

GERMANY

Country Fiche

Assessment of the progress in the NRSF implementation
between 1 June 2023 and 30 March 2025

APPROACH OF THE NATIONAL ROMA STRATEGIC FRAMEWORK (NRSF)	Germany established the national strategy “Combat antigypsyism, secure participation” as its NRSF in 2022. The strategy intends to combine integration politics and specific measures with a more integrated approach towards ensuring participation. CSOs have long criticised the lack of measures in the strategy that are specifically targeting the situation of Sinti and Roma. Rather, countless measures are listed, e. g. to reduce poverty, improve access to housing and healthcare and to combat racism, that Sinti and Roma could theoretically access and profit from. Most of the described measures are at best governmental declarations of intent, containing no specific goals or success indicators.
ESTIMATED ROMA POPULATION	n/a ¹
National Roma Contact Point (NRCP)	Federal Ministry for Education, Family Affairs, Senior Citizens, Women and Youth.

HORIZONTAL OBJECTIVES

1. FIGHT AND PREVENT ANTIGYPSYISM AND DISCRIMINATION

PROGRESS MADE	AREAS FOR IMPROVEMENT
<ul style="list-style-type: none"> On 13 December 2023 parliament passed a resolution, demanding twenty-seven concrete measures of the government to address antigypsyism and the often discriminatory situation of Sinti and Roma in Germany. Measures include a strengthening of commemoration, antigypsyism research and better access to higher education.² As a result of this, a Standing Commission of the Federal State and the regions (Länder) has been established, meeting 	<ul style="list-style-type: none"> Antigypsyism remains a common experience for members of the community in almost all areas of life.⁴ The NRSF does not include specific measures aimed at fighting and preventing antigypsyism and discrimination. No targeted actions addressing the systemic exclusion of Sinti and Roma communities have been implemented. Most demands of the parliament’s resolution have not been addressed yet. By the end of the reporting period, it remained unclear whether a Commissioner against

¹ There is no census data on ethnicity in Germany in general for historical reasons. Most CSOs are extraordinarily sceptical about any attempts to quantify the Sinti and Roma population. The most recent CoE estimate in 2012 mentions a population of 105,000, however, it is unclear what the basis for this assumption is.

² Available at: <https://zentralrat.sintiundroma.de/wp-content/uploads/2023/12/entschliessungsantrag-verabschiedet.pdf>

⁴ For a comprehensive overview beyond the Roma Civil Monitor see the report by the first Federal Commissioner against Antigypsyism and for the Life of Sinti and Roma in Germany, published March 21, 2025. Available at: <https://dsrserver.bundestag.de/btd/20/151/2015140.pdf>

<p>twice a year to discuss pressing issues and address strategic questions.</p> <ul style="list-style-type: none"> • The Reporting and Information Office on Antigypsyism (MIA) has published two reports on antigypsyist incidents in Germany and a special report on antigypsyism against Ukrainian Roma, shedding light on the scale of the problem.³ • The Central Council of German Sinti and Roma and the Conference of Education Ministers joined forces in developing recommendations to target and decrease antigypsyism in schools. • The Federal Antidiscrimination Agency (FADA) coordinated a consultation process with NGOs about the possibility of data collection on antigypsyist discrimination, taking the fears of especially German Sinti and Roma about misuse very seriously and promised the development of quality standards. • The Educational Forum Against Antigypsyism has developed a cooperation with the Federal Criminal Police, offering regular trainings about antigypsyism, which is seen as an important trust-building measure. • A large delegation of German MPs and politicians participated in the events of the European Holocaust Memorial Day for Sinti and Roma on 2 August, raising awareness of the persecution of Sinti and Roma during National Socialism and pledging to combat antigypsyism in the present. 	<p>Antigypsyism and for the Life of Sinti and Roma, who should be a driving force in the implementation of the demands, would be appointed by the new coalition government. This issue has been solved since.</p> <ul style="list-style-type: none"> • Funding of MIA was under threat for 2025, with the 2025 budget law only assigning 25,000 EUR as annual budget, which would have inevitably led to the closing of MIA. The project has been saved for 2025; however, funding remains uncertain after the end of the year.
<h2>2. REDUCE POVERTY AND SOCIAL EXCLUSION</h2>	
<p>PROGRESS MADE</p> <ul style="list-style-type: none"> • No specific measures targeting the Sinti and Roma communities have been developed or implemented. Due to historical reasons, no ethnical data is collected by the Federal state, which is strongly supported by the communities and CSOs, making it difficult to estimate the overall scale of the issue. 	<p>AREAS FOR IMPROVEMENT</p> <ul style="list-style-type: none"> • Institutional antigypsyism continues to be a blatant problem. It does exist in unemployment offices, youth welfare offices, immigration authorities, municipal administrations and the education sector. Disadvantaged Sinti and Roma face discrimination when they have to access to

