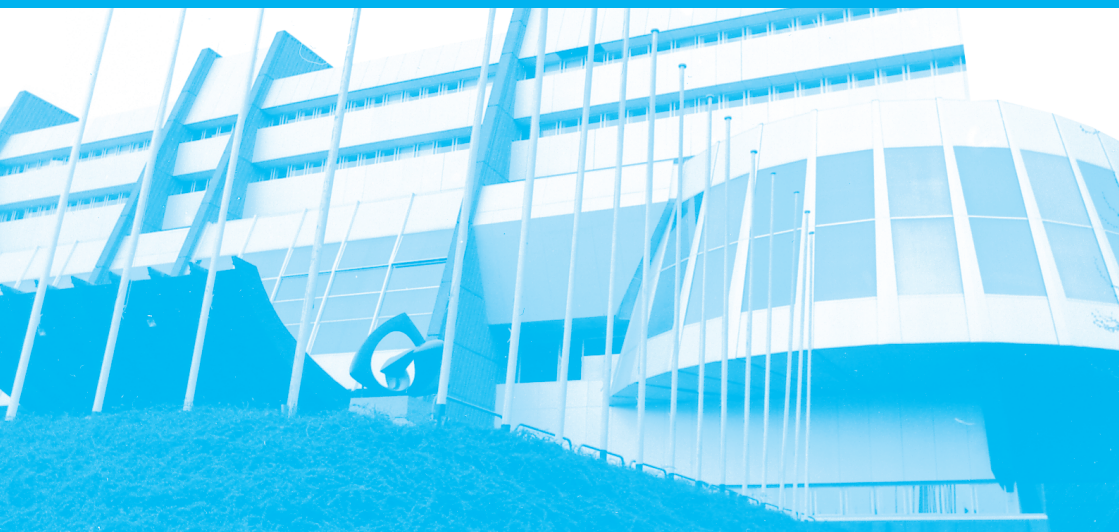


ROMA YOUTH PARTICIPATION



Recommendation CM/Rec(2023)4

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

ROMA YOUTH PARTICIPATION

Recommendation CM/Rec(2023)4

adopted by the Committee of Ministers

of the Council of Europe

on 5 April 2023

at the 1462nd meeting of the Ministers' Deputies

French edition:

La participation de la jeunesse Rom

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Contents

RECOMMENDATION CM/REC(2023)4	5
Preamble	5
Appendix to Recommendation CM/Rec(2023)4	11
Guidelines on Roma youth participation	11
GLOSSARY	20

Recommendation CM/Rec(2023)4

of the Committee of Ministers to member States on Roma youth participation

*(Adopted by the Committee of Ministers on 5 April 2023
at the 1462nd meeting of the Ministers' Deputies)*

Preamble

The Committee of Ministers, under the terms of Article 15.b of the Statute of the Council of Europe,

Considering that the Council of Europe aims to achieve greater unity between its members, by promoting, among other things, youth policies based on shared principles;

Having regard to the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, the Convention), in particular Article 1 (obligation to respect human rights), Article 11 (freedom of assembly and association) and Article 14 (prohibition of discrimination), the protocols to the Convention and the Roma case law of the European Court of Human Rights;

Having regard to the member States' obligations under the European Social Charter (ETS No. 35), in particular Article 7 (the right of children and young persons to protection), Article 11 (the right to protection of health) and Article 13 (the right to social and medical assistance) as well as under the European Social Charter (revised) (ETS No. 163), in particular Article 30 (the right to protection against poverty and social exclusion) and Article 31 (the right to housing), in addition to the Roma case law of the European Committee of Social Rights;

Recalling the Framework Convention for the Protection of National Minorities (ETS No. 157), in particular Article 4 (the right of equality before the law and equal protection of the law); Article 6 (promoting intercultural dialogue and mutual respect); Article 12 (measures in the fields of education and research to foster knowledge of the culture, history, language and religion of their national minorities and of the majority); Article 14 (right to learn their minority language); and Article 15 (obligation of member States to create the conditions necessary for the effective participation of persons belonging to national minorities in cultural, social and economic life and in public affairs);

