



EUROPEAN CENTRE
FOR
MINORITY ISSUES



UNIVERSITÉ DE GENÈVE

Observatoire économie langues formation
élf



*Evaluation of the Impact of Inclusion Policies Under the Open
Method of Co-ordination in the EU*

The effectiveness and cost-effectiveness of
cultural policies addressing the social
exclusion of ethnic minorities in the European
Union

**European Centre for Minority Issues, Flensburg
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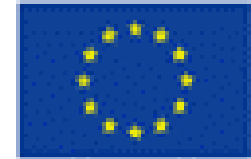


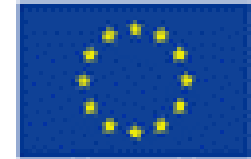
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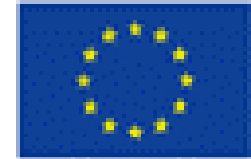
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A) Czech Republic, Slovenia and Sweden

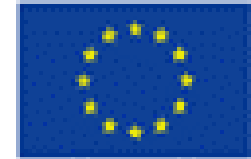


1) **Social exclusion and education**



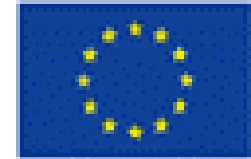
Main aspects

- **Education**
- **Employment**
- **Access to culture & public participation**
- **Political participation**
- **Media**



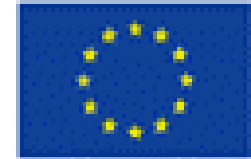
Focus on education - Reasons

1. All the three teams assessed at least one policy in this domain
2. Sometimes (relatively) more data are available
3. Overlapping: education is also tightly related to **employment**

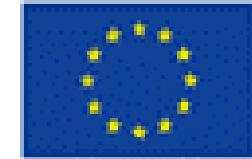


Focus on education – Main goals

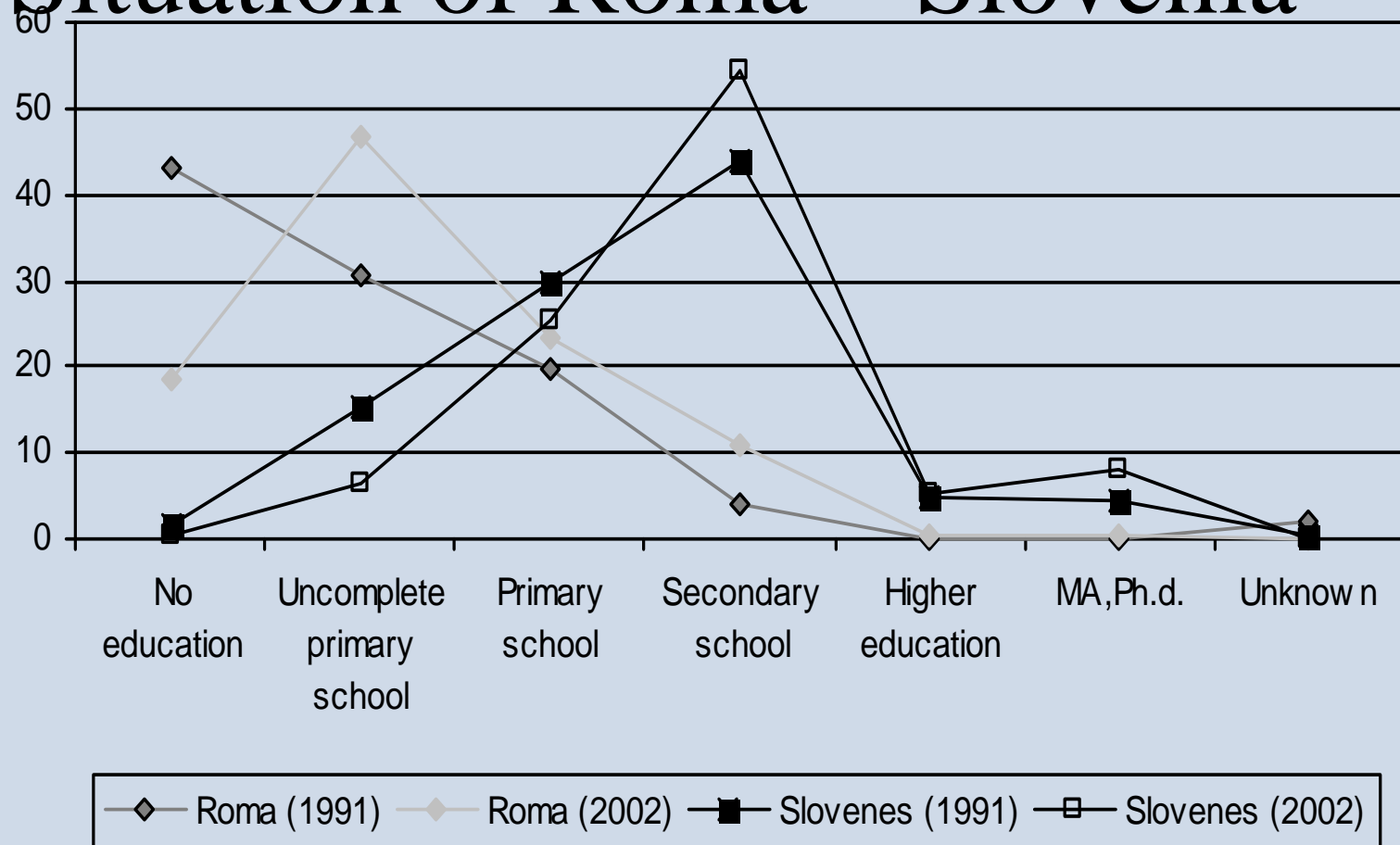
1. **Preparation for life in mainstreaming society**
2. **Understanding that culture and literacy are intrinsically connected**
3. **Impact on the self esteem of members of ethnic minority**
4. **Intercultural understanding between minority and majority population**

