Committee on the Elimination of Racial Discrimination: Submission for Review of the Czech Republic

AUGUST 18-19, 2011

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Executive Summary

1. The Open Society Justice Initiative ("Justice Initiative") tenders this submission in preparation for the Czech Republic’s periodic review by the Committee on the Elimination of Racial Discrimination ("the Committee") on August 18-19, 2011. It highlights the ongoing disproportionate placement of Romani children into “special schools” in which they, along with children with disabilities, are subjected to a limited curriculum and segregated from the broader student population. This practice violates Articles 2, 3, 5 and 7 of the Convention on the Elimination of Racial Discrimination ("CERD").

2. The Justice Initiative uses law to protect and empower people around the world. Through litigation, advocacy, research and technical assistance, the Justice Initiative promotes human rights and builds legal capacity for open societies. We foster accountability for international crimes, combat racial discrimination and statelessness, support criminal justice reform, address abuses related to national security and counter terrorism, expand freedom of information and expression, and stem corruption linked to the exploitation of natural resources.

3. The Justice Initiative has worked to counter the segregation of Romani children in the Czech Republic’s education system since the organization’s inception in 2002. The Justice Initiative was deeply involved in the case of D.H. and others v Czech Republic, a European Court of Human Rights (ECtHR) case which challenged the systematic segregation of Romani children into “special schools” with a limited curriculum on account of their ethnicity. Since the Court’s Grand Chamber judgment was handed down in November 2007, which held that the differential treatment of Romani children had no justification and amounted to discrimination, we have worked to try to ensure the Czech government implemented the changes required by the Court. These changes included the need to institute general measures to promote inclusive education efforts in order to end the violation of the European Convention on Human Rights (ECHR). To date, the government has failed to meet its ECtHR obligations in the D.H. case. In some parts of the Czech Republic, Romani children are still 27 times more likely to be placed in segregated schools providing a limited curriculum than non-Romani children.

4. These laws, policies and practices of ethnic discrimination and segregation violate the Czech Republic’s CERD obligations. The Justice Initiative encourages the Committee in its Concluding Observations to recommend that the Czech Republic:

- Adopt legislation explicitly mandating the desegregation of Czech schools and amend regulatory decrees to comply with CERD obligations;
- Revise the National Action Plan for Inclusive Education to specifically address ethnic discrimination and to ensure that Roma children benefit from desegregation efforts before the planned start date of 2014;
- Collect and disseminate disaggregated data on school placements by ethnicity, and monitor trends to quickly address any which are not geared towards desegregation;
- Allocate sufficient finances to support the meaningful inclusion of Roma children (along with others segregated from mainstream schooling) in regular schools;
- Ensure teachers are educated in non-discrimination principles, especially related to ethnicity with a particular focus on Roma, and that school curricula focused on non-discrimination principles is developed and implemented.
I. Background

5. When this Committee last reviewed the Czech Republic in March 2007, it noted with “particular concern” that a “disproportionately large number of Roma children attend special schools.” In its Concluding Observations, the Committee recommended that the Czech government “develop effective programmes specifically aimed at putting an end to the segregation of Roma” in education.¹ Eight months later, in November 2007, Europe’s top regional court, the ECtHR, reached the same conclusion in *D.H. and others v Czech Republic.*² This case challenged the disproportionate placement of Romani children into “special schools” with a limited curriculum, where they, along with children with disabilities, were segregated from the mainstream student population. The Court found that this differential treatment had no objective justification and amounted to discrimination under the ECHR’s Article 14, in conjunction with the Right to Education protected in Article 2 of Protocol 1. The Court required the Czech Republic to compensate the 18 individual plaintiffs in the case, and undertake general measures to end the violation and redress its effects.

