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Economic and Social Empowerment for Roma and Egyptians- a booster for social inclusion Project

# **Behavioral change training curriculum and manual for public servants**

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The project aims to promote the economic and social empowerment of the marginalised Roma and Egyptian communities and supports the Government of Albania in its efforts to achieve the objectives set forth in the National Action Plan for the Integration of Roma and Egyptians, 2016-2020, while promoting respect for human rights, gender mainstreaming and intercultural dialogue, as prerequisites for the country's EU integration.

The project is funded by the European Union and is implemented by the United Nations Development Programme in Albania in cooperation with the Ministry of Social Welfare and Youth and targets the regions of Tirana, Durrës, Shkodra and Berat.

## Table of Contents

|   |    |
|---|----|
| <b>1. BACKGROUND AND SCOPE</b> .....  | 4  |
| <b>2. STRATEGIC AND PUBLIC POLICIES: THE RELEVANCE OF STRATEGIC CONTEXT</b> .....               | 5  |
| 2.1 THE NATIONAL STRATEGY FOR DEVELOPMENT AND INTEGRATION (NSDI) 2015-2020 .....                | 6  |
| 2.2 NATIONAL STRATEGY FOR EMPLOYMENT AND SKILLS DEVELOPMENT (NSED) .....                        | 7  |
| 2.3 THE NATIONAL ACTION PLAN FOR INTEGRATION OF ROMA AND EGYPTIANS (2016-2020).....             | 8  |
| 2.3.1 <i>Equal access to civil registration and justice</i> .....                               | 8  |
| 2.3.2 <i>Education and Promoting Intercultural Dialogue</i> .....                               | 9  |
| 2.3.3 <i>Employment and Vocational Education and Training</i> .....                             | 10 |
| 2.3.4 <i>Health</i> .....   | 11 |
| 2.3.5 <i>Housing and Urban Integration</i> .....  | 11 |
| 2.3.6 <i>Social Protection</i> .....  | 12 |
| 2.4 LOCAL GOVERNANCE AND DECENTRALIZATION REFORM (2015-2020).....                               | 13 |
| 2.5 CROSS CUTTING STRATEGY FOR PUBLIC ADMINISTRATION REFORM (2015-2020) .....                   | 14 |
| <b>3. INSTRUCTIONAL ANALYSIS: NEEDS AND SKILLS ANALYSIS</b> .....                               | 15 |
| <b>4. TRAINING CURRICULUM: THE MODULES</b> .....  | 15 |
| <b>5. Module 1: Developing Diversity awareness and inclusion</b> .....                          | 16 |
| 5.1 WHAT IS DIVERSITY? .....  | 16 |
| 5.1.1 <i>Starting with a story</i> .....  | 16 |
| 5.1.2 <i>Defining diversity</i> .....   | 17 |
| 5.1.3 <i>Diversity and perception</i> .....   | 19 |
| 5.2 CULTURAL DIVERSITY AND INCLUSION .....  | 20 |
| 5.2.1 Diversity and inclusion.....  | 23 |
| 5.2.2 Towards the Inclusive Leadership .....  | 25 |
| 5.3. DEVELOPING DIVERSITY AWARENESS THROUGH EMOTIONAL INTELLIGENCE.....                         | 27 |
| <b>6. MODULE 2: DEVELOPING THE BEHAVIORAL CHANGE</b> .....                                      | 29 |
| 6.1. THE LOGICAL PROCESS OF DEVELOPING A THEORY OF CHANGE.....                                  | 29 |
| 6.1.1. <i>Desired Change (preparatory stage)</i> .....  | 31 |
| 6.1.2. <i>Guidelines for the Development of a Rich Picture</i> .....                            | 31 |
| 6.1.3. <i>The Agents of Change</i> .....  | 32 |
| 6.1.4. <i>The Pathway of Change / and Operational Planning</i> .....                            | 32 |
| 6.1.5. <i>Change and Performance Indicators</i> .....   | 33 |
| 6.1.6. <i>The Monitoring, Learning and Accountability System</i> .....                          | 36 |
| <b>References</b> .....   | 37 |
| <b>Appendixes</b> .....   | 38 |
| SELF-ASSESSMENT 1: UNCONSCIOUS BIAS .....   | 38 |
| SELF-ASSESSMENT 2: GLOBAL READINESS INDEX .....   | 39 |
| EXERCISE 1: HOW WE VIEW DIFFERENCES .....   | 40 |
| EXERCISE 2: CULTURAL DIVERSITY AND EQUITY ISSUES IN THE WORKPLACE.....                          | 41 |
| EXERCISE 3: THEORY OF CHANGE PERSPECTIVE / FORMULATING THE DESIRED CHANGE.....                  | 42 |
| EXERCISE 4: THEORY OF CHANGE PERSPECTIVE / PERFORMANCE INDICATORS AND OPERATIONAL PLANNING..... | 43 |

## 1. Background and Scope

The existence of minorities in Albania is a reality to which substantial attention has been given for building good relationship with elements of diversity as part of our cultural heritage without significant presence of neither ethnic conflicts, nor racial or religious. In addition to the ethnic - national minority<sup>1</sup>, there exist another type of minority called ethno-linguistic in which the ‘Vlach’ and Roma minority belong to; de facto, there exist other communities in Albania as such Bosnian, Egyptian and Goran community.

The country’s Constitution (article 3) has enshrined the principle of equality before law, and non-discrimination, regardless to what relevance any individual belongs to (the majority or minority group or community).

In Albania, the legal framework for guaranteeing the respect of minority rights is well developed: initiating with the Constitution of the Republic of Albania, and follow up with international conventions and other internal laws (and legal acts), including among others: the Universal Declaration of Human Rights (United Nations, 1948), adopted in our country 1955, International Convention on Civil and Political rights (1966), ratified in 1991, International Convention on the Economic, Social and Cultural Rights, 1976 (1991), the European Convention on Human rights of the Council of Europe, and the Framework Convention of the Council of Europe for the protection of the national minorities<sup>2</sup>, the International Convention on the elimination of all forms of Discrimination against Women, 1980 (1996), the Convention on encouraging and protecting against unemployment (no.168 of ILO), 1988 (2006), the Convention against Discrimination in Education (1960), the Convention for the protection of children against sexual exploitation and abuse (the law no.10071/2009), etc.

Following the adoption and ratification of the international conventions, other laws (and legal acts) and policies are developed and adopted by the Governments of Albania after ‘90: the law for Ombudsman (8454/1999), law for the protection of personal data (9887/2008), law for the gender equity (9970/2008), election Code (2008), law for Legal Aid (10039/2008), law for protection against any form of discrimination (2010), Decision of Council of Ministers (DCM) on the establishment of the State Committee on Minorities, amended (2004), National Plan for Stabilization and Association Agreement, amended on the Rights and Protection of Minorities, amended (2006/2007), DCM for education in mother tongue of minority communities’ members (1994), National Strategy for improving living conditions of the Roma community, Roma Inclusion Decade and the National Action Plan (NAP), 2010 – 2015, the NAP for Integration of Roma and Egyptian Communities, 2016-2020, etc.

According to the official statistics<sup>3</sup>, in the country lived 8,301 Roma in 2011 (actually there are more Roma people); the result of the last census has been subject of disagreement between the representatives of political parties and civil society organization (associations) protecting exclusively the minorities’ rights.

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<sup>1</sup> Greek, Macedonian and Serbs-Montenegro community

<sup>2</sup> Law (8496 / 1999)

<sup>3</sup> Census 2011 ([www.instat.gov.al/al/census/](http://www.instat.gov.al/al/census/))

Despite the progress in developing of the legal framework in line with the principles of human, economic, social and political rights, the reality is less developed and Roma and Egyptians face multi-face challenges. They are the most vulnerable communities which are marginalized and socially excluded or segregated. The level of poverty is twice vs. the majority population.

Problems exist in civil registration, education, employment, healthcare, housing, and social protection. The rate of school's attendance for children aged 6 to 9 years old is 97% for the majority of population, Egyptian 93% but only 55% of Roma children. Drop out is rather rare before 10 years old (less than 3 %, and mainly for girls than for boys), but it is more significant at the beginning of lower secondary school. Drop out phenomenon is very notable: at 16 years old, 96% of the girls and only 68% of the boys have dropped out from school. The performance in school of Roma and Egyptian children is much lower compared to other pupils. In terms of advanced levels of education, the higher the level, the higher the identification of Roma achievers as Albanians.

There is a meaningful correlation between education and future employment. On average, 2% of the Albanians declare to be illiterate, 15% of the Egyptians and 48% of the Roma (46% for men and 53% for women). Despite the direct correlation between the two mentioned variables, there is another moderating variable which shows that the correlation is not the same for all the communities. For instance, educated Roma tend to be more unemployed than Albanians with similar diploma. The "residual gaps", i.e. the difference that remains when age, education and gender are controlled for, it can be interpreted as evidence of ethnic discrimination. A direct question on the experience of discrimination shows indeed that 46% of Roma declare having been discriminated in the last five years when looking for a job, and 24% at the work place. Other variables, like language, culture, and religion, are antecedents of ethnicity's perception that influences social identification and the amounts of social acceptance and inclusion.

In terms of housing, the gaps are evident. From these communities, people that live in precarious conditions (shelters, tents, shacks, barracks, etc.) are 15% Roma, 4% Egyptians, and 0.5% Albanians. Finally, the socio-economic status and the poor living conditions of the members of the two marginalized groups reflects also the health conditions, access to healthcare, and longevity.

## 2. Strategic and Public Policies: the relevance of strategic context

European Integration represents not only an opportunity for the country, but also a challenge in terms of delivering the remaining structural reforms that will be required for accession and for transition to a modern market economy as an EU member state. Albania has made substantial progress in adopting market-oriented and EU-compatible legislation and regulations, including public sector reforms, market liberalization and creating conditions that will permit a healthy private sector to develop. Some important challenges remain such as the judiciary reforming, establishing stronger public sector governance, enforcing property rights, strengthening competitiveness, and enhancing the productivity of labor markets.

## 2.1 The National Strategy for Development and Integration (NSDI) 2015-2020

The NSDI 2015-2020 provides the framework for actions at the national and sectorial level to promote 4 overarching objectives:

- ✓ Growth through fiscal stability and increased competitiveness,
- ✓ Sustainable growth through effective use of resources,
- ✓ Good governance, democracy and rule of law,
- ✓ Sustainable growth through effective use of resources.

The NSDI<sup>4</sup> priorities and objectives related to the social sector policies are focused on the following directions:

*(i) Improve social inclusion, access to basic services and opportunities for marginalized individuals and groups and persons with disabilities to generate income:*

- ✓ Introduce specialized programs that facilitate access to the labor market and increase job opportunities;
- ✓ Implement Social Business projects, especially in the poorest and disadvantaged areas;
- ✓ Provide specialized education and training programs;
- ✓ Provide opportunities for the pursuit of compulsory and secondary education (general and vocational), for those who have passed the age of compulsory education without completing it. Extend psychological services particularly to schools with Roma and Egyptian children and pupils at risk of dropout;
- ✓ Facilitate access to health services for vulnerable groups through ensured public health services; provide specific health care and information packages, and specific programs on access to the health system; provide support from social workers and adequate health services.

*(ii) Increase the efficiency of economic aid programs:*

- ✓ Increase the number of households that leave the economic aid program, as well as the average aid per household; Review parameters of economic aid programs;
- ✓ Develop the Management Information System for social protection schemes through the establishment and management of a national electronic registry;
- ✓ Strengthen the capacity of local and regional bodies in areas including management, monitoring and evaluation of the economic aid system.

