

2009 Country Assessment
and the Roma Education Fund's
Strategic Directions

Advancing Education of Roma in Bosnia and Herzegovina



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ISBN: 978-963-9832-13-8

This report is available in English and the local language

Design and layout: Fo-Szer graphic design studio

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Preface

*T*his document is part of a series of Country Assessments produced by the Roma Education Fund (REF). It seeks to provide an analysis of education and the ongoing education reforms from the perspective of the inclusion of Romani children in the countries taking part in the Decade of Roma Inclusion. The document also reviews the different programmes and activities REF has carried out since its establishment in 2005 and highlights the thematic and programme areas on which REF plans to focus during the coming three years. In addition to serving as a tool for the Roma Education Fund's own programming, REF hopes that this document will offer a useful instrument for:

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- ⇒ Policy-makers seeking to improve education policies that address the education outcome gap between Roma and non-Roma.
- ⇒ Civil society representatives who wish to improve the effectiveness of their educational programmes by making them more relevant to the overall education reform of their country.
- ⇒ The overall development and donor community, which needs to better understand the situation faced by Romani children in order to identify niche areas where available resources would produce the greatest impact.

The information presented in the document has been discussed with representatives of governments and civil society in Bosnia and Herzegovina in order to ensure that the document realistically reflects the actual situation and that the recommendations made are viable. The document reflects the situation at the time when the document was produced. Many countries are experiencing relatively rapid changes, and REF plans to update these assessments on a regular basis.

Acknowledgements

8 *T*he original model for the Country Assessment series was developed by Tünde Kovács-Cerović, Roger Grawe and Alexandre Marc, who also edited the series through the end of 2007. The current Country Assessment follows the new format developed by Toby Linden, Mihai Surdu and Eben Friedman in early 2009. The current editors of the Country Assessment series are Toby Linden and Mihai Surdu.

The main authors of this document are Sanela Bešić and Medina Vantić-Tanjić. They received contributions from Eben Friedman, Majda Bećirević, Aida Mihajlović and Šemsi Šainov, as well as from the participants at the roundtable held in Sarajevo on 2 December 2009.

1. Executive Summary

Roma in Bosnia and Herzegovina

The last population census conducted in Bosnia and Herzegovina was in 1991, before the war of 1992-1995. According to that census, the country's 8,864 Roma accounted for 0.20 percent of the total population. Unofficial estimates of the current size of the Romani population in Bosnia and Herzegovina range from 40,000 to 100,000, such that Roma likely account for a considerably higher proportion of a total population that has decreased in size since the last census.

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Education

While Bosnia and Herzegovina adopted a strategy on education reform in 2002, education remains strongly politicized along ethnic lines, and there has been little progress in implementation. Also problematic for coordination, planning and management in education is Bosnia and Herzegovina's highly complex system of administrative territorial divisions, resulting in twelve systems of education operating largely independently of one another.

Estimated at fifteen to twenty percent in primary and secondary education, Roma's low enrolment rates constitute the most pressing problem for the education of Roma in Bosnia and Herzegovina. Compromising attempts to address this problem effectively is a lack of current, reliable data on Roma's participation in education. Additionally, the 2004 *Action Plan on the Education Needs of Roma and Members of Other National Minorities in Bosnia and Herzegovina* remains largely unimplemented for lack of funding and clear allocation of responsibilities.

Important advances relevant to the education of Roma in Bosnia and Herzegovina include improved access to textbooks, supplies, meals, transport and scholarship support necessary for participation in education, as well as the growing trend toward using school-readiness tests for assessment of individual needs rather than for streaming Romani children into special education.

Strategic directions for future REF activities in Bosnia and Herzegovina

REF funding in Bosnia and Herzegovina over the next three years will take into account the following priorities:

- ⇒ Providing technical assistance to state, Entity and cantonal authorities in implementing the State Framework Law on pre-school education, so as to make it integrated, inclusive and, for families which cannot afford to pay, free-of-charge.

- ⇒ Increasing Roma's participation in mainstream primary education, both by building on successful REF-supported activities in the Tuzla Canton and through the development of new measures to re-integrate children improperly placed in special education.
- ⇒ Developing academic tutoring support for Roma in secondary and higher education, supporting existing scholarship schemes in Bosnia and Herzegovina by drawing on REF's experiences in Macedonia and Serbia.

Major themes of REF's research and policy activities in Bosnia and Herzegovina will include:

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- ⇒ An overview of the per-pupil costs of government-funded education-related initiatives, as well as of REF-funded projects in Bosnia and Herzegovina.
- ⇒ An evaluation of parental needs, expectations and experience related to engagement in school life, providing information on the costs to parents for their children's full participation in compulsory education.
- ⇒ A multi-country assessment of the effectiveness of the various types of interventions that aim to increase Romani students' participation and/or achievement in higher education.

2. The Romani Population in Bosnia and Herzegovina

History and population size

The first official mention of Roma on the territory of Bosnia and Herzegovina dates from the beginning of the sixteenth century.¹ Precise data on the subethnic composition and geographic distribution of the Romani population of Bosnia and Herzegovina are not available. In the absence of relevant data, it is generally believed that most of Bosnia and Herzegovina's Romani population before the war of 1992-1995 consisted of *Khorakhane*, Muslim by religion and living on the outskirts of Sarajevo, Tuzla, Mostar, Bijeljina, Zvornik and Brčko. A smaller group of *Serbaya Kalderasha*, Orthodox by religion and originating from Romania, used to live in the area of Banja Luka. Other Romani communities had immigrated to Bosnia from Kosovo and Macedonia before the war.

Compared to the number of Roma who fled Bosnia and Herzegovina during the war, only a few have returned. Before the war, most Roma in Bosnia and Herzegovina lived in Eastern Bosnia, in the parts of the country currently located in Republika Srpska.² Today, the majority of Bosnia and Herzegovina's Roma live in the Federation of Bosnia and Herzegovina, primarily in North-East Bosnia, in the Tuzla Canton and in Central Bosnia (Sarajevo, Zenica).³

The last population census conducted in Bosnia and Herzegovina was in 1991. According to that census, Bosnia and Herzegovina had 4,377,033 inhabitants, with the country's 8,864 Roma accounting for 0.20 percent of the total population. As is the case elsewhere, it is likely that official figures underestimate the total number of Roma, with the underestimation likely aggravated in the case of Bosnia and Herzegovina both by an overall drop in the size of the general population and by the apparently high proportion of unregistered births among Roma during and after the war.⁴ The United Nations Development Programme (UNDP) estimates the size of Bosnia and Herzegovina's Romani population at 40,000 to 50,000.⁵ The Council of Roma of Bosnia and Herzegovina gives an estimate of 80,000 to 100,000. Ongoing as of December 2009 was an initiative administered by the Ministry of Human Rights and Refugees to generate an accurate database on the Romani population of Bosnia and Herzegovina.

¹ See Savez nacionalnih manjina Republike Srpske, available at <http://www.snm.rs.ba/romi.html>.

² For a brief explanation of administrative-territorial divisions in Bosnia and Herzegovina, please see Annex 6.

³ European Commission against Racism and Intolerance, *Report on Bosnia and Herzegovina* (Strasbourg: Council of Europe, 2005).

⁴ Lack of registration documents is problematic not only from the standpoint of estimating population size, but also for accessing social services, including (but not limited to) education. See Bosnia and Herzegovina Working Group on Child Protection, *Submission from the Bosnia and Herzegovina Working Group on Child Protection regarding the Universal Periodic Review of Bosnia and Herzegovina (Seventh Session, February 2010)* (Sarajevo: Bosnia and Herzegovina Working Group on Child Protection, 2009).

⁵ Majda Bećirević, *Inkluzija romske djece u obrazovanje u Bosni i Hercegovini: Osnovne poteškoće i kako ih prevazići [Inclusion of Romani Children in Education in Bosnia and Herzegovina: Fundamental Difficulties and How to Overcome Them]* (Sarajevo: Fond otvoreno društvo, 2007).

General situation of the Romani population

Poverty and unemployment

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Data from UNDP indicate that poverty rates among Romani households in Bosnia and Herzegovina are 13.5 times higher than among non-Romani households in the same neighbourhoods.⁶ Whereas the 2007 official unemployment rate in Bosnia and Herzegovina as a whole was 29 percent,⁷ a survey of Romani households conducted in sixteen municipalities in 2006 and 2007 yielded the finding that only four percent of adult Roma are employed, with fewer than half registered with the Employment Bureau and approximately one person in ten receiving social assistance.⁸ Common sources of income for Romani families in Bosnia and Herzegovina include collecting secondary raw materials and selling textiles and foodstuffs at open markets.⁹ The poor economic situation of many Romani families and the relative frequency of child labour among Roma exert a negative effect on children's access to education, resulting in turn in exclusion from the labour market and thus in the transmission of poverty from one generation to the next.

