

Roma in Public Education

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Executive Summary

This study presents an overview of information on the education policies for Roma in Slovenia, as well as on indicators of their educational participation and achievement. A wide array of available documents was reviewed for the purpose of this study, and many stakeholders, including the Roma themselves, were consulted directly for additional information. This has been a task on its own since there is a considerable lack of official, publicly available and reliable Roma-specific data. The principal reason, the personal data protection, should in our opinion be re-examined and recommendations of international monitoring bodies to the effect of collecting data on Roma (and other ethnic minorities) seriously considered.

The Roma community in Slovenia is a sizable ethnic minority, which despite its long presence has been insufficiently integrated and is one of the groups most vulnerable to social exclusion. Their disadvantaged situation is reflected in the areas of housing (sub-standard housing, ghettoisation, isolation, etc.), education (low levels of education, absenteeism and dropping out, illiteracy) and employment (most of the population is unemployed and lives on social assistance). Diverging trends have been identified – while on the one hand, their situation in the labour market is worsening, on the other hand, there are signs of a gradual improvement of the level of education, political representation at the local level, their self-organisation, and of increased involvement of the community in the planning and designing of the policies, which affect them directly. In general, though, the overall social inclusion policy related to Roma yet has to prove to have a durable impact.

Although minority protection applies to the Roma community, it is restricted in comparison with the standards of protection awarded to the autochthonous Italian and Hungarian national minorities. Special rights of Roma are covered in different sectoral acts, regulating local self-government and political participation, education, media, culture and libraries. In the field of education, the official policy was late in coming. During the reform of the education system, the issue was addressed only marginally and the first comprehensive strategic document, the *Strategy of Education of Roma in the Republic of Slovenia*, was adopted only recently and not yet transposed into an action plan. Therefore, previous approaches are presented in some detail.

In previous government strategies, Romani children were treated as children with special needs. In principle, the right of Roma to difference and communication in their own language and Roma identity was acknowledged, but these principles were not sufficiently implemented. Instead, the policies and related measures were focused on the inclusion of Roma in the existing system and not on the more demanding consideration of the specific demands of multiculturalism. To be fair, there is a wide array of measures aimed at improving the inclusion of Roma in the education system, both stimulative and coercive, and there is also a long tradition of dealing with this issue in a systematic manner. But perhaps the poor results of the overall policy on inclusion of Roma can also be attributed to the fact that the policy was assimilative and not sufficiently integrative.

The new strategy does away with this approach. It clearly promotes the integrated education of Roma and the inclusion of Romani language and culture into the curricula. It also introduces new elements, such as Roma assistants and coordinators, which contribute to the multicultural orientation of the Strategy. The Strategy is presented in detail, including its shortcomings, and compared to the strategies of education for other ethnic minorities in Slovenia, and to the international recommendations and policy documents.

The following chapter presents available data on the educational achievement and participation of Roma. The existing situation is clearly unsatisfactory: most Roma are without a completed basic education, there is a high degree of illiteracy, absenteeism and dropping out, and low level of school performance. The current trends indicate gradual improvements, but deviation from the national

average is still worryingly huge. Progress is evident in the inclusion of Roma in different educational programmes, including the adult education, but the success rate and the transition to secondary, vocational, and higher education is still very low. Differences between different regions are also outlined, reflecting possibly different approaches to the education of Roma.

The impact of discrimination and prejudice is also examined. Some practices, which result in discrimination and unequal treatment of Roma children, are still applied, e.g. the segregated Romani classes and the disproportionate number of Romani children placed into schools for children with special needs. In this context, information which points to the troubling attitudes of the majority population towards Roma is discussed, as is the need for an in-depth assessment to determine the role of prejudice and stereotypes on the one hand, and Roma's self-esteem on the other, in hindering their successful inclusion and equal treatment.

Last but not least, three examples of good practice are presented, chosen on the basis of their multicultural approach.

1. Description and evaluation of data

In the course of research for this study on Roma in public education, we consulted a number of reports and evaluation studies, including reports and recommendations of international bodies (e.g. Council of Europe), government bodies and public services with competencies in working with the Roma community in general (various ministries, centres of social work, employment service, the National Education Institute, etc.), and of researchers, teaching staff and other experts. Data was also collected from non-governmental organisations, both Roma and non-Roma. We also reviewed a whole array of legislative and official policy documents and various databases with specific or general information on the education system in Slovenia (e.g. Eurydice, Statistical Office). Our experience with data collection in general was fairly positive, with the exception of the Office for Nationalities, which provided us with a truncated, censored version of their recent report on the situation of Roma in Slovenia without an explanation, and even that only after we called upon the Commissioner for Access to Public Information because the Office ignored our request.

It needs to be pointed out in the beginning that no systematic monitoring and assessment of the educational achievement and participation of Roma has so far been put into practice and that in general there is a considerable lack of reliable Roma-specific statistical data. Not only this study, but the Government as well relies on partial and methodologically diverse sets of data or information acquired through limited reports or estimates and scarce evaluation studies.

One of the principal reasons for the lack of statistical data is that ethnicity data is not systematically collected. According to the *Personal Data Protection Act*¹, it is forbidden to maintain records or to collect data based on racial, ethnic and national origins and religion or other personal circumstances without a written permission from an individual. One outcome of this legal barrier is certainly a lack of visibility of groups vulnerable to discrimination. For reasons of transparency and accuracy, it would be helpful to consider recommendations of a number of international bodies, that ethnicity data does not threaten the principle of personal data protection, because statistical results are not linked to an identified or identifiable natural person².

An additional problem of the *available* information is its accuracy and the degree of inclusion of the Roma population in its entirety. In Slovenia, this relates specifically to the ambiguous official distinction between the so-called autochthonous and non-autochthonous Roma³, which is not defined in legislation, and remains unclear even in estimates on proportions of both categories of Roma population. Not only does such a distinction hinder a detailed insight into the overall situation of Roma, but also makes the design, monitoring and evaluation of policy and programmes difficult and is also likely to result in a failure to successfully integrate the Roma population as a whole.

This study also does not include information on the Sinti community in Slovenia. During the course of our research, we were unable to identify any verifiable set of data or a comprehensive analysis of their situation. The Sinti community in Slovenia is quite small, estimated at sixty to seventy families (around 200 individuals), and for the most part situated in the north-western region of Gorenjska. Only recently has the community become visible, both in their demands to be acknowledged as different

¹ Slovenia / SOP: 1999-01-2792, (23.07.1999)

² See e.g. Council of Europe's Draft Recommendation No. R (97) of the Committee of Ministers to Member States concerning the Protection of Personal Data collected and processed for statistical purposes at <https://wcm.coe.int/ViewDoc.jsp?id=584831&Lang=en>, (20.10.2004), or General Recommendation No. 04: Demographic composition of the population (Art. 9): 25/08/73 of the Committee on the Elimination of Racial Discrimination.

³ The issue of the autochthonous and non-autochthonous Roma is further explained in the chapter on the Roma population in Slovenia on page 7.

from Roma (their recently founded association refused to join the Roma Union of Slovenia) and in their organisational efforts to link up with the Sinti of Austria and Germany and to research their heritage. At the moment, little concrete is known about their educational situation, which seems to be just slightly better than the situation of Roma, possibly on account of intense adaptation and assimilation into the majority culture (nearly extinct language and folk tradition)⁴.

Unfortunately, we also had to omit information on the situation of Romani women in the education system due to the same reason, although our inquiries seem to confirm the assumption that their situation is even worse, because they often suffer from double discrimination, both as women and as Roma. This issue undoubtedly requires priority attention both in the field of research and in the development and implementation of equal inclusion policy.

Irrespective of the lack of data, considerable attention is devoted to the legal and policy framework of and its capability of dealing with the education of Roma in Slovenia in a positive way. In this respect, we have included a review of both the previous official documents and currently existing policy measures on the one hand, and the newly adopted *Strategy of Education of Roma in the Republic of Slovenia* on the other. We thought this to be necessary, because the new Strategy has not been transposed into an action plan yet and it is therefore impossible to evaluate its impact.

⁴ Information on the Sinti community was collected through interviews with members of the community, teaching staff in the concerned region and from a weekly journal, see Hahonina, K (2004) "Krivica posploševanja: Kdo so Sinti, kaj hočejo v Sloveniji in kako jim to uspeva", in *Mladina*, November 8, No. 45

2. The Roma Community in Slovenia

The exact size of the Roma community in Slovenia is a matter of discussion. In 2002 Population Census 3,246 persons declared themselves as Roma when asked about their ethnic affiliation, and 3,824 declared their mother tongue to be Romani. According to the most recent estimates which take into account information from different sources, including local bodies that deal with Roma issue directly, however, there are 7,000 to 10,000 Roma in Slovenia⁵, and this makes them a sizable community amongst different ethnic minorities.

Regardless of the exact numbers, it is undisputed that the Roma have lived in Slovenia for centuries, with first written records dating back to the fourteenth century⁶. Nowadays, the Roma population is concentrated in the Prekmurje region in north-eastern Slovenia, in the Dolenjska region in the southeast, and in cities and towns such as Maribor, Ljubljana, Celje and Velenje. The Roma of Prekmurje have migrated to the region predominantly from Hungary, though some have also come from Croatia. The Roma population of Prekmurje also includes Sinti, which have moved to the region from Austria. This is a particularity, since the Sinti of the north-eastern part of the country, the region of Gorenjska, do not consider themselves to be Roma, but distinct. The Roma of Dolenjska have migrated predominantly from Croatia, and the Roma who have come to Slovenia in recent periods, mostly originate from Kosovo, Bosnia, Serbia and Macedonia.

The official policy differentiates between the so-called autochthonous and non-autochthonous Roma. The first are considered to be those Roma whose families have lived in Slovenia for more than a century, while the “non-autochthonous” Roma are understood to be those who arrived in Slovenia from the other Yugoslav republics, mainly for economic reasons, in the 1970s and later. Although the criteria of “autochthonousness” is nowhere legally defined nor can it be derived from the constitutionally guaranteed protection of the Romani community, it is important for Roma as it entails significant legal consequences with respect to the citizenship status and to the eligibility criteria for enjoying certain political, social and economic rights. This distinction leads to arbitrary and discretionary decisions by the authorities on the level of implementation of social inclusion programmes or measures, and also provokes discord within the Roma community due to various levels of access to these provisions.