*(iii) Establish integrated service systems at regional/local level according to the standards of care for all vulnerable groups:*

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<sup>4</sup> NSDI (<http://www.kryeministria.al/en/program/european-union-integration> )

- ✓ Improve national and local mechanisms to identify and assess the need for social care services according to standard operating procedures and align the Albanian legislation to the international and national documents;
- ✓ Establishing Integrated Information System at central and regional level, to identify, refer and address the problems and needs of social care services;
- ✓ Strengthen the capacity of local and regional bodies in areas that include the identification, management, monitoring and evaluation of the system of social services providers.

## 2.2 National Strategy for Employment and Skills Development (NSES D)

NSES D provides the framework for actions at the national level to promote quality jobs and skills opportunities for all Albanian women and men. The government's vision of the Employment and Skills Strategy<sup>5</sup> is inspired by the principal goal of Europe 2020 program: *“deliver smart, sustainable and inclusive growth and build a competitive economy in an inclusive society that is grounded on “higher skills and better jobs for all women and men”*. The overall goal of the strategy is to promote quality jobs and skills opportunities for all Albanian women and men throughout their lifecycle. This will be achieved through coherent and determined policy actions that simultaneously address labor demand, labor supply and social inclusion gaps. The Employment and Skills Strategy centers on four (4) strategic objectives:

- ✓ Foster decent job opportunities through effective labor market policies
- ✓ Offer quality vocational education and training to youth and adults
- ✓ Promote social and labor market inclusion
- ✓ Strengthen the governance of the labor market and qualification system.

The Albanian workforce needs to be competitive with the nations of the region and upon the EU membership one day in the future, citizens will have the opportunity to have access to the labor market of the Member States (MS). The skills and compatibility of qualification of Albanian workforce according to the EU requirements will be crucial for the accessibility on the external labor markets.

The NSES D emphasize other priorities and measures towards: increasing institutional capacity to design and manage evidence-based employment and training opportunities, ensure equity and inclusiveness of the labor market, enhance and enforce labor protection legislation, as well as ensure compliance with international standards on labor force and employment.

Progress towards the objectives set out in the National Strategy for Employment and Skills Development is measured using several indicators: (i) increased the employment ratio to population ratio to 50% (from 35.0% in 2012), (ii) reduced the share of informal employment in non-agriculture sector to 30% by 2002 from the 26.6% in 2012, not including the

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<sup>5</sup> Employment and Skills Strategy, Ministry of Welfare and Youth ([http://www.seecel.hr/UserDocsImages/Documents/EMP-SKILLS-STRATEGY\\_Albania.pdf](http://www.seecel.hr/UserDocsImages/Documents/EMP-SKILLS-STRATEGY_Albania.pdf))

subsistent food producers, (iii) reduce share of working poor and low paid workers from 59.0% to 50% in 2020, and (iv) reduce the youth unemployment rate to 30%, from the actual 40.3%, increase the amount of funds invested in active labor market measures (ALMM) to 0.021% of the GDP from the 0.016% in 2012, and other indicators.

Other priorities and indicators concern to improving the gender-sensitive monitoring and evaluation of employment measures, development of a sustainable and gender-sensitive system for monitoring and evaluation, impact evaluation of employment measures on sub-groups of female and male job-seekers, share of Roma population registered as unemployed in some labor market program from 3.5% to 7% in 2020.

### 2.3 The National Action Plan for Integration of Roma and Egyptians (2016-2020)

The NAP 2016-2020<sup>6</sup> demonstrated recognition on the part of the central administration of the importance of designing of measures and new activities for promoting the integration of Roma and Egyptian with special focus in reducing barriers that Roma and Egyptians face in accessing services, improve the living conditions through integration and promote intercultural dialogue. The previous strategic documents included: (i) National Strategy on improvement of living conditions for the Roma minority, and (ii) Decade for inclusion of Roma people, NAP 2010-2015.

The vision of the strategic document is: “Increasing access to public services through continually breaking barriers for Roma and Egyptians that would lead to better health conditions, education, increase of welfare through formal employment and subsequently full integration in the society”.

The measures of the NAP (2016-2020) are designed in six priority areas: civil registration, education and intercultural dialogue, employment and skills development, healthcare, housing and urban integration, and social protection. The protection of human rights, including of Roma, and anti-discrimination policies is one of five key priorities of the EU integration agenda for Albania.

The key principles of the NAP for Integration of Roma and Egyptians include: (i) promoting social inclusion, (ii) measures to respond to emergency situations, (iii) respecting differences between/and within these communities, (iv) ensuring the engagement of these communities in the design, implementation and monitoring of public policies, (v) fostering cooperation between stakeholders (the central/ and local government, CSOs, and communities). The strategic document includes high level indicators at the objectives’ level and on the measures’ levels.

#### 2.3.1 *Equal access to civil registration and justice*

There are two main objectives of the first policy area ‘*Equal access to civil registration and justice*’: (i) to provide legal aid for the reflection of data in real time in the Civil Register, and

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<sup>6</sup> NAP for Integration of Roma and Egyptians adopted in Dec-2015 (<http://www.al.undp.org/content/albania/en/home/library/poverty/national-action-plan-for-integration-of-roma-and-egyptians-in-th.html> )



(ii) to strengthen the capacities for identification of Roma and Egyptians at risk of trafficking and refer, protect and re-integrate the trafficked cases.

The overall quality of the implementation of the measures linked to the first policy area of the interventions will be assessed by looking at the two objective indicators by 2020: (1) 100% of Roma and Egyptians will have full access in the civil registry services, (2) 100% of the members of the community will be informed on the forms of human trafficking, assisted and protected in cases of the trafficking. There are defined many other measurable indicators at the level of the measures.

The measures designed under this policy area include: assistance for obtaining documents for children born abroad/and inside or outside health institutions, reporting unregistered cases, reimbursement of the community members for the documents' legalization, making operation regional legal aid and improve access to these services, building capacities of civil registrars on following cases of civil registration and transfer of residence, free court-psychologist services to Roma and Egyptians in judicial proceedings, no payments (reimbursements) for DNA tests, improve standards of procedures (SOP) for the main institutions and structures responsible for child protection, and to help vulnerable children, capacity building for multidisciplinary teams in handling trafficking cases in compliance to the SOP, ensure disaggregated data, and setting up reception offices at the cross-border points (CBPs).

### *2.3.2 Education and Promoting Intercultural Dialogue*

The second policy area of the Action Plan for the integration of Roma and Egyptians is the '*Education and Promoting Intercultural Dialogue*'. The strategic goal of this policy area is to having full access and inclusion in qualitative education without being subject to discrimination and segregation.

There are four main objectives for this policy area: (i) more Roma and Egyptians boys and girls complete all levels of education, and (ii) intercultural dialogue promoted through school-based community development, (iii) to strengthen the cooperation of school with social services, in order to address the cases of Roma and Egyptians children with socio-economic problems, (iv) to value and promote the recognition of the Roma and Egyptians identities as an integral part of Albanian cultural heritage.

The overall quality of the implementation of the measures linked to the second policy area of the interventions will be assessed by looking at two objective indicators by 2020: (1) 70% more boys and girls (Roma and Egyptians) manage to complete all levels of educations and 100% complete pre-school education, (2) 100% of the education institutions attended by Roma and Egyptians children promote intercultural dialogue and mutual understanding through school based community development, (3) 100% of community children with socio-economic problems will be supported by the social services due to the coordination with community education institutions.

The measures designed under this second policy area include among others: (i) enrolling all Roma and Egyptians in pre-school and compulsory education, (ii) excluding families from

financial guarantees/food allowances for children attending pre-school institutions, (iii) increasing number of Roma and Egyptians working as educators and teachers in pre-schools institutions and compulsory education, appointing teachers of final-year students for Roma and Egyptians students in vocational schools, (iv) free text books for the compulsory school/ and secondary education, free cost transportation whose schools is over 2km (including less than 2 km), (v) granting scholarship to Roma and Egyptians students attending high-school and university education (full scholarship for the bachelor and half for the master program), piloting a system of school canteens (free meals) for students/teachers in social needs with schools with larger numbers of Roma and Egyptians.

Other measures include: (vi) provide university quotas, enhancing training curriculum for teachers on management of multicultural classes, (vii) promotion of tolerance and equity, (viii) improving the efficiency of the second chance Program as a transitory system to mainstream education, organizing intercultural extracurricular activities for raising awareness about the Roma and Egyptians identities, preventing and dealing with segregated schools, (ix) identifying and enrolling children through multi-sectorial working groups (schools, health care, police, social administrators), (x) referring families of children who drop out or are at risk for abandoning compulsory education to social protection services, (xi) translating and publishing Roma literature in Albanian language and vice versa, including the community history, handicrafts in tourisms guides, support for activities organized by Roma and Egyptians organization, recruiting Roma and Egyptians experts in regional and central institutions of the Ministry of Culture.

### *2.3.3 Employment and Vocational Education and Training*

The third policy area of the National Action Plan for the integration of Roma and Egyptians is '*Employment and Vocational Education and Training*'. The strategic goal of this policy area is to provide equal opportunities for formal employment for Roma and Egyptians.

There are three main objectives of the third policy area: (i) to integrate these communities in the labor market through VET and active employment programs, (ii) to promote (social) entrepreneurship and self-employment, (iii) capacity building of the NES and VET system for the integration of Roma and Egyptians in the labor market.

The overall quality of the implementation of the measures linked to the employment and VET area of the interventions will be assessed by looking at two objective measurable indicators by 2020: (1) 80% more Roma and Egyptians participating in VET and active employment programs will be integrated in the labor market, (2) 300 representatives of Roma and Egyptians will be self-employed or into the (social) entrepreneurship.

The measures designed under this third policy area include among others: (i) setting up quotas supporting the participation of Roma and Egyptians in employment promotion programs (EPP), doing community work (EPP), (ii) no cost associated with participation of the persons from these communities in the public vocational trainings for skills (professions) highly in demand in the labor market, (iii) piloting a standard career counselling program in

four pilot areas (iv) decision adopted to continue the economic aid for the communities' members registered in the employment promotion programs until they find a permanent job.

Other measures include: (v) capacity building NES/and VET on good practices for the integration of Roma and Egyptians jobseekers in the labor market/entrepreneurs, information materials on protection from the discrimination, employing qualified Roma and Egyptians as career advisors or instructors at the NES/VET system, (vi) revising the existing code of ethics for VET/NES ensuring compliance with the principle of cultural diversity, non-discrimination, (vii) setting up annual targets for the employment in the public services, and a young Professionals Program, (viii) support through grants for social enterprise, equipping outdoor market spaces (for goods sale)/or grants to farmers (ix) advocacy with LGUs representatives to reduce local taxes by 30% for business established by the communities' members, (x) support services/grants for the start-up of business/or self-employed entering into the formal economy.

#### *2.3.4 Health*

The fourth policy area of the National Action Plan is '*Health*'. The strategic goal of this policy area is to ensure accessible, affordable and equitable healthcare services to Roma and Egyptians.

The main objectives of this policy area are: (i) to increase the number of Roma and Egyptians using the mainstream healthcare services (ii) to improve healthcare information and promotion on the available healthcare services.

The overall quality of the implementation of the measures linked to the health area of the interventions will be assessed by looking at two objective measurable indicators by 2020: (1) 100% of Roma and Egyptians will be able to use the healthcare services, (2) all community members will have complete information related to the health issues.

