

"Two Schools Under One Roof"

The Most Visible Example of Discrimination
in Education in Bosnia and Herzegovina



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November 2018

Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. [Education] shall promote understanding, tolerance and friendship among all nations, racial or religious groups, and shall further the activities of the United Nations for the maintenance of peace.

Universal Declaration of Human Rights

Contents

Executive Summary.....4

Chapter 1 – History of “two schools under one roof”7

Chapter 2 - Current situation and why it’s a problem 10

Chapter 3 - Trends 12

Chapter 4 - Why is it discrimination / segregation? 14

Chapter 5 – What have BiH’s Courts ruled? 18

Chapter 6 - What are the obstacles to solving the problem? 20

Chapter 7 - Way forward 22

Chapter 8 – Conclusion 26

APPENDIX..... 27

1. Zenica-Doboj Canton 28

2. Central Bosnia Canton 32

3. Herzegovina-Neretva Canton 40

List of all cases of “two schools under one roof”, including affected schools and their locations 46

Executive Summary

A core principle underlying the OSCE's Helsinki Final Act¹ is that there can be no real security without respect for human rights and fundamental freedoms. In Bosnia and Herzegovina (BiH) the right to education is being violated because of discrimination, which exists in schools in both entities. This report from the OSCE Mission to BiH ('the Mission') addresses the practice of 'two schools under one roof' in the Federation of BiH (FBiH) as the most visible (but by no means only) manifestation of discrimination in the education systems of the country.

The 1990s conflict on the territory of BiH resulted in vast displacement and ethnic homogenization in many areas. In an attempt to reverse this process and encourage the return of refugees and displaced persons, many instances of 'two schools under one roof' were established as temporary measures to address the post-war ethno-centric education system. What was meant as a temporary solution has unfortunately become permanent, despite the efforts of the international community to ensure its transition.

The characteristics of 'two schools under one roof' vary. What is common among them all is that they segregate children, and through this segregation teach them that there are inherent differences between them. In post-conflict BiH, this increases mistrust among members of different national groups, impedes reconciliation and is a long-term threat to stability, security and economic prosperity.

The practice of 'two schools under one roof' is a breach of international conventions as well as domestic legislation. Under 'two schools under one roof', pupils legally have the option to attend either of the two co-located schools, but the practical reality is that the school environments, including curricula, are welcoming to only one ethnic group. A domestic court has found the practice of two schools under one roof in Stolac and Čapljina as discriminatory, but the court's ruling has not been implemented to date.

The issue will continue to be difficult to resolve. Cantonal authorities, which hold the primary competencies over education (and other issues) in the FBiH, are not forced to respect the rule of law and be accountable for eliminating discrimination in education (as required of all education authorities in BiH), including ending the practice of 'two schools under one roof'. There is also a severe lack of political will due to broader political issues and self-interest, as well as concerns from the parents of children about preserving national identity. The Mission recognizes these concerns and proposes a constructive way forward that incorporates them. It should be emphasised that there is no question that children in BiH have the right to learn their mother tongue as a subject in school.

At present, the situation is not getting better. On the contrary, there was recently an attempt to establish another 'two schools under one roof' in Jajce, against the wishes of the students. There are also cases of mono-ethnic schools being established in ethnically mixed areas and students being bused to schools in areas where they are the ethnic majority. These measures will not help either the process of reconciliation or the preparation of young people to prosper in the 21st century.

¹ Organization for Security and Co-operation in Europe (OSCE), *Conference on Security and Co-operation in Europe (CSCE): Final Act of Helsinki*, 1 August 1975

This report aims to reiterate once again why the phenomenon of 'two schools under one roof' is discriminatory, to emphasise the damaging impact it has on children and BiH as a whole, to present current trends, and to remind competent domestic authorities of their obligation to eliminate this unacceptable practice.

This report includes recommendations to advance the vision of a peaceful, stable and multi-ethnic BiH. The objective is to allow all children in BiH to study in the school closest to them, in an inclusive environment which respects their national identity. The need to protect one's cultural identity is understandable and recognized as a fundamental right. However, as was noted in the BiH Report of the United Nations (UN) Human Rights Council Special Rapporteur, "the over-emphasising of cultural differences, including linguistic differences, is used to justify practices that enforce the segregation of students based on ethno-national affiliation."

This issue is only one of many challenges faced by the education system in BiH and therefore the problem of 'two schools under one roof' should not be seen in isolation. There are a number of other policies and practices in the education sector that are discriminatory and damaging to BiH's youth. 'Two schools under one roof' represents only a small portion of the total number of schools in the country. However, in the FBiH, this practice is the most symbolic and egregious manifestation of educational policies that deepen divisions. Hence it is the focus of the current report. The Mission will continue to draw attention to the other discriminatory policies and practices in the education system by publishing additional targeted reports over the coming period.

The OSCE Mission recommends the following steps to decisively advance toward ending the damaging practice of 'two schools under one roof':

Political Dialogue

- In recognition of the political nature of the issue, the Mission recommends that political leaders engage in intensive dialogue towards resolution, using this report as a basis for their discussions. Ideally, this would include a public pledge of commitment to end the damaging practice of 'two schools under one roof'. Outputs that would aid them in implementing this pledge would be the development of an Action Plan with clear milestones.

Administrative and Legal Unification

- Creating administratively and legally unified schools is a feasible and pragmatic step toward ending segregation. Administrative and legal unification protects expectations of national distinction while breaking down unnecessary, discriminatory barriers while improving financial and human resource management.

Increasing interaction between children

- The amount of exposure children have to each other should be maximised through the introduction of joint extracurricular activities, joint classes and other measures. In doing so, the artificial differences between children created by the school environment will be broken down.

Curricular reform

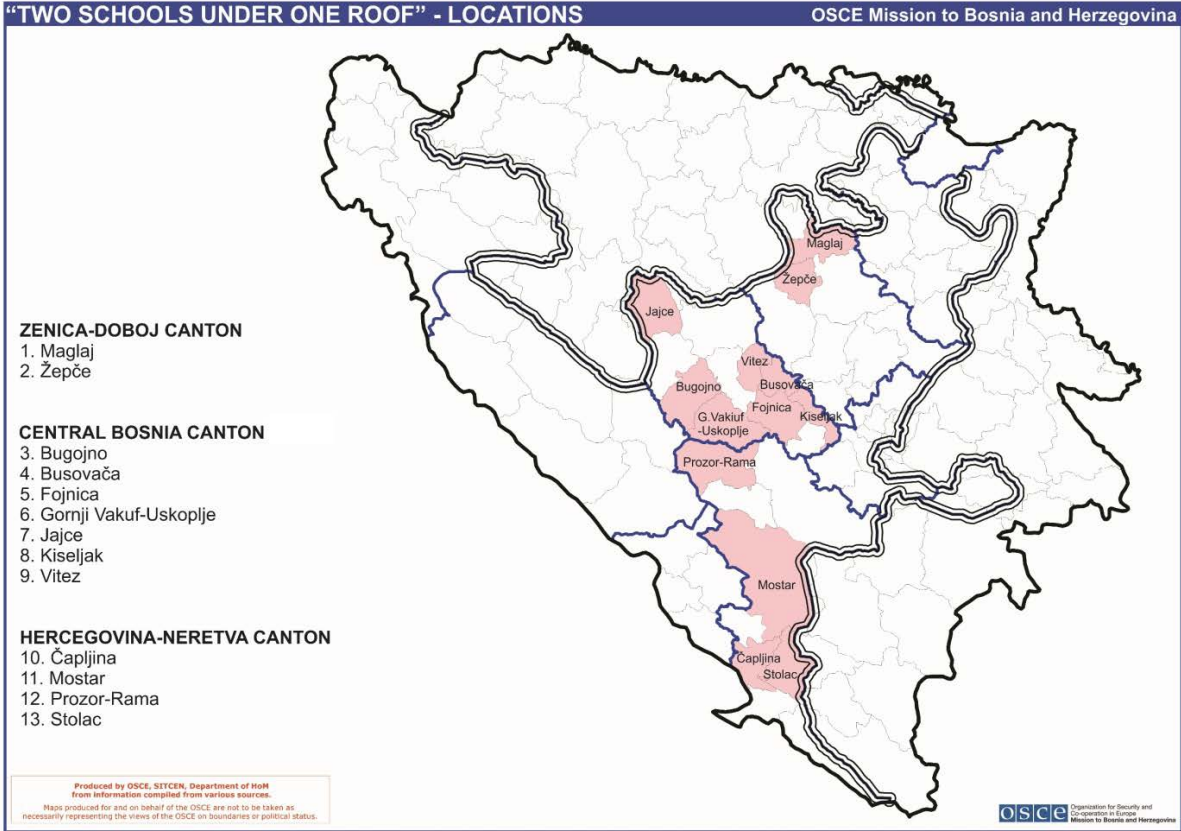
- Despite some progress in the immediate post-war period, out-of-date curricula and teaching materials that also contain ethnic and gender bias remain, impeding inclusivity and quality of education. Work on curricular reform, in particular through implementing enhanced BiH Common Core Curriculum based on Student Learning Outcomes, is a crucial step towards achieving inclusive schools.