The Roma often live in sub-standard accommodation characterised by a “ghettoisation”, inadequate infrastructure and services, segregation from other settlements, a high incidence of disease and the threat of eviction. Most of the population is without the completed elementary school, although current trends indicate improvements in their levels of participation and achievement. Despite this, the rate of unemployment amongst Roma is high and is actually increasing and their employment prospects are further aggravated by the fact that they live in high numbers in economically disadvantaged regions. Most Roma live on social assistance and child supplements and represent a group with the highest risk of poverty and social exclusion⁷. A number of reports and policy documents have identified the Roma community as one of the most vulnerable groups, not only in the area of education⁸, but in virtually all

⁵ Slovenia, Office for Nationalities (2004), *Poročilo o položaju Romov v Republiki Sloveniji*, p. 4

⁶ Štrukelj, Pavla (1991) “Etnološke raziskave romske populacije v republiki Sloveniji”, in: *Razprave in gradivo: revija za narodnostna vprašanja*, No.25, p. 37

⁷ Slovenia, Ministry of Labour, Family and Social Affairs (2000), *Nacionalni akcijski program zaposlovanja 2004*, p. 24

⁸ See e.g. SEECRAN (2003), *Pripombe na Drugo poročilo republike Slovenije o sprejetih ukrepih za uresničevanje Konvencije o otrokovih pravicah*; Slovenia, Ministry of Labour, Family and Social Affairs (2003), *Joint Inclusion Memorandum*; Slovenia, Government of the Republic of Slovenia (2004) National Action Plan on Social Inclusion (2004-2006); Slovenia, Ministry of Education, Science and Sport (2004), *Strategija vzgoje in izobraževanja Romov v republiki Sloveniji*

areas of social inclusion, especially so the members of the community without the Slovenian citizenship⁹.

There are signs of improvement, though. The provision of the *Local Government Act*¹⁰ on the direct political representation of Roma on the local level, for example, has by now been put into effect in all but one municipality, and nineteen municipalities now have Roma councillors, elected by the Roma community directly. One municipality has so far failed to comply with the decision of the Constitutional Court to amend its statute and provide for the Roma councillor. The councillors now coordinate their activities through the Forum of Roma councillors, under the auspices of the Roma Union of Slovenia, an umbrella organisation uniting over twenty different Romani organisations, mostly cultural associations.

⁹ Field research has shown that almost half of the non-autochthonous Roma do not have their legal status settled and that many of them do not have any personal documents. SEECRAN (2003), *Pripombe na Drugo poročilo republike Slovenije o sprejetih ukrepih za uresničevanje Konvencije o otrokovih pravicah*, p. 14

¹⁰ Slovenia / SOP: 1993-01-2629, (31.12.1993)

3. Legal framework

Minority protection in Slovenia recognizes the Roma community as a special ethnic group next to the autochthonous Italian and Hungarian national communities, but with a restricted standard of protection. The Constitution¹¹ stipulates that the status and special rights of the Romani community living in Slovenia shall be regulated by law. Instead of adopting an umbrella act, the state provided for the special rights of Roma in nine different sectoral acts regulating local self-government and political participation, education, media, culture and libraries. However, the issue of incorporating these provisions into an umbrella act has still not been fully resolved yet – in 2003, following the debate on this issue, the National Assembly ordered the Government to prepare an act on the protection of the Romani community, but the Government so far failed to comply.

The legal framework is further broadened by the state's ratification of the international instruments addressing discrimination, including the *Framework Convention for the protection of National Minorities* and the *European Charter for Regional or Minority Languages*. The significance of these treaties for the education of Roma is further outlined on page 18.

In the domestic legislation, some minority protection provisions were incorporated into the new Constitution in 1991, but the rest of the legislation was late in coming. The White Paper on Education in the Republic of Slovenia¹², published in 1995, established the policy framework and the overall philosophy, values and principles for the modernisation of the education system. This principal strategic document did not, however, address the issue of the education of Roma. Legislation established in 1996 on the basis of the White Paper dealt with the issue of minority education briefly, but lacked a more comprehensive approach. For the autochthonous minorities this was later amended by the adoption of legal acts, which defined their special rights in the area of education. For Roma, no such act was introduced and the education of Roma is provided for, explicitly or not, in a number of acts, briefly presented here in their relation to this issue:

- The *Organisation and Financing of Education Act*¹³ defines as competencies of the Council of Experts for General Education to be the adoption of instructions for the adapted implementation of programmes for Romani pupils, and a definition of the programme of supplementary education of Romani children. The Act also prescribes that financial resources be allocated from the state budget “for preparation and subsidisation of textbooks and teaching aids for elementary schools, for national minority schooling and for education of Slovenians living abroad and Roma” and “a part of resources for basic compulsory education of Roma”. Furthermore, the Act states that the Minister of Education defines special norms and standards for the education of Romani pupils.
- The *Kindergarten Act*¹⁴ stipulates that the pre-school education of Romani children “is performed in accordance with this Act and other regulation”. The Act defines the pre-school programmes for Romani children as a public service, for which resources must be allocated by local communities and the state, and stipulates that special norms and standards for the education of Romani pupils shall be established.

¹¹ Slovenia / SOP: 1991-01-1409, (23.12.1991)

¹² Krek, J. (ed.) (1995), *Bela knjiga o vzgoji in izobraževanju v Republiki Sloveniji*, Ljubljana: Ministrstvo za šolstvo in šport (English version: Krek, J. (ed.) (1996), *White paper on education in the Republic of Slovenia*, Ljubljana: Ministry of Education and Sport)

¹³ Slovenia / SOP: 2003-01-5027, (24.11.2003)

¹⁴ Slovenia / SOP: 1996-01-0569, (29.02.1996)

- The *Elementary School Act*¹⁵, similarly, stipulates that the elementary education of Romani children is performed in accordance with this Act and other regulation.
- The *Adult Education Act*¹⁶, and the *Placement of Children with Special Needs Act*¹⁷ and other acts related to education do not specifically refer to Roma, but are relevant as part of the legal framework.

The education of Roma is additionally and more comprehensively addressed in several sub-acts and policy documents, which are examined in details in the following chapter:

- *Instructions for the adaptation of the Elementary School Programme for Romani Pupils*¹⁸ (1993) – the first document to define contextual, organisational and normative conditions to provide for a successful inclusion of Romani children into the education system.
- *Instructions for the adaptation of the Elementary School Programme for Romani Pupils for the nine-year elementary school*¹⁹ (2000) – the above-mentioned document, adapted to the newly introduced nine-year elementary school programme.
- *Supplement to the Curriculum for Kindergartens for work with Romani children*²⁰ (2002)
- *Programme of Measures for the Assistance to Roma*²¹ (1995) – the first government document specifically addressing the problems of (autochthonous) Roma, including living conditions, education, employment, family care, social care, health care, prevention of crime, cultural development of the Romani community, information provided to Roma and assistance to Roma to organise themselves for inclusion in local self-government.
- *Strategy of Education of Roma in the Republic of Slovenia*²² (2004) – the first comprehensive strategic document, adopted recently.

Considering the wider framework of the national social inclusion policy, some additional documents should be mentioned, including the *Programme for the Employment of Roma in Slovenia*²³ (2000; a two year programme, which analysed the living conditions and the economic situation of Roma, and provided proposals and measures for the inclusion of Roma in the work force), the *Joint Memorandum on Social Inclusion*²⁴ (2003), the *National Action Plan on Social Inclusion*²⁵ (2004), and the *National Action Plan on Employment*²⁶ (2004). Because these latter documents do not expand on the provisions for the education of Roma, they will not be specifically examined.

In summary: the first official document addressing the issue of the education of Roma and their specific inclusion in the education system was adopted only after two decades of the introduction of a more systematic approach to the schooling of Roma in the 1970s. During the reform of the education

¹⁵ Slovenia / SOP: 1996-01-0570, (29.02.1996)

¹⁶ Slovenia / SOP: 1996-01-0572, (29.02.1996)

¹⁷ Slovenia / SOP: 2000-01-2496, (16.06.2000)

¹⁸ Slovenia, Ministry of Education and Sport (1993), *Navodila za prilagajanje programa OŠ za romske učence*

¹⁹ Slovenia, Ministry of Education, Science and Sport (2000), *Navodila za prilagajanje programa OŠ za učence Rome, za 9-letno osnovno šolo*

²⁰ Slovenia, Ministry of Education, Science and Sport (2002), *Dodatek h kurikulumu za vrtce za delo z otroki Romov*

²¹ Slovenia, Government of the Republic of Slovenia (1995), *Program ukrepov za pomoč Romom v Republiki Sloveniji*

²² Slovenia, Ministry of Education, Science and Sport (2004), *Strategija vzgoje in izobraževanja Romov v republiki Sloveniji*

²³ Slovenia, Ministry of Labour, Family and Social Affairs (2000), *Enakost možnosti zaposlovanja za Rome — naš skupni izziv: program zaposlovanja Romov v Sloveniji* (unofficial translation: Equality of Employment Possibilities for Roma — Our Joint Challenge: the Programme for the employment of Roma in Slovenia)

²⁴ Joint Memorandum on Social Inclusion of Slovenia, http://www.gov.si/mddsz/pdf/jim_an.pdf, (02.10.2004)

²⁵ National Action Plan on Social Inclusion (2004-2006), http://www.gov.si/mddsz/pdf/nap_en_04_06.pdf, (02.10.2004)

²⁶ Slovenia, Ministry of Labour, Family and Social Affairs (2000), *Nacionalni akcijski program zaposlovanja 2004*,

system, the issue was addressed only marginally and the first comprehensive strategic document was adopted only recently. It is not difficult to conclude, then, that the issue of the education of Roma has so far not been dealt with the appropriate attention in the Slovenian education policy, especially considering the effort invested into the renewal of the education system as a whole and the recommendations and policy guidelines of the international community.

4. Evaluation of educational strategies for Roma

4.1. Previous approaches to the education of Roma

The Roma have been included in the education system previously, but it was not until 1970 that a more systematic approach has evolved²⁷, with monitoring of their educational attainment and allocation of designated resources to the elementary schools with Romani pupils. At the National Education Institute, a special commission was set up for the purpose of monitoring and analysis, and in 1987, the first comprehensive study on the education of Roma was published, involving 897 Roma pupils in fifty-nine elementary schools.

The *Instructions for the adaptation of the Elementary School Programme for Romani Pupils* (hereinafter, the Instructions), prepared by the National Education Institute and adopted in 1993, was the first result in the form of an official document of the need to deal with the education of Roma on an expert level. The document acknowledges the right of Roma to difference, to communicate in their mother tongue, to preserve their identity, and to enable pupils to develop their potentials in areas for which they have special affinities. It also points out that different psycho-physical needs of Romani pupils should be considered, and that the education should be brought near to their way of life by different programmes and flexible methods of work. The document also states repeatedly that Romani pupils should be treated as children with special needs. This is explained by their poor command of Slovenian language, on account of which their inclusion into educational work needs to be specific. Other particularities of Romani children, according to the Instructions, include their different material, social and cultural conditions of life, their shorter attention span, and a greater need for outdoor activities.

The document sets out objectives and methods of adaptation of programmes of instruction, with special emphasis on devoting teachers' attention to the use of the Slovenian language at all lessons in lower and higher levels of elementary schools. Separate classes for Romani pupils or integration into regular classes are envisaged, and so are individualised work programmes with operative or stage objectives. The document also prescribes additional measures for the improved inclusion of Romani pupils into the educational process, e.g. cooperation with kindergartens with Romani pupils, and other official bodies, additional expert instruction for teachers, cooperation with Romani parents (group or individual discussion, lessons and visits in Roma settlements, attendance at cultural events, etc.).

