

Integration every other day
Public reasoning on Roma / Gypsy segregation in Romania

Policy Paper

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*'I'm sure I'll take you with pleasure!' the Queen said. 'Twopence a week, and jam every other day'.
Alice couldn't help laughing, as she said, 'I don't want you to hire ME – and I don't care for jam'.
'It's very good jam,' said the Queen.
'Well, I don't want any TO-DAY, at any rate.'
'You couldn't have it if you DID want it,' the Queen said. 'The rule is, jam to-morrow and jam yesterday – but never jam to-day'.¹*

Abstract

Achieving ethnic integration has gradually become accepted worldwide as a legitimate objective of the state and a public good – although only relatively recently so, and against significant public opposition. Resistance to integration of Roma / Gypsy and other racial / ethnic minorities is still widespread. This paper attempts to discuss reasons and causes of this resistance, by conceptualizing ethnic integration as a “dear public good” distinct from “cheap public goods”, and by looking at clues that people use to find correct answers to moral problems. The paper will focus on the residential and educational segregation of the Roma people in Romania - a persistent state of affairs in the first decade of a new century.

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¹ Lewiss Carroll, “Alice through the looking glass”, available on-line at URL <http://www.cs.indiana.edu/metastuff/looking/lookingdir.html>

1 The empirical puzzle

The question that prompted this research is: how can we explain the active support for decisions that lead to ethnic segregation in the case of people who otherwise openly condemn segregation? How can we account for a systematic difference between discourse and behavior regarding decisions that enforce segregation?

This paper relies on qualitative fieldwork data which I collected in the period 2003-2006, and on quantitative survey data from the Roma Inclusion Barometer conducted by the Open Society Foundation in November 2006.

More details on Roma housing and segregation in Romania and the history of some of these neighborhoods can be found in the report of my previous IPF research (Rughiniș 2004a).

In the following pages I will use the quantitative data to highlight some interesting problems in the distribution of attitudes towards ethnic integration, which I then formulate as an “empirical puzzle”. Subsequently I try to account for this puzzle by identifying special structures of reasoning in decisions that relate to ethnic segregation of the Roma/Gypsy. Both quantitative and qualitative data lead to specific policy suggestions.

Causal mechanisms that produce segregation

Different sociological explanations of ethnic segregation converge on at least one finding: *the persistence or aggravation of segregation may occur independently of widespread racism*. Of course, racist beliefs and attitudes are often translated into behaviors that enforce separation of ethnic groups. Nevertheless, the same effect can result in social situations where people are not, actually, racists – but they act rationally in a situation that is informed by historical racial or ethnic inequalities (such as unequal

preferences for interaction with members of various racial / ethnic groups, or economic inequalities between racial / ethnic groups²).

The idea behind this explanation is that segregation often occurs (or is increased) as a result of the aggregation of individual actions which are prompted by non-racist beliefs and preferences, such as a slight preference to live in a neighborhood where one's own groups is a majority (Schelling 1971) or the desire to protect the value of one's own house, in a market where dominantly black neighborhoods are significantly less valued than mixed or white ones (Kelly 2004, p. 12). Segregation may also be reproduced voluntarily by both dominant and dominated groups, often without racist justifications and despite widespread awareness of its deleterious consequences at social level (and especially on the dominated category³).

My following arguments start from a *broadly rational-choice perspective* on ethnic segregation that tries to account for this phenomenon as the result of rational actions of individual actors, who pursue what they perceive to be their own interests and, to some extent, public interests, with no intention or desire of harming people in a given ethnic category.

In the following paragraphs I will explore the attitudes of non-Roma people towards ethnic segregation of the Roma, according to the Roma Inclusion Barometer-OSF survey. Then I will attempt to account for their particularity by conceptualizing ethnic integration as a particular type of public good (which I term a “dear public good”), and looking at the decision processes by which people evaluate the desirability of that public good. I will afterwards discuss specific policy implications of these findings.