Recalling the member States' obligations under the European Charter for Regional or Minority Languages (ETS No. 148);

Taking into account the member States' obligations towards children and youth under the United Nations Convention on the Rights of the Child;

Having regard to "The Strasbourg Declaration on Roma" (2010) of the Council of Europe member States;

Having regard to relevant recommendations and resolutions of the Committee of Ministers of the Council of Europe, in particular:

- Recommendation CM/Rec(2022)10 of the Committee of Ministers to member States on multilevel policies and governance for intercultural integration;
- Recommendation CM/Rec(2022)6 of the Committee of Ministers to member States on protecting youth civil society and young people, and supporting their participation in democratic processes;
- Recommendation CM/Rec(2020)2 of the Committee of Ministers to member States on the inclusion of the history of Roma and/or Travellers in school curricula and teaching materials;
- Recommendation CM/Rec(2018)4 of the Committee of Ministers to member States on the participation of citizens in local public life;
- Recommendation CM/Rec(2017)10 of the Committee of Ministers to member States on improving access to justice for Roma and Travellers in Europe;
- Recommendation CM/Rec(2017)4 of the Committee of Ministers to member States on youth work;
- Recommendation CM/Rec(2016)7 of the Committee of Ministers to member States on research on young people's access to rights;

- Recommendation CM/Rec(2015)3 of the Committee of Ministers to member States on the access of young people from disadvantaged neighbourhoods to social rights;
- Recommendation CM/Rec(2012)2 of the Committee of Ministers to member States on the participation of children and young people under the age of 18;
- Recommendation CM/Rec(2009)13 of the Committee of Ministers to member States on the nationality of children;
- Recommendation CM/Rec(2008)5 of the Committee of Ministers to member States on policies for Roma and/or Travellers in Europe;
- Recommendation Rec(2006)14 of the Committee of Ministers to member States on citizenship and participation of young people in public life;
- Recommendation Rec(2001)17 of the Committee of Ministers to member States on improving the economic and employment situation of Roma/ Gypsies and Travellers in Europe;
- Resolution CM/Res(2020)2 on the Council of Europe youth sector strategy 2030;

Having regard to relevant recommendations and resolutions of the Parliamentary Assembly of the Council of Europe, in particular:

- Resolution 2414 (2022) “The right to be heard – Child participation: a foundation for democratic societies”;
- Resolution 2368 (2021) and Recommendation 2198 (2021) “Preserving national minorities in Europe”, the reply to this recommendation adopted by the Committee of Ministers (Doc. 15464 (2022)) and the corresponding report of the Parliamentary Assembly (Doc. 15231 (2021));
- Resolution 2364 (2021) “Ethnic profiling in Europe: a matter of great concern”, as well as the corresponding report of the Parliamentary Assembly (Doc. 15199 (2020));
- Resolution 2262 (2019) “Promoting the rights of persons belonging to national minorities”, as well as the corresponding report of the Parliamentary Assembly (Doc. 14779 (2018));
- Resolution 2153 (2017) “Promoting the inclusion of Roma and Travellers”;

Having regard to the Model Framework for an Intercultural Integration Strategy at the National Level (2021);

Having regard to the Council of Europe’s Strategy for the Rights of the Child (2022-2027);

Having regard to the Council of Europe Strategic Action Plan for Roma and Traveller Inclusion (2020-2025);

Having regard to Resolution 366 and Recommendation 354 (2014) of the Congress of Local and Regional Authorities, “Empowering Roma youth through participation: effective policy design at local and regional levels”;

Having regard to the European Commission against Racism and Intolerance’s (ECRI) General Policy Recommendation No. 13 on combating antigypsyism and discrimination against Roma (2011, amended in 2020), which defines antigypsyism as a specific form of racism;

Taking note of the findings of the “Study on the active political participation of national minority youth in the Council of Europe member States”, adopted in June 2021 by the Steering Committee on Anti-Discrimination, Diversity and Inclusion (CDADI), the report “Roma Youth Participation and Inclusion in Standards, Policies, and Programmes in Europe”, commissioned in 2020 by the Task Force on Roma Youth Participation, and the study “Roma youth participation in Europe: Challenges, needs and opportunities”, conducted by the Phiren Amenca International Network in 2020, which each highlight the urgency of ensuring substantive participation of young Roma people in democratic processes and policy making at the local, national and international levels;