The measures designed under this policy area include: (i) ensuring regular staffing and services at health clinics prioritizing those situated near Roma and Egyptians settlements (ii) building new healthcare centers, (iii) employing qualified Roma and Egyptians healthcare personnel and support staff, (iv) training for the healthcare personnel on equitable services provision to people living on the street (v) creating the position of health mediator and volunteers for health services aiming to increase equal access to the services, (vi) setting up quotas and scholarship for medical and nursing students, (vii) providing free services for the community members who do not have health insurance/or are not registered as unemployed jobseekers.

#### *2.3.5 Housing and Urban Integration*

The fifth policy area of the National Action Plan is '*Housing and Urban Integration*'. The strategic goal of this policy area is to improve housing conditions for Roma and Egyptians.

There are two objectives of this policy area: (i) to improve mechanisms for facilitating legalization procedures (ii) more communities' members included in the housing programs.

The overall quality of the implementation of the measures linked to the health area of the interventions will be assessed by looking at two objective measurable indicators by 2020: (1) 80% of Roma and Egyptians initiating legalization procedures will have successfully completed them, (2) 1,500 Roma and Egyptians families will be included in the housing programs.

The measures designed under this fifth policy area include: (i) providing legal aid in court cases on the legalization procedures, pilot projects on urbanization/integration of informal areas, (ii) assistance to LGUs for mapping out informal settlements which do not conflict with the regulatory plans, (iii) assistance to members who are not able to pay the social house rent and those entitled to receive subsidized loan, (iv) capacity building for local officials on the preparation of housing project proposals, (v), informing LGUs and providing assistance on the MUD programs and drafting/submitting applications 'On the improvement of living conditions of Roma/and Egyptians' (vi) reconstruction of Roma/Egyptians dwellings, (vii) improve alternative criteria which would allow Roma and Egyptians better access to social housing programs

### *2.3.6 Social Protection*

The area of the Social Protection is the sixth policy area of the National Action Plan for the Integration of Roma and Egyptians. The strategic goal of this policy area is to increase access to social protection programs for Roma and Egyptian community members.

There are three main objectives of this policy area: (i) to improve inclusion to social protection programs (ii) to promote/prepare reintegration programs focusing on strengthening the family and reintegration at work, (iii) integrate families staying at the Emergency Transitory Centre into society.

The measures designed under this policy policy area include: (i) upgrading functions/tasks of the social administrator to facilitate the access to social protection, (ii) Establishing mobile teams at the LGUs by the social administrator with the participation of Roma/Egyptians in order to link eligible legal aid beneficiaries with services, including the social administrator and the child protection unit in the multidisciplinary teams (iii) raising awareness of the Roma and Egyptians at risks of human trafficking, and services available for reintegration and preventing discrimination, (iv) provision of social pension of community members over 70 years old<sup>7</sup> (v) families benefit additional amount from the Economic Aid (EA), whose children attend regularly (vi) setting up an electronic system for referring data on child protection, (vii) establishing community centers of *integrated social care services* in the most disadvantaged areas.

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<sup>7</sup> Law no 104/2014 and DCM no.927

Other important measures as part of the sixth policy area include: (vii) enhancement training curricula for social administrators with SOP for EA, employment scheme and reintegration, VE, anti-trafficking, (viii) supporting families with EA with referral to other services to employment promotion programs, VET, housing, civil registration, education and healthcare, (ix) Electronic data base established at the social services enabling referral of self-declared Roma/Egyptians to social, VET, and employment services, (x) Referring Roma/Egyptians benefitting from EA to reintegration programs (community work, handicraft, etc).

An important part of this NAP is its monitoring. The institutional responsibilities for monitoring the progress in the implementation of the NAP are defined, and the MSWY is the main-line Ministry with the overall responsibility along with other line Ministries and local government such as Ministry of Interior, Ministry of Education, Ministry of Health, Ministry of Urban Development.

For the above reasons, Economic and Social Empowerment for Roma and Egyptians - a booster for social inclusion (ESERE) project (funded by the EU and implemented by the UNDP in partnership with the Ministry of Social Welfare and Youth) - aims to improve the social inclusion of Roma and Egyptian communities with focus in the municipalities of Tirana, Durrës, Shkodra and Berat. ESERE project has four main objectives: (1) Increased employment opportunities and skills development opportunities for Roma and Egyptian by reducing the employment gap between these communities and the majority of the population, (2) Community Led Local Development (CLLD) for R&E inclusion at the local level, (3) Improved access of Roma and Egyptian to basic services, and (4) The National Action Plan for Roma and Egyptian Integration (2016-2020), supported for implementation, monitoring and evaluation at the national, regional and local level.

#### 2.4 Local Governance and Decentralization Reform (2015-2020)

The new Decentralization reform (2015) granted to the newly established Municipalities (61 in total) additional power and responsibilities. These functions can be seen in two dimensions: administrative and fiscal. Theoretically, these dimensions give to the local government's discretionary power.

The government of Albania has started the decentralization reform<sup>8</sup> with the approval of the Cross-cutting Strategy for Decentralization 2014-2020. This strategy presents the government's vision for strengthening local democracy and the progress of the decentralization process according to advanced European standards. Based on the strategy the government has also endorsed the new law no. 139/2015 "On local self-government", which gives to the local government new exclusive functions. Among the functions transferred is social services function where several social centers will be managed by the municipalities.

The functions transferred to the local government will require increased management, administrative and technical capacities in order to support their implementation with required finances, ensure standards in the service delivery, capacity building of the managers and

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<sup>8</sup> Source: Cross-cutting Strategy for Decentralization and Local Governance (<http://www.ceshtjetvendore.gov.al/>)

public officials, develop regulatory framework, support the definition of the competencies and responsibilities between the actors engaged (both at the central and local government), and improve intergovernmental communication and collaboration.

## 2.5 Cross cutting Strategy for Public Administration Reform (2015-2020)

Public Administration Reform<sup>9</sup> (PAR) initiated with the adoption of the Civil Service Law (1999, 2013) has contributed to a varying degree in the development of a professional, merit base service in Albania. However, in the process of implementation, certain problems regarding legislation and implementation capacities, political interference have been apparent. As Sigma quoted.....” Albania has not made real progress in furthering the professionalism of its civil service or public employment in general”.

The improvement of the accessibility, effectiveness and the quality of service delivery to the Albanian citizens in general and to the marginalized group, including Roma and Egyptian communities, cannot be realized without modernization of the services and parallel extension of the professional and technical capacities of the public officials, modernization of the governance, and improving ICT infrastructure.

The vision of the strategy for PAR, 2015-2020, is ‘Development of public administration, which provides high quality services for citizens and business in a transparent, effective and efficient way through the use of modern technologies and innovative services and, that complies with the requirements of European Integration through impartial, professional and accountable civil servants’.

The strategic objectives of the Cross-cutting Strategy for PAR focus on:

- ✓ To enhance the strategic planning, policy and legislative monitoring, reporting and evaluation system, which transforms the government priorities into concrete actions, increase transparency to government strategic documents and their monitoring,
- ✓ Increase the quality of services provide to the public and faster alignment with the standards and requirements of the EU through the use of innovative tools and one-stop-shops, improving the way of the functioning and organization of public administration through strengthening the institutional structures.
- ✓ Build capacities of the institutions in order to implement in a unified manner the new legislation on civil service and improve human resource management, review and increase the wage system based on a prior evaluation of job positions, annual performance assessment and expected outcomes.
- ✓ Review and streamline the procedures for the improved provision of services to the public and their simplification, including ICT solutions and taking into account the new Administrative Procedures Code, visa-visa enhancement of the accountability of public officials when performing their functions/and tasks.

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<sup>9</sup> Source: [dap.gov.al/images/DokumentaStrategjik/PAR\\_Strategy\\_2015-2020\\_English.pdf](http://dap.gov.al/images/DokumentaStrategjik/PAR_Strategy_2015-2020_English.pdf)



### 3. Instructional Analysis: Needs and Skills Analysis

Regarding the third objective of ESERE Project (i.e. improving access of Roma and Egyptian to basic services), it deals with procedures, models, tools and guidelines established and made operational, based on the Integrated Approach and a Behavioral Change Model (ESERE-BCM) to support better access of Roma and Egyptian communities to basic equitable, inclusive and decentralized services and to foster a tolerant and inclusive society in Albania. The aim is to raise awareness, change the attitudes and competences of public servants at local and national level to be more effective in providing programs and quality public services towards Roma and Egyptian communities, so their needs are understood and fulfilled at all levels.

If the core model (ESERE-BCM) is more targeted toward future trainers/coaches, aiming to educate and coach the future educators (i.e. future trainers or coaches), the training curricula that is associated to the model aims to improve specific skills of the large audience of public servants. The training curriculum will encourage positive changes in attitudes and practices of public servant at national and local level to have a friendlier approach by taking account of intercultural diversity and human rights, in order to engage more effectively when developing policies and implementing strategies for Roma and Egyptian communities. Thus, given the present needs – as well as what have been discovered during the desk review phase through interviews, surveys, literature review, etc. – communication skills, leadership skills, emotional intelligence, awareness about national strategic plans of social inclusion, multiculturalism and diversity, ethics in the workplace, and legal issues, are some of the curricula's elements on which this training manual is based to fulfill the professional gaps of public servant.

### 4. Training curriculum: the modules

This training curriculum is foreseen into two main modules:

Module 1: Developing Diversity awareness and inclusion

Module 2: Developing the Behavioral Change

The main purpose of this curriculum is improving the technical, professional and administrative capacity of the civil servants of the central and local public administration, and other public employees, including also other people who could be outside the public administration. The overall goal of the curriculum and trainings is to facilitate change behavior of public officials aiming to stimulate and increase the access of Roma and Egyptian community to public services. Specific objectives are: (1) increase level of awareness of public servants about diversity issues and inclusion – by showing how diversity is related with topics such as: culture, perceptions, inclusiveness and leadership – and to stimulate behavior and attitude change through experiential learning, (2) know-how to apply a process of theory of change in social processes, capacity building in social planning (operationalization).

The curriculum contribute on creation to some extent of expertise at the introductory / and medium term level on the concerned topics, as above listed, (2) support career development

either within the public administration or in another context (outside the public administration), and (3) enable the management skills and leadership. Consequently,

## 5. Module 1: Developing Diversity awareness and inclusion

### 5.1 What is Diversity?

#### 5.1.1 Starting with a story...

##### A Story about Diversity: The Giraffe and the Elephant<sup>10</sup>

In a small suburban community, a giraffe had a new home built to his family's specifications. It was a wonderful house Home of the Year Award. The home's owners were very proud. One day the giraffe, working in his state-of-the-art wood shop in the basement, happened to look out of the window. Coming down the street was an elephant.

"I know him," he thought. "We worked together on a PTA committee. He's an excellent woodworker, too. I think I'll ask him in to see my new shop. Maybe we can even work on some projects."

So the giraffe poked his head out the window and invited the elephant in. The elephant was delighted; he had liked working with the giraffe and looked forward to knowing him better. Besides, he knew about the wood shop and wanted to see it. So he walked up to the basement door and waited for it to open. "Come in; come in," the giraffe said. But immediately they encountered a problem. While the elephant could get his head in the door, he could go no farther. "It's a good thing we made this door expandable to accommodate my wood shop equipment," the giraffe said. "Give me a minute while I take care of our problem." He removed some bolts and panels to let the elephant in.

The two acquaintances were happily exchanging woodworking stories when the giraffe's wife leaned her head down the basement stairs and called her husband: "Telephone, dear; it's your boss." "I'd better take that upstairs in the den," the giraffe told the elephant. "Please make yourself at home; this may take a while."