6. Yet today, the measures recommended by this Committee and the ECtHR have still not been implemented. In some parts of the country, Romani children still remain 27 times more likely to be channeled into special schools (renamed “practical schools”), with little chance of transferring back into mainstream education.³ This radically diminishes their job and income opportunities as adults. The Czech Republic has failed to institute substantive legislative changes since the *D.H.* judgment was handed down in 2007 to ensure desegregation of schools. Some amendments to regulatory decrees, which take effect in September 2011, may reinforce discrimination against Romani children in education. Structures designed to promote inclusive education, both within the Czech Ministry of Education and outside of it, have been dismantled. The government has not spent the majority of its allocated funding for inclusive education to ensure meaningful reform and concerns exist it may return or reallocate unspent European Union structural funds to unrelated projects. Moreover, the Czech government’s National Action Plan for Inclusive Education (NAPIE) does not directly address ethnic discrimination in the Czech education system, nor does it envision any practical changes which will benefit Romani children until 2014. This means that even by the government’s own projected timeframe, Romani children will continue to be channeled into “practical” or other substandard schools offering a limited curriculum at least for the next three years. Taken together, the acts and omissions by the Czech government result in the continued disproportionate placement of Romani children in segregated schools in which they are taught to a limited curriculum and left with dramatically diminished life opportunities.

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² European Court of Human Rights, *D.H. and others v. Czech Republic,* Grand Chamber judgment, November 13, 2007, available at http://cmiskp.echr.coe.int/tkp197/view.asp?item=1&portal=hbkm&action=html&highlight=D.H%20%7C%20%7C%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7C%20%20%7
7. Increasingly, international bodies are raising their concerns about the ongoing discrimination against Romani children in education in the Czech Republic. In March 2011, the Council of Europe’s Human Rights Commissioner, Thomas Hammarberg, lamented that “thousands of Roma children are effectively excluded from the mainstream education system in the Czech Republic and condemned to a future as second-class citizens every year” and urged the Czech Republic to “speed up the implementation of the inclusive education agenda.” He was discouraged that “there appear to have been hardly any changes on the ground” since the D.H. judgment was handed down in November 2007. The Committee of Ministers in the Council of Europe – the body charged with overseeing the implementation of the ECtHR’s judgments -- issued a decision in June 2011 which noted with concern that “considerable progress remains to be achieved on the ground” in implementing the D.H. case, and wanted to see “concrete results achieved” for the next school year (which starts in September 2011). Also in June 2011, the United Nations Committee on the Rights of the Child added its voice to the growing chorus of concerns. The CRC noted that one of the reasons for the continued “practice of segregation” of Romani children in the Czech Republic was the “slow operationalisation of effective reform measures to facilitate inclusion” in the Czech Republic, which left former “special” schools and those schools in “socially excluded areas” continuing to be “attended by a majority of children of Roma origin.” Yet the Czech government’s January 2010 submission to the CERD Committee is completely silent on this deeply troubling issue.

8. The ongoing segregation of Romani children violates CERD Articles 2, 3, 5 and 7. Recognizing these violations in the Concluding Observations of this Committee would send a powerful message to the Czech government that it needs to change its laws, policies and practices in order to meet its international legal obligations.

II. Czech Republic’s Violations of CERD Obligations

Articles 2 and 5

9. CERD Article 2(1)(a) requires the Czech Republic to “engage in no act or practice of racial discrimination against persons, groups of person or institutions” and to make sure that “all public authorities and public institutions, national and local, shall act in conformity with this obligation.” Under Article 2(1)(c), the Czech Republic must “take effective measures to review governmental, national and local policies” and to “amend, rescind or nullify any laws and regulations which have the effect of creating or perpetuating racial discrimination wherever it exists.” The Czech government must also

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5 Ibid, para 60.
“prohibit and bring to an end, by all appropriate means, including legislation as required by circumstances, racial discrimination by any persons, group or organization” in order to comply with Article 2(1)(d). This Committee’s General Recommendation No. 27 (2000) on Discrimination Against Roma specifically urges states to “eliminate any discrimination or racial harassment of Roma students.”

10. Article 2’s non-discrimination principles can be paired with the fundamental rights set out in Article 5. Of particular relevance to this submission is the Article 5(e)(v) right to education. This Committee addressed this right specifically also in its General Recommendation No. 27. It encouraged states to “support the inclusion in the school system of all children of Roma origin” and to “prevent and avoid as much as possible the segregation of Roma students.”