³ The Reports are accessible via the Office's website: 2022 annual report, 2023 annual report, special report on antigypsyism against Ukrainian Roma. Available at: <https://www.antiziganismus-melden.de/wp-content/uploads/2023/09/MIA-JB-2022-Internet.pdf>; <https://www.antiziganismus-melden.de/wp-content/uploads/2024/06/MIA-JB-2023-Internet.pdf>; https://www.antiziganismus-melden.de/wp-content/uploads/2024/04/Ukrainebericht_internet-15.4.pdf

<ul style="list-style-type: none"> • Broader academic research allows to draw some conclusions about prejudices towards Sinti and Roma that can be seen as an indicator for social exclusion. The Leipziger Autoritarismusstudie 2024 shows that antigypsyist resentments have slightly decreased in the former GDR in the last few years and significantly increased in Western Germany. On a 10-year scale, it becomes apparent that most antigypsyist attitudes have significantly decreased (by up to 10 percent).⁵ 	<p>social support because they are unemployed, or they have to apply for top-up benefits.⁶</p> <ul style="list-style-type: none"> • Legislation and mechanisms should be implemented for conferring Sinti and Roma to encounter institutional discrimination. Independent complaining offices should be set up in public institutions. A reform of the General Equal Treatment Act (AGG) is necessary as complaints cannot currently be filed against anyone acting in an official capacity in the state sphere (except for Berlin).
<h3>3. PROMOTE PARTICIPATION THROUGH EMPOWERMENT, COOPERATION AND TRUST</h3>	
<h4>CONTEXT</h4> <ul style="list-style-type: none"> • There are approximately 120 Sinti and Roma NGOs active in Germany. Some, like the Central Council as an umbrella organisation, have a decades-long civil rights history. The Federal Union of Sinti and Roma aims to establish itself as another umbrella organisation. Only the Central Council and the Documentation and Cultural Centre of Sinti and Roma receive institutional funding, meaning that their budget is secure. Most other organisations receive no or limited federal funding, some are supported by regional or municipal governments or EU funding. This funding is mostly project based. • Several regional states have treaties, mostly with members of the Central Council, where the regional governments commit themselves to supporting the NGOs and the Sinti and Roma communities in general, through adequate funding, educational measures and protection guarantees • The Advisory Committee on Issues of the Sinti and Roma in the Ministry of the Interior holds annual meetings with representatives of three umbrella 	<h4>AREAS FOR IMPROVEMENT</h4> <ul style="list-style-type: none"> • CSOs often face limited capacity and resources, which restricts their ability to effectively engage in policymaking and advocacy.⁷ To ensure that policies and measures are responsive to the needs of the communities, it is essential to actively involve their NGOs in the development, implementation, and eventual monitoring of these processes. They did not participate in the development of the NRSF or see their expertise requested in the development of policies in any significant manner. • The 2023 parliamentary resolution resolutely demanded the establishment of a commission on the Second Persecution of Sinti and Roma after 1945. The process has been stagnant since the collapse of the German government in November 2024. Up to this point a systematic consultation of the communities' requirements had not happened either.

⁵ C. f. Oliver Decker, Johannes Kiess, Ayline Heller, Elmar Brähler (Hg.), Vereint im Ressentiment, Gießen 2024, pp. 67 f. Available at: <https://www.boell.de/sites/default/files/2024-11/leipziger-autoritarismus-studie-2024-vereint-im-ressentiment-autoritaere-dynamiken-und-rechtsextreme-einstellungen.pdf>

⁶ C. f. e. g. MIA annual report 2023, pp. 15 f.