The elephant looked around, saw a half-finished piece of work on the lathe table in the far corner, and decided to explore it further. As he moved through the doorway that led to the shop, he heard an ominous scrunch. He backed out, scratching his head. "Maybe I'll join the giraffe upstairs," he thought. But as he started up the stairs, he heard stairs begin to crack. He jumped off and fell back against the wall. It too began to crumble. As he sat there disheveled and dismayed, the giraffe came down the stairs.

"What on earth is happening here?" the giraffe asked in amazement. "I was trying to make myself at home," the elephant said. The giraffe looked around. "Okay, I see the problem. The doorway is too narrow. We'll have to make you smaller. There's an aerobics studio near here. If you'd take some classes there, we could get you down to size." "Maybe," the elephant said, not looking very convinced. "And the stairs are too weak to carry your weight," the giraffe

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<sup>10</sup> Taken from Thomas, R. R., & Woodruff, M. I. (1999). Building a house for diversity. *New York: AMACOM*.



continued. “If you took a ballet class at night, I’m sure we could get you light on your feet. I really hope you’ll do it. I like having you here.” “Perhaps,” the elephant said. “But to tell you the truth, I’m not sure a house designed for a giraffe will ever really work for an elephant, not unless there are some major changes.” (Thomas & Woodruff, 1999, p. 2-3).

### *5.1.2 Defining diversity*

In the context of relationships, the term “diversity” refers to the mosaic of people who bring a variety of backgrounds, styles, perspectives, values and beliefs as assets to the groups and organizations with which they interact. There are multiple dimensions of diversity which may be more or less significant in the relationships, such as: gender, age, culture, ethnicity, regional culture, sexual orientation, mental and physical abilities, education, religion, language, literacy, work experience, functional role and status, economic status, family status, career roles, geographic location, work style, communication style, learning style, thinking style, management style, personality, ideology, profession, industry, etc. These can be categorized as in figure 1.

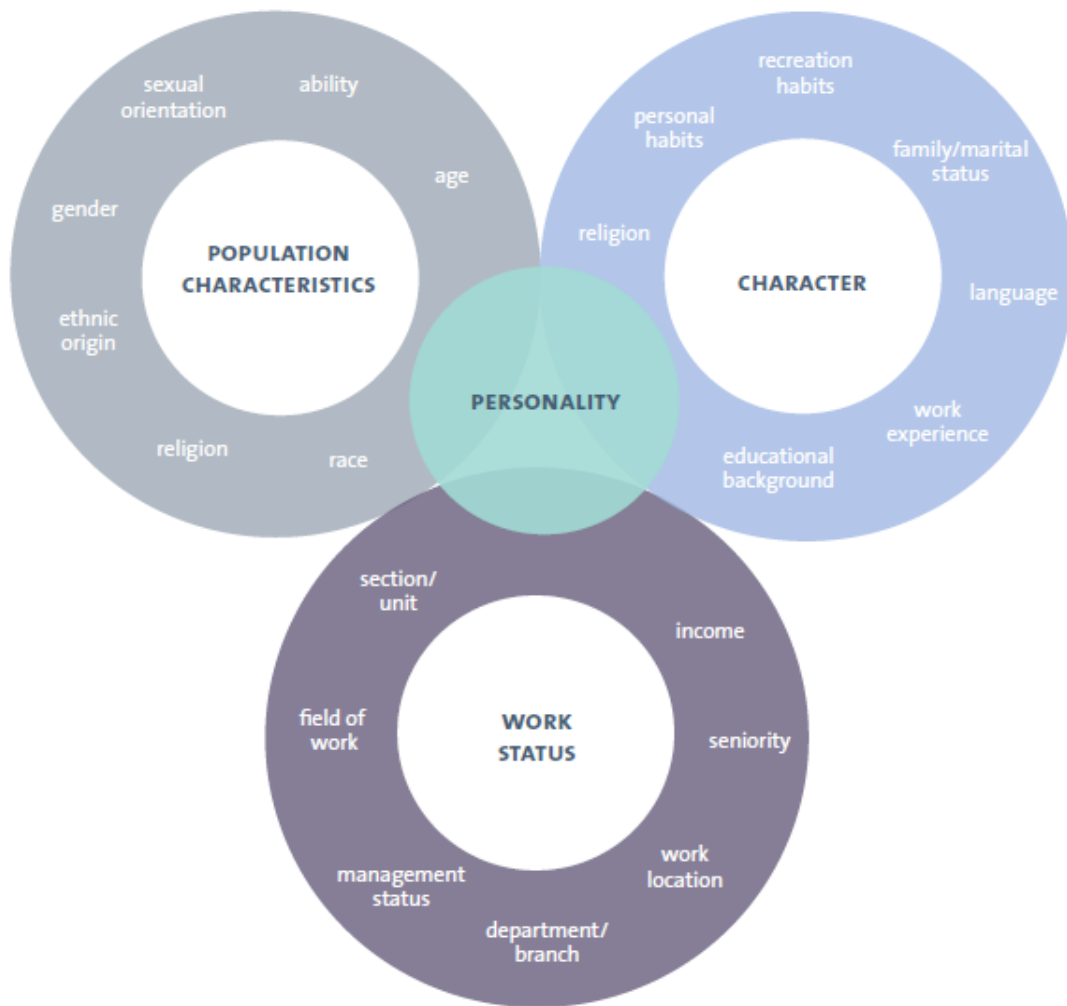
What is the most important thing here to be mentioned is that diversity means more variety rather than just difference. It is a perceptual distortion to see diversity as only difference between people. Diversity is a variety of characteristics that include similarities, differences, and complementarity (figure 2).

When we approach to somebody or some situation what happens is only 10%, the rest is a cycle of reactions. This is the principle that Stephen Covey defines as 10/90. According to the above scheme, everybody has three possibilities of codifying diversity, but in order to increase the diversity awareness we need to see the big picture and to define all the components of the variety (i.e. diversity). However, sometimes our reactions are unplanned but automatic, implicit, and unconscious. For checking your implicit reactions try in appendix the Self-assessment 1: “Unconscious Bias”. Another interesting insight can be acquired by performing the Exercise 1: “How We View Differences” (see appendix).

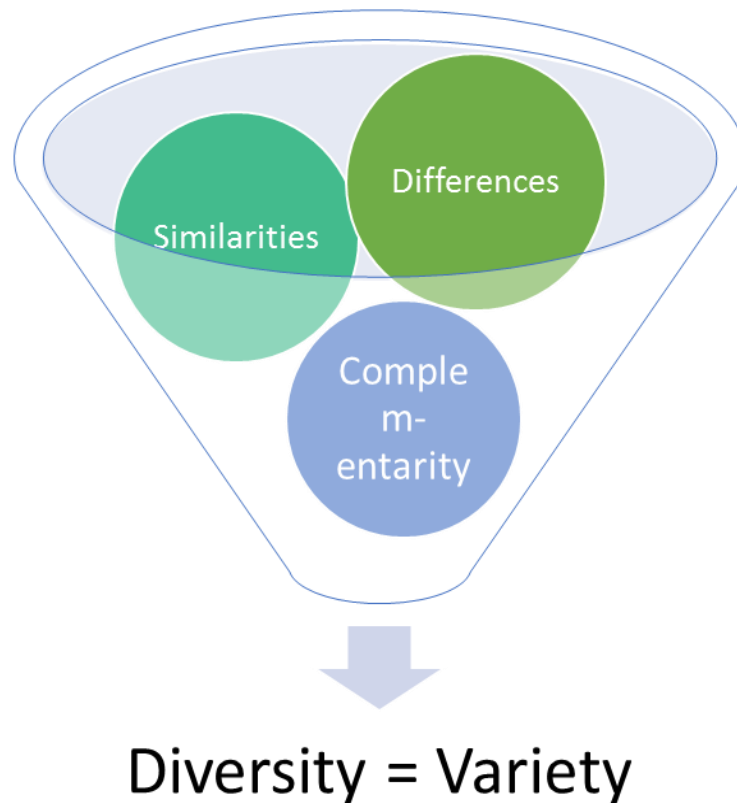
People’s personalities can be different, but because of the difference we can give dynamism to the situation and achieve high results.

Since the personality is essentially defined by the DNA code, and since the DNA is something unique in the world for each one of us, then it is more advantageous to find the uniqueness of people and to capitalize on it.

**Figure 1: Diversity categories and elements**



**Figure 2:** Diversity as variety



### 5.1.3 Diversity and perception

*“Everything we hear is an opinion, not a fact.  
Everything we see is a perspective, not the truth.”*

Marcus Aurelius

Diversity is not how people really are, but how we perceive them. It is a subjective reaction to what we call different and/or similar and/or complementary.

By definition, the perception is a process by which people select, organize, interpret, retrieve, and respond to information from the world around them (Uhl-Bien, Schermerhorn, & Osborn, 2015).

This process occurs by considering three influencing factors: perceiver, setting, and perceived subject. The perceiver perceives based on his own experience, needs/motives, values and attitudes. The setting depends on the physical, social, or organizational context. The perceived individual is influenced by all the dimensions on figure one that have as outcomes the similarity, differences, and complementarities.

### *Common perceptual distortions:*

Stereotype: Assigns attributes to an individual that are commonly associated with a group; individual differences are obscured. For example, all Roma are lazy people and don't want to work in public administration.

Halo effects: Occur when one attribute of a person or situation is used to develop an overall impression of the individual or situation; i.e. the part shades the whole. For example, if a public servant is very efficient for solving bureaucratic problems for particular groups (e.g. relatives, white people, etc.), then the halo effect allows people to assume that he can serve everyone with equal proficiency (which can be not verified in cases where the public servant possesses discriminatory thoughts).

Selective perception: The tendency to single out for attention those aspects of a situation, person, or object that are consistent with one's needs, values, or attitudes. For example, a teacher that pays more (positive) attention to exam papers of students that come from the majority population and less to the minorities. This example shows also how selective perception implies a direct discrimination.

Projection: The assignment of one's personal attributes to other individuals. For example, if a public servant is nervous while is serving a person from the minority population with a different culture or ethnicity, and if he/she accuses the citizen that is asking for some information for being rude and arrogant, then it means that is projecting/assigning his own feelings to the customer/citizen. As Carl Jung said: "We always see our un-avowed mistakes in our opponent".

## 5.2 Cultural Diversity and Inclusion

Despite the efforts of anthropologists to moderate the emphasis of racial thinking by considering it as incorrect (Lieberman et al., 1989), still racial terms and categories exists and are especially related with ethnic origin (Lieberman & Jackson, 1995). This perception is even in contradiction with data that come from genetic studies. Therefore, it is a mistake to label groups under a single racial label, because always group members have a hybrid DNA (Keita and Kittles, 1997). As an ulterior support, recently, through the initiative of Momondo "Let's Open Our World: the DNA Journey"<sup>11</sup>, researchers discovered by a simple DNA test that there was not any participant belonging to a "pure race". Anyone of them had a hybrid DNA, with different roots, from different countries and cultures.

Two of the main marginalized groups in Albania are for example Egyptians and Roma. But are Albanians so much different from Roma and Egyptians? A study based on Hofstede's cultural dimensions shows that national cultural dimensions between Albania, India (which is the old origin of Roma), and Egypt are very similar to each other as shown also in figure 3<sup>(12)</sup>.

