



**Empowering Roma Children:
Suggestions for Tackling Bullying and Victimisation
in Schools in Ireland and Cyprus**

Policy Advisory



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Preface

The present document has been produced by the National Anti-Bullying Research and Resource Centre (ABC) at Dublin City University (DCU), in conjunction with our partners Manouche (formerly known as Musicantia) and KISA. The research was carried out over a two-year period as part of a project called BReAThE which was funded by the EU Commission under the Rights, Equality, and Citizenship Programme. The document was prepared by the research team (Dr Seffetullah Kuldass, Dr Mairéad Foody, and Professor James O’Higgins Norman) in partnership with representatives from the Roma community.

The policy advice and guidelines contained in this report are based on:

- a critical review of the best policy and practice among *National Roma Integration Strategies* (NRIS) of the 27 countries of the European Union (Kuldass, 2020);
- recommendations from four international seminars and one international conference on policies and legislations for Roma inclusion (i.e., views of Roma representatives, NGOs, and researchers);
- reviews of literature on Roma ethnicity and ethnicity-based bullying/victimisation;
- interviews with and observations of a convenience sample of Roma parents and children in Ireland and Cyprus; and
- the UNESCO whole-education approach to tackling bullying (UNESCO, 2020).

Those who have reviewed the final document and included their views and advises are:

- Mr. Sergiu Pruteanu, Managing Director of *Manouche* – Ireland National Roma Centre
- Ms. Gina Miyagawa - Roma Education Worker – Cork Traveller Visibility Group
- Mr. Doros Polykarpou, Executive Director of *KISA* – Equality, Support, and Anti-Racism Centre

This report provides suggestions to support the empowerment of Roma children in tackling bullying/victimisation at schools in Europe. Empowerment means re-building or restoring the self- and collective-agency of Roma children and parents to notice (e.g., knowing their rights and knowing what bullying/victimisation is) and take legal actions (e.g., reporting) against bullying/victimisation. The concept of empowerment opposes the view that tackling bullying/victimisation is a matter for Roma children and parents to achieve on their own. The concept of “empowerment” valorises the responsibility of policy and practice in *disempowering* Roma children and parents. The concept hereby devalorises the responsibility of Roma children in the creation of the ongoing *heritable* disadvantaged backgrounds.

Our Partners

The National Anti-Bullying Research and Resource Centre (ABC) is a University designated research centre located in DCU's Institute of Education. The Centre hosts the UNESCO Chair on Tackling Bullying in Schools and Cyberspace and is known globally for its research excellence in bullying and online safety. It is home to scholars with a global reputation as leaders in the field. The work of the Centre builds on 25 years of research in which we were the first in Ireland to undertake studies on school, workplace, homophobic and cyber bullying. The aim of ABC is to contribute to solving the real-world problems of bullying and online safety through collaboration with an extensive community of academic and industry partnerships. The extent of our resources and the collaboration between disciplines drive quality education, understanding and innovation in this field.

Manouche (formerly known as Musicantia) – Ireland National Roma Centre was established in 2019 in collaboration with Musicantia, which was founded in 2013 as an NGO seeking to promote Roma inclusion through music, culture and advocacy. Manouche (the Romani word for 'community') is the national representative body for Roma and has a management committee made up of Roma from across Ireland. Manouche is also a part of Empower program and serves to empower Roma people through a rights-based strategic plan, which covers education, employment, housing, health, welfare and entitlements. Manouche also offers a number of specific programmes including advocacy clinic, English language training, employment preparation, intergenerational project, Roma women's groups and much more.

KISA, Cyprus - is a NGO focused on the fields of Migration, Asylum, Racism, Discrimination and Trafficking, and it includes awareness-raising of Cypriot society as well as lobbying in order to influence the legal and structural framework, the policies and practices in these fields. The combination of activities of social intervention and the operation of services as well as the strong ties with ethnic, migrant and refugee communities enable KISA to have a very accurate and updated picture about the realities in the areas of its mandate.

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1. Bullying and Victimisation among Roma Children in Europe

1.2. Roma Ethnic Minority

“Roma” stands for a heterogeneous community who identify themselves as Sinti/Manush, Kalé, Romanichals, Gypsy, or Traveller on the basis of sharing a North Indian origin of ethnicity, history, culture, and language (Council of Europe, 2012). Several social subgroups like Kelderash, Lovari, Gurbeti, Churari, and Ursari constitute the Roma ethnicity (Council of Europe, 2012). An accurate number for the Roma population in Ireland or Cyprus is yet to be estimated due to several reasons: (a) most government services do not currently collect data on ethnicity, (b) ‘Roma’ is not included as an ethnic group in the Census under ethnic/cultural background, and (c) there is no uniform human rights-based approach to ethnic data collection in government services (Pavee Point Traveller and Roma Centre & Department of Justice and Equality, 2018). However, data has recently become available on the number of primary and post-primary school students who declared themselves as Roma ethnicity or ethnic-cultural background in Ireland (Tickner, 2017). A total of 1,585 primary pupils and 526 post-primary pupils enrolled in 2017/2018 identified themselves as Roma or with Roma ethnic/cultural background (Statistics Section of the Department of Education, 2019).

Roma children are of the most vulnerable ethnic minority, which has been suffering from discrimination, stigmatisation, and social exclusion in countries across Europe throughout history (Rodríguez-Hidalgo et al., 2019). Roma children are born into this ethnically disadvantaged background, which espouses them to ethnicity-based bullying/victimisation in school. This is an adverse factor for policies that aim to assist Roma children for educational and social inclusion (Rodríguez-Hidalgo et al., 2019) in Europe.

1.2. Ethnicity-Based Bullying and Victimisation

To bully a person or group for their ethnic identity (e.g., Roma) or ethnic origin (e.g., immigrant, indigenous, or national), motivated by an ethnical reason and/or purpose, is defined as ethnicity-based bullying (Kuldás et al., 2021a). Ethnicity-based bullying has much in common with other types of bullying in that both are characterised by aggressive behaviour, target directed, intentional, repeated overtime, and involve power imbalances (Kuldás et al., 2021b). However, the distinctive feature of ethnicity-based bullying is that bullies have an ethnical motivation (reason or purpose) or victims perceive their race or ethnicity as the main reason for being bullied (Rodríguez-Hidalgo et al., 2019).

1.3. How prevalent is Ethnicity-based Bullying and Victimisation?

In a survey representing about 80% of Roma population living across nine countries (Bulgaria, Croatia, the Czech Republic, Greece, Hungary, Portugal, Romania, Slovakia, and Spain) in 2016, almost one in two (four out of 10), Roma felt discriminated against because of their ethnicity at least once in the past five years; but, one in four Roma perceived this discrimination in the last 12 months (see Kuldás et al., 2021b for a review of the survey). Based on such findings, it is commonly believed that children of indigenous, ethnic, or racial minorities are at risk of suffering from bullying victimisation (United Nations General Assembly, 2016). The belief is that (a) ethnic-minority students are bullied because of their ethnicity (United Nations General Assembly, 2016; UNESCO, 2019) and that (b) bullies are likely to be more prevalent among ethnic majority than ethnic minority groups (Vitoroulis &

Vaillancourt, 2018). However, the common beliefs lack evidential bases. Two meta-analyses representing 692,548 children and adolescents (6 -18 years old) in the US, Canada and Europe concluded that ethnicity, assessed as a demographic characteristic, had no significant association with peer victimisation (Vitoroulis & Vaillancourt, 2015). A similar result for bullying perpetration was recorded in a meta-analysis representing 740,176 children and adolescents in the same countries where there was no significant direct association between ethnicity and bullying perpetration (Vitoroulis & Vaillancourt, 2018).

In research conducted as part of the BReAThE project, we found similar findings supporting the argument that peer-victimisation and bullying perpetration is not *directly* or *only* based on ethnicity. Our research found that bullying and/or victimisation did not appear to be dependent on ethnicity per se (as the direct criteria) among over 200 pupils from different ethnic groups (i.e., Roma, Irish, and Other) in primary schools across Ireland or Cyprus. For example, self-reports by Roma (n = 45), Irish (n = 72), and other ethnic group (n = 64) showed no statistical association of ethnicity with peer victimisation or bullying behaviour.

However, there is cumulative evidence for *indirect* associations of ethnicity with bullying/victimisation which highlights the role of contextual variables, particularly classroom ethnic composition (Kuldass et al, 2021a, 2021b). Hence, the prevalence of peer victimisation among ethnic majority versus minority students is more successfully captured when the proportions of ethnic groups are taken into account; such as whether a classroom/school has more or less diversity of ethnic minorities (Kuldass et al, 2021a, 2021b).

2. An Overview of Policy Shifts: From Exclusion to Inclusion of Roma

Since the 14th century in the European continent, policy on Roma exclusion/inclusion has gone through several shifts in ideological paradigms, *shifting from considering Roma as inhuman to human being*.