Health

Although no precise data are available, the life expectancy of persons within the Romani population is thought to be significantly shorter than in the remaining part of the population in Bosnia and Herzegovina. Prominent among the reasons for this state of affairs is that only 34.3 percent have health insurance,¹⁰ with the low rate of health insurance coverage closely related to the low rate of registration with the Employment Bureau. Without health insurance, users of healthcare services must pay for both the services themselves and for any needed medicines. As a result, the majority of Roma in Bosnia and Herzegovina have a strong economic incentive to avoid seeking medical care.

⁶ Andrey Ivanov et al., *At Risk: Roma and the Displaced in Southeast Europe* (Bratislava: United Nations Development Programme, 2006).

⁷ Central Intelligence Agency, *The World Factbook* (2008), available at <https://www.cia.gov/library/publications/the-world-factbook/geos/bk.html>.

⁸ Marina Franić-Kadić and Sanela Bešić, "Projekat socijalno istraživanje": *Analiza ankete o socio-ekonomskom statusu Roma u 16 romskih zajednica u Bosni i Hercegovini* ["Social Research Project": *Analysis of a Survey on the Socio-Economic Status of Roma in 16 Romani Communities in Bosnia and Herzegovina*] (Sarajevo: Prism Research, 2007).

⁹ Amir Sarajilić, *Pristup zapošljavanju romske populacije* [*The Romani Population's Access to Employment*] (Sarajevo: Vijeća Evrope, 2004).

¹⁰ Marina Franić-Kadić and Sanela Bešić, "Projekat socijalno istraživanje": *Analiza ankete o socio-ekonomskom statusu Roma u 16 romskih zajednica u Bosni i Hercegovini* ["Social Research Project": *Analysis of a Survey on the Socio-Economic Status of Roma in 16 Romani Communities in Bosnia and Herzegovina*] (Sarajevo: Prism Research, 2007). Within the total population of Bosnia and Herzegovina, nearly 80 percent of all people have health insurance. See World Bank, *Bosnia and Herzegovina Poverty Assessment* (Washington, DC: World Bank, 2003), p. 72.

Romani children are five times more likely to be underweight than are non-Romani children in Bosnia and Herzegovina.¹¹

Housing

The European Commission against Racism and Intolerance reports that between fifty and seventy percent of Roma in Bosnia and Herzegovina live in informal settlements in conditions of abject poverty.¹² Findings from a 2003 survey conducted in selected municipalities indicate that 64 percent of illegally built settlements in those municipalities were located on state-owned land.¹³ Anecdotal evidence suggests that rates of return and reconstruction have been consistently lower for Roma than for Bosnia and Herzegovina's three "constituent peoples" (i.e., Bosniacs, Croats and Serbs).

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Representation

Although Roma have been officially recognized as a national minority since Bosnia and Herzegovina's adoption of legislation on minorities in 2003, the Constitution of Bosnia and Herzegovina effectively prevents members of national minorities from serving in the upper chamber of the Parliamentary Assembly and the Presidency, with positions in these institutions reserved for representatives of the constituent peoples.¹⁴ At the municipal level, Roma may seek office on separate electoral lists for national minorities.¹⁵

Estimates from actors in the civic sector in Bosnia and Herzegovina place the total number of Romani nongovernmental organisations in the country around 50. In Republika Srpska, the Association of Romani Nongovernmental Organisations brings together the Entity's eight active Romani NGOs. In the Federation of Bosnia and Herzegovina, Resource Centres located in Kakanj and Tuzla facilitate cooperation among a total of 30 Romani NGOs from the surrounding areas.

¹¹ Bosnia and Herzegovina Working Group on Child Protection, *Submission from the Bosnia and Herzegovina Working Group on Child Protection regarding the Universal Periodic Review of Bosnia and Herzegovina (Seventh Session, February 2010)* (Sarajevo: Bosnia and Herzegovina Working Group on Child Protection, 2009), paragraph 18.

¹² European Commission against Racism and Intolerance, *Report on Bosnia and Herzegovina* (Strasbourg: Council of Europe, 2005).

¹³ OSCE Mission to Bosnia and Herzegovina, *Izveštaj o stanju bespravno izgrađenih romskih naselja u Bosni i Hercegovini [Report on the Situation of Illegally Constructed Romani Settlements in Bosnia and Herzegovina]* (Sarajevo: OSCE Mission to Bosnia and Herzegovina, 2004).

¹⁴ Službeni glasnik Bosne i Hercegovine, Zakon o zaštiti prava pripadnika nacionalnih manjina [Law on the Protection of the Rights of Members of National Minorities], *Službeni glasnik Bosne i Hercegovine* 12/2003; Službene novine Federacije Bosne i Hercegovine, Ustav Bosne i Hercegovine [Constitution of Bosnia and Herzegovina], *Službene novine Federacije Bosne i Hercegovine* 1/1994, Articles IV and V.

¹⁵ Centralna izborna komisija, *Izborni zakon Bosne i Hercegovine (neslužbeni prečišćeni tekst) [Electoral Law of Bosnia and Herzegovina (Unofficial Clean Text)]*, available at <http://www.izbori.ba/documents/ZAKONI/POIZpw110508.pdf>.

The Council of Roma of the Federation of Bosnia and Herzegovina was constituted in November 2001 with the support of the Council of Europe, the Ministry for Human Rights and Refugees and the Organization for Security and Co-operation in Europe (OSCE). The Council was founded to play an active role in political representation of Roma, housing, utility, property and legal issues, employment and health protection, education, preservation of the mother tongue and culture, participation in media of all types and issues of refugees and displaced persons. To this end, the Council brings together 42 Romani NGOs active on the territory of Bosnia and Herzegovina.

3. Government and Donor Commitments

Government institutions

In post-war Bosnia and Herzegovina, attention to relations among the three constituent peoples has sometimes come at the expense of the development of institutions and mechanisms for the protection of the rights of minorities, including (but not limited to) Roma.

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Overall legal framework

While the 1995 Constitution of Bosnia and Herzegovina contains a general prohibition on discrimination and provides clear legal grounds for the application of the most significant instruments of the United Nations and the Council of Europe, it recognizes the country's non-Bosniac, non-Croat, non-Serb populations only as "Others".¹⁶ The 2003 *Law on the Protection of the Rights of Members of National Minorities*, on the other hand, regulates the rights and obligations of national minorities in Bosnia and Herzegovina and the obligation of government bodies in Bosnia and Herzegovina to respect, protect, preserve and develop the culture of national minorities.¹⁷ Implementation varies widely across Bosnia and Herzegovina, with Tuzla Canton, for example, adopting its own regulations in 2005.¹⁸ Generally, however, the level of implementation is low.

The 2003 *General Law on Primary and Secondary Education* stipulates that the language and culture of each more numerically significant minority living in Bosnia and Herzegovina shall be respected and included in schools to the extent possible (Article 8),¹⁹ but there is neither systematic monitoring nor collection of data on implementation of this provision, and there have been no rulings concerning discriminatory treatment of Roma. The adoption of anti-discrimination legislation is currently in process.

¹⁶ Službene novine Federacije Bosne i Hercegovine, Ustav Bosne i Hercegovine [Constitution of Bosnia and Herzegovina], *Službene novine Federacije Bosne i Hercegovine* 1/1994, Preamble.

¹⁷ Službeni glasnik Bosne i Hercegovine, Zakon o zaštiti prava pripadnika nacionalnih manjina [Law on the Protection of the Rights of Members of National Minorities], *Službeni glasnik Bosne i Hercegovine* 12/2003.

¹⁸ Službene novine Tuzlanskog kantona, Pravilnik o vaspitanju i obrazovanju pripadnika nacionalnih manjina [Regulation on the Education of Members of National Minorities], *Službene novine Tuzlanskog kantona* 7/2005.

¹⁹ Službeni glasnik Bosne i Hercegovine, Okvirni zakon o osnovnom i srednjem obrazovanju [General Law on Primary and Secondary Education], *Službeni glasnik Bosne i Hercegovine* 18/2003.

Measures targeting Roma

Within the Council of Ministers of Bosnia and Herzegovina, a Board for Romani Issues was established in 2002. Consisting of the nine members of the Council of Roma, three representatives of state-level ministries and three representatives from line ministries in each of the two Entities, the Board is expected to provide recommendations for expanding Roma's political representation and increasing Roma's socioeconomic status through better access to education and employment as well as through improving infrastructure in Romani settlements. Seven years after the Board's creation, however, evidence of its effectiveness in fulfilling its role is still lacking.