² In the following pages I will mainly refer to “ethnic groups”, although much of the reviewed literature refers to “racial” difference because it is written in the North American context.

³ For example schools with a majority of Roma pupils in Romania (and other European countries) are systematically poorer, more crowded and more precariously staffed than non-Roma schools, and this is widely known: “The likelihood of overcrowded classes in primary schools in which Romani pupils prevail³ was more than 3 times higher than for all rural schools. For secondary schools in which Romani pupils prevail this likelihood was more than 9 times higher than for the whole system. (...) Schools in which Romani pupils prevail indicated a shortage of qualified teachers almost two times higher (83.5%) than that of all rural schools (43.5%)” (Surdu 2003 [1], p. 12-13).

The empirical puzzle

An interesting finding of the analysis of RIB survey data is that (verbal) support for educational integration of the Roma pupils among non-Roma respondents, while reaching high levels of around 80%, *is not influenced, or is even slightly negatively influenced by education* (see Table 4 and Table 5⁴).

If we study the influence of education in a multivariate regression model for the non-Roma population, we can see that not only that the effect of schooling is not positive, but it is negative (although low)⁵. For example, data in Table 1 illustrate influences of four variables on the subject's approval of reserved places for Roma pupils in high schools.

Table 1. Approval of quotas for Roma pupils in high-schools – linear regression model. Source: RIB – OSF Bucharest, Nov. 2006

	Influence	Beta	Sig.
Respondent age	Negative	-.082	.010
Respondent schooling	Negative	-.129	.000
Urban residence	Positive	.122	.000
Approval of teaching Romani language in schools	Strong positive	.254	.000

Model for non-Roma respondents aged 18-65

R square=9%

The dependent variable is: "To what extent do you approve of quota places for Roma pupils in high-schools?" ("Very little", "little", "much", very much")

This is also true for the influence of non-Roma respondents' education on their attitudes on state support for Roma organizations (see Table 2).

These data indicate that, on average, policy and decision-makers, who are selected from the educated segments of the population, have *no special disposition* to reduce ethnic segregation as compared to other persons by virtue of their education – and they may even be more reluctant than the average. *Generational* differences are also not significant.

⁴ But Roma respondents constantly advocate the necessity for state support and de-segregation more than non-Roma respondents, in survey answers.

⁵ It is interesting that other forms of discrimination in Romania – such as against gay people – vary significantly (in their verbal expression) according to age and education.

Table 2. Approval of State support for Roma organizations – linear regression model. Source: RIB – OSF Bucharest, Nov. 2006

	Influence	Beta	Sig.
Respondent age	None	-.019	.500
Respondent schooling	Low negative	-.074	.018
Urban residence	Low negative	-.072	.020
Approval of teaching Romani language in schools	Strong positive	.484	.000

Model for non-Roma respondents aged 18-65

R square=24%

The dependent variable is computed as the sum of the following indicators: “To what extent do you approve of State support for Roma cultural organizations?” and “To what extent do you approve of State support for Roma political parties?” (“Very little”, “little”, “much”, very much”)

A particularly relevant variable for understanding general attitudes towards ethnic integration is agreement with allowing the *Romani language as a school discipline* – agreement which is rather infrequent amongst both non-Roma and Roma (see Table 8). I have used this question as an indicator whether Roma people are usually defined as people with specific (negatively stereotyped) behaviors, or as a cultural category. Data in Table 1 and Table 2 indicate that this variable is a very important predictor of the attitude towards ethnic integration, having a *strong positive influence*.

How can we account for the low/negative influence of education on opinions on ethnic integration? Moreover, how can we explain the high positive influence on the same topics of the opinion on Romani language in schools (interpreted as a cultural definition of Roma ethnicity)?

2 Reasoning on ethnic integration

Integration as a “dear public good”

There are many types of goods that people praise in theory and avoid in practice, most of them in the category of public goods (low pollution, conservation of species, punctuality), or goods that initially produce time-delayed rewards (exercising, healthy

eating, spending more time with one’s children, watching less TV). We can term them “un-tempting goods”. Where does ethnic integration fit into this array of goods?