- 1300-1900, Roma were considered slaves, *policy for the enslavement of Roma*.
- 1900-1980, Roma were considered not slave anymore but given no citizenship, *a policy of no or unequal citizenship*.
- 1980-2000, Roma were seen as a potentially *destabilising migration problem*.
- In the 2000s, Roma were considered *delinquent citizens*, refusing to conform or engage in societal norms.
- In the 2010s onwards, *anti-discrimination of Roma* has become as a human and minority rights issue (Roma Rights, the development of anti-discrimination legislation in Europe), *but rhetorically*.
- In the 2020s, a visible progress *from rhetorical to legislative and policy framework* for Roma inclusion / anti-Roma discrimination is expected at all levels (national, regional, and local levels).

However, the limited impact of the EU Framework on educational and social inclusion of Roma at EU and national levels calls for a further change in paradigm (Rostas & Kovacs,

2020). A new paradigm is policy legislation that goes beyond recognition of Roma and identifies the extent of *representativeness of Roma* (Rostas & Kovacs, 2020).

“Operational Roma representations have made the Roma governable in Europe’s current complex policy machinery, but they have done so without conceptualizing them as full fellow citizens and co-partners in processes of decision-making; in several cases, they have even unregularized the Roma in ways that have contributed to worsening their societal position.” (Baar & Vermeersch, 2017, 133)

Hence, “One of the lessons learned during the previous policy initiatives towards Roma was that Roma participation is a necessary ingredient if any progress on their situation is to be made” (Rostas & Kovacs, 2020. p. 7).

According to a critical review of legislations on the educational inclusion of Roma in 27 EU countries, the best policy approach to combatting Roma exclusion is based on the understanding that Roma exclusion in society is not a result of weaknesses, values, lifestyles, or failures of Roma, but primarily a result of structural discrimination (Kuldas, 2020). This review was conducted as part of the BReAThE project and is added as an Appendix 1 to this document. Roma people have experienced prolonged structural problems (e.g., lacking the principle of equality, non-discriminatory practice of life) which are reinforced by economic, political, social, and cultural factors. A policy approach to tackling Roma exclusion in Europe should not be based on the presupposition that Roma adaptability or integration is a matter for Roma individuals to achieve on their own. Such an approach places the responsibility of Roma children to overcome adversity (e.g., discrimination and bullying) on them and thus takes away the responsibility of the country or ethnic majority in reducing or eliminating negative effects or consequences of such adversity.

In Ireland and Cyprus, Roma inclusion is primarily viewed as *an immigration control issue as opposed to a human rights issue* (Nasc, 2013). The control view is incompatible with the concept of inclusion. *Roma inclusion* is a two-way process; a change in the mind-set of people among (1) the ethnic majority (non-Roma) and (2) Roma ethnic minority. An effective prevention or reduction of ethnicity-based bullying/victimisation requires a shift in inclusion/exclusion policies at school and community levels (European Union, 2019).

One cannot consider ethnicity-based bullying/victimisation without considering the wider context and history of the Roma community, who, since the 14th century have experienced periods of being enslaved, marginalised, and oppression within wider societies. More than 700 years of victimisation across Europe has pushed Roma to the edge of society where they suffer from poverty, lacking basic competencies (e.g., literacy and communication skills), and lifelong learning opportunities. **This historic and systematic deprivation has distanced Roma from employment, income and educational opportunities as well as social and community networks and activities.** The problems experienced by Roma were compounded by assimilation policies in most countries which only served to further alienate and isolate members of the Roma community who resisted being forced to change their lifestyles and culture. However, in the past ten years, *anti-discrimination of Roma* has become a human and minority rights issue and visible progress for Roma inclusion / anti-Roma discrimination is now expected at all levels of society in the European Union.

Recent policy approaches now recognise the need to include Roma in decisions about themselves. “One of the lessons learned during the previous policy initiatives towards Roma was that Roma participation is a necessary ingredient if any progress on their situation is to

be made” (Rostas & Kovacs, 2020. p. 7). Roma participation in policy-making for educational and social services at local, national and EU level is a pre-condition for tackling the exclusion of Roma (European Commission, 2020). This pre-condition is an enabler of equality and inclusion, which in turn promotes democratic and efficient governance (European Commission, 2020). **Therefore, promoting Roma participation is central to guidelines for planning and implementing national Roma integration goals across EU countries (European Commission, 2020).**

3. Inclusive Policy for Tackling Bullying and Victimisation against Roma Children

Bullying involves practices of domination that deprive a person, group, or community of the capacity for agency, the inability to act or to do anything legally against bullying (Department of Education and Skills, 2013b; Sercombe & Donnelly, 2013). Therefore, tackling direct and indirect bullying, and “multigenerational exclusion” (European Commission, 2020) is crucial to rebuilding or restoration of the loss of self- and collective-agency and thus to the equal participation of Roma children in education. Providing Roma with an opportunity to participate in education, opens the way to personal (self-agency) and community (collective-agency) empowerment (European Commission, 2020).

Given that an aggressive behaviour is considered bullying when it is repeated overtime and based on power imbalance, *Roma children should be empowered/enabled to prevent the repetition of an aggressive behaviour*. Empowered Roma children will be those who (a) recognise or notice peer behaviours against their ethnic identity, which either hurt or do not hurt them verbally, physically or indirectly (social exclusion); and (b) who are encouraged to report this aggressive behaviour before it turns into bullying/victimisation. To this aim, educational policy makers need to adopt a new approach, to shift the current focus from risk factors (ethnicity-based bullying/victimisation), which are not always possible to eliminate in a short time, **to protective factors that empower Roma children to speak up**. The new focus should be on how some Roma children thrive against all odds rather than just examining failures or disadvantages they face. This is a suggestion for focusing on protective factors (i.e., teachers, parents, and community members) that empower human potential rather than solely focusing on eliminating various risk factors (bullying) that disempower them or promote failure.

Despite their socially excluded backgrounds or prolonged exposure to adversity (discrimination, stigmatisation, or bullying), which disempowers the majority of Roma children in school education, some are empowered and educationally successful. This empowerment happens when school staff (teachers and principals), parents, and community members (representatives, mediators, or assistants) *collaborate* to make a desirable change as outlined below in the “UNESCO Whole-Education Approach” to tackling bullying (UNESCO, 2020) **which should be promoted in any policy**. The following Part II provides guiding principles and to make the desirable changes.

4. Suggested Action for Educational Inclusion and Reduction of Bullying of Roma Children in Europe

This proposed action plan should refer to the Roma ethnicity explicitly as a target group. This explicit reference is necessary to raise awareness of Roma parents and children

as well as school staff. An essential way to prevent or reduce ethnicity-based discrimination and victimisation of bullying is to make Roma victims aware of their rights and enable them to report any incident to governmental authorities. Most Roma are either unaware of possibilities to combat and report and/or fear negative consequences of doing so. Therefore, Roma parents and children should be assured of no negative consequence if they report discrimination or bullying against them. One way to assure Roma is to take action for what they reported (i.e., record and process complaints of rights violations) and follow up the progress. In addition, a public organisation, which receives a complain of right violations, should provide advice for Roma parents and adolescents who experience ethnicity-based discrimination or victimisation of bullying.

However, due to previous experiences in countries they immigrated from, most Roma parents and children have lost the belief in reporting injustices done to them. It could be argued that Governmental authorities and ethnic majority members have made them believe that Roma people are not equal citizens and do not belong to the country of residence (e.g., Romania, Hungary, Greece, Spain, Italy). A sense of equality (i.e., an egalitarian sense of belonging to the country) is an encouraging drive for Roma children and parents to report an incident of ethnicity-based discrimination or bullying victimisation. Ethnic minority children who have this sense of belonging are more likely to deinternalise *victim identity* (deinternalisation of discrimination). The sense of belonging enables them not to perceive themselves as a vulnerable *target* of discrimination and victimisation of bullying.

Often, children who were born in Ireland or Cyprus, but their Roma parents were born in another European country, self-identify themselves as Irish-Roma or Cypriot-Roma. Based on this identity, they show a strong confidence to object and report discrimination and bullying victimisation to authorities. However, there are Roma children who have yet to develop this identity. Hence, deinternalisation of discrimination/victim identity and, instead, development of the ethno-national identity (e.g., Irish-Roma identity or Roma from Ireland) can be a driving force of Roma parents and children to feel like active members of society. This driving force can be activated through the proposed action plans under the following seven subheadings, which are respectively two Roma community mechanisms, (i) Roma representative centre and (ii) Roma education assistant, and five activities for (iii) teaching Romani language (also history and culture), (iv) enhancing English or Greek language proficiency, (v) teacher training, (vi) school dropout and employability, and (vi) monitoring and evaluation.

4.1. Roma Representative Centre

Roma are dispersed in Ireland and Cyprus as they often try to avoid to create or reside in a ghetto. Instead, they believe residing in a neighbourhood of the ethnic majority or mixed ethnic groups is the best way to facilitate their (a) social accommodation, (b) school inclusion of their children, and (c) avoidance of their children from being an explicit target of discrimination or bullying. Nevertheless, some Roma children still experience discrimination or bullying/victimisation. In such cases, most Roma parents and children avoid reporting it to authorities. Roma children tend to share their experiences with their peers or parents instead of reporting it. This tendency is mainly because Roma children and parents (realistically or unrealistically fear) of consequences not in their favour (e.g., expelling their child from the school or deportation the family from the country).

