

## ETUCE PROJECT

"Developing non-discriminatory quality education for Roma children"

2004 - 2006



This project has been funded with the contribution from  
the European Community Action Programme to combat  
discrimination



## **ETUCE Project**

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<sup>1</sup> The contents of this publication reflect the views of the author. The European Commission is not liable for any use that may be made thereof.

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## **Introduction**

The Roma population is the largest ethnic minority in Europe, numbering over eight million and stretching across many national borders. Most of the three million Roma children in Europe do not have access to quality education. About one third of these children is assigned to “special schools” and receives an education designed for children with disabilities. Additionally, another one out of three is not enrolled in school at all. Of those Roma children attending school, a great majority drop out even before completing primary education.

Having long been neglected by most national governments, the issue of integrating the Roma population into society is one of the most important challenges the European Union is facing today, particularly after the recent entry of several new member states with a significant minority group of Roma origin. In the European Union today, it is commonly recognised (and explicitly formulated through the Lisbon Goals) that education plays an essential role in all political areas. The effective inclusion of Roma into society starts through equal access to quality education. The lack of equal access to education for Roma children in a number of EU Member States remains a key obstacle for the effective social integration of the Roma population. Working at the heart of the education system, teachers and teacher unions can play an important role in developing education policies aimed at effectively including Roma children in education.

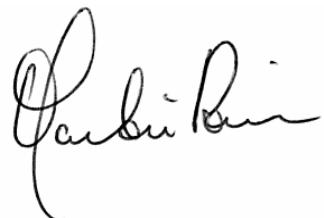
The ETUCE project *Developing non-discriminatory quality education for Roma children* was launched in 2004. The project aimed to train teachers in new methods for teaching in multicultural classes, to create Teacher Unions’ National Action Plans on how to approach the task of integrating Roma children in education, and to support policy development in this matter at both national and European level.

A preparatory phase was carried out from March to August 2004. During this phase, valuable information on the situation of Roma children’s access to education provided by teachers, parents and authorities enabled us to map the situation in Bulgaria. This information was consequently shared with our member unions from Slovakia and Hungary. From January 2005 to December 2006 the implementation phase took place. All three countries - Bulgaria, Hungary and Slovakia - were included in the project in order to facilitate the exchange of good practices and ideas of the project. The main activities comprised two transnational conferences, national legal seminars, training of trainers and policy workshops in each of the participating countries. .

The conclusions and findings of the project were presented at the closing conference held in Bratislava in September 2006. On the basis of the results of the two-and-a-half-year project, an ETUCE policy paper was produced with recommendations for the EU decision-making bodies and was geared to ensuring a continuation of the actions on this topic within the ETUCE structures. This policy paper on anti-discrimination in education was adopted by the ETUCE General Assembly held in Luxembourg on 4-6 December 2006.

For many years, the fight against discrimination in education has been an important concern for ETUCE. Improving the situation of groups subject to discrimination, including the Roma population in Europe, remains a core priority in the ETUCE Action Programme for the period 2007-2009.

Finally, I would like to thank all the experts and partners, especially María Miguel Sierra, Trudy Kerperien (Aob), Kounka Damianova (SEB), Kroum Kroumov (Podkrepa Teachers), Tünde Vajna (SEH), Gabor Kerpen (PDSZ), Edita Valuchova and Katarina Pavlovicova (OZPSaV) for their commitment in the implementation of the project. Thanks to their efficiency and openness, the project activities were carried out successfully, and the issue received serious attention at all levels of teachers' trade unions.

A handwritten signature in black ink, appearing to read "Martin Rømer".

Brussels, February 2007

Martin Rømer

ETUCE General Secretary

## **1. Background**

### ***1.1. EU policy and legal frameworks on anti-discrimination***

Article 13 of the EC Treaty - introduced by the Treaty of Amsterdam which entered into force on 1 May 1999, - refers to the adoption of provisions of non-discrimination and confers powers to the Council, acting unanimously, to take appropriate action to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. In the year 2000, two European Directives were enacted on the basis of article 13 to implement the principle of equal treatment between persons irrespective of racial or ethnic origin – Council Directive 2000/43/EC, in short, “Racial Equality Directive” - and on grounds of religion or belief, disability, age or sexual orientation – Council Directive 2000/78/EC, in short, “Employment Framework Directive”.

In the same year 2000, and also on the basis of article 13 EC Treaty, the Council adopted the Community Action Programme to combat discrimination, aimed at supporting and complementing the implementation of the Directives. The programme ran from 2000 to 2006, and promoted measures to combat direct or indirect, single or multiple discrimination based on the grounds covered by article 13.

The three overarching objectives of the *Community action programme to combat discrimination* were:

- a) To foster a better understanding of the issues relating to discrimination by improving knowledge of this problem and assessing the effectiveness of policies and practices;
- b) To develop the ability to prevent and tackle discrimination effectively, particularly by strengthening organisations' means of action and supporting the exchange of information and best practice and networking at European level, taking account of the specific features of the various forms of discrimination;
- c) To promote and disseminate the values and practices underlying the fight against discrimination, including the use of awareness-raising activities.

The 2004 work programme of the Community Action Programme established eight priority areas for transnational actions. One of the areas was “Roma integration into education and employment”. The ETUCE project *Developing non-discriminatory quality education for Roma children* was funded and implemented within this priority area.

A very important tool used in our project to raise awareness of the concept of discrimination among our member unions participating in the project and their affiliates was the Racial Equality Directive. This legal instrument is of particular significance to the Roma minority, as it covers a broad range of areas in which discrimination of Roma population may take place, such as training, employment, social protection, access to goods and services, housing and education.

The EU anti-discrimination policy and legal frameworks have been the most effective and well-known tools to combat discrimination and promote equal treatment in Europe. Other EU policies and instruments such as the social inclusion policy and the EU structural funds also directly target the Roma population.

The new EU financial perspectives 2007-2013, setting the multi-annual spending plan and defining the framework of the EU budget, have changed the panorama for future actions targeting the Roma population.