11. National laws, regulations and policies governing the Czech education system do not yet contain the necessary safeguards to ensure the ultimate goal of separated education is inclusion in mainstream schools, nor is inclusive education the stated aim of the special education programs into which Romani children are streamed. Practices at the local and regional level continue to discriminate against Roma children. The following section will deal with legislation, decrees and practices in turn.

a) Legislation needs to be amended to explicitly outlaw segregation

12. In 2005, amendments to the Education Act brought some changes to the Czech education system however these have been essentially cosmetic when it comes to addressing segregation. The former “special schools” continue to operate entirely differently and separately from mainstream primary school schools. The Czech Republic reported to the Council of Europe’s Committee of Ministers in November 2010 that a proposal to transform practical schools into standard mainstream schools would be submitted by late 2010, but no public indication exists that this proposal has in fact been submitted, nor that there is any clear movement towards closing the gap between these “practical schools” and mainstream ones. Furthermore, no legislation exists which specifically renders segregation on the basis of ethnicity illegal. The Czech government needs to undertake a further review of its legislation and amend relevant Acts to conform with its CERD obligations under Article 2(1)(c).

b) Education policy needs to be amended to address ethnic discrimination

13. In March 2010, the Czech Government adopted a National Action Plan on Inclusive Education (NAPIE). The Czech government has indicated that two of the key objectives of the NAPIE are to “increase the level of educational inclusivity in the Czech education system” and “adopt measures to prevent against social exclusion of individuals and entire

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social groups.” The Czech government has further stated that the NAPIE “contains the measures that are necessary for bringing the persisting practice of segregation in the Czech school system (primarily segregation of Romani children) to an end and at the same time preventing any incidents of discrimination.” While these stated goals are in line with the D.H. judgment and with CERD obligations, the NAPIE does not specifically address the ethnic discrimination against Romani children which was found to be illegal in the D.H. judgment and is prohibited under CERD. Nor does the NAPIE contain a concrete timeline with benchmarks in order to desegregate Czech schools. Moreover, the NAPIE will not achieve real change in the near future: its preparatory phase lasts until 2013, it has no planned implementation measures before 2014 and its funding is unclear.

This policy needs to be reviewed and revised to address the ethnic discrimination concerns that the ECtHR raised in 2007 and to comply with its CERD obligations under Article 2(1)(a).

c) Regulatory decrees need amendment to address discrimination


14. The Czech government passed two relevant decrees that come into force in September 2011: Decree 72/2005 Coll. on the provision of counseling services in schools and school counseling facilities, and Decree 73/2005 Coll. on the education of children, pupils and students with special educational needs and children, pupils and students who are exceptionally gifted. The government has told other international bodies that the Decrees prohibit “the education of children without any mental disability under programmes and at schools specifically intended for children with a mental disability.”

However, Decree 73/2005 still specifically allows for placement of children without disabilities into the class established for children with disabilities – up to 25 percent of a class can be comprised of children without disabilities. Under these Decrees, financial incentives are also provided to “practical schools” to accept more children, while mainstream schools are allowed to refuse the admission of children diagnosed with disabilities – including Romani children – on the basis of a lack of resources.

To the extent that Roma children continue to be disproportionately placed in “practical” schools...
with limited curricula based effectively on their ethnicity, this decree may have the practical effect of perpetuating the discrimination and segregation already faced by Roma children in education. These Decrees should be amended to ensure that all children, specifically Romani children, can be mainstreamed into regular classes. Laws regulating the financing of schools also need amending to ensure Roma children get the support they need to fully participate in mainstream schools. Both changes are needed to comply with CERD Article 2(1)(c) and to ensure full enjoyment of Article 5(e)(v).

**ii) Informed Consent Provisions Need to be Amended**

15. Decree 73/2005 sets out schools’ obligations to “socially disadvantaged children (including Romani children).” This decree, according to the Czech Government, “clearly stipulates that the school is obliged to inform the parents about all the consequences of their child’s enrolment in a school for the mentally disabled.”