Hence, to encourage for advocating their rights as well as to avail of support services for school/education, a nationally representative Roma centre in Ireland and Cyprus and other European countries is suggested. They also need to be aware of the existence of centres in the county, city, or town they reside. In other words, in order to access and be accessible to all public organisations, Roma are in need of a nationally representative centre in their country of residence. For an effective transformation, this centre needs training programmes for their staff and funding for Roma support services. This can in turn facilitate a clear delineation of relationships between Roma representatives and local or national governmental bodies (the division of functions and responsibilities).

4.2. Roma Education (Teaching and Learning) Assistant

Roma education (teaching) assistant as a mediator between Roma students/parents and school education/school staff can play a key role in the completion of post-primary school education. To this aim, a Roma education model should be developed, demonstrating how a Roma civil society, particularly retired bilingual Roma teachers and trained Roma mediators, can be used in their potential capacity from the pre-school stage right through to the higher education stage, so that Roma youths can complete a university education.

Due to their bilingual skills, Roma education assistants are needed for Roma children and parents concerning the importance of pre-school education and early language support. To this aim, a plan for Roma pre-school education can be introduced to pre-school institutions having Roma children. Taking into account lower socioeconomic status of Roma parents, the early education plan should be free. Under such a plan, Roma children, whose skills of English or Greek language (depending on school types) is inadequate, will be given support, including language learning materials. To ensure effectiveness, Roma assistants can be given initial and further training in the assessment of language skills and early years' language support.

Austria has demonstrated two examples of best practice policy for Roma education. Given the importance of educational achievements of Roma children, particularly the completion of secondary school education, for the socio-economic integration of Roma, a number of different Roma associations proposed learning support projects/programmes for Roma children in Austria. These projects were funded by the Government's ethnic communities grants scheme.

Best Practice Example 1

An outstanding practice was the "RomBus" project, a kind of *mobile classroom* which offered intensive learning support and school-related advice in the vicinity of Roma houses and apartments in the Province of Burgenland. The RomBus project acted as a support facility for acute school and education-related problems. It acted as supporting school service for Roma children (i) with learning difficulties and (ii) those gifted and talented. The service ranged from one-off liaison and information meetings involving school staff and Roma parents and children to mobile, individual learning support over short and long periods. The project provided teaching subjects or lessons in Romani language as well as learning materials, including Roma language, culture and history, in Romani. As a result of this support, Roma children in the indigenous Roma settlement area in the Province of Burgenland are no longer in need of registering in schools for children with educational needs. Furthermore, Roma children are increasingly continuing further in their education or attending vocational schools.

Best Practice Example 2

Another efficient practice was “school-based support” for Roma children in some schools in Vienna. For the school-based support, a Roma association (Romano Centro) employed “school assistants” who liaised between teaching staff, Roma children and parents. Their job was to encourage and support Roma children in their learning, to help teachers deal with any problems of understanding that they might encounter. They also help parents access the education system. Learning support was provided individually in the children’s homes, specifically targeted their individual learning needs.

These two examples/projects as out of school learning support, with the particular focus on the prevention of Roma children from early school leaving, proved to be very effective in Austria. The learning support fostered the improvement of educational attainment of Roma children and improved the involvement of their parents.

4.3. Teaching and Learning Romani Language

To promote their egalitarian sense of belonging to the country, extra-curricular language courses for teaching and learning Romani language are an effective way of ethno-national identity development of Roma children. Teaching Romani language should be considered as an education policy of promoting language skills of school children in Ireland and Cyprus, as a language some students want to learn and practise. In this way, to recognise Romani as European minority language (the socio-cultural and socio-political situation of Romani speakers in a pan-European context) can promote ethnic-identity development within the reference of the national identity. In other words, the recognition can boost their sense of belonging to the country, thereby their sense of socio-economic integration and contribution to the society.

Best Practice Example 3

The Austrian government officially announced the recognition of Romani language. The governmental bodies funded research for documenting the wide range of Romani languages as part of the Roma’s cultural evolution. By putting the results of its research into practice (e.g., teaching and learning materials and classes), this policy helped the preservation of the Roma’s identity (history and culture), empowered the Roma as a European "ethnic group". This in turn helped to raise awareness and the Roma capacity for socio-economic integration.

To practice such an example, Romani language dialects that Roma people in Europe use should be identified first. From Austria, informative/instructional materials on the history, culture, literature, music, and language of the Roma can be adapted (e.g., translations into English or Irish). This adaptation means to develop teaching and learning materials in different Romani dialects for primary and secondary schools as well as to training courses for prospective teachers of Romani (i.e., Roma education assistants). Adapted teaching and learning facilities as well Roma education assistance should be provided according to specific dialects or sub-groups of Roma ethnicity. As the Roma population is dispersed across the country in Ireland and Cyprus, Roma education assistants (also teaching and learning facilities) might be able to work with Roma children and parents via online courses. In this way, Roma using the same dialect can be accessible in different cities or counties in Europe.

4.4. Enhancing English or Greek Language Proficiency

A common reason for discriminating or bullying of the Roma children is their *visible/targetable* lack of English/Greek language skills. Roma children who are not fluent or confident in the country's main language can be perceived as socially "misfit", an ethnic target of bullying. In general, in Ireland, Roma parents are less worried about their children who speak English fluently. They believe that Roma children who speak English fluently are less likely to be a target of ethnicity-based bullying. As such, Roma children whose skills of English language (depending on school types) or Greek language for the Cypriot Roma is inadequate should be given support, including the language learning materials. This support can be via Roma education assistant as well as a school teacher.

Roma parents are also less or not worried if there is a school teacher or principal who cares about educational achievement of Roma children lacking the proficiency in language skills. In our interview with twenty Roma parents in Ireland, they praised school teachers or principals who devoted their non-working time to teaching their children English. Such teacher support has made parents confident that their child will not be bullied or discriminated at the school.

Best Practice Example 4

Austria showed an effective practice of language support for Roma children. Any Roma pupil who showed insufficient knowledge of German (being unable to comprehend subjects or topics in German) was classified as in the need for the language support. Such pupils were entitled to eleven hours a week of German language support classes for a maximum of two years, subject to a minimum of eight children taking part. Teaching took place in parallel with or within ordinary lessons. Where it took place in parallel, children from several different classes or schools were combined into a single group.

4.5. Teacher Training and Commemoration of Roma Holocaust

Roma culture, history, and language are not an exclusive part of teacher training programs in Ireland or Cyprus. There are also no instructional materials providing information on Roma history, culture and language in schools. In Austria, the previously mentioned project (called "Rombase") provided the needed instructional material for teachers and Roma mediators. Furthermore, the Council of Europe also provided material concerning the history, culture and language of Roma. These materials can be adopted or adapted to for teacher training in Ireland and Europe to facilitate the Roma inclusion.

Teacher training workshops or programs, which can be exhibitions of Roma everyday life and history, can help school staff, students, and even non-Roma parents to develop awareness and empathy (i.e., feeling and understanding what Roma people are experiencing from within their frame of reference). Classmates who bully Roma children may lack awareness (how Roma community suffered from years of enslavement and the genocide) and empathy with their Roma peers. To raise awareness and promote empathy, all school students should be taught about the genocide of Roma and Sinti by the Nazi Germany.

Best Practice Example 5

A film and book as an exhibition of everyday life and history of Roma was funded by the Austrian government, based on a policy of promoting mutual understanding of ethnicity and the concept of majority and minority. The link between historical

persecution and everyday life of Roma was projected/depicted via the exhibition of a film and book on Roma women who had survived the concentration camps in the Nazi Germany. Everyday life experience was not only various discriminations they face, but also the bright side of life they have like family values of Roma as well as recipes for traditional Roma dishes. Further exhibitions were plays, festivals, concerts, and films dealing with issues concerning Roma. Central to this concern, workshops involving holocaust survivors were conducted in schools for several years.

4.6. School Dropout and Employability

Although the schooling of Roma children has been improved somewhat, a very large proportion still do not attend in non-segregated schools (European Union, 2019; Council of Europe, 2009). More Roma children have been attending pre-school and primary school, but less attending secondary and higher education (European Union, 2019). To facilitate the schooling of Roma children in Ireland and Cyprus, teachers should receive in-service training on Roma history and more Roma mediators should be trained and recruited.

School dropout among Roma adolescents is a common phenomenon across European countries. Reasons can be financial as well as ethnicity-based victimisation or discrimination. However, *internalised beliefs*, which are due to years of discrimination, are more likely to be determining the rate of school dropout. One of the most common beliefs among Roma adolescents and youths as well as Roma parents is that: “Roma, especially Roma women, will not be employed (because of their dressing code). Therefore, what is the use of school education?” Such experienced reasons (social and educational discriminations) convince Roma teenage girls more than boys to discontinue school education and get married earlier for having their own family life. In this context, a Roma education assistant is crucial to communication with those discouraged Roma girls and parents (who are so-called “unsupportive” in biased reports) to regain their beliefs in the value of school education. Showing examples of acceptance of or welcoming Roma women with their dress code into the working environment can convince Roma teenage girls to believe in their employability as Roma (i.e., no fear and concealment of their Roma identity) and the need for continuing their education.