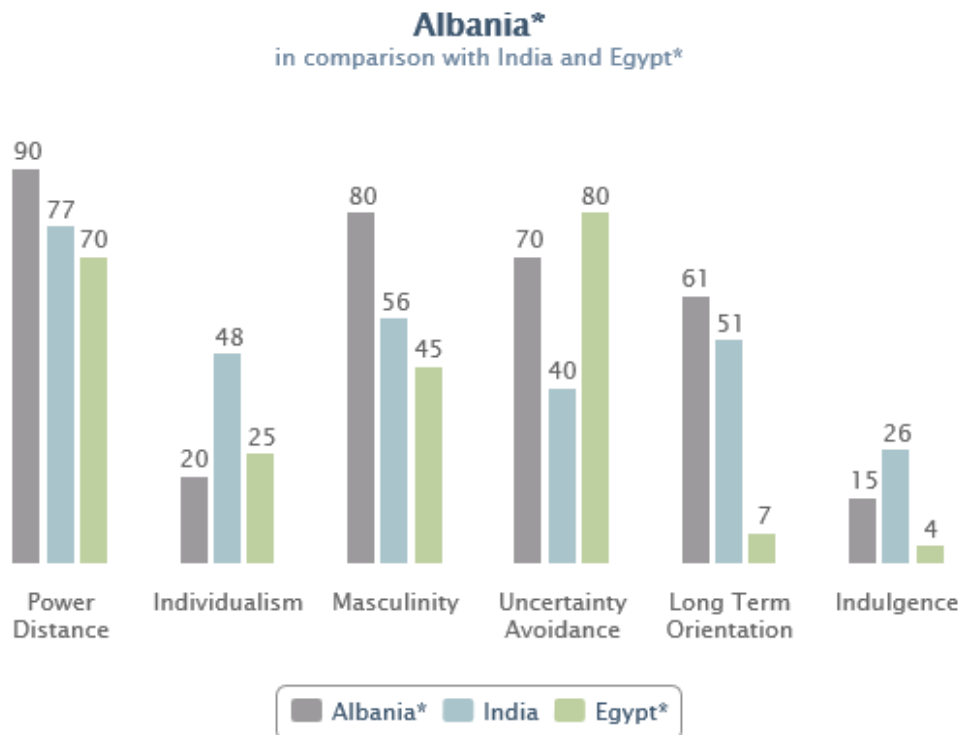
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<sup>11</sup><http://www.momondo.com/letsopenourworld/> ; <https://www.youtube.com/watch?v=tyaEQEmt5ls>

<sup>12</sup> <https://geert-hofstede.com/albania.html>

**Figure 3:** Cultural comparison between Albania and Egypt

**Source:** <https://geert-hofstede.com/albania.html>



By analyzing figure 3, we can describe Albania and derive consequently the difference with India and Egypt.

So, what about Albania?

If we explore Albania's culture through the lens of the 6-D Model©, we can get a good overview of the deep drivers of Albania's culture relative to other world cultures, that are on the other hand very similar to India and Egypt.

#### *Power Distance*

This dimension deals with the fact that all individuals in societies are not equal – it expresses the attitude of the culture towards these inequalities amongst us. Power Distance is defined as the extent to which the less powerful members of institutions and organizations within a country expect and accept that power is distributed unequally.

With a very high score of 90, Albania is a hierarchical society. This means that people accept a hierarchical order in which everybody has a place and which needs no further justification. Hierarchy in an organization is seen as reflecting inherent inequalities, centralization is popular, subordinates expect to be told what to do and the ideal boss is a benevolent autocrat.

#### *Individualism*

The fundamental issue addressed by this dimension is the degree of interdependence a society maintains among its members. It has to do with whether people's self-image is defined in terms of "I" or "We". In Individualist societies people are supposed to look after themselves

and their direct family only. In Collectivist societies, people belong to 'in groups' that take care of them in exchange for loyalty.

Albania's very low score of 20 indicates that it is a collectivistic society. This is evident in a close, long-term commitment to the member 'group', be that a family, extended family, or extended relationships. Loyalty in a collectivist culture is paramount and overrides most other societal rules and regulations. The society fosters strong relationships where everyone takes responsibility for fellow members of their group. In collectivist societies: offence leads to shame and the loss of face, employer/employee relationships are perceived in moral terms (like a family link), hiring and promotion decisions take account of the employee's in-group and management is the management of groups.

### *Masculinity*

A high score (Masculine) on this dimension indicates that the society will be driven by competition, achievement and success, with success being defined by the winner / best in field – a value system that starts in school and continues throughout organizational life.

A low score (Feminine) on the dimension means that the dominant values in society are caring for others and quality of life. A Feminine society is one where quality of life is the sign of success and standing out from the crowd is not admirable. The fundamental issue here is what motivates people, wanting to be the best (Masculine) or liking what you do (Feminine).

By receiving a very high score of 80 in this dimension, it is clear that Albania can be considered a "Masculine" society. Behavior in school, work, and play are based on the shared values that people should "strive to be the best they can be" and that "the winner takes all". They are proud of their successes and achievements in life, and these offer a basis for hiring and promotion decisions in the workplace. Conflicts are resolved at the individual level and the goal is to win.

### *Uncertainty Avoidance*

This dimension, Uncertainty Avoidance, has to do with the way that a society deals with the fact that the future can never be known: should we try to control the future or just let it happen? This ambiguity brings anxiety with it, and different cultures have learnt to deal with this anxiety in different ways. The extent to which the members of a culture feel threatened by ambiguous or unknown situations and have created beliefs and institutions that try to avoid these is reflected in the score on Uncertainty Avoidance.

Albania, with a high score of 70, has a preference for avoiding uncertainty. Countries exhibiting high Uncertainty Avoidance maintain rigid codes of belief and behavior and are intolerant of unorthodox behavior and ideas. In these cultures, there is an emotional need for rules (even if the rules never seem to work) time is money, people have an inner urge to be busy and work hard, precision and punctuality are the norm, innovation may be resisted, security is an important element in individual motivation. Decisions are taken after careful analysis of all available information.

### *Long Term Orientation*

This dimension describes how every society has to maintain some links with its own past while dealing with the challenges of the present and future, and societies priorities these two existential goals differently. Normative societies, which score low on this dimension, for example, prefer to maintain time-honored traditions and norms while viewing societal change with suspicion. Those with a culture which scores high, on the other hand, take a more pragmatic approach: they encourage thrift and efforts in modern education as a way to prepare for the future.

With a score of 61, Albania is clearly pragmatic in nature. In societies with a pragmatic orientation, people believe that truth depends very much on the situation, context and time. They show an ability to easily adapt traditions to changed conditions, a strong propensity to save and invest, thriftiness and perseverance in achieving results.

### *Indulgence*

One challenge that confronts humanity, now and in the past, is the degree to which small children are socialized. Without socialization, we do not become “humans”. This dimension is defined as the extent to which people try to control their desires and impulses, based on the way they were raised. A tendency toward a relatively weak control over their impulses is called “Indulgence”, whereas a relatively strong control over their urges is called “Restraint”. Cultures can be described as Indulgent or Restrained.

The very low score of 15 indicates that Albanian culture is one of Restraint. Societies with a low score in this dimension have a tendency to cynicism and pessimism. Also, in contrast to Indulgent societies, restrained societies do not put much emphasis on leisure time and control the gratification of their desires. People with this orientation have the perception that their actions are, or should be, Restrained by social norms and feel that indulging them is somewhat wrong.

The cultural dimensions and country comparisons are very important nowadays, because the marketplace is populated by global organizations. Nonetheless, even in the national organizations and the public administration we can face working situations by dealing with people that might be different in terms of race, language, ethnicity, etc. For increasing the personal awareness, now, check your global orientation in terms of mind-set, knowledge, and work skills by fulfilling in appendix the Self-assessment 2: “Global Readiness Index”.

#### *5.2.1 Diversity and inclusion*

The inclusive mindset of an organization must be relied principally on three elements: equal employment opportunity, affirmative action, and diversity & inclusion (figure 4).

**Figure 4: Organizational Inclusion**

| <b>Equal Employment Opportunity</b>                              | <b>Affirmative Action</b>   | <b>Diversity &amp; Inclusion</b>                                  |
|--|---|---|
| The enforcement of statutes to prevent employment discrimination | The effort to achieve parity in the workforce through outreach and eliminating barriers in hiring | Leveraging differences in the workforce to achieve better results |

Furthermore, the organizational inclusion philosophy is based on:

- ✓ equity of practices (extent to which the organization provides fair and equitable treatment to all employees and groups)
- ✓ open organizational culture (extent to which culture avoids assimilationist strategies and is open to learning from different and non-traditional sources)
- ✓ voice and participation (extent to which the organization draws upon diverse sources of knowledge and experience for planning and operations)

Why to aim a diverse and inclusive workforce? What are the benefits?

- ✓ Improved understanding of those you work for, with, and around.
- ✓ Creates a work environment that allows everyone to reach their full potential.
- ✓ Provides multiple perspectives on problem solving.
- ✓ Better performance outcomes.
- ✓ Increases employee productivity.
- ✓ Increased retention rates.
- ✓ Boosts employee morale.
- ✓ Improved customer relations.
- ✓ Reduces complaints and grievances.
- ✓ It's the right thing to do!

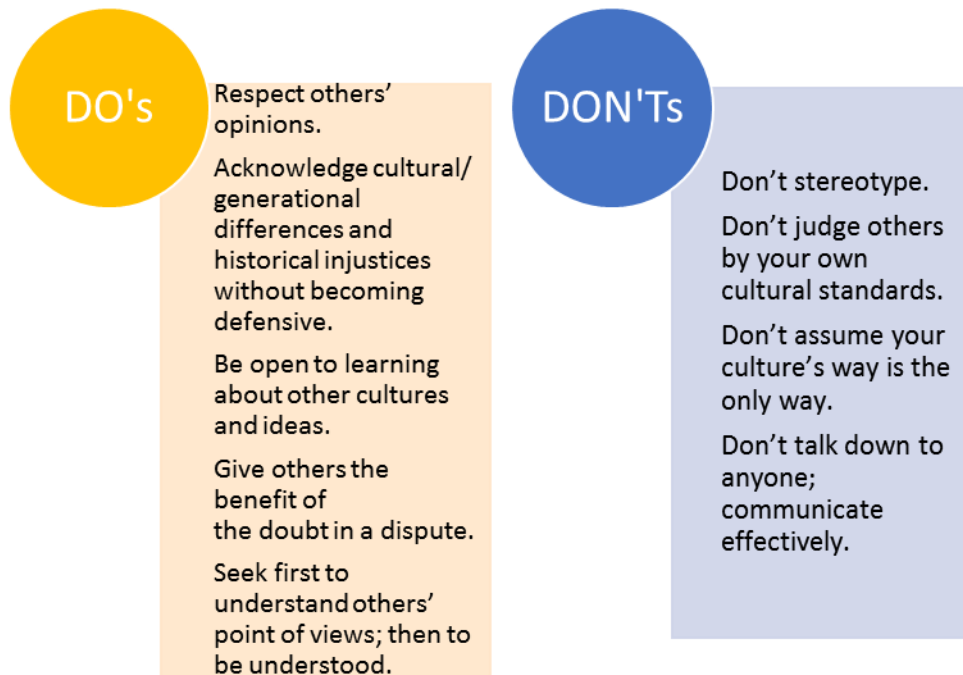
How to develop a cultural competence?

Cultural Competence is the ability to respond effectively and appropriately to different cultural/generational contexts in the workplace.