16 The Council of Ministers adopted the *Action Plan on the Education Needs of Roma and Members of Other National Minorities in Bosnia and Herzegovina* in 2004.²⁰ With the aim of improving Roma's access to the system of mainstream education in Bosnia and Herzegovina by addressing obstacles while emphasizing the participation of Romani communities in contributing to full inclusion in education, the first of the Action Plan's two parts focuses exclusively on Roma, identifying needs, enumerating measures to address the needs and specifying the institutions responsible for implementation. Barriers to addressing the needs identified in the Action Plan include insufficient attention in the document to actions needed at the school level, as well as the absence of specifications about timeframes and resources for implementation. Finalization of a revised Action Plan is expected in early 2010.

In 2005, the Council of Ministers adopted the *Strategy of Bosnia and Herzegovina for Solving the Problems of the Roma*, which enumerates fifteen areas in which concrete actions are necessary to improve the social status of the Roma national minority.²¹ In the area of education, the Strategy does not define specific tasks or responsibilities, but calls for implementation of the *Action Plan on the Education Needs of Roma and Members of Other National Minorities in Bosnia and Herzegovina*.

Bosnia and Herzegovina joined the Decade of Roma Inclusion in September 2008. For the purpose of Bosnia and Herzegovina's accession to the Decade, the 2004 *Action Plan on the Education Needs of Roma and Members of Other National Minorities in Bosnia and Herzegovina* serves as the National Action Plan on Education. For the three remaining priority areas of the Decade, the Council of Ministers of Bosnia and Herzegovina adopted a *National Action Plan for Solving the Problems of the Roma in the Areas of Employment, Housing and Health Care* in July 2008. Drafting of this *National Action Plan* began in early 2007, with working groups formed for the three priority areas each consisting of seven Roma plus 10-12 representatives of relevant institutions from the municipal, cantonal, Entity and state levels.

Responsibility for monitoring implementation of the *National Action Plan for Solving the Problems of the Roma in the Areas of Employment, Housing and Health Care* resides with a Coordination Board formed for this purpose. The Coordination Board consists of representatives of government ministries at state level (Civil Affairs; Finance and Treasury), Entity level (Federation of Bosnia and Herzegovina Ministries of Finance, Labour and Social Policy, and Physical Planning; Republika Srpska Ministries of Finance, Health and Social Welfare, and

²⁰ OSCE Mission to Bosnia and Herzegovina, *Action Plan on the Education Needs of Roma and Members of Other National Minorities in Bosnia and Herzegovina* (Sarajevo: OSCE Mission to Bosnia and Herzegovina, 2004).

²¹ Službeni glasnik Bosne i Hercegovine, Strategija BiH za rješavanje problema Roma [Strategy of Bosnia and Herzegovina for Solving the Problems of the Roma], *Službeni glasnik Bosne i Hercegovine* 67/2005.

Labour and Protection of Veterans and Disabled Persons) and a representative of the Government of the District of Brčko, as well as representatives of the state-level Board for Romani Issues, the Council of Roma of the Federation of Bosnia and Herzegovina, and the Association of Romani Nongovernmental Organisations of Republika Srpska. The decision on establishing the Coordination Board identifies as its presiding member the National Coordinator for the Decade of Roma Inclusion. Named in late 2008, the National Coordinator is a senior official from the Ministry of Human Rights and Refugees.

Donor-funded programmes

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Donor-funded programmes supporting the inclusion of Roma in education in Bosnia and Herzegovina have targeted both government and NGO sectors.

Apparently the largest donor-funded initiative implemented by an NGO for the education of Roma in Bosnia and Herzegovina is “Into the Future with Education”. Administered since the 2005-2006 school year by the Bosnian NGO Education Builds Bosnia and Herzegovina with the financial support of the Open Society Fund – Bosnia as well as Comité Catholique contre la Faim et pour le Développement, Emmaüs – France and the Wolf Theiss law firm, the project provides scholarships for Romani pupils in secondary education.²² Growing in size since its establishment, as of December 2009 the programme had provided a total of 454 scholarships (including 30 scholarships for university students in 2005-2008), with fourteen pupils supported continuously from 2005-2006 through the 2008-2009 school year. Notwithstanding the increasing demand for scholarship support in secondary education through this programme, the initiative’s sustainability depends primarily on the assumption of financial responsibility by municipal authorities.

In addition to the donor organisations listed above, others which have supported NGO projects aiming at the inclusion of Roma in education and Bosnia and Herzegovina are Care International, the Roma Education Fund, Save the Children UK, UNICEF and World Vision Bosnia and Herzegovina.

Initiatives implemented in direct cooperation between donors and authorities at state, Entity and local levels include the following:

- ⇒ Activities undertaken since 2003 with funding from German organisations Südost and Schüler Helfen Leben in cooperation with local authorities in the Municipality of Bijeljina to support completion of primary education by local Romani youth, resulting in eight Roma taking extraordinary end examinations and four passing.
- ⇒ Financial support for drafting of the *National Action Plan for Solving the Problems of the Roma in the Areas of Employment, Housing and Health Care* by Bospo, the European Commission, the Swedish International Development Cooperation Agency (Sida), UNICEF and World Vision Bosnia and Herzegovina.

²² From 2005 to 2008, the project also provided scholarships for university students. In accordance with a regional agreement on coordination between the Open Society Institute and REF, the Open Society Fund – Bosnia ceased to provide scholarship support for students in higher education when REF’s higher education Scholarship Programmes were extended to Bosnia and Herzegovina in 2008.

⇒ Accelerated courses organized in 2008 by the Ministry of Education and Culture of Republika Srpska with funding from Save the Children Norway to support 80 youth (mostly Roma) to complete primary education, with the majority of participants dropping out of the courses in order to participate in an Entity-level employment programme.

No precise data are available on total annual investments in the education of Roma in Bosnia and Herzegovina. Additionally, there is little sharing of information and coordination among donors active with Roma in Bosnia and Herzegovina.

4. Education System

Governance structure

Responsibilities for education in Bosnia and Herzegovina are divided along the same lines as the administration of the country as a whole.²³ At the state level, the Sector for Education operates within the framework of the Ministry of Civil Affairs, with a Department for Pre-school, Primary and Secondary Education and a Department for Higher Education.²⁴ Despite the existence of the Sector for Education covering all of Bosnia and Herzegovina, a more significant role in the regulation of education is played by Entity-level ministries (the Ministry of Education and Science in the Federation of Bosnia and Herzegovina and the Ministry of Education and Culture in Republika Srpska). Moreover, while the system of education in Republika Srpska is highly centralized (as well as completely separate from the system of education in the Federation of Bosnia and Herzegovina), canton-level ministries in the Federation operate largely independently of one another in administering all levels of education. Finally, the District of Brčko, as a special organisational unit in Bosnia and Herzegovina, has its own laws regulating each of the four levels of education. In all, then, there are twelve systems of education in Bosnia and Herzegovina, with little coordination, planning, management, or information at the state level.²⁵

The central document for education reform in Bosnia and Herzegovina is the 2002 strategy entitled *Education Reform: A Message to the People of Bosnia and Herzegovina*.²⁶ Generated by six working groups comprised of domestic and international experts for education, the strategy states as its basic goals the de-politicization of education and creating the conditions necessary to ensure equal access to high quality and modern education in Bosnia and Herzegovina. As is the case with the 2004 *Action Plan on the Education Needs of Roma and Members of Other National Minorities in Bosnia and Herzegovina*, however, action toward implementing the reforms described in the document has been insufficient.

State-wide standards for education in Bosnia and Herzegovina are set by a group of four agencies. The Agency for Pre-school, Primary and Secondary Education establishes standards of achievement and develops joint core curricula for pre-school, primary and secondary education. The Agency for Development of Higher Education and Quality Assurance sets criteria for establishing and closing institutions of higher education, issues recommendations on tuition fees and provides recommendations on policy for allotting funds to institutions of higher education. The Agency for Standards and Assessment issues standards of pupils' performance and for grading achievement. Finally, the Agency for Education Plans and Programmes oversees implementation

²³ For a general overview of administrative-territorial divisions in Bosnia and Herzegovina, please see Annex 6.

²⁴ Ministarstvo civilnih poslova Bosne i Hercegovine, *Sektor za obrazovanje [Sector for Education]*, available at http://www.mcp.gov.ba/o_nama/org_jedinice/?id=28.

