma households who have children and bigger number of children per household (0.97 compared to 0.30 for Bulgarian households).

While about 20 % of Bulgarian households have children at all and less than 1 % have more than two children, among Roma households, the majority of 54 % have children and 8 % have three or more (Figure 4).

FIGURE 4. HOUSEHOLDS BY NUMBER OF CHILDREN UNDER 16 YEARS OF AGE (%)



Sources: *Census 2011, Vol. 3: Regions, Book 8: Dobrich, Quantitative survey in Hadji Dimitar quarter, 2015.*

The presented data indicates that the household models of Roma population in Kavarna still follow the models characteristic for Roma in Bulgaria as a whole and there are no indications for changes.

Housing and infrastructure

Housing and infrastructure are two of the key areas where investments by the municipality have taken place and we will examine them below.

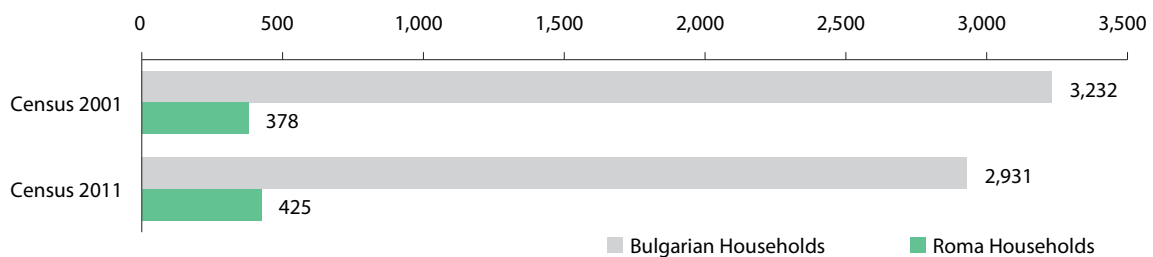
There are two main challenges with regard to the housing situation of the Roma in Bulgaria. The first is the legality of a lot of the constructions in which the Roma live and the second, the actual housing conditions. It is characteristic for the whole country that a disproportionate number of Roma, compared to non-Roma population, live in substandard housing conditions, facing obstacles in access to basic public utilities and public services, such as drinking water, electricity, facilities for washing and sanitation, and to other infrastructure.¹⁴

Availability of housing

The situation in Hadji Dimitar quarter in the early 2000 was very similar to the situation described above. As can be seen from the data during the Census of 2001 the self-reported Roma households numbered 378. This number increased to 425 at the Census in 2011. As a contrast the number of houses inhabited by Bulgarians in the town decreased from 3,232 in 2001 to 2,931 in 2011. So the increase of Roma households cannot be attributed to a general trend in the town but can be linked to the support schemes established by the municipality and the overall improving living conditions.

Since 2004, the provision of municipal land for construction of new homes, the schemes for architectural planning, as well as the legalisation of previously irregular dwellings have helped solve a key problem in many Roma neighbourhoods related to illegal settlements and lack of land and housing infrastructure.

FIGURE 5. INHABITED DWELLINGS IN THE TOWN OF KAVARNA BY ETHNIC SELF-IDENTIFICATION OF THE HEAD OF THE HOUSEHOLD (NUMBER)

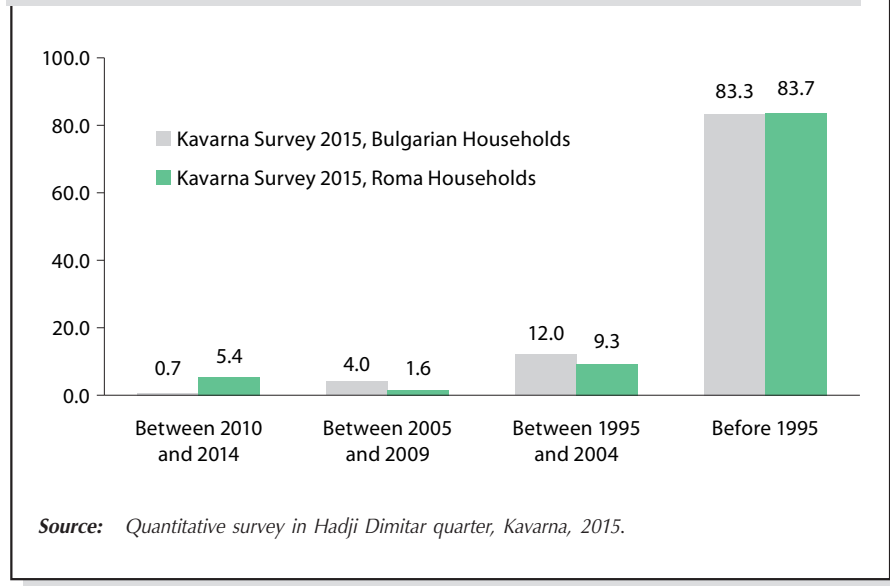


Source: National Statistical Institute, Census 2001 and Census 2011, data provided to CSD by request in August 2015.

¹⁴ UNDP/WB/EC, Regional Roma Survey 2011, Housing, p. 23.

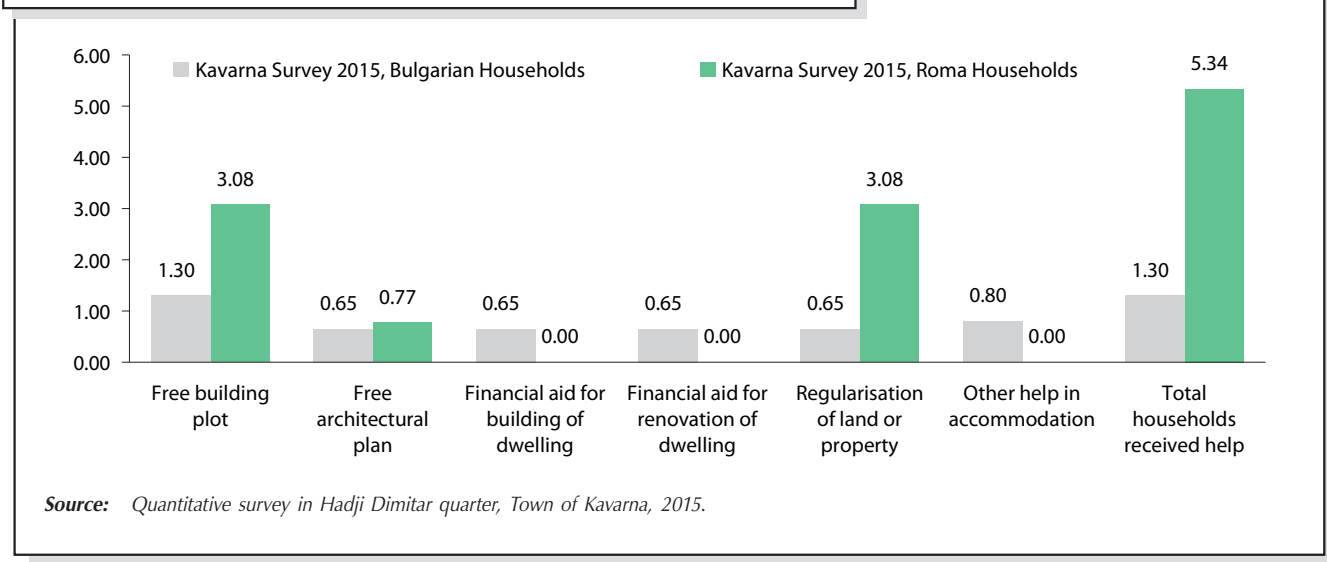
The data for building of dwellings shows that the majority of Roma dwellings in Hadji Dimitar (82 %) were built before 1995. 9 % were built in the period 1995 – 2004 and an additional 7 % between 2004 and 2014. For Bulgarian households the data indicates a similar tendency until 2004, an increase of almost 4 % between 2005 and 2009 and a substantial drop to 0.65 % until 2014.

FIGURE 6. DWELLINGS IN HADJI DIMITAR QUARTER BY PERIOD OF BUILDING (% OF DWELLINGS)



The survey aimed to gather information on the effect of policies in the area of housing by Kavarna municipality and assess their impact. Based on the information collected and presented in Figure 7 below the following observations can be made. The total percentage of Roma

FIGURE 7. HOUSEHOLDS RECEIVED MUNICIPAL HELP FOR ACCOMMODATION (%)

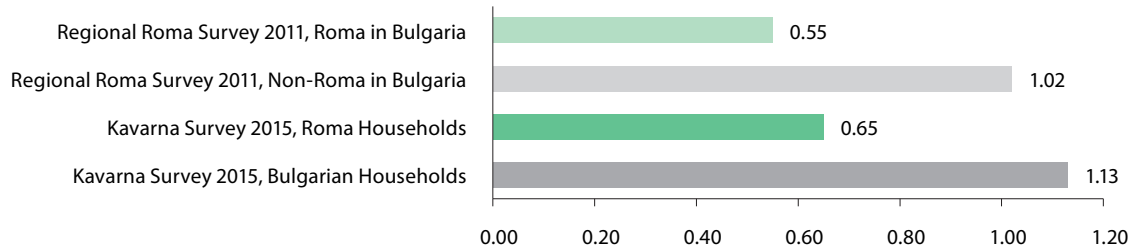


households that received some form of support from the municipality are 5.34 % (1.30 % among Bulgarian households), most often this support included free building plot and regularisation of land or property (both at 3.08 %).

In addition, there are no illegal dwellings in Hadji Dimitar currently reported by the municipality.¹⁵

However, when looking at the available data for size of housing measured by average number of rooms and useful area in sq. m. per person, a complex picture emerges. This is the more relevant indicator as it takes into account the actual number of persons living in the same households, and as discussed above in the demographic section, the number of Roma living in the same household is nearly double to that of Bulgarian households. Data collected for the available rooms per dwelling was only available for the whole municipality of Kavarna. Both in terms of available rooms (Figure 8) and useful housing area per person (Figure 9) on the basis of the available data it is difficult to draw conclusions on the changes before and after the investments. In 2011 the UNDP Roma Housing survey found that there is an average of 0.55 rooms per household member for Roma households nationally. The data from the Kavarna Survey in 2015 found that this number was 0.65 for the Roma living in Kavarna. A further look at the data for Bulgarian households suggests that they have nearly double the available rooms, both nationally in 2011, as well as in Kavarna in 2015.

FIGURE 8. AVERAGE NUMBER OF ROOMS PER HOUSEHOLD MEMBER

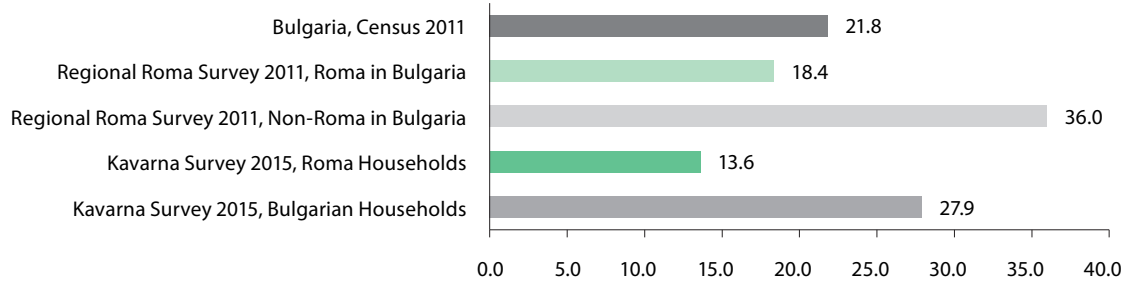


Sources: UNDP: *The Housing Situation of Roma Communities: Regional Roma Survey 2011 and Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.*

The average housing useful area data indicates a somewhat similar situation with regard to the available square meters per person. There is almost a two-fold difference between Roma and Bulgarian households established both with the UNDP survey 2011 for the whole country and the Kavarna Survey in 2015.

¹⁵ Interview with Tsonko Tsonev, mayor of Kavarna, 18 March 2015.

FIGURE 9. AVERAGE HOUSING AREA PER PERSON (sq. m.)



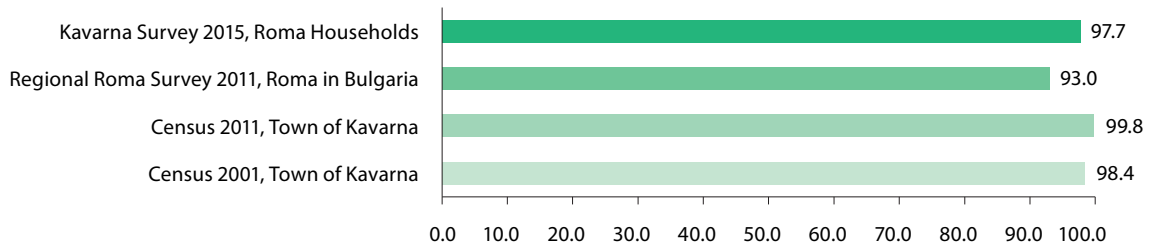
Sources: UNDP: *The Housing Situation of Roma Communities: Regional Roma Survey 2011, Census 2011, Vol. 2: Housing Fund, Book 2: Dwellings and Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.*

Quality of housing

Further to looking at the data on the availability and size of housing the additional factors of indoor piped water, sewerage system, toilet and access to electricity are essential in assessing the quality of the housing available.

Electricity supply in Hadji Dimitar was available already before the investments, with 98.4 % of Roma houses having access to it according to the 2001 Census. In the 2011 Census this percentage had gone up to 99.8 %. This is also higher than the national average of 93 % for Roma households, according to UNDP.

FIGURE 10. AVAILABILITY OF ELECTRICITY SUPPLY IN ROMA DWELLINGS (% OF DWELLINGS)

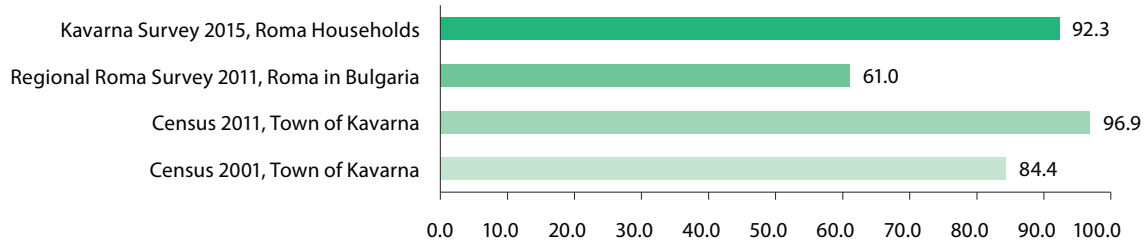


Sources: FRA: *Survey data explorer – Results from the 2011 Roma survey, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015, NSI: Census 2001 and Census 2011, data provided to CSD by request in August 2015.*

The access to indoor piped water in the town of Kavarna changed from 84 % in 2001 to 97 % in the 2011 Census. In addition, the percentage of households with access to piped water in 2015 is 92.3 % according to the Kavarna Survey. In comparison, in 2011 the FRA Roma Survey put the percentage of Roma households with access to piped water at 61 %.

The improved situation of Roma households with regard to access to piped water indoors in Kavarna both between 2001 and 2011 and with regard to the Roma households in the rest of the country can be linked to the construction of a water pipeline in district Hadji Dimitar from the municipal budget.

FIGURE 11. AVAILABILITY OF INDOOR PIPED WATER* IN ROMA DWELLINGS (% OF DWELLINGS)



* The data from Census 2001 does not allow differentiation between indoor and outdoor piped water and refers to both.

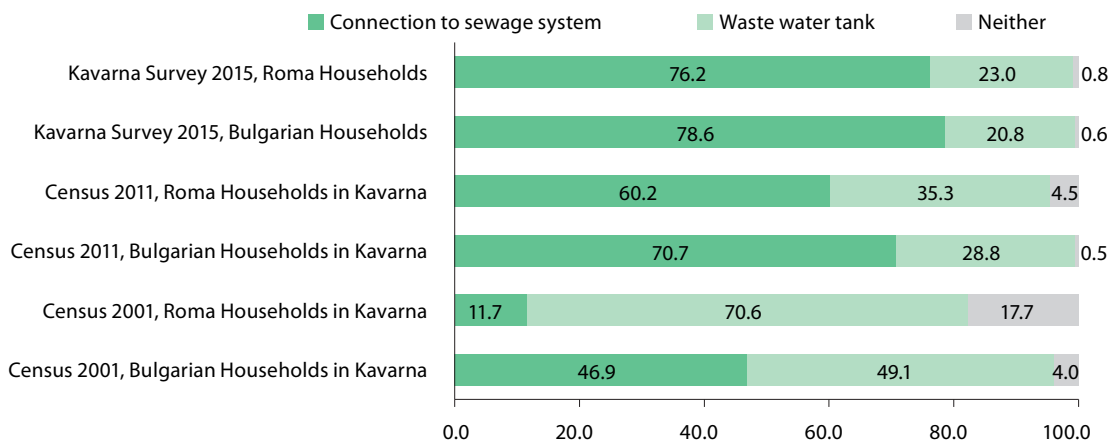
Sources: FRA: Survey data explorer – Results from the 2011 Roma survey, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015, NSI: Census 2001 and Census 2011, data provided to CSD by request in August 2015.