Given the fact that education-level is a criterion for employability, measures should be aimed at convincing Roma adolescents and youth, especially girls, for their completion of post-primary school education as well as for further (college) or tertiary education. Examples of measures to prevent school dropout are educational guidance/counselling, collaborations with Roma representative associations/centre, Roma education assistant, and scholarship opportunities. One of the best practice is teaching and learning support programme/services that meet the needs of both Roma children and parents. The services provided to parents should be bilingual, including Romani language.

Best Practice Example 6

A teaching and learning support service for Roma children (aged 6-16 years) and their parents was practiced in various locations in Vienna. The project run for 36 weeks of each academic year, in each case two lots of two teaching units per group and per week. First, teaching and learning techniques were reviewed for the most efficient

one. Next, Roma parents were encouraged to retake a positive attitude to their children's schooling and education. Third, as the heart of the service, a teacher model was the principle of cooperation, each learning group was led or co-led by and a Roma teacher. The service coordinators were themselves Roma parents or young adults who acted as role models and have an in-depth knowledge of and a positive attitude towards the Austrian education system. Their main task was the crucial one of working with parents (one-to-one meetings, information events for parents).

4.7. Monitoring and Evaluation

The EU framework for national Roma integration policy and practice lacks a data collection mechanism that would allow for the monitoring and evaluation of the progress and adjustments of Roma integration goals (Rostas & Kovacs, 2020). Ireland also lacks this mechanism. Measurability of the Roma inclusion progress should be monitored and evaluated in terms of number of school/educational achievements in Ireland. Basic benchmarks to monitor and evaluate the progress over time is to identify the number of Roma children, adolescents, or youth:

- who are in need of educational support (e.g., ranging from a lack of family income to proficiency in English or Greek language)
- who have transited from pre-school to primary and then to post-primary school education;
- who are in need of further education or vocational training; and
- who have accessed to job opportunities (i.e., employed based on their education)

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APPENDIX 1



breathe

Preventing bullying and discrimination
of Roma children

A Review of Legislations on the Educational and Social Inclusion of Roma Children in 27 Countries of the European Union

by

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Dr. Seffetullah Kuldas has conducted this review of legislations on the educational inclusion of Roma children in Europe in accordance with the aim of the BReAThE project.

<https://breatheroma.com>



National Anti Bullying
Research and Resource Centre

Preventing Bullying and Discrimination of Roma Children

Breathe is an international project

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Bullying Experience among Roma Children in Ireland

Roma people are among the most disadvantaged societies in the EU. They have been experiencing poverty, racism, discrimination, harassment, and bullying at all levels. Experiencing these barriers can act as serious deterrents to Roma parents sending their children to school. A prevention program (facilitating the inclusion of Roma children in schools) to combat these barriers is key to unlock this vicious cycle. However, this aim is hampered by the continued absence of data on Roma, especially in regards to bullying. Without proper scientific research on the experiences of Roma children and school attitudes towards them, no effective inclusion strategies can be developed.

Objectives

- To identify the prevalence and impact of bullying amongst Roma children
- To describe attitudes towards/experiences of Roma children among school and educational staff

Aims

- To create a cross-national policy advisory document and outline for a training module for Roma inclusiveness in schools to be implemented beyond the life of the project
- To enhance the cross-community capacity, advancing collaboration between stakeholders (e.g. Roma, NGOs, school communities, academia)

Goals

- To facilitate the inclusiveness of Roma children in schools
- To promote integration, reducing bullying and enhancing the well-being of Roma students

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United Nations
Educational, Scientific and
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UNESCO Chair on Tackling Bullying in Schools
and Cyberspace through a Global Partnership
for Equality and Wellbeing with Dublin City University



National Anti-Bullying
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Introduction

Educational inclusion of Roma children stands for legislations on the official status of Roma, such as national or ethnic minority, in the EU countries whereby school curriculums, teaching and learning resources (e.g., Roma education assistance, textbooks, and language learning materials) anti-discrimination acts can explicitly address Roma identity, language, culture, religion, and history, especially the Holocaust of Roma/Sinti.

Issues or problems impeding Roma inclusion have been ‘Europeanized’ (Rostas & Kovacs, 2020). Roma inclusion has been defined as one of the most serious challenges, mainly due to poverty and ethnicity/race-based discrimination and bullying/victimisation that impeded their social and educational accommodation, in Europe (European Commission, 2011). Central to tackling with this challenge is legislation on Roma inclusion (ethnic or citizenship status) in the country of residence:

Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg (excluding Malta), the Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, and the United Kingdom.

This review of *National Roma Integration Strategies* (NRIS) of 27 countries (including the UK) of the European Union (EU) aims to identify exclusive *legislations* on the educational and social inclusion of Roma children. On 5 April 2011, the European Commission adopted the "EU Framework for National Roma Integration Strategies up to 2020, which was undertaken by Hungarian EU Presidency (Council of Europe, 2020a, 2020b). Livia Jaroka, a Roma Member of the European Parliament, became the leading figure of the EU framework process (Rostas & Kovacs, 2020). On 19 May 2011, the Council approved its conclusions and the EU Member States were invited (with the exception of Malta where there is no Roma population) to submit their own NRIS by the end of 2011 (Council of Europe, 2020a, 2020b), referred to as Roma integration goals, promoting Roma’s equal access to four key areas: *Education, Employment, Healthcare and Housing* (European Union, 2019). The member states have submitted their own national Roma integration strategies *as political declaration* or basis for future initiatives. Being just political declaration, the national strategies should not be taken as legally binding document, unless they are legally enforced.

1. Roma Inclusion in Austria

According to the European Union Agency for Fundamental Rights (2012a) and Austrian Federal Chancellery (2011):

1.1. Population

- There are approximately between 25,000 and 50,000 Roma in Austria, since the 16th century.

1.2. Official (Legal) Status

- Roma are constitutionally recognised as an *ethnic minority* in Austria (Ethnic Groups Act 1976, and Article 8, Paragraph 2 of the Austrian Constitution 2000).
- Data on the ethnic origin is not collected in Austria because of historical reasons, the genocide of Austrian Roma/Sinti during the Nazi era.
- Ethno-demographic information is based on administrative and registration files, in which the mother tongue is not recorded as the sole indication of ethnic origin.
- Although the Austrian Federal Government approved a National Action Plan for Integration within the EU Framework for National Roma Integration Strategies up to 2020, it does not refer to Roma explicitly as a target group.

1.3. Education (School Segregation/Inclusion)

- For children whose first language is not German, the language proficiency cannot be a criterion for allocation them to a particular type of school (Austrian Federal Ministry for Education, Arts and Culture, Circular No. 19/2008 of 5 August 2008).
- Article 15a of the Austrian Constitutional Law (endorsed in 2008) introduced a compulsory early language support (especially for those whose German language is not proficient) in pre-school institutions across Austria.
- Schools are “open to all, irrespective of birth, gender, race, status, class, language or beliefs” (Article 4 [1] of the Schools Organisation Act - FLG No. 242/1962, in the version FLG No. 73/2011). Therefore, upon the entrance of children in the state education system in Austria, no account is taken of their citizenship or migration background.

1.4. Anti-Discrimination Law

- Article 1 of the Federal Constitutional Act defines *racial discrimination* as “any distinction for the sole reason of race, colour of skin, descent or national or ethnic origin”.
- Article 7 of the Austrian Constitutional Law has prohibited all forms of racial discrimination, in pursuance of the Federal Constitutional Act implementing the International Convention on the Elimination of All Forms of Racial Discrimination of 1973 (FLG No. 390/1973).
- Article 8 (2) of the Constitutional Law states that the Republic of Austria must acknowledge its increased linguistic and cultural diversity, as manifested in its indigenous ethnic communities, and must respect, safeguard and support the existence and preservation of these communities.
- In pursuance of Article 14 of the ECHR (European Convention on Human Rights), the Austrian law forbids discrimination on the grounds of “race, colour, language, religion, [...] national or social origin, [...] association with a national minority.”

2. Roma Inclusion in Belgium

According to the Council of Europe (2012a) and European Union Agency for Fundamental Rights (2012b):

2.1. Population

- There are no official numbers on Roma population in Belgium because ethnicity is not registered officially, but an approximate estimation of the population is 30.000, accounting for 0.29% of the country population.

2.2. Official (Legal) Status

- Roma are not officially recognized minority in Belgium.
- Roma population does not have any exclusive right to social services or social integration.

2.3. Education (School Segregation/Inclusion)

- There is no specific legislation on the educational inclusion of Roma in Belgium.
- Education is compulsory for all children between the ages of 6 and 18 irrespective of their status.

2.4. Anti-Discrimination Law

- The Constitution of Belgium has yet to ratify the 1995 Council of Europe Framework Convention for the Protection of National Minorities.

