
Research Brief

Strategies and Recommendations to Combat Antigypsyism in Germany



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JEKHIPE
RECLAIMING OUR PAST, REBUILDING OUR FUTURE
NEW APPROACHES TO FIGHTING ANTIGYPSYISM

The JEKHIPE Project

The JEKHIPE project, *Reclaiming our past, rebuilding our future: new approaches to fighting antigypsyism against Roma*, is a CERV-funded project aimed at improving the lives of Roma by addressing systemic and institutional antigypsyism, promoting transitional justice, fostering knowledge-building and awareness, and strengthening Roma identity and participation.

It is a follow-up to an earlier CERV project called 'CHACHIPEN', officially titled *Paving the way for a Truth and Reconciliation Process to address antigypsyism in Europe. Remembrance, Recognition, Justice and Trust-Building*. Concluded in 2023, CHACHIPEN introduced an innovative transitional justice-based approach to raising awareness of systemic injustice and ongoing antigypsyism in policymaking, while advocating for a comprehensive truth and reconciliation strategy.

JEKHIPE focuses on multiple levels of policy-making, including research, monitoring, advocacy, networking, alliances building, awareness raising, capacity building, and empowerment. It aims to engage with national and European institutions, academia, politicians, justice mechanisms, state authorities, civil society, and Roma communities themselves to challenge the status quo on approaching Roma issues, particularly antigypsyism, and propose mechanisms for increased accountability by national governments.

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Summary

The Independent Commission on Antigypsyism in Germany, also known as Unabhängige Kommission Antiziganismus, has taken a proactive role in advocating for a broader discussion on transitional justice. This role reflects the Commission's commitment to addressing antigypsyism and its understanding of the need for a comprehensive approach. The Commission's establishment was the result of a protracted political process driven by the advocacy of the Sinti and Roma civil society. While the lack of representation of Sinti and Roma in the Commission has been criticized, the Commission has involved Sinti and Roma experts and commissioned external studies in attempts to compensate for this. The Commission's report outlined six key demands, including the appointment of a Federal Government Commissioner to address antigypsyism. The Commission's autonomy allowed it to independently set its agenda without external influence. There were however gaps in necessary research and actions due to time constraints.

The recommendations from the Commission's report should be integrated into the National Incident Reporting System (NIRS) and other local initiatives to develop anti-racism and anti-discrimination policies. Political representation for Sinti and Roma in decision-making processes, including their appointment to relevant bodies, as well as the involvement of broader civil society in the initial stages of political processes, is crucial.

The European Commission introduced an updated EU Roma strategic framework with a focus on achieving equality and socio-economic inclusion by 2030. This long-term focus underscores the ambitious goals of the framework. The framework emphasizes the role of education in fostering inclusion and providing equal opportunities for the Roma community. The OSCE's Action Plan aims to improve the situation of Roma and Sinti, with a specific focus on education on their experience of the Holocaust. Additionally, the Council of Europe's Recommendation urges Member States to revise their educational materials to include the history of Sinti and Roma to combat discrimination and prejudice. EU Member States were mandated to create their own National Roma Integration Strategies, and the initial evaluation highlighted a need for revision and further development of plans, particularly with respect to desegregating education and housing.

The Federal Government's National Strategic Framework, 'Tackling Antigypsyism, Ensuring Participation', aims to advance the implementation of the EU Roma Strategic Framework by focusing on integrating Sinti and Roma communities in Germany. The strategy includes initiatives to improve access to education, employment, healthcare, and housing while addressing antigypsyism and promoting equal participation. The

National Action Plan on Integration, developed in partnership with local government associations and civil society, aims to enhance living conditions and strengthen social cohesion. The working definition of 'antigypsyism' was endorsed and ratified at the national level, leading to the implementation of new actions to combat discrimination and racism against Sinti and Roma. Additionally, the establishment of the National Roma Contact Point and an independent civil society monitoring group is aimed at fostering engagement and addressing incidents of attacks driven by antigypsyism.

The German Federal Government's strategy to prevent and combat antigypsyism emphasizes networking activities and empowering civil society. It includes initiatives such as the 'Living Democracy' federal program, the Antigypsyism Competence Network, and the ESF+ Federal Programme to promote social inclusion and reduce poverty for disadvantaged groups, including Sinti and Roma communities. It also highlights the EU Framework for National Roma Integration Strategies and the EU Roma Strategic Framework for Equality, Inclusion, and Participation for 2020–2030, emphasizing the need for Member States to strengthen their commitment to achieving Roma equality and combatting antigypsyism. Furthermore, it highlights the role of civil society participation and the commitment of the German Federal Government to endorse the EU Roma Strategic Framework.

The Council Recommendation highlights the importance of ensuring that Sinti and Roma communities have equal access to education at all levels, from early childhood to lifelong learning. It also emphasizes the need to prevent and eliminate educational segregation. The recommendation outlines measures to improve access to education, support language proficiency, develop digital skills, keep students in school, and facilitate their transition from compulsory to post-compulsory education. However, budget allocations for developing teaching materials in the Romani language and adult education within the National Roma Strategic Frameworks are often undefined, making it challenging to assess funding sufficiency and potential impact.

The Council of Europe's Recommendation urges its Member States to integrate the history of Sinti and Roma into school curricula and teaching materials to combat prejudice and discrimination and promote education about the impact of the Holocaust on these communities. It emphasizes the inclusion of positive narratives and the contributions of Sinti and Roma to culture, heritage, and resistance movements. It further advocates for a comprehensive approach to teaching their history, encompassing their cultural practices, traditions, and the inequalities they have faced throughout history. The need to bridge the gap between Sinti and Roma communities and non-Sinti and non-Roma in areas such as Education, Health, Employment, and Housing is emphasized, as well as the need for mandatory seminars, awareness programs, and training sessions focusing on Sinti and Roma culture, history, and

identity for professionals in Education, Healthcare, Law, and Law Enforcement. Concrete actions from the European Union and non-governmental organizations must acknowledge and safeguard the human rights of the Sinti and Roma communities. The recommendations stress the importance of implementing affirmative actions, developing and enforcing policies to combat tokenism, ensuring equal participation and representation of Sinti and Roma in political and decision-making processes, addressing and penalizing hate speech, and empowering civil society organizations. Additionally, they underline the significance of establishing independent legal institutions within the civil sphere to effectively tackle human rights violations against the Sinti and Roma communities, funded through the national strategy for Roma Inclusion.