Respect for court decisions

- The non-implementation of binding court decisions is a significant challenge. International and domestic actors should increase advocacy for implementation of decisions related to 'two schools under one roof' and steps should be taken to hold those obstructing implementation accountable.

Donor responsibility:

- Potential donors should avoid directing their funds and assistance to projects which would only benefit one ethnic group or support further division of students. Instead, they should actively support those schools and institutions which implement the recommendations of this report in good faith.



Chapter 1 – History of ‘two schools under one roof’

‘Two schools under one roof’ was established as a temporary measure to address the offensive post-war ethno-centric education system and encourage the return of refugees and displaced persons. This temporary measure has become permanent despite the efforts of the international community to ensure its transition. Some limited progress has been achieved, including through administrative and legal unification.

The conflict in BiH, which lasted from 1992-1995, resulted in an estimated 100,000 dead² and 2.2 million displaced.³ The mixed Croat and Bosniak cantons of Zenica-Doboj, Central Bosnia and Herzegovina-Neretva were all areas of intense fighting, which resulted in the substantial displacement of one of the two ethnic groups. After the war, these areas remained highly polarised, which impeded the return process. Serious obstacles remained even after property restitution and reconstruction were largely completed⁴, including access to social services and fears regarding security. Another major obstacle to the return process was the issue of education.⁵

In addition to a conflict’s direct impact on education through the destruction of schools and impeding access to education, education policies have often been used “to shape or reinforce social divisions, intolerance, and inequality or to eliminate spaces for the development of a critical citizenship”.⁶ During the conflict in BiH and its immediate aftermath, the influence of ethno-nationalist politics filtered down to schools. Authorities commonly re-named schools to honour persons or events from the conflict and displayed nationalist insignia or religious symbols. The teaching process was also conducted based on curricula and textbooks that were ethnically coloured, including the victimisation of one constituent people and the exclusion or even villainization of the other constituent peoples.

History books often demonstrated a tendency to interpret the relations between ethnic groups in BiH as irremediably conflicting and focusing only on wars as the most characterizing events in the region.⁷ This attitude has unfortunately not changed with time: while the need to protect one’s cultural identity is understandable and recognized as a fundamental right, in BiH identity politics has become a primary tool used by authorities to defend their interests against other communities, resulting in an education system that only serves to divide people.⁸ As early as

² ICTY Estimate: Zwierchowski, Jan & Tabeau, Ewa, *The 1992–95 War in Bosnia and Herzegovina: Census-based Multiple System Estimation of Casualties Undercount*, 2010

³ UN High Commissioner for Refugees (UNHCR), *Submission by the United Nations High Commissioner for Refugees For the Office of the High Commissioner for Human Rights' Compilation Report – Universal Periodic Review: Bosnia and Herzegovina*, March 2014

⁴ *Revised Strategy for the Implementation of Annex 7 of the Dayton Peace Agreement*, 2010, p. 26

⁵ Torsti, Pilvi, *Segregated Education and Texts: a Challenge to Peace in Bosnia and Herzegovina*, *International Journal on World Peace*, 2009

⁶ UNICEF/ICTJ, *Education and Transitional Justice – Opportunities and Challenges for Peacebuilding*, 2015, p. 4

⁷ Torsti, Pilvi, *Divergent Stories, Converging Attitudes: A Study in the Presence of History, History Textbooks and the Thinking of Youth in Post-War Bosnia and Herzegovina*, 2003

⁸ UNESCO IIEP, Clare Magill, *Education and Fragility in Bosnia and Herzegovina. Education in Emergencies and Reconstruction*, UNESCO IIEP, 2010

2001, the Organization for Economic Co-operation and Development pointed out that education in BiH had become “hostage to latent nationalism”.⁹

Large numbers of traumatized returnee parents refused to enrol their children in local schools. They understandably feared exposing them to a hostile environment, created by opposing narratives of victimhood and derogation of their ethnic identity. To avoid this while still ensuring they received an education, parents sent their children to *ad hoc* schools, often in inadequate private premises (houses, bars or restaurants), or bused their children to schools in neighbouring communities predominantly inhabited by members of their own ethnic group. For example in Usora, near Tešanj (Zenica-Doboj Canton), a “tent school” was built in the local school courtyard for Croat children. In these *ad hoc* schools, children received an education according to ethno-centric principles.

Responding to this unacceptable situation as well as returnee parents’ demands to enable their children to attend regular schools in their local communities, the international community, including the OSCE Mission to BiH, supported the development of several interim measures. Most prominent among those were the *2002 Interim Agreement on Accommodation of the Rights and Needs of Returnee Children* (Interim Agreement), which resulted in the enrolment of over 33,000 returnee children and the employment of 1,800 returnee teachers in its first year, while reducing the amount of inappropriate content in textbooks, and introducing the practice of ‘two schools under one roof’.

The practice of ‘two schools under one roof’ brought children of different ethnicities, who had previously studied separately, into a single building. This was a temporary solution implemented in an extremely sensitive post-war context and was considered only a first step toward full integration of schools. Full integration, however, has yet to be achieved for reasons outlined in Chapter 6 of this report.

One positive move forward over the years in some locations has been ‘administrative and legal unification’ of ‘two schools under one roof’. In practice, this means that previously separated (but physically co-located) schools become one legal entity, with one school name, one budget, one school board, one school director and one deputy (usually one Bosniak and the other Croat, who may rotate), one teacher council, one parent council and one student council, as well as the same administrative and support personnel. Schools which have been administratively and legally unified still face challenges, but the approach is positive and, with further work in other areas, could form the basis of a strategic approach to ending the practice of ‘two schools under one roof’. For example, the Mixed Secondary School ‘Žepče’ was formed in 2004, through the administrative and legal unification of *Srednja mješovita škola* and *Mješovita srednja škola*. While still offering the curriculum of Zenica-Doboj Canton in the Bosnian language and the curriculum of Herzegovina-Neretva Canton in the Croatian language, the school has a number of positive features. These include some teachers working in both schools, a common entrance, joint vocational extracurricular activities and a shared sports hall, library, dining area and teachers’ lounge. Moreover, the schools no longer operate at different times, allowing the children to interact.

⁹ Organisation for Economic Co-operation and Development, Centre for Co-operation with Non-Members, *Thematic Review of National Policies for Education – Bosnia and Herzegovina*, 27 September, 2001

Dayton Peace Agreement and the role of the international community in BiH

Contemporary approaches to post-conflict transition recognize that education is not only an individual human right but also an important aspect of reconciliation and transitional justice. Educational divisions within BiH can be partially attributed to the Dayton Peace Agreement's (DPA) omission of education as a specific area of attention. Education is mentioned only in Article 1 of Annex 6 of the DPA, which covers "Fundamental Rights and Freedoms" and is limited to an individual's right to education. As a result, there was a significant amount of discretionary authority towards the transitional aspects of education, without minimum standards or measures to prevent education from becoming a divisive tool.