Bearing in mind the right of young Roma people to participate in all spheres of life in society, including in democratic processes and structures at the local, national, regional and international levels;

Reaffirming that the equal, equitable and effective access of young Roma people to human rights constitutes a fundamental element of the member States’ commitment to the Council of Europe’s principles of human rights, democracy and the rule of law;

Concerned that young Roma people face systematic discrimination in their access to social, economic, cultural, political and civil rights, while – at the same time – intersectional oppressions add further specific forms of discrimination and obstacles for young lesbian, gay, bisexual, transgender, intersex (LGBTI+) Roma, Roma with disabilities, migrant Roma or Muslim Roma;

Noting that, in some countries, Roma people face obstacles to their access to nationality, despite being born in or having longstanding ties to a country, which impedes stateless Roma youth's full participation in society and reinforces the risk of intergenerational statelessness;

Stressing that structural racism negatively impacts Roma youth's participation in civic and political processes and structures, self-esteem, pride and well-being, their transition to adulthood, their trust in the fairness of institutions, and their readiness to embrace their roots and cultures;

Deeply concerned by the lack of opportunities, resources and safe spaces that young Roma people face in learning, expressing and fostering their identities, history and culture;

Recognising that knowledge of Roma history is necessary to increase awareness among young non-Roma and Roma people about historical patterns of structural racism and antigypsyism and their present-day consequences;

Recognising young Roma people's capabilities, skills, interests, motivation and contributions to the progress of our societies;

Stressing that young Roma people, Roma youth organisations and formal and informal groups of young Roma people have a pivotal but so far unacknowledged role as change makers in Roma communities and societies at large;

Bearing in mind that mainstream "one-size-fits-all" policies are neutral in form but biased and inequitable in application and outcomes, deepening structural inequalities as they are not inclusive of the specific needs of young Roma people;

Stressing the importance and urgency of using a double-mainstreaming approach in youth and Roma policies, as well as mainstream legislation, policies, measures and programmes;

Acknowledging that young Traveller people also face specific structural forms of discrimination and exclusion and similar policy gaps;

Taking into account the priorities, demands and aspirations established and expressed by young Roma people and Roma youth organisations during consultation processes, activities and events organised within the Council of Europe framework;

Reaffirming that the Council of Europe youth sector aims at enabling young people across Europe to actively uphold, defend, promote and benefit from the Council of Europe's core values of human rights, democracy and the rule of law,

Recommends that governments of member States:

1. ensure substantive, fair and systematic participation, representation and inclusion of young Roma people in all spheres of society and decision-making processes and structures that impact their lives at the local, national and international levels;
2. mainstream and include systematically and explicitly the needs and priorities voiced by young Roma people in all policies, standards and programmes that impact them at the local and national levels;
3. assess relevant mainstream and targeted policies, as well as democratic structures, in view of mapping and redesigning them to ensure Roma youth's effective participation, representation and inclusion;
4. combat all forms and manifestations of structural anti-Roma racism and antigypsyism and their impact on Roma youth participation;
5. ensure young Roma people's full and effective access to and fulfilment of all fundamental human rights and freedoms;
6. ensure free and non-discriminatory access to quality education, training and employment opportunities for all young Roma people;
7. support and strengthen the capacity of Roma youth-led organisations, groups and initiatives and Roma youth-focused organisations and youth centres as spaces for exercising citizenship, promoting youth work and non-formal education/learning and for expressing and fostering their cultural identity, language and history;
8. invite civil society, including mainstream youth councils and organisations, and other relevant stakeholders, to contribute to the implementation and evaluation of this recommendation;
9. adopt policies, measures and programmes and allocate adequate funding to implement the guidelines set out in the appendix to this recommendation;
10. ensure that all policies, measures and programmes related to this recommendation respect the diversity of Roma communities addressing, in particular, the intersectional discrimination faced by Roma girls, Roma women, LGBTI+ Roma, Muslim Roma and young Roma people living in isolated and rural communities;
11. ensure that this recommendation, including its appendix, is translated and widely disseminated among the relevant authorities and stakeholders,

with a view to raising awareness of the need to promote and protect Roma youth participation;

12. examine, within the Committee of Ministers, the implementation of this recommendation every five years after its adoption.