We can classify the un-tempting goods in four broad categories according to two criteria: whether they are mainly for *private or public consumption*, and whether they require mainly *monetary or non-monetary contributions*.

As it is summarized in Table 3, promoting ethnic integration by one’s actions requires the second type of costs – specifically, it requires engaging in potentially unpleasant interactions with stigmatized persons. *No amount of money paid by non-Roma taxpayers will decrease segregation if they choose to live, work and study apart from the Roma people.*

This feature aggravates the problem of segregation because, presumably, as societies get richer, people’s willingness to pay for common goods increases, but their willingness to spend their lives in uncomfortable settings in order to promote public welfare stays the same.

Table 3. Un-tempting goods according to type of costs and allocation of benefits

	Public goods	Goods with private & delayed rewards
Financial contributions “Cheap” goods	Law and order Decreasing pollution Biodiversity Social assistance Public lightning	Eating food with no preservatives Buying health / retirement insurance
Non-monetary contributions (body, mind & time) “Dear” goods	Responsible voting Refraining from low level corruption Enforcing ethical principles in our workplace Interacting with stigmatized people	Eating a balanced diet Exercising Taking a course in German Working long hours

If we focus on public goods, we can use the type of contribution to classify them in “*cheap*” versus “*dear*” public goods. Cheap public goods can be paid for with money; they may actually be expensive in financial terms, but people need only sacrifice some of their income to attain them. On the contrary, dear public goods involve contributions that

affect our way of life. They may require, for example, allocating time, paying attention, engaging in uncomfortable interactions or taking risks.

Of all public goods, the dearest ones are those which require taking risks related to the well-being of one's own family, including risks related to safety, health, or educational performance. Becoming involved in a setting with Roma participants (be it a classroom or a neighborhood) is perceived as such a public good. Promoting ethnic integration may not only be seen as uncomfortable, but also defined as a cost that we impose on other people, especially on people which matter to us.

Clues in moral reasoning

People rely in their moral reasoning on different clues to indicate which course of action is good and which course of action is wrong.

For example, a common clue is that *causes that require one to sacrifice oneself are morally right*, since morally condemnable deeds are usually pleasant. Of course, this can be deceiving in some situations – sometimes even horribly so. Hannah Arendt explained the general moral collapse of the German society during the Third Reich by such a series of misapplied clues. “Evil in the Third Reich had lost the quality by which most people recognize it – the quality of temptation. Many Germans and many Nazis, probably an overwhelming majority of them, must have been tempted not to murder, not to rob, not to let their neighbors go off to their doom (for that the Jews were transported to their doom they knew, of course, even though many of them may not have known the gruesome details), and not to become accomplices in all these crimes by benefiting from them. But, God, knows, they had learned how to resist temptation” (Arendt 1994, p. 150).

We can identify three such moral clues that are relevant to judgments that people make on ethnic segregation: principles versus consequences, money versus wellbeing, and egoism versus altruism. *All three are usually deployed such as to indicate the acceptability of segregation.*

It is also important to underline that these clues lead to acceptance of segregation *only* when one starts from the assumption that *interaction between a non-Roma and a Roma*

person is a cost, with virtually zero benefits for the non-Roma. Since Roma people are defined mostly in terms of problematic behavior and/or physical characteristics, non-Roma people see little to gain from communication with them. At best, there will be nothing to lose either – but what is the point in taking the risk?

Egoism versus altruism

As Arendt implicitly argued, the altruistic quality of a decision is often seen as a sign that this must be a correct decision. In the case of ethnic segregation, decisions that enforce separation often seem altruistic, since they do not benefit directly the decision maker.

School principals, teachers and even parents who promote segregated classrooms also have in mind the interests of somebody else than themselves – namely, the non-Roma pupils, who, they believe, will be adversely affected by learning alongside Roma pupils.