- ✓ Acknowledge and accept differences in cognitive, behavioral, philosophical, social, and communicative styles that arise from different cultural generational contexts.
- ✓ Seek to understand; ask for clarification or reasons for the behavior
- ✓ Communicate policies, procedures clearly to employees if you are a manager



**Figure 5:** The do's and don'ts of cultural competence



How can diversity and inclusion be promoted in the workplace?

- ✓ Lead employees by example; respect people and differences in the workplace.
- ✓ Create a welcoming, inclusive environment in which to conduct business.
- ✓ Incorporate diversity in policies, strategic plans, and operational procedures.
- ✓ Learn and practice early conflict resolution strategies.
- ✓ Practice regular, effective, and open communication; empower your employees; requires trust.
- ✓ Demonstrate executive commitment to diversity on an ongoing and regular basis.
- ✓ Walk the talk.

Now, please check in appendix the Exercise 2: “Cultural Diversity and Equity Issues in the Workplace”.

### *5.2.2 Towards the Inclusive Leadership*

Empirical evidence and theory show that everybody is a leader in the everyday life. If you have followers, you are a leader. Leadership is context-specific; everybody has followers in certain environments (e.g. family) and in defined periods of time. There is no leader without followers. Leaders are not better than followers; leaders are not above followers. Therefore, if someone has the possibility to be a leader because of inspiring others, can also be an inclusive leader because of including/involving/engaging others. So, the word “Leader” does not refer only to CEOs or politicians, but to every one of us under certain circumstances.

Through a global research, Catalyst surveyed a total of 1,512 employees, approximately 250 from each of six different countries—Australia, China (Shanghai), Germany, India, Mexico, and the United States (Prime & Salib, 2014). All participants were full-time employees, 22 and older, and employed in companies with more than 50 employees. These women and men, both equally represented in the sample, reported on their experiences of inclusion within their workgroups and about the leadership behaviors of their managers.

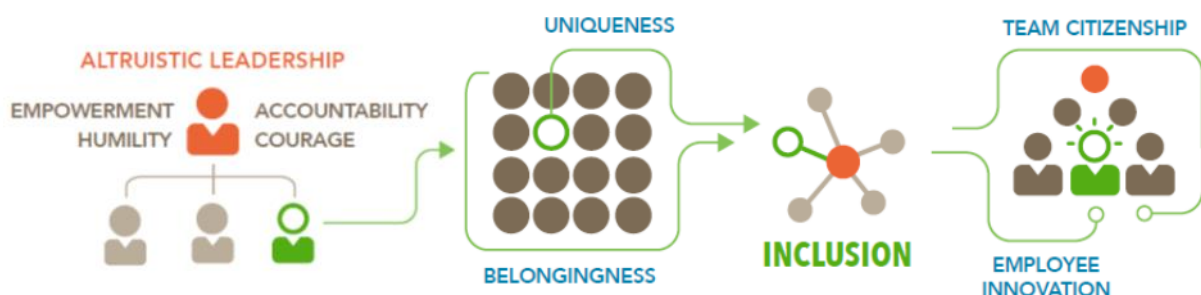
Survey results revealed striking similarities across most countries in how employees characterize inclusion and the leadership behaviors that help to foster it. It was found a common definition of inclusion that held equally for women and men. What makes women feel included also makes men feel included. It was also found that to be inclusive, leaders may not need a different tool set for each country in which they operate. Among most of the countries in the study, there seems to be common language of inclusion.

Relevant findings for inclusive leadership:

- ✓ In all six countries, the more included employees felt, the more innovative they reported being in their jobs.
- ✓ In all six countries, the more included employees felt, the more they reported engaging in team citizenship behaviors—going above and beyond the “call of duty” to help other team members and meet workgroup objectives.
- ✓ In most analyzed countries: Belongingness + Uniqueness = Inclusion (figure 6).
- ✓ The four leadership behaviors related with inclusion were:
  - a) *Empowerment*—enabling direct reports to develop and excel.
  - b) *Humility*—admitting mistakes. Learning from criticism and different points of view. Acknowledging and seeking contributions of others to overcome one’s limitations.
  - c) *Courage*—putting personal interests aside to achieve what needs to be done. Acting on convictions and principles even when it requires personal risk-taking.
  - d) *Accountability*—demonstrating confidence in direct reports by holding them responsible for performance they can control.

**Figure 6:** Altruistic Leadership’s Relationship to Employees’ Sense of Uniqueness, Belongingness, Inclusion, Team Citizenship, and Innovation

**Source:** Prime & Salib, 2014



For testing your inclusive leadership abilities, take the Catalyst's Inclusive Leadership Quiz by visiting <http://www.catalyst.org/knowledge/quiz-are-you-inclusive-leader>.

### 5.3. Developing Diversity Awareness through Emotional Intelligence

Being aware of diversity issues is not just a matter of conceptual intelligence. Researchers (Goleman, 1998; Goleman & Boyatzis, 2008; Goleman, Boyatzis, & McKee, 2001), rely today in a more dynamic quotient, which is the Emotional Quotient (EQ) that measures the emotional intelligence competence. Being emotionally intelligent means firstly understanding your own emotions and managing them for feeling better inside; in addition, means recognizing others' emotions for managing a better relationship. Since managing diversity needs knowing yourself and dealing with others that can be similar, different, or complementary with you, then emotional intelligence (EI) can be the right tool. However, because EI is composed by different component is not much easy to implement it in practice. As Goleman says, "*you should understand that, unlike IQ, no one can summarize your EQ in a single number. Know someone with great self-confidence, but zero empathy, for example?*"

Regarding the components of EI, they can be summarized as follows:

- ✓ self-awareness
- ✓ self-management
- ✓ empathy and social awareness
- ✓ relationship management

*Self-Awareness* concerns knowing one's internal states, preferences, resources, and intuitions. The Self-Awareness cluster contains three competencies:

- ✓ Emotional Awareness: Recognizing one's emotions and their effects.
- ✓ Accurate Self-Assessment: Knowing one's strengths and limits.
- ✓ Self-Confidence: A strong sense of one's self-worth and capabilities.

*Self-Management* refers to managing ones' internal states, impulses, and resources. The Self-Management cluster contains six competencies:

- ✓ Emotional Self-Control: Keeping disruptive emotions and impulses in check.
- ✓ Transparency: Maintaining integrity, acting congruently with one's values.
- ✓ Adaptability: Flexibility in handling change.
- ✓ Achievement: Striving to improve or meeting a standard of excellence.
- ✓ Initiative: Readiness to act on opportunities.
- ✓ Optimism: Persistence in pursuing goals despite obstacles and setbacks.

*Social Awareness* refers to how people handle relationships and awareness of others' feelings, needs, and concerns. The Social Awareness cluster contains three competencies:

- ✓ Empathy: Sensing others' feelings and perspectives, and taking an active interest in their concerns.
- ✓ Organizational Awareness: Reading a group's emotional currents and power relationships.
- ✓ Service Orientation: Anticipating, recognizing, and meeting customers' needs.

*Relationship Management* concerns the skill or adeptness at inducing desirable responses in others. The Relationship Management cluster contains six competencies:

- ✓ Developing Others: Sensing others' development needs and bolstering their abilities.
- ✓ Inspirational Leadership: Inspiring and guiding individuals and groups.
- ✓ Change Catalyst: Initiating or managing change.
- ✓ Influence: Wielding effective tactics for persuasion.
- ✓ Conflict Management: Negotiating and resolving disagreements.
- ✓ Teamwork & Collaboration: Working with others toward shared goals. Creating group synergy in pursuing collective goals.

**Figure 7:** Emotional Intelligence Competencies

**Source:** <http://morethansound.net/leadership/>



Take for free your Emotional Intelligence score in the following link:  
<https://hbr.org/2015/06/quiz-yourself-do-you-lead-with-emotional-intelligence><sup>13</sup>

<sup>13</sup> McKee, A. (2015). Quiz Yourself: Do You Lead with Emotional Intelligence? *Harvard Business Review*.

## 6. Module 2: Developing the Behavioral Change

### 6.1. The Logical Process of Developing a Theory of Change

The first objective of the module 2 is to contribute to behavior change of public officials, social workers/administrators who contribute in social change processes (but not only) to ensure integration of Roma and Egyptian community in the economic and social life of the country.

The second objective is to provide public officials with some tools (flexible instruments) that enable planning of their actions/and services and monitoring against the strategic objectives and indicators outlined in the National Action Plan for Integration of Roma and Egyptian given the complex and emerging contexts.

The purpose of this module is to provide guidance on how to develop a theory of change and enhance capacities of the central and local governance to develop social operational plans in line with the goals/objective and measures outlined in the NAP for Integration of Roma and Egyptians in Albania.

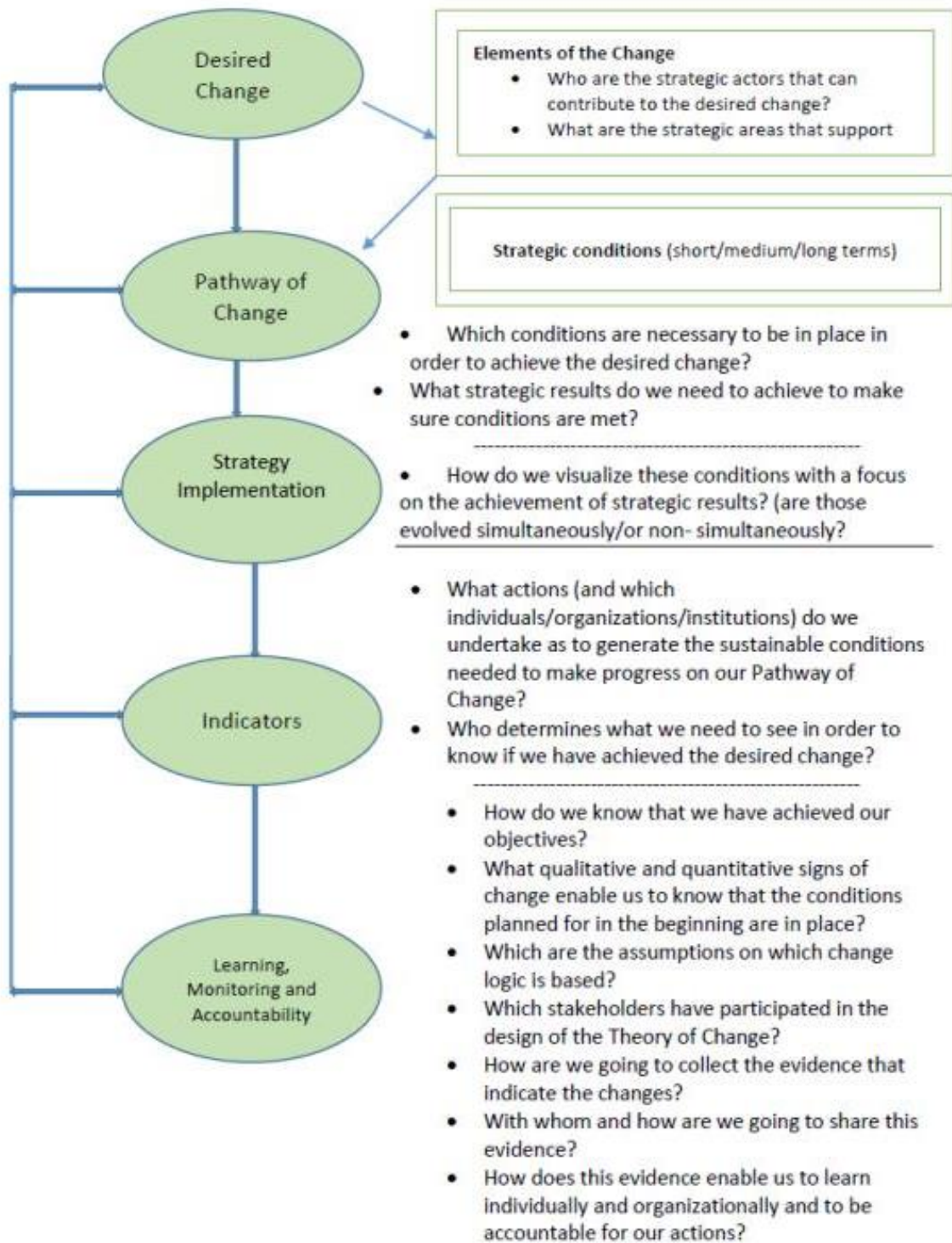
Each institution (organization) need to plan for their community's future and increased access to their services. This is not an old fashioned top down planning carried out within the central/and local authority.