16. Yet, the decrees include an informed consent requirement only for specific actions. Consent forms in the Romani language are not included in the decrees, despite the Minister of Education’s claim that the forms would be disseminated in Romani. The Appendix to Decree 73/2005 Coll. “Background material for creating an informed consent form” also has serious limitations:

- The technical language used in the informed consent materials is not suitable for the families of children with social disadvantages. The instructions do not clearly require an explanation of the differences between special education programs and standard schooling/curriculum, nor the limitations faced by children who follow this type of education;
- Only a verbal explanation of special education programs is required to be given to the legal guardian/adult students, and the written form only confirms that the verbal information was provided;
- The document only provides space for the legal guardian/adult pupils to agree with the special education recommendation: it does not allow them to disagree with the recommendation.

17. Further, school officials are not obliged to communicate the consequences of following a reduced curriculum or provide periodic review of the child’s situation. Specifically:

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19 For example, the list only names of the educational programmes as key description of the transfer, specifically e.g. that the pupil will be transferred from “Framework Educational Program for Elementary Education – part D, chapter 8” into “Framework Educational Program for the Field of Education at a Special Elementary School – Part I”.
o A reduced curriculum is permitted for students with social and medical disadvantages (not only children with a disability);\(^\text{20}\)
o School directors are only required to inform the student’s legal guardian or the adult student of the fact of the reduced curriculum, not the benefits and risks it entails (current and future);\(^\text{21}\)

18. The European Court of Human Rights clearly stated in the *D.H.* judgment that no consent can be given to treatment which, in effect, waives “the right not to be subjected to racial discrimination.” In other words, it is not possible to receive consent by legal guardians of Roma children to discriminatory placement in a segregated school offering a limited curriculum on the basis of their ethnicity. Not only must legislation change to outlaw segregation on the basis of ethnicity, then, but discriminatory placement practices must be monitored and policed to ensure that when the informed consent provisions are amended, in order to comply with Article 2(1)(c) and (d) and to give effect to Article 5(e)(v), parents can make a meaningful choice that is in their child’s best interest.

**Article 3**

19. Article 3 addresses the issue which goes to the heart of this submission. It requires the Czech Republic to “prevent, prohibit and eradicate” all practices of racial segregation. This Committee’s *General Recommendation 19 (1995)* on *Racial Segregation and Apartheid* invites states to “monitor all trends which can give rise to racial segregation, to work for the eradication of any negative consequences that ensure, and to describe any such action in their periodic reports.”\(^\text{22}\)

20. The Czech government did not address the issue of segregation in its report to this Committee, nor the trends that give rise to it. Yet the fact that segregation of Romani children in education exists in effect in the Czech Republic is not disputed and has been recognized by other international bodies for years. Even just in May 2011, the Special Rapporteur on Contemporary Forms of Racism, Racial Discrimination, Xenophobia and Related Intolerance, highlighted reports of segregation of Romani children in education in the Czech Republic.\(^\text{23}\) In June 2011, the United Nations Committee on the Rights of the Child stated that it is “deeply concerned that in practice the segregation of children of Roma origin continues to take place” in the education system in the Czech Republic.\(^\text{24}\)

\(^{21}\) Decree 73/2005 Coll., Section 6(7), above n. 13.
21. The Czech government’s own statistics, and those of independent groups, also continue to indicate the segregation of Romani children through their disproportionate placement of in former “special schools.” In his March 2011 report on the Czech Republic, the Council of Europe’s Human Rights Commissioner, Thomas Hammarberg, noted that “Romani children continue to be assigned to schools for children with mild mental disabilities without justification, as a result of either mis-diagnosis or direct enrolment in these schools.” He referred to an April 2010 opinion rendered by the Czech Ombudsman, which found that the disproportionate number of Romani children not diagnosed with a mental disability and still placed in practical schools, and those actually diagnosed with a mental disability, constituted discrimination.