The Community Action Programme to combat discrimination will not run as such in the new period, but its aims will be incorporated into the European programme for Employment and Social Solidarity, Progress (2007-2013). This new programme integrates five main fields of activity: employment, social protection and inclusion, working conditions, diversity and combating discrimination, and equality between women and men. The programme will thus contribute to the achievement of the Lisbon Strategy objectives in a new integrated approach and will provide financial assistance for analysis and mutual learning activities, awareness-raising and dissemination campaigns in the above mentioned fields. This programme will support EU activities in the anti-discrimination and social inclusion fields, among others.

Additionally, the year 2007 has been declared "European Year of Equal Opportunities for all" and the European Commission has proposed 2008 to be the "European Year of Intercultural Dialogue".

### ***1.2. ETUCE actions and policies on anti-discrimination***

The fight for human rights and against social exclusion, as well as the promotion of equal opportunities and the fight against discrimination have been issues at the core of ETUCE's working programme since its creation in 1975.

ETUCE was especially active in the development of activities for intercultural education and the fight against racism during the years 1993 to 1998. A common OBESSU<sup>2</sup>-ETUCE declaration on intercultural education was signed in December 1997, welcoming the declaration of 1997 as the European Year against Racism, focusing on the need of intercultural education as a strategy of schools against racism and xenophobia, and including recognising the need of in-service education for teachers in the art of teaching in a multicultural environment.

The ETUCE project *Developing a non-discriminatory quality education for Roma children* has represented a step forward in ETUCE's fight for non-discrimination and equal opportunities. A policy paper titled "ETUCE contribution to the EU Anti-discrimination policy: special focus on ethnic and racial origin grounds" was produced and adopted in the last ETUCE General Assembly, held in Luxembourg on 4-6 December 2006 (see Annex B). This policy paper outlines how ETUCE intends to contribute actively to the mainstreaming of EU anti-discrimination policies, with special focus on the racial and ethnic origin, and to seek support from the EU to carry out further ETUCE activities in this area, focusing especially on awareness raising and on monitoring the implementation of European and national anti-discrimination legislation.

During the implementation of the project, ETUCE was invited to present the project activities, in particular the training methodologies developed within the project, at the European Commission Conference "Anti-Discrimination & Diversity Training: challenges, needs and the way forward", held in Warsaw in April 2006. This conference aimed at presenting good practices of training on anti-discrimination and addressing future needs for taking the combat against discrimination forward. ETUCE's experiences in carrying out the legal seminars, developing the training manual on how to teach in a multicultural environment, and organising trainings for teachers and trade union representatives, were identified as good practices for involving the wider public in anti-discrimination issues.

As mentioned above, the year 2007 has been declared "European Year of Equal Opportunities for All" and the European Commission has proposed 2008 to be the "European Year of Intercultural Dialogue". In this context, ETUCE intends to continue developing

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<sup>2</sup> Organising Bureau of European School Student Unions

concrete actions in the field of non-discrimination in education for Roma and other minorities in Europe.

## **2. Preparatory Phase**

### **2.1. Aims and objectives**

*Trudy Kerperien,  
Project  
Coordinator*



In September 2003, the Dutch teachers' union, AOb, drew ETUCE's attention to the lack of appropriate education for Roma children in some countries of Central and Eastern Europe. As a reaction to this, ETUCE decided to submit a project proposal to the European Commission. The project proposal consisted of a preparatory phase, lasting six months and leading to the elaboration of the full proposal for the two-year implementation phase.

The preparatory phase was designed and implemented by the ETUCE Secretariat together with AOb and the Bulgarian member unions SEB and PODKREPA. The aim of this phase was mainly to analyse the situation of Roma children regarding their access to quality education, and to further identify priorities, determine concrete aims, outcomes and necessary activities and a methodology for the project continuation (the implementation phase).

### **2.2. Activities**

During the six-month preparatory phase the situation of Roma children in Bulgaria was analysed through seminars with parents' associations and teachers of both Roma and Bulgarian majority origin, as well as through meetings with local and national authorities in different regions of Bulgaria.

Also during this phase ETUCE extended the analysis of the problems to two other countries, Slovakia and Hungary, with the aim of exchanging experiences, sharing information and identifying common problems in the three countries.

A Transnational Conference was held in Sofia on 4 and 5 June 2004, with participants from the three countries. The main objective of this conference was to create a Steering Committee composed of teachers, parents and trade union officials from these countries, as well as ETUCE and AOb representatives.

This Steering Committee was responsible for the elaboration of the full proposal. During the first Steering Committee meeting in July 2004, a general outline for the implementation phase of the project was agreed upon.

*The Steering Committee with members from the participating unions and the group of experts*



### ***2.3. Conclusions***

After six months of analysis of the situation, common problems of the three countries were identified.

For many Roma, the collapse of the socialist regimes led to a deterioration of security in jobs, housing and other services, and to a lack of economic opportunities. A consequence for many Roma families has been severe poverty. Many Roma parents are illiterate and often do not acknowledge the importance of education as a means for improving their situation. Low income makes it difficult for most Roma to buy the textbooks and other school supplies that parents are supposed to provide. Roma children often work in the informal sector to supplement family income. Many of them do not have an appropriate command of any of the languages of instruction in schools. Roma often marry and start having children at a very early age. Out of those Roma children who do complete primary education, very few attend secondary education or university.