In terms of connection to a sewerage system or wastewater tank of households, Kavarna represents a difference from the national levels as well. Only 0.76 % of dwellings do not have either available, whereas the national average for Roma is 39 % (Regional survey) and 17 % (Census 2011). The sewerage system built for 1,746,000 BGN from the municipal budget by Kavarna municipality can be directly linked to the improvement of these indicators for Kavarna compared to the national average.

A look at the Census data shows that before the investment in 2001, 12 % of the Roma households in Kavarna had a connection to sewerage system and 71 % had outside wastewater tank, 18 % had neither. In 2011 there was a considerable change – the percentage of households with a connection to the sewerage system had increased to 60 % and the percentage of those with the other had decreased more than four-fold to 4.5 %.

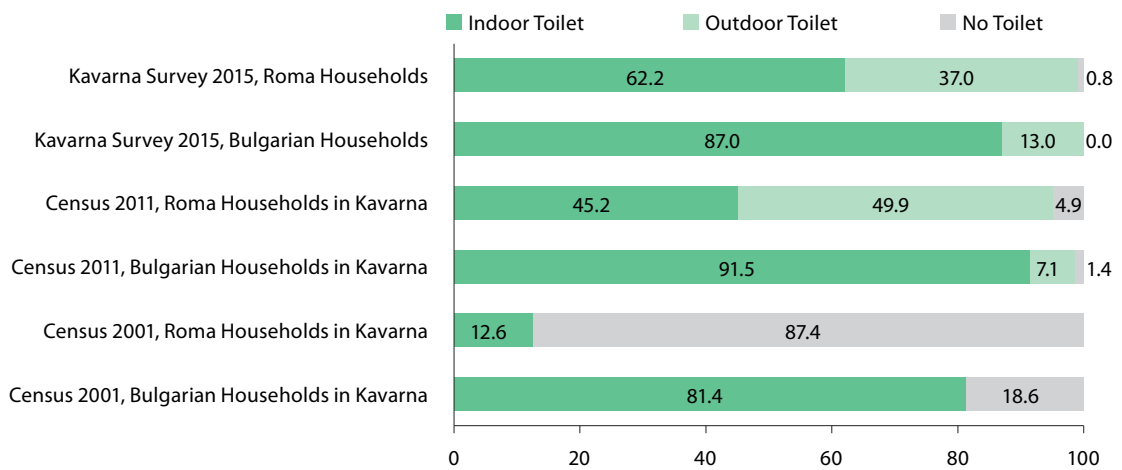
Availability of toilets (indoor or outdoor) also changed due to the investments as shown by the Census data below. Pre-investment in 2001 87 % of Roma households in Kavarna lacked availability of toilet and only 12 % had access to toilet (the data does not allow to see a distinction between indoor and outside toilet, though). In 2011 the percentage of dwellings without toilet dropped to less than 5 %, whereas the availability of both inside and outside toilet increased substantially to over 40 % for each. Furthermore, the percentage of households with indoor toilet in the Roma neighbourhood in Kavarna in 2015 is 62 %, compared to 25 % average for the country (FRA/UNDP 2011 Roma survey) and 20 % according to the Census 2011, which is also linked to the wastewater investment.

FIGURE 12. AVAILABILITY OF SEWERAGE IN THE TOWN OF KAVARNA (% OF DWELLINGS)



Sources: FRA: Survey data explorer – Results from the 2011 Roma survey, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015, NSI: Census 2001 and Census 2011, data provided to CSD by request in August 2015.

FIGURE 13. AVAILABILITY OF TOILET* IN THE TOWN OF KAVARNA (% OF DWELLINGS)



* The data from Census 2001 does not allow differentiation between indoor and outdoor toilet and refers to both.

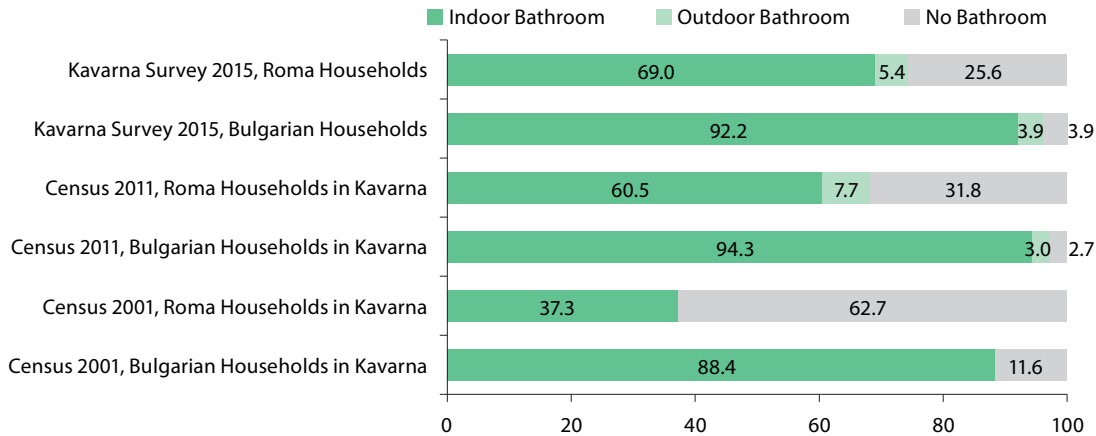
Sources: Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015, NSI: Census 2001 and Census 2011, data provided to CSD by request in August 2015.

Important for personal hygiene is also the availability of bathroom, which in 2001 was available to 37.3 % of Roma households in Kavarna (62.7 % did not have any indoor or outdoor bathroom). In the Census in 2011 the percentage had increased to 60.5 %, with also 7.7 % having outdoor bathrooms.

In the Survey conducted in 2015, 74.4 % of the Roma reported having bathroom (indoor and outdoor combined) and 25.6 % has none. This

is significantly more than the Bulgarian households of which only 3.9 % reported no bathroom.

FIGURE 14. AVAILABILITY OF BATHROOM* IN THE TOWN OF KAVARNA (% OF DWELLINGS)



* The data from Census 2001 does not allow differentiation between indoor and outdoor bathroom and refers to both.

Sources: Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015, NSI: Census 2001 and Census 2011, data provided to CSD by request in August 2015.

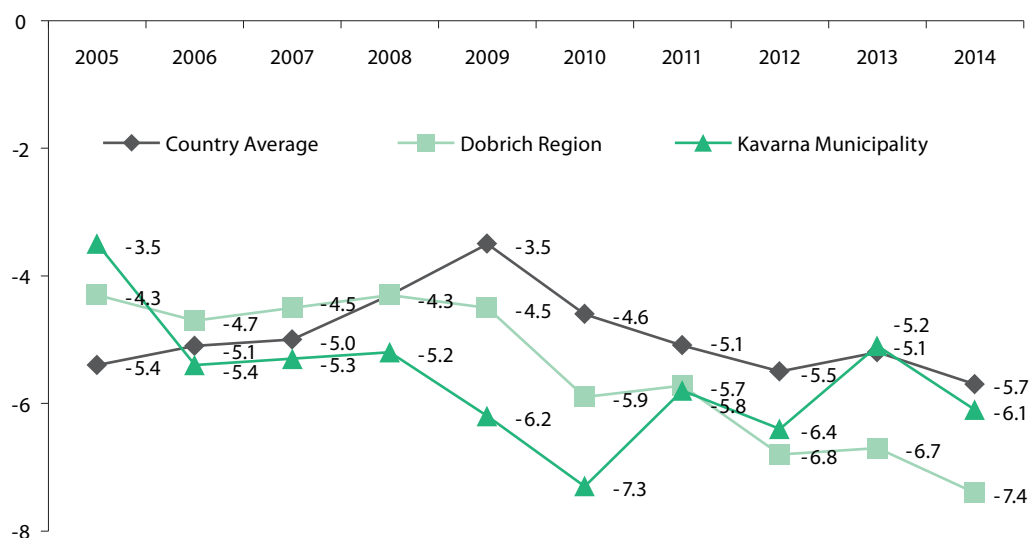
Additional investments made by Kavarna municipality in the infrastructure of Hadji Dimitar include the removal of unauthorised landfill, asphalt and streets repairs, repairs of sidewalks and the construction of playgrounds. These investments have contributed to the improvement of the overall living conditions in the neighbourhood.

The repairs of streets have improved the overall access to and from the neighbourhood, which has an influence on both the access and provision of a wide range of public services.

Healthcare

One of the important indicators for the quality of life in respective region or settlement, both in terms of healthcare and of living standard in general, is the natural increase of population. In the last two decades, this indicator in Bulgaria has constant negative values varying according to the overall economic situation, and since 2009, the situation is worsening from year to year. In a regional perspective, ten years ago, both Dobrich region and Kavarna municipality had better indices than the country average. This changed dramatically since 2006, and especially after the beginning of the economic crisis in 2008. The regional and the municipal indices dropped below the country average. Since 2010, however, the natural increase of population in the Dobrich region continued its decrease standing at about 1.5 points lower than the country average in the last three years; while those for the municipality of Kavarna marked fluctuating positive changes and is very close to the country average in 2013 and 2014.

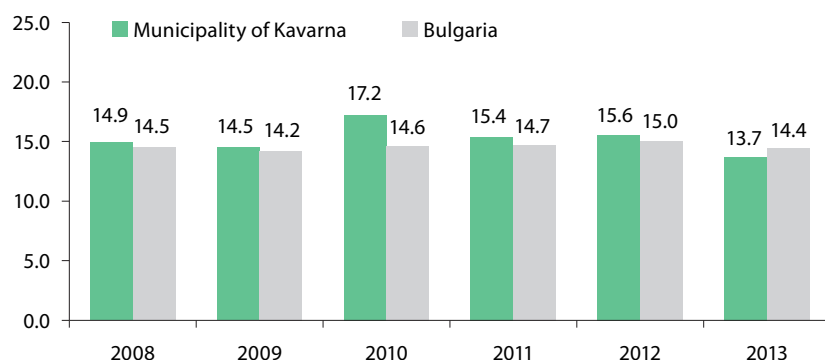
FIGURE 15. NATURAL INCREASE PER 1,000 PERSONS OF THE POPULATION 2005 – 2014



Sources: NSI: Natural increase per 1 000 persons of the population by statistical regions, districts and place of residence and Regional Health Inspectorate Dobrich Region: Annual Reports of the Inspectorate 2007 – 2014.

The death rate statistical indicators represent important, although indirect evidence for the quality of life in general, and the level of healthcare in particular. Unfortunately, statistical data on these indicators are not available by ethnicity and only the common rates could serve as approximate orientation in the general conditions, which concern Roma population as well.

FIGURE 16. CRUDE DEATH RATE (PER 1,000 PERSONS OF THE POPULATION)



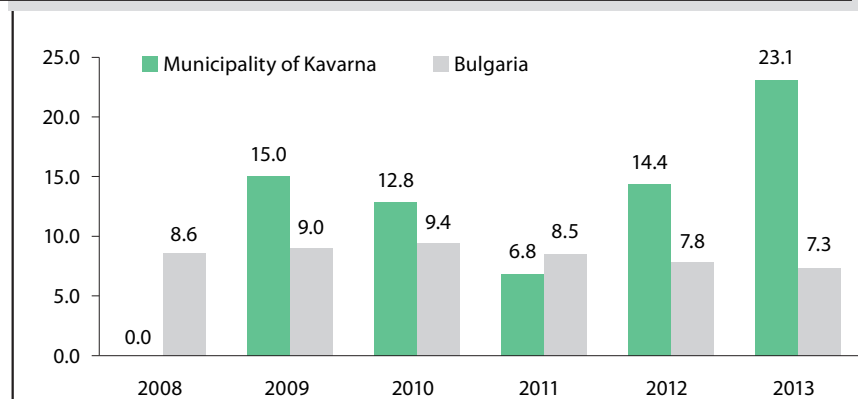
Source: Author's calculations based on data provided in NSI: Crude death and infant mortality rates by place of residence, statistical regions, districts and sex; Health Services Reports 2009 – 2014.

The Crude death rate for the municipality of Kavarna remained slightly higher levels than the average for the country between 2008 and 2012, with one more significant increase in 2010. The last data from 2013, however, shows the opposite results. Whether this tendency is long-term or sporadic would become clear in the future. Nevertheless, it could be an indicator for improved living conditions in the municipality substantial enough to convert the trend.

Unfortunately, considering the Infant mortality rate, similar positive conclusions could not be made. Generally, calculations of Infant mortality rate for the municipality of Kavarna could not produce

statistically reliable data, due to the low number of children born yearly (about 200 to 300) and single cases of deaths. For this reason, it marks significant and ambiguous fluctuations from the country averages (Figure 17). Despite of this consideration, however, the numbers of newborn children decrease from year to year, and the last available data from 2013 shows the highest number of 3 deaths for the whole period since 2008.

FIGURE 17. INFANT MORTALITY RATE (PER 1,000 LIVE BIRTHS)



Source: Author's calculations based on data provided in NSI: Crude death and infant mortality rates by place of residence, statistical regions, districts and sex; Health Services Reports 2009 – 2014.

Health status

The occurrence of some infectious diseases is also connected with the quality of life, but indicates more directly to the level of development of the healthcare in the respective place and more specifically, to the prevention activities. The most socially significant disease among them is the tuberculosis. According to the published reports of the Health Inspectorate of the Dobrich region, the occurrence of tuberculosis there is several times lower than the average for the country. The occurrence both at country and at regional level generally decreased. These two tendencies continued between 2005 and 2013 (Table 4). Data at national level for 2014 is still not available, but at regional level an increase of the reported cases is registered, with occurrence close to those in 2007. For 2014, the occurrence of tuberculosis in the municipality of Kavarna is practically the same as that on the level of Dobrich region, while in 2007 and 2013 no cases were registered. It should be noted, however, that the small size of the population in Kavarna municipality “produces” big variation of occurrence with single cases only. For instance, the occurrence of 26.8 per 100,000 inhabitants in 2014 means totally 3 or 4 cases in the municipality. Also, the increase of cases at regional level for the same year indicates that the reasons for the occurrence in the municipality of Kavarna are rather connected with the general increase of cases in the area than with local factors.

TABLE 4. REGISTERED CASES OF ACTIVE TUBERCULOSIS (PER 100,000 INHABITANTS)

	Country Average	Dobrich Region	Kavarna Municipality
2005	127.7	35.8	NA
2007	120.0	28.7	0.0
2010	90.5	20.5	NA
2013	69.4	15.6	0.0
2014	NA	26.0	26.8

Sources: NSI: Healthcare 2014 and Regional Health Inspectorate, Dobrich Region: Annual Reports of the Inspectorate 2007 – 2014.

Generally, the most widespread infectious diseases subject to obligatory reporting were less widespread in the Dobrich region than the average in the country for the last reported year – 2013 (with the exception of bacterial meningitis and meningoencephalitis); and were less widespread in the municipality of Kavarna than in the region of Dobrich. It is best visible in respect with the most widespread types of measles: scarlet fever and varicella (Table 5). At a first glance, the incidence of shigellosis, viral hepatitis and

viral meningitis in Kavarna municipality is higher than in average in the country and in Dobrich region, but this one and the same figure of 6.6 per 100,000 inhabitants refers in fact to a single case for each of these three diseases. Or, in other words, the healthcare activities towards the most widespread obligatory reported infectious diseases in the municipality of Kavarna are equal or better to those in the country, especially in the field of child healthcare. The small size of the settlements in the municipality, and the relatively smaller size of the child collectives, respectively, should also be considered as important factors for the presented results. The lack of data for previous years, however, does not allow analysis of the influence of the municipal health-related policies.

TABLE 5. REGISTERED CASES OF CERTAIN INFECTIOUS DISEASES SUBJECT TO OBLIGATORY REPORTING IN 2013 (PER 100,000 INHABITANTS)

	Country Average	Dobrich Region	Kavarna Municipality
Scarlet fever	57.9	30.6	26.5
Varicella	530.2	514.1	318.4
Shigellosis	6.7	3.2	6.6
Viral hepatitis	34.1	9.7	6.6
Bacterial meningitis and meningoencephalitis	1.7	3.7	0.0
Viral meningitis and meningoencephalitis	3.2	1.6	6.6

Sources: NSI: Healthcare 2014 and Regional Health Inspectorate, Dobrich Region: Annual Report of the Inspectorate 2014.

While the incidence of diseases commented above is more generally connected with the quality of life, the occurrence of the intestinal infectious diseases derives directly from the sanitation conditions and observance of hygiene. However, availability of data for the last two years only, as in case of obligatory reported diseases, also prevents making conclusions on the effects of municipal policies.