Moreover, no international organization was mandated to supervise education reform in BiH. In the immediate aftermath of the conflict, the international community prioritized issues such as security, elections, property restitution, good governance and economic development with the 'soft' issue of education reform taking a back-seat. In 2002, in line with its mandate under the DPA and with the backing of the OSCE Permanent Council, the OSCE Mission to BiH began to co-ordinate the work of the international community in the education sector. At a November 2002 meeting of the Peace Implementation Council, the Ministers of Education jointly presented the BiH Education Reform Strategy, developed with the support of the Mission.¹⁰ The Strategy included a commitment by the entity and cantonal Ministers of Education to "put an end to segregation and discrimination through education".

'Two schools under one roof' is contrary to the principles of the Education Reform Strategy, but also to BiH's international commitments and domestic responsibilities in education. The Mission and the broader international community have consistently called for the ministers of education of Zenica-Doboj Canton, Central Bosnia Canton and Herzegovina-Neretva Canton to transition away from the practice. The Mission, along with other international partners, has proposed and advocated for the administrative and legal unification of 'two schools under one roof' and directly assisted in such unification of schools in Zenica-Doboj Canton¹¹ and the Mostar Gymnasium. However, on the whole, there has been only minimal success.

While the international community has been criticized for its lack of achievements on the issue of 'two schools under one roof', this report makes clear that sustainable progress is only possible through local recognition of the problem and ownership by BiH authorities of the way forward.

¹⁰ <https://www.osce.org/bih/58671>

¹¹ Primary School *Novi Šeher*, Maglaj, Primary School *Vareš*, Vareš, Mixed Secondary School *Žepče*, Žepče, Primary School *Kulin Ban*, Tešanj

Chapter 2 - Current situation and why it's a problem

The characteristics of 'two schools under one roof' vary. However, by segregating children, they all instil division and the notion of artificial differences. In post-conflict BiH, this fosters mistrust, impedes reconciliation and is a long-term threat to stability and economic prosperity. The current system is also economically inefficient, which impacts on the quality of teaching.

Characteristics of 'two schools under one roof'

BiH authorities have no agreed-upon definition of what constitutes the practice of 'two schools under one roof'. However, the visible manifestations of these schools are buildings, or networks of buildings, that in pre-war years housed a single primary or secondary school, but now house two. Children of the same age attending the same or similar programs in the same location are divided on the basis of ethnicity. In some cases, children use separate entrances, or attend the school in different shifts, or are divided from each other by physical or non-physical barriers.

Based on the criteria presented in the Appendix, this Report concludes that there are 56 schools (in 28 locations), including central and branch schools, affected by the phenomenon of 'two schools under one roof' (46 primary schools and 10 secondary schools).

Physical separation of students takes place in Central Bosnia Canton and Herzegovina-Neretva Canton. This happens:

- through complete division of the school building and different entrances, as with the mixed Secondary School *Gornji Vakuf* and the Secondary School *Uskoplje* in Gornji Vakuf-Uskoplje (see Appx. 2.1.8 and 3.1.6);
- through different shifts, as with the Secondary School *Mašinska i saobraćajna srednja škola* and the Secondary School *Srednja prometna škola* in Mostar (see Appx. 2.1.6 and 3.1.3-3.1.5); and
- through different buildings on the same school premises, as for example in Vitez where one school premises contains a main building and an annex, which use the Croatian and Bosnian language respectively (see Appx. 2.1.15 and 2.1.17)).

In only two cases are joint curricular or extracurricular activities organized between the schools (Appx. 3.1.1 and Appx. 2.1.6). Students of the other 52 'two schools under one roof' only engage in such activities if initiated by a third party, and these are usually of only limited duration.

In some cases, school names and environments are also inappropriate and not in line with the *Criteria for School Names, Symbols and Manifestations*¹², which negatively affects relationships between these schools, their students and staff. For example, Primary School *Lipanjске zore* in Višići (Čapljina Municipality) is named after a 1992 war operation in which Croatian Defense Council forces defeated Yugoslav National Army (JNA) forces. The school also celebrates the day of the victory (see Appx. 3.1.2 and 3.1.1).

¹² Developed in line with the *Interim Agreement* in 2004, by the Coordination Board for Monitoring the Implementation of the *Interim Agreement*, with the aim of enabling welcoming and inclusive school environments.

Threats to reconciliation and future stability

In spite of their differences, by segregating children all 'two schools under one roof' instil division, ethnic prejudice and a notion of artificial difference. In the post-war context of BiH, this impedes reconciliation and is extremely concerning for the country's future.

Education is a primary vehicle by which knowledge, including memories and legacies of conflict, cuts across generational boundaries. If not held in check, these memories and legacies can "potentially foster recurring cycles of hatred and violence".¹³ In 'two schools under one roof', children are taught, not in the least by their physical separation, that there is something different about their peers.¹⁴ These ethnic prejudices engrained at an early age are difficult to counter. As noted in other countries where students were divided along religious lines, segregation "emphasized differences and encouraged mutual ignorance and, perhaps more important, mutual suspicion".¹⁵ When compounded by what they hear or read in the media, on the streets or at home, they cannot help but grow to understand that the 'others' cannot be trusted.

Contrary to what education should do – "promote understanding, tolerance and friendship among all nations, racial or religious groups"¹⁶ – the practice of 'two schools under one roof' teaches children that there is one correct view, that of their own ethnic group, and that this is mutually exclusive from any other views, despite the fact that they are citizens of the same country. 'Two schools under one roof' should be seen as a direct threat to long-term stability in BiH.

Impact on teaching quality

This practice also negatively impacts on the quality of education children receive.¹⁷ While money is spent on perpetuating the 'two schools under one roof' system, it is not spent on improving school infrastructure, training teachers, improving teaching materials or conducting extracurricular activities. This compounds the existing inefficiencies in the BiH education sector. While the negative impact of 'two schools under one roof' on the financial sustainability of the BiH education system is minimal, the impact on the students in those schools is enormous.

In 2016, BiH spent 4.42 per cent of its GDP on public education¹⁸. Most of this was directed to salaries, with limited investment in school infrastructure, teacher training or the purchase of

¹³ UNICEF/ICTJ, *Education and Transitional Justice – Opportunities and Challenges for Peacebuilding*, 2015, p. 5

¹⁴ Torsti, Pilvi, *Segregated Education and Texts: a Challenge to Peace in Bosnia and Herzegovina*, International Journal on World Peace, 2009

¹⁵ UNICEF, *The Two Faces of Education in Ethnic Conflict – Towards a Peacebuilding Education for Children*, 2000

¹⁶ Article 26 of the *Universal Declaration of Human Rights*

¹⁷ Unfortunately, not many international tests have been conducted in BiH so far. While BiH awaits the results of the PISA test, which was conducted in May 2018, the only one available results are from the TIMSS (Trends in International Mathematics and Sciences Studies) from 2007, which underlined poor performances in mathematics and sciences for BiH students. (Source: Lejla Džanić, *Kvalitet i troškovi obrazovanja u BiH*, Školegijum, 2013).

¹⁸ The percentage includes also public higher education. Agency for Statistics of BiH, *Gross Domestic Product by Production, Income and Expenditure Approach 2016*, Sarajevo, 2018.

educational materials and equipment.¹⁹ The quality of education in BiH does not match the level of public resource expenditure. It is also worth noting that while the number of students in the country has decreased during the past decade, the total number of teachers continues to increase, prompting many questions regarding the efficiency of this spending.²⁰

It is an undeniable fact that parents want the best education possible for their children – and equally undeniable that the current system is failing to provide this. Based on the only available comparative assessment which was conducted in 2007²¹ and the absence of structural changes to the quality of education since, it is evident that BiH's education system is producing young people that are unprepared for an increasingly competitive and diverse modern world. While this is deeply unfortunate for the individual children themselves, when combined with other challenges in the education system, it also has wider implications for the development of the country. Simply put, the education BiH's children are receiving is inadequate to propel the country into the 21st century. While 'two schools under one roof' make up a relatively small portion of the total number of schools, they are highly representative of the inefficiencies in the education system of BiH.