Poverty, unemployment, bad living, health and hygiene conditions, early pregnancy of Roma girls, etc. are wider problems facing the Roma Community, and it is within this context that the issue of access to education must be addressed. Over the course of the seminars and meetings carried out during the preparatory phase, we focused on the particular problems of this minority regarding education:

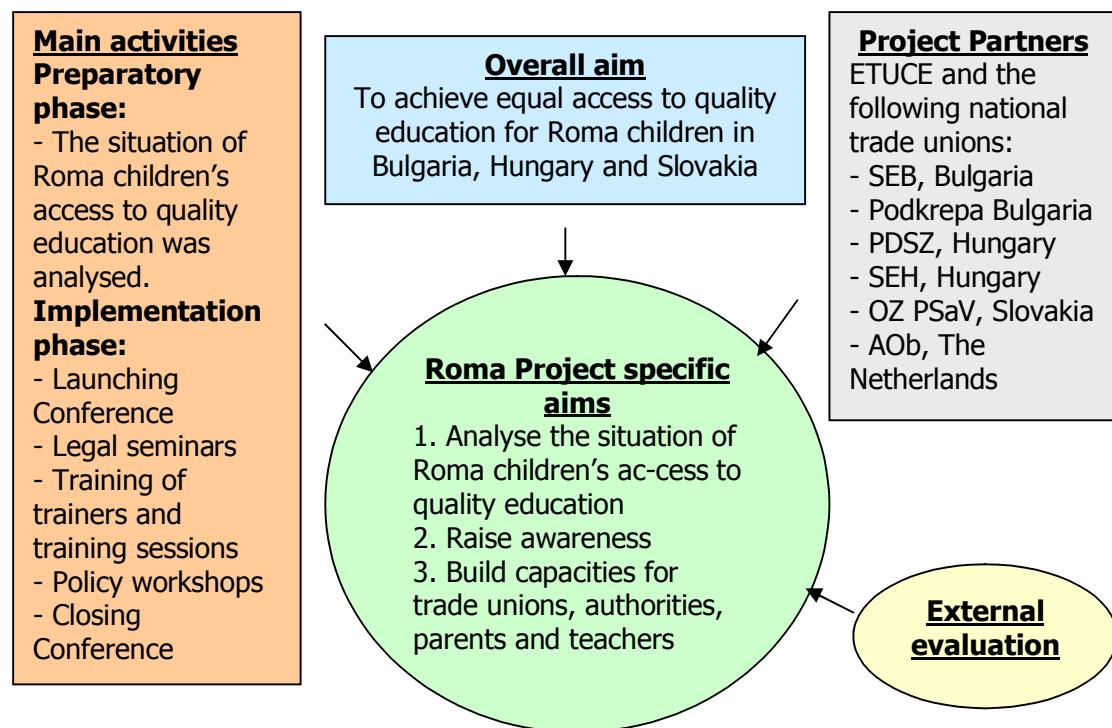
- *Roma children are receiving unequal quality education.* A high number of Roma children are attending "special schools" or classes as a result of inadequate testing systems, and they have a very low school attendance rate and a high drop-out rate;
- There is a general *unawareness* of the concept of discrimination and of *the EU anti-discrimination policies and legal framework*,

- *Teachers are not sufficiently qualified* for working with children from different ethnic backgrounds and no training material on multi-cultural education is available;
- There is a *lack of political will and investment of resources* to design and implement appropriate policies aimed at changing attitudes in the schools and not enough resources are allocated.

In accordance with these problems, the following priorities were identified:

- Improve teachers' qualifications and skills in working with Roma children and parents/adults;
- Support Roma parents with information about their rights and clarify what associations and boards of trustees can do in schools;
- Raise awareness on the content of the European Anti-discrimination policy framework and Directives;
- Support our member organisations to approach their governments in order to give more priority to the education of Roma children and to allocate more funds to tackle discrimination against these children in the education system.

### ***Project Scheme:***



### **3. Implementation phase**

#### ***3.1. Aims and objectives***

The aims and objects for the implementation phase were defined in line with the priorities drawn up in the conclusion of the preparatory phase.

Two overall objectives were set:

- To raise awareness and build capacity among trade unions, the authorities, parents and educators in order to enhance the quality of education for Roma children
- To contribute to change policies and legislation according to the EU Anti-discrimination Framework

In correlation with these overall objectives, four concrete purposes were defined:

- To develop trade union political strategies aimed at improving quality education of Roma children in the target countries.
- To compare the national Anti-discrimination Framework of the target countries with the EU Anti-discrimination Framework in order to improve legislation and policies at national level
- To develop a course for training the trainers in order to change attitudes towards Roma children in the classroom
- To organise training sessions for different target groups, achieving a multiplier effect by spreading the appropriate intercultural pedagogical methodology

#### ***3.2. Approach and methodology***

A problem analysis was needed to determine and analyse the objectives of the project, and to identify the appropriate methodology and activities to be carried out. The "focal problem method" was used as a starting point to conceive and design the project. Initially, a core focal problem was identified, in our case "the lack of appropriate policies and resources to guarantee access of all children to school", as well as the cause and effect of this focal problem. The problem tree diagram (Figure 1) is used to present the problem analysis.

The problem tree diagram is accompanied by an objective tree diagram, where the objectives are identified according to the focal problem (Figure 2).

The development of this objective tree in correlation with the problem tree leads directly to the identification of the project's overall objectives, purposes, results and activities. All these elements are presented in a logframe matrix (see Annex I). This matrix contains all the necessary information to be taken into consideration in order to implement the project and evaluate its implementation.

**Figure 1**

<b>PROBLEM TREE</b>		<b>OBJECTIVE TREE</b>	
<b>effect</b>	Unequal quality education for Roma children	Develop quality education for Roma children	<b>end</b>
<b>focal problem</b>	Lack of appropriate policies and resources to guarantee equal access of all children to school  Teachers are not prepared nor trained to work with Roma children and their families; they do not always acknowledge the problems as discrimination.	Develop appropriate policies and strategies  Changing attitudes towards Roma children by providing resources and training capacities	<b>objectives</b>
<b>Cause</b>	Unawareness about AD legislation and policies No training material and no trainers available	Develop legal seminars on AD legislation Develop training material and training of trainers seminars	<b>Means</b>

The project planning and decisions were made by the Steering Committee members, one representative per union partner in the project. The Steering Committee had the role of meeting and guiding the implementation of the project. Special roles were given to Trudy Kerperien, from AOb (The Nederlands), acting as project coordinator and, María Miguel Sierra, expert on anti-discrimination, acting as project evaluator. Both of them had to ensure that the activities were carried out in an appropriate manner and that the purposes were achieved, as designed in the logframe matrix. The project coordinator had to ensure that the results were achieved in accordance with the role and from the perspective of the policy and teachers' union , including the task of foreseeing, avoiding or solving potential problems before they emerged. The project evaluator acted as a "critical friend", providing expertise in anti-discrimination matters, monitoring the development of the project and evaluating its contents, results and outcomes, including quality assurance.