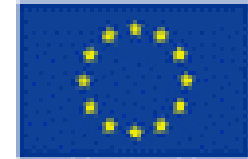


2) Ethnic minorities: focus on the Roma



Situation of Roma – Slovenia



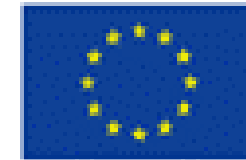


Situation of Roma – Slovenia

“Most frequent reasons for lower schools success of Roma [pedagogical + attitudes]:

- **inadequate forms of inclusion of Roma children in primary school system,**
- **teachers are not adequate qualified to deal with specificities of Roma children,**
- **ignorance or low command of the Slovene language,**
- **low expectations regarding the school results of Roma children,**
- **stigmatising of Roma children from the part of the majority children,**
- **non-attendance of classes,**
- **non-encouraging** domestic conditions,
- **education does not rank high amongst the values of some Roma parents,**
- **distrust of Roma parents towards school, poor participation of Roma parents in the schoolwork processes.”**

Situation of Roma – Czech Rep.



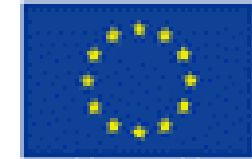
Educational Structure of Selected Nationality Groups in the 15 Years of Age and Older Population (in %)

Nationality	Proportion of Persons with Education							
	Elementary		Secondary and Vocational		Complete Secondary		University	
	1991	2001	1991	2001	1991	2001	1991	2001
Population in total								
of which	33.1	23	35.4	38	22.9	28.4	7.2	8.9
Czech	32	22.7	35.9	38.5	23.5	28.8	7.3	8.8
Moravian	32.4	21.6	36.3	39.8	23.4	29	7.2	9.2
Silesian	33.5	19.4	36	37.3	23.1	30.7	6.6	11.8
Slovak	51	35.9	26.9	31.4	13.6	20.5	5.8	9.4
Polish	41.8	29	29.5	34.7	20.6	25.7	6.3	9.3
German	54.6	37.6	29.5	38.2	11.5	16.7	2.5	5.7
Roma	78.4	65.4	10	17.3	0.9	5	0.3	1.6
Hungarian	58.3	41.8	24.7	31.3	10.2	16.2	4.4	7.9
Ukrainian	48.8	20	20.3	27.2	18.8	35.4	9	12.4
Russian	30.5	13	15.4	8.8	24.4	33.7	26.9	40.8
Vietnamese	29.2	31.5	33.3	21.7	22.1	32.2	7.1	6.5