Appendix to Recommendation CM/Rec(2023)4

Guidelines on Roma youth participation

I. Scope and purpose

1. This recommendation aims to call attention to the structural racism, inequities and policy gaps that member States need to address in order to ensure substantive participation, representation and inclusion of young Roma people in public and political life, in spaces of media, arts and culture, and in decision-making processes and structures, including municipal and national youth councils, youth assemblies, school parliaments, student unions, non-governmental organisations (NGOs) or political parties, at the local, national and international levels, and their involvement in research.

2. This recommendation is a result of the Council of Europe Youth Department's work with Roma¹ youth and, thus, primarily addresses the needs of young Roma people. However, young Traveller people also face structural inequities and discrimination as well as similar policy and leadership gaps; member States are therefore called on to ensure that the appropriate measures and guidelines included in this recommendation and its appendix, as well as other specific policies and measures voiced by Traveller youth, support the participation of young Traveller people.

II. Principles

3. This recommendation uses as a basis human rights and democratic principles, which have been protected by international legal instruments,

1. The term "Roma and Travellers" is used at the Council of Europe to encompass the wide diversity of the groups covered by the work of the Council of Europe in this field: on the one hand a) Roma, Sinti/Manush, Calé, Kaale, Romanichals, Boyash/Rudari; b) Balkan Egyptians (Egyptians and Ashkali); c) Eastern groups (Dom, Lom and Abdal); and, on the other hand, groups such as Travellers, Yenish, and the populations designated under the administrative term "Gens du voyage", as well as persons who identify themselves as Gypsies. The present is an explanatory footnote, not a definition of Roma and/or Travellers.

including the documents named in the preamble. The measures listed in this recommendation also stress the importance of double-mainstreaming, affirmative action and anti-racist, gender-sensitive and intersectional approaches in all laws, policies, programmes and measures that impact the lives of young Roma people, including the measures listed below.

4. This recommendation builds on and strengthens the principles of the Revised European Charter on the Participation of Young People in Local and Regional Life, notably the need to provide for rights, means, opportunities, support and spaces for participation and measures to remove structural anti-Roma racism and antigypsyism.

III. Measures

5. Ensure substantive, fair and systematic participation, representation and inclusion of young Roma people in all spheres of society and decision-making processes and structures that impact their lives at the local, national and international levels.

Member States should:

- a.* develop indicators and monitoring and reporting mechanisms on young Roma people's participation and carry out or fund periodic research and assessments on the participation of Roma youth, including by assessing the availability, accessibility, acceptability and quality of participation and by collecting disaggregated and intersectional data;
- b.* ensure participation of young Roma people in the design, implementation, monitoring and evaluation of youth-focused, Roma-focused and relevant mainstream policies and measures and in the decision-making processes;
- c.* establish fair and substantive partnerships with young Roma people, organisations and informal groups, including representatives of isolated communities (for example mediators, facilitators, youth workers), for programme and policy development and implementation;
- d.* support young Roma people in participating, being represented and taking leadership in political parties and processes, including political youth structures, at the local, national and international levels;
- e.* prevent any constraints and ensure that young Roma people enjoy the right to freedom of assembly and association in all member States;