### **3.3. Activities**

On the basis of the problems and objectives identified, the concrete activities for the implementation phase were put in place. The main steps in the project can be illustrated as follows:

Launching Conference	First activity of the implementation phase, aimed at launching the project and obtaining commitment from relevant authorities and stakeholders.
Legal seminars	The aim of these seminars was to raise awareness on the European legal framework of anti-discrimination in the three target countries.
Training of trainers and training sessions	A training manual was explicitly prepared for these activities. 25 persons in each country were trained by their national pedagogical expert. Each of these trainers then trained 10 new teachers and/or educators, reaching a total of 750 persons trained (multiplier effect).
Policy workshops	During the three policy workshops (one in each country), National Action Plans were drafted. These National Action Plans are intended to be a tool for developing strategies at national level.
Closing Conference	At the closing conference, the Action Plans were presented and discussed. A conference statement outlining formal commitment and future actions by ETUCE and its member unions was approved by the conference participants.

A vast number of activities were thus carried out during the implementation phase. The following chapters (3.3.1. – 3.3.7.) give a more in-depth overview of each activity.

#### **3.3.1. Launching Conference**

The Launching Conference took place in Budapest on 9 April 2005. This first conference was aimed at launching the project, i.e. at presenting the project aims and activities and, importantly, at obtaining the commitment from all relevant stakeholders. The well-known Roma MEP Viktória Mohácsi and a representative from the Representation of the European Commission in Hungary, Thomas Glaser, were keynote speakers in the conference. We were privileged with the presence of the Hungarian Minister of Education at that moment, Magyar Bálint, and the Ombudsman for Roma children matters in the Ministry.



*Launchina Conference, Budapest, 9 April 2005*

The *importance of funds* was highlighted by most of the speakers. The representatives from the Commission and the European Parliament set out some existing funding opportunities offered by the European Commission and other EU initiatives. The Decade of Roma Inclusion and the opportunities given by the Roma Education Fund were also highlighted.

The main topics discussed during the conference were the recurrent problems of *discrimination and segregation* of Roma children in schools. Desegregation processes was considered by the majority of speakers as one of the most imperative solutions. *Absenteeism* and *dropouts, low language skills* and *lack of well prepared teachers* to work with Roma children were also identified as relevant issues to address.

The **legal aspects** were also mentioned as a key part of the project. Lilla Farkas, legal expert of the project, presented the programme of the legal seminars to be held as a first step in the project and the importance of raising awareness on the concept of discrimination.

Two examples of **good practices**, both from Bulgaria, were explained by a representative from the Bulgarian Roma NGO Amalipe Foundation and a representative from the teachers union SEB. The results of both programmes presented showed that teaching Roma culture and human rights at school has proven to be beneficial for the average of success of Roma children in school.

Furthermore, the Launching Conference provided the participants with an opportunity for an in-depth discussion on the current (and possible future) role of the trade unions in the fight

to provide quality education for Roma children in the three countries. Union representatives highlighted the importance of having well-trained teachers.

### ***3.3.2. Legal Seminars***

From May to July 2005, one Legal Seminar was held in each of the three participating countries. Initially, the target groups in these seminars were representatives of teachers unions and legal experts who could be influential in the improvement of legal provisions in the countries. In practice school teachers, pedagogical advisors, school psychologists, NGO members and Roma teaching assistants also took part in the seminars. The aim was to raise awareness of the EU Anti-discrimination framework and to compare it to the national legal systems, giving also the participants a basic overview of the international human rights system as it relates to anti-discrimination and minority rights in education. In concrete terms, the themes dealt with were the EU and the national legal frameworks on anti-discrimination, the relationship between local, national and international law, legal obligations and the role of teacher trade unions in the social dialogue as key players for changing laws and policies.

The discussions of legal topics concerning discrimination in education turned out to be a good starting point for the participants in building capacity among teachers, trade unionists and legal practitioners in the field of anti-discrimination. The interactive method used by the project legal expert, Lilla Farkas, proved to be excellent, as participants had the opportunity to analyse concrete case studies that could arise in the schools of the three countries, and therefore to understand what discrimination entails and the differences between direct and indirect discrimination, harassment and instruction to discriminate.

The evaluation of the seminars in the three countries showed that they could be considered a success. Participants were highly motivated and the answers from the evaluation questionnaires showed a lot of enthusiasm and interest in the project and in continuing to take part in subsequent activities.

### ***3.3.3. Toolkit***

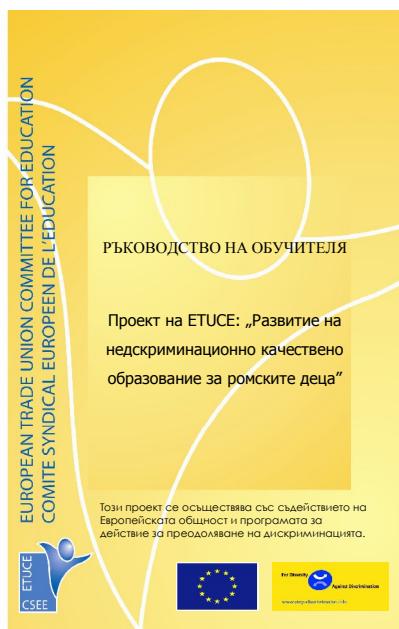
The project's next step was more focused on developing intercultural education and teaching methods. A training manual (toolkit) on how to teach in a multicultural environment was developed by the project's pedagogical experts from the three participating countries: Barbora Mesarosova (Slovakia), Emil Buzov (Bulgaria) and Tíbor Derdak (Hungary). This toolkit aimed at providing knowledge and guidance for teachers and teacher assistants in

different training methodologies and at giving future trainers - to be trained in subsequent project activities - sufficient tools to perform training sessions themselves.