The EU must prioritize the elimination of segregation and discrimination, especially against Sinti and Roma communities. This requires the implementation of sustainable, non-discriminatory policies to tackle social housing issues, provide fair compensation for those impacted by forced evictions, and establish monitoring mechanisms to ensure policy accountability and effectiveness.

Promoting inclusive education, implementing professional training programs to address antigypsyism, and allocating resources to facilitate the academic progress of Sinti and Romani children is essential. Furthermore, there is a call for the establishment of international platforms for Sinti and Romani education and initiatives aimed at enhancing education about the Holocaust.

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Abbreviations

Abbreviations	Full Name
CAHROM	Ad hoc Committee of Experts on Roma and Traveller Issues
Central Council	Central Council of German Sinti and Roma
CEPS	Centre for European Policy Studies
CoE	Council of Europe
Roma Decade	Decade of Roma Inclusion 2005-2015
EC	European Commission
ERIAC	European Roma Institute for Arts and Culture e.V.
EU	European Union
DeZIM e.V.	German Centre for Integration and Migration Research Deutsches Zentrum für Integrations- und Migrationsforschung
Commission	Independent Commission on Antigypsyism in Germany
IHRA	The International Holocaust Remembrance Alliance
MS	Member States
MIA	Melde- und Informationsstelle Antiziganismus
NaDiRa	National Monitoring of Discrimination and Racism
NGO	Non-Governmental Organization
NRIS	National Roma Integration Strategies
NRSFs	National Roma Strategic Frameworks
ODIHR	Office for Democratic Institutions and Human Rights
OSCE	Organisation for Security and Co-operation in Europe
TRP	Truth and Reconciliation Processes
UN	United Nations

1. Introduction

This study is based on CHACHIPEN findings and on the JEKHIPE objectives on antigypsyism, transitional justice, and recommendations. The paper aims to offer an overview and update on the latest developments in international procedures and, more precisely, on German policy developments in 2024.

The word 'CHACHIPEN' means 'truth' in Romani language. The initiative's main goal is to recognise, understand, and ultimately support action against structural and systemic antigypsyism in Europe and beyond. The project's priority is to promote justice and equality and the sufficient, fair, and dignified recognition and participation of the Romani people as equal European citizens. The initiative's aims are graded through the Truth and Reconciliation Processes (TRP) model, which supports the recognition of human rights violations and discriminatory practices hindering the full implementation of European Union (EU) non-discrimination laws¹.

The Jekhipe Project works at different levels; engaging in research, advocacy, networking, and capacity building to promote social inclusion and participation for Romani people, including by:

- Establishing processes and mechanisms for transitional justice at the EU, national, and regional/local levels, which include expert commissions and truth commissions focused on addressing antigypsyism.
- Formulating policy recommendations for EU and national policymakers regarding transitional justice strategies to combat antigypsyism.
- Raising awareness of institutional antigypsyism and monitoring policy developments.
- Promoting Roma identity, history, and culture as essential tools for preventing and addressing antigypsyism, including advocating for integrating Roma history and culture into educational curricula.
- Empowering Roma communities and Non-Governmental Organizations (NGOs) to recognize and tackle antigypsyism effectively.
- Building the capacity of local Roma civil society and key stakeholders in their efforts to counter antigypsyism².

¹ About CHACHIPEN, <https://antigypsyism.eu/about-chachipen/> (last accessed 18 February 2025).

² Ana Rozanova (2024), 'Honouring Holocaust Remembrance Day: Introducing the Jekhipe Project', <https://ergonet.org/2024/01/honouring-holocaust-remembrance-day-introducing-the-jekhipe-project/> (last accessed 18 February 2025).

1.1. National CHACHIPEN Report 2019 -2021: Concise summary and key findings

The Independent Commission on Antigypsyism in Germany, also known as Unabhängige Kommission Antiziganismus (hereafter the Commission), has developed four country reports that serve as the foundation for advocating a broader discussion on transitional justice. The Commission's establishment in the German context reflects a protracted political process primarily steered by the advocacy of Sinti and Roma civil society³. The Central Council of German Sinti and Roma (hereafter Central Council), which has advocated for civil rights for over 40 years, has emerged as a significant actor and politically recognized representative of their communities' interests⁴. The Commission was tasked with delivering a report by the end of the legislative term providing recommendations for action by the German Government. It had complete autonomy in defining its work program, something that Reuss notes all interviewees emphasized as especially important. The report outlined six key demands, taking into account:

1. The appointment of a Federal Government Commissioner to address antigypsyism. and establish an Independent Advisory Group.
2. Set up a permanent Federal State Commission.
3. Ensure comprehensive recognition of the National Socialist Genocide against Sinti and Roma.
4. Assemble a Commission dedicated to acknowledging the injustices faced by Sinti and Roma in the Federal Republic of Germany.
5. Recognize Roma refugees as a particularly vulnerable people.
6. Develop and stabilize a participatory structure for ongoing engagement and structures⁵.

³ Independent Commission on Antigypsyism in Germany, also known as Unabhängige Kommission Antiziganismus (2021) <https://www.institut-fuer-menschenrechte.de/das-institut/geoerderte-projekte/unabhaengige-kommission-antiziganismus> (last accessed 10 April 2025).

⁴ Central Council of German Sinti and Roma (2012), 'Equal Participation for Sinti and Roma in Germany. Framework Strategy of the European Union for Improving the Situation of Roma in Europe', Central Council publication series, Vol 7, Heidelberg, German and English.

Previous analysis by Anja Reuss has highlighted the process and effects of the Commission on Antigypsyism in Germany from 2019 to 2021.