Chapter 3 - Trends

The situation is not getting better. On the contrary, there have been attempts to establish more 'two schools under one roof' against the wishes of students. Additional mono-ethnic schools have also been established in mixed areas and some children are being transported to schools in areas where they are the ethnic majority. These measures will not help either the process of reconciliation or the preparation of young people to prosper in the 21st century

In spite of international community efforts, the practice of 'two schools under one roof' has transitioned from a temporary to a seemingly permanent state and there is evidence of additional backsliding in some areas.

Most recently, there was an attempt to establish a new 'two schools under one roof' in Jajce (Central Bosnia Canton). Two secondary schools in Jajce offer instruction using the Croatian language curriculum. Responding ostensibly to perceived discrimination against Bosniak children in Jajce secondary schools, in July 2016 the Central Bosnia Cantonal Assembly decided to found another secondary school. This school would have offered instruction using the Central Bosnia Canton curriculum in the Bosnian language and would have shared the school premises with the already existing secondary schools. This would have segregated children of different ethnicities and would have established the first new 'two schools under one roof' since 2002. A group of Bosniak and Croat students were brave enough to stand up and publicly condemn the decision, rejecting the views of politicians and demanding the right to continue studying together. The international community came out in support of their position. The students' perseverance and the moral authority with which they spoke drew a significant

¹⁹ USAID/BiH MEASURE-BiH, *Overview of Main Challenges in Primary and Secondary Education in BiH*, 2016

²⁰ CPU, *Analiza ključnih faktora i preporuke za povećanje efikasnosti osnovnog obrazovanja u BiH*, 2013

²¹ TIMSS (Trends in International Mathematics and Sciences Studies), 2007

amount of media attention and resulted in the authorities backing down. At present, the issue is off the table, though formally the decision of the Cantonal Assembly remains in place.

Further division of students is evident through the construction of new school buildings, leading to the establishment of mono-ethnic schools and complete segregation of students along ethnic lines. In 2009, an administratively unified 'two schools under one roof' in Tešanj ceased to teach two curricula due to the establishment of a new school in neighbouring Usora that exclusively uses the curriculum in Croatian language. Financial support from a foreign donor enabled its establishment and the bussing of Croat pupils from Tešanj meant that the administratively unified school became increasingly mono-ethnic.

A currently shared sports hall in Kiseljak is expected to be made mono-ethnic through the construction of an additional sports hall in 2019 meant only for Bosniak students. An administratively and legally unified school in Novi Šeher (Maglaj) could potentially become mono-ethnic through the construction of a new school in the nearby Municipality of Žepče, again financed by a foreign donor. Similarly, expansions and modernizations of portions of 'two schools under one roof', which are only used by one ethnic group, further entrench the divisions. An example of this occurred in Vitez in 2014 when an annex to the main school building was refurbished with the financial support of a foreign donor (see Appx. 2.1.17). While the intention to help students by constructing new facilities or refurbishing existing ones is positive, limiting that assistance to a single ethnic group is divisive and negative.

Creating mono-ethnic schools in multi-ethnic areas is not a solution. In fact, it is a step backwards, further segregating children along ethnic lines. The construction of new mono-ethnic schools or school facilities for students currently enrolled in 'two schools under one roof' only further perpetuates the problem of segregation and mono-perspective education. Transporting children of one ethnic group to another school within or outside their community also further embeds the "them" versus "us" understanding.

Chapter 4 - Why is it discrimination / segregation?

The practice of 'two schools under one roof' is in breach of international conventions as well as domestic legislation. Under 'two schools under one roof', pupils ostensibly have the option to attend either school, but the practical reality is that they attend the school dominated by their own constituent people because school environments, including curricula, are welcoming for only one ethnic group. Segregation can thus be associated with 'two schools under one roof' because segregation is an act of separating pupils based on different criteria, which conflicts with the basic principles of human rights and freedoms as well as with the reconciliation process.

International Legal Framework

The practice of 'two schools under one roof' is a clear case of discrimination and breaches international human rights conventions that BiH has ratified, including the following:

- **The Universal Declaration of Human Rights (UDHR)** declares that everyone has the right to education. In addition, it states that: *Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among all nations, racial or religious groups, and shall further the activities of the United Nations for the maintenance of peace.*
- **The International Covenant on Economic, Social and Cultural Rights (ICESCR)** recognises the right to education and declares that: *education shall be directed to the full development of the human personality and the sense of its dignity, and shall strengthen the respect for human rights and fundamental freedoms. (...) education shall enable all persons to participate effectively in a free society, promote understanding, tolerance and friendship among all nations and all racial, ethnic or religious groups (...).* In addition, the Covenant calls on State Parties: *to guarantee that the rights enunciated in the present Covenant will be exercised without discrimination of any kind as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.*
- **The Convention on the Rights of the Child (CRC)** recognises the right of each child to education and declares that education must be, among other, directed to: *(b) The development of respect for human rights and fundamental freedoms (...); (c) The development of respect for the child's parents, his or her own cultural identity, language and values, for the national values of the country in which the child is living, the country from which he or she may originate, and for civilizations different from his or her own; (d) The preparation of the child for responsible life in a free society, in the spirit of understanding, peace, tolerance, equality of sexes, and friendship among all peoples, ethnic, national and religious groups and persons of indigenous origin.*

- **The International Convention on the Elimination of All Forms of Racial Discrimination** (ICERD) obliges State Parties to “(...) *prohibit and to eliminate racial discrimination in all its forms and to guarantee the right of everyone, without distinction as to race, colour, or national or ethnic origin, to equality before the law (...)*”. The Convention also condemns racial segregation and apartheid and calls on State Parties to “*prevent, prohibit and eradicate all practices of this nature in territories under their jurisdiction*”, and not to “*permit public authorities or public institutions, national or local, to promote or incite racial discrimination*”. Furthermore, the Convention calls on State Parties to “(...) *adopt immediate and effective measures, particularly in the fields of teaching, education, culture and information, with a view to combating prejudices which lead to racial discrimination and to promoting understanding, tolerance and friendship among nations and racial or ethnical groups*”.
- **The Convention against Discrimination in Education** (CDE) confirms the commitments laid down in the UDHR, in particular with regard to education, and furthermore obliges State Parties to “(...) *abrogate any statutory provisions and any administrative instructions and to discontinue any administrative practices which involve discrimination in education*”.
- **The European Convention on Human Rights** (ECHR) and its protocols, which have direct application in BiH and supremacy over domestic legislation, proclaims that “*no person shall be denied the right to education*” and introduces a general prohibition of discrimination “*on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status*”.

Briefly put, access to any human right, including the right to education, must be established in conformity with the underlying principles of equality and non-discrimination. As described below, various international bodies have concluded that ‘two schools under one roof’ fails to achieve this.

Under ‘two schools under one roof’ any student of any background can legally enrol into either of the schools. In reality, there are numerous obstacles for students to attend a school which does not match their ethnic identity, including religious classes and symbols, school names, curricula and overall attitudes. This amounts to *de facto* segregation of same-age children of different constituent peoples into mono-ethnic classrooms within the same school premises.

International bodies have persistently called on authorities in BiH to end discrimination and segregation in education, including the practice of ‘two schools under one roof’.