The Swedish case

- **Minorities in Sweden: the *Samí*, *Swedish Finns*, *Tornedal Finns*, *Roma* and *Jews*.**
- “No statistics are kept in Sweden with reference to ethnicity as a manner of principle. **Thus integration goals are measured by monitoring statistics relating to ‘persons born outside Sweden’ or persons ‘who were born in another country’.**”
- “School children with foreign background do far worse than the children coming from a Swedish born background”.



The Swedish case

Situation for the youngest in compulsory schools

Percentage of girls and boys who, after leaving compulsory school, meet the requirements for admission to a national program at upper secondary school.

	1998/99	2002/03	2004/5
Swedish background			
Girls	93.3%	92.3%	92.5%
Boys	90.2%	90.2%	89.6%
Foreign background			
Girls	81.7%	80.1%	79.3%
Boys	76.7%	77.4%	75.7%

Difference between Swedish youngsters and youngsters with a foreign background is significant



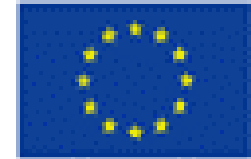
The Swedish case



Situation for young adults in upper secondary school (little change)

Percent women and men with foreign background compared with percent of women and men with Swedish background who, after four years, leave upper secondary school with a complete diploma.

	2002/03	2003/04	2004/05
Total			
Total	79.4%	81.0%	81.9%
Women	82.1%	83.1%	84.0%
Men	76.7%	78.9%	79.8%
Swedish background			
Total	80.5%	82.2%	83.0%
Women	82.9%	84.4%	84.8%
Men	78.1%	80.4%	81.2%
Foreign background			
Total	71.9%	72.9%	74.7%
Women	77.0%	77.0%	78.0%
Men	66.8%	68.8%	70.8%

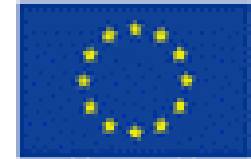


3. Policy analysis and evaluation



Policies in Slovenia

- 1. The introducing of Roma assistant**
- 2. Inclusion of the Roma children in kindergartens at least two years before the start of primary school**
- 3. Development of methods for teaching Slovenian to Roma pupils**
- 4. Introduction of the Roma language (optional subject)**
- 5. Inclusion of Roma culture, history and identity in the implementation of curriculum**



Policies in Slovenia

- **The overarching goal of the implementation of these policies is the attainment of a higher level of education (intermediate steps)**
- *Indicators:*
 1. **School performance of the Roma**
 2. **Level of education attained**
 3. **Command of Slovene language**
 4. **Roma identity - self-esteem**
 5. **Discrimination level of the majority**
- **The final expected outcome is a higher social inclusion**



Roma assistant (RA) - effectiveness

Main observed results:

	Before RA: 2003-04	After RA: 2005-06
Number of justifiable absences (I cycle)	118.51	89.62
Number of unjustifiable absences (I c.)	10.88	9.18
Number of Roma parents' attendances at interviews with teachers (I c.)	2.58	2.61
Number of Roma parents' attendances at school meetings (I c.)	1.62	1.65
<i>Average Mark (III c.)</i>	<i>2.41</i>	<i>2.91</i>
<i>End of Schooling after Primary School</i>	<i>16.60%</i>	<i>7.70%</i>
<i>Continued schooling in a 3 - year program</i>	<i>72.20%</i>	<i>76.90%</i>
<i>Continued schooling in secondary school program</i>	<i>11.10%</i>	<i>15.30%</i>

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Roma assistant – Costs

Initial training investment	139'079
Running costs (first 6 months -project education)	33'301
Running costs (following 4 months - public works)	37'965
Second year (estimations)	113'895
Third year onwards (estimations - at least)	187'414

Working under some assumptions (life of the initial investment, attrition rate, etc.) we get a rough estimation total expenditure of €175,614 per year (€ 12,544 € per assistant per year). 15 assistants were trained but only 14 were finally employed.