In terms of the analysis of the current situation, it is again clearly visible that the better results of the municipality of Kavarna compared to those in the Dobrich region are more

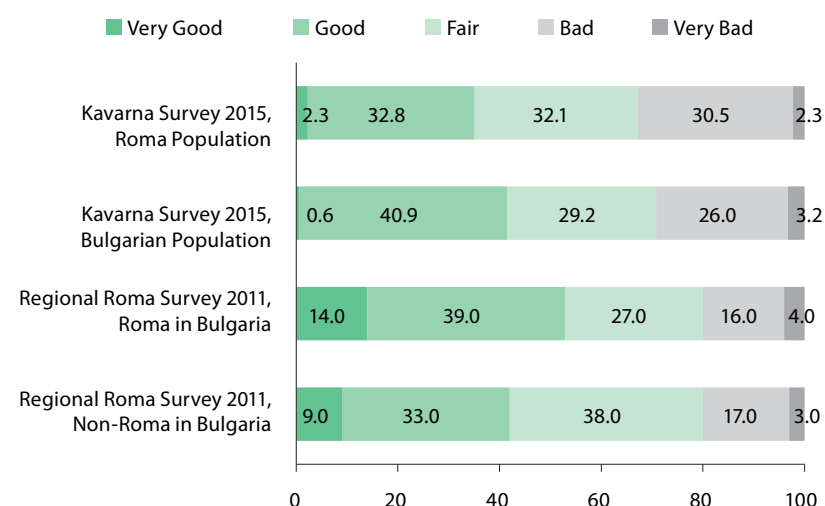
prominent with respect of the most widespread intestinal diseases: rotavirus gastroenteritis and enterocolitis (Table 6). The difference between the occurrence of the less widespread diseases, as salmonellosis, shigellosis and colibacilloes, at regional and at municipal level, is ambiguous, because of the low number of cases in Kavarna municipality: one to three cases per disease per year, which produce substantial variations in the values of the respective coefficients.

TABLE 6. REGISTERED CASES OF INTESTINAL INFECTIOUS DISEASES (PER 100,000 INHABITANTS)

	Dobrich region 2013	Kavarna municipality 2013	Dobrich region 2014	Kavarna municipality 2014
Salmonellosis	10.7	NA	10.8	13.4
Shigellosis	3.2	6.6	2.7	0.0
Colibacilloes	9.1	19.9	20.0	13.4
Rotavirus gastroenteritis	34.3	26.5	34.1	20.1
Enterocolitis	261.3	245.4	277.2	207.5

Sources: NSI: Healthcare 2014, ISSN 1313-1907 and Regional Health Inspectorate, Dobrich Region: Annual Report of the Inspectorate 2014.

FIGURE 18. HEALTH SELF-ASSESSMENT (% OF MEMBERS OF RESPONDED HOUSEHOLDS)

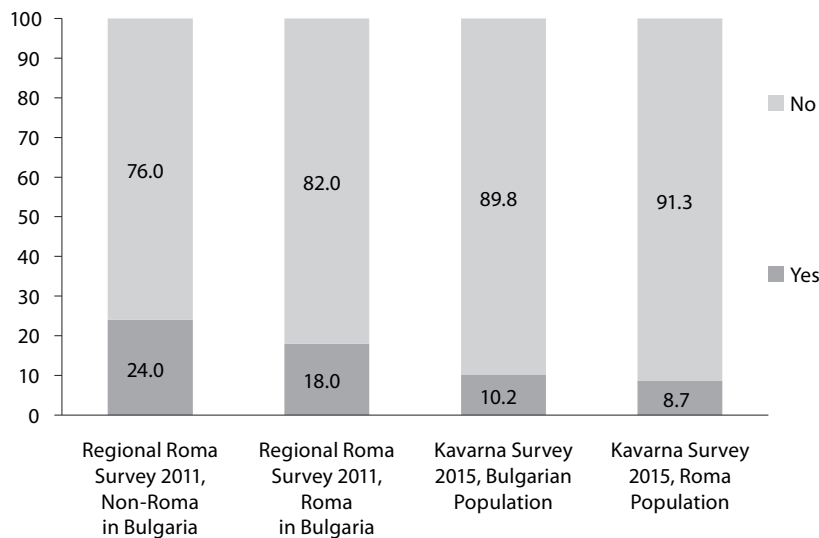


Sources: FRA: Survey data explorer – Results from the 2011 Roma survey and Quantitative survey in Hadji Dimitar quarter, Town of Kavarna, 2015.

Self-reported indicators, as health self-assessments, could also be used to measure the health status of the population. The health self-assessment of Roma population in Kavarna differs substantially from the results encountered by FRA/UNDP in the 2011 Roma survey. In 2011, Roma in Bulgaria more frequently gave positive assessment of their general health condition than non-Roma (54 against 42 % respectively), while the negative assessments were practically equal in the two subgroups (by 20 %). The quantitative survey in Kavarna in 2015 showed the opposite relation: 42 % of Bulgarian population gave positive assessments against 35 % among Roma, while

33 % of Roma assessed their health as bad or very bad, against 29 % among Bulgarian (Figure 18).

FIGURE 19. POPULATION AGED 16 AND OVER LIMITED IN EVERYDAY ACTIVITIES DUE TO HEALTH PROBLEMS (%)



Sources: FRA: Survey data explorer – Results from the 2011 Roma survey, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

The situation is similar with regard to people who feel themselves limited in everyday activities due to health problems. While in FRA/UNDP survey in 2011, 18 % of Roma respondents felt moderately or severely limited, the respective share among non-Roma was 24 %. Simultaneously, the quantitative survey in Kavarna in 2015 showed no substantial difference between the Roma and Bulgarian subgroups: 9 and 10 % respectively of household members aged 18 and above suffer from similar limitation (Figure 19).

The more negative assessments among Roma population in Kavarna, however, are rather “good news” in respect of health policies in the municipality.

When Roma or other vulnerable groups, like rural population, for instance, are giving more positive health self-assessments than country averages, it could be rather connected with lower levels of health literacy and harder access to regular healthcare than with “objective” better health condition.¹⁶

Access to healthcare

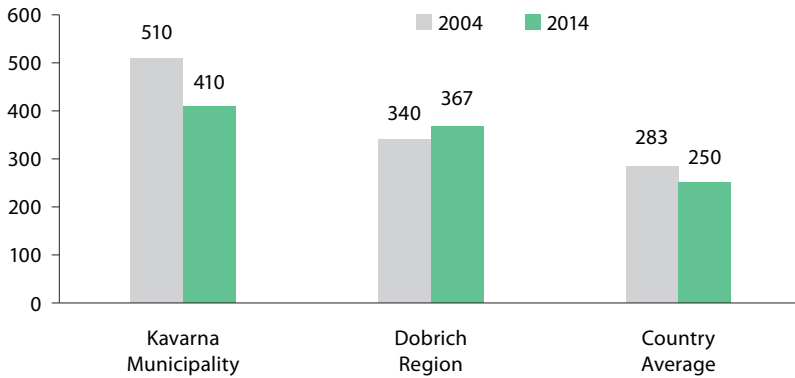
Access to healthcare could be measured with a variety of indicators, among which are the available health personnel and facilities in the respective locality, medical insurance coverage and the actual provision of needed healthcare.

The situation in Kavarna municipality with regard to the number of population per physician indicator in 2004 was substantially poorer than the country and regional averages. While in the region of Dobrich the number of inhabitants per physician were about 20 % more than in Bulgaria as a whole, in Kavarna municipality it was about 80 % more (Figure 20). Ten years later, although again worse than in the country as a whole, situation in the municipality of Kavarna improved, while in the region of Dobrich it worsened. The number of inhabitants per physician in the municipality dropped with about a quarter, reaching 164 % of the country average, and the number in the region of Dobrich increased and reached 147 % of the country average. Having in mind that the population of Kavarna municipality decreased with about 10 %, the improvement

¹⁶ UNDP: The Health Situation of Roma Communities: Analysis of the Data From the UNDP/World Bank/EC Regional Roma Survey, pp. 26-27. ISBN 978-92-95092-60-0, <http://www.undp.org/content/dam/rbec/docs/The-health-situation-of-Roma-communities.pdf>

of the population per physician ratio is mainly due to the fact that the medical personnel was kept and even increased in the same period.

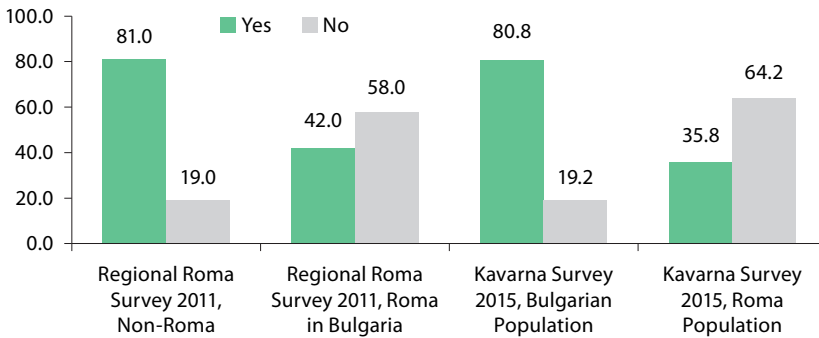
FIGURE 20. POPULATION PER PHYSICIAN AS OF 31.12. OF THE RESPECTIVE YEAR (NUMBER)



Source: NSI, Population per physician and per dentist by statistical zones, statistical regions and districts and Data at municipal level provided to CSD in August 2015.

The medical insurance coverage among the Roma is known as significantly lower than those among the majority and is a key issue of concern. As more specific dimensions, the FRA/ UNDP survey in 2011 shows share of Bulgarian Roma aged 16 and above twice lower than the respective age group of non-Roma: 42 against 81 %. While the quantitative survey in Kavarna in 2015 registered practically the same share: 81 % of Bulgarian population aged 18 and over having medical insurances, the respective share among the Roma is comparatively lower: 36 %.

FIGURE 21. POPULATIONS AGED 16* AND OVER WITH MEDICAL INSURANCE (% OF MEMBERS OF RESPONDED HOUSEHOLDS)



* All persons below 18 years in Bulgaria have state-paid medical insurance.

Sources: FRA: Survey data explorer – Results from the 2011 Roma survey, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

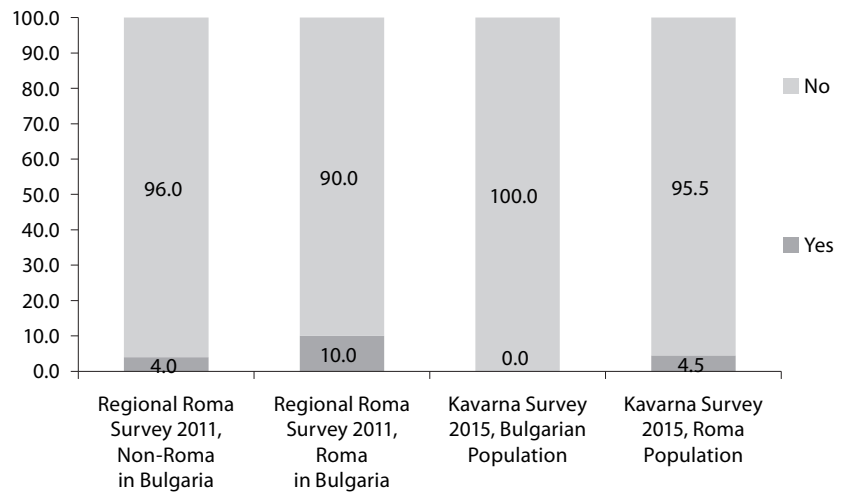
However, the lower medical insurance coverage among Roma in Kavarna is not connected with lower access to medical services. While one of ten Bulgarian Roma aged 16 and over reported unmet medical needs for the last 12 months in 2011, four years later this problem is identified for only 4 % of the adult Roma and 1 % of Roma children in Kavarna.

It could not be proved that the relatively better results for Roma in Kavarna in the field of access to healthcare are due exclusively to municipal policies. Only 2 % of Roma households and 5 % of Bulgarian households

are aware of the existence of the Municipal Emergency Health Fund and hence, the possibilities to use its assistance. The existence of health mediator is known by 5 % of Roma and 7 % of Bulgarian households but no one reported using their services.

Better access to health services could be due to comparatively better economic situation of Roma in Kavarna, on the availability and proximity of medical specialists to the Roma neighbourhood, or due to both factors in combination.

FIGURE 22. POPULATION AGED 16 AND OVER NOT RECEIVED NEEDED MEDICAL CARE IN THE LAST 12 MONTHS (%)



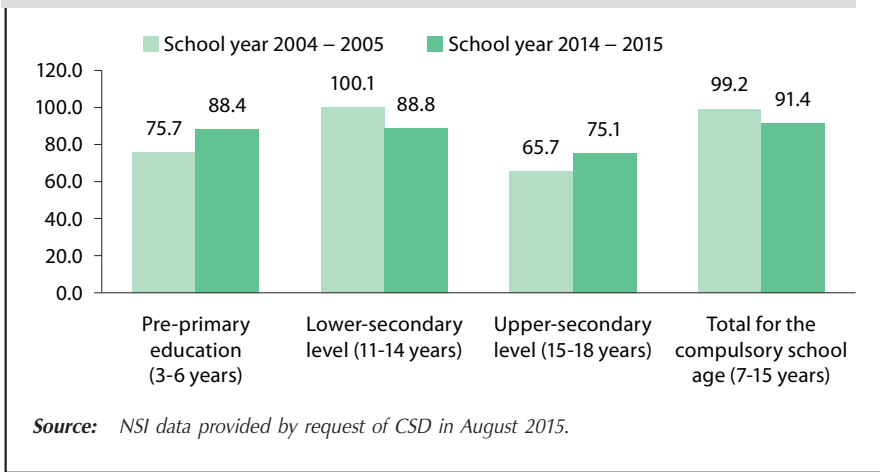
Sources: FRA: Survey data explorer – Results from the 2011 Roma survey, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

Education

Progress in the field of education, similarly to healthcare, is difficult to measure as effects take longer to manifest themselves and the need for reliable and comparable data over long periods of time is as essential as is lacking. Ethnically disaggregated data is also unavailable. Educational attainment data is commonly used to evaluate the performance of education systems and reflects to what degree students have completed education levels, when no other data on performance or competencies is available. Here we review data measuring educational level and enrolment rates (percentage of the population at the respective age) for pre-school (3-6 years), primary (7-10 years), lower secondary (11-14 years) and upper-secondary (15-18 years). Literacy census results and self-assessment is used as an indication of the level of literacy. Evaluation of the quality of the education, generally done through either targeted studies or through attainment rates has not been possible as such data was unavailable.

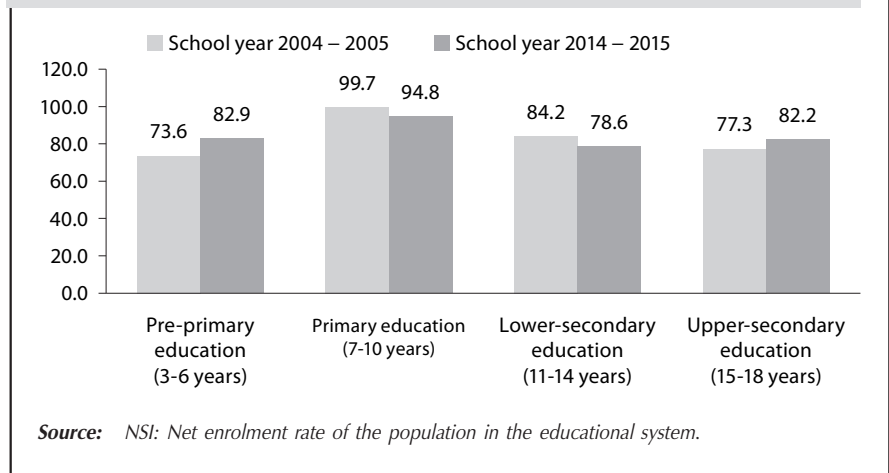
Despite the lack of data, some general tendencies on a municipal level can be outlined (Figure 23). There is a positive trend in the increase of enrolment rates between school year 2004 – 2005 and last year 2014 – 2015 for pre-school and upper-secondary level, with an increase of over 10 % in enrolment rates for each group. However, there is a reduction in the percentage of enrolments in lower secondary-level from 100 to 89 %, which is reflected in the overall enrolment rate for compulsory schooling as well. These averages compare on a national level (Figure 24) where there is a similar increase in pre-school enrolment and in upper-secondary and a decrease of primary and lower-secondary school enrolment around 6 %.

FIGURE 23. GROUP NET ENROLMENT RATES BY AGE GROUPS AND LEVELS OF EDUCATION IN THE MUNICIPALITY OF KAVARNA (% OF THE POPULATIONS AT THE RESPECTIVE AGE)



Investments in "soft" measures in education are generally more difficult to measure but are considered more important for the level of educational achievements and the quality of the education provided. They also have a role in reducing drop-out rates. Such measures implemented in Kavarna include improving the teachers' understanding of their pupils' specific needs and adjusting the educational methods accordingly to the needs of a multicultural education and children whose first language is not Bulgarian.