Anja Reuss (2022) German Independent Commission on Antigypsyism 2019 – 2021 analysed the process and impact of the Independent Commission on Antigypsyism in Germany [Unabhängige Kommission Antiziganismus], https://antigypsyism.eu/wp-content/uploads/2023/01/CHACHIPEN_-D2_2_CHACHIPEN-National-Research-Report-on-Germany_formatedFINAL_MODIF.pdf (last accessed 10 April 2025).

⁵ Please read more about the demands at Independent Commission on Antigypsyism in Germany, also known as Unabhängige Kommission Antiziganismus (2021) <https://www.institut-fuer-menschenrechte.de/das-institut/geoerderte-projekte/unabhaengige-kommission-antiziganismus> (last accessed 10 April 2025).

The prompt appointment in 2022 of a Commissioner signalled the dedication of the latest German government to prioritize efforts to combat antigypsyism and instil hope for the future⁶. The effective functioning of the Commission faced a number of challenges. To address criticism around a lack of representation of Sinti and Roma, the Commission commissioned a number of external studies to further involve Sinti and Roma experts, scholars, and their perspectives. While maintaining the Commission's independence was considered crucial, ensuring an adequate budget was also recognized as essential to its effective functioning. Interviewees emphasized challenging time constraints for implementing the Commission's work because the submission of the report was ill-timed before the conclusion of the legislative term of 2017 - 2021. Moreover, based on the conducted interviews (with key actors from politics and civil society) by Anja Reuss suggested that starting the work earlier in the legislative period, rather than halfway through, would have been more beneficial to the Commission's objectives and policy impact. While Commission's autonomy allowed it to independently set its agenda without external influence, a limited timeframe necessitated working within certain constraints. A tight timeframe constrained the scope of commissioned expertise to essential areas. Consequently, there were gaps in both research and action, with some topics, such as a detailed analysis of the impact of the COVID-19 pandemic, omitted entirely due to time constraints⁷.

Furthermore, the German government should have more carefully considered integrating the report's findings and recommendations into existing national anti-racism and anti-discrimination policies, including the National Roma Integration Strategies (NRIS)⁸. This integration is urgent, as the Commission's work significantly enhanced the understanding of structural and institutional antigypsyism. However, public awareness of antigypsyism remains limited, and discrimination against the Sinti and Roma communities continues without significant social acknowledgment or protection. The Commission's mandate was focused on compiling the report rather than presenting its findings. The German government should have made significant efforts to disseminate the report's findings throughout political and public spheres. Instead, there was a missed opportunity to utilize the Commission's expertise for political and social analysis, discourse, and subsequent action in cooperation with the Commission members and expert committees⁹.

⁶ Anja Reuss (2022) German Independent Commission on Antigypsyism 2019 – 2021 analysed the process and impact of the Independent Commission on Antigypsyism in Germany [Unabhängige Kommission Antiziganismus], https://antigypsyism.eu/wp-content/uploads/2023/01/CHACHIPEN_-D2_2_CHACHIPEN-National-Research-Report-on-Germany_formatedFINAL_MODIF.pdf.

⁷ Reuss (2022), p 10. (last accessed 14 April 2025).

⁸ EU Roma national strategic frameworks - Commission evaluations and annual reports, https://commission.europa.eu/strategy-and-policy/policies/justice-and-fundamental-rights/combating-discrimination/roma-eu/eu-roma-national-strategic-frameworks-commission-evaluations-and-annual-reports_en. (last accessed 12 April 2025).

⁹ Reuss (2022).

The recommendations from the Commission's report should be integrated into the NIRS and other local anti-racism and anti-discrimination initiatives informed by the CHACHIPEN country report and CHACHIPEN's final policy brief 'Paving the Way for Truth and Reconciliation Process to Address Antigypsyism in Europe', published by the Centre for European Policy Studies (CEPS)¹⁰.

Political representation for Sinti and Roma must be ensured in decision-making processes, including their appointment to relevant bodies and participation in broader socio-political discussions. This should be done with equal inclusion of Sinti and Roma while also ensuring gender equality. The involvement of self-organizations and broader civil society in the initial stages of political processes is crucial for the Commission's success. This success depends on several key factors, including the Commission's independence, clear mandate, an appropriate timeframe for its activities, and the allocation of sufficient financial and structural resources. The Commission's appointment should align with the political will of the broad parliamentary spectrum and establish clear communication and integration of findings into the political process from the outset¹¹.

¹⁰ Ana Carballo-Mesa, Ana, et al. (2022), 'Paving the Way for Truth and Reconciliation Process to Address Antigypsyism in Europe Remembrance, Recognition, Justice and Trust-Building', <https://www.ceps.eu/ceps-publications/paving-the-way-for-truth-and-reconciliation-process-to-address-antigypsyism-in-europe/>.

¹¹ Reuss (2022); Carballo-Mesa (2022).

2. Updates and the latest developments in German national policies

The Federal Government's National Strategic Framework, 'Tackling Antigypsyism, Ensuring Participation'¹², is intended to advance the implementation of the EU Roma Strategic Framework since 2022¹³. It aims to build upon previous initiatives and focus on integrating Sinti and Roma communities in Germany. The main objectives of future initiatives will revolve around securing adequate access to education, employment, healthcare, and housing, while proactively addressing antigypsyism and advocating for equal participation.

Romani people have historically been blamed for their non-integration, as part of arguments that often deliberately eschew issues of structural discrimination. NRSI reports on the challenges of integration confirm that considering the issues facing the Roma community as primarily socio-economic and neglecting rule of law or institutional discrimination has led to policies that do not effectively address the root causes of antigypsyism¹⁴. The German National Action Plan on Integration¹⁵ aims to take a more comprehensive approach by serving as the mechanism for developing more inclusive integration measures in partnership with the 16 German States (Bundesländer), leading local government associations, and civil society. Its main objectives are to enhance the living conditions of migrants and their families and to strengthen social cohesion. This broad strategy is supported by specific measures and programs for Sinti and Roma at the federal, state, and local levels, and to address cross-cutting issues.