From the viewpoint of equal treatment, several peculiarities of the Instructions should be pointed out. First, Romani language and culture are dealt with in a very marginal way. Romani language is mentioned in a single sentence, which states that "in accordance with conditions and possibilities, schools organise lessons of Romani language"²⁸. Likewise, preservation of Romani culture is mentioned only briefly in the section on linking with parents, in the sense that "the school raises awareness of Romani parents on the meaning of preservation of Romani culture"²⁹. Considering the identified need of preservation and development of the Romani identity, the response is clearly very deficient.

Second, the elaboration of the special affinities of Romani pupils and the need to develop their specificities and overcome eventual arrears is peculiarly mentioned only in the context of musical,

²⁷ Tancer, M (2003) "Izobraževanje Romov v Sloveniji", in: Klopčič, V., Polzer, M. (eds.) *Evropa, Slovenija in Romi: zbornik referatov na mednarodni konferenci v Ljubljani, 15. februarja 2002*, Ljubljana: Inštitut za narodnostna vprašanja, pp. 68-69

²⁸ Slovenia, Ministry of Education and Sport (1993), *Navodila za prilagajanje programa OŠ za romske učence*, p. 6

²⁹ Slovenia, Ministry of Education and Sport (1993), *Navodila za prilagajanje programa OŠ za romske učence*, p. 8

drawing, sports and housekeeping lessons. Without an explicit assurance, missing in the document, that Romani pupils are capable of equal achievements at all lessons, including Slovenian language and mathematics, this could be understood as if contrary is the case.

Considering such objections, the authors of the newly adopted *Strategy of Education of Roma in the Republic of Slovenia* concluded that “the Instructions are planned more as guidelines on assimilation of Roma into the predominant school culture than as guidelines on their integration, and with some adjustment, also a simultaneous preservation and establishment of Romani culture or identity” and that as a consequence, “the ‘adaptation’ of school programmes in most cases must turn out as a reduction of objectives and standards of knowledge.”³⁰

In 2000, the Instructions were adjusted to the nine-year elementary school programme introduced by the curricular reform. The modified document³¹, unfortunately, failed to introduce any substantial innovation, but merely some slight changes and adjustments. It stressed the importance of the methodical-didactical component of the educational work as opposed to the lowering of standards (for Romani pupils), and instructed teachers to dedicate special attention to the development of the ability to read and write throughout the first three years of schooling. It stated that “the minimal standards of knowledge are achievements of all pupils as a rule, also of Romani pupils”³². This is another dubious formulation, which could be interpreted as if Romani pupils are a distinct group, for which adapted objectives and standards should be introduced on the level of minimal standards.

4.1.1 Specific measures for the inclusion of Roma

The document was complemented by the *Programme of Measures for the Assistance to Roma*³³ in 1995 and the two together with the relevant education legislation should be considered as the framework of the official policy on the education of Roma prior to 2004. The policy measures, introduced on this basis, could be grouped into stimulative and developmental on the one hand, and coercive on the other.

The first include additional financial assets for individual and group work and after-school care for Romani children, organised transport to and from school in certain cases, earmarked funds for the acquisition of teaching tools, as well as for certain expenses regarding special activities and school trips (currently, slightly more than five Euros per month per pupil), and for the reimbursement of school meals for Romani children. Special norms and standards for the formation of classes are provided for Roma. The norm for the formation of a regular class, having at least three Romani pupils, is twenty-one pupils, while the norms for the formation of a Romani class in an elementary school have been abolished in the school year 2003/2004.

Furthermore, the Ministry of Education, Science and Sport provides scholarships to Romani students on pedagogy (university) studies (although it needs to be added that only one such scholarship was awarded so far, and the student failed to complete the studies³⁴). A special study group for teachers

³⁰ Slovenia, Ministry of Education, Science and Sport (2004), *Strategija vzgoje in izobraževanja Romov v republiki Sloveniji*, pp.15-16

³¹ We should mention a peculiarity in relation to this modified document – it seems that the final edited version of this document was not circulated to the relevant bodies, not even within the Ministry itself, and even the working group, which prepared the new Strategy, used a draft version of the document. The final version was only very recently unearthed, also because of our inquiries, but because the principal strategic document refers to the draft version, we have also used the latter.

³² Slovenia, Ministry of Education, Science and Sport (2000), *Navodila za prilagajanje programa OŠ za učence Rome, za 9-letno osnovno šolo*, p. 2

³³ Slovenia, Government of the Republic of Slovenia (1995), *Program ukrepov za pomoč Romom v Republiki Sloveniji*

³⁴ Slovenia, Office for Nationalities (2004), *Poročilo o položaju Romov v Republiki Sloveniji (2004)*, p. 27

who work with Romani pupils has also been established at the National Education Institute, and adapted workbooks on Slovenian language and Mathematics were prepared for Romani pupils.

Coercive measures, on the other hand, are applied to ensure increased cooperation and school attendance of Romani pupils, and include written summons or reports to the competent authorities on the failure of Roma to comply with the obligations. A withdrawal of social assistance money has recently been introduced, pursuant to the *Social Security Act*³⁵, which provides for such an option in the case of violation of an agreement on the active approach to solving of a person's social problems made between the concerned person and the Centre for Social Work. It has been reported that this measure has resulted in a greatly increased school attendance of pupils, both children and adults enrolled in programmes of adult education. In Dolenjska, of 950 Roma recipients of social assistance, 107 have had their financial support revoked recently, most often precisely because of failure to attend school³⁶.

Clearly, these measures are focused on the inclusion of Roma in the existing system and not on the more demanding consideration of the specific demands of multiculturalism. Even so, the level of policy response is often inconsistent with the level of the assessed need, best exemplified in the case of inclusion of Romani children in kindergartens or after-school care. Early inclusion in pre-school education has been widely acknowledged, but many Roma cannot afford the fee and fail to send their children to kindergarten, especially if there are more children in the family. Likewise, the reimbursement of school meals for Romani pupils does not cover sufficiently their after-school care and consequently their attendance is lower³⁷.

4.2. Supplement to the Curriculum for Kindergartens for work with Romani children

The first document to seriously consider the principles of multiculturalism and equal inclusion, was the *Supplement to the Curriculum for Kindergartens for work with Romani children*, adopted in 2002. The document stressed the need to explore elements of Romani culture in each individual environment and to choose appropriate forms, methods, means and contents of work on the level of a particular kindergarten and department. It also pointed out the need for cooperation between the two cultures and affirmed the right of Roma to difference, mother tongue communication and preservation of Romani identity. Due to economic, social and cultural indigence, Roma are not only to be integrated into the Slovenian culture, but taught their own culture and for this purpose, kindergartens need to cooperate with parents, elder brothers and sisters and other adult persons from the Roma community. The Supplement also encouraged kindergarten professionals to pay attention to attitudes of non-Roma children towards Romani children and to explain positive aspects of multiculturalism instead of accentuating differences. Furthermore, it emphasized the need to win confidence of Romani families in kindergartens. According to the Supplement, Romani children have the same capabilities of learning and achievement in all fields of education and need to be provided with opportunities of equal inclusion, and especially encouraged and supported in fields, where they have the most difficulties, and on the other hand, provided with opportunities to excel in fields, where they are strong, like music, dance and sociability.

³⁵ Slovenia / SOP: 2004-01-1571, (13.04.2004)

³⁶ Slovenia, Office for Nationalities (2004) *Poročilo o položaju Romov v Republiki Sloveniji*, pp. 38-40.

³⁷ Information provided by a representative of the Roma community in Maribor.

4.3. Strategy of Education of Roma in the Republic of Slovenia

As a response to the objections raised by experts³⁸ and recommendations of international bodies, a new working group was set up at the Education Development Unit of the Ministry of Education, Science and Sport to reconsider the existing approach and propose a new strategy. The working group was composed of education experts, teaching personnel and other professionals, directly involved in the issue of the education of Roma both on the national and local level from pre-school to adult education³⁹. For the first time, a representative of Roma (the Roma Union of Slovenia) was involved in the preparation and final editing of the document. This is a significant improvement in comparison with previous approaches, which could have been further complemented if the working group had included or consulted the so-called non-autochthonous Roma or their representatives to ensure a balanced representation of the Roma population and incorporate experiences of the most disadvantaged segment of the population, i.e. Roma without Slovenian citizenship.

The proposed document, the *Strategy of Education of Roma in the Republic of Slovenia* (hereinafter, the Strategy) was adopted in June 2004 by the competent Councils of Experts. It includes an analysis of the situation of Roma within the educational process and of previous approaches, an overview of the legal framework, principles and objectives, and solution proposals and is in this sense undoubtedly a comprehensive document. The Strategy clearly promotes the integrated education of Roma and the inclusion of Romani language and culture into the curricula. It also introduces new elements, which contribute to the multicultural orientation of the Strategy.

4.3.1 Principles, goals and solutions proposed in the Strategy

The basic tenet of the Strategy is the principle of equal opportunities. In addition, other principles and objectives are acknowledged, such as the right of Roma to preserve and develop their language and culture in education, the principle of equal inclusion into the majority society, the principle of social justice, the principle of multiculturalism, the development of such education that enables achievement of equal standards of knowledge for all pupils, the principle of cooperation with parents, etc. In contrast to the Instructions, the Strategy addresses the issue of Roma education at all levels of the educational vertical. It also does away with the concept of minimal standards as end objectives of Romani pupils' achievement and proposes instead equal treatment of Romani children irrespective of lessons they take.

The Strategy proposes a wide array of possible solutions to improve educational and, consequentially, employment prospects of Roma. The solutions can be summed up as follows:

- earlier inclusion of Romani children in pre-school education, at least at the age of four, i.e. two years before the enrolment in elementary school, in order to facilitate learning of Slovenian language and socialisation;
- introduction of Roma assistants in kindergartens and elementary schools with the purpose of helping children to overcome emotional and language barriers, and bridging the gap between kindergartens, schools and Romani communities;

³⁸ For an example of this, see: Kovač Šebart, M., Krek, J. (2003) "Romi v Sloveniji: vprašanja izobraževanja, multikulturalizma in integracije", in: *Sodobna pedagogika*, Vol. 54, No. 1, pp. 28-43 or Kovač Šebart, M., Krek, J. (2003) "Multicultural education of Romanies in Slovenia", in: Kozłowska, A. (ed.) *Multicultural education in the unifying Europe*, Częstochowa: Wydawnictwo Wyższej szkoły pedagogicznej w Częstochowie, pp.75-88

³⁹ The following institutions were represented: Ministry of Education, Science and Sport, Education Development Unit, National Education Institute, Slovenian Institute for Adult Education, Faculty of Arts, Faculty of Pedagogy, Pedagogical Institute, two elementary schools, one kindergarten, one vocational school, Research and Education Centre Novo mesto, Pomurje Institute for Education and Research Murska Sobota, Roma Union of Slovenia; in total, nineteen individuals.