Developing a theory of change is a process that at its heart involves local people who share with the Institution/ and Municipality in developing the pathway of change to address community needs and aspiration over the longer term.

First, Central Institutions, Municipalities (LGUs), as democratic institutions are accountable to their electorate and citizens including Roma and Egyptians for the quality of the services that they provide. They have a responsibility to design and deliver services that are efficiently run and appropriate to the needs of the local population. They need to improve and tailor local services to reflect the needs and aspiration of people, as well as achieve better value for the resources that they spend.

Second, they have a wider responsibility, to promote social, economic and environmental well-being of their communities in a context of constant change. New solutions are being found at national, regional and local level to the economic and social challenges. In additions to, citizens have growing expectations about the quality and relevance of services that are delivered by CG/LGUs.

**Figure 8: The Logical Process of Developing a Theory of Change**





The process of designing a theory of change / and a path towards the change include:

- ✓ *Building community* – the process of Municipality/Social Service working together with local citizens, community organizations and local business; this creates a stronger sense of community and enhances the democratic credibility of the Municipality.
- ✓ *Better decisions* – The Municipality is more likely to make better informed decisions if the views of local people including Roma and Egyptian members are listened by the Municipality.
- ✓ *Enriching citizens' involvement* with local government – it enables a stronger relationship to develop between local citizens and the Municipality structures through opening up effective channels of communication.
- ✓ *More appropriate solution to deliver services* and to invest in infrastructure and other projects which are more likely to be relevant to meeting Roma/Egyptian community needs.
- ✓ *Additional investment* – a social operational plan is a valuable asset to convince CG/LG and donor and local investors that the Municipality has thought through and documents how it intends to improve the economic, social wellbeing, and environmental of its community and that as a result it is worth investing in.

#### 6.1.1. *Desired Change (preparatory stage)*

Questions: What is the purpose of the change we want to contribute to?

What are the issues we want to change (contribute to)?

Who are the main stakeholders involved in the change process?

What timespan are we forecast (visualize)?

At what level are we visualizing those changes (events, patterns, structures)?

Context Analysis\_(the issues to be considered and analyzed):

- ✓ The Historical background
- ✓ The Political, social and economic conditions being affected by the change process
- ✓ The more critical areas and the causes
- ✓ Societal structures (formal and non-formal institutions)
- ✓ Sort of relationship which are taking place between the stakeholders
- ✓ Other initiatives which are ongoing and could push for or hinder the change process.

#### 6.1.2. *Guidelines for the Development of a Rich Picture*

1. Show *the context* in which we are evolving (temporal, geographic, social, cultural, economic, political, etc.).

2. Identify the *issues* that the social workers (CG/LG) face with integration of Roma and Egyptians.
3. Represent the *involved actors* (public, private and civil society), *abilities, behavior, values, and relationship* as they would exist in the new/visualized framework.
4. Incorporate *formal and non-formal institutions* (public /sector policies, strategic documents, Action Plan for the Integration of Roma and Egyptians (2016-2020), Municipality Strategic Plan, laws and regulations, cultural patterns, beliefs, etc) that supports the desired change.
5. A variable of the Rich Picture emerges as a result of *visualizing the present* and after analyzing the current reality, *projecting an image of the future* so that the Rich Picture embodies as much a vision of the future.
6. The *desired change* can be projected 5-7 (10) years into the future depending on the decision taken by those who are designing the Theory of Change.

### 6.1.3. *The Agents of Change*

- ✓ sectorial analysis
- ✓ analysis of their linking capacity
- ✓ analysis of their interest-based position

The following steps should be undertaken:

- (i) List all the key stakeholders that need to be taken into account, according to each sector they belong to (using different colored cards for each sector).
- (ii) Prioritize the stakeholders according to the most strategic and critical importance.
- (iii) Analyze the priority stakeholders, depending on where we locate them in our mapping exercise (inside the circles or in the overlap areas, possible alliances, conflict in the relations, etc.).
- (iv) Identify potential alliances and strategies for building relationships with those strategic actors who will help us to work towards the desired Change.

### 6.1.4. *The Pathway of Change / and Operational Planning*

Before starting to outline the pathway of change, (Step 1): we must revisit what we have analyzed so far. The following questions can lead us to make any adjustment concerning:

- (i) are the strategic areas we have defined the right and most relevant ones in our region context?
- (ii) Do we need to adjust the strategic objectives?
- (iii) Have we properly mapped the key stakeholders and all the main institutions that affect or are affected by our change process?
- (iv) How do different strategic areas relate to each other?

(Step 2): *Brainstorming session* to identify the necessary conditions/actions. We need to analyze changes in institutions, attitudes, behavior, social and institutional relations, organizational capacities, laws and regulations, cultural practices, mental models, etc. We must identify the action/conditions necessary for achieving change in the strategic areas (that will lead to the desired change), based on some questions:



- ✓ What conditions/actions need to be put in place/envisage for the Strategic Area to develop?
- ✓ What actions need to be forecast in the short/medium/long term?
- ✓ How do these actions related to the outcomes we want to bring about in our context?
- ✓ How realistic is it to believe we can achieve or promote these conditions?

(Step 3) *Grouping and design of the pathway of change*. This is an iterative process of going back and forth that help us to set up the timeframe, verify the validity of the assumptions and make sure that the operational plan has a high probability of being achieved to an extent that justify our action and reach the expected outcomes.

Further, we need to make grouping based on their nature, affinity, similarity. Some actions may be easier and more likely in be accomplished, others may be complex and require some other conditions to be realized beforehand. Some are predictable and other have a degree of inter-dependence with other conditions.

We should also identify the assumptions underlying the key conditions/actions and verify during the course of implementation the validity of our assumptions (if the circumstances have changed a lot, we need to review the definition of our conditions/actions). These conditions involve changes in formal and non-formal institutions, the relationship between key stakeholders, individual/collective behavior and attitudes, more conducive environment (laws, regulations, sectorial and local policies, infrastructure, knowledge base/and technology).

We have to keep in mind that each conditions should be related to a strategic process (area) so that every action is explicitly related to some expected outcomes in the change context. The pathway of change is not a linear way of actions.

Tips to reflect on:

- (i) identify the conditions/actions to be developed in each of the strategic areas in order to achieve the desired change,
- (ii) identify the conditions which can happen simultaneously/or sequential,
- (iii) design the time span (short/medium/long term),
- (iv) analyze how these conditions relate to the different dimensions of change (personal, relational cultural, structural),
- (v) identify factors obstructing or facilitating the pathway of change,
- (vi) identify the assumptions underlying the analysis the pathway of change.

#### *6.1.5. Change and Performance Indicators*

We need to identify the indicators of change and performance indicators which are not the same. By defining indicators of change, we are seeking to better understand how to read the context in order to see what effects we can perceive in this context as the result of our actions, how change is really happening, and what our contribution is to that change.

‘When we are defining the indicators, we should consider that the fact of carrying out an activity does not necessarily mean that we are making a real contribution to bringing about the change we initially envisaged. A regular review of these indicators will help us to adjust

our Theory of Change at both the political strategic level (action on the conditions for change) and at the cognitive level (assumptions supporting our change rationale). These indicators help us to understand to what extent and in what way these conditions are occurring in the environment.

*Questions to Reflect on:*

Who decide what we need to observe in order to know if we have achieved the desired change?

What signs of change can we observe in the environment that allow us to determine whether the conditions set at the outset are actually taking place?

How are we going to collect the evidence indicating the change?

What factors may have had an influence in delaying or obstructing the desired change?

While performance information (indicators) provide a basis for understanding and comparing its own performance in delivering specific services. 'Performance management' is a tool to improve the quality of public services for citizens. It allows an organization to set out what it wants to achieve and how it will deliver its aims.

- ✓ If you don't measure the results, you can't tell success from failure.
- ✓ What gets measured gets done.

Organizations that are good at performance management have demonstrated that they are willing to be challenged and are keen to learn from others:

- ✓ Have managers who play an active role and lead by example, seek opportunities for challenges, learn and create an atmosphere where people feel able to learn
- ✓ Results oriented
- ✓ Work with elected members
- ✓ Consider diversity of community

**Figure 9: Performance Information**



The main types of indicators include:

Inputs (resources) – Activities (processes) - Outputs (services)/products – Outcomes (community impacts)

|  |  |
|--|--|
| Input indicators provide information on the resources committed to a service in terms of finance (budget), staffing, equipment, land, etc. | <ul style="list-style-type: none"> <li>- Budget allocation</li> <li>- Number of staff (HR)</li> <li>- Infrastructure, Office, IT equipment, etc.</li> </ul>  |
| Activity indicators provide information on the processes, systems, cultures and procedures needed to deliver a service.                    | <ul style="list-style-type: none"> <li>- Planning tools in use</li> <li>- Trend in use of information technology</li> <li>- Response times to complains</li> <li>- Speed of telephone answering</li> </ul>   |
| Output indicators provide information on the performance of the service provided   | <ul style="list-style-type: none"> <li>- number of service users</li> <li>- number hours of service provided</li> <li>- number of cases (complains) handled/or resolved</li> </ul>   |
| Outcome indicators provide information on the impact the service has on users and on the wider community.                                  | <ul style="list-style-type: none"> <li>- Increased level of public/community participation</li> <li>- reduction in long term unemployed Roma and Egyptians</li> <li>- Increased % of unemployed Roma/Egyptian who are accessing different public service.</li> </ul> |

### 6.1.6. The Monitoring, Learning and Accountability System

In practice, the relationship between learning, monitoring and accountability is not particularly clear, but it is essential to give attention.

**Figure 10:** Monitoring and learning



It is important to identify some steps in this regard:

- (i) Each organization should develop systems to keep track (gather data), analyses information and reporting. For this purpose, there is need to identify mechanisms that could exist and must be put in place for gathering information based on the indicators.
- (ii) Analyze the extent to which these mechanisms are participatory (who participated in the design of the mechanisms), the information gathering and analysis of the indicators (include quantitative and qualitative information).
- (iii) Analyze who is accountable for the results obtained on the basis of the monitoring analysis. Identify what methods and strategies we are going to use to communicate progress or shortcomings in the achievement of the results (reports, workshops, website, opinion survey, etc.).
- (iv) Also, we need to identify what type of information we are going to share with different stakeholders (decision-making level, communities, NGOs, general public).
- (iv) Design a learning system inside the service/organization/unit that will enable us to (i) analyze the emerging changes that are taking place in the context (conditions, actors, assumptions, legal and institutional framework), (ii) reflect on the role that our organization/service unit is playing in the change process, (iii) identify systematically

the changes that need to take place within the service unit/organization and the capabilities we need to develop, based on the external environment, (iv) put other goals you think are important.