- f.* support and finance programmes, including affirmative action and national historical restitution funds, to ensure the participation and representation of young Roma people in the academic, media, cultural, artistic and other spheres of society;
- g.* implement courses on anti-racism, intersectional discrimination and intercultural learning for representatives of institutions to ensure that young Roma people and their voices are valued, respected and included in decision-making and democratic processes;
- h.* support programmes, professional training, mentoring and affirmative action measures to facilitate and undertake hiring and retention of Roma youth in public institutions as civil servants, for example by providing specific workplaces or reserved positions;
- i.* ensure equal access of Roma youth to internships, traineeships and fellowships in official institutions at the national and local levels, including by providing them with adequate information, guidance in the application process, retention plans and financial means;
- j.* support mainstream youth organisations and youth councils in assessing their practices in the field of diversity and inclusion; inviting and taking in young Roma people in their structures, leadership and activities; and strengthening their awareness, practices and skills to employ anti-racism and intercultural learning;
- k.* support youth assemblies, councils, school and student councils and unions, NGOs, youth structures of political parties and other relevant youth structures and consultative bodies in strengthening their diversity and inclusion practices, for example by ensuring equal voting rights, representation of Roma youth and access to information in the Romani language;
- l.* allocate funding and other resources (experts, equipment, spaces) to establish or strengthen sustainable Roma youth organisations and diverse youth structures, groups and organisations inclusive of Roma youth;
- m.* co-operate with intergovernmental and international organisations to provide funding and other resources to Roma youth organisations and groups to sustain themselves, their programmes and the participation of their members in international forums and consultation processes;
- n.* ensure that relevant information about programmes and services designed for young people are also available in the Romani language,

are Roma-/gender-sensitive and include young Roma people living in isolated and rural communities;

6. Mainstream and include systematically and explicitly the needs and priorities voiced by young Roma people in all policies, standards and programmes that impact them at the local and national levels.

Member States should:

- a. ensure that relevant mainstream and targeted policies include needs voiced by young Roma people and specific objectives, indicators, funding, targets and activities advancing their rights and address structural anti-Roma racism and antigypsyism;
 - b. consider the specific realities of young Roma people, their family histories, intersectional identities, social and economic status, experiences, obstacles and struggles in the design, implementation and funding of mainstream laws, policies, measures and programmes, including those focusing on youth, Roma inclusion, gender equality, health, housing, employment or education;
 - c. establish additional and specific measures, budgets, indicators and targets advancing the rights and the particular needs and priorities of young Roma people, including in times of social, economic or health crisis;
 - d. strengthen mainstream laws and policies to also benefit young Roma people, including through affirmative action programmes such as reserved seats in secondary and tertiary education and a fair distribution of resources and opportunities;
 - e. evaluate periodically mainstream laws and policies, including those focusing on education, health, housing or employment, to assess whether and how race-neutral/one-size-fits-all mainstream laws and policies meet the specific needs and realities of Roma youth; collect disaggregated and intersectional data; adopt instruments and ensure funding that allows for such assessments and policy revisions;
7. Combat all forms and manifestations of structural anti-Roma racism and antigypsyism and their impact on Roma youth participation.

Member States should:

- a. address, through legislation, policies, measures, programmes and funding, all the manifestations of structural racism and antigypsyism that young Roma people face at institutional, economic, cultural and societal

levels, including institutional racism, interpersonal racism, everyday racism, unconscious biases and intersectional discrimination, as well as the historical inequities that continue to produce consequences on Roma youth participation;

- b.* work with equality bodies and national human rights institutions, in co-operation with Roma associations or individuals, to strengthen their tools and actions to prevent and combat discrimination, intersectional discrimination and other manifestations of structural racism and anti-gypsyism – phenomena that hamper Roma youth participation;
- c.* engage existing governmental bodies, research institutes and Roma youth in the design of indicators and reporting mechanisms as well as the recurrent collection of disaggregated and intersectional data on all manifestations of structural racism and anti-gypsyism;
- d.* equip civil servants and other employees of institutions, including police officers, prosecutors, judges, education communities and social workers, with competences to prevent and combat institutional racism, including by providing mandatory formal anti-racism and human rights education and by creating monitoring tools to guarantee the implementation of anti-racist practices;
- e.* sanction civil servants and other employees performing public services who commit acts of discrimination or violence, such as school segregation or police abuse;
- f.* fund programmes to support young people, both Roma and non-Roma, with competences and information to recognise, understand, report and respond to structural anti-Roma racism and anti-gypsyism;
- g.* develop and implement inclusive, gender-sensitive, anti-racist and diverse curriculums, textbooks, school spaces and training of school personnel at all levels of formal education with the end goal of eradicating anti-Roma racism, gender inequality and intersectional discrimination;
- h.* incorporate a balanced and contextualised teaching of Roma history and culture in national and regional school curriculums, reflecting both Roma's national presence and their shared history as a people of Europe;
- i.* ensure normative acknowledgement, remembrance, memorialisation and history teaching about the Roma victims of the Holocaust and other forms of State-sponsored injustices, such as slavery, forced transfer of Roma children from their parents to foster care/adoption, forced sterilisation of Roma women, and the Big Round-up in 18th century Spain; such