Principles versus consequences

People are used to balance principles and consequences in their daily ethical reasoning. Some principles take only a few negative consequences to be bent, others are more robust. The principle of ethnic integration is one of the first to be discarded when practical necessities seem to require it. The ideal of integration is rather seen as an ideal *for a counterfactual world*, which can almost never be put in practice because of objective reasons concerning the current state of facts. To paraphrase the White Queen speaking to Alice in “Through the looking glass”, integration is good yesterday and tomorrow, but never today.

Consequences of meaningful interaction with Roma persons are expected to be bad, from a non-Roma perspective. Only 35% of non-Roma would approve of a marriage between their child and a Roma partner (see Table 9) – an indicator that, in their view, such a relationship can bring no good. This is particularly interesting in light of the fact that marriages do not occur at random, but are a result of a choice of the two partners. Still, most non-Roma see Roma ethnicity as a more powerful indicator for the human value of a person than a hypothetical choice made by their adult offspring.

This negative assessment of the benefits of inter-ethnic interaction for non-Roma stems from a behavioral definition of ethnicity. Roma are widely seen by non-Roma to be those

people with “problematic” behavior, and maybe also with a darker color. Cultural features (such as language or even clothing) are not part of the common non-Roma theory of what it means to be Roma. In Table 7 we can see, for example, that non-Roma respondents declare that they identify a person as Roma / Gypsy according to her looks, behavior, and color – unlike Roma respondents who pay more attention to speech patterns, clothing and language. Roma people prefer to see signs of their ethnicity in speech and clothing, which are non-biological and less value-laden in themselves.

Money versus well-being

People are used to the idea that acquiring well-being may involve financial sacrifices, either direct payments (from their own purses) or indirect payments mediated by the State. It is also accepted that social well-being may involve personal financial sacrifices – which will indirectly translate into a loss of comfort or other life style adjustments. Still, the idea that social well-being may rely on direct non-financial sacrifices is far less discussed or accepted.

There are some non-financial involvements for the sake of public good which are relatively present in the public discourse in Romania – such as military service, blood donation, reporting corruption or domestic violence incidents and cleaning accumulated snow in front of one’s house. Antidiscrimination posters have also inserted the idea that we should refrain from discriminative acts – especially against Roma children and HIV positive persons. Direct interaction with Roma people, for the sake of that interaction or for the sake of a greater good, has no place in this puzzle, at least yet.

3 Designing policies to confront ethnic segregation

The dilemma of ethnic segregation differs from other types of social dilemmas insofar as the agents of the state (public officials but also school principals, teachers etc) have little incentive to act against it. Like small-scale corruption, for example, ethnic segregation is thus a *persistent social dilemma* – lacking an easily available hierarchical solution.

Obstacles against ethnic segregation are of such a nature, that devising *financial incentives* to encourage the involvement of skilled people in professional interaction with Roma people may not be an effective approach (Kanev and Vassileva 2004). Misalignment of interests between the public principal and the professional agents is aggravated by lack of genuine expertise in addressing the social exclusion of Roma. The widespread definition of the Roma people exclusively in terms of underdevelopment and social problems is a trap even for well-meaning professionals, discouraging meaningful communication and encouraging a paternalist attitude (Gay y Blasco 2003).

Given the high positive influence that a cultural definition of Roma has on non-Roma people's attitudes towards ethnic integration, we can say that *an insidious form of segregation is the one that happens in school curricula and textbooks*. The history and experiences of Roma people are all but totally ignored in the Romanian curriculum, as are the Roma literature or music. This confines Roma ethnicity to a stereotyped behavioral definition that discourages curiosity and willingness of non-Roma to interact with Roma people.

In this context, decision-making in complicated situations about the correctness of actions that lead to segregation is a process heavily biased towards segregationist conclusions, even when the decision-maker herself is not racist. Arguments against segregation that focus on principles (such as avoiding discrimination and promoting equality of opportunity) are easily overridden by practical considerations at various levels of policy-making. The fact that segregation is often requested by other people makes it seem as an altruistic behavior for the decision-maker, granting it additional moral legitimacy.