- **The UN Committee on the Elimination of Racial Discrimination** stated in 2015 that it: "(...) remains concerned about the significant ethnic segregation within the educational system in the State party's entities, such as the practice of 'two schools under one roof', and reiterates its concern that segregated education in the territory of the State party perpetuates non-integration, mistrust and fear of the 'other' (...)." ²²
- **The UN Human Rights Council Special Rapporteur** in the field of cultural rights noted in 2014: "(...) The over-emphasizing of cultural differences, including linguistic differences, is used to justify practices that enforce the segregation of students based on ethno-national affiliation. The Special Rapporteur stresses that this is a serious misinterpretation of cultural rights, which must not be used under any circumstances to justify segregation policies." ²³
- **The UN Committee on the Rights of the Child** noted in 2012: "(...) Discrimination in the context of education continues to be prevalent, including with regard to the continued 'two schools under one roof' and mono-ethnic schools policy in the State party, where classes are separated on the basis of ethnicity, resulting in children attending only schools for their ethnic group; In accordance with article 2 of the Convention, the Committee urges the State party: [...] (b) To immediately end the segregation of children in schools on the basis of ethnicity by discontinuing the policy of 'two schools under one roof' and mono-ethnic schools, and in doing so ensure adequate support measures and properly trained education personnel to facilitate ethnic diversity and integration in schools." ²⁴
- **The Council of Europe** in its post-accession requirements, asks BiH "to maintain and continue reform in the field of education and to eliminate all aspects of segregation and discrimination based upon ethnic origin". ²⁵ In 2018, the **Parliamentary Assembly of the Council of Europe** called on BiH to "take as a matter of priority all necessary steps to implement their accession commitment to eliminate segregation and assimilation in education." ²⁶
- **The European Parliament** has repeatedly raised its concerns over discrimination and segregation in education and in 2017 stated that it: "(...) urges the adoption of concrete measures to improve the efficiency of the education system and to eliminate segregating practices, while guaranteeing the right to equal education opportunities in all official languages of BiH; (...) regrets the slow progress in addressing and resolving the issue of 'two schools under one roof', mono-ethnic schools and other forms of segregation and discrimination in schools." ²⁷

²² United Nations Committee on the Elimination of Racial Discrimination, *Concluding Observations on the Ninth to Eleventh Periodic Reports of Bosnia and Herzegovina*, 12 June 2015

²³ United Nations General Assembly: UN Human Rights Council, 3 March 2014

²⁴ United Nations Committee on the Rights of the Child, *Concluding Observations: Bosnia and Herzegovina*, 5 October 2012

²⁵ Council of Europe Parliamentary Assembly: Political Affairs Committee, *Bosnia and Herzegovina's Application for Membership of the Council of Europe*, 5 December 2001

²⁶ Council of Europe Parliamentary Assembly, *The Honouring of Obligations and Commitments by Bosnia and Herzegovina*, 24 January 2018

²⁷ European Parliament, *Resolution on the 2016 Commission Report on Bosnia and Herzegovina*, 15 February 2017

- **The Steering Board of the Peace Implementation Council (PIC SB)** in August 2017 called on BiH to *“Find durable solutions to overcome discriminatory practices in education, such as the ‘two schools under one roof’”*.²⁸ The PIC SB has also repeatedly stressed the importance of non-politicization, non-discrimination, non-segregation and inclusiveness of education to promote reconciliation, sustainable peace and economic development.²⁹

Domestic Legislation

The practice of ‘two schools under one roof’ also violates domestic legislation. There are explicit legal provisions, whether in state-level or lower-level laws, which prohibit discrimination and segregation as a form of discrimination.

- **The BiH Framework Law on Primary and Secondary Education** in Article 3 stipulates that one of the overarching objectives of education is: *“(…) c) promoting respect for human rights and fundamental liberties, and preparing each person for a life in a society which respects the principles of democracy and the rule of law; d) developing awareness of the belonging to the State of BiH, one’s own cultural identity, language and tradition, (...) learning about others and respecting the differences and cultivating mutual understanding, tolerance and solidarity among all humans, peoples and communities in BiH and in the world.”* The Law further prescribes that *“every child has the right to access and equal possibility to participate in an adequate educational process, without being discriminated against on any grounds”*.³⁰
- **The BiH Law on Prohibition of Discrimination in Article 2** gives a clear definition of discrimination: *“Discrimination, in terms of this Law, shall be every different treatment including every exclusion, limitation or preference based on real or assumed features towards any person or group of persons and those who are in family relationship or other type of relation on grounds of their race, skin colour, language, religion, ethnic affiliation, invalidity, age, national or social origin, connection to a national minority, political or any other persuasion, property, membership in trade union or any other association, education, social status and sex, sexual orientation, gender identity, sexual characteristics, sexual expression or sexual orientation, and every other circumstance with a purpose or a consequence to disable or endanger recognition, enjoyment or realization, of rights and freedoms in all areas of public life.”*

The same Law, in its Article 4, defines different forms of discrimination, including segregation. Segregation is defined as *“an act by which (a natural or legal) person separates other persons based on one of the grounds given in Article 2 of this Law”*.

²⁸ *Communique of the Steering Board of the Peace Implementation Council*, 12 August 2017

²⁹ *Communique of the Steering Board of the Peace Implementation Council*, December 2015, August 2016 and December 2016

³⁰ Articles 3 and 4, respectively, of the *Framework Law on Primary and Secondary Education in BiH* (BiH Official Gazette 18/03)

Chapter 5 – What have BiH's Courts ruled?

Two discrimination-related cases have been heard before the FBiH Supreme Court. In Mostar, the practice of 'two schools under one roof' was judged to be discriminatory. In Travnik, the Court ruled that the complainant failed to make it probable that children had been separated physically based on ethnicity, and provided insufficient evidence of discriminatory practices. What is important to highlight in the Travnik case is that the Court's ruling that the plaintiff *failed to make a prima facie case, or make it probable* that discrimination existed is not the same as concluding there was no discrimination.

In 2011, the legal aid organization *Vaša Prava BiH* submitted lawsuits to the municipal courts in Mostar and Travnik, claiming discrimination and segregation on ethnic grounds under the 'two schools under one roof' policy.

First, *Vaša Prava BiH* filed a suit before the Mostar Municipal Court regarding the primary schools in Stolac and Čapljina. The Mostar Municipal Court decided that organizing public schools on ethnic grounds and adopting and implementing curricula based on ethnic principles constituted discrimination by the defendants (Herzegovina-Neretva Canton MoE, Primary School *Stolac* and Primary School *Čapljina*). In June 2013, on appeal, the Mostar Cantonal Court annulled the first instance decision and dismissed the lawsuit as untimely. In August 2014, the FBiH Supreme Court, in a final and binding appeals decision, overturned this decision and found that the defendants had discriminated on ethnic grounds. Unfortunately, the FBiH Supreme Court's decision has not been implemented and no subsequent legal steps have been initiated to enforce its implementation.

Second, the case before the Travnik Municipal Court referred to the practice of 'two schools under one roof' throughout the entire Central Bosnia Canton (CBC). The defendant was the CBC Ministry of Education (MoE). The Travnik Municipal Court rejected the claim of discrimination as ungrounded, which was confirmed in December 2015 by the Cantonal Court in Novi Travnik. In October 2017, the FBiH Supreme Court confirmed the legal reasoning of the lower-level courts.

In its reasoning, the FBiH Supreme Court explained that the difference between the two cases stems from the fact that the case in Mostar referred to specific schools as well as the cantonal MoE, while in Travnik the case referred only to the CBC MoE, without specifying the schools. Further, the FBiH Supreme Court reasoned that in Travnik, *Vaša Prava* did not make a *prima facie* case that discrimination in the form of segregation existed in CBC while in Mostar they were able to prove that this occurred in the two mentioned schools.