In 2020, the European Commission (EC) introduced an updated EU Roma strategic framework, with a strong focus on achieving equality and socio-economic inclusion and setting clear, measurable targets to be achieved by 2030. This framework also provided specific recommendations for various sectors, aligning with the original priorities of the

¹² Tackling Antigypsyism, Ensuring Participation National Strategic Framework to Implement the EU Roma Strategic Framework in Germany (2022) Bundesministerium des Innern und für Heimat, https://www.bmi.bund.de/SharedDocs/downloads/EN/publikationen/2022/2022-eu-roma-strategic-framework.pdf?__blob=publicationFile&v=5 (last accessed 10 April 2025).

¹³ EU Roma Strategic Framework 2020-2030, https://ec.europa.eu/commission/presscorner/detail/en/ip_20_1813 (last accessed 11 April 2025).

¹⁴ Sergio Carrera (2013), 'Shifting Responsibilities for EU Roma Citizens: The 2010 French affair on Roma evictions and expulsions continued', <https://aei.pitt.edu/42440/>; Sergio Carrera et al. (2019), 'Scaling up Roma Inclusion Strategies- Truth, Reconciliation and Justice for Addressing Antigypsyism', <https://www.ceps.eu/ceps-publications/scaling-roma-inclusion-strategies-truth-reconciliation-and-justice-addressing/> (last accessed 14 April 2025).

¹⁵ Nationaler Aktionsplan stärkt die Integration, Die Bundesregierung, <https://www.bundesregierung.de/breg-en/service/archive/aktionsplan-integration-1772728>; <https://www.bundesregierung.de/breg-en/federal-government/the-national-integration-plan-482232> (last accessed 12 April 2025).

Decade of Roma Inclusion¹⁶ (also known as the Roma Decade), particularly in the field of education. Notably, the 2020-2030 framework aligns directly with the EU Action Plan against Racism 2020-2025¹⁷, the European Pillar of Social Rights, Sustainable Development Goals¹⁸, and the United Nations (UN) Agenda 2030¹⁹. The 2030 framework sets three horizontal and four sectoral objectives supported by quantifiable benchmarks. Furthermore, the framework underscores the crucial role of education in fostering inclusion and providing equal opportunities for the Roma community.

The Organisation for Security and Co-operation in Europe's (OSCE) Action Plan, adopted in 2003, aims to improve the situation of Roma and Sinti, with a specific focus on their experience of the Holocaust. OSCE participating states have committed to promoting remembrance and education about the Sinti and Roma genocide(s). Additionally, the OSCE has issued a guide recommending comprehensive training for police officers to raise awareness about the historical involvement of the state and law enforcement in the mass murder of Sinti and Roma during the Holocaust²⁰.

The international working definition of 'antigypsyism' was endorsed during Germany's Presidency of the International Holocaust Remembrance Alliance (IHRA)²¹ and subsequently ratified at the national level by the Federal Cabinet in March 2021. The Independent Commission on Antigypsyism's comprehensive report, issued in June 2021, includes recommended policy measures to address antigypsyism²². This report

¹⁶ Decade of Roma Inclusion 2005 -2015, https://www.rcc.int/romaintegration2020/romadecade_p/17/decade-of-roma-inclusion-2005-2015 (last accessed 10 April 2025).

¹⁷ EU Anti-racism Action Plan 2020-2025 - European Commission, https://commission.europa.eu/strategy-and-policy/policies/justice-and-fundamental-rights/combating-discrimination/racism-and-xenophobia/eu-anti-racism-action-plan-2020-2025_en (last accessed 10 April 2025).

¹⁸ The European Pillar of Social Rights Action Plan, <https://op.europa.eu/webpub/empl/european-pillar-of-social-rights/en/>; United Nations, Department of Economic and Social Affairs Sustainable Development, <https://sdgs.un.org/partnerships/european-pillar-social-rights-action-plan> (last accessed 14 April 2025).

¹⁹ United Nations Transforming Our World: The 2030 Agenda For Sustainable Development Sustainable Development, A/Res/70/1, <https://sustainabledevelopment.un.org/content/documents/21252030%20Agenda%20for%20Sustainable%20Development%20web.pdf> (last accessed 14 April 2025).

²⁰ Organization for Security and Cooperation in Europe (OSCE) Office for Democratic Institutions and Human Rights ODIHR, (2015), 'Teaching about and Commemorating the Roma and Sinti Genocide Practices within the OSCE Area. Organization for Security and Cooperation in Europe', Warsaw, <https://www.osce.org/files/f/documents/9/b/135396.pdf>; Organization for Security and Cooperation in Europe (OSCE) Office for Democratic Institutions and Human Rights ODIHR, (2023), 'Understanding Anti-Roma Hate Crimes and Addressing the Security Needs of Roma and Sinti Communities: A Practical Guide', Warsaw, <https://www.osce.org/odihr/542181> (last accessed 14 April 2025).

²¹ International Holocaust Remembrance Alliance (IHRA), 'Learn about Germany's efforts to advance education, remembrance, and research on the Holocaust and genocide of the Roma', <https://holocaustremembrance.com/countries/germany> (last accessed 14 April 2025).

²² Tackling Antigypsyism, Ensuring Participation National Strategic Framework to Implement the EU Roma Strategic Framework in Germany (2022) Bundesministerium des Innern und für Heimat,

has initiated a social policy discourse intended to be sustained throughout the 20th electoral term. The Cabinet Committee has implemented a new series of actions to address racism and right-wing extremism, with a specific focus on combating discrimination and racism against Sinti and Roma. These updates were developed based on the National Action Plan Against Racism introduced in 2017²³.