- adjustment of programmes (introduction of optional Romani language lessons, Slovenian language lessons, introduction of lessons on Romani culture, history and identity);
- permanent education and training for teaching personnel and professionals;
- specific forms of organisation (at the very least a preservation of existing norms and financial support by the Ministry of Education, Science and Sport);
- abolition of segregation, homogeneous classes are not to be used as a rule, instead the use of individualisation, differentiation and other measures;
- different forms of additional instructions;
- establishment of trust in the educational system and elimination of prejudice (special plans laid out by schools defining the activities of communication and co-operation with Romani parents, and of monitoring and elimination of stereotypes and prejudice);
- Romani children as an ethnic group are not pupils with special needs (poor command of Slovenian language and specificities of Romani culture do not constitute acceptable grounds for placement of Romani children into schools with lower educational standards);
- adult education of Roma requires special attention in order to meet the objectives of the *National programme of adult education in the Republic of Slovenia until 2010*⁴⁰ (a completed four-year secondary education programme as a basic standard, improved employment prospects and participation in lifelong learning programmes); for this purpose, various measures are foreseen: establishment of advisory centres, introduction of Roma coordinators, resources for free participation in programmes and free teaching help;

4.3.2 Monitoring and evaluation of implementation

The Strategy acknowledges the need for a systematic monitoring of the educational achievement and participation of Roma, but deals with this issue only briefly. According to the document, a database will need to be set up, which would enable a monitoring of the implementation of the Strategy, and the issue of inclusion of Roma will need to be systematically included in the monitoring performed by the National Education Institute and in evaluation studies.

The adopted document represents a strategic position, which yet needs to be transposed into an action plan with operative or stage objectives. The Strategy foresees a formation of working groups, which will develop programmes of inclusion of Romani children into kindergartens, of inclusion of Romani language, culture, history and identity into the school curricula, programmes of the Slovenian language instruction in the first three grades, norms, programmes of introduction of Roma assistants into kindergartens and schools, programmes of training for teachers and other expert personnel, etc. Such a national action plan was set to be prepared until the end of 2004, yet due to the recent national elections and the formation of the new government, this process has been stalled. Because the approach of the new government towards this issue is not known yet, the Strategy at this preliminary stage of implementation cannot be fully evaluated.

4.3.3 The Strategy compared to the documents related to education of other ethnic groups

Minority protection in Slovenia is based on the concept of territoriality, introduced after World War II, and differentiates between various ethnic communities on the basis of this criterion. The two autochthonous ethnic minorities, the Hungarians and the Italians, are awarded a high standard of protection. In comparison, legislative provisions for Roma are limited. Other ethnic communities,

⁴⁰ Velikonja, M. (ed.) (1998) *Nacionalni program izobraževanja odraslih: strokovne podlage*, Ljubljana: Andragoški center Slovenije

especially the more numerous ethnicities of the former Yugoslavia, are not recognized as collective entities, to which minority protection would apply.

4.3.3.1 Education of Hungarian and Italian minorities

The standard of protection of the autochthonous Hungarian and Italian communities is fairly comprehensive and provides for the use of minority languages as official languages in the concerned regions, direct political representation in representative bodies of local self-government and in the National Assembly, access to media, etc. It was already in place when Slovenia was still part of Yugoslavia, but was then developed further, in the field of education especially with the adoption of the *Special Rights of Italian and Hungarian National Communities in Education Act*⁴¹. The Act represents a sufficient implementation of the provisions laid down in the *Framework Convention for the Protection of National Minorities* and the *European Charter for Regional or Minority Languages*. It provides for bilingual education in ethnically mixed regions, as well as education on culture and history of both minority and majority populations⁴².

In the Slovene-Italian ethnically mixed area of Istria, preschool institutions, elementary and secondary schools, and colleges offer either Slovenian or Italian language of instruction, and obligatory lessons of the other language. Therefore, pupils are educated in Slovene or Italian, but also learn the second language. Pupils, who are not from the Italian-speaking community, may also enrol in Italian-speaking schools.

In the Slovene-Hungarian ethnically mixed area of Prekmurje, the educational process is bilingual for all pupils, irrespective of their ethnicity, at all grades (from kindergartens and elementary schools to secondary schools), in place since 1959.

4.3.3.2 Education of Roma

The evident difference in comparison with the autochthonous minorities is that for Roma, the education is not provided in their language and pupils are not taught on the Romani culture and history. In addition, there are no textbooks in Romani language and there is a lack of teachers with a command of Romani language, not to mention teachers from the Roma community itself. Regardless of the fact that there are different dialects of Romani language spoken in Slovenia and that the language has not yet been standardised, training of teachers in Romani language and culture could have been pursued. An example of this approach is an optional course in Romani language for pre-school and elementary school teachers, organised in the Prekmurje region in 2001/2002 by a local elementary school and financed by the Ministry of Education, Science and Sport. Twelve teachers followed a seventy-hour course, the first of its kind, led by representatives of the Roma Union of Slovenia⁴³. While this is highly commendable, it is clearly insufficient to bridge the gap between the good intentions of providing education in Romani language and the teachers' ability to use the language.

⁴¹ Slovenia / SOP: 2001-01-2046, (11.05.2001)

⁴² The model of protection cannot be presented here in detail due to the size of this study. For a comprehensive overview of provision related to this issue see: Council of Europe (2002) *European Charter for Regional or Minority Languages: Initial Periodical Report presented to the Secretary General of the Council of Europe in accordance with Article 15 of the Charter: Slovenia* and Council of Europe (2004) *European Charter for Regional or Minority Languages: Application of the Charter in Slovenia*

⁴³ Council of Europe (2004), *European Charter for Regional or Minority Languages: Application of the Charter in Slovenia*, p. 18 and Matko, F. (2002) "Prvi tečaj romščine za Nerome", in: *Romano Them / Romski svet*, No. 14, p. 18

4.3.3.3 Education of other ethnic groups living in Slovenia

For all other ethnicities⁴⁴, minority protection measures have so far not been applied. Instead, their rights are protected under the general human rights and fundamental freedoms provisions. The Ministry of Culture provides some financial support to the activities of their cultural associations, but according to the Government itself this support should be increased in the future.

Although the legislation provides for supplementary lessons for children of Slovenian citizens, whose mother tongue is not Slovenian, this measure has not been implemented broadly and consistently. Only recently has the Ministry of Education, Science and Sport begun to introduce programmes of minority language and culture lessons in elementary schools with the intention of gradually including programmes for all ethnicities of the former Yugoslavia living in Slovenia. In the school year 2002/2003, Croatian language course as a facultative subject has been introduced into the school curricula. For other languages, except for Albanian and German, programmes are in different phases of preparation, in cooperation with the concerned ethnic communities.

This new approach is commendable in its ambition to include the multicultural diversity of Slovenia in the school curricula. An extension of minority protection is an issue that will need to be taken into account considering both the demand of the coordination of unions and cultural associations of constitutive nations of the former SFR of Yugoslavia to become nominally included in the Constitution and defined as national communities/minorities in Slovenia, and recommendations by international bodies to clarify the issue of regional or minority languages and to consider eventual change in the legal status of these languages towards its recognition as regional or classical minority languages⁴⁵.

4.3.4 Compliance with international anti-discrimination instruments

The framework of the public education system as laid out by the *White Paper on Education in the Republic of Slovenia* is based on respect for human rights, the rule of law and principles of tolerance and equal opportunities and is in general compliance with a number of international human rights and anti-discrimination instruments. It needs to be pointed out, though, that the Slovenian education legislation does not contain an explicit prohibition of discrimination. This gap has only recently been closed by the adoption of the *Act Implementing the Principle of Equal Treatment*⁴⁶, which sufficiently transposes the principal EU anti-discrimination directives, especially the Directive 2000/43/EC.

The Strategy itself explicitly refers to the *Framework Convention for the Protection of National Minorities*, especially to the provisions laid out therein on the preservation and development of Roma identity, including language and culture, on the protection from forced assimilation, on the deployment of measures to foster knowledge of both minority and majority cultures, on the promotion of equal opportunities, on the recognition of the right of minorities to develop their own educational and training establishments, on the right of every person to learn his or her minority language, and on the creation of the conditions necessary for the effective participation in cultural, social and economic life and in public affairs.

The Strategy also successfully incorporates the recommendations of the Council of Europe on the education of Roma children⁴⁷, including the early inclusion of Romani children in pre-school

⁴⁴ This refers especially to the ethnicities of the former Yugoslavia, including Croats, Serbs, Bosniacs, Macedonians, Montenegrins, Albanians, and a German-speaking minority.

⁴⁵ Council of Europe (2004), *European Charter for Regional or Minority Languages: Application of the Charter in Slovenia*, pp. 7-9, 59

⁴⁶ Slovenia / SOP: 2004-01-2295, (06.05.2004)

⁴⁷ Council of Europe (2000), *Recommendation of the Committee of Ministers to member states on the education of Roma/Gipsy children in Europe*

education, the co-operation with Romani parents and Roma community in general (the introduction of mediators), the inclusion of Romani language in the curricula of elementary schools attended by Romani pupils from first grade onwards, and the inclusion of Romani children into the majority society on the basis of equality, social justice and preservation of Romani language, culture and identity. Furthermore, the ongoing training of teachers and allocation of sufficient resources for developmental and research projects are also foreseen by the Strategy.

Upon ratification of the *European Charter for Regional and Minority Languages*, Slovenia opted for a restricted application of the Charter in relation to the Romani language (Article 7, paragraphs 1 to 4 are applied *mutatis mutandis*). The implementation of these provisions in the field of language protection and development was criticised as insufficient by the Council of Europe, and Slovenia was recommended to “ensure that the necessary integration of Romany speakers to allow their full participation in economic, social and political life also preserves their linguistic and cultural identity; engage in a process of development of Romany as a written language, in particular through standardisation, preferably at European level, in close co-operation with the representatives of all the Roma communities present in Slovenia as well as with the other European States concerned, and strengthen the teaching of the Romany language at least at lower grades even while the standardisation process is under way”⁴⁸.

In this respect, it is unfortunate that the Strategy does not specifically refer to the Charter, although it does in effect acknowledge these recommendations and could be understood as a much-needed attempt to provide a coherent framework for their implementation.

⁴⁸ Council of Europe (2004), *European Charter for Regional or Minority Languages: Application of the Charter in Slovenia*, pp. 50, 59

5. Educational participation and achievement

The capability of the education system in dealing with the schooling of Roma can be measured with a whole array of indicators, including the level of attendance, educational achievement and advancement of pupils through the educational vertical. Taking into account available data and information, one must conclude that the results of the existing programmes are unsatisfactory: most Roma are without a completed basic education, there is a high degree of illiteracy, absenteeism and dropping out, and low level of school performance. The current trends indicate gradual improvements, but deviation from the national average is still worryingly huge.