FIGURE 24. GROUP NET ENROLMENT RATES BY AGE GROUPS AND LEVELS OF EDUCATION IN BULGARIA (% OF THE POPULATIONS AT THE RESPECTIVE AGE)



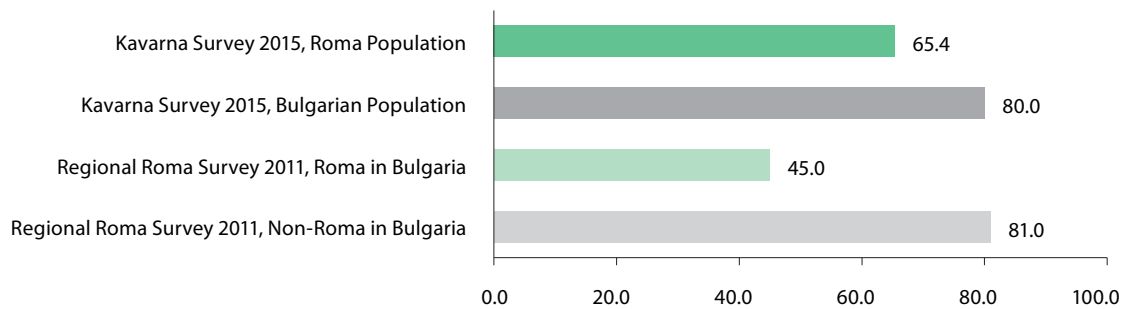
Pre-school

The increase in pre-school enrolment is particularly important as this is an area where Roma are significantly lacking and it is essential for the success in school both in terms of attendance, as well as attainment. The investments made by Kavarna municipality in pre-school education through improving the infrastructure of the kindergarten in the neighbourhood, as well as the training of the teachers to work in a multicultural environment have led to the result that 56 % of Roma children have attended in the past pre-school and 17 % are currently attending, 11 % have never attended.

In Kavarna, according to the 2015 Survey, 65 % of the Roma children between 3-6 years are enrolled in pre-school (Figure 25). This is still

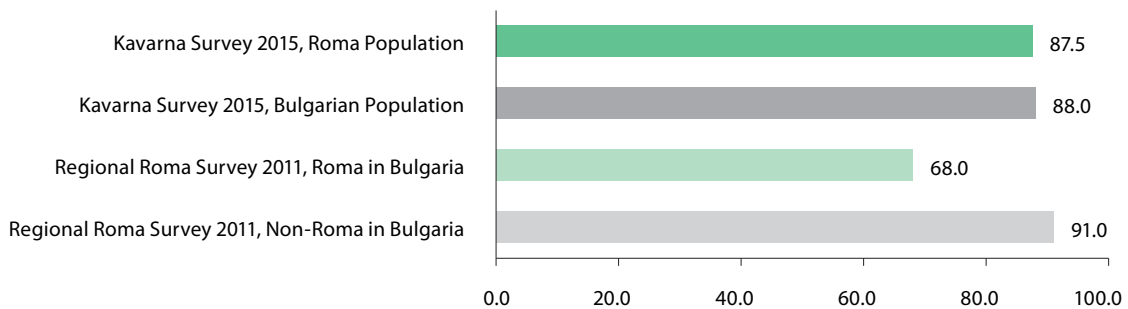
lower than the enrolment of children from the Bulgarian population (80 %). The 2011 UNDP Survey found similar enrolment rates for Non-Roma (81 %), but the average percentage for the Roma nationally was significantly lower at 45 %, which may suggest that some of the targeted measures to include pre-school enrolments in Kavarna have delivered a positive effect.

FIGURE 25. ATTENDANCE OF PRE-SCHOOL EDUCATION – KINDERGARTEN OR PRE-SCHOOL CLASS, BY CHILDREN AGED 3-6 (%)



Sources: UNDP: Roma Inclusion Working Papers UNDP Europe and the CIS Bratislava Regional Centre Roma Education In Comparative Perspective. Findings from the UNDP/World Bank/ Regional Roma Survey, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

FIGURE 26. PRE-SCHOOL EXPERIENCE OF CHILDREN AGED 7-15 (%)

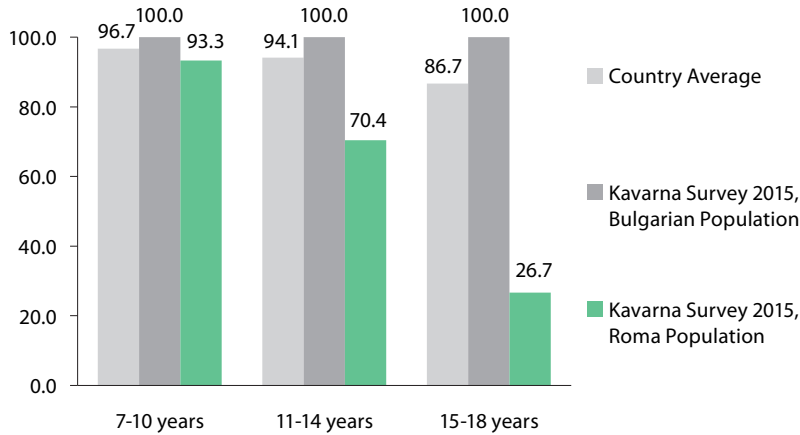


Sources: UNDP: Roma Inclusion Working Papers UNDP Europe and the CIS Bratislava Regional Centre Roma Education In Comparative Perspective. Findings from the UNDP/World Bank/ Regional Roma Survey, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

The data regarding children who have ever attended kindergarten or pre-school (Figure 26) from the Survey is compared to data from the UNDP Regional Roma Survey and it can be seen that the number in Kavarna is higher than the average for Roma in the rest of the country. This improved situation in Kavarna can be linked to the measures for enrolment in kindergarten made by the municipality.

Among the children and youngsters aged 10-18, 4 % have never attended school. Exactly the same share among Roma at the same age was registered in the Regional Roma Survey conducted by UNDP in 2011.

FIGURE 27. NET ENROLMENT RATE/SCHOOL ATTENDANCE BY AGE GROUPS, SCHOOL YEAR 2014/2015 (% OF CHILDREN AT THE RESPECTIVE AGE)



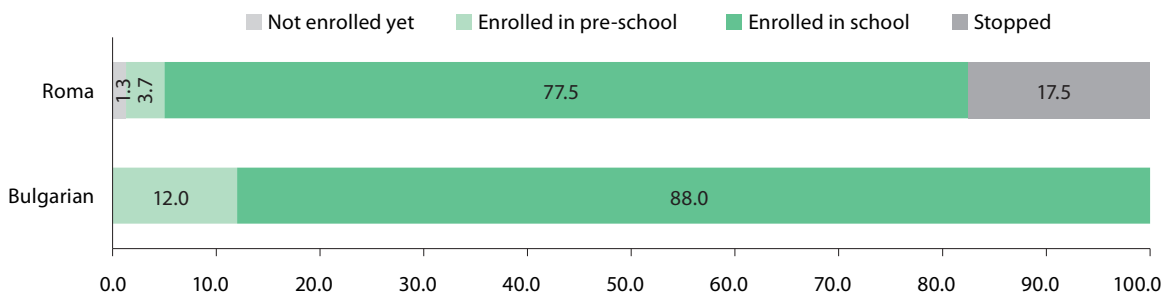
Sources: NSI: Net enrolment rate of the population in the educational system, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

Enrolment in schools by age group for Kavarna according to the 2015 Survey show the highest percentage of enrolments in primary school (7-10 years) with 93 % among the Roma, which is still lower than the 100 % net enrolment rate among the Bulgarian population and the national average of 97 %. The rates drop after that for lower-secondary school (70 % for the Roma, 100 % for the Bulgarians in Kavarna and 94 % nationally). They drop even more significantly at the upper-secondary level (27 % among the Roma aged 15-18 are enrolled compared to 100 % of the Bulgarian population of Kavarna and 87 % on a national level).

The data indicates a problem with retaining children in schools and this is an area where further investments need to be made and adequate policies developed.

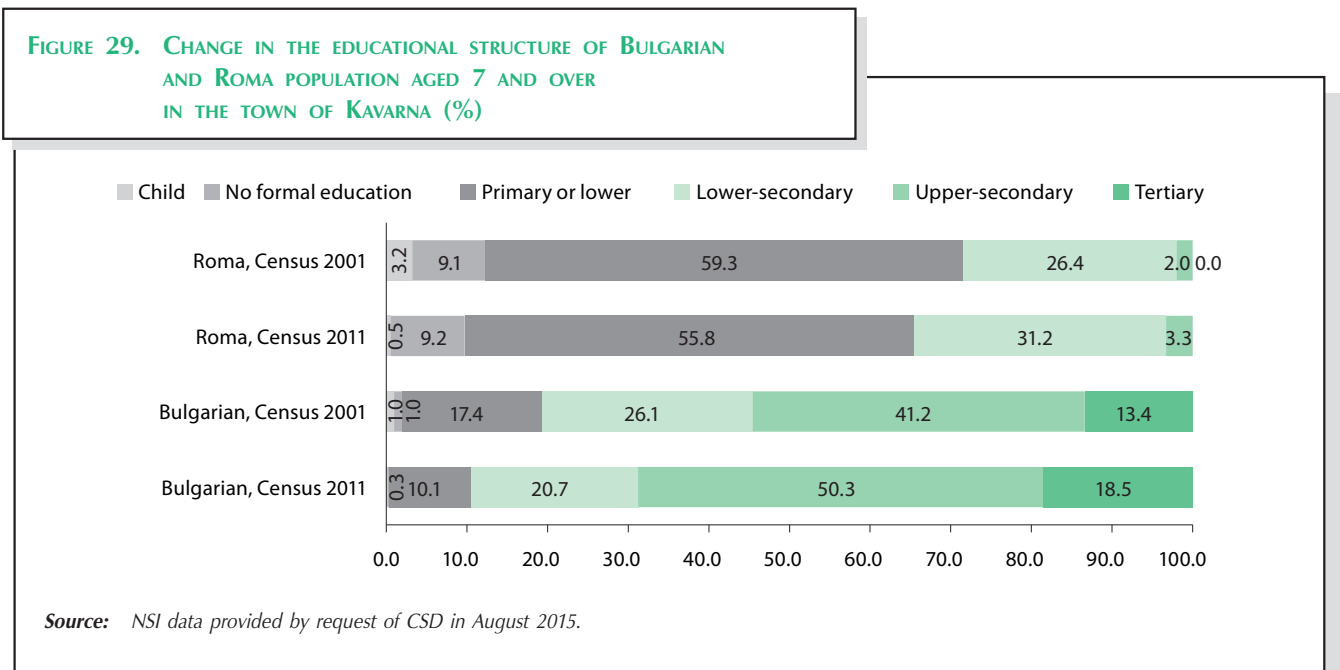
With regard to enrolment in pre-school and primary school the differences between the two ethnicities continue to persist but in Kavarna this difference is smaller than in other places with compact Roma populations (Figure 28). For pre-school 3.7 % of Roma and 12 % of Bulgarian children are enrolled and for school the percentages are 77.5 % and 88 % respectively. There are no Bulgarian children at compulsory age, which have stopped going to school for one reason or another. Among the Roma this is still the case for 17.5 %.

FIGURE 28. SCHOOL ENROLMENT OF CHILDREN AT COMPULSORY SCHOOL AGE IN HADJI DIMITAR QUARTER (% OF CHILDREN 7-15 YEARS OF AGE)



Source: Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

Figure 29 below presents the change between the two Censuses in the educational structure of the inhabitants of Kavarna with regard to the level of educational attainment. Between 2001 and 2011 the percentage of Roma without formal education remained the same (9 %) and there was a decrease in the percentage of those with primary or uncompleted primary education (from 59 % in 2001 to 56 % in 2011). The decrease in 2011 was in effect an increase to 31 % for those with lower secondary, as well as to 3.3 % of those with upper-secondary. There is no one with tertiary education. In comparison the percentage with primary or lower and lower secondary education among the Bulgarian population is lower, while that of those with upper secondary is significantly higher at 41 % in 2001 increased to 50 % in 2011 and with 18 % of the Bulgarian residents of Kavarna with a University degree. Indicating clearly that despite small improvements in the lower-secondary level, the Roma still remain on the lower educational levels in Kavarna.

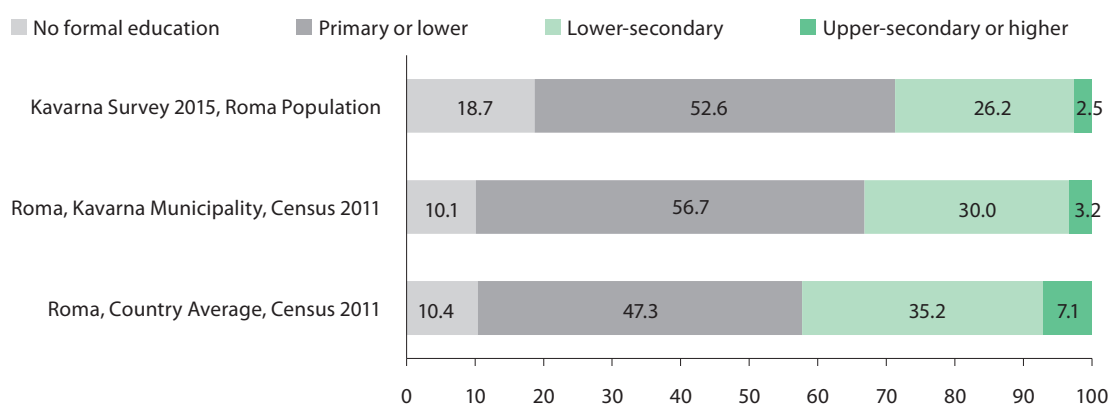


In terms of attainment, i.e. the level of completed education, in 2015 among the Roma in Hadji Dimitar in Kavarna, the results of the Survey (Figure 30), indicate 19 % without any formal education, 53 % with completed primary or lower, 26 % with lower-secondary and merely 2.5 % with upper-secondary education. Although not comparable directly, the Census 2011 data for Roma on a municipal level in Kavarna municipality show 10 % with no formal education, 57 % with primary or lower, 30 % lower-secondary and 3 % upper-secondary or higher education. On a national level, the Census gives the same level of no formal education (10 %). The share of those with lower-secondary is however higher nationally with 5 %, and upper-secondary percentage is also higher with 4 % on a national level compared to Kavarna municipality. This again indicates that Kavarna town and Kavarna municipality have lower educational levels, also in terms of attainment of the Roma compared to the national levels for the Roma. Lower levels can be attributed to higher drop-out rates among the Roma and require

special measures for retaining of children in school and re-integration of those who have dropped out. This is especially pertinent for the lower-secondary and higher levels.

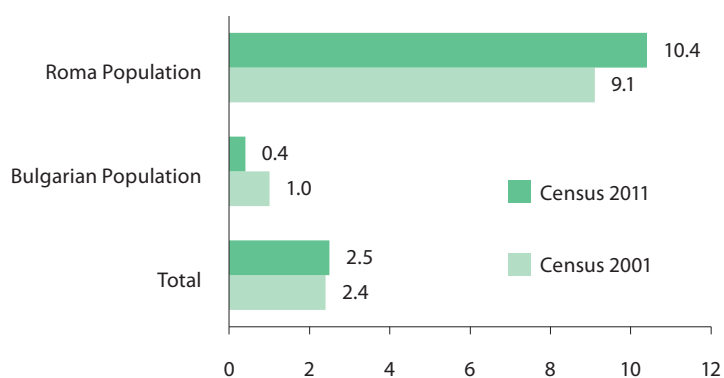
It should be noted here that the high migration rates among the Kavarna Roma population may also be a contributing factor to low enrolment or higher drop-out rates. The lower enrolment rates especially among the older children in lower-secondary and upper secondary education indicate to this as well, as the children get older they accompany the parents when they go and work abroad.

FIGURE 30. EDUCATIONAL ATTAINMENT OF ROMA POPULATION AGED 7 AND OVER (%)



Sources: Census 2011, Vol. 3: Regions, Book 8: Dobrich.

FIGURE 31. ILLITERATE POPULATION AGED 7/9* AND OVER IN THE TOWN OF KAVARNA BY ETHNICITY (%)



* For the Census 2001 the age used was 7 and above and for 2011 used 9 years and above.

Source: NSI data provided by request of CSD in August 2015.

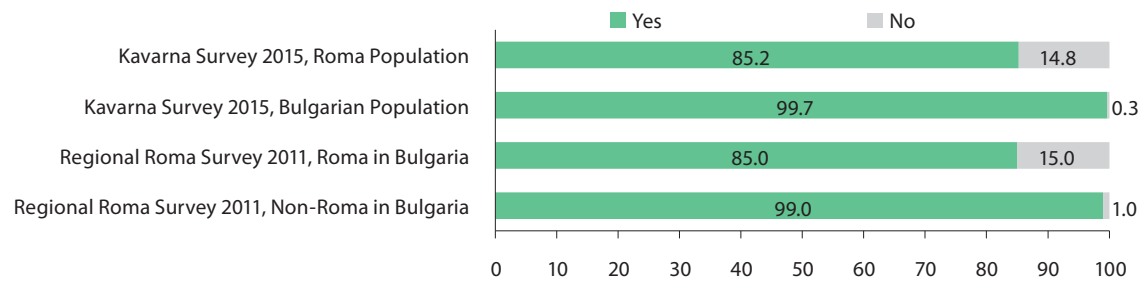
In terms of literacy, i.e. the ability to understand, read and write a short statement about everyday life, the Census results (Figure 31) show an increase of the share of illiterate between 2001 to 2011 from 9.1 % to 10.4 %, while there is a decline among the Bulgarian population from 1 % to 0.4 %.