The establishment of the National Roma Contact Point in 2021²⁴ represents a significant development, which serves as a central coordinating office between government ministries. This contact point facilitates communication with the EU and aims to foster strong engagement with representatives from the Sinti and Roma communities. The DOSTA Antigypsyism Documentation Office, established in 2014 in Berlin by the Amaro Foro registered society, aims to advocate for cases of antigypsyism that often remain unreported, as does the DOSTA Antigypsyism Documentation Office, established in 2014 in Berlin by the Amaro Foro society. Amaro Foro e.V. is a cross-cultural youth association comprised of both Roma and non-Roma individuals. This NGO advocates against antigypsyism while promoting equal opportunities and participation. Additionally, they organize educational and after-school activities for young people, provide practical support within social services, and enhance awareness around the issue of antigypsyism through education. Until 2022, DOSTA was the sole initiative of its kind in Germany; it has since become part of the nationwide Antigypsyism Reporting and Information Center (MIA). In addition, both DOSTA and MIA have been set up to document incidents of attacks driven by antigypsyism that do not meet the criteria for criminal prosecution. This initiative directly addresses issues brought up during discussions with civil society stakeholders²⁵.

The German Federal Government aimed to establish a functional Reporting and Information Office on Antigypsyism by the end of 2024, using the Research and Information Office on Antisemitism as a practical example. Their goal is to create a civil society initiative and a national reporting system to document antigypsyist incidents below the threshold of criminal liability. In collaboration with a broad network of Sinti

https://www.bmi.bund.de/SharedDocs/downloads/EN/publikationen/2022/2022-eu-roma-strategic-framework.pdf?__blob=publicationFile&v=5.

²³ National Action Plan Against Racism Positions and Measures to Address Ideologies of Inequality and Related Discrimination (2017) Die Bundesregierung, https://www.bmi.bund.de/SharedDocs/downloads/EN/publikationen/2018/nap-en.pdf;jsessionid=DD7C1875D139F60C3851E49A56CF9B91.live871?__blob=publicationFile&v=7; <https://www.bmi.bund.de/SharedDocs/downloads/EN/publikationen/2018/nap-en.html> (last accessed 14 April 2025).

²⁴ Beauftragter der Bundesregierung für Aussiedlerfragen und nationale Minderheiten Bundesministerium des Innern und für Heimat, Deutsche Sinti und Roma, <https://www.aussiedlerbeauftragte.de/Webs/AUSB/DE/themen/minderheiten-sprachgruppen/sinti-und-roma/sinti-und-roma-node.html>.

²⁵ Amaro Foro e.V., <https://amaroforo.de/projekte/dosta/>; <https://amaroforo.de/en/home/>; Antigypsyism Reporting and Information Center (MIA) [Melde- und Informationsstelle zum bundesweiten Monitoring von Antiziganismus MIA], <https://www.antiziganismus-melden.de/ueber-uns/> (last accessed 14 April 2025).

and Roma organizations and civil society partners, a reporting office, an advice referral system, and a database of cases have been established for 2024. Furthermore, the Reporting Office aims to set standards and launch awareness-raising training programs for civil society organizations and government agencies²⁶.

The Federal Government's strategy to prevent and combat antigypsyism emphasizes the importance of networking activities and empowering civil society. The federal 'Living Democracy' program is a critical initiative providing support for a range of activities aimed at preventing extremism, promoting democracy, and fostering diversity at local, regional, and national levels. The Antigypsyism Competence Network fulfils a crucial role in consolidating nationwide data, providing specialized guidance, and facilitating the effective implementation of preventive measures across governmental tiers. The new ESF+ Federal Programme is aimed at promoting social inclusion and implementing measures to reduce poverty and ensure equal access for all disadvantaged groups, including marginalized communities like Sinti and Roma. Additionally, the Länder and local authorities have developed their own action plans and measures to combat poverty and improve social participation²⁷.

The EU Framework for National Roma Integration Strategies for 2020 aimed to comprehensively integrate existing objectives. These goals were established to address the social and economic marginalization of Sinti and Roma communities by promoting their equal access to education, employment, healthcare, and housing. These objectives are central to Germany's National Strategic Framework. They are to be supported through initiatives and measures at national, regional, and local levels to fill the gaps identified by NRIS 2020. The Federal Government is actively monitoring and evaluating the progress of the National Strategic Framework at both the federal and state levels, with a particular focus on researching and addressing antigypsyism through the German Centre for Integration and Migration Research (Deutsches Zentrum für Integrations- und Migrationsforschung, DeZIM). DeZIM's Racism Monitor, which was initiated in 2020, is a recurring, representative population survey designed to investigate the prevalence of racist prejudice and resentment within society, as well as the underlying causes of these attitudes. The insights gained from this research aim to identify effective approaches for preventing racism and implementing decisive measures to combat it. Specifically, these studies aim to accurately and reliably measure antigypsyism, racism, and group-based prejudice towards Sinti and Roma. This research

²⁶ Tackling Antigypsyism, Ensuring Participation National Strategic Framework to Implement the EU Roma Strategic Framework in Germany (2022) Bundesministerium des Innern und für Heimat, https://www.bmi.bund.de/SharedDocs/downloads/EN/publikationen/2022/2022-eu-roma-strategic-framework.pdf?__blob=publicationFile&v=5 (last accessed 14 April 2025).

²⁷ Tackling Antigypsyism, Ensuring Participation National Strategic Framework to Implement the EU Roma Strategic Framework in Germany (2022), Bundesministerium des Innern und für Heimat, https://www.bmi.bund.de/SharedDocs/downloads/EN/publikationen/2022/2022-eu-roma-strategic-framework.pdf?__blob=publicationFile&v=5 (last accessed 14 April 2025).

is closely linked to understanding current attitudes towards Sinti and Roma and identifying the root causes of racism and group-related prejudice.²⁸

Civil society participation is integral to this evaluation process, and a discussion forum organized by the Federal Anti-Discrimination Agency, in collaboration with the National Roma Contact Point, is dedicated to finding solutions for evaluating the National Strategic Framework. Implementing the EU Roma Strategic Framework for Equality, Inclusion, and Participation for 2020–2030 at the national level is designed to facilitate action with input from civil society. Additionally, Germany is committed to providing regular updates on national-level progress to the European Commission.