3. Roma Inclusion in Bulgaria

According to the Council of Europe (2012b):

3.1. Population

- There are approximately 750,000 Roma in Bulgaria (10.33% of the country population), living in the country since the 13th century.

3.2. Official (Legal) Status

- There is no legislation on Roma as of national minority groups in Bulgaria.

3.3. Education (School Segregation/Inclusion)

- There is no specific legislation on the educational inclusion of Roma in Bulgaria.
- The Law on National Education contains no definition of segregation of Roma children in education, thereby weakening Roma children's protection against discrimination and segregation in education in Bulgaria.
- For the last 20 years in Bulgaria, the educational status of Roma has slowed down.

3.4. Anti-Discrimination Law

The Republic of Bulgaria is a signatory of International Covenant on:

- the Protection against Discrimination Act (2003)
- the Civil and Political Rights (since 1970);
- the Economic, Social and Cultural Rights (since 1970);
- the Elimination of all Forms of Racial Discrimination (Since 1992); and
- the Protection of National Minorities (1999).

4. Roma Inclusion in Croatia

According to the Council of Europe (2012c) and European Union Agency for Fundamental Rights (2012c):

4.1. Population

- There are approximately 30-40,000 Roma in Croatia (about 1% of the country population), living in the country since the 14th century.

4.2. Official (Legal) Status

Roma are recognised as a national minority by the Croatian constitution of 1974. The amendments, made to the Constitution in June 2010, altered its wording by introducing Roma as of twenty-two national minorities in the republic. The Constitutional National Minority Rights Act (since 2002) guarantees the following rights to members of Roma ethnic minority (and all other minorities) in the Republic of Croatia:

- To express their belonging to their national minority;
- To use their first names and surnames in their minority language and script;
- To obtain their identity cards in their minority language and script;
- To use their language and script in private and public life as well as official purposes;
- To receive education in the language and script they use;
- To use their insignia and symbols;
- To enjoy cultural autonomy by maintaining, developing and expressing their own culture, and preserving and protecting their cultural assets and traditions;
- To practise their religion and establish religious communities together with other members of that religion;
- To have access to the media and engage in media activities (i.e. receive and disseminate information) in the language and script they use;
- To engage in self-organisation and association in pursuit of their common interests;
- To be represented in representative and executive bodies at the national and local levels, as well as administrative and judicial bodies;
- To participate in public life and the management of local affairs through their national minority councils and representatives; and
- To be protected from any practice that poses or may pose a threat to their existence and exercise of their rights and freedoms.

4.3. Education (School Segregation/Inclusion)

The Republic of Croatia acknowledged that Roma children face limited access to education in the country due to the fact that social exclusion and poverty are much more widespread among Roma than other social groups. Croatia is one of the countries in which educational segregation of Roma has been officially acknowledged.

Legislations on educational rights of national minorities, including Roma, in Croatia are:

- Constitutional National Minority Rights Act (*Narodne novine*, no. 155/02, 47/10, 80/10 and 93/11);
- National Minority Language and Script Use Act (*Narodne novine*, no. 51/2000),
- Education in National Minority Languages and Scripts Act (*Narodne novine*, no. 51/00 and 56/00);
- Primary and Secondary School Education Act (*Narodne novine*, no. 87/08, 86/09, 92/10, 105/10, 901/11, 16/12 and 86/12); and

- Article 66: “In the Republic of Croatia, everyone shall have access to education under equal conditions and in accordance with his/her aptitudes. Compulsory education shall be free, in conformity with law”.

4.4. Anti-Discrimination Law

As the fundamental legal document, particularly Article 3 in the *Constitution of the Republic of Croatia* is rooted in the principles of freedom, equal rights, national equality, social justice and respect for human rights.

- Article 14 states: “All persons in the Republic of Croatia shall enjoy rights and freedoms, regardless of race, colour, gender, language, political or other conviction, national or social origin, property, birth, education, social status or other characteristics. All persons shall be equal before the law.”

The Republic of Croatia is bound by Universal Declaration of Human Rights (1948) and International Covenant on:

- Civil and Political Rights of 1966;
- Economic, Social and Cultural Rights of 1966;
- the Elimination of all Forms of Racial Discrimination of 1965; and
- the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities of 1992.

In the Republic of Croatia, there are no legal obstacles to the gathering of ethnic data; Under Article 37, the Constitution of the Republic of Croatia guarantees the safety and secrecy of data.

5. Roma Inclusion in Cyprus

According to the Council of Europe (2012d) and European Union Agency for Fundamental Rights (2012d):

5.1. Population

- There are approximately 1,250 Roma in Cyprus, about 0.16% of the country population, living there since the 14th century.

5.2. Official (Legal) Status

- The Constitution of Cyprus recognizes ethnic minorities only under the category of the *religion*.
- The three recognized *religious groups* are: Maronites, Armenians, and Latins.
- No particular legal protection is given to the country citizens of Roma ethnicity.

5.3. Education (School Segregation/Inclusion)

- There is no legislation on the educational inclusion Roma children or the inclusion of minority languages in the Cyprus educational systems.
- There are patterns of segregation of Roma children in education.
- Article 20 of the Constitution of the Republic of Cyprus safeguards the right to education, which free and accessible to all students at all educational levels (Primary, Secondary General, Secondary Technical and Vocational Education and Training) without prejudice based on gender, abilities, language, colour, religion, political beliefs or ethnic backgrounds.

- The Ministry of Education and Culture has “adopted” *Zones of Educational Priority* policy, as adopted UNESCO’s strategy of positive discrimination, the educational inclusion of children from ethnic/ linguistic and other minorities.
- The Ministry of Education and Culture has implemented a *Multicultural Education curriculum*, aiming at the smooth integration of students from diverse ethnic backgrounds into the educational system of Cyprus and not their assimilation.

5.4. Anti-Discrimination Law

- Cyprus considered Roma as of the Turkish-Cypriot community, but for the first time acknowledged that the country has the responsibility for the protection of the Cypriot Roma.
- Cyprus has enacted the anti-discrimination legislation in the context of its harmonisation with the European Union acquis (Equal Treatment - Racial or Ethnic Origin Law, 2004 – Law 59[I]/2004).

6. Roma Inclusion in Czech Republic

According to the Council of Europe (2012e):

6.1. Population

- There are approximately 250,000 Roma in the Czech Republic (1.93% of the country population), settling there since the 15th century.

6.2. Official (Legal) Status

- The Czech Republic ratifies the protection of Roma identity as the natural right of Roma national minority.
- The Czech Republic grants Roma with ethnic minority status.
- Roma can officially register their ethnicity as Roma in the Czech Republic.

6.3. Education (School Segregation/Inclusion)

- The Czech Republic has amended its School Law to decrease the incidence of segregation of Roma children and pupils, who had traditionally been placed in ‘special classes’ or ‘practical schools’ (see Chopin et al., 2017).

6.4. Anti-Discrimination Law

The Czech Constitution guarantees that the citizens equally enjoy all the individual rights in full and without any kind of discrimination, including the rights of national minorities. The Czech Republic is signatory of the Charter of Human Rights and Freedoms, particularly the International Covenant on:

- Civil and Political rights;
- Social and Cultural Rights;
- the Protection of Human Rights and Fundamental Freedoms; and
- the Elimination of all forms of Racial Discrimination.

In accordance with the legislation (7 and 8 of Act No. 273/2001 Coll., also Act No. 129/2000 Coll. and Act No. 231/2002 Coll.) on the rights of members of national minorities, Regional Government Offices across the Czech Republic function as regional coordinators for Roma integration (i.e., the execution of the rights of members of Roma communities and the integration of members of Roma communities into society) by improving the social, cultural, and political position of Roma.

7. Roma inclusion in Denmark

According to the Council of Europe (2012f) and European Union Agency for Fundamental Rights (2012e):

7.1. Population

- There are approximately 5,500 Roma in Denmark, about 0.1% of the country population. The exact statistical data on Roma in Denmark is not available, as the ethnic origin of persons is not registered in Denmark.

7.2. Official (Legal) Status

- Roma do not have status of a national minority in Denmark.
- Until the 1950s, the Danish immigration legislation prohibited Roma from settling in Denmark.

7.3. Education (School Segregation/Inclusion)

- Since 2004 in Denmark, Roma-only classes or schools are considered unlawful under the Act for Public Schools.
- There is no initiative to preserve or include Romani language in the educational system in Denmark.

7.4. Anti-Discrimination Law

- Discrimination and racism is not specifically addressed in the Danish educational law.
- discrimination on grounds of racial or ethnic origin is prohibited (Ethnic Equal Treatment Act 2003).

8. Roma inclusion in Estonia

According to the Council of Europe (2012g) and European Union Agency for Fundamental Rights (2012f):

8.1. Population

- There are approximately 1,000-1,500 Roma in Estonia, making about 0.1% of the country population.

8.2. Official (Legal) Status

- There is no exclusive legislation on a specific ethnic group in Estonia.
- Estonia has no legislation on the status of Roma ethnicity.

8.3. Education (School Segregation/Inclusion)

- Estonia has no legislation on the educational inclusion of Roma children.
- Roma children have equal opportunities compared to those of other nationalities in the Estonian educational system.