22. The Czech government’s efforts to prevent, prohibit and eradicate segregation have not been effective. Though July 2011 press reports indicate that the Czech government plans to start to desegregate schools in September 2011, worrying factors exist that suggest desegregation may not happen that quickly or effectively, as the laws, structures and finances are not in place to support it – nor is the political will. The Department within the Ministry of Education which was set up to promote inclusive education has been drastically downsized during the past 18 months. Experienced staff has either been pushed out or quit, citing lack of political will within the Ministry for pursuing an inclusive education agenda. In practice, the new decrees, described above, still allow for children without disabilities to be placed in schools or classes ostensibly designed for children with disabilities. Even if Romani children are transferred to mainstream schools in September 2011, there are neither structures and policies in place, nor staff trained in cultural sensitivity or anti-racism to support them in practice. The policies and programs designed to underpin support for Romani children to integrate into mainstream schools are still to be developed after an expert body of Czech teachers, psychologists and education specialists, set up to support the Czech NAPIE, imploded in June this year. More than 50 of the experts (the majority of the group) quit, citing lack of political will on the part of the government to implement an inclusive education agenda. Financially, resources for assisting Romani children to adjust to mainstream school are not clearly available. The structural funds provided by the European Union for inclusive education efforts remain largely unused and are in danger of being reallocated to efforts unrelated to inclusive education efforts or given back to the European Union. With these legal, structural and financial hindrances, it is difficult to see how the Czech Republic can even start to meaningfully meet its CERD obligations under Article 3 by September 2011 when the new school year starts, or even to keep to its own stated timeframe of 2014 for seeing practical changes impacting Romani children on the ground unless it makes urgent and rapid changes.


26 Council of Europe, Report by Thomas Hammarberg, above n.3, para 61.

23. Apart from urging the Czech government to reform its relevant laws, to ensure that European Union structural funds are meaningfully spent on inclusive education efforts; and to practically demonstrate clear political commitment to inclusive education for Romani children, this Committee should also reinforce recommendations made by other bodies that can help track progress in desegregating schools. The European Commissioner for Human Rights stressed “the need for updated, disaggregated data by ethnic origin to be available in order to monitor progress” in school placements. CERD recommendations which address each of these elements would help to encourage the Czech government to better prevent, prohibit and eradicate practices of segregation to comply with Article 3.

Article 7

24. Article 7 aspires to ensure that States to combat prejudices that “lead to racial discrimination” through effective measures, particularly in the fields of “teaching [and] education” that are also designed to promote “understanding, tolerance and friendship among…..racial or ethnical groups.” Currently, no systematic program exists for anti-racism and anti-discrimination training of teachers and administrators in the Czech school system. The programs, workshops or seminars that do exist are offered by Czech civil society groups, such as the League of Human Rights, and focus on the prevention of prejudice, racism, xenophobia and discrimination. The Czech government needs to implement measures that train teachers in non-discrimination principles, with specific attention to the Roma, and develop curricula that can then be taught at schools to comply with CERD Article 7.
III. Conclusions and Recommendations

25. The Justice Initiative is concerned that the Czech government continues to step back from its CERD obligations to ensure that Romani children are not segregated and discriminated against in education. At this upcoming session, the Justice Initiative encourages the Committee in its Concluding Observations to recommend that the Czech Republic:

- Adopt legislation explicitly mandating the desegregation of Czech schools and amend regulatory decrees to comply with CERD obligations;

- Revise the National Action Plan for Inclusive Education to specifically address ethnic discrimination;

- Adopt a concrete timetable with specific annual benchmarks starting in 2011 to eliminate segregation based on ethnicity and to secure full inclusion of Romani children in mainstream schools;

- In order to ensure satisfactory progress towards the benchmarks, systematically monitor on an ongoing basis, through the regular collection and public dissemination, of data on school placements disaggregated by ethnicity. This should include efforts to quickly address any trends which are not geared towards desegregation and inclusion;

- Allocate sufficient finances to support the meaningful inclusion of Roma children (along with others segregated from mainstream schooling) in regular schools – including through the full use of European structural funds provided for the purpose of inclusive education efforts;

- Publicly disseminate budgetary information on inclusive education efforts, including resources spent on (i) practical schools; (ii) other schools where Romani children make up a disproportionately high number of students and (iii) all other schools; and

- Ensure teachers are educated in non-discrimination principles, especially related to ethnicity with a particular focus on Roma, and that school curricula focused on non-discrimination principles is developed and implemented.