Roma assistant – Costs-effectiveness

- **We focus on the improvement in enrolments of Roma pupils into different secondary schools programmes.**

	Before RA: 2003-04	After RA: 2005- 06
End of Schooling after Primary School	16.6%	7.7%
Continued schooling in a 3 - year program	72.2%	76.9%
Continued schooling in secondary school program	11.1%	15.3%

- **However, we also observe an increase in the absolute number of pupils (from 18 to 26 pupils).**



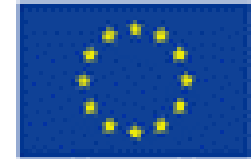
Roma assistant – Costs-effectiveness

- Assume that without the intervention of the assistant, the percentage values would not have changed between 2004 and 2006.
- Hence we apply the 2004 percentages to the 2006 demographic data and we compute the net increase in ‘success’.

	Pup. 2005-6 with 2004 %		Pup. 2005-6 with 2006 %	
End of Schooling after Primary School	16.6%	4	7.7%	2
Continued schooling in a 3 - year program	72.2%	19	76.9%	20
Continued schooling in secondary school program	11.1%	3	15.3%	4

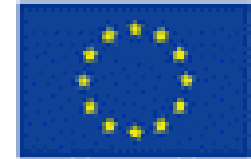
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Roma assistant – Costs-effectiveness

- **Assume now the differences in the enrolment percentages between 2004 and 2006 are actually the specific effect of the Roma assistants work.**
- **In absolute terms, 4 pupils have improved their education situation because of the Roma assistant.**



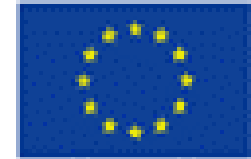
Roma assistant – Costs-effectiveness

- **As the yearly average cost for the 15 assistants is € 175,614, the cost-effectiveness ratio is computed as follows:**

$$CE = \frac{\text{Costs}}{\text{effect}}$$

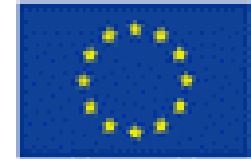
Which means that

$$CE = \frac{175,614}{4} = 43,900$$



Policies in the Czech Republic

- 1. Education assistants**
- 2. Preparatory classes for children from socio-culturally and language disadvantaged environments**
- 3. Support of Roma in higher and university education**



Policies in the Czech Republic

- **The overarching goal of the implementation of these policies is the attainment of a higher level of education and therefore a higher social inclusion within the area of education.**
- *Indicators:*
 1. **Level of education.**
 2. **School performance of the Roma.**
 3. **Discrimination level of the majority.**
- **The final expected outcome is a higher social inclusion.**



Education assistant – effectiveness and costs

- **No figures available to assess the impact of the education assistant on Roma children**
- **The State started to fund systematically education assistant in 1998 (although some private initiative were already started in 1993).**
- **Investment for training in 2003 was € 105,263. No data about the investments in previous years.**
- **We assume that the investment for 2003 represents 1/6 of the training investment done by the government since 1998 to train 326 assistants, and that the investment was completed 2003.**



Education assistant - costs

- **We also assume also that investment quotas from 1998 to 2003 have been constant in real terms.**
- **The expenditures for salaries in 2006 was approximately € 2,057,712.**
- **Working under the same assumption employed in the Slovenia case, the yearly cost for assistant is around € 6,400.**

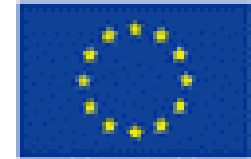
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Education assistant – comparison based on headmasters assessments

Slovenia		Czech Republic	
How do you estimate assistant's work? (level of agreement 5 to 6) (level of agreement 6)		High or very high level of satisfaction with the performance of education assistants	27%
	66%		
	48%		
Does assistant improve communication between teachers and Roma parents? (level of agreement 4 to 6) (level of agreement 5 to 6)		Improved cooperation with families ?	39%
	69%		
	59%		
Average Yearly cost per assistant	€ 12'544	Average Yearly cost per assistant	€ 6'400