8.4. Anti-Discrimination Law

- In Estonia, the *Equal Treatment Act* (entered into force in 2009) prohibits discrimination based on, among other grounds, ethnic origin, race, colour and religion.

9. Roma Inclusion in Finland

According to the Council of Europe (2012h) and European Union Agency for Fundamental Rights (2012g):

9.1. Population

- There are approximately 11,000 Roma in Finland (about 0.21% of the population).

9.2. Official (Legal) Status

- In 2000, the Finnish Constitution has recognized the Finnish Roma as national minority who have been living in the area for almost five hundred years.

9.3. Education (School Segregation/Inclusion)

- The Finnish constitution implements a school legislation (the Children's Day Care Decree) to teach Romani language.
- In 1994, a Roma Education Unit was founded (under the National Board of Education) to responsible for the development of education for Roma and the promotion of Romani language and culture.

9.4. Anti-Discrimination Law

- The Non-Discrimination Act of 2004 in the Finnish Constitution prohibits discrimination based on ethnicity/race.
- Roma rights in Finland is bound by International Covenant on
 - Civil, Political, Economic, Social, and Cultural Rights;
 - the Elimination of all Forms of Racial Discrimination; and
 - the Rights of National or Ethnic, Religious and Linguistic Minorities.

10. Roma Inclusion in France

According to the Council of Europe (2012j):

10.1. Population

- There are approximately 400,000 Roma in France (0.21% of the country population), since the 15th century.

10.2. Official (Legal) Status

- French law prohibits using a concept that refers to an ethnicity, including Roma, in formation of public policies.
- Article 1 of the French Constitution prohibits collection of ethnic data, including Roma, in France for statistical purposes.

10.3. Education (School Segregation/Inclusion)

- Access to education is guaranteed for all, including Roma (Article L.111-1 of the Education Code).
- Article 36 of Act No 2009-1437 of 24 November 2009 on lifelong vocational guidance and training reinforced the obligation to monitor young people who leave school without any qualifications, including Roma children.

10.4. Anti-Discrimination Law

- The Republic of France ensures equality before the law (no distinction in terms of race/ethnicity or religion (Article 1 of the French Constitution of 4 October 1958).

11. Roma Inclusion in Germany

According to Council of Europe (2012k) and European Union Agency for Fundamental Rights (2012h):

11.1. Population

- There are about 105,000 Roma in Germany (0.13% of the country population), settling in the country since the 15th century.

11.2. Official (Legal) Status

- Roma are recognised by the German legislature as a national minority (in accordance with the Council of Europe's Framework Convention for the Protection of National Minorities)
- Since 1999, Romani language has been protected by the German legislature (in accordance with the Council of Europe's European Charter for Regional or Minority Languages).

11.3. Education (School Segregation/Inclusion)

- There is no specific legislation or national strategy for the educational inclusion of Roma in Germany.

11.4. Anti-Discrimination Law

- No data collected on the basis of ethnic origin in Germany.
- Since 1998, any discrimination towards members of a national minority is prohibited in Germany (Article 3 of the Convention for the Protection of National Minorities). However, self-identification as of a minority is a personal decision of each individual which is not registered, verified or contested by the Federal Republic of Germany.

12. Roma Inclusion in Greece

According to the Council of Europe (2012i):

12.1. Population

- There are approximately 265,000 Roma in Greece (2.47% of the country population), settling in the country since the 15th century

12.2. Official (Legal) Status

- Roma were only granted Greek citizenship at the end of the 1970s.
- There is no official registration of Roma population in Greece; there is no reference to their ethnic (Roma) origin.
- Roma is not recognised as ethnic minority in Greece.

12.3. Education (School Segregation/Inclusion)

- There is no specific legislation on the educational inclusion of Roma in Greece.

12.4. Anti-Discrimination Law

- Not specifically targeting Roma, Greece has adopted an antidiscrimination law (Law 4443/2016).
- In accordance with Article 5(2) of the Greek Constitution, "all persons living within the Greek territory shall enjoy full protection of their life, honour and liberty irrespective of nationality, race or language and of religious or political beliefs".

13. Roma Inclusion in Hungary

According to the Council of Europe (2012m):

13.1. Population

- There are approximately 700,000 Roma in Hungary (7.05% of the country population), living there since the 13th century.

13.2. Official (Legal) Status

- Hungary has recognised Roma as an ethnic minority (see also Rostas & Kovacs, 2020) after the adoption of the Fundamental Law in April 2011 (Act CLXXIX of 2011) that protects the rights of nationalities in Hungary.
- In the 2014, for the first time Roma community in Hungary had the right to send a representative to the Hungarian parliament with preferential mandate.
- The European Charter for Regional or National Languages announced its extension of the 2008 XLIII Act for Romani and Boyash languages spoken by Roma in Hungary.

13.3. Education (School Segregation/Inclusion)

- The Hungarian National Curriculum was the first in Europe to introduce the value of Gypsy/Roma history and culture.
- The National Roma Municipal Government and Roma minority municipal governments reserve the right to establish and operate their own schools in Hungary, such as Christian Roma College Network.
- The Gandhi Secondary School and College Foundation in Pécs, founded in 1994, is the first ethnic Roma diploma-issuing institution in Hungary.

13.4. Anti-Discrimination Law

- The Hungarian constitution [Article XV (4), which came into force on 1 April 2013] states: "*By means of separate measures, Hungary shall promote the achievement of equal opportunity and social inclusion.*"
- Under the Public Education Act, public education as a whole should be defined by the values of fairness, solidarity and equal treatment.

14. Roma Inclusion in Ireland

According to the Council of Europe (2012n) and European Union Agency for Fundamental Rights (2012j):

14.1. Population

- There are approximately 3000-6000 Roma in Ireland, but no official statistics on the exact number.

14.2. Official (Legal) Status

- In 2001, Ireland recognised Roma, who were the first asylum seekers to be accommodated in Monaghan, as refugees.
- Roma as a nationality or ethnicity is not reflected in any passport/official identity papers.
- Roma who are EU citizens are covered by the provision of the European Communities - Free movement of Person No. 2, Regulations 2006)

14.3. Education (School Segregation/Inclusion)

- Education Act, 1998 ensures that *all students* experience an education that "respects the diversity of values, beliefs, languages and traditions in Irish society and is conducted in a spirit of partnership"
- If a student is in educational needs such as gaining proficiency in the language of instruction, assistance is provided based on students' educational needs and not on their cultural background.

14.4. Anti-Discrimination Law

The key anti-discrimination measures are

- the prohibition of discrimination on race/ethnicity ground;
- the Prohibition of Incitement to Hatred Act 1989;
- the Unfair Dismissals Acts 1977;
- the Employment Equality Acts 2004; and
- the Equal Status Acts 2004 (Equality Acts 2004).

Also, the 1989 Prohibition to Hatred Act makes it an offence to publish, display, or distribute racist written, verbal, or visual materials (e.g. images, words, expressions).

15. Roma Inclusion in Italy

According to the Council of Europe (2012o):

15.1. Population

- There are approximately 140,000 Roma in Italy, which makes about 0.23% of the country population.
- Roma originating from India have been in Italy for over six hundred years, at least since 1422.

15.2. Official (Legal) Status

- The national legislation (the Italian constitution) does not recognize Roma as a minority, nor Romani language as of the linguistic minorities.
- Italy considers some Roma to be stateless, except those who have a citizenship within EU (Act No. 91/92).
- The Italian constitution grants some Roma of Non-EU countries with the status of refuge (Legislative Decree No. 251/1997, also in accordance with EU Directive 2004/83/CE and the 1951 Geneva Convention on the status of refugees by Act No. 722/54).

15.3. Education (School Segregation/Inclusion)

- There is no national legislation, school policy, or program exclusively aimed at Roma students' inclusion in education in Italy.

15.4. Anti-Discrimination Law

The Italian Constitution has the following anti-discrimination measures:

- the Universal Declaration of Human Rights (Article 2);
- the Equality/Non-Discrimination principle (Article 3): "All citizens have equal social dignity and are equal before the law, without distinction of sex, race, language, religion, political opinion, personal and social conditions";
- the UN Charter (Articles 1-55);
- the Civil and Political Rights (Article 2); and
- the Economic, Social and Cultural Rights (Article 2).

16. Roma Inclusion in Latvia

According to the Council of Europe (2012p) and European Union Agency for Fundamental Rights (2012k):

16.1. Population

- There are approximately 5,600 to 8,500 Roma in Latvia (i.e., about 0.35% of the country population), living here since the 16th century.

16.2. Official (Legal) Status

- Roma is recognised as an ethnic minority in Latvia. The term ethnic minority means distinguishing citizens of Latvia who differ from Latvians in terms of culture, religion or language, who have been traditionally living in Latvia for generations.
- Roma people have the right to be elected to the Latvian parliament.