The manual was divided into two sections: Section A outlines and explains various training methodologies. It aims to give future trainers sufficient tools to be able to conduct the training sessions. Section B contained 3 training modules. The first module "*Education and social justice*", provides an overview of the notion of social justice and the role of education in promoting social justice. It further assesses some key concepts for teaching social justice, like equality, anti-discrimination and the fight against prejudice and stereotypes. The second module, "*Classroom management*", provides tools for managing problematic behaviour and creating a positive classroom environment with a profound respect among teachers and

pupils for differences in ethnic background. The third module, "*Family involvement*", deals with the interaction between school and family and the positive effects of this cooperation where families are involved in school life.

All three modules provided activities to support an interactive methodology when dealing with the three topics explained in concrete situations of school life.



*Bulgarian Version of the Toolkit*

### **3.3.4. Training of Trainers**

In each country, 25 teachers, teacher assistants, school psychologists, pedagogical advisors and trade union leaders were trained during the Training of Trainers (ToT) seminars on a basis of the tools provided in the toolkit. The aim of this activity was to create a pool of 25 trainers per country. Each of the trainers went through a two days course on how to work methodologically and how to use the toolkit mentioned above (chapter 3.3.3.). The trainers were chosen by each trade union on the basis of several requirements, motivation being the most important one. All trainers showed willingness to engage themselves fully. The evaluation of the seminars also confirmed the very positive feedback from the participants in all three countries.

### **3.3.5. Training Sessions**

The training sessions ensured the multiplier effect of the methodologies developed for the ToT seminars. During these training sessions, each of the "trained trainers" - 25 per country - had been asked to train 10 new teachers and educators from their working environment. A total number of 746 new teachers and educators have been reached in the three countries.



*The ten participants in a training session held in Pazardzhik, Bulgaria*

The evaluation of the training sessions showed very positive results regarding the level of satisfaction of the participants, with an average satisfaction of above 80% in all three countries, and for Bulgaria even more than 85%. The encouraging feedback from the newly trained teachers and educators further emphasised the profound interest in participating in these sessions. The success of the training sessions was such that not all interested teachers could participate due to the limited number of places per training session. This clearly shows the interest in the issue from the teachers' side and reconfirms the real possibility for an essential teacher involvement in the work for improving of access to quality education by Roma children.

### **3.3.6. Policy Workshops: National Action Plans**

The policy workshops, which were held in the three countries from March to June 2006, aimed at developing and adopting National Action Plans (NAPs) by the trade unions on the issue. NAPs are intended to be concrete tools for developing strategies to improve quality education for Roma children at national level. NAPs will be used by trade unions to present their proposals and recommendations to the authorities and engage them in a constructive dialogue on Roma children education. NAPs are also tools for their own members and within their own structures to improve the situation in schools. Thus NAPs are key elements for the sustainability of the project at national level.

During these policy workshops, trade union officials and members discussed the content and priorities of the actions to be included in their NAPs in order to enhance quality education for Roma children.

A very important achievement of the project is the creation of national working groups set out in the NAPs. These working groups will be in charge of developing union policies and strategies to tackle discrimination in the different countries. In order to address effectively the topic of Roma children education, strong internal cooperation among trade unions from the same country as well as cross-border cooperation between unions from different countries is needed.



*Christoph Heise, ETUCE Vice-President, opening the final conference, Bratislava, 28-29 September 2006*

### **3.3.7. Final Conference**

The Final Conference took place in Bratislava, Slovakia, on 28 and 29 September 2006. The theme of this conference was "ensuring sustainability". The main topics were to present and discuss the NAPs of the trade unions, to summarise the outcome of the project, and to agree on a conference statement. This statement introduces the conference's appeal to ETUCE and its member unions to continue their commitment so as to secure the sustainability of the results achieved during the project for equal opportunities in education for all.

The Final Conference also focused on other related issues such as funding opportunities for projects within this area, as well as on pedagogical models for good practices in integration through presentations from different relevant speakers.

Another important element of the conference was the debate among participants, for which three working groups were set up to discuss different issues. The three groups discussed the amendments to the Conference Statement proposed by the Steering Committee of the

project and possible additional actions to the National Action Plans in order to secure sustainability.

ETUCE Vice-president and conference chairperson, Christoph Heise, stated that the project has been a success and ensured that the numerous good results achieved so far will be followed up. He emphasised that ETUCE will continue supporting and encouraging the unions in their efforts to implement the National Action Plans. Furthermore, he confirmed that the inclusion of Roma children in education will remain an important issue on ETUCE's agenda.

### ***3.4. Conclusions***

The project dealt with many different matters; not only with policy issues, but also with legal matters, training methodologies, research findings from other projects and, on a more concrete level, with the exchange of good practices. The topic of Roma children education is complex, varying from country to country and region to region and thus it needs to be approached from different but complementary perspectives.

ETUCE and its member unions acknowledge that one of the main obstacles in the effective inclusion of Roma children in quality education is society's attitude towards them. In order to achieve an effective change in the attitude towards Roma children, awareness of the problem is crucial. During the project "Developing non-discriminatory quality education for Roma children" the ETUCE secretariat and the unions partners in the project have tried to analyse the situation and start elaborating solutions at teachers' unions level. The Legal seminars carried out in the project were a crucial starting point to raise awareness on what discrimination means and how to identify it. The training of educational staff in the methods of teaching multicultural classes was the next step in the process. ETUCE believes that intercultural pedagogy is a key tool for preventing discrimination against Roma children in schools in Europe. The project of developing non-discriminatory quality education for Roma children has proven the possibilities and the keen interest among people working in education to address the problem.

ETUCE undertakes to keep a focus on the issue of providing quality education for Roma children and will continue to encourage member unions to address discrimination in education.