The FBiH Supreme Court decision in the Travnik case raises several concerns:

- With the aim of strengthening the position of the plaintiff, i.e. the alleged victim, the *Law on Prohibition of Discrimination* (LPD) envisages the possibility of an intervention by a third party on the side of the plaintiff. However, in the case concerning CBC, primary and secondary school parent councils from across the canton were allowed to intervene on the side of the defendant, a decision which was opposed by the plaintiff, but the court ignored the objections and violated the provisions of the LPD.
- In spite of an abundance of evidence submitted by the plaintiff, including a number of reports from international organizations strongly condemning the practice of 'two schools under one roof', labelling it as segregation, the FBiH Supreme Court found that the plaintiff did not even satisfy the requirements of a *prima facie* case, which would have shifted the burden of proof to the defendant.
- Moreover, the court's acceptance of the defendant's reasoning that the right to education in one's mother tongue is in accordance with the *Convention on the Rights of the Child* raises serious questions, since the Committee of this Convention has directly condemned the discriminatory practice of 'two schools under one roof'. Furthermore, the *Convention on the Rights of the Child* does not provide for the general right to have one's mother tongue as the language of instruction.
- In its reasoning, the Travnik court utilized the *Convention against Discrimination in Education* to justify the existence of two curricula and the parents' right to choose schools/curricula for their children. Again, this reasoning is concerning because the exercise of rights should be balanced in order not to violate other rights.
- In other words, in the context of BiH with its three constituent peoples and parity between the three languages, the correct application of the *Convention against Discrimination in Education* implies that constituent peoples have the right to speak and use their own mother tongue during the entire teaching process, and at the same time, they have the right to learn their own mother tongue as a subject in public schools. The responsible authorities are obliged to ensure a balanced implementation of these rights. Such a balanced implementation would not involve organizing the entire teaching process in only one of the official languages. Therefore, this argument also does not justify the existence of 'two schools under one roof'.

Chapter 6 - What are the obstacles to solving the problem?

The issue of 'two schools under one roof' is extremely difficult to solve. There is a lack of adherence to judicial decisions and no sanctions for non-compliance. Cantonal authorities are not challenged to address the issue. There is little incentive or political will to find a solution.

Lack of political will and respect for the rule of law

In line with the DPA and the BiH Constitution, BiH's education system is highly fragmented, with 13 ministries dealing with education issues at the state, entity and cantonal levels as well as a department in the Brčko District. There is no state-level ministry for education; instead, the BiH Ministry of Civil Affairs has a rather weak co-ordinating function related to education. At the FBiH level, a ministry exists, but with the sole role of co-ordinating the cantons and has no executive or oversight powers. As such, the real power in education governance lies with the cantons, which have the legal obligation to eliminate discriminatory practices in education such as 'two schools under one roof'. The cantons are responsible for the implementation of court decisions, such as the above case concerning the Primary School *Stolac* and Primary School *Čapljina*. Unfortunately, there has been a lack of adherence to court decisions and the application of sanctions for non-compliance is weak.

The issue is obviously heavily politicized. As previously mentioned, during and immediately after the conflict, BiH's leaders leveraged identity politics for their own political gains. This practice continues today and is part of the broader divisive, ethno-nationalist politics in BiH. Unfortunately, the education system is an area of public administration where this approach to politics is most manifest. There is no incentive for leading politicians to alter their strategies, as compromise would be perceived by their electorates as weakening the protection of constituent peoples' interests and identity. In the immediate post-war period, it was understandable that parents wanted to avoid exposing their children to a hostile school environment. But after 23 years, these concerns are far less grounded in fact. The continued perpetuation of such fears is more a reflection of the success of the above-mentioned political strategy rather than an objective assessment of teaching environments.

The school system is also heavily politicized. The education sector is among the biggest employers in the country³¹ and political control over employment in schools provides a significant amount of socio-economic and political leverage in local communities. School directors across BiH are politically appointed and, as can be seen after local elections, there is substantial turnover in personnel when the balance of political power shifts. Against this backdrop, it is worth noting that the number of teachers is increasing while student numbers are down.³² The clear link between politics and employment in schools may be another reason why local authorities are reluctant to resolve the issue of 'two schools under one roof'.

³¹ According to the latest data provided by the BiH Agency for Statistics, in 2018 the number of persons employed in education in the country is 66,099, which is higher than the public health sector with 52,462. This is the largest area of public administration in the country. http://www.bhas.ba/saopstenja/2018/LAB_02_2018_03_0_BS.pdf

³² The number of primary school students from the 2006/2007 to 2017/2018 school years has decreased by 23.03%, while the number of secondary school students for the same period has decreased by 22.51%. At the same time, the number of primary school teachers from the 2006/2007 to 2017/2018 school years has increased by 6.32%, while the number of secondary school teachers for the same period has increased by 10.52%. Source: Agency for Statistics of Bosnia and Herzegovina; *Education Statistics, No. 1*; Sarajevo 23 July, 2008; *First Release, Demography and Social Statistics, Education Statistics, Primary Education in the School Year 2017/2018, No. 1*, Sarajevo 30 April 2018; *First Release, Demography and Social Statistics, Education Statistics, Secondary Education in the School Year 2017/2018, No. 1*, Sarajevo 30 April 2018

Language concerns

One of the major identity politics arguments BiH politicians use to maintain the status quo, and something which parents have come to believe, is that the potential resolution of the issue "could lead to a weakening of the ethno-national identity."³³ Language is a particularly important component of this strategy, with political leaders equating it with identity and asserting that each ethnic group has the right to be taught in their language, lest they lose this identity.

As specified above, this claim is not supported by domestic or international law. Each constituent people does have the right to use and name their own language.³⁴ However, constituent peoples have no right, under the DPA or anywhere else, to an entire teaching process in only one of the three official languages. The UN's Special Rapporteur in the field of cultural rights has stated that it is a misinterpretation of cultural rights of constituent peoples to overemphasize linguistic differences in order to enforce segregation of students based on ethno-national affiliation.³⁵

Moreover, a 2004 ruling of the FBiH Constitutional Court stated that "any other legal solution, e.g. a solution that would allow the possibility of teaching exclusively in Croatian or Bosnian or Serbian language, would represent a violation of the constitutional principle of equality of all official languages in the FBiH, and would lead to a violation of the vital national interest of other constituent peoples, i.e. peoples whose language would not be allowed in the teaching process in a school".³⁶

Thus, teaching exclusively in one of the official languages of BiH is not a reasonable and valid justification for the existence of the 'two schools under one roof' phenomenon or for the segregation of children.

³³ Azra Hromadžić, *Citizens of an Empty Nation, Youth and State-Making in Postwar Bosnia and Herzegovina*, p. 36

³⁴ Constitutional Court of BiH, U 7/15, May 2016

³⁵ A/HRC/25/49/Add.1, United Nations General Assembly: UN Human Rights Council, 3 March 2014

³⁶ FBiH Constitutional Court, November 2004.

Chapter 7 - Way forward

There are concrete steps which can be taken in order to end 'two schools under one roof' in BiH. On the path forward, respect for the principles and legal obligations derived from the 2004 FBiH Constitutional Court ruling can help to achieve an inclusive and non-discriminatory teaching process.

As highlighted in the previous chapter, there are many obstacles to ending the practice of 'two schools under one roof', including political obstruction and fears related to national identity. As such, a combination of approaches, implemented in parallel, must be taken in order to move forward.

It is ultimately up to BiH authorities to determine exactly how to end the practice of 'two schools under one roof', but they must do so as a matter of urgency. The OSCE Mission to BiH stands ready to support the shaping of the way forward and the implementation of agreed upon steps.

The alternative to 'two schools under one roof' is inclusive schools where children attend many classes together and, while linguistic and cultural differences are maintained, including through separate language and religion classes, children learn from curricula which promote tolerance and critical thinking and expose students to multiple perspectives. To advance decisively toward such inclusive schools, the Mission recommends the following:

1. Political dialogue
2. Administrative and legal unification of schools
3. Increasing interaction among children
4. Curricular reform
5. Respect for court decisions
6. Donor responsibility

These steps are not necessarily sequential and could be taken simultaneously by domestic authorities. Together these steps form a holistic solution to the issue of 'two schools under one roof'. Some of the recommendations would also have a positive impact on the wider education system in the country.