For Kavarna, the self-perceived literacy measured in the 2015 Survey by asking the question "Can you read and write?" with the option to answer "yes" or "no". The results below (Figure 32) illustrate that 85 % of the Roma in Kavarna consider themselves literate,

whereas 15 % do not have even basic abilities to read and write. Comparison with the data from the Roma Regional Survey in 2011 shows

that there is no difference in this regard to the self-perceived literacy on a national level in 2011. Both are however lower than the results for the Bulgarian population both in Kavarna and nationally (99 % able to read and write).

FIGURE 32. POPULATION AGED 16 YEARS AND OVER ABLE TO READ AND WRITE (%)



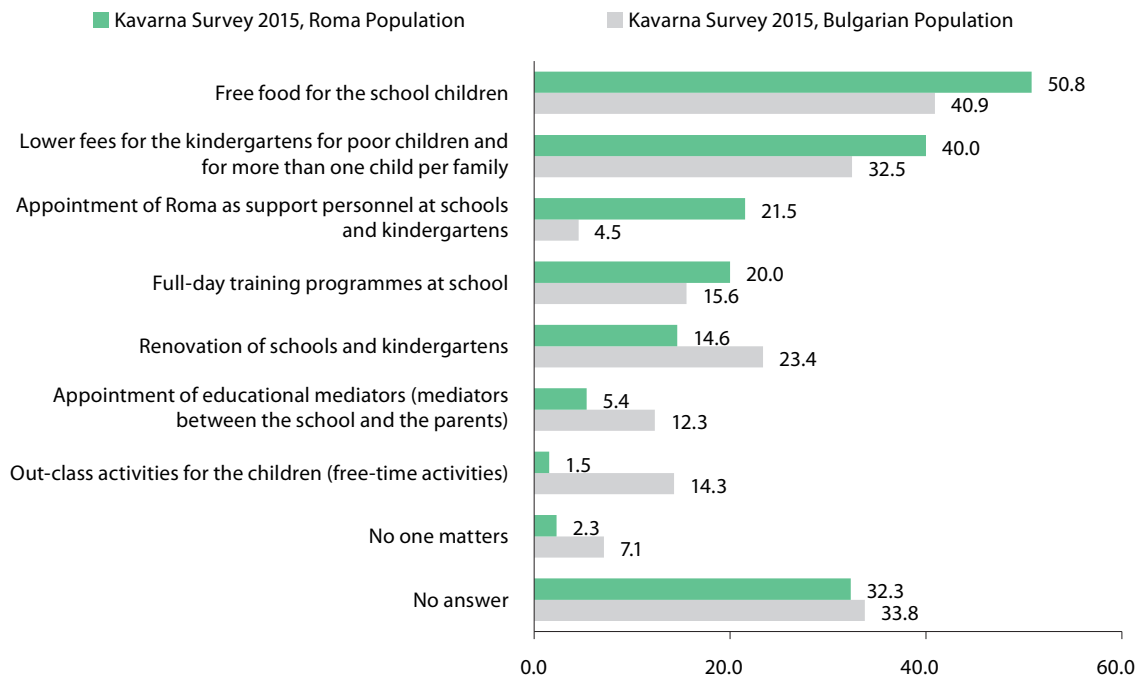
Sources: FRA: Survey data explorer – Results from the 2011 Roma survey, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

To establish the relevance and impact of the municipal measures in the area of education, the 2015 Survey asked respondents to rank the importance of the measures (Figure 33). The most important measure for increased attendance in school was the introduction of free food for the children (a programme tested in Kavarna and later on rolled out across the whole country for primary school children). The measure was considered with the most importance both among the Roma, 50 %, as well as the Bulgarian respondents, 40 %. The introduction of full-day training programme was considered “important” by 20 % of the Roma and 16 % of the Bulgarian respondents, however out-class activities were considered important only by less than 2 % of the Roma and 14 % of the Bulgarian.

For attendance in kindergarten support for fees for children from poorer households and for one more child per family are considered the next in importance by 40 % among the Roma and 32 % among the non-Roma respondents. The appointment of Roma from the neighbourhood as support personnel in kindergartens and schools was mentioned by 21 % of the Roma interviewed. This measure was considered more important than the appointment of educational mediators. A difference of nearly 6 % is observed in the answers between Roma and non-Roma regarding the importance of the renovation works carried by the municipality in the schools and kindergartens in the neighbourhood with 23 % of the non-Roma considering these as important but significantly less, 15 % of the Roma considering the same.

It can be concluded from the presented data that policies related to indirect financial support (such as help with kindergarten fees, reduced fees for second and third child, school meals) are very important for both ethnic groups in Kavarna, but have a much more relative weight in the case of Roma.

FIGURE 33. IMPORTANCE OF THE MUNICIPAL MEASURES FOR SCHOOL AND KINDERGARTEN ATTENDANCE (% OF RESPONSES "IMPORTANT")



Source: Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

Investments in education by the municipality over the last ten years have covered the improvement of the material infrastructure, with the renovation of the buildings of the kindergarten and schools. The increased qualification of the personnel to work in a multicultural environment has an effect on the quality of the education, which is however difficult to measure with the available data. The data presents some of the improvements in terms of enrolment, especially in pre-school education and primary school level. In an interview with the director of kindergarten “Detelina”, she mentioned the increased motivation of staff to work in better conditions after the renovation of the kindergarten.¹⁷

However, an important point with regard to motivation for increased school attendance are measures that materially support the families (such as providing of school meals and covering of fees for example) and the appointment of Roma personnel in the schools and kindergarten.

Education is one of the areas where the effect of the measures taken are most difficult to measure and take long to manifest themselves. Similarly in Kavarna, a town and municipality which has lower level of enrolment and attainment rates for the Roma compared to the national averages the data does not indicate a clear impact of the municipal investments. The educational structure of the Roma in Kavarna is similar to that of

¹⁷ Interview with Mima Stoycheva, Director of kindergarten “Detelina” in Hadji Dimitar quarter, Kavarna, 19 March 2015.

Roma nationally with most enrolments in primary level, however, there is a reduction in terms of enrolments in higher levels. The area where this is most clear is in pre-school enrolments, which is as mentioned, very important for further education. The low educational levels among the Roma determine also the type of jobs they are able to find and the income secured from these jobs. These low education levels lock the Roma in the lower earning scale for insecure, short-term, seasonal employment as will be seen in the next section.

Employment

The self-reported economic activity rate among Roma population in Kavarna in 2015 appears quite higher than those registered by the 2011 Census: 64 % vs. 22 %. Unfortunately, the reason is not an improved position of the community members on the labour market. The share of employed in 2015 is even lower than the registered by the Census: 10 % compared to 12 %. This difference in the indicators of economic activity is produced by differences between self-identification and standard definitions. While the majority of Roma in active age in Kavarna (54 %) perceive themselves as unemployed and 36 % as inactive, the Census admitted only 10 % as unemployed and categorised 78 % as inactive. This means that more than 40 % would like to have jobs, but do not meet the criteria of activity: to have been registered at the labour offices or to have actively sought jobs in the month preceding the Census. Having in mind that the preceding month January is connected with the

TABLE 7. RELEVANCE OF INVESTMENTS IN THE AREA OF EMPLOYMENT

Project	Description	Amount	Relevance*
Training, education, employment – a decent life for Roma	100 unemployed Roma and 26 Roma farmers were trained	344,394.28	R
Youth Training	30 young people employed to repair the building of the training centre in Kavarna	99,092.13	VR
Other OPRHD	N/A	400,000.00	DR
Municipality Land	In-kind contribution of land to Roma to grow crops	N/A	VR
Herbal Plantations	Municipality providing land to Roma to grow herbs (provided free of charge)	N/A	VR
Maintenance of green Areas and cleaning of Kavarna	Gardening/Cleaning projects in the city	88,120.00	R
Assistants for people with Disability	Roma taking care of people experiencing physical difficulties	N/A	VR

* R – relevant; VR – very relevant; DR – directly relevant.

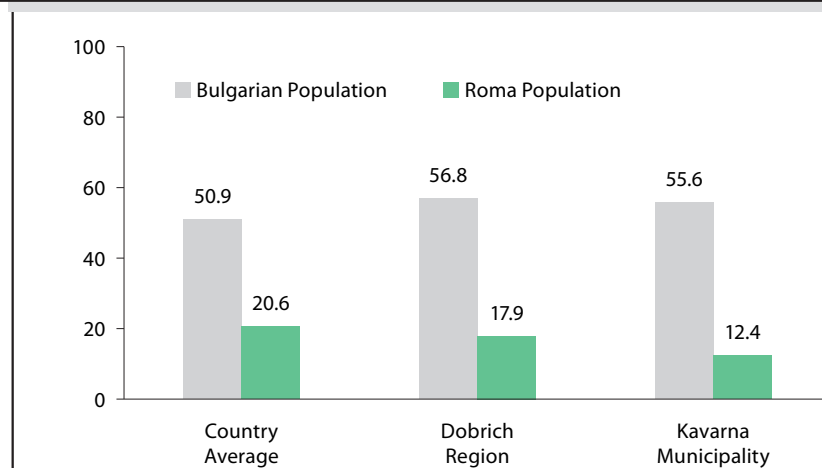
Source: Kavarna municipality.

biggest traditional Roma feast (Bango Vassil) and is generally the most unfavourable month for seeking occasional and seasonal employment, it could be considered that the Census results do not give the most accurate account with regard to economic activity of the Roma.

The table below shows a summary of the employment projects that were completed for the Roma in the Kavarna municipality. Based on available project level information the projects were classified according to their “degree of meaningfulness”, i.e. were they achieving sustainable results (effective increasing the available employment opportunities and resulting in more real jobs) or they were rather contributing to the “process of achieving future results” in the form of training, retraining, capacity development or motivation courses.

According to the 2011 Census results presented in Figure 34, employment among the Roma in Kavarna had only 12.4 % from those of working age (15-64 years). This is lower than the average for Dobrich region (17.9 %) and even lower than the national average of 20.6 %.

FIGURE 34. EMPLOYMENT RATE AMONG POPULATION AGED 15-64 BY ETHNICITY



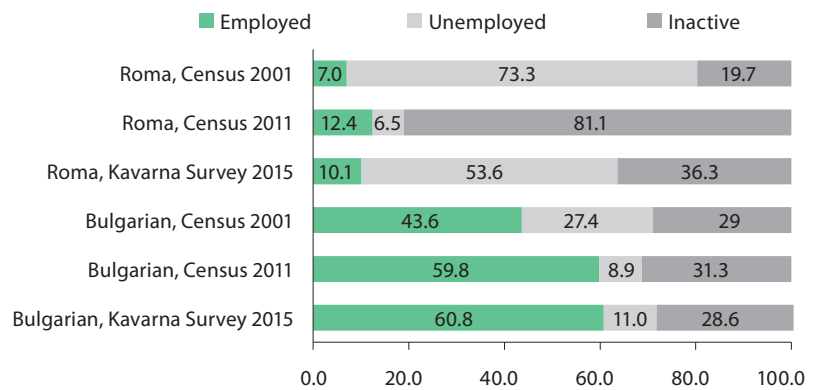
Source: Census 2011, Vol. 3: Regions, Book 8: Dobrich.

A more detailed look at the data on economic activity shows that in terms of employment of working age Roma in Kavarna between the two Censuses 2001 – 2011 the percentage increased from 7 % to 12.4 %. The share of unemployed dropped from 73.3 % to 6.5 %, however, the share of inactive (people in working age but not employed and not looking for employment) changed from 19.7 % in 2001 to 81.1 % in 2011, indicating that the change is more likely due to a change of definition, rather than a change in the status of economic activity.

The Survey of 2015 puts the share of employed Roma at 10 %, while 54 % define themselves as unemployed and 36 % as inactive (Figure 35). The same numbers for the Bulgarian population are 61 %, 11 % and 29 %.

The data from the two Censuses indicates an improvement in the overall employment rates both for the Roma, as well as for the Bulgarian population in Kavarna between 2001 and 2011.

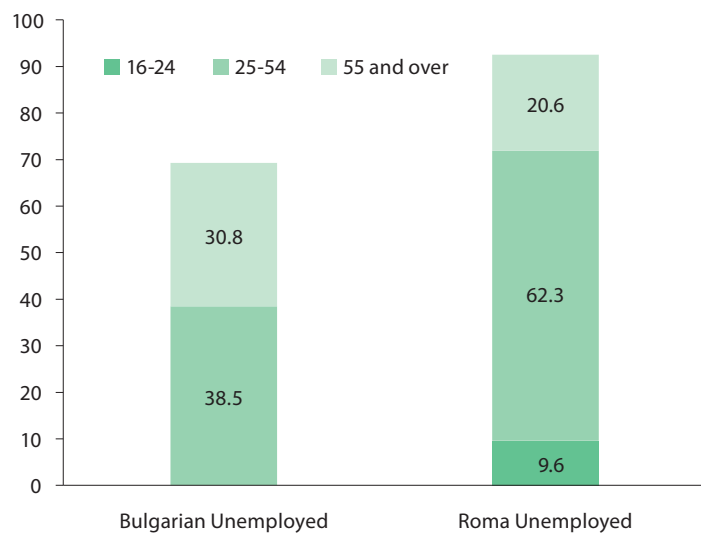
FIGURE 35. ECONOMIC ACTIVITY OF THE POPULATION AGED 15-64 IN THE TOWN OF KAVARNA BY ETHNICITY (%)



Sources: NSI data provided by request of CSD in August 2015, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

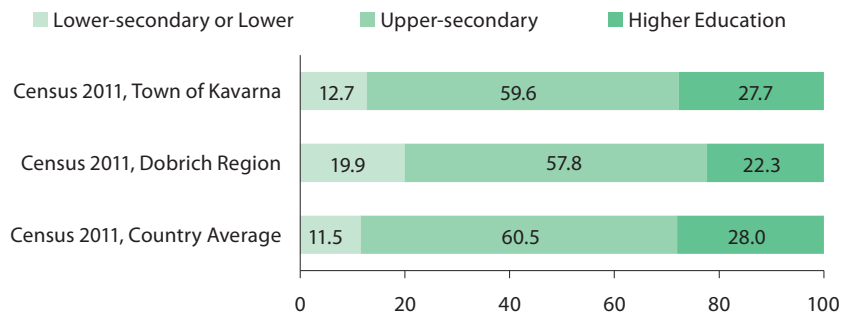
All these considerations, however, cannot undermine the fact that the Roma population in Kavarna has far worse employment situation than the Bulgarian, despite being younger (Figure 36).

FIGURE 36. LONG-TERM UNEMPLOYED BY AGE GROUPS AND ETHNICITY IN HADJI DIMITAR QUARTER (% OF UNEMPLOYED)



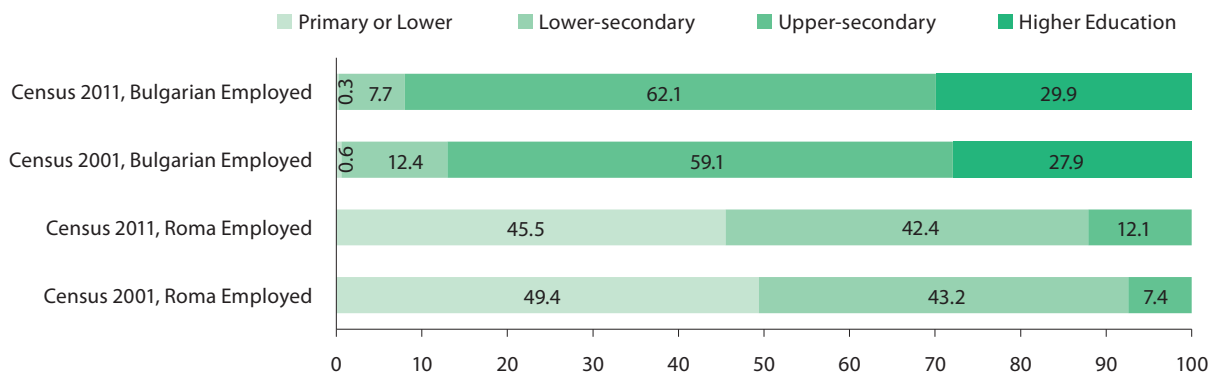
Source: Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

FIGURE 37. EDUCATIONAL STRUCTURE OF EMPLOYED AGED 15-64 (% OF EMPLOYED)



Sources: NSI data provided by request of CSD in August 2015, NSI: Regional statistics/ Dobrich region/ Labour market, NSI: Demographic and social statistics/ Labour market/ Labour Force Survey/ Annual data and Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

FIGURE 38. CHANGE OF EDUCATIONAL STRUCTURE OF EMPLOYED IN THE TOWN OF KAVARNA BY ETHNICITY (% OF EMPLOYED AGED 15-64)

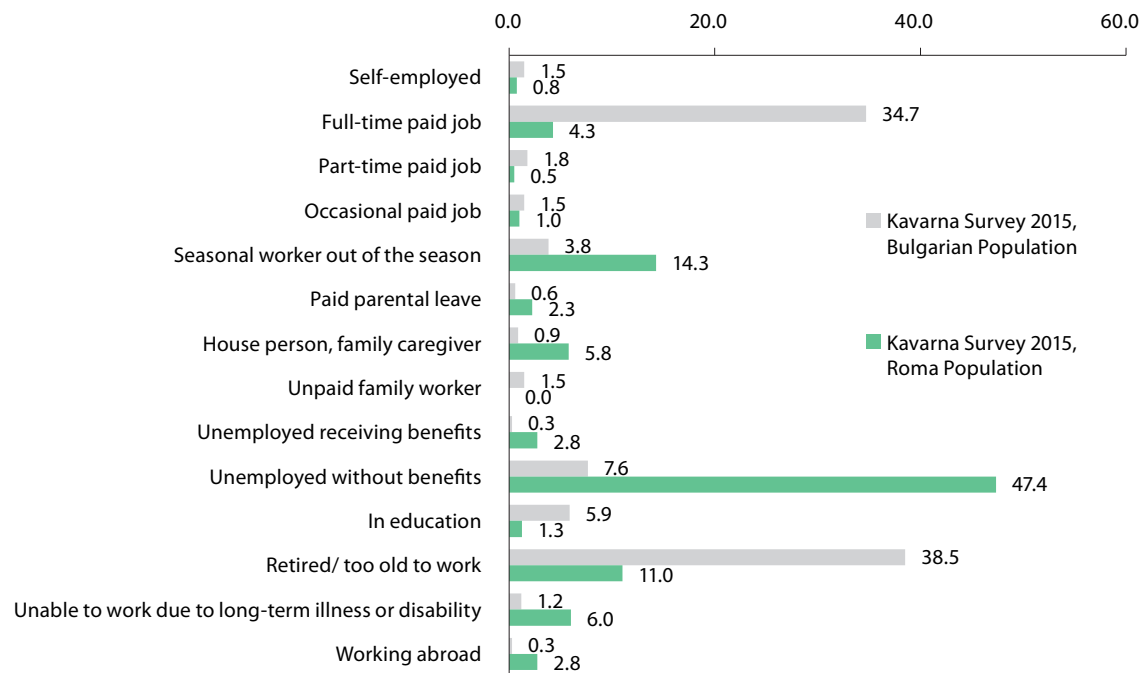


Sources: NSI data provided by request of CSD in August 2015.