16.3. Education (School Segregation/Inclusion)

- Latvia's national Roma integration strategy lacks data on legal recognition of Roma children's rights to education in Latvia.
- Although separate education for Roma has never been officially recognised as part of state education policy, Roma students were enrolled in Roma-only classes, called as the "Roma class" (Grades 1-6) in Latvia's education system. Precise reasons for the closure of "Roma classes" are not known/reported.
- The State lacks support for the inclusion of teaching assistants of Roma background in schools in Latvia.
- There are materials for teaching 5-7 years old children Romani language (with translation into Latvian), with the content representing the traditional key elements of Roma culture.

16.4. Anti-Discrimination Law

The Latvian Constitution has anti-discrimination legislations, including:

- the Ombudsperson's Office, officially designated as for the implementation of the principle of equal treatment (in accordance with Article 13 of the Race Equality Directive); and the Protection of National Minorities.

17. Roma Inclusion in Lithuania

According to the Council of Europe (2015a) and European Union Agency for Fundamental Rights (2012l):

17.1. Population

- There are approximately 3,000 Roma in Lithuania (0.08% of the population).

17.2. Official (Legal) Status

- Lithuania has recognised Roma as an ethnic minority.
- The national minorities in Lithuania have the right to foster their language and are guaranteed that: "historical and cultural monuments of ethnic minorities shall be considered part of the cultural heritage of Lithuania and shall be protected by the state" (Article 6 of the 1991 Law on National Minorities).

17.3. Education (School Segregation/Inclusion)

- Classroom segregations as special 'Roma classes' exist or existed Lithuania.

17.4. Anti-Discrimination Law

The Lithuanian constitution has the following anti-discrimination measures, adhering the Council of Europe convention for:

- the Protection of National Minorities;
- the Elimination of all Forms of Racial Discrimination;
- the Civil and Political Rights; and
- the Social, Economic and Cultural Rights.

18. Roma Inclusion in Luxembourg

According to the Council of Europe (2012q) and European Union Agency for Fundamental Rights (2012m):

18.1. Population

- There are approximately 500 Roma in Luxembourg (0.10% of the population)

18.2. Official (Legal) Status

- In Luxembourg, the status of ethnic or national minority is not applied to Roma.
- The legal framework in Luxembourg prevented Roma from settling in the country, except those Roma adopting a sedentary lifestyle (settling and being assimilated)

18.3. Education (School Segregation/Inclusion)

- The Luxembourg national Roma integration strategy provided no data on the ethnic origin of Roma children in schools.
- Classroom segregation as the ‘Roma class’ for Roma children attending a primary school existed in Luxembourg.

18.4. Anti-Discrimination Law

- Luxembourg has yet to establish an official body for the promotion of equal treatment, the Racial Equality Directive.

Roma inclusion in Malta

Malta has no Roma integration strategy, as there is no Roma population (Council of Europe, 2020b)

19. Roma Inclusion in Netherlands

According to the Council of Europe (2012r) and European Union Agency for Fundamental Rights (2012n):

19.1. Population

- There are approximately 37,500 Roma in the Netherlands (0.24% of the population).

19.2. Official (Legal) Status

- Roma ethnicity is not recognized as of national minorities in the Netherlands.
- The Netherlands has no specific policy aimed at Roma.
- The central government of the Netherlands has adopted a principle that “integration is not the responsibility of the government but rather of those who decide to settle in the Netherlands” (p. 2). According to the government, “People need to have the will and the means to integrate into society” (p. 2).

19.3. Education (School Segregation/Inclusion)

- The Netherlands has no specific policy aimed at the educational inclusion of Roma.
- There are no schools attended solely by Roma children, no school segregation (i.e., no distinction is made on the basis of ethnicity).
- When children, Roma or otherwise, are persistently absent, the school attendance officer can impose a fine or even a custodial sentence on the parents.

19.4. Anti-Discrimination Law

- Primary responsibility for dealing with the problems of the local Roma population lies with municipalities (the Municipal Anti-Discrimination Services Act).
- Article 1 of the Constitution bans all forms of discrimination (be it on the grounds of ethnic origin, religion, belief, sex, sexual orientation, or any other grounds).

20. Roma Inclusion in Poland

According to the Council of Europe (2014):

20.1. Population

- There are approximately 12,731 Roma in Poland (0.1% of the country population), living in the country since the 14th or 15th century.

20.2. Official (Legal) Status

- Poland has recognised Roma as an ethnic minority, in accordance with the Act of January 6, 2005 on National and Ethnic Minorities and Regional Language (Journal of Laws No. 17, item. 141, as amended.)

20.3. Education (School Segregation/Inclusion)

- In Poland, schools and public institutions allow students to maintain their national, ethnic, linguistic and religious identity, and learning the language, history and culture in particular (Article 13 of the Act of September 7, 1991, on the education system, Journal of Laws of 2004, No. 256, item 2572, as amended).
- This law on national and ethnic minorities allows educational materials and activities to be aimed at developing a sense of ethnic identity of Roma pupils in Poland.
- The so-called "Roma classes" were discontinued in Poland.
- The Minister of National Education in Poland (as of April 30 in 2013) has recognised special educational needs of pupils, including pupils of Roma origin (Journal of Laws of 2013, item 53).
- Kindergartens, schools, and public institutions are allowed to execute tasks, using the regional language, in order to promote the sense of national identity, ethnic and linguistic identity of pupils.
- Local governments are the major player in the education of ethnic minorities.

20.4. Anti-Discrimination Law

- In Poland, the Equal Treatment Act (December 3, 2010, Journal of Laws, No. 254, item 1700, as amended) prohibits discrimination based on race/ethnicity or ethnic/racial origin among other grounds.
- The law on national and ethnic minorities and regional language in Poland obliges public authorities to take appropriate measures to support activities aimed at protection, preservation and development of cultural identity, as well as civic and social integration of minorities.

21. Roma Inclusion in Portugal

According to the Council of Europe (2013, 2018):

21.1. Population

- There are 40,000-70,000 Roma in Portugal (0.52% of the country population), living in the country since the 15th century.

21.2. Official (Legal) Status

- Roma are not recognised as an ethnic minority by the Portuguese Republic.
- Portuguese citizenship was denied to Roma until the 1822 Constitution.
- Being Roma was considered a crime until the publication of the 1852 Penal Code.

21.3. Education (School Segregation/Inclusion)

- There is no legislation exclusively for the educational inclusion of Roma children in the Portuguese Republic.

21.4. Anti-Discrimination Law

- Equality and non-discrimination is assured by Article 13 of the Constitution of the Portuguese Republic:

“By Law, all citizens are equally entitled to social dignity.” “No citizen shall be entitled to any special privileges or benefits, nor shall any citizen be harmed, deprived of any rights or exempted from any duties based on ancestry, gender, ethnicity, language, place of birth, religion, political beliefs, ideology, income, social status or sexual orientation.”

22. Roma Inclusion in Romania

According to the Council of Europe (2015b):

22.1. Population

- There are approximately 1,850,000 Roma live in Romania (8.32% of the country population), living in the country since the 13th century.

22.2. Official (Legal) Status

- Ethnicity is based on self-identification.
- Roma are a constitutionally recognized ethnic minority in Romania.
- Roma population are represented in the Romanian parliament.

22.3. Education (School Segregation/Inclusion)

To promote inclusive education (reducing discrimination and segregation in schools on grounds of ethnicity), the Romanian Ministry of Education and Research implements:

- the legislation on banning school segregation of Roma children (Ordinance No 1540 from 19 July 2007);
- the right of persons belonging to national minorities to study and receive instruction in their mother tongue at all levels (the National Education Law, No 1/2011)
- the teaching in Romani language and of Roma history and culture in some schools (in accordance with Article 95, Paragraph 5 of the Law, No 1/2011);
- the presence of Roma inspectors in the school inspectorates; and
- the allocation of a certain number of special places for Roma students in schools.

22.4. Anti-Discrimination Law

The Romanian Constitution has the following anti-discrimination measures:

- the legislation on anti-discrimination (Ordinance No 1540 from 19 July 2007); and
- the prevention and punishment of all forms of discrimination (Article 1, Paragraph 2 of the Government Ordinance 137/2000).

23. Roma Inclusion in Slovakia

According to the Council of Europe (2012s):

23.1. Population

- There are approximately 500,000 Roma in Slovakia (about 9% of the country population), living there since the 16th century.

23.2. Official (Legal) Status

- Slovakia has officially recognized Roma as a national minority and its Romani language, which means their political and legal equality of rights with other national minorities in Slovakia.
- Roma representatives have the right to be elected to the Slovakian Parliament.

23.3. Education (School Segregation/Inclusion)

- The Constitution of the Slovak Republic ratified the right of Roma for education in their mother tongue, Romani language in some schools.
- The school segregation of Roma children existed or exists in Slovakia.

23.4. Anti-Discrimination Law

The Slovakian Constitution adheres international treaties on the protection of:

- human rights and fundamental freedoms;
- individual rights of citizens from discrimination (Act No. 365/2004 Coll. on Equal Treatment), referred to as anti-discrimination act;
- people as they are free and equal in dignity and in rights (Article 12, Paragraph 1 of the Constitution); and
- national minorities (Act No. 160/1998 Coll.) and minority languages (Act No. 588/2001 Coll.), including the use of national minority languages (Act No. 184/1999 Coll.).