steps should also acknowledge and promote Roma heroes and heroines, Roma resistance and the history of Roma contribution and labour and its dignity. Furthermore, organise and fund commemorative events led by young Roma people and organisations;

j. support and adequately fund programmes aiming to promote a positive image of young Roma identity and culture and to fight against stereotypes and biases in media, social media, arts and culture, including by incorporating Roma culture and history in school curriculums and textbooks, formal and non-formal education/learning materials, Roma museums, cultural campaigns and arts and media projects that showcase Roma role models, heroes and heroines, Roma resistance, the history and dignity of Roma labour.

8. Ensure young Roma people's full and effective access to and fulfilment of all human rights and fundamental freedoms.

Member States should:

- a.* prevent and combat all discriminatory practices and unfair distribution of resources and opportunities in the access of Roma to human rights;
- b.* acknowledge, define and address intersectional or multiple discrimination through laws, policies and programmes;
- c.* encourage partnerships between Roma youth organisations and equality and national human rights bodies to systematically assess and address Roma youth's equal access to human rights;
- d.* support and enhance the access of young Roma people to information regarding rights and opportunities in education, housing, employment and cultural and social life, including by establishing national Roma contact points within ministries of youth or other relevant institutions;
- e.* ensure free legal consultation and aid to young Roma people who face discrimination and obstacles in accessing human rights;
- f.* combat digital exclusion by supporting and funding education in digital literacy, establishing local digital access points and providing access for isolated communities and "digital deserts" to the internet;
- g.* combat income and wealth disparities and improve the social and economic conditions of young Roma people, including by providing quality and non-discriminatory employment, access to professional and vocational training, and a fair redistribution of resources;

- h.* combat period poverty and provide young Roma people, particularly Roma girls and young Roma women, with access to information about sexual and reproductive rights, health screenings and vaccination;
 - i.* tackle the economic barriers that impact the access of Roma children and youth to education, including by establishing national Roma education funds and providing monthly scholarships for clothes, food, school materials, accommodation and transport to school;
 - j.* establish specific measures, budgets, indicators and targets advancing the needs of young Roma people who are not in education or training and migrant/mobile young Roma people and their families;
 - k.* secure the right of young Roma people and Roma children to health, and work with municipalities and local authorities to stop the exposure of Roma and other communities to environmental racism and hazards;
 - l.* enhance young people's knowledge regarding their rights through citizenship and human rights education, notably with the leadership of Roma youth organisations;
 - m.* support and fund campaigns and other relevant programmes to raise awareness among young Roma people and their communities about the manifestations and impact of structural racism and antigypsyism, notably in school environments;
 - n.* fund programmes that strengthen the capacity of Roma youth organisations, youth mediators and community leaders to stand up for their rights, including in the areas of environment, justice, health, education, employment, culture, leisure and sport;
 - o.* assist young Roma people in exercising their right to vote and in participating in electoral politics, including by preventing voter intimidation, suppression and disenfranchisement, which sometimes occur due to the lack of identification documents and of affirmative action that would encourage them to exercise their political rights;
9. Support and strengthen the capacity of Roma youth-led organisations, groups and initiatives and Roma youth-focused organisations and youth centres, as spaces for exercising citizenship, promoting youth work and non-formal education/learning and for expressing and fostering their cultural identity, language and history.