Furthermore, among people aged 16 and over, only about 8 % of Roma have permanent employment (full-time job, work abroad or are self-employed), compared to 36 % among Bulgarian population (Figure 39). Another 16 % have part-time, occasional or seasonal employment, compared to 9 % among Bulgarian population. Only 24 % of Roma aged 16 and over have labour incomes, compared to 45 % of Bulgarians. Moreover, Roma are far more dependent on unstable and insecure jobs than their Bulgarian neighbours.

The employment situation of Roma in Kavarna in 2015 also appears worse not only compared to the Bulgarian population, which is the reality across the country, but it is also worse than those of other Roma as a whole, measured by the FRA/UNDP survey in 2011 (Figure 40). According to this survey, 18 % of Roma had permanent employment and another

FIGURE 39. EMPLOYMENT STATUS OF ROMA AND BULGARIAN POPULATION AGED 16 YEARS AND OVER IN HADJI DIMITAR QUARTER (%)



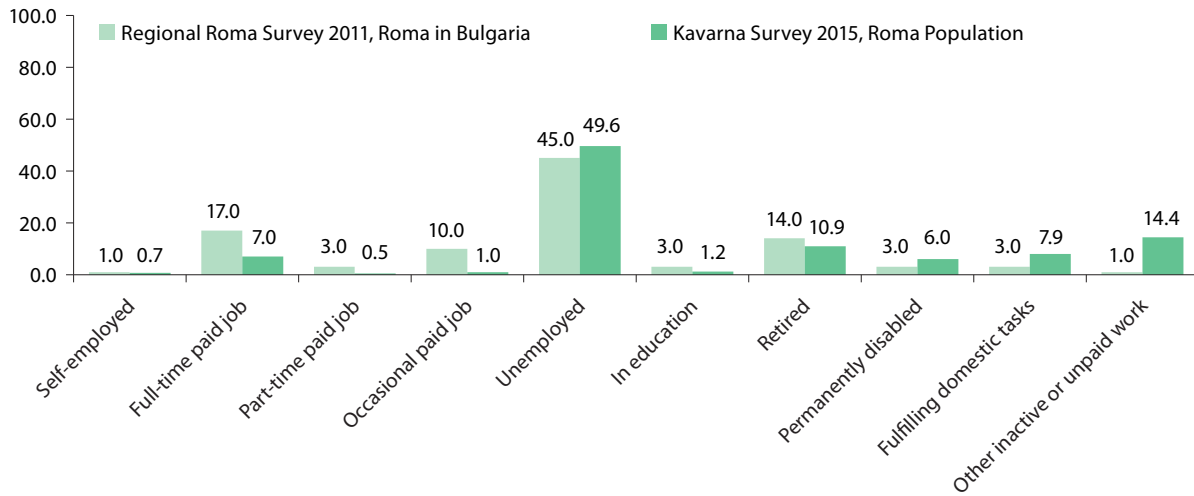
Source: Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

13 % had part-time or occasional jobs (these percentages were to 8 % and 16 % among Roma in Kavarna from the 2015 Survey). Or, in other words, 31 % had labour incomes with 58 % of them relying on stable jobs, compared to 24 % among Roma in Kavarna with labour incomes and 37 % of them having stable jobs. However, these differences may turn false, if we pay attention to the months when the two surveys were conducted. The survey in Kavarna is conducted in February-March, when the season is unfavourable for occasional and seasonal jobs, while the Regional Roma Survey 2011 in Bulgaria is conducted in May-June¹⁸ – the most intensive period for these types of employments.

Attention to the survey methodology and fieldwork timing are quite important in analysing the Roma employment in general, mostly due to their close connection to seasonality. This is very well illustrated by the results of the quantitative survey in Kavarna as well. Because the survey questions on employment concerned not only the respondent but all household members, it became possible to identify the share of those who currently work abroad. Also, while only 3 % of Roma currently worked abroad in February-March 2015, almost a third (31 %) have worked abroad in the preceding 12 months, and this contributed to the incomes of 41 % of Roma households. Simultaneously, the respective shares among their Bulgarian neighbours are several times lower (4 and 8 %).

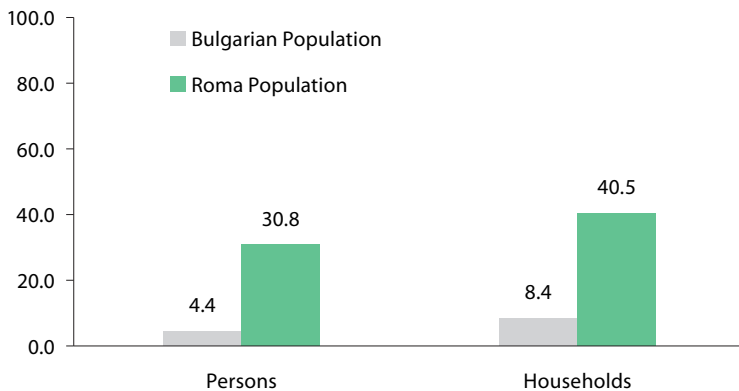
¹⁸ FRA: ROMA PILOT SURVEY Technical report: methodology, sampling and fieldwork, p. 20.

FIGURE 40. EMPLOYMENT STATUS OF ROMA AGED 16 YEARS AND OVER (%)



Sources: FRA: Survey data explorer – Results from the 2011 Roma survey, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

FIGURE 41. POPULATION AGED 16 AND OVER WORKED ABROAD IN THE LAST 12 MONTHS (%)



Source: Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

The lack of employment has led many people to turn to migration and look for opportunities abroad. The Roma from Kavarna have traditionally worked in Poland since the late 80s in the small trade business and construction.

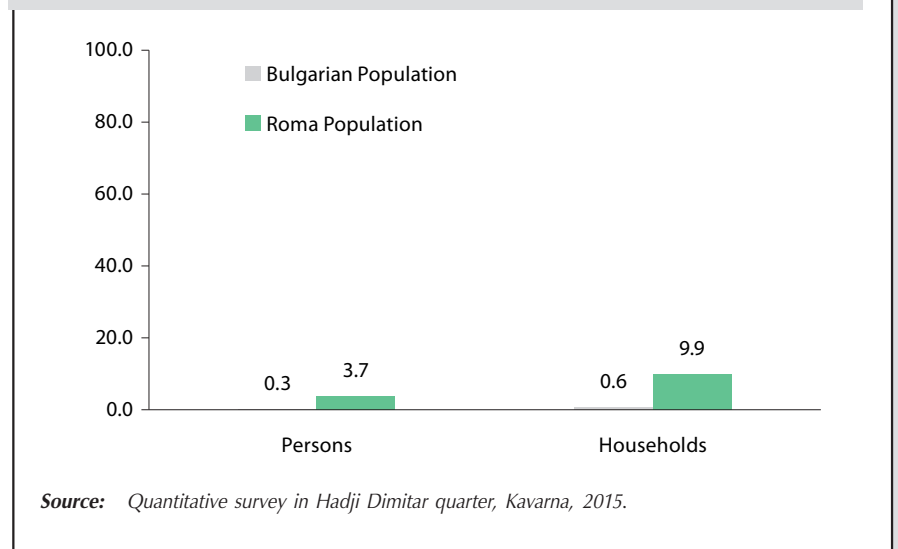
Although finding work abroad is mainly individual and community achievement, the municipality of Kavarna promoted this through communication with local authorities where Roma in Kavarna used to work and through measures facilitating their legal stay and work there.

This municipal policy does not represent an investment and is not connected with substantial financial allocations but should be as well considered important for the income situation of the local Roma population.

The core employment-oriented policy of the Municipality of Kavarna was the organisation of courses for training and education of adults in which the great majority of participants were Roma. Although only 3 % of Roma surveyed reported participation in these courses for the last 5 years, they encompassed one of every ten households in Hadji Dimitar quarter. However, according to the opinion of the local Employment Office expert these trainings had predominantly short-

term effects on the employment prospects of those who take part in them. It is difficult to comment on the success of these measures as no record is kept of the persons that have received training or have taken part in employment schemes. According to her experience, programmes, which are more targeted and closely monitored deliver better results in terms of participation and skills for those taking part in them.¹⁹ Acquiring new or improvement of existing skills, and gaining of more job options are reported for about a fifth of the participants (by 21 % each). The courses helped 43 % of participants to receive temporary employment, and 28 % to receive permanent employment.

FIGURE 42. PARTICIPATION IN TRAININGS ORGANISED BY THE MUNICIPALITY IN THE LAST 5 YEARS (%)



In the 2015 Survey results the programme for self-employment in agriculture is barely reflected. Only one person answered that they have received agricultural land through the municipality support programme and are working the plot provided. They reported to be of Bulgarian ethnicity. On this basis it is impossible to make conclusions about the effect of this programme.

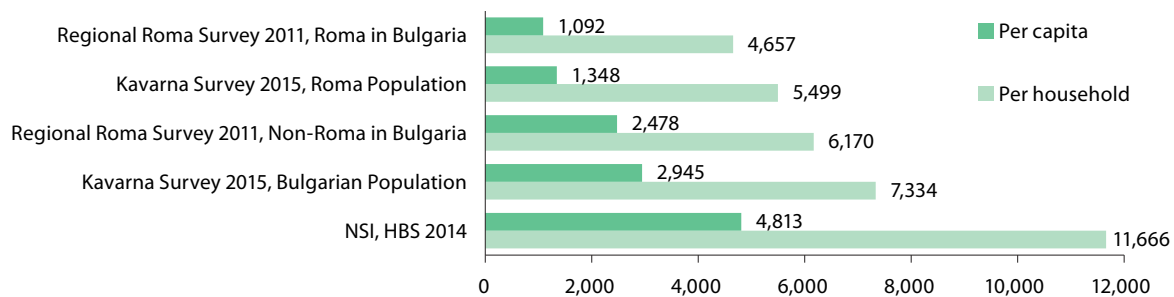
Income

Generally, the income level of population in the town of Kavarna is substantially lower than the country average, and incomes of the Roma population, in their turn, are far behind those of the Bulgarian population. At a household level, the annual net total income of Bulgarian population in Kavarna for 2014 is 7,334 BGN, and those of Roma population is 5,499 BGN, compared to 11,666 BGN in average in the country, according to the Household Budget Survey for 2014. This makes a difference of 37 % and 53 % respectively, and the difference between the two ethnic groups is 25 %.

¹⁹ Interview with Tanya Daskalova – chief expert at the local State Employment Agency in Kavarna, 20 March 2015.

However, because of the bigger size of Roma households compared to Bulgarian households, the gap for Roma at individual level is quite substantial. If a Bulgarian household member in Kavarna has at disposal 49 % lower income than Bulgarian citizens in average, a Roma one has a 72 % lower income, and the income difference between a Bulgarian and a Roma household member in Kavarna is 46 %.

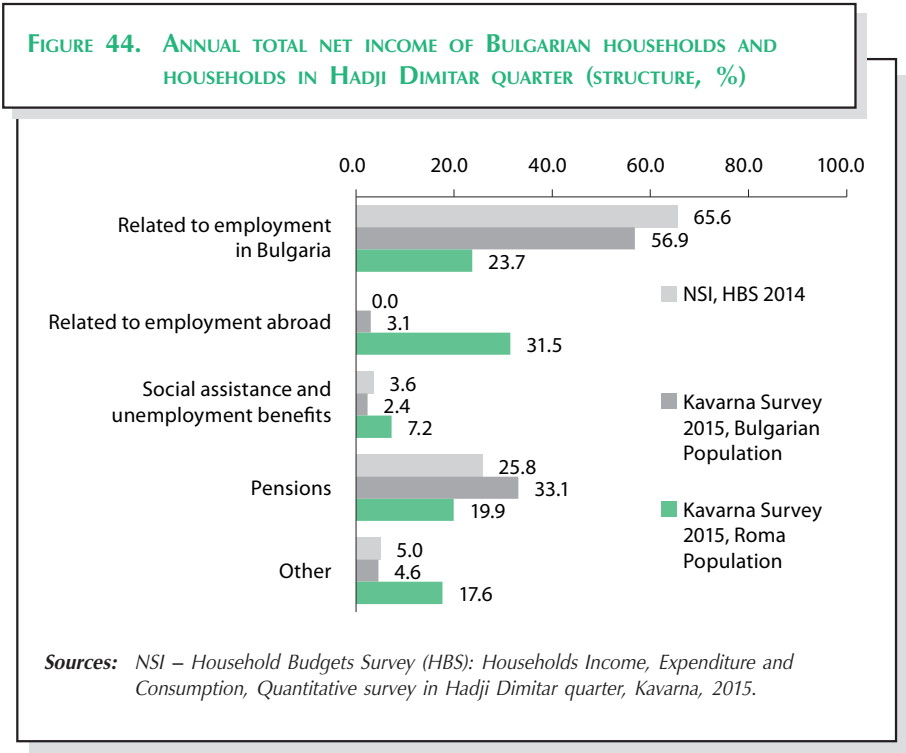
FIGURE 43. ANNUAL TOTAL NET INCOME PER HOUSEHOLD AND PER CAPITA BY ETHNICITY OF THE HEAD OF THE HOUSEHOLD (IN BGN)



Sources: NSI – Household Budgets Survey (HBS): Households Income, Expenditure and Consumption, Regional Roma Survey 2011: Data provided to CSD by the Bulgarian fieldwork contractor – Vitoshka Research and Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

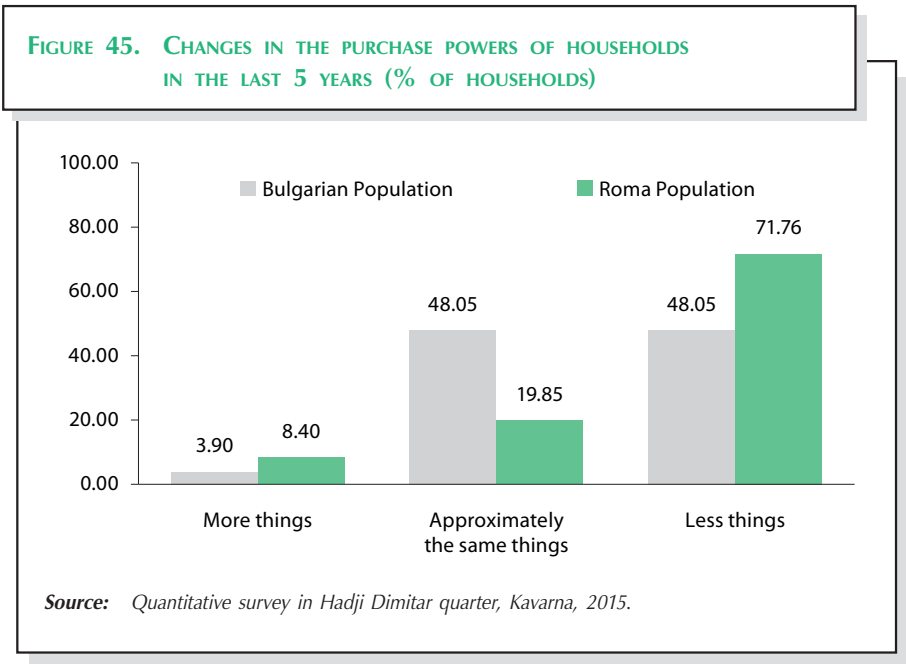
The structure of incomes of Roma families in Kavarna is in fact very similar to those of population in the country in general and of Bulgarian population in the town, in terms of the relative weights of labour versus social incomes (incomes coming from social payments). About 52-55 % of incomes of all three groups come from wages, salaries and other incomes, while social payments, including pensions, represent about 29 % in average in the country, 35 % for the Bulgarian population in Kavarna and 27 % for the Roma population in the town.