Progress is evident in attendance at elementary schools. While in the school year 1986/1987 897 Romani children attended elementary schools, by the school year 1998/1999, the number rose up to 1,067 and further improved in the following years. In the school year 2002/03 there were 1,349 pupils, a year later 1,413 and the most recent data⁴⁹ shows that 1,469 Romani children attend elementary schools in the school year 2004/05. This improvement is, however, not satisfactorily reflected in their transition to secondary, vocational, and higher education. The number of Romani pupils who advance to the secondary education is estimated at between one and two hundred⁵⁰, while only a handful advance to the university studies. The number of Roma included in the adult education programmes in the school year 2002/2003 was 295 (especially younger adults) and is reportedly steadily increasing. In a town in Dolenjska, a quarter of adults enrolled have successfully completed the elementary school programme for adults⁵¹. As with other indicators, this one elicits a similar conclusion: while this is a sign of improvement, the success rate of less than 25 per cent is still very low.

An analysis, carried out by the Employment Service in 2003, surveyed levels of education of 1,650 registered unemployed Roma. The findings show that in Dolenjska, 98.2 per cent of the unemployed Roma have not completed the elementary school, 1.5 per cent have completed a two-year vocational school, and 0.3 per cent have completed a three-year vocational school. In Prekmurje, the situation is just slightly better, with 'only' 90 per cent without the completed elementary school⁵². This is in marked contrast with only around 4 per cent of the registered unemployed persons with no schooling or incomplete elementary school on the national level⁵³.

The differences between various Roma communities are thought to be a result of a longer tradition of a systematic approach to handling of Roma issues in the region of Prekmurje. A report⁵⁴ from an elementary school in the Prekmurje region states that in the period from 1987/1988 until 1999/2000, seventy-five Romani pupils finished basic compulsory education, of which 68 per cent completed the eighth grade, 17 per cent completed the seventh grade and 15 per cent completed the sixth grade. This is a significant improvement in comparison with previous periods, but it is still considerably poorer than the national average (corresponding shares are 94, 5, and 1 per cent, respectively). It also reveals worrying differences between the different regions - in Dolenjska the majority of Romani pupils do not advance beyond the fifth or sixth grade of elementary schools.

⁴⁹ Information for the years 2003/2004 and 2004/2005 submitted by the Ministry of Education, Science and Sport upon request.

⁵⁰ The recent report on the situation of Roma estimates their number at one hundred (Slovenia, Office for Nationalities (2004) *Poročilo o položaju Romov v Republiki Sloveniji*, p. 26), but this estimate does not include all Roma. Just for the town of Maribor it is estimated that there are seventy-five Romani pupils in secondary education (information provided by a representative of the Roma community in Maribor).

⁵¹ Slovenia, Office for Nationalities (2004), *Poročilo o položaju Romov v Republiki Sloveniji*, p. 26

⁵² Slovenia, Office for Nationalities (2004), *Poročilo o položaju Romov v Republiki Sloveniji*, p. 29

⁵³ Statistical Office of the Republic of Slovenia (2004), *Rapid reports No. 328*, available at <http://www.stat.si/doc/statinf/2004/si-328.pdf>, (10.10.2004), p. 23

⁵⁴ Zupančič, M. (2001) "Izobraževanje učencev Romov na OŠ Sv. Jurij", in: *Romano Them (Romski svet)*, No. 11, pp. 6-8

There is a considerable lack of recent data and research on the educational participation and achievement of Roma, especially such which would include both the autochthonous and non-autochthonous Roma. The last two comprehensive research projects (but even these included predominantly the so-called autochthonous Roma) were carried out in the second half of 1980s and the beginning of 1990s, and we will briefly present them here in order to provide an insight into trends over time.

Data from the school year 1986/87 shows⁵⁵ that only 3 per cent managed to advance to the eight grade and that more than half of Romani pupils were repeaters. Most of the repeaters were found in the first grade of the elementary school, which shows that the introduction to schooling proved to be a real barrier for Romani pupils. The research also mentions that most Romani children did not attend pre-school preparatory programmes, or attended them irregularly, which undoubtedly influenced their inclusion into schools. Considerable differences in attendance amongst regions were detected. In Prekmurje, the share of Romani pupils who went to school regularly was almost 70 per cent, while in Dolenjska only 39 per cent did so and 17.4 per cent were totally excluded from school.

School performance of Romani children was generally poor, a quarter of them were given negative marks, and 11.5 per cent were unmarked. 38.6 per cent just barely made it with a mark 'sufficient', while the proportion of Romani pupils who performed very good or excellent, was less than 8 per cent. Again, as with other indicators, the performance of Romani pupils was the worst in Dolenjska, where more than half of them were either unmarked or were given negative marks.

Later research⁵⁶ in the Prekmurje region showed that over time, the performance of Romani pupils was improving. Their overall school performance still differed considerably from that of non-Romani pupils, as illustrated in the table below.

Table 1: School performance of children in the school year 1990/1991 in Prekmurje

grades	performance	Roma	non-Roma
1-4	excellent	3.6	36.4
	very good	8.5	32.9
	good	27.3	23.4
	satisfactory	41.5	6.4
	unsatisfactory	13.3	0.9
	unmarked	6.1	0
5-8	excellent	3.1	22.6
	very good	5.5	26.1
	good	22.7	33.7
	satisfactory	50.9	16.2
	unsatisfactory	15.3	1.4
	unmarked	2.5	0

Source: compiled from Tancer, M. (1999)⁵⁷

Furthermore, this study pointed out again that there is a high share of repeaters amongst Romani children, and that only 45 per cent completed all eight grades. Less than half of them advanced on to vocational education, and only two pupils proceeded to general education.

⁵⁵ Škof, V. (1990) "Vzgoja in izobraževanje romskih otrok v osnovni šoli", in: Levičnik, I. (ed.) *Vzgoja in izobraževanje romskih otrok v predšolskem in osnovnošolskem obdobju*, Ljubljana: Zavod Republike Slovenije za šolstvo, pp.10-18

⁵⁶ Tancer, M (2003) "Izobraževanje Romov v Sloveniji", in: Klopčič, V., Polzer, M. (eds.) *Evropa, Slovenija in Romi: zbornik referatov na mednarodni konferenci v Ljubljani, 15. februarja 2002*, Ljubljana: Inštitut za narodnostna vprašanja, pp. 67-76

⁵⁷ Tancer, M (1999) "Komparativni prikaz učne uspešnosti romskih in neromskih osnovnošolcev v Prekmurju", in: Klopčič, V., Polzer, M (eds) *Izboljšanje položaja Romov v Srednji in Vzhodni Evropi – Izziv za manjšinsko pravo*, Ljubljana: Inštitut za narodnostna vprašanja, pp. 154-163

6. Discrimination and prejudice

6.1. Segregated classes

In terms of discrimination, the segregated Romani classes⁵⁸ and the disproportionate number of Romani children placed into schools for children with special needs seem to be amongst the most pressing issues affecting the Roma community in the field of education.

Three different methods of inclusion of Romani children in kindergarten and school classes are used in practice: integration into heterogeneous classes, homogeneous classes of only Romani pupils or homogenous classes for particular lessons. Pupils are put into heterogeneous classes especially in cases where they have been included in pre-school preparatory programmes and their knowledge of Slovenian is sufficient. More commonly, Romani pupils are put into separate classes for lessons in Slovenian language and mathematics, while at other lessons, they are integrated in classes with other pupils. Completely segregated classes have also been used as a method of inclusion, usually explained by the argument of the knowledge gap and/or the need for social and educational adaptation. It has also been justified on account of pressure from non-Roma parents.

It has been established that segregation has a discouraging and demotivating effect on Romani children, and affects their school attendance and achievement. Although the current official policy promotes desegregation, in practice such classes still exist both on the level of kindergartens and elementary schools. In the school year 2002/2003 125 children were either in homogenous classes or in Roma-only kindergartens. At the same time, eight segregated classes were operative in elementary schools, and in the school year 2003/2004, six such classes. According to the most recent information⁵⁹, at least one school still has segregated classes for Romani pupils, although the new *Statute on norms and standards for the implementation of the nine-year elementary school programme*⁶⁰ does not even envisage this option anymore (the document does not explicitly forbid it, though). In this particular elementary school, classes with Romani pupils from grades one to four and kindergarten classes were actually in another building, separate from the main school building on account of lack of space and resources.

6.2. Placement of Romani pupils into special schools

Placement of children into elementary schools with special curriculum is regulated by the *Placement of Children with Special Needs Act*⁶¹ and two additional documents, the *Rules on the organisation and methods of work of commissions for the placement of children with special needs and on criteria for determining the type and degree of disadvantages, impairments and disabilities of children with special needs*⁶² and the *Statute on the procedure of placement of children with special needs*⁶³.

⁵⁸ According to our judgement, segregated classes do not equal discrimination automatically, but can result in discriminatory practice. We acknowledge, for example, the positive role performed by Romani kindergartens in certain circumstances in the early phases of the inclusion of Romani children into the education system.

⁵⁹ Information on segregated classes was provided by the Ministry of Education, Science and Sport upon request.

⁶⁰ Slovenia / SOP: 2004-01-3561, (23.07.2004)

⁶¹ Slovenia / SOP: 2000-01-2496, (16.06.2000)

⁶² Slovenia / SOP: 2003-01-2703, (06.06.2003)

⁶³ Slovenia / SOP: 2003-01-2704, (06.06.2003)

The procedure is initiated upon a request of legal representatives of a child or institutions for children with special educational needs, if such a request is not filed by legal representatives but is thought to be necessary. A commission for the placement of children with special needs then evaluates the individual child, taking into consideration accomplished levels of development, learning capacity and achievement of standards, aetiology and prognosis of child's deficits, barriers or disturbances. It is made up of six experts, four permanent (teacher, paediatrician, psychologist, social worker), and two optional, depending on the special needs of a child (doctor specialist and defectologist). If a child with behavioural or personality disturbances is being evaluated, a representative of the competent Centre of Social Work is also included in the commission. Commission's expert opinion is delivered to a child's legal representatives or institutions for children with special educational needs, and the representative can lodge a complaint against this decision within eight days, in first instance to the initial commission and in second instance to a second-stage commission at the Ministry of Education, Science and Sport.

Monitoring of commissions' work revealed that there were cases of biased evaluation and that reasons other than intelligence and learning capacity were not properly considered, and that Romani children were wrongfully placed into elementary schools with special curriculum⁶⁴. In an effort to address this issue and to point out the linguistic bias of the IQ tests, the *Rules on the organisation and methods of work of commissions for the placement of children with special needs and on criteria for determining the type and degree of disadvantages, impairments and disabilities of children with special needs*⁶⁵ have been modified to instruct the members of commissions to consider several different factors, e.g. the accomplished levels of development, learning capacity and achievement of standards, aetiology and prognosis of child's deficits. In 2004, five seminars were organised for the members of commissions where new rules were explained and problems of commissions' work were discussed. A trend of increase in complaints filed against the evaluations has also been identified⁶⁶, pointing out an awareness of Romani parents on the need to assume an active role in the pursuit of access to quality education.