On October 7, 2020, the European Commission introduced the EU Roma Strategic Framework for Equality, Inclusion, and Participation for 2020–2030. This 10-year plan, introduced during Germany's EU Council Presidency, builds upon the preceding EU Framework for National Roma Integration strategies until 2020. The framework was developed to increase socio-economic inclusion in key areas such as education, employment, housing, and health, to promote equality and participation. The Framework aims to encourage Member States to strengthen their commitment to, and the effectiveness of, their national initiatives, including by employing reliable indicators and quantifiable targets to better evaluate their effectiveness.

A resolution of the European Parliament, dated September 17, 2021, calls on Member States to strengthen efforts to integrate Sinti and Roma to combat antigypsyism. The resolution is based on conclusions drawn by the Council, the European Parliament, and various European and national civil society organizations, evidencing the ongoing need to combat the discrimination and marginalization of Romani people. The EU has pledged to tackle antigypsyism and discrimination while also upholding its current integration approach. This enables Member States to tailor implementation methods to suit their individual circumstances²⁹.

The German Federal Government has also promised to fully endorse the EU Roma Strategic Framework, placing a stronger emphasis on combating antigypsyism. The EU's efforts in this regard were highlighted at the digital High-Level Conference during Germany's EU Council Presidency in 2020. Member States reaffirmed this goal in the Council Recommendation dated March 12, 2020, which focused on promoting Roma equality, inclusion, and participation. The recommendation urged the adoption of national Roma strategies and their submission to the European Commission.

²⁸ German Centre for Integration and Migration Research / Deutsches Zentrum für Integrations- und Migrationsforschung DeZIM e.V., <https://www.dezim-institut.de/en/>; National Monitoring of Discrimination and Racism (NaDiRa), <https://www.rassismusmonitor.de/en/> (last accessed 14 April 2025).

²⁹ EU Roma Strategic Framework 2020-2030, https://ec.europa.eu/commission/presscorner/detail/en/ip_20_1813 (last accessed 14 April 2025).

The 2020-2030 Roma framework emphasizes the importance of setting specific and measurable objectives to be achieved by 2030. The European Commission has addressed the tension between supranational and national initiatives by employing a strategy that relies on precise targets and enhanced monitoring mechanisms to ensure Member State accountability while respecting their legal rights. Additionally, the Council of Europe's Recommendation CM/Rec (2020)2³⁰ urges Member States to revise their educational materials to include the history of Sinti and Roma, aiming to combat hatred, discrimination, prejudice, radicalization, Holocaust denial, and revisionism. However, the document also acknowledges the persistence of a distorted collective memory characterized by biases against Sinti and Roma, which continues to be perpetuated through educational materials and institutional practices.

The current portrayal of Sinti and Roma in educational materials is rooted in stereotypes and historical victimization, neglecting the contemporary presence and diversity of Romani communities. Thus, there is an urgent need to develop reliable and scientifically sound educational materials and training opportunities that not only highlight the history of antigypsyism, racism, and the Roma Holocaust but also underscore Sinti and Roma contributions and achievements³¹. As a result, EU Member States were mandated to create their own National Roma Integration Strategies, aligning with EC guidelines and priorities. In January 2023, the EC released the initial evaluation of the Member States' National Roma Strategic Frameworks (NRSFs). It highlighted that while extensive action is being taken in the field of education, there is a need for revisions to address the full scope of the issue, particularly with respect to attempts to desegregate education and housing.

The Council Recommendation highlights the importance of ensuring that Sinti and Roma communities have equal access to education at all levels, from early childhood to lifelong learning. It emphasizes the need to prevent and eliminate educational segregation. The recommendation outlines measures to improve access to education, support language proficiency, develop digital skills, keep students in school, and facilitate their transition from compulsory to post-compulsory education. However, budget allocations for developing teaching materials in the Romani language and adult education within National Roma Strategic Frameworks are often unclear, making it difficult to assess funding sufficiency and potential impact.

³⁰ Council of Europe's Recommendation CM/Rec (2020)2, 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, <https://rm.coe.int/cm-rec-roma-history-teaching-questions-and-answers-30-06-2020/16809ee602>(last accessed 14 April 2025).

³¹ Stiftung Erinnerung, Verantwortung und Zukunft (EVZ) Strengthening Sinti and Roma in Germany, <https://www.stiftung-evz.de/was-wir-foerdern/handlungsfelder-cluster/handeln-gemeinsam-mit-selbstorganisationen/sintize-und-romnja-in-deutschland-staerken/> (last accessed 14 April 2025).

The Council of Europe's Recommendation on the inclusion of Sinti and Roma in School Curricula and Textbooks marks a significant step forward. Research carried out by the Council of Europe's Ad hoc Committee of Experts on Roma and Traveller Issues (CAHROM)³² found that the representation of Roma in school curricula and textbooks in 21 Council of Europe Member States was often limited, stereotypical, and historically inaccurate. CAHROM advised Member States to revise their curricula, textbooks, and teaching materials to address these issues.

On July 1, 2020, the Council of Europe's Committee of Ministers adopted Recommendation CM/Rec(2020)2, urging its 47 Member States to integrate the history of Sinti and Roma into their school curricula and teaching materials to counteract hatred, discrimination, prejudice, radicalization, Holocaust denial, and revisionism. The Recommendation underscores the importance of education on the impact of the Holocaust on Sinti and Roma communities, promoting activities to honour their memory, and fostering both formal and informal education related to European Roma Holocaust Memorial Day. It also emphasizes the need to include positive narratives of Sinti and Roma and their contributions to culture and heritage, as well as their role in anti-Nazi and anti-Fascist resistance. The Recommendation aims to combat anti-Roma prejudice and advocates for a comprehensive and balanced approach to teaching their history, encompassing their cultural practices and traditions, while also shedding light on the inequalities they have historically faced throughout their history.³³

³² Council of Europe's Ad hoc Committee of Experts on Roma and Traveller Issues (CAHROM), Ad hoc Committee of Experts on Roma and Traveller Issues (CAHROM), <https://www.coe.int/en/web/roma-and-travellers/cahrom> (last accessed 14 April 2025).