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Cross-cutting Strategy for Decentralization and Local Governance

[www.al.undp.org](http://www.al.undp.org)

<http://www.momondo.com/letsopenourworld/>

<https://www.youtube.com/watch?v=tyaEQEmt5ls>

<https://geert-hofstede.com/albania.html>

## Appendixes

### Self-assessment 1: Unconscious Bias<sup>14</sup>

#### Instructions:

Think about your typical day-to-day behavior and respond to each item below as Mostly False or Mostly True for you.

|   | <b>Mostly False</b> | <b>Mostly True</b> |
|---|---------------------|--------------------|
| 1. I prefer to be in work teams with people who think like me.  |                     |                    |
| 2. I have avoided talking about culture differences with people I met from different cultures because I didn't want to say the wrong thing. |                     |                    |
| 3. My mind has jumped to a conclusion without first hearing all sides of a story.   |                     |                    |
| 4. The first thing I notice about people is the physical characteristics that make them different from the norm.                            |                     |                    |
| 5. Before I hire someone, I have a picture in mind of what the person should look like.   |                     |                    |
| 6. I typically ignore movies, magazines, and TV programs that are targeted toward groups and values that are different from mine.           |                     |                    |

<sup>14</sup> Source: Based on Lawrence Otis Graham, *Proversity: Getting Past Face Values and Finding the Soul of People* (New York: John Wiley & Sons, 1997), as cited in Richard Daft, *The Leadership Experience, 6<sup>th</sup> ed.*, (Stamford: Cengage Learning, 2015, p. 331).

|   |  |  |
|---|--|--|
| 7. When someone makes a bigoted remark or joke, I don't confront them about it.                         |  |  |
| 8. I prefer to not discuss sensitive topics such as race, age, gender, sexuality, or religion at work.  |  |  |
| 9. There are people I like but would feel uncomfortable inviting to be with my family or close friends. |  |  |
| 10. If I were to seek a mentor, I would want someone culturally similar to myself.                      |  |  |

Scoring and Interpretation:

Give yourself 1 point for each Mostly True answer. Each item above reflects an element of “passive bias,” which can cause people different from you to feel ignored or disrespected by you. Your Score is: \_\_\_\_\_

Your typical day-to-day behavior will send signals about your biases and values. Some personal biases are active and well known to yourself and others. Other biases are more subtle. Unconscious bias occurs when a person is not aware of her or his own bias and has no intent to express bias, but others may experience bias. Unconscious bias may be more insidious than active discrimination because the person would exclude diverse experiences and people from expression and interaction. The ideal score is *zero*, but few people reach that ideal. If you scored 3 or less, you are making a good attempt to eliminate your passive and unconscious bias. If you scored 8 or more on your answers above, you should take a careful look at how you think and act toward people different from yourself. You should consider ways to become more culturally sensitive. The sooner you learn to actively include diverse views and people, the better employee and leader you will be.

Self-assessment 2: Global Readiness Index<sup>15</sup>

Instructions:

Use the scale to rate yourself on each of the following items to establish a baseline measurement of your readiness to participate in the global work environment.

Rating Scale

- 1 = Very Poor
- 2 = Poor
- 3 = Acceptable
- 4 = Good
- 5 = Very Good

\_\_\_\_ 1. I understand my own culture in terms of its expectations, values, and influence on communication and relationships.

\_\_\_\_ 2. When someone presents me with a different point of view, I try to understand it rather than attack it.

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<sup>15</sup> Source: Developed from “Is Your Company Really Global,” *Business Week* (December 1, 1997), by Mary Uhl-Bien John R. Schermerhorn, Jr. and Richard N. Osborn, *Organizational Behavior*, 13<sup>th</sup> ed., (New York: John Wiley & Sons, 2015).

\_\_\_ 3. I am comfortable dealing with situations where the available information is incomplete and the outcomes unpredictable.

\_\_\_ 4. I am open to new situations and am always looking for new information and learning opportunities.

\_\_\_ 5. I have a good understanding of the attitudes and perceptions toward my culture as they are held by people from other cultures.

\_\_\_ 6. I am always gathering information about other countries and cultures and trying to learn from them.

\_\_\_ 7. I am well informed regarding the major differences in government, political systems, and economic policies around the world.

\_\_\_ 8. I work hard to increase my understanding of people from other cultures.

\_\_\_ 9. I am able to adjust my communication style to work effectively with people from different cultures.

\_\_\_ 10. I can recognize when cultural differences are influencing working relationships and adjust my attitudes and behavior accordingly.

Interpretation:

To be successful in the twenty-first-century work environment, you must be comfortable with the global economy and the cultural diversity that it holds. This requires a global mind-set that is receptive to and respectful of cultural differences, global knowledge that includes the continuing quest to know and learn more about other nations and cultures, and global work skills that allow you to work effectively across cultures.

Scoring:

The goal is to score as close to a perfect 5 as possible on each of the three dimensions of global readiness. Develop your scores as follows.

Items (1 + 2 + 3 + 4)/4

= \_\_\_ Global Mind-Set Score

Items (5 + 6 + 7)/3

= \_\_\_ Global Knowledge Score

Items (8 + 9 + 10)/3

= \_\_\_ Global Work Skills Score

## Exercise 1: How We View Differences<sup>16</sup>

### *Introduction*

Clearly, the workplace of the future will be much more diverse than it is today: more women, more people of color, more international representation, more diverse lifestyles and ability profiles, and the like. Managing yourself as an employee or manager, managing a diverse workforce as a manager, and working across a range of differences is quickly becoming a “core competency” for effective employees and managers. Furthermore, it is also becoming clear that diversity in a work team can significantly enhance the creativity and quality of the team’s output. In today’s turbulent organizational environment, utilizing employee diversity will give the organization a competitive edge in tapping all of the available human resources more effectively. This exercise is an initial step in the examination of how we work with

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<sup>16</sup> Adapted from Mary Uhl-Bien John R. Schermerhorn, Jr. and Richard N. Osborn, *Organizational Behavior*, 13th ed., (New York: Wiley), based on their elaboration upon the exercise developed by Barbara Walker, a pioneer on work on valuing differences.



people whom we perceive as different from us. It is fairly simple, straightforward, and safe, but its implications are profound.

#### *Instructions*

##### 1. Read the following:

Imagine that you are traveling in a rental car in a city you have never visited before. You have a one-hour drive on an uncrowded highway before you reach your destination. You decide that you would like to spend the time listening to some of your favorite kind of music on the car radio. The rental car has four selection buttons available, each with a preset station that plays a different type of music. One plays *traditional popular music* (muzike popullore tradicionale), one plays *commercial popular music* (e.g. muzike tallava, dasmash, etc.), one plays *classical music*, and one plays *rock*. Which type of music would you choose to listen to for the next hour as you drive along? (Assume you want to relax and just stick with one station; you don't want to bother switching around between stations.)

##### 2. Form into groups based on the type of music that you have chosen.

All who have chosen *traditional popular* will meet in an area designated by the instructor. Those who chose *rock* will meet in another area, and so on. In your groups, answer the following question. Appoint one member to be the spokesperson to report your answers back to the total group.

Question: For each of the other groups, what words would you use to describe people who like to listen to that type of music?

##### 3. Have each spokesperson report the responses of her or his group to the question in step 2. Follow with class discussion of these additional questions:

- a. What do you think is the purpose or value of this exercise?
- b. What did you notice about the words used to describe the other groups? Were there any surprises in this exercise for you?
- c. Upon what sorts of data do you think these images were based?
- d. What term do we normally use to describe these generalized perceptions of another group?
- e. What could some of the consequences be?
- f. How do the perceptual processes here relate to other kinds of intergroup differences, such as race, gender, culture, ability, ethnicity, health, age, nationality, and so on?
- g. What does this exercise suggest about the ease with which intergroup stereotypes form?
- h. What might be ways an organization might facilitate the valuing and utilizing of differences between people?

## Exercise 2: Cultural Diversity and Equity Issues in the Workplace<sup>17</sup>

In the workplace, administrators/directors, public servant, and customers (i.e. citizens) must deal with many issues arising from the complexities of human diversity on a daily basis.

#### Instructions:

*First.* In Column 1, please indicate whether you strongly agree (SA), agree (A), disagree (D) or strongly disagree (SD) with the following statements. You have 90 seconds.

*Second.* Compare your answers with another person. You must reach agreement on each question. Write your agreed answers (A, D, etc.) in Column 2. You have 5 minutes.

*Third.* With the other person, discuss your answers to the questions with two other people, again trying to reach a consensus answer to the questions. Record your Agree or Disagree answers in column 3. You have 5 minutes.

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<sup>17</sup>Adapted from: Australian Multicultural Foundation (2010). *Managing Cultural Diversity: training program resource manual*. Designed by Robert Bean Consulting.

|   | 1 | 2 | 3 |
|---|---|---|---|
| 1. Because cultural diversity is just a fact of life, calling attention to cultural differences is unnecessary and potentially divisive.  |   |   |   |
| 2. The laws against discrimination, racism and harassment have been in place for so long now that most employees know what must or must not be done in any given workplace or customer service situation.   |   |   |   |
| 3. When communication problems happen between people from different cultural and social backgrounds, cultural and social differences are less important than personality differences.   |   |   |   |
| 4. The responsibility of a manager is to plan, organize and measure the work of all staff in the same way regardless of their individual differences.   |   |   |   |
| 5. Managers may need to treat people differently to ensure fairness, but in reality, employees should not expect different treatment because they have all been hired on their ability to perform their duties and have all agreed to the terms of standard job specifications and contracts. |   |   |   |
| 6. Customers should not expect to be treated differently because of their cultural differences.   |   |   |   |

Discussion questions of the exercise:

Which statements generated most difference of opinion? Why?

What lessons regarding workplace communications can be drawn from this exercise?

### Exercise 3: Theory of Change perspective / Formulating the desired Change

Driving questions:

- i) What social change process is being addressed?
- ii) What are the strategic areas being addressed?
- iii) Who are the main stakeholders? (sectors, like minded and not like minded, power dynamics)
- iv) What sort of alliances are sought among stakeholders (usual vs. unusual, expected vs. unexpected, planned vs. emergent)?
- v) What are the necessary conditions for the change to happen?

The questions will be given to small group of the participants (4-5); each group will analyze the questions and look the prospective in the future, then they will be asked to comment on them.

*Creative visualization.* (1) Each group will draw a rich picture in which they illustrate the change they want to contribute to happen in the social change process selected by the group. The picture will have two moments: current situation and the situation they want to see in 5 years' time.

(2) Each group will be asked to write a narrative around the desired change and the strategic areas prioritized.

(3) Work on the assumptions of the ToC (desired change, stakeholder environment), prioritize 3-5 assumptions.

#### Exercise 4: Theory of Change perspective / Performance Indicators and Operational Planning

Each group will be asked to list some actions and performance indicators for different strategic areas in the framework of the National Action Plan for Integration of Roma and Egyptians addressing the most urgent local needs. Then they will be asked to comment on them. In this way, it will be shown the level of knowledge background in accordance to the topic (information/awareness), professional and administrative skills, and the intentions.

| Activity | Time-scale | Number of Beneficiaries | Measure of Success (Performance Indicator) | Budget | Outcome/Results | Comments |
|----------|------------|-------------------------|--|--------|-----------------|----------|
|          |            |                         |  |        |                 |          |
|          |            |                         |  |        |                 |          |
|          |            |                         |  |        |                 |          |
|          |            |                         |  |        |                 |          |