6.2.1 Disproportionate representation of Roma

Researchers reported⁶⁷ that in the school year 1986/1987, 165 of a total of 897 Romani children were placed into elementary schools with special curriculum (thus 18.4 per cent). The national average share, though, conceals considerable differences between different regions and/or towns: in Murska Sobota municipality the share of Romani children in elementary schools with special curriculum was 10.1 per cent, in Lendava 47.2 per cent, in the Dolenjska region 14.6 per cent, while in the town of Maribor the share of Romani children in elementary schools with special curriculum was 46.5 per cent.

Another research of approximately the same period (1984-1988), which focused on two groups of children, one living in different Romani settlements in the Kočevje-Ribnica region, and the other in shanty towns around Ljubljana, found that 47 per cent of children were placed into elementary schools with special curriculum, and also mentioned that according to data from the Kočevje Centre of Social Work, a staggering two thirds were placed in such schools in the Kočevje municipality⁶⁸. In the same municipality, a few years later, 51 per cent of Romani children were still educated in special schools⁶⁹.

⁶⁴ Information provided by the Education Development Unit upon request.

⁶⁵ Slovenia / SOP: 2003-01-2703, (06.06.2003)

⁶⁶ Information provided by the National Education Institute upon request.

⁶⁷ Škof, V. (1990) "Vzgoja in izobraževanje romskih otrok v osnovni šoli", in: Levičnik, I. (ed.) *Vzgoja in izobraževanje romskih otrok v predšolskem in osnovnošolskem obdobju*, Ljubljana: Zavod Republike Slovenije za šolstvo, p. 10

⁶⁸ Slodnjak, V., Andolšek, I. (1990) "Romski otroci in razvrščanje", in: Levičnik, I. (ed.) *Vzgoja in izobraževanje romskih otrok v predšolskem in osnovnošolskem obdobju*, Ljubljana: Zavod Republike Slovenije za šolstvo, p. 36

⁶⁹ Center za socialno delo Kočevje (1991) "Informacija o položaju Romov v občini Kočevje", in: *Razprave in gradivo: revija za narodnostna vprašanja*, No. 25, pp. 151-158

Variation in shares of Romani children placed into elementary schools with special curriculum can be detected over time in the same region. To illustrate, consider the example of Lendava municipality, which has had one of the largest shares of Romani children in special schools. The above-mentioned 47.2 per cent in the school year 1986/1987, rose to 50 per cent a year later, to 59.7 per cent in the school year 1988/1989, then dropped just slightly to 59.4 per cent a year later, and slightly more (to 57.8 per cent) in the school year 1990/1991⁷⁰. Although in-depth research into this highly disturbing data was not performed, a possible conclusion would be that, in some places special schools functioned as the default schooling option for Romani children. Due to the lack of available data it is impossible to consider all relevant factors, but undoubtedly, such a high proportion of pupils in special schools is an important warning signal.

Comparison shows that today, far fewer Romani children are placed into elementary schools with special curriculum. In the school year 1998/1999, 149 Romani children (13.9 per cent of all Romani children in school) were placed into special schools⁷¹, in the school year 2002/2003⁷² 126 (9.2 per cent), a year later 134 (9.5 per cent), and the most recent data for the school year 2004/2005⁷³ shows that 120 Romani children (8.8 per cent) were placed into special schools.

While this points out an improvement, the share of Romani children in elementary schools with special curriculum is still in striking contrast with the share of all children included in such schools. In the school year 2001/2003, the share was 1.43 per cent, in 2002/2003 1.22 per cent, and the year thereafter 1.11 per cent⁷⁴. For Romani children the likelihood of special schooling is thus still more than eight times bigger than for the population as a whole.

6.3. Attitudes of the majority population

A recent report⁷⁵, based on the interviews with ten teachers from different regions who work with Romani pupils, wanted to establish what attitudes the teachers have towards the group in question and how are these attitudes reflected in their teaching methods. The findings show that the pupils are integrated primarily by a model of partial integration with parallel individual lessons. The teachers thought this approach to be successful, because due to Romani pupils' different way of life, different working methods had to be applied, including an adjusted curriculum and individual help. The teachers reported that due to too big classes, they cannot devote sufficient attention to the Romani pupils, and often require help from other experts.

The teachers also expressed opinions on the requirements for an improved school performance of Romani pupils. They thought that additional individual help, especially with lessons of Slovenian language and mathematics and additional expert help by assistants who can speak Romani language are required. Some teachers also thought that the programme of education as a whole needs to be reorganized, because currently, it is modelled for Slovenian children⁷⁶ and thought that all Romani pupils are in a way successful, because they have changed their attitude towards learning, working

⁷⁰ Center za socialno delo Lendava (1991) "Položaj Romov in reševanje romske problematike v občini Lendava", in: *Razprave in gradivo: revija za narodnostna vprašanja*, No.25, pp. 159-173

⁷¹ Perić, T., Zaviršek, D. (2001) "Minority Protection in Slovenia", in: Open Society Institute, *Minority Protection: Country Reports*, p. 502

⁷² Slovenia, Ministry of Education, Science and Sport (2004) *Strategija vzgoje in izobraževanja Romov v republiki Sloveniji*, p.10

⁷³ Information for the years 2003/2004 and 2004/2005 provided by the Ministry of Education, Science and Sport upon request.

⁷⁴ Calculated from data published in: Statistical Office of the Republic of Slovenia (2004), *Rapid reports No. 274*, available at <http://www.stat.si/doc/statinf/2004/si-274.pdf>, (10.10.2004)

⁷⁵ Kovačič K. (2003), *Stališča učiteljev do romskih učencev*, Ljubljana: Pedagoška fakulteta

⁷⁶ Kovačič K. (2003), *Stališča učiteljev do romskih učencev*, Ljubljana: Pedagoška fakulteta, p.108

habits and school attendance. At the same time, the teachers thought that their progress is slow and that parents' involvement and encouragement of a child's educational ambitions should be intensified, and on the other hand, that the motivation of teachers should also be considered. Some teachers encouraged Romani pupils to present their own culture in class, their customs, habits, songs and dances.

On the issue of equity of schools towards Romani pupils, the teachers expressed differing opinions. Some thought that the special, adapted programme for Romani pupils provides variegated working methods and modified goals, and enables equality, while others thought that the school system is adapted to Slovenian children and that Roma feel threatened and are subject to 'slovenization'⁷⁷.

Research carried out within the *Integration of Roma children into Mainstream Education in Slovenia* project⁷⁸ sheds some additional light on this issue. Researchers tried to establish what are the attitudes of teachers, assistants, Roma and non-Roma parents towards the integration of Romani children into regular classes. Their results show that, in general, Roma spoke more approvingly about their equal inclusion than non-Roma. A majority of Roma parents and all Roma assistants thought that their children should be integrated in classes with other pupils, but only 56.7 per cent of non-Roma parents thought this to be the best option. The remaining 43.3 per cent thought that segregated classes would be more appropriate. Amongst the teachers, 16.7 per cent were in favour of segregated classes, while 56.7 per cent supported the idea of partially segregated classes.

After being included in anti-bias training and having participated in the project for a year, the opinions of the teachers changed considerably. The share of those who previously spoke in favour of segregation fell to 9.1 per cent, but 40.9 per cent still thought it best to have an adjusted programme for Romani pupils in certain subjects. The researchers pointed out the need for additional testing to determine, whether this reflects a certain bias in the teachers' perception of the intellectual capabilities of Roma, or if it derives from the fact that such differentiation would result in higher funding⁷⁹.

In the course of our research, we came across abundant anecdotal evidence⁸⁰ of negative attitudes of the majority population towards Roma. Evidence of such omnipresent practices cannot be properly referenced, although this does not diminish their importance or brute force. In one case, Romani parents, who tried to enrol their two children in a kindergarten, found out that because the kindergarten received too many applications that year, precisely their enrolment had been turned down. Similarly, several cases where the right to the free choice of school was not upheld were reported to the research team. In another case, parents of non-Roma children declined to enrol their children into a certain school on account of too many Romani pupils. In a similar case, a Romani pupil was prevented by informal pressure of non-Roma parents from participating at a prom dance. In a documented case, the only candidate asked to take an intelligence test upon admittance to a re-training programme for nurses, was a Romani student⁸¹.

In our judgement, the issue of the attitudes of the majority population should have been addressed in the *Strategy of Education of Roma in the Republic of Slovenia*. Considering that this is the principal document in the field, it could have provided not only for measures to combat the anti-Romani sentiment, but also for the inclusion of materials on the situation and culture of Roma and their

⁷⁷ Kovačič K. (2003), *Stališča učiteljev do romskih učencev*, Ljubljana: Pedagoška fakulteta, p. 111

⁷⁸ Roma Education Initiative (2004), *Integration of Roma children into Mainstream Education in Slovenia. Annual Research and Evaluation Report*

⁷⁹ Roma Education Initiative (2004), *Integration of Roma children into Mainstream Education in Slovenia. Annual Research and Evaluation Report*; pp. 22-23

⁸⁰ Information on such cases was provided by our interviewees from the National Education Institute, research experts and the Roma themselves.

⁸¹ Perić, T. (2001), *Insufficient: Governmental programmes for Roma in Slovenia*, <http://www.errc.org/cikk.php?cikk=1717#18>, (22.10.2004)

contributions to the multicultural character of the Slovenian society in the general school curriculum, not only in schools with Romani pupils.

6.4. Attitudes of Roma towards education

Available research shows a considerable discrepancy between the attitudes of Roma towards their own education and the teachers' perception of the pupils' attitudes. A research project⁸² was conducted by a university student in the school year 2002/003 on an elementary school in central Slovenia to gain insight into this issue. The study involved twenty Romani pupils⁸³, of which sixteen attended an adapted programme, and four followed a regular programme. Their opinions on happiness, participation in lessons, sociability, capacity, inquisitiveness and Romani parents' cooperation were gathered and the results show a considerable differentiation between Romani pupils' self-evaluation and teachers' evaluation of Romani pupils' attitudes. The pupils themselves tended to value their own relation to school higher than their teachers did. Most pupils claimed that they liked going to school and that they like to participate in activities, while their teachers thought that non-cooperation in classes and low interest in work showed the opposite. Despite being subjected to prejudice and violence, most Romani pupils thought they were happy in school and fond of company, but their teachers thought they were only partially happy and not very sociable, because they were mostly consorting with other Romani children. Last, Romani children thought they were clever, but teachers thought differently, because the pupils accomplished only minimal goals, and had a poor command of Slovenian language⁸⁴.

Attitudes amongst Roma and non-Roma pupils were investigated within the *Integration of Roma children into Mainstream Education in Slovenia* project⁸⁵. Interviews with pupils were performed using a method of painting on the topic of "Me in my class". Researchers thereby tried to establish the attitudes of pupils towards school attendance, self-evaluation of success, comprehension of language, etc. With a question "With whom do you like to play the most?" they tried to gather information on ethnic closeness/distance and dynamics in the classroom. Their findings showed that the Romani children were content with their non-Romani classmates and there were no apparent particularities in social dynamics in integrated classes.