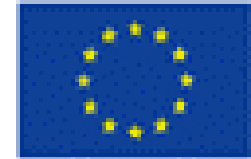
Policies in Sweden

1. Language training as a cultural experiment.

Two parts:

- **Strength competency in the native language of a child.**
- **Strength competency in the Swedish language for adult immigrants to Sweden.**

2. Swedish for immigrant (SFI).



1. Policies in Sweden - Language training

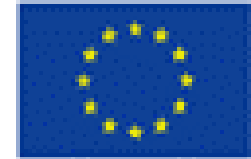
- **Observations available from 1997 to 2005**
- **The dependent variable is the number of incomplete grades ('failed').**
- **(average) data available relate to**
 - **absolute costs of the policy (cost),**
 - **the percentage of compulsory students born outside of Sweden (outside)**
 - **participation rates of students entitled to native language classes (native)**
 - **participation rates of students selecting Swedish as a second language (swedish)**



1. Policies in Sweden - Language training

1. Correlation matrix

	failed	cost	outside	native	swedish
failed	1.00	0.73	0.59	0.20	-0.89
cost	0.73	1.00	0.71	0.16	-0.65
outside	0.59	0.71	1.00	0.70	-0.40
native	0.20	0.16	0.70	1.00	0.28
swedish	-0.89	-0.65	-0.40	0.28	1.00

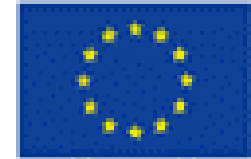


1. Policies in Sweden - Language training

- Preliminary results of the quantitative analysis, however, seem to suggest “the cost of supplying classes in native language **together with** the cost of offering Swedish as a second language in the general obligatory school has not been effective in curbing the number of students with a non-Swedish background with incomplete final grades from compulsory school”.
- On the other hand, preliminary quantitative analysis results seem to support the hypothesis that “**the greater the number of those that participate in Swedish as a second language, the lower percent of non-Swedish students with an incomplete grade.**”



4. Discussion



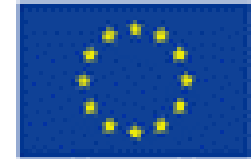
Difficulties encountered

- 1. Definition of the output/outcome and of the effect-causal relationship links.**
- 2. Lack of data both for output/outcome and for costs.**
- 3. Difficulties as to distinguishing the effects that can specifically be assigned to a policy.**



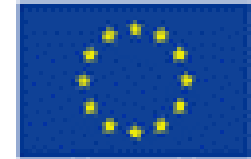
Desirable conditions

- 1. A full-fledge CEA comparison is not possible with the data we have.**
- 2. It is clear that some policies *have* had some positive effects, although sometimes it is not easy to distinguish the magnitude of the specific effects that can directly be ascribed to that particular policy.**



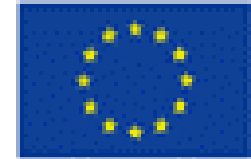
Desirable conditions

- 1. Several ‘desirable conditions’ have emerged from the comparison between policies and practices in different countries.**
- 2. Need for assessing the capacity of a given policy to influence those contextual elements that are acknowledged to be important in the creation of a more favourable framework for integration.**



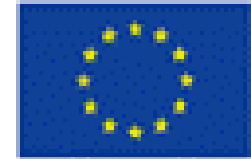
Desirable conditions

- 1. Attitudes of minority (active role and participation of minority, role of representations of the minority about itself)***
- 2. Attitude of the majority (prejudice, distance).***
- 3. Long-term vision (no short term *ad hoc* policies)***



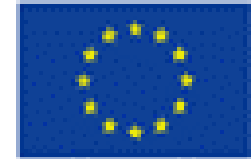
Systemic effects

1. Even if we can ascertain that a policy has been effective in the domain of education, and we have all the data concerning costs, this does not mean that analysis is complete.
2. Social inclusion is multifaceted, and probably a ‘higher level of social inclusion’ can be attained if we observe **simultaneous improvements** in all the key-areas related to social inclusion.