Furthermore, an ETUCE policy paper on anti-discrimination, based on the results of the project, was developed and has been formally adopted by the ETUCE General Assembly in December 2006.



*Members of the project Steering Committee*

## **Annex A) Final Conference Statement**

### **Statement of the Closing Conference of the ETUCE project "Development of non-discriminatory quality education for Roma children" Bratislava, 28-29 September 2006**

**With reference to the ETUCE project "Developing non-discriminatory quality education for Roma children", implemented in Bulgaria, Slovakia and Hungary with Algemene Onderwijsbond (Aob, the Netherlands) being the political coordinator, Syndicat des Enseignants Bulgares (SEB, Bulgaria) and Podkrepia Education (Bulgaria), Teachers' Democratic Union of Hungary (PDSZ, Hungary) and Syndicat des Enseignants Hongrois (SEH, Hungary) and Trade Union of Workers in Education and Science (OZPŠaV, Slovakia), being the partners responsible for coordinating and monitoring the implementation of the activities in their respective countries, the conference issues the following statement:**

#### The conference:

Welcomes the strong commitment of the national teachers' unions involved in the project. The partners' contribution to the project activities, over a two-year period, clearly confirms an increased interest in the situation of Roma children within the national education systems, and it furthermore stresses a need for substantial change of those systems;

Welcomes the participating teacher unions' adoption of the National Action Plans, as a part of the project's policy phase. Hopes that the National Action Plans will lead to an ongoing and sustainable commitment of the national social partners within the subject of anti-discrimination. The conference underlines the high importance of the social partners' engagement in ensuring new educational opportunities for Roma children, as well as in initiating innovative developments towards preventing discrimination in education;

Strongly supports the creation of national trade unions' working groups on anti-discriminatory and quality education for all children in Bulgaria, Slovakia and Hungary. These unions' consultative bodies will strive for the elimination of deep-rooted prejudices against Roma children in schools, and thus promote the full and equal integration of Roma communities into society, by initiating further trade union capacity building, further teacher training and trade union policy development and by establishing better relationships with other stakeholders;

Encourages the development of training activities for teachers to enhance their methodology and pedagogical skills to work with Roma children, and supports their active contribution towards ensuring quality education for all in their own environment.

Encourages further internal cooperation among trade unions from the same country and cross-border cooperation among trade unions from different countries on equality issues.

The conference calls upon the ETUCE to:

Commit itself to continue the support of the ETUCE member organisations in their efforts towards creating equal and quality education for Roma children;

Provide a forum for exchange of information, experience and expertise for member organisations' future projects and activities in the field of anti-discrimination with special focus on Roma children education;

Encourage all member organisations - especially unions from countries with a need for integrating the Roma minority into society - to increase their efforts in promoting and participating in national and European programmes against discrimination;

Retain the acquired knowledge and experiences and disseminate the positive results of the project, and herein the important role of teachers' unions in contributing to problem solution related to the integration of Roma children;

Encourage the involvement of member unions from other countries in ETUCE joint activities regarding equality issues, i.e. Round Tables;

Develop anti-discrimination policies with a view to influencing EU policies and seeking support from the EU to further ETUCE activities in the area.

## **Annex B) Policy Paper**

### **ETUCE Policy Paper**

#### ***ETUCE contribution to the EU Anti-discrimination policy: special focus on ethnic and racial origin grounds***

#### **Background information: from practice to policy development**

In 2004 the European Commission approved an ETUCE project titled "Developing non-discriminatory quality education for Roma children", which run from March 2004 to December 2006. The aim of this project was to respond to the need to provide Roma children in central and south-eastern Europe with good and equal quality education. Roma are the largest ethnic minority in Europe, numbering over eight million and stretching across many national borders. Most of the three million of Roma children in Europe do not have access to quality education. A high percentage of children from this ethnic background are not enrolled in school at all. They are very often assigned to so-called "special schools" and receive an education designed for the mentally handicapped. In addition, the great majority drops out even before completing primary school.

The project consisted of two phases: a six-month preparatory phase and a two-year implementation phase. The aim of the preparatory phase was to analyse the situation of Roma children mainly in Bulgaria and to share these findings with Slovakian and Hungarian colleagues in order to identify common problems.

The main conclusions of this preparatory phase were the following:

1. Roma children in these countries were receiving unequal quality education than their peers from other ethnic origin;
2. There was a general unawareness of EU Anti-discrimination policies and legal framework and its impact at national level;
3. Most teachers working with these children recognised not to be well prepared nor trained to perform a good job; not good training material was available for them.

The implementation phase targeted the three countries mentioned; it began in January 2005 and run to December 2006, having the following overall objectives:

- To raise awareness and build capacities at the level of trade unions, authorities, parents and teachers in order to enhance the quality of education of Roma children
- To contribute to changing policies and legislation in accordance with the EU Antidiscrimination Framework

Alongside the ETUCE, acting as European umbrella organisation, applicant partner and therefore manager of the project, six teachers' unions took part in the project. AOb (the Netherlands), being that union which alerted ETUCE to the situation of these children in Europe<sup>3</sup> held the political coordination of the project. SEB and Podkrepa (Bulgaria), PDSZ and SEH (Hungary) and OZPSaV (Slovakia) were the partners responsible for coordinating and monitoring the implementation of the activities in their respective countries.

In order to achieve the above-mentioned aims of the two-year implementation phase, several activities were carried out. During the Launching Conference, held in Budapest on 9<sup>th</sup> April 2005, the project obtained the commitment and support of relevant authorities and other stakeholders working in the field of the education of Roma children in the target countries. Well-known authorities and politicians sensitive to the issue - such as Thomas Glaser, from the EC representation in Hungary, Magyar Bálint, former Hungarian Minister of Education, Victória Mohácsi, Hungarian Roma MEP and Gabor Daroczi, Commissioner for Integration of Disadvantaged and Roma Children in the Hungarian Ministry of Education - were present and gave their support to our project. Other representatives from local and national authorities and civil society organisations from the three countries also actively participated in the conference.