There are few differences in the structure of incomes of Roma families in Kavarna compared to country averages and to Bulgarian population in the town that derive mainly from their socio-demographic situation. On the one hand, almost a third from the annual incomes of Roma households in Kavarna come from wages and salaries earned abroad, while among Bulgarian population in the same town the respective share is ten times lower. In addition to the fact mentioned above that the number of Roma population in Kavarna increased, we could conclude that migration among them is a short-term one. They seem mainly oriented to making a living abroad and coming back to the home town, instead of choosing long-term moves to other countries or other places within the country. On the other hand, the relatively younger age of Roma population and higher number of children resulted in lower share of pensions among their incomes (20 compared to 33 % among Bulgarian population) and slightly higher level of family allowances (7 % against 2 % among Bulgarian population). Another important specific is that almost 18 % of incomes of Roma households are defined as coming from “miscellaneous” sources, while in Bulgaria on average and among Bulgarian population in the



town the respective shares are 4-5 %. This difference could be partially due to possible lower level of economic literacy making some Roma respondents unable to define correctly the sources of incomes; but could also be due to informal activities in the “grey” or “black” sectors that respondents are not willing to report as “wages and salaries” or “entrepreneurship”.

Subjective perception of Roma in Kavarna of their economic situation logically follows the same difference from Bulgarian population in the town as the difference in income levels. The Bulgarian population is divided in two equal parts regarding the change in the purchasing powers of their households in the last five years: 48 % define them as approximately the same. Simultaneously, almost three quarters of Roma population (72 %) perceive their purchase powers as worsened. However, it should be noted that households reporting positive changes in their purchase powers are twice more among Roma than among Bulgarian: 8 against 4 %. Although concerning relatively small share of Roma households, this difference is not typical and could be due both to the higher weight of incomes from earnings abroad and to the significantly higher share of



Roma people participated in trainings organised by the municipality in comparison to Bulgarian people.

Poverty and social exclusion

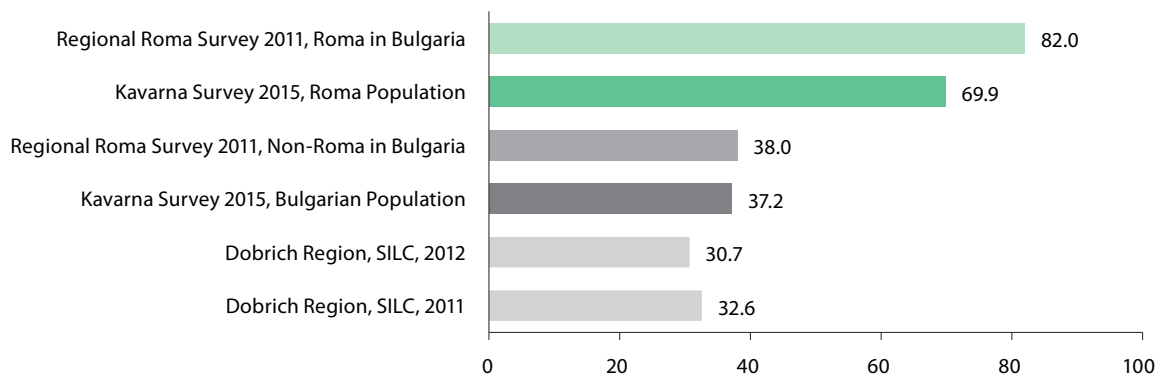
Social benefits are a very important source of income for the Roma in general and also for the Roma in Kavarna where it forms about 7 % of the incomes of Roma households (compared to 2 % of income of Bulgarian households). About 47 % of Roma households mentioned it among their incomes for the last 12 months, and among Bulgarian households the respective share is only 16 %. Partially it is

because of the fact that Bulgarian households, due to better working biography and older age, more frequently receive pensions: 60 % compared to 40 % among Roma, and hence, less frequently meet the eligibility criteria for receipt of benefits. However, the cases when the household relies exclusively on social benefits are single in both communities, and practically there is no difference between them by this indicator.

Material deprivation refers to a state of economic strain and durables, defined as the enforced inability (rather than the *choice* not to do so) to pay unexpected expenses, afford a one-week annual holiday away from home, a meal involving meat, chicken or fish every second day, the adequate heating of a dwelling, durable goods like a washing machine, colour television, telephone or car, being confronted with payment arrears (mortgage or rent, utility bills, hire purchase instalments or other loan payments).²⁰ The results are based on the percentage of people that cannot afford at least 4 of these 9 items.

It can be seen from Figure 46 below that between 2011 and 2012 the share of the population experiencing material deprivation in Dobrich region slightly decreased from 33 to 31 %; while in 2015, among the Bulgarian population in Kavarna the respective share was visibly higher (37 %), and among the Roma population in the town it was double than the average for the region: 70 %. However, this is still lower than the percentage of Roma across the rest of the country according to the Regional Roma Survey data for 2011: 82 %.

FIGURE 46. SHARE OF POPULATION LIVING IN MATERIAL DEPRIVATION (4 OF 9 INDICATORS – %)

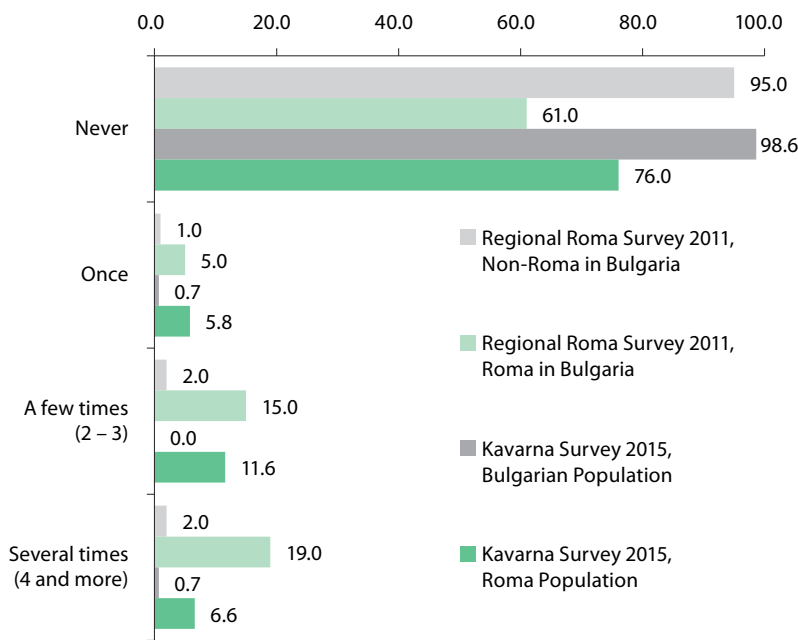


Sources: NSI: *Social inclusion and living conditions/Poverty and social inclusion indicators by regions*, UNDP Regional Support Centre for Europe and CIS, Istanbul, 2014; *Roma Inclusion Working Papers: Roma Poverty from a Human Development Perspective*. ISBN (printed version): 978-92-95092-89-1 and *Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015*.

There is evidence that cases of extreme poverty among the Roma community in Kavarna are less frequent than in the rest of Bulgaria

²⁰ Eurostat definition: http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Material_deprivation

FIGURE 47. HOUSEHOLDS WHERE SOMEONE WENT TO BED HUNGRY IN THE PAST MONTH, DUE TO LACK OF MONEY FOR FOOD (%)



Sources: FRA: Survey data explorer – Results from the 2011 Roma survey and Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

(Figure 47). A problem almost unfamiliar to Bulgarian households (1-5 %), according to the FRA/UNDP 2011 survey, in 39 % of Roma households someone had to go to bed hungry at least once in the month preceding the survey, due to the lack of money for food. The quantitative survey in Kavarna in 2015 showed that the respective share among Roma households in the town is less than a quarter (24 %).

In terms of social exclusion despite the fact that Dobrich region is experiencing more difficulties and instances of poverty compared to the rest of the country, the situation of the Roma in Kavarna is considerably better, both in terms of material deprivation, as well as in terms of cases of extreme poverty, measured through cases of someone in

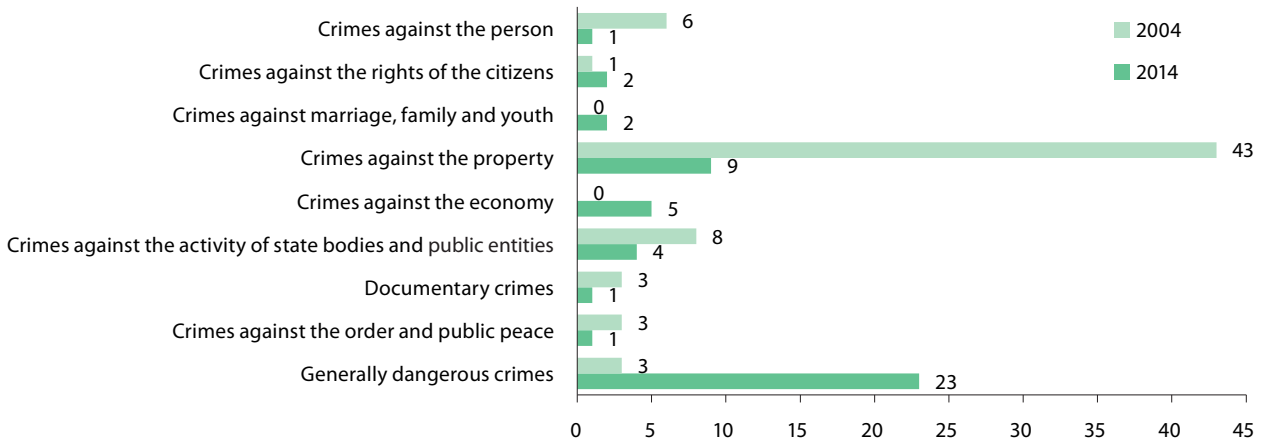
the household going to bed hungry. The investments made by the municipality in providing decent accommodation for the poorest families, as well as the improvements in access to water and sanitation can be seen here as well in the reduction of the percentage of households experiencing material deprivation.

Justice and crime

The Police does not collect ethnically disaggregated data which requires the use of other sources for understanding the crime levels and dynamics. Due to the lack of data on the crime levels in Kavarna before and after the period of municipal investments in Hadji Dimitar quarter and in the town as a whole, the research team made an attempt to compare the current situation with reported and unreported crimes with the results of the National Crime Survey (NCS) for the same year. Although the questions asked in the survey in Kavarna in the field of criminality follow the same methodology as in the NCS, the results should be interpreted with caution, due to the substantial difference in the sample sizes.

Regarding types of crimes (Figure 48) there is a serious reduction in the number of convictions in the municipality of Kavarna between 2004 and 2014 regarding all major types of crime, crimes against the person, crimes against property, crimes against the public. There is a small increase with regard to convictions for economic crimes and generally dangerous crimes (traffic accidents are a main part of these crimes).

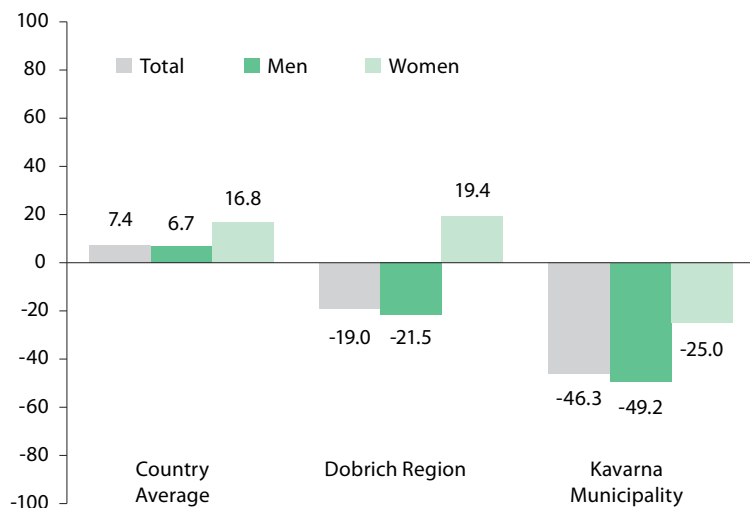
FIGURE 48. NUMBER OF PERSONS CONVICTED IN THE MUNICIPALITY OF KAVARNA BY MAIN TYPES OF CRIME (NUMBER)



Source: NSI data provided by request of CSD in August 2015.

The change in the overall number of convictions between 2004 and 2014 in Kavarna municipality (Figure 49) shows a reduction of 46.3 %, which is much higher than the reduction for the whole Dobrich region (19 %) and the national average, where there is an increase of 7.4 %.

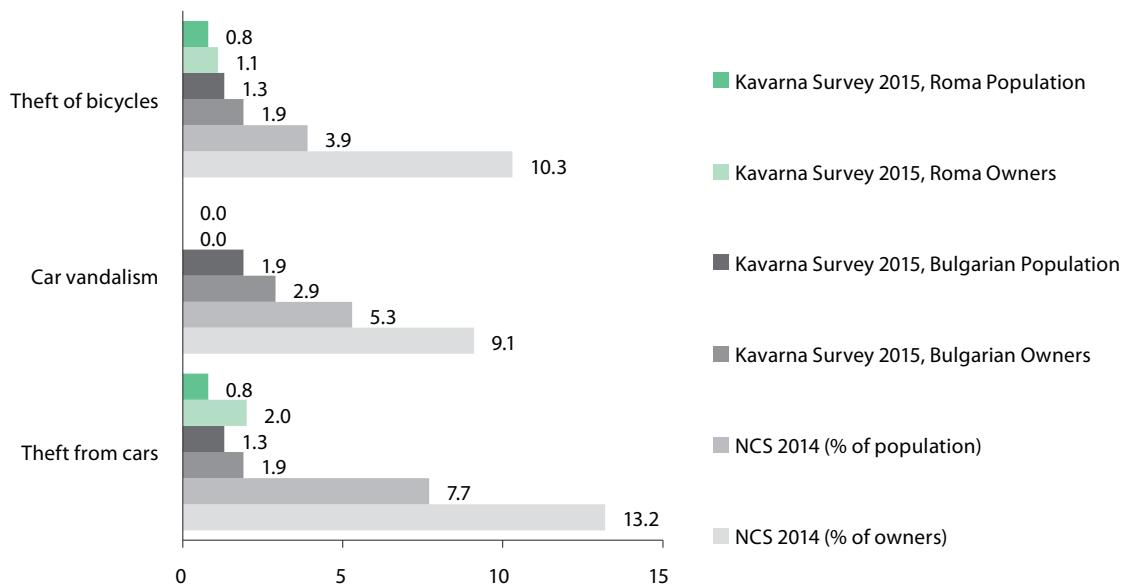
FIGURE 49. CHANGE IN THE NUMBER OF PERSONS CONVICTED BETWEEN 2004 AND 2014 (%)



Sources: NSI data provided by request of CSD in August 2015 and NSI: Persons convicted by sex, age, statistical zones, statistical regions and by districts.

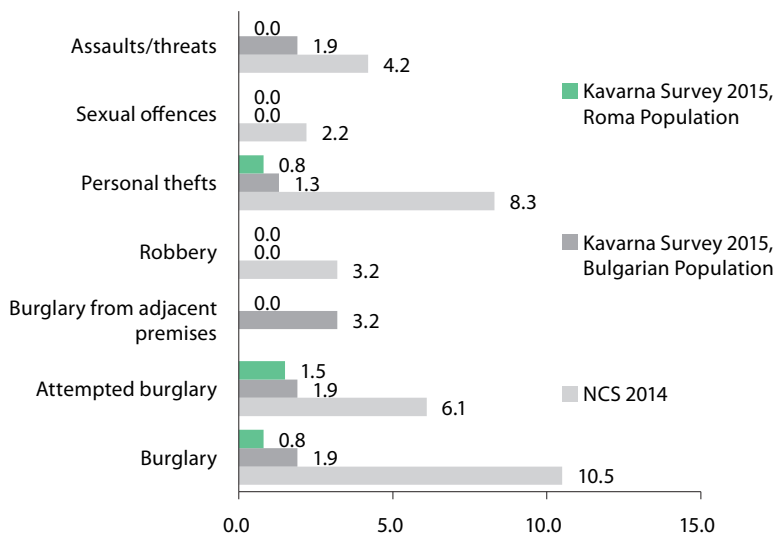
Some ethnically disaggregated data is available through the Kavarna Survey concerning some types of crimes presented below (Figure 50 and 51).