⁷ A thorough analysis of this problem is provided by Hajdi Barz at al, Studie zum Empowerment von Sinti*ze und Rom*nja, Mittweida 2020, pp. 157-166. The case study was funded by the Germany Ministry of the Interior. Available at: https://www.bmi.bund.de/SharedDocs/downloads/DE/veroeffentlichungen/themen/heimat-integration/antiziganismus/barz-kaya-horvath.pdf?__blob=publicationFile&v=2

<p>organisation (Central Council, Federal Union, Sinti Alliance) as well as members of the parliament factions, regional governments and ministerial bureaucrats. The Federal Commissioner for National Minorities is the Chairperson of the Committee. The participation of NGOs in the meetings of the new Standing Committee is intended. Regulations on the working methods of the Committee have not been passed yet.</p> <ul style="list-style-type: none"> The Central Council is regularly asked to comment of legislative initiatives during the mandatory hearing of associations by various federal ministries. <p>PROGRESS MADE</p> <ul style="list-style-type: none"> In 2023 and 2024, then Federal Commissioner against Antigypsyism, Mehmet Daimagüler, hosted the “Forum Sinti and Roma”, inviting dozens of Roma and pro-Roma NGOs, community representatives and political figures the Ministry of Culture to discuss areas for improvement in the participation of communities. 	
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SECTORAL OBJECTIVES	
4. INCREASE EFFECTIVE EQUAL ACCESS TO QUALITY INCLUSIVE MAINSTREAM EDUCATION	
<p>PROGRESS MADE</p> <ul style="list-style-type: none"> After the passing of a joint statement by Central Council and the Conference of Education Ministers on teaching the history of Sinti and Roma in 2022, a further set of recommendations on tackling antigypsyism in school has been published in February 2025.⁸ Several regional and local Sinti and Roma associations have school mediation programmes⁹ where they support families in getting better access to education and try to 	<p>AREAS FOR IMPROVEMENT</p> <ul style="list-style-type: none"> The German government includes no reference in the NRSF to the structural, institutional and direct discrimination that Sinti and Roma children are facing in the education system. Sinti and Roma face every day antigypsyism at school, from teachers, other school personnel, classmates and school authorities as the recent study by MIA shows. Discrimination of members of the minority remains and everyday phenomenon during the reporting period,

⁸ The recommendations are fully accessible online via the Conference of Education Ministers’ website. Available at: <https://www.kmk.org/presse/pressearchiv/mitteilung/gemeinsame-empfehlung-zum-umgang-mit-antiziganismus-in-der-schule-zentralrat-deutscher-sinti-und-roma-und-bildungsministerkonferenz-einig-unverzichtbarer-teil-der-lehrplaene.html>

⁹ C. f. MIA, Antigypsyism in the Education System, Berlin 2025, pp. 39 f., Available at: https://www.antiziganismus-melden.de/wp-content/uploads/2025/03/MIA_Schule_Internet.pdf

<p>intervene in inner school conflicts, which can be seen as a success, e. g. in Lower Saxony and Hamburg. The establishment of similar programmes across all regional states could prove pivotal in improving access.</p> <ul style="list-style-type: none"> Several municipalities (such as Berlin or Munich) developed programmes aiming to counter discrimination in schools by setting up independent offices for complaints. 	<p>with 484 cases recorded in 2022 and 2023.¹⁰ There are no specific measures to prevent and counter antigypsyism at school.</p> <ul style="list-style-type: none"> School segregation remains a pressing issue. Sinti and Roma children are forced to attend Special Schools on a regular basis, despite showing no signs of special needs.¹¹ The regional states must examine the criteria according to which Sinti and Roma children are placed in such schools. Organisations of Sinti and Roma and anti-discrimination offices should be involved in these criteria evaluation and in the decision procedures of placement of Sinti and Roma children in special schools. Children of Ukrainian Roma refugees or immigrants from Romania, Bulgaria and the so-called Western Balkans are routinely segregated, being placed in “Welcome classes”, where they are experiencing worse learning conditions and treatment by staff.¹²
5. INCREASE EFFECTIVE EQUAL ACCESS TO QUALITY AND SUSTAINABLE EMPLOYMENT	
<p>PROGRESS MADE</p> <ul style="list-style-type: none"> Some FEAD-funded programmes address the issue of labour-market integration especially for migrated Roma, trying to support them in contact with social services, vocational training and other fields.¹³ A low number of communal/ municipal social service agencies have sought trainings by Sinti and Roma/ pro-minority NGOs to prevent antigypsyist incidents and improve their support capacities.¹⁴ These are individual initiatives that do not stem from an NRSF programme. 	<p>AREAS FOR IMPROVEMENT</p> <ul style="list-style-type: none"> The NRSF remains highly vague on this issue and makes no reference to the specific situation of disadvantaged Sinti and Roma and never mentions specific goals to overcome the current situation. Antigypsyism as the main hindrance of long-term integration into the labour-market¹⁵ is not addressed. Only people with a “migration or refugee background” are addressed in the NRSF, which on the one hand denies the specificity of the issue of antigypsyism and on the