³³ Council of Europe's Recommendation CM/Rec (2020)2, 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, <https://rm.coe.int/cm-rec-roma-history-teaching-questions-and-answers-30-06-2020/16809ee602> (last accessed 14 April 2025)

3. Conclusions and Recommendations³⁴

To address ongoing discrimination and human rights violations against Sinti and Roma people, it is crucial to bridge the gap between Sinti and Roma and non-Sinti and non-Roma communities in areas such as education, health, employment, and housing. To achieve this, mandatory seminars, awareness programs, and training sessions that focus on Sinti and Roma culture, history, and identity, are crucial. Such sessions should focus on professionals working in the fields of education, healthcare, law, and law enforcement, including teachers, doctors, nurses, and police officers.

To address the needs of the Sinti and Roma communities, affirmative actions should be implemented, including financial support and in-kind assistance across key target areas. This should be accompanied by developing and enforcing policies that effectively combat tokenism and ensure equal participation and representation of Sinti and Roma in political and decision-making processes.

1. It is recommended that governmental and non-governmental entities apply and implement transitional justice tools and truth-seeking mechanisms. Specifically, the establishment of national, regional, and local Truth and Reconciliation Commissions should be prioritized. These Commissions are essential for addressing issues of institutionalized racism and antigypsyism and can provide a historical and legal framework for promoting accountability and justice.
2. These Commissions should be designed with a focus on inclusivity and transparency, ensuring that all voices are heard and that the process facilitates community engagement. Complementary tools, such as citizens' tribunals, should also be employed to enhance the effectiveness of these efforts. The successful implementation of recommendations made by these Commissions has the potential to build trust within communities and support a sustainable process of reconciliation.
3. To effectively address the challenges faced by the Romani people and to combat antigypsyism across EU Member States, the following is recommended:
 - Prioritize Implementation: National Roma Strategic Frameworks and anti-racism plans should explicitly prioritize the follow-up actions recommended by Germany and the European Commission.

³⁴ The recommendations also including the results of the previous studies: Anna Mirga-Kruszelnicka, Dezso Mate & Nadja Greku (2023), 'Advancing Education and Roma Knowledge-Production in Europe and Beyond: A Position Paper', European Roma Institute For Arts And Culture (ERiac), <https://eriac.org/advancing-education-and-roma-knowledge-production-in-europe-and-beyond-a-position-paper/>; Carballo-Mesa et al. (2022); Carrera et al. (2019) (last accessed 14 April 2025).

- Independent national, regional, and local monitoring bodies should be established to oversee the implementation of Roma national strategies and anti-racism plans.
 - Formal partnerships between governments and civil society organizations should be fostered, ensuring a collaborative approach in monitoring and assessing the implementation of recommendations from international bodies.
 - The implementation of recommendations from key international and regional organizations, including ECRI, the Council of Europe, OSCE ODIHR, and the United Nations, should be regularly tracked and reported on.
 - The EU should conduct independent evaluations of national inquiries and commissioned reports on Roma issues, with particular focus on countries like Germany. This should involve assessing the implemented measures' effectiveness and long-term impacts on the Roma community.
 - Capacity-building initiatives for local authorities and NGOs should be invested in to enhance their ability to implement and monitor anti-racism measures effectively.
 - Awareness campaigns to engage the broader public on Roma issues and the importance of combating antigypsyism should be promoted to foster a more inclusive society.
4. The various institutions of the European Union and non-governmental organizations need to demonstrate sincere dedication to taking concrete actions towards acknowledging and safeguarding against antigypsyism, as well as transnational justice initiatives.
 5. To prevent the adoption of ineffective policies by EU Member States, it is essential to prioritize evidence-based strategies and their consistent application. Building coordination between EU Member States and relevant authorities, including law enforcement, is critical.
 6. There is a need to address and penalize hate speech and intersectional antigypsyism rhetoric from politicians that incite hatred and inter-ethnic tension. It is essential to empower and support civil society organizations to prevent and intervene in human rights violations against Sinti and Roma communities.
 7. Establishing independent legal institutions within the civil sphere is crucial to effectively tackling human rights violations against Sinti and Roma communities. These institutions should be funded through the national strategy for Roma

Inclusion to facilitate the development of solid consultancy and monitoring systems, thereby ensuring governmental accountability.

8. Regular monitoring of policy implementation is essential to prevent antigypsyism and bias in policy-making processes. It is important to supervise the implementation of plans to combat antigypsyism and promote integration in order to avoid any missteps. Additionally, efforts should be focused on raising awareness, promoting human rights, and enhancing intercultural and multicultural education to reduce discrimination and prejudice.
9. The recognition of structural forms of racism and antigypsyism is essential to the goal of elimination of segregation and discrimination. In case of any human rights violations, including school segregation and incitement of hatred, steps should be taken to ensure that States not only implement the decisions of the European Court of Human Rights but also change their policies in accordance with the spirit of the judgments.
10. The implementation of sustainable and non-discriminatory policies in social housing, ensuring equal access, and the provision of housing solutions for Sinti and Roma communities in the EU is highly recommended. These measures are essential in ensuring access to justice and compensation for victims who have been forcibly and unlawfully evicted.
11. To improve the state care system, it is imperative to establish a structured process for supporting the transition of children out of children's homes. Adequate protection and support must be provided to victims of racism, discrimination, and human rights abuses. Effective communication channels between authorities, law enforcement agencies, and the Sinti and Roma communities need to be developed. Furthermore, a more efficient reporting system involving input from social actors and representatives from the Sinti and Roma should be implemented.
12. Existing legal and political mechanisms should be utilised to ensure that all Sinti and Roma people in Europe have equal access to high-quality education. It is crucial for EU and CoE Member States to uphold inclusive education standards, allocate adequate funding, and make use of available resources to integrate Sinti and Romani history, arts, and culture into the educational curricula of every European Member State, particularly in Germany. Additionally, there should be efforts to promote the inclusion of the Romani language in schools, along with the development of educational materials and resources for its teaching and preservation.