FIGURE 50. VICTIMS OF VEHICLE-CONNECTED CRIMES IN THE LAST 5 YEARS (%)



Sources: CSD: National Crime Survey (NCS) 2014, N=1011, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

FIGURE 51. VICTIMS OF CRIMES AGAINST PERSON AND PROPERTY IN THE LAST 5 YEARS (% OF POPULATION)



Sources: CSD: National Crime Survey (NCS) 2014, Quantitative survey in Hadji Dimitar quarter, Kavarna, 2015.

Vehicle-related crimes such as theft of bicycles, car vandalism or theft from cars over the last five years show that the Roma population and owners in Kavarna generally report fewer crimes than the Bulgarian population and owners (for theft of bicycles this is 1.9 % compared to 3.2 % for Roma and Bulgarians respectively). For car vandalism there are no reports from Roma and for theft from cars the number of victims was 2.8 % among Roma compared to 3.2 % among the Bulgarians). The national figures are substantially higher according to the NCS with averages around 10 for all three types of crimes among owners. However the number of cases is too small to make any general conclusions.

The share of victims of crimes against the person and property in the last five years also show more reports from the Bulgarian population

compared to the Roma. Roma victims are in the areas of personal theft, attempted burglary and burglary (0.8, 1.5 and 0.8 respectively). Also there are no sexual offences and robberies reported by neither Bulgarian nor Roma victims. Similarly to the car related crimes the national averages are higher for all examined types of crimes.

Two main conclusions could be made, interpreting the data. On the one hand, levels of criminality reported by respondents in Kavarna seem significantly lower than those in the country as a whole. There are no reported cases for many types of crimes; and cases reported are usually single. They concern theft of bicycles, theft from cars, car vandalism, burglary and attempted burglary, personal thefts and assaults and threats. On the other hand, the Roma community reports less numbers of types of crime. Also, because of the single cases, no significant difference between the two communities could be proved regarding the rest of the crime types.

These conclusions are reinforced by the information provided by the mayor of Kavarna who comments on the lack of criminality in the neighbourhood and attributes this to the investments made and in particular the street lights, which have increased the safety of the neighbourhood.²¹

Political participation

The Roma from Kavarna actively participate in the political sphere, not only at time of elections. The Roma are an important force on a municipal level as they represent around 1/4 of the electorate. There is a local and active representation of the biggest Roma party in the country Evroroma.

There are also four Roma representatives from Hadji Dimitar neighbourhood in the municipal council elected during the previous municipal elections in 2011.

The role of the local Ombudsman, established to deal with complaints of violation of rights of the citizens of Kavarna, has also been mentioned as important for the Roma to feel integrated in the social and political life of the town, where they can address their grievances to an independent institution.²²

External factors

A more in-depth view of the data indicates that the socio-economic results in the municipality of Kavarna cannot be attributed solely to public spending in the Roma neighbourhood. During the research it emerged that the other key factor concerned the main source of income for the local population, which is migration and more specifically seasonal migration. It is the other side of the coin of the socio-economic results in the municipality.

²¹ Interview with Tsonko Tsonev, mayor of Kavarna, 19 March 2015.

²² Interview with Tsonko Tsonev, mayor of Kavarna, 19 March 2015.

For over 20 years, since the late 80s economic migration routes to Poland (Opole and Poznan) were established and are still operating. Local entrepreneurship in the trade, agriculture and hospitality sectors has been the main source of income generation for the Roma. While this entrepreneurship has been “community driven” and is not exclusive for Kavarna, the municipality has pro-actively instilled facilitators to economic activity. The mayor signed bilateral agreements with Polish towns, hosting Roma migrants from Kavarna, which facilitated the migration and settlement. Over the years there have been a number of mixed marriages between the two countries and some people have permanently settled in Poland. Most others continue the seasonal migration between Kavarna and Poland to this day.

In terms of education enrolment in schools, migration however seems to play a negative role, as the lower enrolment rates in lower and upper secondary levels may be related to the fact that as the children grow up they accompany their parents abroad and this has a negative impact on both their enrolment and attainment.

In the survey 31.5 % mentioned income from wages and salaries received abroad (Figure 44), furthermore, 31 % from the respondents have indicated they have worked abroad in the last 12 months, which represents 41 % of all the households surveyed. These indicators clearly demonstrate the importance of migration in generating the income for households in the neighbourhood.

In the interviews with the Roma municipality liaison person, the importance of earnings generated abroad was also mentioned not only as a key source of income for nearly half of the households in Hadji Dimitar, but also for the local economy. This is related to the big celebrations of weddings and cultural festivals (Bango Vassil), which are a very big business in Kavarna and give a boost to local businesses, restaurants, furniture shops, etc.²³

The analysis of the migration patterns and their socio-economic effects on local development have not been the purpose of this study but as the data and interviews have suggested this forms an essential aspect to understanding the success of the Kavarna case for Roma inclusion.

²³ Interview with Martin Bashev – expert on Ethnicity and Demography at Kavarna municipality, 19 March 2015.

MAIN FINDINGS

As the above section shows, the public investments in Kavarna have had a variable effect on the improvement of socio-economic indicators of the Roma in Kavarna. For an overall effect on development for the residents of Kavarna, a look at the demographic changes shows that the size of the Roma population in Kavarna increased with 7 % between the two Censuses 2001-2011, while the rest of the population remained almost unchanged. This is an indirect indicator that the town attracts population from other settlements largely because it is perceived as a good place for living.

As a general note on the effects of the investments it was mentioned that in Kavarna at the 2011 Census, 2,075 of the town's inhabitants self-identified themselves as Roma²⁴ while expert assessments put the number of Roma at 4,000. The data provided by the NSI therefore, is based on this official number, the effects of the investments are also measured against this number. However, as the number of affected is actually nearly double, the effects of these investments are likely to be bigger than the official data suggests.

The direct implications are possible to account for if project level data are provided (number of employed, duration etc.). Such data however was not available. Constructing the appropriate indicators and monitoring them in the process of realization of publicly-funded projects would make it possible to establish the causal relations for the new programming period.

The indirect implications are possible to outline in general terms (we know an effect occurs, can estimate its magnitude but cannot claim to know the exact contribution). In other words, with regard to the indirect effect, most public investments can claim to have contributed to the positive change – but it is not possible to directly attribute the change to the specific intervention.

Housing and infrastructure

A total of 4.76 million BGN of public funds have been invested in the municipality of Kavarna between 2004 and 2010 and were aimed to improve the housing and infrastructure of the Roma population residing there. Most of the funds have been spent on the construction of a sewerage system, water pipes and asphalted streets. This has led to tangible, significant and measurable improvements in the living conditions of the Roma population in Kavarna. The percentage of Roma who have access to piped water has increased by 30 % due to the investments made. Today, less than 1 % of the Roma claim to have access to neither a sewage tank, nor the sewerage system –

²⁴ According to the 2011 Census.

a 16 % decrease since 2011. Overall, an investment in the magnitude of 1,975,000 BGN resulted in approximately 350²⁵ households improving their sanitation condition. Investments made to improve the access to electricity, connection to the sewerage system, construction of the water pipe line had a direct effect on the improved quality of the infrastructure, the availability of running water indoors, toilet and bathroom facilities and increased the level of personal hygiene in Hadji Dimitar. These improvements have put the Roma in Kavarna, further ahead compared to the rest of the Roma population in the country and has also helped close the gap with the Bulgarian population in Kavarna.

Housing improvements on the other hand emerges as an area in which the public investment had no direct or limited impact. The data suggests that housing improvement has been achieved primarily in improving the quality of the existing housing, rather than expanding it, and using for this remittances from abroad.

Healthcare

According to the initial information provided, healthcare was an area where investments were made in the area of maternal health projects, information campaigns and the establishment of a health fund for vulnerable citizens.

The lack of data for previous years, as well as the small size of the population in Kavarna municipality results in big variation of occurrence with single cases only and does not allow analysis of the influence of the municipal health-related policies.

As a general trend it has been established that the healthcare activities towards the most widespread infectious diseases in the municipality of Kavarna are equal or better than those in the country, especially in the field of child healthcare.

The situation in Kavarna municipality with regard to the number of population per physician indicator in 2004 was substantially poorer than the country and regional averages. While in the region of Dobrich the number of inhabitants per physician were about 20 % more than in Bulgaria as a whole, in Kavarna municipality it was about 80 % more (Figure 20). Ten years later, although again worse than in the country as a whole, situation in the municipality of Kavarna improved, while in the region of Dobrich it worsened.

The lower medical insurance coverage among Roma in Kavarna (which is similar to the rest of the country) however is not connected with lower access to medical services. While one of ten Roma aged 16 and over reported unmet medical needs for the last 12 months in 2011, four years later this problem is identified for only 4 % of the adult Roma and 1 % of Roma children in Kavarna.

²⁵ 35 % report to have sewerage access in 2015 compared to 2011, with Kavarna having approximately 1,000 households.

However, on the basis of the available data it could not be proved that the relatively better results for Roma in Kavarna in the field of access to healthcare are due to municipal investments and policies.

Education

Improving the education in the Roma community has been a priority for the Kavarna municipal authorities and civil society. Several projects by different entities were implemented, which led to a number of improvements for the community.

As elsewhere, the pre-school enrolment rate among Roma children is an important challenge, greatly influencing the probability that Roma stay in education in the future. Thus, the investment in the refurbishment of kindergarten "Detelina", together with the financial support schemes for low-income families have contributed to the improvement of the enrolment rates among Roma children in the neighbourhood.

Most importantly, the increased enrolment in pre-school and kindergarten has led to an increase in the percentage of Roma students in primary school by 10 % compared to 2011. Not only does it encourage Roma parents to enrol their children, but it also provides the children with a better knowledge foundation to enter first grade, consequently reducing dropout rates from 9 % to 5 %.

Investment in "soft" measures such as improving the teachers' understanding of their pupils' specific needs and adjusting the educational methods accordingly to the needs of a multicultural education and children whose first language is not Bulgarian, has very important implications for educational attainment but these are more difficult to measure.

Employment

The number of unemployed Roma in Kavarna has increased by 5 % in 2015 compared to 2011 – correlating with the decrease in public investments in the region.

The data shows that only 24 % of Roma aged 16 and over have labour incomes, compared to 45 % of Bulgarians. Moreover, Roma are far more dependent on unstable, insecure and low-paid jobs than their Bulgarian neighbours. Also, while only 3 % of Roma worked abroad in February-March 2015, almost a third – 31 % have worked abroad in the preceding 12 months, and this contributed to the incomes of 41 % of Roma households.

Tracking the employment implications of the public investments is important given the large funding expected under EU funds and national sources. However, not all investment under "employment promotion" can claim to boost employment. The project level information is patchy and the results should be treated as indicative. Still, one might see that most of the resources were spent on "process" and less so on "achieving ultimate results".

A few projects have been very relevant from results perspective and were directly improving the employment status of the Roma in Kavarna.

What these projects have in common is that they all created a tangible opportunity for the Roma to be employed. Some may have provided them with soft skills as well, but all in the “Very Relevant” group also gave them the opportunity to apply these skills in practice. Repairing the training centre in Kavarna was not only an opportunity for temporary employment for the 30 Roma youth, but, possibly more importantly, provided them with experience and skills relevant for the construction sector. It is likely that these Roma will be able to find employment even after the conclusion of the training centre project, as the construction in the municipality of Kavarna (and in other areas near the coast) is still on-going.

The municipality of Kavarna also gave the opportunity to Roma farmers to grow crops on municipal land at subsidised rental prices (or even free of charge). This combined with the agricultural training that was conducted, also gave an opportunity to a number of Roma to find stable, well-paid employment. The number of people that benefited through these investments has however been difficult to establish.

Finally, the project where Roma caretakers were given the opportunity to work as assistants of disabled people might be also seen as an interesting example of sustainable job creation implemented in the municipality. It creates jobs in the services sector and also provides Roma with marketable skills allowing them to seek employment also abroad. While it only involved 8 people, this project might be an example to follow.

At the other end of the spectrum are the projects financed from the Human Resources Development Operational Programme. Huge amount has been invested in training and retraining but with little evidence that it led to real jobs.

Estimating the exact impact of the implemented projects is difficult, as there is limited data about the number of people involved, funds invested, etc. However, some estimates are still possible to be made. As Table 7 shows, at least 63 people directly benefited from projects that were deemed “Very Relevant”. This number is probably higher, as there is no data on how many landless Roma opted to rent municipal land to grow crops on. But even the available patchy data suggests that these 70-80 jobs were created at the cost of some 100,000 BGN putting the price tag for one sustainable job between 1,000 and 1,500 BGN. This amount is minimal compared to other “job creation projects” and suggests that more value is ultimately generated by investing in smart projects that give practical skills and resources, rather than investing in abstract trainings with “open applicability” of the skills gained.

The effects of the employment creation and self-employment schemes of the municipality are also difficult to measure as the survey does not capture a large enough number of people that have taken part in them.

Income

Generally, the income level of the population in the town of Kavarna is substantially lower than the country average, and incomes of the Roma population, in their turn, are far below those of the Bulgarian population. At a household level, the annual net total income of Bulgarian population in Kavarna for 2014 is 7,334 BGN, and those of Roma population is 5,499 BGN, compared to 11,666 BGN in average in the country, according to the Household Budget Survey for 2014. This makes a difference of 37 % and 53 % respectively, and the difference between the two ethnic groups is 25 %.

It is difficult to link the employment schemes of the municipality with the actual income of the Roma in Kavarna as the individuals who go through these schemes do not provide information following the completion and their entry into the labour market, however some broad tendencies can be outlined.

One is the direct involvement of Roma in the implementation of the investment projects, particularly in the area of infrastructure. For a detailed estimate of the direct contribution of public investment detailed project-level data would be needed. However, certain estimates are possible to be made for illustrative purposes using the example of the construction of sewerage (overall cost of 1,746,000 BGN). Assuming that 30 people were employed for three months in the realisation of this project (the number is similar to that of those involved in the refurbishment of the training centre under the “youth training programme), it would be reasonable to expect that these 30 people would receive the minimum wage of 380 BGN to perform low-skilled and low-paid work for the duration of the construction (three months). That would mean net income for the Roma community (452 households) of 34,200 BGN for the three months of work. Distributed as average increase of the household income on annual basis, this would mean a modest increase of 1.4 % of the average household income.²⁶ On the other hand, assuming that each of those employed was from a different household, 30 households experienced an increase of their annually distributed income in the range of 95 BGN²⁷ or 21 % increase of the overall household income.

Of course, this is just an illustrative estimate but it suggests that the direct income impact of public investment in infrastructure may be modest on average for the community, but substantive for those directly benefitting from it (the households of the 30 persons employed).

Another channel through which household income might have increased is improvement in individual skills gained from the involvement in infrastructure projects and as a result of attendance of trainings. A good example is a training that took place in 2008 and aimed to improve the skills of 30 young Roma described in the “employment” section as well as the persons involved as assistants of disabled persons. While these skills may have improved the position of the individuals in the

²⁶ The total income of 34,200 BGN divided by 12 months divided by 452 households gives 6.3 BGN. It makes 1.4 % of the total household income or 5.9 % of the salaries income earned in Bulgaria (based on Kavarna 2015 survey).

²⁷ 380*3 months divided by 12.

labour market, it is impossible to measure how much exactly they have contributed to the income of the Roma.

The high share of income earned abroad is 31.49 % of the total household income (compared to 23.2 % of salaries earned in the country) illustrates the magnitude and the importance of migration for income generation among the Kavarna Roma community.

Poverty and social exclusion

The indicators for material deprivation and extreme poverty in Kavarna are very telling about the effect of the investments. They also indicate that when starting from very low levels, as is generally the situation with the Roma, these effects are also at similarly low levels. Yet, the data shows that some key aspects of poverty, such as the lack of electricity, running water, toilet, bathroom and sanitation facilities, as well as the legality and quality of housing, a greater share of the Roma in Kavarna in 2015 are in a much better situation compared to 2004 when the investments started.

Material deprivation in Dobrich region slightly decreased from 33 to 31 %; while in 2015, among the Bulgarian population in Kavarna the respective share was visibly higher (37 %), and among the Roma population in the town it was double than the average for the region: 70 %. However, this is still lower than the percentage of Roma across the rest of the country in 2011 – 82 %.

With regard to instances of extreme poverty measured through someone in the household going to bed hungry, 39 % of Roma households someone had to go to bed hungry at least once in the month preceding the survey, due to the lack of money for food. The quantitative survey in Kavarna in 2015 showed that the respective share among Roma households in the town is less than a quarter (24 %).

Justice and crime

According to the types of crimes there is a serious reduction in the number of convictions in the municipality of Kavarna between 2004 and 2014 regarding all major types of crime, crimes against the person, crimes against property and crimes against the public.

The improved and safer environment in the neighbourhood, may have contributed to a higher feeling of inclusion and “home belonging” in town of Kavarna and hence to a reduction of the crime rates but there are no direct indicators for this.

Political participation

Lack of political representation of the Roma is a general problem in the country. In this area Kavarna also represents a positive example having four elected councilors in the municipal council. The Evroroma party is active in the neighbourhood and receives support from local residents.

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