Member States should:

- a. appoint Roma advisors and/or establish special units within State agencies that manage government funding and international partnership grants to reach out to Roma youth organisations and assist and encourage them in application processes;
 - b. ensure capacity-strengthening programmes, funding and organisational space for existing Roma youth-led organisations, groups and initiatives and Roma youth-focused organisations and youth centres and ensure their independence and sustainability in running Roma youth programmes and activities, including community building;
 - c. ensure funding, organisational space, capacity-strengthening programmes and technical support for new Roma youth-led organisations, groups and initiatives and Roma youth-focused organisations and youth centres;
 - d. provide funding and support to ensure partnerships and joint initiatives between mainstream youth organisations or youth councils and Roma youth organisations;
 - e. support and strengthen the capacity of Roma youth-led organisations, groups and initiatives and Roma youth-focused organisations and youth centres as spaces for non-formal education/learning, culture and youth work;
10. Non-formal education/learning and youth work.

Member States should:

- a. fund and facilitate the access of young Roma people to non-formal education, youth work and youth services and mobility programmes through affirmative action and outreach work, among other measures;
- b. support and fund non-formal education/learning programmes, including initiatives aiming to increase awareness and knowledge about structural racism and antigypsyism and Roma history, identity and culture;
- c. establish, fund or support youth centres and cultural spaces, including in or near Roma communities;
- d. create and fund programmes to support young Roma people in becoming certified as youth workers, peer educators and trainers;
- e. ensure the prerequisites for equal participation of young Roma people in mobility programmes, including by ensuring access to information in the Romani language about the programmes and engaging in outreach campaigns in Roma communities;

- f.* support partnerships between Roma youth organisations and mainstream youth organisations or councils to include young Roma people in non-formal education/learning activities and spaces;
- g.* support youth activities and initiatives that promote intercultural dialogue and understanding between young people from different ethnic backgrounds within and between countries;
- h.* work with intergovernmental and international organisations to provide funding and other resources to Roma youth organisations and groups to participate in international non-formal education/learning and youth work programmes and projects.

Glossary

antigypsyism: for the purpose of this recommendation, “antigypsyism” should be understood as defined by General Policy Recommendation No. 13 on combating antigypsyism and discrimination against Roma (2011, amended in 2020) of the European Commission against Racism and Intolerance (ECRI). ECRI defines antigypsyism as “a specific form of racism, an ideology founded on racial superiority, a form of dehumanisation and institutional racism nurtured by historical discrimination, which is expressed, *inter alia*, by violence, hate speech, exploitation, stigmatisation and the most blatant kind of discrimination”.

Double mainstreaming: for the purpose of this recommendation, “double mainstreaming” shall be understood as an approach for which the complementarity between targeted and mainstream policies and processes is essential when addressing the needs of young Roma people. The double-mainstreaming approach also recognises and insists on the basic requirement to include and address the rights, specific needs and priorities of young Roma people in policies, processes and structures for Roma and those for youth. Furthermore, as the 2021 report of the Council of Europe Task Force on Roma Youth Participation underscored, the one-size-fits-all mainstream policies, processes and structures have not customarily been inclusive of Roma youth; they are neutral in form and do not exclude young Roma people, but at the same time they do not acknowledge or address young Roma people’s specific needs, which are often rooted in a history of structural anti-Roma racism and antigypsyism and, thus, they have resulted in inequitable outcomes. Therefore, the double-mainstreaming approach can also be understood and applied in relation to neutral/one-size-fits-all mainstream policies, political parties and civil society, which also need to include young Roma people and their needs.

Educational communities: for the purpose of this recommendation, the term “educational communities” refers to all the actors and stakeholders who play a role in educational processes and activities, both in formal and non-formal education settings. In the formal education sector, this concerns not only teachers and students, but also all the personnel involved

in the managerial, administrative, logistical and safety infrastructure of the school environment, the parents/families of students and the institutions responsible for the curriculums, quality evaluation and the education system overall. This also reflects the principles of a whole-school approach to democratic and human rights principles, which puts theory into practice, from the content of lessons through to the school culture and management structure. In the non-formal education/learning sector, the educational community includes the facilitators, trainers or youth workers directly in contact with young people in educational activities, and the supervisors and colleagues (staff or volunteers) who interact with the young people occasionally or on a regular basis, such as the leadership of youth organisations or managerial and administrative staff in youth centres or other places where non-formal education is provided. They all play a role in preventing and combating institutional racism in a consistent and credible way and contributing to an environment where the human rights of everyone are respected.