13. The implementation of professional training and education programs aimed at addressing and combating anti-racism and antigypsyism in all European Member States is essential. It is crucial to ensure that all Sinti and Roma pupils have access to high-quality education, a fundamental right that must be upheld. The National Strategy for Roma inclusion must be implemented, with a specific focus on addressing educational, housing, healthcare, and employment needs, while also working to combat racism and promote reconciliation through Truth and Reconciliation Processes. It is essential to create additional educational resources that aim to spread accurate information about the history, memories, and culture of Sinti and Romani people.
14. Dedicated, secure, and sustained funding must be designated explicitly for independent and academic research on antigypsyism. This funding should prioritize initiatives that gather data on discrimination and promote awareness. The active involvement and leadership of Romani scholars in research initiatives must be supported; their perspectives and insights are invaluable in designing effective transitional justice tools and ensuring the relevance and accuracy of findings.
15. Protocols should be established for systematically collecting testimonies and first-hand accounts from Roma Holocaust victims, survivors, witnesses, and their families. Full access to archival documents, including official records and previously restricted materials must be facilitated as essential towards understanding the context and scope of antigypsyism.
16. Awareness raising and educational programs should be initiated to combat stereotypes, racism, and human rights violations, aimed at addressing the structural manifestations of antigypsyism. Such programs would help ensure that transitional justice tools are grounded in solid research and effectively address the challenges posed by antigypsyism.
17. Adequate resources must be dedicated to support the academic advancement of Sinti and Romani children. This includes implementing measures to prevent discrimination and segregation. Financial support should be provided to establish research centres dedicated to Critical Romani and Advanced Antigypsyism Studies and to develop dedicated departments within prominent European universities. It is also crucial to advocate for revisions to school curricula that incorporate the history of Sinti and Roma people into the broader context of European history. Additionally, creating international platforms for Sinti and Romani education to facilitate the exchange of experiences and knowledge production is essential. Finally, initiatives aimed at enhancing

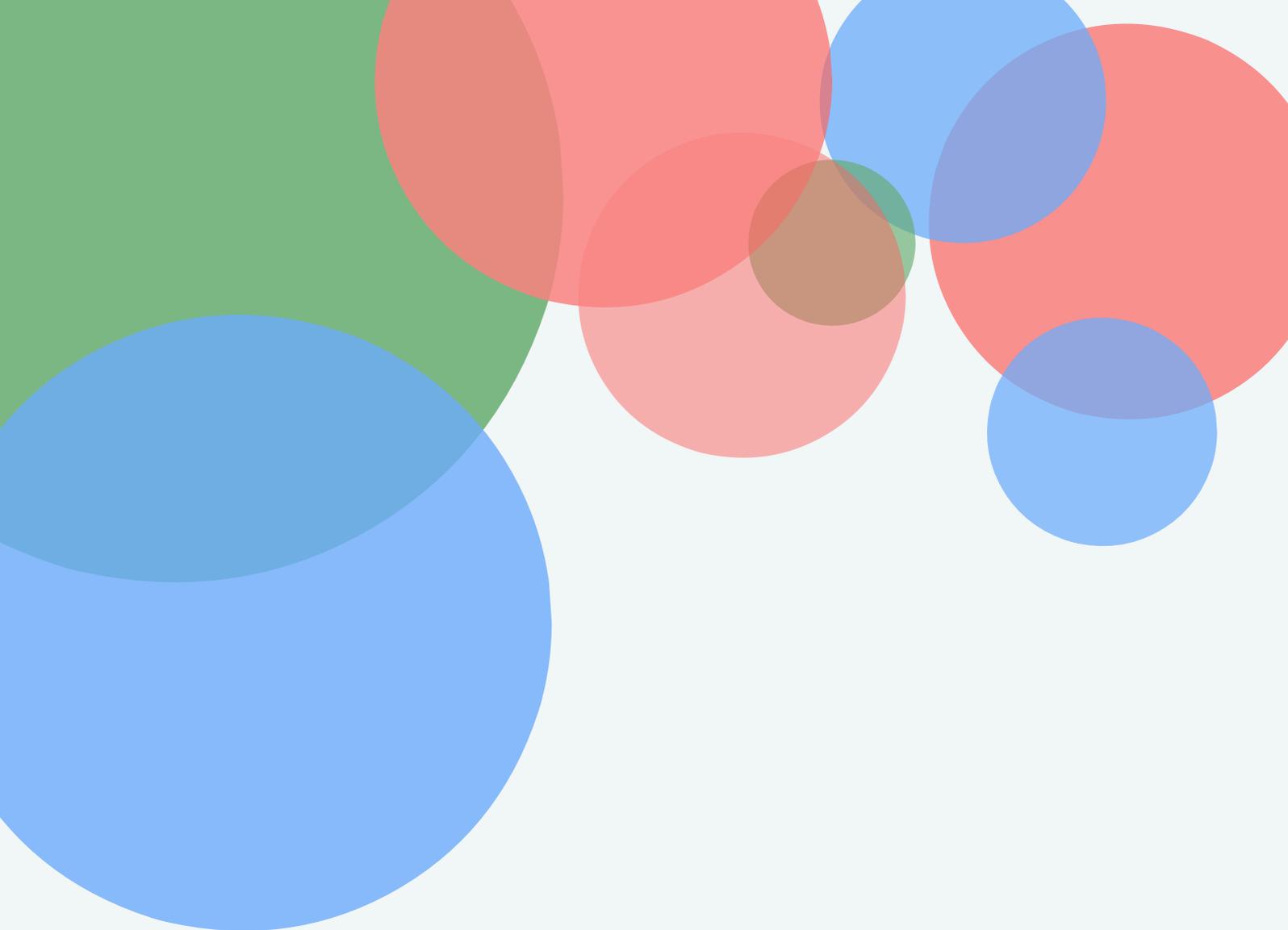
education about the Holocaust through historical teaching and the preservation of memories should be developed.

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Reclaiming Our Past, Rebuilding Our Future:
New Approaches to Fighting Antigypsyism