¹⁰ Ibid.

¹¹ Ibid, especially pp. 17 and 36.

¹² Ibid, pp. 19 and 35-39.

¹³ C. f. information provided by the Federal Ministry of Labour and Social Affairs. Available at:

https://www.bmas.de/SiteGlobals/Forms/Suche/Ehap-Projekte_Suche_Formular.html?cl2Categories_Handlungsschwerpunkt=1&path=%2Fbmas2020%2FDE%2FEuropa-und-die-Welt%2FEuropaeische-Fonds%2FEuropaeischer-Hilfsfonds%2FEHAP-Projekte%2FProjekte*

¹⁴ E. g. the trainings by RomaTrial in Berlin (<https://www.berlin.de/politische-bildung/veranstaltungen/veranstaltungen-der-berliner-landeszentrale/antiziganismus-1478701.php>) and MIA (<https://www.antiziganismus-melden.de/bildung/sensibilisierungsangebote/>) with job centers across Germany.

¹⁵ C. f. State Office for Political Education Baden-Württemberg, Social Situation of Sinti and Roma. Available at: <https://osteuropa.lpb-bw.de/sinti-roma-soz-situation>

	<p>other hand excludes German Sinti and Roma.</p> <ul style="list-style-type: none"> • Institutional antigypsyism is widespread in social services/ social security administrations, leading to exclusion of Roma immigrants from guaranteed services or at the very least a disproportionate scrutiny on applications.¹⁶ • The NRSF emphasises that disadvantaged Sinti and Roma have (equal) access to all programmes. However, there are no low-threshold participation requirements. Programmes to strengthen equal treatment, to promote integration into the labour market and to support professional recognition, as mentioned in the NRSF, should in future be geared more towards the needs of foreign Roma and antigypsyism should be recognised as the main cause of their migration.
6. IMPROVE ROMA HEALTH AND EFFECTIVE EQUAL ACCESS TO QUALITY HEALTHCARE AND SOCIAL SERVICES	
PROGRESS MADE <ul style="list-style-type: none"> • The NRSF does not contain any targeted measures addressing the specific needs of the Sinti and Roma communities and there is no ethnicity-based data available on the healthcare system in Germany. • Clearing Centres were established in several regions for people without health insurance (that is theoretically mandatory in Germany since 2007), tasked with clarifying the conditions for individual access and examining whether emergency medical treatment costs are covered.¹⁷ Sinti and Roma are among the groups that profit from 	AREAS FOR IMPROVEMENT <ul style="list-style-type: none"> • Despite the lack of data, counselling centres estimate that the proportion of disadvantaged EU citizens, Roma among them, facing difficulties by accessing to health care is very high.¹⁸ According to CSOs like Amaro Foro, no progress has been made in improving the access of migrant Roma to quality healthcare and social services in the past 10 years.¹⁹ • Access to health care for EU immigrants remains a major challenge as they are excluded from all social services for three months if they do not have employment. The NRSF's claim that EU citizens residing

¹⁶ C. f. MIA annual report 2023, p. 9 and for a comprehensive overview with a specific focus on Berlin Documentation Point Antigypsyism (DOSTA), Incidents 2023, pp. 13-17. Accessible online. Available at: https://amarofo.de/wp-content/uploads/2024/10/Amaro_Foro_Dokumentation_Screen_10-Jare-DOSTA.pdf