The subsequent legal seminars that took place in June and July 2005 were of particular importance to the project. One legal seminar was organised per country, aimed at raising awareness of the EU Anti-discrimination framework and comparing it to the national framework. This legal stage was crucial for our unions' members and other participants in

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<sup>3</sup> See the AOb Proposal for action submitted to the ETUCE Executive Board on September 2003

the trainings – teachers, head teachers, Roma teaching assistants, psychologists, students to become teachers and officials at regional and national levels - to acknowledge the key concepts of discrimination and the content of the Directives 2000/43/EC and 2000/78/EC.

On a pedagogical level, the Training of Trainers (ToT) seminars and training sessions were also of special importance to the project. They took place from December 2005 to June 2006. Directly linked to one of the overall objectives, these activities were aimed at changing teachers' and educators' attitudes towards Roma children in schools. In this context, a manual to be used for these activities was elaborated by three pedagogical experts from the three target countries. The manual consisted of two sections: Section A on general training methodologies and Section B containing three training modules on relevant topics: Module 1 "Education for Social Justice", Module 2 "Classroom management" and Module 3 "Family involvement".

The ToT seminars were held in the three countries (one per country). They had duration of two days, during which the training experts involved in the project used the manual to train the future trainers. These ToT seminars were aimed at training 25 teachers and educators working in the field per country. A total of 75 teachers and educators (25 per country) became trainers. Subsequently, these trainers carried out one training session each for an average of 10 participants in their working environment. The manual was also intended for use by the trained trainers in these training sessions. As a result, a total of 750 persons (250 per country) were trained by the 75 project trainers. This stage of the project resulted to be a great success for all teachers and educators participating in it.

On a policy level, three policy workshops, one per country, were carried out from March to June 2006. They were aimed at placing the topic of quality education for Roma children onto the social dialogue agendas of the teachers' trade unions in the three target countries. In order to do this, the unions in each country drafted a National Action Plan (NAP), intended to be a concrete tool for developing strategies aimed at improving quality education for Roma children at national level. More concretely, the NAPs are a tool for the trade unions to present their proposals and recommendations to the authorities and engage them in a constructive dialogue on the issue. Furthermore, they also serve as a tool for union members to act within their own structure in order to improve the situation of these children in the schools.

These NAPs were finally presented by the unions at the Final conference of the project, held in Bratislava on 28<sup>th</sup> and 29<sup>th</sup> September 2006. During this event, a conference statement was discussed and approved by the conference. **This statement was intended to be a starting point for the ETUCE to set up some guidelines for what could be a teacher trade unions' policy on non-discrimination on grounds of ethnic and racial origin and on the field of quality education for Roma children in Europe.**

Thus the development of a stronger ETUCE commitment in the broader topic of anti-discrimination will be to a certain extent a continuation of the long-term ETUCE involvement in the field of Roma childrens' equal access to quality education. Hence, the present policy paper intends to reinforce ETUCE's position as an important and pro-active stakeholder not only in the field of Roma children education, but in the European Union anti-discrimination strategy as a whole, mainly focusing on discrimination on grounds of racial and ethnic origin. This paper presents the areas of action stressed by ETUCE as being essential for an efficient contribution of teacher trade unions to the fight against discrimination on these grounds.

**The ETUCE identifies two main areas for action:**

**1. Continuing the work on Roma children education in order to enhance equal and quality education for these children in Europe**

The integration of Roma minority in the European societies is crucial for the socioeconomic and democratic development of Europe as a whole. The conference statement issued in Bratislava on 28<sup>th</sup> and 29<sup>th</sup> September 2006 welcomed the commitment of the national unions involved in the project "Developing non-discriminatory quality education for Roma children" and confirmed the increased interest in the situation of Roma children in the participating countries. The ETUCE believes that teachers and teachers' unions have a key role to play in Roma children education and thus this interest should be extensive to all teachers' unions from all European countries with a need of integrating this minority into their respective societies.

In this context the ETUCE commits itself to:

- Continue the support of the ETUCE member organisations in their efforts towards creating equal and quality education for Roma children;
- Encourage all member organisations - especially unions from countries with a need for integrating the Roma minority into society - to increase their efforts in promoting and participating in national and European programmes against discrimination;
- Retain the acquired knowledge and experiences and disseminate the positive results of the project, and herein the important role of teachers' unions in contributing to problem solution related to the integration of Roma children;
- Provide a forum for exchange of information, experience and expertise for member organisations' future projects and activities in the field of Roma children education;
- Support the creation of national trade unions' working groups on anti-discriminatory and quality education for Roma children in those countries with a presence of this minority;
- Encourage the elaboration and the development of National Action Plans on this topic by the national teachers' unions;
- Encourage the development of training activities for teachers to enhance their methodology and pedagogical skills to work with Roma children and with Roma parents/adults, and support teachers' active contribution towards ensuring quality education for all in their own environment;
- Support the cooperation with other relevant stakeholders (authorities, NGOs and parents' associations) working in the field of Roma children education at national and at EU level;
- Encourage further internal cooperation among trade unions from the same country and cross-border cooperation among trade unions from different countries on equal quality education of these children;
- Support its member organisations in those countries with a need for substantial change in the education systems regarding this topic;
- Support member organisations to tackling "hidden discrimination" in education, through, amongst other things, better knowledge of existing EU and national legislation;

- Support member organisations in lobbying for the allocation of more funds to tackle discrimination against these children in the educational system, such as finding more funds for free textbooks, better equipment for schools (libraries, information and communication technologies), the implementation of the curriculum in its totality (not just the compulsory part), the creation of pre-school language classes, second chance programmes for drop outs, lifelong learning strategies and better salaries for teachers working with these children and those working in centres organising extra-curricular programmes;

## **2. Monitor and support the implementation and development of the EU anti-discrimination legal and policy framework.**

The EU Anti-discrimination Framework finds its legal basis in article 13 of the EC Treaty, introduced by the Treaty of Amsterdam in 1997. This article covers six grounds of discrimination: sex, racial or ethnic origin, religion or belief, disability, age and sexual orientation. The two first pieces of legislation enacted on the basis of article 13 EC Treaty were the so-called Racial Equality Directive (2000/43/EC)<sup>4</sup> and the Employment Equality Directive (2000/78/EC)<sup>5</sup>. Persuaded that legislation alone would not win the fight against discrimination, the European Commission launched the Community Action Programme to combat discrimination, established in the Council Decision of 27 November 2000<sup>6</sup>. This programme run from 2001 until 2006 and it was intended to underpin the Anti-discrimination legislation with concrete actions.