²⁵ For an overview table on the administration of schools in Bosnia and Herzegovina, please see Annex 2.

²⁶ OSCE Mission to Bosnia and Herzegovina, *Education Reform: A Message to the People of Bosnia and Herzegovina* (Sarajevo: OSCE Mission to Bosnia and Herzegovina, 2002).

of the joint core curricula at all levels of education in both Entities. As new institutions established with difficulty and only after several years of debate, these four agencies have had little impact to date and their future effectiveness is at risk of being compromised by the convoluted structure for governance for education in Bosnia and Herzegovina.

In the Federation of Bosnia and Herzegovina, canton-level pedagogical institutes perform activities related to curricula, pedagogical standards, professional development, setting funding levels, monitoring, research and analysis.

Available information indicates that the only Rom employed in the governance structure for education in Bosnia and Herzegovina is the Officer for Romani Issues in the Tuzla Canton Ministry of Education.

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Financing

Government spending on education in Bosnia and Herzegovina accounts for 6.4 percent of GDP, well above the OECD average of 5.0 percent.²⁷ In both Entities, expenditures for education are spent primarily on employee salaries and contributions, with relatively little left for operational costs and maintenance.

Procedures for setting financing levels for institutions of primary and secondary education in the Federation of Bosnia and Herzegovina and Republika Srpska are similar to one another and are based primarily on class size (i.e., number of employees) rather than on a per-capita model.

Primary and secondary education in public institutions is nominally free of charge for all pupils, with parents and guardians expected to pay for textbooks, supplies, food and transport, as well as to cover the costs of extracurricular activities. Within the Federation of Bosnia and Herzegovina, scholarship programmes for secondary and higher education exist at Entity and canton levels. Enrolment in private schools is generally competitive, with tuition fees paid by parents.

Facilities

School facilities in Bosnia and Herzegovina are owned by their founders, which may be either cantonal assemblies or municipal councils. Most schools lack an adequate supply of teaching aids and specialized equipment for teaching particular subjects. Additionally, a lack of funding has resulted in deterioration of school facilities, with the relatively small capital investments in schools funded mostly from international aid donations. As levels of international aid and budget revenues in both Entities fall, there is a considerable risk of further deterioration.

²⁷ Organisation for Economic Co-operation and Development, *Education at a Glance 2008: OECD Indicators* (Paris: Organisation for Economic Co-operation and Development, 2008), p. 240.

Education cycles and progression criteria

While pre-school education is not mandatory in Bosnia and Herzegovina, a legislative change in this regard is in process. For primary and secondary education, there are three different general curricula (Bosniac, Croatian and Serbian), as well as a joint school curriculum in the District of Brčko. The Bosniac, Croatian and Serbian curricula differ primarily in their approach to the subjects of history, language and culture; the choice of national curriculum is left to parents.

Mandatory primary education was extended from eight to nine years in 2004, with primary education divided into three cycles of three years each beginning from age 6. Tests of school-readiness are administered to all children enrolling in primary school, with an increasing trend toward using the tests for assessment of individual needs rather than for streaming children into special education.

Secondary education is not mandatory in Bosnia and Herzegovina and lasts three or four years, depending on the curriculum followed.²⁸ Admission to secondary schools depends on performance in primary school and on pupil and parent preference. Some secondary schools also have their own entrance examinations, while all secondary schools must administer an end examination, with end examinations expected to be standardized throughout Bosnia and Herzegovina following review of an EU-funded pilot implemented in 2006-2007. Higher education in Bosnia and Herzegovina lasts from two to six years, with admissions decisions based on performance in secondary school and/or a programme-specific entrance exam.

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Special education

According to the Federal Ministry of Education, 640 pupils were being educated in special primary schools on the territory of the Federation of Bosnia and Herzegovina during the 2007-2008 school year. The Institute for Statistics of Republika Srpska gives a figure of 431 pupils enrolled in 25 special primary schools in that Entity in 2007-2008. The same institutions indicate for the same school year that 495 pupils were enrolled in twelve special secondary schools in the Federation and that 121 pupils were enrolled in 37 special secondary schools in Republika Srpska. In addition to special schools for children with mental disability, there are also special classes within some standard schools, but data on the number of classes are lacking.

Children are enrolled in special education on the basis of a decision by the relevant commission.²⁹ Special schools and classes administer a reduced curriculum and there is no mechanism for returning to mainstream classes once enrolled in special education.

²⁸ Under discussion in Sarajevo Canton at the end of 2009 was the addition of two years of secondary school to compulsory education.

²⁹ The name of this body in the Federation of Bosnia and Herzegovina is "Commission for Assessment of Capacities and Determination of Support for Children and Youth with Special Needs". In Republika Srpska, the same function is performed by the "Commission for Classification of Persons with Physical or Psychological Disturbances".

Although there are no official data on the number of Romani children enrolled in special education, informed estimates suggest that Roma until recently accounted for the majority of children enrolled in special schools in Bosnia and Herzegovina.³⁰ While most of these children were streamed into special primary schools on the basis of universal school-readiness testing, recent years have seen a drop in special primary school enrolments as children diagnosed with mild to moderate disabilities are integrated into standard classes in mainstream primary schools. From the standpoint of impoverished Romani parents, residential special schools may be attractive for their provision of free-of-charge room and board.

Multicultural education

The education system in Bosnia and Herzegovina still exhibits negative influences of the war of 1992 to 1995, with ethnically divided schools and ethnically divisive curricula and textbooks common.³¹ This situation leaves little room for the significant minority of children not belonging to one (and only one) of the three constituent peoples.

Public education in Bosnia and Herzegovina is offered in Bosniac, Croatian and Serbian languages (which are mutually intelligible), with private institutions also offering instruction in other languages. Thus, although Romanes is the first language of as much as 86 percent of Roma in the country,³² all Roma attending public education institutions in Bosnia and Herzegovina study in the language of one of the constituent peoples. In higher education, there are no study programmes specifically intended for studying the culture, language, arts and traditions of the Roma. Taking into account the extremely small number of qualified Romani teaching staff, Romani assistants have been included in some education-related projects implemented by NGOs for the purpose of facilitating coordination between local Romani communities and schools. To date, there has been no formal assessment of the impact of these assistants' work and no overview is available on the total number of Romani assistants in the country, their distribution by school or their educational and employment status.

Social support for pupils and students

The availability of social support for pupils and students in Bosnia and Herzegovina to date has varied by Entity, canton and locality. Whereas in Republika Srpska, all pupils in the first two

³⁰ Medina Vantić-Tanjić, *Stavovi nastavnika prema integraciji rosmke djece usporenog kognitivnog razvoja [Teachers' Attitudes toward the Integration of Romani Children with Delayed Cognitive Development]* (Unpublished doctoral dissertation, Edukacijsko-rehabilitacijski fakultet Univerziteta u Tuzli, 2007).

³¹ OSCE Mission to Bosnia and Herzegovina, *Promoviranje kulture tolerancije [Promoting a Culture of Tolerance]*, available at <http://www.oscebih.org/education/bos/tolerance.asp?d=2>.

³² Slavo Kukić, *Izveštaj o humanom razvoju BiH [Report on Human Development in Bosnia and Herzegovina]* (Sarajevo: Independent Bureau for Humanitarian Issues, 2000).

grades of primary school are entitled to free textbooks, from the 2008-2009 school year all pupils in grades one through four in the Federation of Herzegovina are to receive textbooks free of charge. In the previous two school years, Romani children in most cantons of the Federation had received textbooks free of charge through initiatives implemented by nongovernmental organisations. Nongovernmental and international organisations continue to play a role in negotiating with cantonal authorities to provide Romani pupils with other forms of needed support, such as free transport and meals.

Some localities in both Entities have also allocated funds for the education of Romani children. In the Federation of Bosnia and Herzegovina, the Sarajevo municipality of Centar, for example, budgeted KM 20,000 (approximately EUR 10,000) for provision of school supplies to Romani children in order to enable the children to attend primary school on a regular basis in the 2008-2009 school year. The 112 Romani pupils enrolled in the ten primary schools located on the territory of the municipality represent an increase of twelve percent over the preceding year. Also in Sarajevo, the municipality of Novi Grad provides scholarship support to all Romani pupils in grade eight. A similar example from Republika Srpska is the city of Banja Luka, which has provided free-of-charge textbooks and school supplies to Romani pupils and students since the 2004-2005 school year.³³

Participation in education

Data from the Pedagogical Institute of Republika Srpska indicate that primary schools in that Entity were attended by 501 Romani pupils in the 2006-2007 school year, with 425 attending regularly.³⁴ In the Federation of Bosnia and Herzegovina, the Ministry of Education and Science gives a figure of 2,283 Romani pupils enrolled in primary schools in 2007-2008. The largest number of Romani pupils (870) was enrolled in Tuzla Canton, followed by Zenica-Doboj Canton (450) and Sarajevo Canton (320 pupils). Information received from the Ministry of Education and Science of the Federation of Bosnia and Herzegovina indicates that these three cantons also invest the most significant efforts into the education of Romani youth, with the situation most favourable in Tuzla Canton.