Other indicators of the attitudes of Roma towards education include the participation of Roma parents in school activities and decision making (reportedly poor) and information on drop-outs, but the issue of the Roma's perception of the education system is poorly researched. The reported discrepancies between the attitudes of majority and minority populations, if nothing else, point to the need for an in-depth assessment to determine the role of prejudice and stereotypes on the one hand, and Roma's self-esteem on the other, in hindering their successful inclusion and equal treatment.

⁸² Meglič, B. (2003), *Romski učenci in njihov odnos do šole*, Ljubljana: Pedagoška fakulteta

⁸³ Out of twenty-two enrolled pupils, only eighteen participated (due to irregular attendance by four pupils), plus two additional pupils, who were not officially enrolled (due to lack of residence permit) but attended the school anyway.

⁸⁴ Meglič, B. (2003), *Romski učenci in njihov odnos do šole*, Ljubljana: Pedagoška fakulteta, pp. 49- 79

⁸⁵ Roma Education Initiative (2004), *Integration of Roma children into Mainstream Education in Slovenia. Annual Research and Evaluation Report*; pp. 12-13

7. Other initiatives and good practice examples

Numerous projects, which involve Roma and attempt to improve their educational prospects, have been run over the years: socialisation and education workshops, camps and summer schools, anti-discriminatory or anti-bias trainings for teachers or general public, presentations of Romani culture, language courses, etc. It is impossible to present them all or even most of them, and we have therefore decided to present three specific projects in more detail, because in our estimate all of them present a qualitative surplus and introduce a multicultural approach in dealing with the issue of the education of Roma.

7.1. The Project of Slovenian Roma Language Standardisation and Integration of Roma Culture into Education

The ambition of this project⁸⁶ is to address one of the fundamental impediments to a successful inclusion of mother tongue education for Roma into the official education system, i.e. the lack of a standardised Romani language. The primary objectives of the project, initiated in 2003, are to produce a Romani-Slovenian glossary/dictionary (two versions, one for the Romani dialect of the Dolenjska region, and the other for the dialect of the Prekmurje region) and to create a grammar of Romani language, as well as to produce accompanying textbooks. This will enable a systematic education of both Romani language and culture for Romani pupils and others. It is expected that this will improve both Romani pupils' command of their own language and consequently influence their learning performance in other areas and their visibility in the curricula, although its effects would probably extend beyond that to the issue of preservation and development of the written tradition of the Romani language and prevention of its extinction.

The project is performed by an interdisciplinary team, which includes a philosopher with expertise in educational politics and the issue of education and social cohesion, a linguist specialising in the Romani language, a linguist specialising in comparative linguistics, a specialist for the preparation of the concept of the glossary as well as two foreign linguists specialising in the Romani language, and experts from abroad who have already acquired abundant experience in introducing the Romani language into the school system. Roma are also included in the project – at the moment, a representative of the Roma Union of Slovenia is involved, who has previously cooperated with foreign linguistic experts and who has produced the first booklet on the Romani language with basic information on the diverse character of the language and a dictionary of selected words⁸⁷. Other Roma will be involved in the field research phase of the project as users of the language and primary consultants on its word-stock and standardisation proposals. Their involvement in the design phase of the project was minimal due to the absence of linguists among Roma.

The grammar will be created in accordance with the rules of contemporary linguistics and comparable with other related, already existing grammars that apply to Roma in certain other European countries. Contrary to some recommendations that standardisation should be sought at European level⁸⁸, though, the standardised language will make use of Slovenian letters in spelling of Romani words, since the

⁸⁶ Antauer, Ž., Krek, J., Peršak, M., "The Project of Slovenian Roma Language Standardisation and Integration of Roma Culture into Education", in: Klopčič, V., Polzer, M. (eds.) *Evropa, Slovenija in Romi: zbornik referatov na mednarodni konferenci v Ljubljani, 15. februarja 2002*, Ljubljana: Inštitut za narodnostna vprašanja, pp. 131-141

⁸⁷ Horvat, J. M. (ed.) (2002) *Romani Čhib / Romski jezik, Romane alava / Zbirka romskih besed*, Murska Sobota: Zveza Romov Slovenije

⁸⁸ Council of Europe (2004) *European Charter for Regional or Minority Languages: Application of the Charter in Slovenia*, p. 59

pupils are required to learn to use them in their use of the Slovenian language and omitting them from their own language would unnecessarily hinder comprehension.

The first phase of the project, financed by the Ministry of Education, Science and Sport through the research and development scheme, is to be completed by 2006.

7.2. Integration of Roma children into Mainstream Education in Slovenia

This project⁸⁹, whose main goals are to integrate Romani children into mainstream education and to promote equal access to quality education, was designed and implemented by the Developmental Research Centre for Educational Initiatives Step by Step at the Educational Research Institute in Ljubljana. It is financed primarily by the Roma Education Initiative of the Open Society Institute with some assistance from the US Embassy and Ministry of Education, Science and Sport. It was initiated in 2002 and is due to run for three years.

The project is performed in three local communities in the Dolenjska region, and involves all levels of educational institutions with Romani pupils with emphasis on the pre-school education and the first two grades of elementary school. The Roma community (in settlements) and the local non-Roma population are also included, especially in direct consultation, organisation of trainings and workshops, and involvement in cultural and other events. Through the project, a model of quality integration and community development in the concerned local communities is being developed and implemented by training of teachers (on multiculturalism, social equity, prejudice and democratic pedagogical methods) and introduction of Romani language and culture and Roma assistants into the curricula. The latter perform a mediatory role, intervening between the Roma, the teachers and the local community.

Findings show that on the whole, the project contributed to an improved school attendance, especially if children were included in the pre-school programmes, and participation in extracurricular activities. A significant improvement was also observed in educational achievement and in a decrease of stereotypes used by teachers when addressing Roma children. Roma assistants proved to be helpful in introducing Romani language and culture into the classroom (translation of lessons and textbooks to Romani pupils, bilingual inscriptions, photographs, music, posters, etc.), but on the other hand monitoring of attitudes of all stakeholders revealed that the idea of lessons of Romani language (for Roma and/or non-Roma) is not widely adopted, not even among Romani parents. More worrying, still, is the opposition of non-Roma parents to integration of Romani pupils and poor cooperation from certain expert institutions in the concerned local communities and on the national level.

The project managed to introduce the first Romani employees within mainstream schooling with the concept of Roma assistants, but it needs to be added that since the assistants were employed within a public works scheme, and due to their poor qualifications, their salary was below or on an equal level with social allowance they received prior to this employment. The overall situation was not sufficiently motivating, and a considerable fluctuation of Roma on the position of assistant was reported. Considering that the new strategy also introduces Roma assistants, the model implemented by the Step by Step project can undoubtedly offer valuable experiences for an efficient transposition of the Strategy into everyday practice, especially if it will be backed up with sufficient resources.

⁸⁹ Information on this project is taken from: Roma Education Initiative (2004), *Integration of Roma children into Mainstream Education in Slovenia. Annual Research and Evaluation Report*, Roma Education Initiative (2004), *Internal evaluation*, and an interview with the project team.

7.3. Qualifying Roma for Professional Radio Journalism

The project was developed by the Peace Institute from Ljubljana within the broader framework of Roma communication capacity building program. Activities were carried out in partnership with a local Roma association, Romani Union from Murska Sobota. Although the partnership does not include the educational authorities, the project is presented here because of its direct handling of an identified need in the Roma community, education with the intention of empowering the target group.

The project consisted of two intensive radio journalism workshops (one a three-day, and the other a four-day workshop) and composition of the first radio journalism handbook for Romani journalists in Slovenia. Young Roma participants with some (or even no) experience in journalism were faced with the task of preparing advanced radio pieces on complex issues that are particularly relevant for the Slovenian Roma community but tend to be overlooked or insufficiently reported on by the mainstream media.

Initially, the project was aimed at strengthening the existing independent Roma radio production in Murska Sobota, and the specific objective of the action was to advance journalistic skills of a group of young Roma from the Prekmurje region. In the course of the project, Roma working for other media outlets and living elsewhere in Slovenia were also included. This is a commendable approach, which brought together members of both (so-called) autochthonous and non-autochthonous Roma. The approach demonstrated that co-operation is both desirable and productive, and that joint efforts have a greater potential for success than striving for change from different (even opposing) sides.

Due to an extensive (but targeted) media campaign, the project was covered and welcomed by a number of key media players in Slovenia, both from the angle of size and reach in the general public, and in the sense of reaching the target local communities. Efforts to empower Roma in the media and the need for minority journalists were broadly reported on and workshop productions were broadcast by a number of Slovenian radio stations, including the national public radio station. In addition to the significant improvement of journalistic skills of workshop participants, the project provided a broader perspective on Roma issues, and provoked debates and encouraged action within minority communities – particularly in the Roma community – regarding the new mechanisms of these communities' access to media and the launch of a Roma radio station in Slovenia.

The project, financed by PHARE programme, was recognised as one of best practice awareness raising activities in Europe, and was presented as such at the 'Europe together. For Diversity. Against Discrimination' conference (Riga, Latvia, October 2004). In addition, the 20-minute radio mosaic on Roma education produced at the second workshop was set as an example of high quality radio production at the general assembly of Rommedia network (Kotor, Montenegro, September 2004).

8. Annex

Table 1: Roma population by ethnic affiliation and mother tongue, 1948 - 2002 censuses

	1948	1953	1961	1971	1981	1991	2002
Total Population	1,391,873	1,466,425	1,591,523	1,679,051	1,838,381	1,913,355	1,964,036
Roma (ethnic affiliation)	46	1663	158	951	1393	2259	3246
Roma (mother tongue)		996		969	1382	2752	3834

Source: Statistical Office of the Republic of Slovenia (2003), *Statistični letopis 2003*

Table 2: Population by ethnic affiliation, 1991 - 2002 censuses

	1991		2002	
	<i>total</i>	<i>share</i> %	<i>total</i>	<i>share</i> %
TOTAL	1913355	100	1964036	100
Declared	1845022	96.43	1766982	89.97
Slovenes	1689657	88.31	1631363	83.06
Italians	2959	0.15	2258	0.11
Hungarians	8000	0.42	6243	0.32
Roma	2259	0.12	3246	0.17
Albanians	3534	0.18	6186	0.31
Austrians	126	0.01	181	0.01
Bulgarians	168	0.01	138	0.01
Bosniacs	...	...	21542	1.10
Czechs	315	0.02	273	0.01
Montenegrins	4339	0.23	2667	0.14
Greeks	21	0.00	54	0.00
Croats	52876	2.76	35642	1.81
Jews	37	0.00	28	0.00
Macedonians	4371	0.23	3972	0.20
Muslims	26577	1.39	10467	0.53
Germans	298	0.02	499	0.03
Poles	196	0.01	140	0.01
Romanians	115	0.01	122	0.01
Russians	167	0.01	451	0.02
Rusinians	57	0.00	40	0.00
Slovaks	139	0.01	216	0.01
Serbs	47401	2.48	38964	1.98
Turks	142	0.01	259	0.01
Ukrainians	210	0.01	470	0.02
Vlachs	37	0.00	13	0.00
Other	1021	0.05	1548	0.08
Undeclared	25978	1.36	22141	1.13
Declared as Yugoslavs	12075	0.63	527	0.03