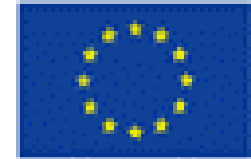
Systemic effects

- 1. Simultaneous improvements in different domains (education, participation, employment, etc.) are necessary to increase the level of inclusion and integration.**
- 2. Therefore, the effect of an educational policy should also be evaluated in terms of positive influence on the other aspects of social inclusion (systemic effects).**

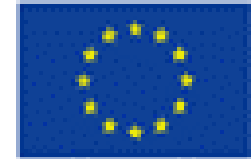


Need for more data

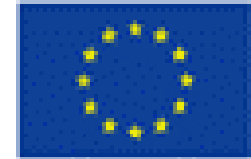
- **Formal (legal) equality VS substantive equality**
- **The impossibility of collecting disaggregated data by ethnicity makes it more difficult the assessment of policies and thus to fight exclusion**



B) Estonia and Latvia

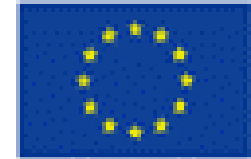


1. Social exclusion and language policy



Estonia

- **The general economic situation of Estonia is good, in particular as to employment, but several inequalities persist between different ethnicities.**
- **“The share of the non-Estonians among the unemployed is larger than the total share of non-Estonians”.**
- **“The average income of Russians and other non-Estonians is slightly lower compared to the ethnic Estonians”.**



Latvia

- As to unemployment: the Russians and other ethnic minorities are slightly overrepresented.
- After the independence, the strengthening of Latvian as an official language in all spheres of social life has become a priority.
- Given this context, to prevent exclusion, great emphasis is put on the teaching of Latvian to minorities.

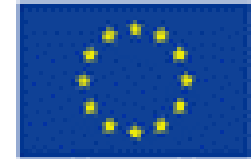


2. Policy analysis



Bilingual education

- **In both countries, bilingual education (for the Russian-speaking minority in particular) plays a crucial role.**
- **The principles underlying the bilingual education policy are : integration in mainstreaming society through language acquisition, and preservation of ethnic differences.**



Estonia

- **Since 2000, in several schools and kindergarten, a language immersion programme has been adopted.**
- **Nobody graduated the school under the program yet.**
- **Lack of data about the effectiveness of the policy.**
- **We have just some descriptive statistics as to the general sociolinguistic situation of the country, but we have no data as to the specific effects of the bilingual education programme**



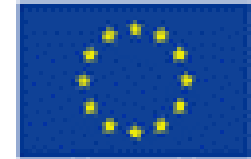
Latvia

- **Reform still in progress. No data are available as to the specific outcome of the bilingual programmes**
- **Difficult to distinguish the effect of education on language fluency from other sources of language learning (media, etc).**



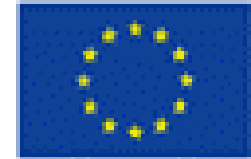
Attitudes – Estonia

- **Contrary to the Estonian students, “the Russian students mostly claim that ethnic differentiation takes place in Estonia and the main factor of this process is the special status of Estonian language as of national language”.**
- **“Most of the Russian-speaking students who participated in the interviews believe career possibilities are decent and their opinions about gaining higher education in Estonia are pessimistic.”**



Attitudes – Latvia

- **Mixed evidence**
- **In the Latvian case, experts report that policy for bilingual education has been set up in a hurry.**
- **Lack of predefined evaluation criteria.**
- **“Students and teachers have a positive attitude toward bilingual education [...]. Dominant attitudes about the shift toward a system in which most classes are taught in Latvian, however, were negative. During the latter phase of education reform implementation, negative attitudes among target groups, particularly students, have been exacerbated”.**



Language policy: source of *exclusion* and *inclusion*?

- **Before assessing the effectiveness of bilingual education on social *inclusion*, we need to assess the impact of the “one official language-only” policies on social *exclusion*.**
- **Take into account the post-independence need for strengthening national language.**
- **Discuss the *tension* between these two poles.**
- **Clarify what was the change in the social situation of the Russian-speaking minority after the collapse of USSR.**