No official data are available on enrolment of Roma in secondary and higher education or on Roma's enrolment rates at any level of education.³⁵ This lack of data in turn reduces the potential effectiveness of activities to support Roma's education. According to a 2005 report of the European Commission against Racism and Intolerance, however, fewer than fifteen percent of Romani children in Bosnia and Herzegovina were included in the schooling process.³⁶ The same

³³ In the 2008-2009 academic year, support was provided to 24 pupils in primary education, six in secondary education and four students in higher education.

³⁴ Sve Vijesti, *Ako izostane pomoć romski đaci odustaju od školovanja [If Assistance is Missing, Romani Children Drop Out of School]*, available at <http://www.svevijesti.ba/content/view/11666/215/>.

³⁵ For available data on participation in education at the level of the state and its two Entities, please see Annex 1.

³⁶ European Commission against Racism and Intolerance, *Report on Bosnia and Herzegovina* (Strasbourg: Council of Europe, 2005).

report also noted a gradual increase in enrolments among Roma. A more recent dataset from UNDP indicates that enrolment rates in secondary education among Romani youth in Bosnia and Herzegovina are twenty percent, as compared with 76 percent for the country's 16-19 year-old population as a whole.³⁷ A survey of Roma conducted by the NGO *Budimo aktivni* ("Let's be Active") found that 80 percent of school-age Romani children not attending school would like to do so, pointing to poverty and parents' lack of education as the main barriers to realizing the right to education.³⁸ Attitudes toward Roma among teachers participating in the survey varied widely, but the majority took the view that they lack skills necessary to ensure that Romani children receive a quality education.

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Overview of progress and remaining weaknesses in education for Roma in Bosnia and Herzegovina

While significant advances are evident in relation to the education of Roma in Bosnia and Herzegovina, many issues remain to be addressed in order to bring a lasting reduction in the gap in education outcomes between Roma and non-Roma.

Areas of progress

Important advances relevant to the education of Roma in Bosnia and Herzegovina in recent years include:

- ⇒ The initiative (ongoing as of December 2009) administered by the Ministry of Human Rights and Refugees to generate an accurate database on the Romani population of Bosnia and Herzegovina.
- ⇒ The growing trend toward using school-readiness tests for assessment of individual needs rather than for streaming Romani children into special education.
- ⇒ The increasingly active role played by government institutions at Entity, canton and local levels to ensure that Romani pupils have access to textbooks, supplies, meals and transport necessary for participation in primary education.
- ⇒ The availability of scholarships for Romani pupils in secondary education through activities carried out by government and nongovernmental actors.

³⁷ UNDP Vulnerable Groups Dataset, cited in UNICEF Serbia, *Breaking the Cycle of Exclusion: Roma Children in South East Europe* (Belgrade: UNICEF, 2007), p. 57. Similarly, research conducted in 2008 for the Council of Ministers found that 69 percent of youth in Bosnia and Herzegovina between the ages of fifteen and 24 had completed secondary education. See Zdravo da ste and Naša djeca, *Izveštaj nevladinih organizacija i djece o stanju prava djeteta u Bosni i Hercegovini u 2008. godini [Report of Non-Governmental Organisations and Children on the State of Children's Rights in Bosnia and Herzegovina in 2008]* (Banja Luka: Save the Children Norway, 2009), p. 47.

³⁸ Majda Bećirević, *Inkluzija romske djece u obrazovanje u Bosni i Hercegovini: Osnovne poteškoće i kako ih prevazići [Inclusion of Romani Children in Education in Bosnia and Herzegovina: Fundamental Difficulties and How to Overcome Them]* (Sarajevo: Fond otvoreno društvo, 2007).

Remaining weaknesses

From the standpoint of quality education for Roma, the most significant weaknesses of the current system of education in Bosnia and Herzegovina relate to the following:

- ⇒ The absence of an adequate database on the Romani population in general and the lack of systematic collection of data on Romani pupils in particular as a basis for the design and monitoring of appropriate measures to target the most significant barriers to Roma's education.
- ⇒ The extreme complexity of the governance structure for education in Bosnia and Herzegovina, which makes it difficult to monitor system performance in general and the inclusion of Roma in particular.
- ⇒ The extremely low rates of coverage of Roma at all levels of education.
- ⇒ The continued overrepresentation of Roma in special education.
- ⇒ Insufficient measures to address language barriers faced by Romanes-speaking Roma.

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5. REF Programme in Bosnia and Herzegovina

Supported projects

As of end 2009, REF had received seven project proposals from Bosnia and Herzegovina, three of which had been approved. The total REF funding for these projects is approximately EUR 240,000.

Two of the three project proposals funded in Bosnia and Herzegovina to date correspond to successive phases of the project “Development of the Romani Community in Tuzla Canton”. Implemented from 2006 by the NGO Sa E Roma in partnership with the Ministry of Education, Science, Culture and Sports of Tuzla Canton, the Cantonal Labour Office and local NGO partner organisations, the project succeeded in its first phase in establishing cooperation among Romani communities, schools and NGOs in eight localities. Concrete results of this cooperation include:

- ⇒ An increase in enrolments in primary education, with 47 Romani pupils enrolled in the first year of primary education in the eight primary schools covered by the project, as compared with a total of 53 Romani pupils enrolled in the remaining 81 primary schools in Tuzla Canton.
- ⇒ A reduction in absenteeism, from 6,060 excused and 1,645 unexcused absences in the 2006-2007 school year to 3,169 excused and 485 unexcused absences in the 2007-2008 school year.
- ⇒ A transition rate of 100 percent in secondary education among the nineteen Romani pupils who completed the eighth grade of primary education in the 2006-2007 school year.
- ⇒ The election of ten Romani parents to the parents’ councils of the schools attended by their children.
- ⇒ Improved data collection on 195 Romani pupils, making use of a database designed in the framework of the project to accommodate information on participation in education for up to 1,000 pupils.
- ⇒ Employment by the Labour Office of six Roma with complete primary education on a long-term basis and an additional ten Roma as seasonal workers.

In the current phase of the project, which began in spring 2009, additional emphasis will be placed on monitoring and on motivating parents to take an active role in their children’s education. Crucial for the project’s sustainability will be the Cantonal Ministry of Education, Science, Culture and Sports’ assumption of financial responsibility for continuing the activities piloted in the course of project implementation.

The second initiative funded by REF in Bosnia and Herzegovina, “Educational Inclusion of Romani Children into the Regular School System in Tuzla Canton”, began implementation in fall 2008 in a different set of localities from those included in the other REF-funded project in Tuzla Canton. Led by the NGO Euro Rom in cooperation with the Ministry of Education, Science, Culture and Sports of Tuzla Canton as well as with primary schools and Romani NGOs, the project seeks to support inclusion of Romani children in mainstream education, decrease dropout rates and improve school attendance and performance through a set of measures targeting Romani parents and education authorities. In total, the project aims to provide individualized support for 220 Romani children, including 40 children who had not attended school previously and another 40 who had dropped out of primary school. Also included in project activities are 150 Romani parents and twelve teachers in four mainstream primary schools.

Scholarship support

REF extended its higher education Scholarship Programmes to Bosnia and Herzegovina in 2008. Of the twelve applications received for Roma Memorial University Scholarship Programme support in the 2008-2009 academic year, four were approved, with four of the five received applications approved for the 2009-2010 academic year. Factors explaining the low number of scholars supported to date include applications received from pupils not yet in their final year of secondary education and the concentration of outreach efforts to date in Sarajevo Canton.

Scholars supported by REF receive a monthly stipend of EUR 80 during the ten-month academic year to cover basic living costs and some other study-related costs. Students who pay tuition fees are eligible to receive a supplement proportionate to the fee. REF Scholarship Programme expenditures in Bosnia and Herzegovina to date total approximately EUR 6,400.³⁹

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Strategic directions for future REF activities

REF funding in Bosnia and Herzegovina over the next three years will take into account the following priorities:

- ⇒ Providing technical assistance to state, Entity and cantonal authorities in implementing the State Framework Law on pre-school education, so as to make it integrated, inclusive and, for families which cannot afford to pay, free-of-charge.
- ⇒ Increasing Roma's participation in mainstream primary education, both by building on successful REF-supported activities in the Tuzla Canton and through the development of new measures to re-integrate children improperly placed in special education.
- ⇒ Developing academic tutoring support for Roma in secondary and higher education, supporting existing scholarship schemes in Bosnia and Herzegovina by drawing on REF's experiences in Macedonia and Serbia.