The ETUCE project “Developing non-discriminatory quality education for Roma children” has been funded under this Community Action Programme. With this project, the ETUCE has engaged itself in developing concrete actions in the fight against discrimination within the EU Anti-discrimination Framework. Although specially targeting the Roma minority, an important part of the project has focused in the awareness raising of the EC anti-discrimination policy and legal framework on grounds of ethnic or racial origin.

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<sup>4</sup> Council Directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of racial or ethnic origin

<sup>5</sup> Council Directive 2000/78/EC establishing a general framework for equal treatment in employment and occupation

<sup>6</sup> Council Decision 2000/750/EC of 27 November 2000 establishing a Community Action Programme to combat discrimination (2001 to 2006)

During 2004 the European Commission launched a consultation through a *Green paper on "Equality and non-discrimination in an enlarged Europe"*<sup>7</sup>. The aim of this document was to seek views on how the European Commission could continue and reinforce its efforts to combat discrimination and to promote equal treatment. Hence, the results of this consultation would help the European Commission shaping the policy strategy in this field. These conclusions would also be taken into account when drafting the European Social Agenda in 2005.

In this Green paper the European Commission states that "*The principles of equal treatment and non-discrimination are at the heart of the European Social Model. They represent a cornerstone of the fundamental rights and values that underpin today's European Union*".

As a result of the consultation launched in this Green Paper, the European Commission issued a *Communication on "Non-discrimination and equal opportunities for all – A framework strategy"* (COM (2005) 224 final)<sup>8</sup> stressing, among other issues, the need for further action in order to maximise the impact of current EC anti-discrimination legislation, including action to complete the transposition process and for awareness raising.

In this Communication the Commission highlights the added value of EU funding in supporting policy development and implementation of anti-discrimination legislation and identifies three priorities for funding: awareness raising, analysis and monitoring of the impact of anti-discrimination legislation and networking between the groups involved in the fight against discrimination.

The European Social Agenda (2005-2010) issued in February 2005 set out two key priorities: 1) employment and 2) fighting poverty and promoting equal opportunities.

In addition, the year 2007 has been designated "European Year of Equal Opportunities for all" and the European Commission has proposed 2008 to be the "European Year of Intercultural Dialogue".

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<sup>7</sup> Green paper on "Equality and non-discrimination in an enlarged Europe"<sup>7</sup> (COM (2004) 379 final)

<sup>8</sup> Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on "Non-discrimination and equal opportunities for all – A framework strategy" (COM (2005) 224 final)

Within this context the ETUCE believes that social partners are key stakeholders in the achievement of a European Social Model based on the protection of fundamental rights and freedoms and thus have an important role to play in this direction, including in the fight against discrimination and the promotion of equal treatment. As set out in the conference statement issued during the Final conference of the project "Developing non-discriminatory quality education for Roma children", the ETUCE intends to actively contribute to the development of EU anti-discrimination policies, with a special focus on the racial and ethnic origin grounds, and to seek support from the EU to further ETUCE activities in this area, focusing especially in the awareness raising and in monitoring the impact of anti-discrimination legislation.

Concretely, the ETUCE commits itself to:

- Build capacity for member organisations on EU anti-discrimination legal framework and programmes as well as on the approaches to prevent and address simple and multiple discrimination;
- Encourage its member organisations to develop trade union strategies on how to foster their involvement in the fight against discrimination;
- Encourage its member organisations to raise awareness on the concept of discrimination and as defined in the EU anti-discrimination directives, with special focus on the Directive 2000/43/EC covering the scope of education (articles 2 and 3.1. a);
- Encourage its member organisations to take adequate measures to foster the principle of equal treatment on grounds of ethnic and racial origin in the social dialogue between the two sides of industry (article 11 of the Directive 2000/43/EC regarding the field of education and article 13 of the Directive 2000/78/EC regarding the fields of access to employment, occupation and vocational training, employment and working conditions);
- Encourage its member organisations to monitor the correct implementation of the mentioned Directives as regards provisions of collective agreements (articles 16 and 13 of the Directives 2000/43/EC and 2000/78/EC, respectively);
- Encourage its member organisations in the cooperation with national authorities and other stakeholders, such as the national bodies for the promotion of equal treatment (created by article 13 of the Directive 2000/43/EC), European and national NGOs working on equal treatment on racial or ethnic origin;

- Encourage the involvement of member unions in ETUCE joint activities regarding equality issues, i.e. Round Tables, Workshops aimed at identifying and exchanging good practices and information;
- Cooperate with EI on equality and diversity issues;
- Actively participate in the promotion of equal treatment through the regular participation on the ETUC Migration and Inclusion Working Group;
- Assist member organisations' involvement in the actions related to the European Year of Equal Opportunities for all (2007), besides ETUCE activities in relation to this event;
- Plan ETUCE participation in the activities foreseen for the European Year of Intercultural Dialogue (2008);
- Encourage member organisations' work in deepening and strengthening the intercultural dialogue approach in school curricula and in teaching methods, as intercultural dialogue is a vital instrument towards mutual understanding;
- Monitor and influence the EU decision making process for including diversity and equal opportunities considerations as basic provisions within all social policies, specially education and training, youth and employment.

## **ETUCE PROJECT**

**"Developing non-discriminatory quality education for Roma children"**

**2004 - 2006**



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