¹⁷ Nationale Strategie „Antiziganismus bekämpfen, Teilhabe sichern!“ zur Umsetzung der EU-Roma-Strategie 2030 in Deutschland, p. 65. Accessible online through the Ministry of the Interior. Available at: https://www.bmi.bund.de/SharedDocs/downloads/DE/veroeffentlichungen/themen/heimat-integration/minderheiten/eu-roma-strategie-2030.pdf?__blob=publicationFile&v=7

¹⁸ German Association of Free Welfare Organisations [Bundesarbeitsgemeinschaft der Freien Wohlfahrtspflege – BAGFW]. (2022). *Zugang zum Gesundheitssystem für Menschen mit Migrations- und Fluchtgeschichte* [Access to the Healthcare System for People with a Migration and Refugee Background]. Available at: https://www.bagfw.de/fileadmin/user_upload/Veroeffentlichungen/Publikationen/Zugang_Gesundheitssystem_2022_bf.pdf

¹⁹ C. f. DOSTA, Incidents 2023, p. 26.

<p>the concept. It is a measure not mentioned in the NRSF.</p>	<p>in Germany under the right to freedom of movement have ‘extensive possibilities’ to ‘obtain cover in the event of illness’ fails to recognise the fact that social security is difficult to achieve and that authorities try to effectively undermine access in an attempt to prevent further migration.</p> <ul style="list-style-type: none"> Challenges for German Sinti and Roma differ, as they are predominantly affected by discrimination and antigypsyism within the health sector, e. g. the denial of medical appointments.²⁰ Lack of access to adequate housing and segregation in areas with worse environmental conditions affect the general health negatively in many cases (see next section).²¹
7. INCREASE EFFECTIVE EQUAL ACCESS TO ADEQUATE DESEGREGATED HOUSING AND ESSENTIAL SERVICES	
<p>PROGRESS MADE</p> <ul style="list-style-type: none"> On a municipal level, negotiations with the local administration about improving the housing conditions in segregated Sinti settlements have slowly progressed, however, housing remains a central issue for Sinti and Roma in Germany. No targeted policies or measures have been implemented in the last two years to combat direct and structural antigypsyism in housing. 	<p>AREAS FOR IMPROVEMENT</p> <ul style="list-style-type: none"> The 2023 Fundamental Rights Report²² provides information that Sinti and Roma are often excluded from housing opportunities because of their ethnic background. Landlords and real estate agents frequently reject applications once they learn that the applicants belong to this minority. The housing crisis continues to worsen, disproportionately affecting disadvantaged Sinti and Roma. In major cities, where the rental market is especially strained, Roma families struggle to secure housing due to systemic discrimination.²³ The intense competition for rental units, coupled with loopholes that allow landlords to increase rents, creates additional challenges for these groups. With migration driving demand and regulatory gaps persisting, minorities often face discrimination, informal rental agreements, or are pushed into precarious housing situations.

²⁰ C. f. MIA annual report 2023, p. 25.

²¹ Findings based on a focus group meeting and interviews about antigypsyism in the housing market in Germany conducted by MIA on June 25, 2025, with twelve Roma and pro-Roma CSOs

²² European Union Agency for Fundamental Rights (FRA) (2023) Fundamental Rights Report 2023: Roma equality and inclusion, p. 133. Available at: https://fra.europa.eu/sites/default/files/fra_uploads/fra-2023-fundamental-rights-report-2023_en_1.pdf

²³ Ibid. C. f. also Attia, I., Randjelovic, S., Ortega, J., & Gerstenberger, K. (2020). *Racism Experiences of Romani and Sinti People: Discrimination Against Sinti and Roma in the Housing Market*, p. 93. Alice Salomon University Berlin.