In pursuing the substantive priorities listed above, REF will also attend to expanding the geographical reach of the activities it supports beyond Tuzla and Sarajevo Cantons to other areas of Bosnia and Herzegovina with a sizeable Romani population.

REF research and policy analysis priorities

The absence of current, reliable data on the Romani population of Bosnia and Herzegovina poses a considerable barrier to efforts to reduce the gap in education outcomes between Roma and non-Roma. While this deficiency is most appropriately addressed through coordination among authorities at the state, Entity and canton levels, REF can support the effort with focused research and policy recommendations.

³⁹ USD 4,000 in 2008-2009 and EUR 3,200 in 2009-2010.

In the next three years, major themes of REF's research and policy activities in Bosnia and Herzegovina will include:

- ⇒ An overview of the per-pupil costs of government-funded education-related initiatives, as well as of REF-funded projects in Bosnia and Herzegovina.
- ⇒ An evaluation of parental needs, expectations and experience related to engagement in school life, providing information on the costs to parents for their children's full participation in compulsory education.
- ⇒ A multi-country assessment of the effectiveness of the various types of interventions that aim to increase Romani students' participation and/or achievement in higher education.

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Expected results of REF activities

Based on the identification of REF's strategic priorities, results of REF activities should be visible in the next two to three years on the following levels:

Legal, financial and administrative changes

- ⇒ Pre-school provided free of charge to impoverished families.

Key education indicators (baseline data)

- ⇒ *Enrolment in pre-school education among members of impoverished Romani communities.* Data for this indicator are not available at present, but could be generated by recording the number of pre-school age children and the number of children registered in pre-schools serving communities inhabited largely by impoverished Roma.
- ⇒ *Roma's completion rates in primary education.* While no data are available for this indicator, they could be generated by recording the ethnicity of all pupils at the time of enrolment in primary education and tracking their progression. Individual identity could be protected by making the collected data anonymous.
- ⇒ *Roma's enrolment in secondary and post-secondary education.* Official data are not available for this indicator. The needed data could be generated by recording the ethnicity of all pupils and students at the time of enrolment, with individual identity protected by making the collected data anonymous.

Social cohesion

- ⇒ Improved cooperation in educational activities between schools on the one hand and Romani communities and NGOs on the other.

Annex 1

Key Education Indicators

Table A1. National education indicators

Note: Empty cells in the table below indicate that the corresponding data are not available.

	INDICATOR	ROMA		GENERAL POPULATION	
		Official data	Unofficial estimate	Official data	Unofficial estimate
1	Use of early care and education services (ages 0-3)				
2	Enrollment in pre-primary education (ISCED 0)			16,260 ⁴⁰	6.68% ⁴¹ 8.80% ⁴²
3	Enrollment in first year of primary education (ISCED 1)			32,939 ⁴³	
4	School-aged children in school (ISCED 1 and 2)	2,804 ⁴⁴	50% ⁴⁵	358,756 ⁴⁶	92.8-98.9% ⁴⁷

⁴⁰ Agency for Statistics of Bosnia and Herzegovina, First Release: *Education Statistics* (Sarajevo: Agency for Statistics of Bosnia and Herzegovina, 2009), p. 2. Data from the 2008-2009 school year.

⁴¹ Figure is for Federation of Bosnia and Herzegovina. See Zdravo da ste and Naša djeca, *Izveštaj nevladinih organizacija i djece o stanju prava djeteta u Bosni i Hercegovini u 2008. godini* [Report of Non-Governmental Organisations and Children on the State of Children's Rights in Bosnia and Herzegovina in 2008] (Banja Luka: Save the Children Norway, 2009), p. 41.

⁴² Figure is for Republika Srpska. See Zdravo da ste and Naša djeca, *Izveštaj nevladinih organizacija i djece o stanju prava djeteta u Bosni i Hercegovini u 2008. godini* [Report of Non-Governmental Organisations and Children on the State of Children's Rights in Bosnia and Herzegovina in 2008] (Banja Luka: Save the Children Norway, 2009), p. 41.

⁴³ Data from the 2008-2009 school year. Out of the total number of children in the first year of primary education, approximately 67.9 percent attended primary schools in the Federation of Bosnia and Herzegovina, whereas 32.1 percent (10,588) attended primary schools in Republika Srpska. Official figures from both Entities cited in Zdravo da ste and Naša djeca, *Izveštaj nevladinih organizacija i djece o stanju prava djeteta u Bosni i Hercegovini u 2008. godini* [Report of Non-Governmental Organisations and Children on the State of Children's Rights in Bosnia and Herzegovina in 2008] (Banja Luka: Save the Children Norway, 2009), p. 41.

⁴⁴ Data from the 2007-2008 school year, provided by the Department for Pre-school, Primary and Secondary Education of the Ministry of Civil Affairs of Bosnia and Herzegovina.

⁴⁵ Open Society Institute, *Monitoring Education for Roma 2006: A Statistical Baseline for Central, Eastern, and South Eastern Europe* (New York: Open Society Institute, 2006), p. 6.

⁴⁶ Agency for Statistics of Bosnia and Herzegovina, *First Release: Education Statistics* (Sarajevo: Agency for Statistics of Bosnia and Herzegovina, 2009), p. 6. Data from the 2008-2009 school year.

⁴⁷ Council of Ministers BiH, *BiH Medium Term Development Strategy – PRSP (2004-2007)* (Sarajevo: Council of Ministers BiH, 2004), p. 140.

	INDICATOR	ROMA		GENERAL POPULATION	
		Official data	Unofficial estimate	Official data	Unofficial estimate
5	<i>Children enrolling in primary education (ISCED 1) who do not complete the first cycle of compulsory education</i>				
6	<i>Children enrolling in primary education (ISCED 1) who do not complete the second cycle of compulsory education</i>				
7	<i>Children enrolling in primary education (ISCED 1) who do not complete the third cycle of compulsory education</i>				
8	<i>Pupils in compulsory education (ISCED 1 and 2) attending special schools and classes</i>			1,169 ⁴⁸	
9	<i>Pupils completing compulsory education in terminal lower secondary programmes (ISCED 2C)</i>				
10	<i>Graduates of compulsory education enrolling in upper secondary education (ISCED 3)</i>	171 ⁴⁹	20% ⁵⁰	148,100 ⁵¹	56.8-76% ⁵²
11	<i>Enrollment in upper secondary technical or vocational education (ISCED 3C) not providing access to tertiary education</i>			32,673 ⁵³	

⁴⁸ Agency for Statistics of Bosnia and Herzegovina, *First Release: Education Statistics* (Sarajevo: Agency for Statistics of Bosnia and Herzegovina, 2009), p. 7. Data from the 2008-2009 school year.

⁴⁹ Data from the 2007-2008 school year, provided by the Department for Pre-school, Primary and Secondary Education of the Ministry of Civil Affairs of Bosnia and Herzegovina.

⁵⁰ UNICEF Serbia, *Breaking the Cycle of Exclusion: Roma Children in South East Europe* (Belgrade: UNICEF, 2007), p. 57.

⁵¹ Agency for Statistics of Bosnia and Herzegovina, *First Release: Education Statistics* (Sarajevo: Agency for Statistics of Bosnia and Herzegovina, 2009), p. 11. Data from the 2008-2009 school year.

⁵² Council of Ministers BiH, *BiH Medium Term Development Strategy – PRSP (2004-2007)* (Sarajevo: Council of Ministers BiH, 2004), p. 140; UNICEF Serbia, *Breaking the Cycle of Exclusion: Roma Children in South East Europe* (Belgrade: UNICEF, 2007), p. 57; Zdravo da ste and Naša djeca, *Izveštaj nevladinih organizacija i djece o stanju prava djeteta u Bosni i Hercegovini u 2008. godini [Report of Non-Governmental Organisations and Children on the State of Children's Rights in Bosnia and Herzegovina in 2008]* (Banja Luka: Save the Children Norway, 2009), p. 47.

⁵³ Agency for Statistics of Bosnia and Herzegovina, *First Release: Education Statistics* (Sarajevo: Agency for Statistics of Bosnia and Herzegovina, 2009), p. 11. Data from the 2008-2009 school year.