24. Roma Inclusion in Slovenia

According to the Council of Europe (2017) and European Union Agency for Fundamental Rights (2012o):

24.1. Population

- There are approximately 8,500 Roma in Slovenia (0.42% of the country population), settling there since the 15th century.

24.2. Official (Legal) Status

- Roma is a constitutionally recognized ethnic minority in Slovenia (the Constitution of Slovenia, 1991).
- Roma communities have their own town councillors in the municipalities where they live (i.e., *the Roma Community Council of the Republic of Slovenia*) in accordance with the Self-Governing Ethnic Communities Act (adopted in 1994).

24.3. Education (School Segregation/Inclusion)

- There is legislation on educational inclusion of Roma children, such as teaching and learning Roma culture, history, identity, and Romani language in kindergarten and schools, including resources (materials and activities) in Romani language. In addition, there is legislation on Roma education assistants in kindergarten and schools.

24.4. Anti-Discrimination Law

- The protection of Roma in Slovenia is based on Article 6 of the Roma Community Act (Official Gazette of the Republic of Slovenia [*Uradni list RS*] No. 33/07).
- The Roma Community Act (adopted 2007) defines the scope of special rights of the Roma Community: "Status and special rights of the Romany community living in Slovenia shall be regulated by law" (the Constitution of Slovenia, Article 65).

25. Roma Inclusion in Spain

According to the Council of Europe (2012t):

25.1. Population

- There are approximately 725,000 Roma (Gitanos) in Spain (1.57% of the country population), since the 15th century.

25.2. Official (Legal) Status

- Roma (Gitanos) are not recognised ethnic or national minority in Spain. There is no specific legal framework according ethnic or national minority status.
- Roma were first recognized as legal citizens in the Spanish Constitution of 1978,

25.3. Education (School Segregation/Inclusion)

- There is no nation-level legislation on the educational inclusion of Roma history, culture, identity, and Romani language in the school curriculum, but some regional programs or initiatives.

25.4. Anti-Discrimination Law

- The Spanish Constitution of 1978 guarantees the fundamental rights and freedoms of Roma on the basis of Spanish citizenship.
- The protection of fundamental rights and freedoms are secured through broad civil, criminal, and administrative guarantees.
- The Spanish legal system includes measures for equality and anti-discrimination (Act 62/2003, of 30 December, on fiscal, administrative and special measure).
- Racism, racial discrimination, xenophobia or other types of racial/ethnic intolerance is prohibited (Articles 1 and 14 of the Constitution of Spain 1978; Law 19/2007 of 11 July 2007; Article 22.4; Article 314; & Article 510).

26. Roma Inclusion in Sweden

According to the Council of Europe (2012u) and the European Union Agency for Fundamental Rights (2012p):

26.1. Population

- There are approximately 50.000 Roma in Sweden (0.46% of the country population), settling there since the 16th century.

26.2. Official (Legal) Status

- Roma are a constitutionally recognized national minority in Sweden (the Government Bill 1998/99).
- Romani Chib is a recognized minority language.

26.3. Education (School Segregation/Inclusion)

- The right to receive mother tongue education (the municipality) was introduced in Sweden in 1977.
- Roma children have the same obligation to attend school and the same right to education as others (Chapter 2, Article 18 of the Instrument of Government and Chapter 7 Sections 2 and 3 of the Schools Act 2010:800).
- The curriculum for the compulsory school system stipulates that the school is responsible for teaching and learning culture, history, language and religion of national minorities in Sweden (Article 12:1).
- Classroom segregation of Roma children as the 'Roma class' existed in Sweden.

26.4. Anti-Discrimination Law

The Swedish constitution has the following anti-discrimination measures, adhering the Council of Europe convention for:

- the protection of national minorities and minority languages (Government Bill 2000/01:1, Report. 2000/01:SfU2, Riksdag Communication 2000/01:72)
- the elimination of all forms of racial discrimination; and
- the civil, political, social, economic, and cultural rights.

27. Roma Inclusion in United Kingdom

According to the European Union Agency for Fundamental Rights (2012r):

27.1. Population

- There are about 500,000 to 1,000,000 Roma in the UK, since the early 16th century.

27.2. Official (Legal) Status

- Roma (since 1988) are a constitutionally recognized ethnic minority in the United Kingdom.

27.3. Education (School Segregation/Inclusion)

- Local authorities are officially allowed to employ Roma as teaching assistants.
- Roma children have the same right to education as all other children in the UK.
- Roma children in schools were or still are de-facto segregated in the UK.

27.4. Anti-Discrimination Law

In accordance with the national anti-discrimination legislation (or Equality and Racial Equality Directives):

- Roma are entitled to protection by the Race Relations Act 1976.

Conclusion

On the 5th of April 2011, during the Roma Platform meeting in Budapest, the European Commission announced the adoption of the EU Framework for Roma inclusion (Rostas & Kovacs, 2020). The framework has aimed to achieve minimum standards (i.e., bringing social change at different levels) for Roma in four areas: education, employment, housing and health. This review has been delimited to legislations on educational inclusions of Roma children. Table 1 shows that 14 (blue shaded) out of the 27 EU countries (including the UK) have legislations exclusively on Roma inclusion in three areas: national/ethnic minorities, education, and anti-discrimination law (see box ticked and blue shaded).

Table 1

Legislations on Educational Inclusion of Roma Children in the 27 EU Countries

Countries	Official Status	Educational Inclusion	Anti-Discrimination	Population
Austria				25,000 - 50,000
Belgium				30,000
Bulgaria				750,000
Croatia				30,000 - 40,000
Cyprus				1,250
Czechia				250, 000
Denmark				5,500
Estonia				1,000 – 1,500
Finland				11,000
France				400,000
Germany				105, 000
Greece				265,000
Hungary				700,000
Ireland				3,000-5,000
Italy				140,000
Latvia				5,600 – 8,500
Lithuania				3,000
Luxembourg				500
Malta	No data			
Netherlands				37,500
Poland				12,731
Portugal				40,000 – 70,000
Romania				1,850,000
Slovakia				500,000
Slovenia				8,500
Spain				725,000
Sweden				50,000
United Kingdom				500,000 – 1,000,000

According the mid-term evaluation of EU framework for national Roma integration strategies covering the 2011-2017 period, there are substantive achievements in the educational inclusion

of Roma, though raising school segregation of Roma pupils (European Union, 2019). Their school attendance has increased (European Union, 2019). At least a two-thirds of Roma students go to schools where their classmates are mostly or all Roma (Rostas & Kovacs, 2020). In other words, Roma children who attend schools with only Roma classmates has increased from 10% to 15% (European Union, 2019).

However, discrimination poses a constant threat against Roma (European Union, 2019). Legislations on anti-discrimination of Roma are yet to be enforced in many of the EU countries. Combating anti-gypsyism (specific racism towards Roma) is not among the objectives of the EU Framework at either the EU or national levels (Rostas & Kovacs, 2020). Anti-discrimination laws in EU does not consider structural and institutional discrimination (Rostas & Kovacs, 2020).

Although the EU framework has raised awareness of issues related to Roma integration and spurred action towards policies for tackling the issue among its member states (European Union, 2019), identifying the extent of outcomes, especially in the field discrimination and securing fundamental rights for Roma, remains a struggle (Rostas & Kovacs, 2020). The lack of achievement of the *Roma Integration Goals* is also a result of the member states of EU failing to establish consistent policies and programs which could be part of the mainstream public policy (European Union 2019). The EU framework has failed to sensitise its policies towards (i.e., did not pay enough attention to): (a) Roma children, (b) Roma women and men's distinct needs, (c) EU-mobile Roma and Roma migrants, and Roma sub-groups (Rostas & Kovacs, 2020). For instance, racially motivated attacks remain unsanctioned in Hungary (Rostas & Kovacs, 2020).

Therefore, Rostas and Kovacs (2020) argued that the EU framework brought nothing significantly new as compared with previous policy initiatives on Roma, despite the European Commission's (2011) promotion of the EU framework as an *unprecedented commitment*. There is no significant change for the implementation of the EU framework to be regarded as a unique governance model of problems faced by Roma in Europe (Rostas & Kovacs, 2020). The problematisation or minoritisation of Roma (Van Baar, 2011) went on along the same lines:

“Roma are a socially excluded group facing poverty, discrimination, low level of education, limited employability, poor housing, poor health, nomadism and criminality. When these narratives have been translated into specific policy issues and priorities to be tackled, one might see that the focus is narrow in scope and vague in content.” (Rostas & Kovacs, 2020, p. 3)

Rostas and Kovacs (2020) further elaborated that “the EU framework on Roma participation is mere rhetoric as it does not provide for new mechanisms to ensure Roma participation at local, national and European levels in the design, implementation and monitoring” (p. 3). “At the EU level, there is no representation of Roma and participation is mainly on an ad-hoc basis at the meetings of the European Platform for Roma inclusion” (Rostas & Kovacs, 2020, p. 3).

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