These argumentative patterns that encourage segregationist decisions explain why educated persons are equally prone to support ethnic integration as less educated persons. The roots of support for segregation come not only from racism, prejudice or the impulse to increase one's self-esteem by descendent comparison, but also from carefully balancing principles with outcomes and one's own preferences with other people's preferences. Deciding in favor of segregated settings often has the appearance of a thought-through, altruistic decision – and this appeals to educated and less-educated people as well.

The hierarchical solution (imposing ethnic integration in schools, banning segregated residential projects, busing children to distant schools) is a proven (though partial) remedy to the problem of segregation, which is still missing in Romania. Still, I believe that it should be complemented by a clear and persistent public message stating that

(1) Ethnic integration cannot be solved by cash payments – it requires principled action from all citizens;

(2) Meaningful Roma / Gadge interaction is possible, and it provides unexpected private rewards for both sides.

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Appendix

Table 4. In your opinion, is it good or bad... Source: RIB – OSF Bucharest, Nov. 2006

	For Romanian and Roma to live in the same neighborhood? (%)		For Romanian and Roma pupils to learn in the same classroom? (%)		For Romanian and Roma pupils to play together? (%)		For Romanian and Roma people to intermarry? (%)	
	Non-Roma	Roma	Non-Roma	Roma	Non-Roma	Roma	Non-Roma	Roma
Very bad	8	1	4	1	6	2	15	5
Bad	27	9	18	8	19	6	27	14
Good	49	51	58	48	57	51	42	42
Very good	11	37	15	41	14	39	11	35
I don't know	5	3	4	3	5	2	6	4
Total	100	100	100	100	100	100	100	100

Table 5. Desirability of educational integration, for non-Roma respondents aged 18-65. Source: RIB – OSF Bucharest, Nov. 2006

		Gymnasium or less	Vocational schooling, high-school	College, university
Roma and non-Roma pupils should learn together	No	23.7%	24.7%	19.0%
	Yes	76.3%	75.3%	81.0%
Total		100.0%	100.0%	100.0%

Differences are not statistically significant for $p=0.05$ (Chi square test)

Table 6. Option for more state funding for Roma projects, for non-Roma respondents aged 18-65. Source: RIB – OSF Bucharest, Nov. 2006

		Gymnasium or less	Vocational schooling, high-school	College, university
The state should allocate more funds for the Roma people	No	45.6%	62.9%	57.4%
	Yes	54.4%	37.1%	42.6%
Total		100.0%	100.0%	100.0%

Differences are not statistically significant for $p=0.05$ (Chi square test)

Table 7. „How do you know if somebody is Roma / Gypsy?” Source: RIB – OSF Bucharest, Nov. 2006. Spontaneous answers were recorded and then re-codified.

Criterion (respondents answers are re-codified)	„Romanized” Roma	Other type of Roma	Non-Roma
Aspect, phisionomy, looks	9	9	17
Behavior, customs, character	7	7	13
Color	14	13	23
Language, accent, vocabulary	19	15	10
Clothing	15	14	9
Language spoken (Romani)	23	17	10
I don’t know	8	20	10
Other answers	6	5	9
Total	100	100	100
(Cases)	(607)	(697)	(1224)

Table 8. Romani children should learn the Romani language in school Source: RIB – OSF Bucharest, Nov. 2006

	„Romanized” Roma	Other type of Roma	Non-Roma
Totally disagree	19	10	23
Rather disagree	18	28	28
Rather agree	24	28	26
Totally agree	39	34	24
Total	100	100	100

Differences are not statistically significant for $p=0.01$ (Chi square test)

Table 9. Would you accept that your son or daughter marry a person of the following ethnicity... (% affirmative answers) Source: RIB – OSF Bucharest, Nov. 2006

	„Romanized” Roma (% „yes”)	Other type of Roma (% „yes”)	Non-Roma (% „yes”)
Romanian?	82	69	95
Hungarian?	61	55	58
Roma?	98	94	35