	INDICATOR	ROMA		GENERAL POPULATION	
		Official data	Unofficial estimate	Official data	Unofficial estimate
12	Completion of upper secondary education (ISCED 3)		9.6% ⁵⁴	42,300 ⁵⁵	
13	Enrollment in post-secondary non-tertiary education (ISCED 4)				
14	Completion of post-secondary non-tertiary education (ISCED 4)				
15	Enrollment in tertiary education (ISCED 5 and 6)	2.0 ⁵⁶	1.0% ⁵⁷	105,358 ⁵⁸	19.8-24.2% ⁵⁹
16	Completion of tertiary education (ISCED 5 and 6)		0.2% ⁶⁰	15,767 ⁶¹	

Whereas Tables A2 and A3 below present official data on education institutions and their pupil and teacher populations in Bosnia and Herzegovina's two Entities for the school years 2004-2005, 2005-2006, 2006-2007 and 2007-2008, Tables A4 and A5 contain information on the coverage of the system of education in the two Entities.

⁵⁴ Open Society Institute, *Monitoring Education for Roma 2006: A Statistical Baseline for Central, Eastern, and South Eastern Europe* (New York: Open Society Institute, 2006), p. 15.

⁵⁵ Agency for Statistics of Bosnia and Herzegovina, *First Release: Education Statistics* (Sarajevo: Agency for Statistics of Bosnia and Herzegovina, 2009), p. 9. Data from 2008.

⁵⁶ Data from the 2007-2008 school year, provided by the Department for Pre-school, Primary and Secondary Education of the Ministry of Civil Affairs of Bosnia and Herzegovina.

⁵⁷ UNICEF Serbia, *Breaking the Cycle of Exclusion: Roma Children in South East Europe* (Belgrade: UNICEF, 2007), p. 57.

⁵⁸ Agency for Statistics of Bosnia and Herzegovina, *First Release: Education Statistics* (Sarajevo: Agency for Statistics of Bosnia and Herzegovina, 2009), p. 14. Data from the 2008-2009 academic year.

⁵⁹ Council of Ministers BiH, *BiH Medium Term Development Strategy – PRSP (2004-2007)* (Sarajevo: Council of Ministers BiH, 2004), p. 156.

⁶⁰ Open Society Institute, *Monitoring Education for Roma 2006: A Statistical Baseline for Central, Eastern, and South Eastern Europe* (New York: Open Society Institute, 2006), p. 21.

⁶¹ Agency for Statistics of Bosnia and Herzegovina, *First Release: Education Statistics* (Sarajevo: Agency for Statistics of Bosnia and Herzegovina, 2009), p. 15. Data are from 2008 and do not include the Faculty of Economy of Brčko District.

Table A2. Schools, pupils and teaching staff in the Federation of Bosnia and Herzegovina

SCHOOL YEAR		2004-2005	2005-2006	2006-2007	2007-2008
Institutions	<i>Pre-schools</i>	129	129	128	124
	<i>Primary schools</i>	1,069	1,060	1,119	1,129
	<i>Secondary schools</i>	207	206	207	209
Pupils	<i>Pre-schools</i>	8,298	8,081	8,029	8,724
	<i>Primary schools</i>	254,632	248,755	244,329	239,609
	<i>Secondary schools</i>	111,874	110,672	108,644	104,960
Teaching staff	<i>Pre-schools</i>	680	647	644	674
	<i>Primary schools</i>	14,502	14,532	14,665	14,956
	<i>Secondary schools</i>	7,871	7,907	8,052	8,077
Pupil: teacher ratio	<i>Pre-schools</i>	12.20	12.49	12.47	12.94
	<i>Primary schools*</i>	17.56	17.12	16.66	16.02
	<i>Secondary schools**</i>	14.21	14.00	13.49	12.99

Source: Federal Statistical Office

Table A3. Schools, pupils and teaching staff in Republika Srpska

SCHOOL YEAR		2004-2005	2005-2006	2006-2007	2007-2008
Institutions	<i>Pre-schools</i>	unknown	66	67	68
	<i>Primary schools</i>	762	762	764	763
	<i>Secondary schools</i>	91	91	92	92
Pupils	<i>Pre-schools</i>	unknown	4,713	5,135	5,502
	<i>Primary schools</i>	121,830	119,101	115,949	114,999
	<i>Secondary schools</i>	50,904	49,928	50,046	48,821
Teaching staff	<i>Pre-schools</i>	unknown	336	354	366
	<i>Primary schools</i>	7,612	7,604	7,611	7,685
	<i>Secondary schools</i>	3,027	3,010	3,160	3,248
Pupil: teacher ratio	<i>Pre-schools</i>	unknown	14.03	14.51	15.03
	<i>Primary schools*</i>	16.00	15.66	15.23	14.96
	<i>Secondary schools**</i>	16.81	16.59	15.84	15.03

Source: Republic Statistical Office

* The average pupil: teacher ratio in primary education in developed countries is 13.7.⁶²

** The average pupil: teacher ratio in secondary education in developed countries is 11.4.⁶³

⁶² UNESCO Institute for Statistics, Data Centre, available at <http://stats.uis.unesco.org/unesco/tableviewer/document.aspx?ReportId=143>.

⁶³ *Ibid.*

Table A4. Coverage of education institutions in the Federation of Bosnia and Herzegovina

Level of education	Number of children (2006)	Number of children enrolled in education (2006-2007 school year)	Coverage (%)
Pre-school	112,205	8,029	7.15
Primary	291,438	244,329	83.84
Secondary	207,475	108,644	52.36

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Source: Federal Statistical Office

Table A5. Coverage of education institutions in Republika Srpska

Level of education	Number of children (2006)	Number of children enrolled in education (2006-2007 school year)	Coverage (%)
Pre-school	156,921	5,135	3.27
Primary	149,814	115,949	77.40
Secondary	130,986	50,046	38.21

Source: Republic Statistical Office

Annex 2

Administration of Public Education

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Table A6. Administration of public education

FUNCTION	RESPONSIBLE ORGANS BY LEVEL OF EDUCATION					
	Early childhood (ages 0-3)	Pre-primary	Primary	Secondary	Higher	
1 Establishes and closes institutions	MC/MA/BDA	MC/MA/BDA	MC/CA/BDA/GRS	CA/BDA/GRS	CA/GRS	
2 Funds institutions	MC/BDA	MC/BDA	MC/CA/BDA/GRS	CA/BDA/GRS	CA/GRS	
3 Decides on admissions	Kindergarten	Pre-school	Primary school	Secondary school	Institution of higher education	
4 Sets curriculum	MoE/EDBD	MoE/EDBD	MoE/EDBD	MoE/EDBD	Senate/University*	
5 Assigns teachers to institutions	MoE/HR	MoE/HR	MoE/HR	MoE/HR	Senate/University*	
6 Assesses institutional performance	PI/MoE	PI/MoE	PI/MoE	PI/MoE	NA	
7 Assesses pupil performance	Teachers	Teachers	Teachers	Teachers	Professors	
8 Assesses teacher performance	PI/MoE	PI/MoE	PI/MoE	PI/MoE	NA	

FUNCTION	RESPONSIBLE ORGANS BY LEVEL OF EDUCATION				
	Early childhood (ages 0-3)	Pre-primary	Primary	Secondary	Higher
9 <i>Assesses director performance</i>	PI/MoE	PI/MoE	PI/MoE	PI/MoE	NA
10 <i>Establishes and closes special schools</i>			CA/GRS	CA/GRS	
11 <i>Funds special schools</i>			CA/GRS	CA/GRS	
12 <i>Decides on special school admissions</i>			Primary school	Secondary school	
13 <i>Sets special education curriculum</i>			MoE	MoE	

* Function performed in Federation of Bosnia and Herzegovina by Senate, in Republika Srpska by university

Abbreviations used:

BDA	Brčko District Assembly
CA	Cantonal Assembly (Federation of Bosnia and Herzegovina)
EDBD	Brčko District Education Department
GRS	Government of Republika Srpska
HR	Sub-department of Human Resources and Employment in Educational Institutions within Brčko District Education Department
36	MA Municipal Assembly (Republika Srpska)
MC	Municipal Council (Federation of Bosnia and Herzegovina)
MoE	Ministry of Education (Entity-level, both Entities)
NA	Not applicable
PI	Pedagogical Institute (central in Republika Srpska, cantonal in Federation of Bosnia and Herzegovina)

Annex 3

Student Performance on International Assessments

Bosnia and Herzegovina participated in TIMSS (Trends in International Mathematics and Science Studies) for the first time in 2007.

To date, Bosnia and Herzegovina has not taken part in other important international testing systems, such as PIRLS and PISA.