Declared as Bosnians	...	...	8062	0.41
Regionally declared	5187	0.27	1467	0.07
Others	8716	0.46	12085	0.62
Did not want to reply	...	...	48588	2.47
Unknown	42355	2.21	126325	6.43

Source: Statistical Office of the Republic of Slovenia (2003), *Statistični letopis 2003*

Table 3: Overview of placement of Romani pupils into elementary schools with special curriculum

School year	Romani pupils		Share of pupils placed into special schools	
	All	In special schools	Romani	All
1986/1987	897	165	18,4	2,20*
1998/1999	1,067	149	13,9	1,92
2002/2003	1,349	126	9,2	1,43
2003/2004	1,413	134	9,5	1,22
2004/2005	1,469	120	8,8	1,11

Source: compiled from different reports

* 1985/1986, data for 1986/1987 was not available

Table 4: Romani children in *homogeneous* classes in kindergartens in the school year 2002/2003

Kindergarten/Municipality	Number of classes	Number of children
Vrtec pri OŠ F. Prešeren Črenšovci	1	13
Vrtec Črnomelj	2	29
Vrtec Lendava	1	17
Novo mesto	1	25
Vrtec Borisa Pečeta Maribor	1	6
Vrtec Murska Sobota	2	24
Vrtec Trebnje	1	11
Total	9	125

Source: Slovenia, Ministry of Education, Science and Sport (2004), *Strategija vzgoje in izobraževanja Romov v republiki Sloveniji*, pp. 10-11

* Note: the information provided in the above-mentioned source wrongly refers to 157 children due to a miscalculation. This miscalculated data is then repeated in other recent documents!

Table 5: Number of Romani pupils in elementary schools in the school year 2002/2003

Elementary schools		Grade 1/9	Grade 2/9	Grade 3/9	Grade 4/9	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8	Grade 7/9	Grade 8/9	Grade 9/9	Total
Municipality	School	Number of Romani pupils															Total
Beltinci	OŠ Beltinci	1				6	3	8	1	1							20
Brežice	OŠ Cerklje ob Krki					1	8	1		2	2						14
Cankova	OŠ Cankova					3	4	4	4	4	3	3	4				29
Celje	OŠ Lava Celje							1			1						2
Črenšovci	OŠ Franceta Prešerna Črenšovci					6	6	4	3					4	1	1	25
Črnomelj	OŠ Mirana Jarca Črnomelj					9	9	5	2	9	6	4	2				46
Črnomelj	OŠ Vinica	1						1	2	2							6
Črnomelj	OŠ Loka Črnomelj	3				9	2	4	3	1	4		1				27
Dobrovnik	Dvojezična OŠ Dobrovnik												2				2
Grad	OŠ Grad									2		2					4
Grosuplje	OŠ Brinje Grosuplje - OŠPP						1										1
Grosuplje	OŠ Louisa Adamiča Grosuplje					12	2	2	3	1	1						21
Grosuplje	- Šmarje Sap pri OŠ Louisa Adamiča Grosuplje						2										2
Hoče - Slivnica	OŠ Dušana Flisa Hoče					1		1	1	1	1						5
Hrastnik	OŠ N.H. Rajka Hrastnik					1					1						2
Ivančna Gorica	OŠ Stična					1											1
Ivančna Gorica	- Zagradec pri OŠ Stična							2									2
Jesenice	OŠ Koroška Bela Jesenice					1											1
Jesenice	OŠ Toneta Čufarja Jesenice	1															1
Kočevje	OŠ Zbora odposlancev Kočevje					4	7	6	7	1	6	3	1				35
Kočevje	OŠ Ob Rinži Kočevje					2	2	3		1	1						9
Kočevje	OŠ Stara Cerkev	1				1	1	2	1	3	1	1	1				12
Kočevje	- Željne pri OŠ Stara Cerkev	4				8	3	3									18
Križevci	OŠ Križevci			1					1	1							3
Krško	OŠ Raka						2			1							3
Krško	OŠ Leskovec pri Krškem	19	12				7	7	9	3	11	1	1				70
Kuzma	OŠ Kuzma					1	2		4	1	2		2				12
Lendava - Lendva	Dvojezična OŠ 1 Lendava	3				1	1	1	1	1	1	1					10
Lendava - Lendva	Dvojezična OŠ Genterovci	1	4	1	2												8
Ljubljana	OŠ Savsko naselje	4	1	6					3	1				1			16
Ljubljana	- Kašelj pri OŠ Polje						1										1
Ljubljana	OŠ Zalog					1	4			1							6
Ljubljana	OŠ Trnovo							1									1
Ljubljana	OŠ Livada Ljubljana						2	2	1			1					6
Ljubljana	OŠ Kolezija									1							1
Ljubljana	OŠ Božidarja Jakca Ljubljana						1			1							2
Maribor	OŠ bratov Polančičev Maribor		1					1			1	1	1				5

Maribor	OŠ Ivana Cankarja Maribor	2	4				1	1					2		10		
Maribor	- Košaki pri OŠ Ivana Cankarja Maribor	2	1												3		
Maribor	OŠ Prežihovega Voranca Maribor	2	3	1	5				1	4	1				17		
Maribor	OŠ Bojana Iliča Maribor						1								1		
Maribor	OŠ Angela Besednjaka Maribor						1								1		
Maribor	OŠ Franceta Prešerna Maribor	1					1		1		1	1			5		
Maribor	- Stane Lenardon Razvanje pri OŠ Franceta Prešerna Mb.							2							2		
Maribor	OŠ Maksa Durjave Maribor	3	4	1	1				3	10			1	2	1	26	
Maribor	OŠ Janka Padežnika Maribor	6					6	6	4	5	4		2	4		37	
Maribor	OŠ Borisa Kidriča Maribor		3	1					3	1		3	4	1		16	
Maribor	OŠ Draga Kobala Maribor	1	1					2	2	1		3		1		11	
Maribor	- Brezje pri OŠ Draga Kobala Maribor	3	2					1	1							7	
Maribor	OŠ Martina Konšaka Maribor	2	5					5	1	2	2		2	3	2	24	
Maribor	OŠ Toneta Čufarja Maribor			1						2	1					4	
Maribor	OŠ Slave Klavore Maribor	2	1					2	3	1				3		12	
Maribor	OŠ Franca Rozmana - Staneta Maribor	1	2						2	3	1	1	1			11	
Maribor	OŠ "Borcev za severno mejo" Maribor	1	3					1	2	2	2	2	1	1		15	
Maribor	OŠ Tabor II Maribor	1	1	1	1									3		7	
Maribor	OŠ Tabor I Maribor		3	1					2							6	
Metlika	OŠ Podzemelj	3					2	2	1	2	3		1			14	
Metlika	OŠ Metlika	4					8	3	3	9	2			5	5	39	
Murska Sobota	- Dokležovje pri OŠ Bakovci						1	1	3							5	
Murska Sobota	OŠ Bakovci										1					1	
Murska Sobota	OŠ I Murska Sobota						4	4	5	4	4	7	4	1		33	
Murska Sobota	OŠ III Murska Sobota	3	3	8					1	5	8	4	6	3		41	
Murska Sobota	OŠ II Murska Sobota	6	6	2	6					1	6			2	2	3	34
Novo mesto	OŠ Otočec						2		1							3	
Novo mesto	OŠ Stopiče								1		1		1			3	
Novo mesto	OŠ Šmihel Novo mesto	1					2	3	5	6	5	5	1	1		29	
Novo mesto	- Birčna vas pri OŠ Šmihel Novo mesto						1		1							2	
Novo mesto	OŠ Grm Novo mesto	4					4	1								9	
Novo mesto	OŠ Bršljin Novo mesto	11					13	12	13	11	10		6		7	83	
Pivka	OŠ Košana						1		1		2					4	
Puconci	OŠ Puconci	4	5	1					2	1	2	6	4	3		28	
Puconci	- Bodonci pri OŠ Puconci	3	1	2					2	3						11	
Puconci	- Mačkovci pri OŠ Puconci		1	2						2						5	
Ribnica	OŠ dr. Franceta Prešerna Ribnica						9	3	3	5		1				21	
Rogašovci	OŠ Sveti Jurij Rogošovci									8	8	5	8	3		32	
Rogašovci	- Pertoča pri OŠ Sv. Jurij Rogošovci						2	2	1							5	

Rogašovci	- Serdica pri OŠ Sv. Jurij Rogašovci					3	2	9											14
Ruše	OŠ Janka Glazerja Ruše		1	1	1								1						4
Semič	OŠ Belokranjskega odreda Semič	5	4	3	3					7	5	5	1	2					35
Šalovci	OŠ Šalovci												1						1
Šentjernej	OŠ Šentjernej					4		4	6	2	8								24
Škocjan	OŠ Frana Metelka Škocjan					6	5	9	4	7	2	1							34
Tišina	OŠ Tišina	3	5	2				3	3	4	4	2	1						27
Tolmin	- Podmelec pri OŠ Dušana Muniha Most na Soči	1	1																2
Trbovlje	OŠ Tončke Čeč Trbovlje	1																	1
Trbovlje	OŠ Tončke Čeč Trbovlje - OŠPP						1												1
Trebnje	OŠ Trebnje					10	6	2	2	1			1						22
Trebnje	OŠ Veliki Gaber						2		2	1									5
Turnišče	OŠ Turnišče			1				1	1							1			4
Velenje	OŠ Livada Velenje						1	1											2
Vrhnika	- Bevke pri OŠ Log - Dragomer						1												1

Elementary schools with special curriculum

																				0
Celje	OŠ Glazija Celje							1		1		1								3
Črnomelj	OŠ Milke Šobar - Nataše Črnomelj					3		1	4	3	3	2	3							19
Hrastnik	OŠ Vitka Pavliča Hrastnik						1													1
Jesenice	OŠ Poldeta Stražišarja Jesenice								1	1		2								4
Kočevje	OŠ Ljuba Šercerja Kočevje					1		1	2	4	7	2								17
Lendava	Dvojezična OŠ Lendava II					1	1			8	4	2	3							19
Ljubljana	Zavod za usposabljanje Janeza Levca Ljubljana					1			2	3	1	1	2							10
Maribor	OŠ Gustava Šiliha Maribor						1		5	3	6	6								21
Murska Sobota	OŠ IV. Murska Sobota					1	6	2	2	5	3	2	4							25
Novo mesto	OŠ Dragotina Ketteja Novo mesto					1	1	2	1											5
Radovljica	OŠ Antona Janše Radovljica							1										1		2
	SKUPAJ	114	78	36	19	155	148	162	166	161	126	79	52	34	14			5		1349

Source: Slovenia, Ministry of Education, Science and Sport (2004), *Strategija vzgoje in izobraževanja Romov v republiki Sloveniji*, pp. 45-48

Grades 1 to 8 are part of the eight-year elementary school programme. Grades 1/9 to 3/9 and 7/9 to 9/9 are part of the nine-year elementary school programme.

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