Everyday racism: for the purpose of this recommendation, “everyday racism” shall be understood as experiences of indignities, unfair treatment or disrespect faced by young Roma people on a frequent and unstructured basis, and often in subtle and covert but distressing ways. This type of perceived everyday racism differs from discrimination, legally understood as human rights violations or the distinction, exclusion, restriction or preference based on ethnic origin. Everyday racism refers to situations where Roma people are underestimated, overlooked, feared, ignored, shunned, disrespected, stigmatised or over-scrutinised because of their ethnic origins in day-to-day encounters and settings, including schools and public places.

Institutional racism: for the purpose of this recommendation, “institutional racism” shall be understood as laws, policies, practices, processes and structures within and across public and private institutions that amount to discrimination, disadvantages, exclusion or inequitable outcomes for Roma people in their access to human rights and the quality of, services, social benefits and opportunities. Among the most overt and severe forms of institutional racism against Roma children and young Roma people perpetrated by representatives of State institutions are school segregation, police registries of Roma people and other discriminatory acts that constitute an abuse of institutional power.

Intersectional discrimination: for the purpose of this recommendation, “intersectional discrimination” shall be understood as the experiences of Roma people who are victims of combined, concomitant and inseparable manifestations of discrimination on the basis of ethnicity, gender, social status,

religion and/or other identities/grounds, and/or who face structural inequities due to multiple overlapping systems of oppression, such as racism, sexism or heterosexism, anti-Muslim racism, classism or ableism.

Structural racism: for the purpose of this recommendation, “structural racism” shall be understood as all of the laws, policies, State practices and structures, public and private institutions; ideologies and narratives; education, culture, media and other spheres of society; and social relations that have perpetually favoured or resulted in power, hegemony and advantages for dominant populations, and have sustained human/racial hierarchies. This continuous and often invisible system of oppression has intersected with other oppressions, such as classism or sexism, in fostering, generating and reinforcing discrimination, violence, neglect, and prejudice against Roma, racialised poverty and inequities, unjust distribution of resources, power, participation and representation, as well as adverse outcomes for Roma people. Structural anti-Roma racism has upheld human hierarchies and reinforced, reproduced and strengthened prejudice to justify and legitimise injustices and violence against Roma.

Substantive participation: for the purpose of this recommendation, “substantive participation” shall be understood as the guarantee that all the necessary conditions – rights, spaces, means, support, opportunities, affirmative action, tools and removal of structural barriers – have been met so that young Roma people can be involved in, participate in and contribute in meaningful ways to all democratic processes and structures that affect their lives, and to be given due representation, leadership, power, voice, value, respect and trust. Thus, substantive participation does not imply solely physical presence, although that also remains a desideratum for many young Roma people; substantive participation also means that policy makers, youth structures and other relevant stakeholders proactively and fairly provide comprehensive representation; establish a dialogue; ensure the availability, accessibility, acceptability, quality and continuity of participation; and share leadership, authority, resources and power with young Roma people. This approach recognises that the conventional democratic processes, policies and structures have been neither inclusive of, nor efficient for, young Roma people.

This recommendation aims to call attention to the structural racism, inequities and policy gaps that member States need to address in order to ensure substantive participation, representation and inclusion of young Roma people in public and political life, in spaces of media, arts and culture, and in decision-making processes and structures, including municipal and national youth councils, youth assemblies, school parliaments, student unions, non-governmental organisations (NGOs) or political parties, at the local, national and international levels, and their involvement in research.

This recommendation is a result of the Council of Europe Youth Department's work with Roma youth and, thus, primarily addresses the needs of young Roma people. However, young Traveller people also face structural inequities and discrimination as well as similar policy and leadership gaps; member States are therefore called on to ensure that the appropriate measures and guidelines included in this recommendation and its appendix, as well as other specific policies and measures voiced by Traveller youth, support the participation of young Traveller people.

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