- In recent years, the issue of Schrottimmobilien (deprived housing) has disproportionately affected marginalised communities, particularly disadvantaged Sinti and Roma.²⁴ These properties are characterised by overcrowded, poorly maintained living conditions, which exacerbate the social exclusion of their inhabitants. These neglected properties are often bought during forced auctions by investors with no intention of renovation, but rather to exploit tenants, frequently marginalised communities such as disadvantaged Roma and Sinti, especially foreign Roma. In some regions, like Saxony, deprived housing is tied to exploitation of Roma as workers e. g. in the meatpacking industry. Employers also function as landlords, thereby connecting employment and housing, vastly increasing the risk of exploitation.
- EU immigrants and Roma refugees are regularly experiencing segregated accommodation from members of the majority population in worse conditions. Refugee camps are often located far away from local infrastructure and inhabitants face antigypsyism by authorities.²⁵
- Disadvantaged Roma people who have become homeless have to live either in overcrowded emergency accommodations, in poor hygienic conditions or in improvised shantytowns and tent settlements. The number of such dwellings is increasing in many German cities as homelessness increases in general.²⁶

²⁴ Ibid. C. f. also German Association of Cities (2024). *Wirksames Instrument Gegen Krumme Geschäfte Mit Schrottimmobilien* (Effective Instrument Against Shady Dealings with Junk Real Estates). Accessible online.

²⁵ Focus group meeting.

²⁶ Ibid. C. f. also Deutsche Welle. (2023). *Wealthy Germany Fails to Slash Homelessness*. Available at: <https://www.dw.com/en/germanys-government-fails-to-slash-growing-homelessness/a-67777139>

PARTNERSHIPS AND INSTITUTIONAL CAPACITY

No effective mechanisms have been established to ensure the meaningful involvement of Sinti and Roma in the implementation and monitoring of integration policies such as the NRSF, thereby limiting their capacity to participate in a substantive way.

Three Sinti and Roma CSOs (Central Council, Federal Union, Sinti Alliance) participate in the annual meetings of the Advisory Committee on Issues of Sinti and Roma at the Ministry of Interior, where they discuss said issues with representatives of the Parliament Factions, Länder governments and the Federal Commissioner for National Minorities. The newly established Standing Commission of the Federal State and the regions (Länder) will ensure the participation of four CSOs in the future, underlining its importance as a focal point of a political partnership with important CSOs.

Through the position of the Federal Commissioner against Antigypsyism the ability of CSOs to highlight their needs towards the government has massively improved, enabling them to strengthen their institutional capacity and influence. Similarly, the strengthening of the NRCP has enabled organisations like the MIA to establish regular communication with an important government agency, thereby improving the capacity to highlight important aspects in combatting antigypsyism. MIA works closely with several dozen CSOs to provide data on antigypsyism incidents. The Federal Criminal Police also documents antigypsyism hate crimes since 2017, however, CSOs are not involved in the data collection process.

PROMISING PRACTICES

MIA is unique in Europe, as is government-funded and tasked with monitoring, analysing and publishing antigypsyist incidents on an annual basis. During the reporting period, two annual reports have been published, documenting 621 incidents in 2022 and 1233 incidents in 2023. Moreover, a special report was published on antigypsyism against Ukrainian refugees.²⁷

The position of the Federal Commissioner against antigypsyism and for the Life of Sinti and Roma in Germany has an immense impact in addressing issues concerning Sinti and Roma within the federal government. The establishment of the Standing Commission has the potential to identify and target key areas of concern in a coordinated way, thereby examining ways to deliver meaningful change for marginalised Sinti and Roma.

The energy of more than 100 Sinti and Roma NGOs, who are active in grassroots-organising, incident-monitoring, education and everyday support despite precarious funding show the resilience of the communities as well as the willingness to participate in all areas of life.

Especially in the cultural sphere, many positive practices have to be highlighted as they promote awareness of the culture and history of Sinti and Roma. The Documentation and Cultural Centre of German Sinti and Roma in Heidelberg is home to an exhibition about the Holocaust since 1997, countless regional and local organisations have special exhibitions, organise Memorial Day events and educational meetups. This is supported by local administration, government and lawmakers in almost all cases, often with modest funding.

In the reporting period, the Documentation and Cultural Centre received funding by the Foundation “Remembrance, Responsibility and Future” to conduct the project “[The Forgotten Memory](#)”²⁸. It collected artifacts and testimonies of Holocaust survivors and the post-war generation, highlighting the continued struggle of German Sinti and Roma for recognition and equal rights after 1945, thereby playing a part in strengthening the collective memory of the minority and raising awareness about the long history and diverse culture in Germany. A first exhibition was presented in Heidelberg in the summer of 2024.

²⁷ See annotation 3.

²⁸ <https://sammlung.sintiundroma.de/>