1. Political dialogue

In recognition of the political nature of the issue, the Mission recommends that political leaders engage in intensive dialogue towards resolution, using this report as a basis for their discussions. Ideally, this would include a public pledge of commitment to end the damaging practice of 'two schools under one roof'. Outputs that would aid them in implementing this pledge would be the development of an Action Plan with clear milestones. The Mission is willing to support this process through the provision of technical expertise and a facilitation role. The participation of a broad spectrum of stakeholders would be beneficial to the process and its outcomes.

2. Administrative and legal unification

The OSCE Mission to BiH has identified administrative and legal unification of schools as a feasible and pragmatic step towards ending segregation. Unified schools protect expectations of national distinction while breaking down discriminatory barriers. Through this change, children would have many more opportunities to interact, thus challenging the “them” versus “us” narrative. In addition, unified schools would also mean a more effective use of human and financial resources, allowing for savings to be redirected towards improving the quality of teaching, materials and facilities.

The Mission therefore recommends:

- Registration of schools as one legal body with a single school name or denomination (in Brčko, for instance, schools are only indicated by numbers);
- Appointment of one school director and a deputy (usually different constituent peoples, who may rotate);
- Appointment of a single, multi-ethnic school board;
- Establishment of joint administrative and support personnel, such as a secretaries and cleaning staff;
- Establishment of joint parent and student councils;
- Development of a joint budget; and
- Joint planning activities for the new school year involving the school director, deputy director and teachers.

3. Increasing interaction among children

Alongside the administrative and legal unification of schools, the Mission also recommends maximizing the amount of interaction between children, through:

- Ministries of Education:
 - i. giving visible and concrete support for joint extracurricular activities by issuing an official instruction on the mandatory allocation of time within annual school plans, providing sufficient resources, monitoring of schools’ progress and promoting positive examples;
 - ii. encouraging, approving, facilitating and promoting the introduction of joint classes.
- schools organizing joint extracurricular activities themselves, instead of relying on third parties such as civil society organizations, including by:
 - i. implementing non-sensitive activities, such as sports competitions, arts, drama clubs, field trips, after school activities; and
 - ii. developing specific activities to nourish an environment where all students have an opportunity to learn, understand and respect different cultural and religious backgrounds.

- schools introducing joint classes in certain subjects or inter-disciplinary annual projects,³⁷ involving:
 - i. identification of suitable subjects and projects (foreign languages, arts, IT, math, etc.) together with teachers, students and parent council;
 - ii. adaptation of curricula and teaching materials;
 - iii. co-ordinated timetabling and lesson planning; and
 - iv. professional development for teachers on the implementation of joint classes and projects.

The above recommendations require that:

- i. students play a key role in the conceptualization, development and implementation of these activities; and
- ii. school management communicates and upholds core values for all students and staff, including respect for diversity and the dignified treatment of all.

4. Curricular reform

Some positive steps were made in the immediate post-war period. However, out-of-date curricula and teaching materials containing ethnic bias remain, which impedes inclusivity and negatively impacts the quality of education. Today's classrooms hinder student achievements, suppress respect for diversity, and fail to foster innovation and collaboration among future generations of citizens and leaders. Curricular reform is a crucial step towards addressing these weaknesses.

Comprehensive implementation of the enhanced BiH Common Core Curriculum based on Student Learning Outcomes (CCC SLOs)³⁸, followed by the development of new textbooks and enhancement of teacher pre- and in-service education, would be major steps towards improving the education system in BiH. CCC SLOs shift the education paradigm from the rote memorization of facts to the development of 21st century competencies. The OSCE Mission to BiH and its international partners are currently supporting education authorities to embed CCC SLOs into their curricula. Implementation of CCC SLOs will ensure:

- mobility of students across the country;
- common learning outcomes;
- common student achievement standards;
- development of functional as opposed to theoretical knowledge; and
- competence-based learning and teaching, fostering critical thinking and multi-perspectivity.

³⁷ An example of such a practice is the teaching of Informatics for the firstgraders in the Mostar Gymnasium based on adapted curriculum (see Appx. 3.2.1) or joint classes in Sports in Čapljina (see Appx. 3.1.1)

³⁸ The BiH Common Core Curriculum was agreed upon and developed in 2003 with the aim to foster the feeling of belonging to BiH, good quality education, curricula harmonization and student mobility within BiH. It contains a list of common teaching topics and has been embedded in all curricula in use in BiH. The BiH Agency for Pre-Primary, Primary and Secondary Education, with support of the Mission and other international partners, enhanced the initial Common Core Curriculum by introducing the concept of student learning outcomes.

Addressing language concerns

Linguistic differences should not be overemphasized to segregate students based on ethno-national affiliation. It is entirely feasible for teaching to take place in one language, while fully respecting the others. In such a situation students would be guaranteed their right to study their mother tongue. Classes could also extend to encompass broader issues of culture and national identity.

The Brčko District provides a good example and a viable model for alleviating fears related to language in schools. Students there have the right to use their own language in the classroom, with the teacher responding in that language and noting any linguistic variants. For example, when explaining the word "history," the teacher would say that in Croatian it is "povijest", in Bosnian it is "istorija" and in Serbian, it is "istorija". In this way, children are exposed to the similarities, differences and nuances of one another's speech, and parents can be confident that their linguistic identity will not only be respected but also promoted. Importantly, this model is in line with the FBiH Constitutional Court ruling of November 2004.

The OSCE Mission to BiH recommends that education authorities:

- make comprehensive curricular changes to existing pre-university education while embedding the CCC SLOs into their official curricula;
- employ the Brčko District linguistic model when developing their own curricula for primary and secondary schools;
- improve and invest in pre- and in-service teacher training to efficiently carry out comprehensive curricular change, promote inclusivity and enable the simultaneous use of languages in the classroom.

5. Respect for court decisions

The non-implementation of binding court decisions is a significant challenge across BiH, but there are a number of possible ways forward in relation to 'two schools under one roof':

- interested and engaged actors across BiH should advocate for and support the implementation of relevant court decisions, possibly including through seeking remedies before the ECtHR;
- courts should give due consideration to recommendations of the Ombudsman Institution;
- the EU should continue to emphasize the non-implementation of court decisions when assessing adherence to the rule of law in relation to BiH's EU integration process;
- more generally, courts should ensure that specific officeholders are responsible for implementation of their decisions in accordance with a specific timeline; courts should also alert relevant prosecutor's offices of non-implementation, for which the latter should seek criminal sanctions in instances of non-compliance.

6. Donor responsibility

Potential donors should avoid directing their funds and assistance to projects which would only benefit one ethnic group or support further division of students (i.e. building new mono-ethnic schools). Instead, it is recommended that donors actively support those schools and institutions which implement the recommendations of this report in good faith.

Chapter 8 – Conclusion

Authorities in BiH must end the discriminatory and damaging practice of ‘two schools under one roof’ in order to ensure a stable and prosperous future for BiH and its citizens.

The segregation and discrimination that exists in ‘two schools under one roof’ is a violation of domestic and international legislation and is against EU recommendations³⁹. The new EU Strategy for the Western Balkans calls on all states to give priority to education, especially “in terms of fostering greater tolerance, promoting European values and strengthening the cohesion of society”.⁴⁰

The current education system is not only failing to achieve this but is, in fact, doing the opposite. ‘Two schools under one roof’ are producing generations of young people whose identities are founded upon the belief that differences between people are irreconcilable and that divisions in all spheres of life are thus justified, instead of learning about the benefits of living in a diverse society.

In 2019, the second generation of BiH students will have passed through the post-war education system, structured around and tainted by the legacy of the 1990s conflict. It is imperative this be the last. It is time that BiH’s political leaders address discrimination in schools and put the country’s children above their own narrow interests. In doing so, they will be making a decisive step towards a stable and prosperous future for BiH.