As shown in the table below, Bosnia and Herzegovina achieved results in TIMSS that were below the international average for both mathematics and science.

Table A7. Results of TIMSS 2007

Area	Bosnia and Herzegovina		Scale average	Difference Bosnia and Herzegovina- scale average
	Average	S.E.		
Mathematics	456	2.7	500	-44
Science	466	2.8	500	-34

Source: TIMSS & PIRLS International Study Center⁶⁴

⁶⁴ Michael O. Martin et al., *TIMSS 2007 International Mathematics Report: Findings from IEA's Trends in International Mathematics and Science Study at the Fourth and Eighth Grades* (Boston: TIMSS & PIRLS International Study Center, 2008); Michael O. Martin et al., *TIMSS 2007 International Science Report: Findings from IEA's Trends in International Mathematics and Science Study at the Fourth and Eighth Grades* (Boston: TIMSS & PIRLS International Study Center, 2008).

Annex 4

Levels of Engagement for Improving Roma's Education Outcomes in Bosnia and Herzegovina

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Assistance and Support to the Romani Community	Implementation Support to Education Authorities	Policy Development with the Government
<p>1. Producing Romani professionals in education. Affirmative action measures should be created and implemented to attract Roma into the teaching profession.</p>	<p>1. Supporting ongoing developments in education, ensuring that Roma are not left out or jeopardized by them. Technical assistance should be provided to Entity- and canton-level pedagogical institutes in their teacher training activities, with an eye to developing a multicultural approach.</p>	<p>1. Introducing compulsory pre-school education. Technical assistance should be provided to state-, Entity- and canton-level governments in developing policy to make free-of-charge, integrated pre-school education compulsory and accessible for all children.</p>
<p>2. Supporting Romani parents and community leaders in recognizing and engaging key education issues:</p> <ul style="list-style-type: none"> ⇒ Encouraging Romani parents to play an active role in school boards and parent associations ⇒ Detecting and acting on discrimination in schools ⇒ Monitoring enrolment and progression in the education system 	<p>2. Increasing the focus on quality improvement in the education system:</p> <ul style="list-style-type: none"> ⇒ Extending coverage of integrated pre-school education to Romani communities ⇒ Creating conditions for enrolment of Romani children in integrated primary education ⇒ Establishing a system of mentoring and additional classes for Romani children in grades 7-9 ⇒ Developing academic tutoring support for Roma in secondary and higher education 	<p>2. Institutionalizing affirmative action. Affirmative action for secondary and post-secondary education should be made policy state-wide.</p>

<p>3. Building an education support system for Romani children at the family level:</p> <ul style="list-style-type: none"> ⇒ Motivating parents to enrol children on time ⇒ Creating time and space for homework 	<p>3. Improving linkages between education system and social support. An administrative framework for affirmative action should be developed and implemented throughout the country.</p>	<p>3. Developing per-pupil school financing. Support for this development is necessary for an efficient redirection of resources to the areas in which they are most needed, particularly schools located in proximity to sizeable Romani communities.</p>
	<p>4. Supporting cooperation among Romani NGOs, schools and local government:</p> <ul style="list-style-type: none"> ⇒ Sharing experience ⇒ Assistance in joint activities 	<p>4. Promoting Romani input in education policy:</p> <ul style="list-style-type: none"> ⇒ Building the capacity of the Council of Roma in the area of education ⇒ Facilitating dialogue between the Council of Roma and other relevant government institutions on education-related issues

Annex 5

Census Results

Table A8. Population structure by ethnicity (1991 census)

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Ethnicity	Absolute size	Relative size (%)
<i>Muslim</i>	1,902,956	43.48
<i>Serb</i>	1,366,104	31.21
<i>Croat</i>	760,852	17.38
<i>Yugoslav</i>	242,682	5.54
<i>Montenegrin</i>	10,071	0.23
<i>Roma</i>	8,864	0.20
<i>Albanian</i>	4,925	0.11
<i>Ukrainian</i>	3,929	0.09
<i>Slovene</i>	2,190	0.05
<i>Macedonian</i>	1,596	0.04

Source: Statistical Office of Bosnia and Herzegovina⁶⁵

⁶⁵ Zavod za statistiku Bosne i Hercegovine, Ethnic Composition of Bosnia-Herzegovina Population, by Municipalities and Settlements, 1991 Census, *Bilten* 234/1991.

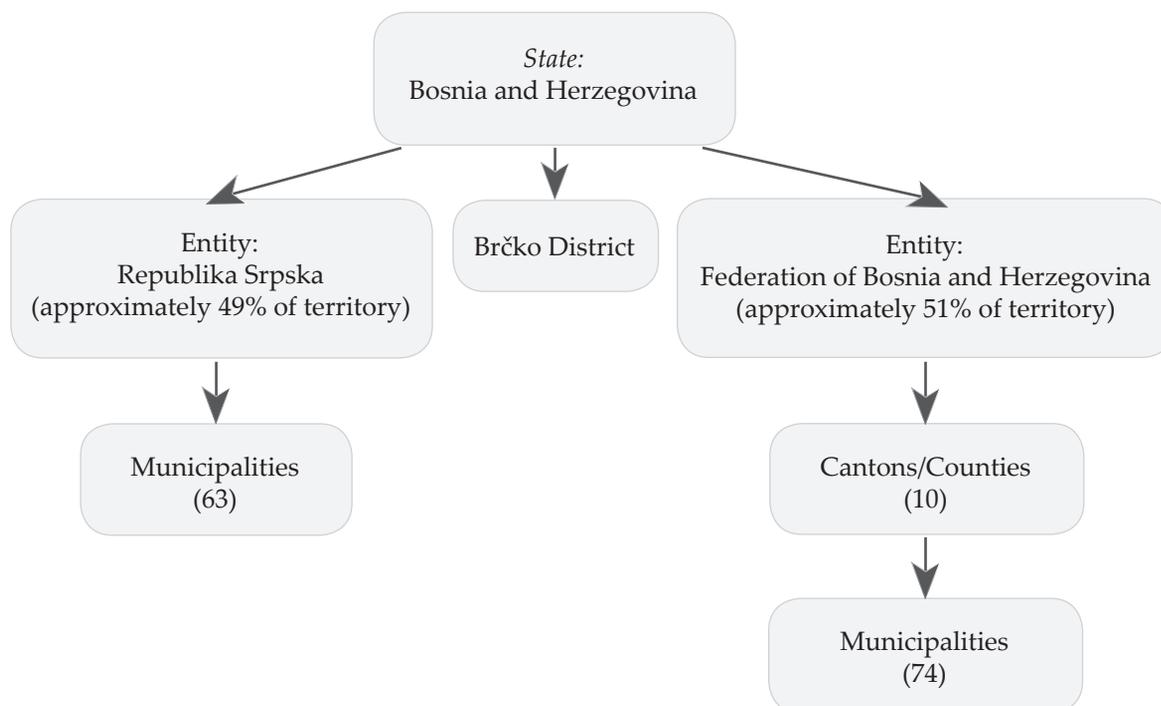
Annex 6

Administrative-Territorial Divisions in Bosnia and Herzegovina

The 1995 General Framework Agreement for Peace in Bosnia and Herzegovina divides the state into two Entities: the Federation of Bosnia and Herzegovina and Republika Srpska.⁶⁶ Located on the line of division between the Entities, the Brčko District has a special status.

The Federation of Bosnia and Herzegovina consists of ten cantons/counties⁶⁷ which operate largely independently of one another. Government in Republika Srpska is more centralized, such that the Entity's five regions have little authority.

A schematic of the levels of government most relevant to the education of Roma in Bosnia and Herzegovina is given below.



⁶⁶ Office of the High Representative and EU Special Representative, *General Framework Agreement for Peace in Bosnia and Herzegovina*, available at http://www.ohr.int/dpa/default.asp?content_id=380.

⁶⁷ The term *kanton* (canton) is used in Bosnian and Serbian languages, while the term *županija* (county) is used in the Croatian language.

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ROMA EDUCATION FUND (REF)

*T*he goal of the Roma Education Fund is to contribute to closing the gap in educational outcomes between Roma and non-Roma, through policies and programs to support quality education for Roma including desegregation of educational systems. The Roma Education Fund was created in the framework of the Decade of Roma Inclusion. Therefore, it also shares the goals of the Decade.

Roma Education Fund
Mark Center
Teréz körút 46
1066 Budapest ⇔ Hungary
Telephone: +36-1-235-8030
Fax: +36-1-235-8031
E-mail: info@romaeducationfund.org
www.romaeducationfund.org