³⁹ EU Parliament resolution of 15 February 2017 on the 2016 Commission Report on BiH

⁴⁰ *A Credible Enlargement Perspective for and Enhanced EU Engagement with the Western Balkans*, EC, 6 February 2018.

APPENDIX

Overview of the practice of “Two Schools under One Roof”

The following pages contain an overview of all existing cases of the practice of “two schools under one roof”. Additionally, it includes cases of administratively and legally unified “two schools under one roof”, as well as other relevant cases of divided schools.

The cases are organized into three groups depending of their location (Zenica-Doboj Canton, Central Bosnia Canton, Herzegovina-Neretva Canton) and in subgroups depending on their status (i.e. “two schools under one roof”, administratively and legally unified, other).

The presentation of each individual case provides general information on the ongoing arrangements between schools within school premises, including any recent development or ongoing practice of interest to this Report. In addition, a brief timeline of the unification process is provided for cases of administrative and legally unified “two schools under one roof”.

The following overview is the result of the Mission’s continuous comprehensive monitoring in the field.

1. Zenica-Doboj Canton

In Zenica-Doboj Canton there are:

- two cases of “two schools under one roof”, affecting four schools in two locations,
- three cases of administratively and legally unified “two schools under one roof”, and
- two other cases of divided schools teaching two curricula.

The two “two schools under one roof” encompass students from four branch schools of two primary schools in Maglaj and Žepče. Their pupils are separated within the same school buildings, until the fifth grade when they are completely separated and complete their education in the central primary schools in Maglaj and Žepče, respectively.

The process of administrative and legal unification of “two schools under one roof” has been fully implemented in Žepče, one of the largest return areas in BiH.

Administratively and legally unified PS “Vareš” in Vareš is still the only school in the Canton that teaches the same curriculum to all of its pupils in the Bosnian or Croatian language, while the other schools teach two different curricula.

1.1 Cases of “two schools under one roof”

1.1.1 Bradići, Maglaj: Branch schools of PS “Maglaj” and PS “Fra Grga Martić”, Žepče

Schools	Branch school of PS “Maglaj”, Maglaj	Branch school of PS “Fra Grga Martić”, Žepče
Curriculum	ZDC Curriculum for primary schools in Bosnian language	HNC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, sports hall, library and playground.	
Joint teachers’ room	Yes.	
Shared teachers	No.	
Joint activities	No, with the exception of sporadic extracurricular activities initiated by third parties (e.g. the Mission organises school trips for teachers and pupils).	

1.1.2 Tujnica, Maglaj: Branch schools of PS "Maglaj" and PS "Fra Grga Martić", Žepče

Schools	Branch school of PS "Maglaj", Maglaj	Branch school of PS "Fra Grga Martić", Žepče
Curriculum	ZDC Curriculum for primary schools in Bosnian language	HNC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, sports hall, library and playground.	
Joint teachers' room	Yes.	
Shared teachers	No.	
Joint activities	No, with the exception of sporadic extracurricular activities initiated by third parties (e.g. the Mission organises school trips for teachers and pupils).	

1.2 Cases of administratively and legally unified "two schools under one roof"

1.2.1 Maglaj: PS "Novi Šeher"

Curriculum	ZDC Curriculum for primary schools in Bosnian language	HNC Curriculum primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, sports hall and library.	
Joint teachers' room	Yes.	
Shared teachers	Yes, some.	
Joint activities	Yes, extracurricular activities (e.g. school orchestra, school anniversaries, graduation day, school trips, school competition teams).	

The school building had been accommodating two schools registered with the municipalities of Maglaj and Vitez until their administrative and legal unification into PS "Novi Šeher" in 2004.

Over the years, the number of Croat pupils decreased to around 50 during the 2016/17 school year due to the organised transportation of Croat pupils from Maglaj to a school 1.5 kilometres away in Ponijevo, Žepče which was constructed and opened for the 2012/13 school year with the financial support of the Republic of Croatia⁴¹.

⁴¹ See for example *the Decision on Allocation of Funds for the Financing of Educational, Cultural, Scientific, and Health Programmes and Projects of Interest for the Croat people in Bosnia and Herzegovina from the Budget of the Republic of Croatia for the year of 2012*, Official Gazette of Republic of Croatia no. 137/2012, document no. 2899, 12 December 2012.

1.2.2 Vareš: PS "Vareš"

Curriculum	ZDC Curriculum for primary schools in Bosnian language	ZDC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, sports hall and library.	
Joint teachers' room	Yes.	
Shared teachers	Yes.	
Joint activities	Yes, extracurricular activities (e.g. school competition teams, school anniversaries, graduation day, school trips).	

The building has been accommodating the PS "Fra Filip Lastrić", teaching in Croatian language, and PS "Vareš", teaching in Bosnian language, until their administrative and legal unification into PS "Vareš" in 2000.

Since 2009, the school teaches the ZDC Curriculum for primary schools to all of its pupils, while offering parents to choose between the Bosnian and Croatian languages for the language of instruction. All teachers teach all pupils, except the mother tongue teachers; however, pupils are divided into different classrooms depending on the language in which they are being taught. This practice was introduced in 2009 with an aim to preserve the full-time working hours of teachers whose hours were endangered by the consistent decrease in the overall number of school-age children in Vareš, but also to foster further integration of the school community.

1.2.3 Žepče: MSS "Žepče"

Curriculum	ZDC Curriculum for secondary schools in in Bosnian language	HNC Curriculum for secondary schools in in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, sports hall, library and dining area.	
Joint teachers' room	Yes.	
Shared teachers	Yes, some.	
Joint activities	Yes, vocational extracurricular activities (e.g. culinary, technical).	

The school building has been accommodating SS "Srednja mješovita škola", teaching in Croatian language, and "Mješovita srednja škola", teaching in Bosnian language, until their administrative and legal unification into MSS "Žepče" in 2004.

The Report does not consider PS "Kulin Ban" in Tešanj as an administratively and legally unified school since it ceased using two curricula in 2009, due to the shifting of Croat pupils from Tešanj to a school in neighbouring Usora. Croat students from Tešanj are being transported to Branch school "Žabljak", of PS "Ivana fra Frane Jukića", which is located in a school centre in Usora and was opened in 2009 with the financial support of the Republic

of Croatia. There is a concern that the administratively and legally unified PS “Novi Šeher” in Maglaj might suffer the same fate in the near future (see 1.2.1).

Such organised transportation of pupils from one municipality to a school in another municipality (e.g. from Maglaj to Žepče and from Tešanj to Usora) violates the Zenica-Doboj Canton catchment area regulations.

1.3 Other cases of divided schools

PS “Žepče” and PS “Fra Grga Martić” were registered in Vitez and were teaching one curriculum using the Croatian language until 2004. Following the arrival of Bosniak returnees in 2004, these schools were registered in Žepče and commenced teaching in Bosnian language. Although in practice these two schools function today as administratively and legally unified “two schools under one roof”, they are not technically considered as administratively and legally unified “two schools under one roof” because there was initially only one legal entity using the school building.

1.3.1 Žepče: PS “Žepče”

Curriculum	ZDC Curriculum for primary schools in Bosnian language	HNC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, sports hall and library.	
Joint teachers’ room	Yes.	
Shared teachers	Yes, some.	
Joint activities	Yes, extracurricular activities (e.g. school trips, school competitions).	

1.3.2 Ozimica, Žepče: PS “Fra Grga Martić”

Curriculum	ZDC Curriculum for primary schools in Bosnian language	HNC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, sports hall and library.	
Joint teachers’ room	Yes.	
Shared teachers	Yes, some.	
Joint activities	Yes, extracurricular activities (e.g. school trips, choir).	

2. Central Bosnia Canton

In Central Bosnia Canton, there are 18 cases of “two schools under one roof” affecting 36 schools (20 central schools and 16 branch schools) in 18 locations in Bugojno, Busovača, Fojnica, Gornji Vakuf-Uskoplje, Jajce, Kiseljak, and Vitez. There are no cases of administratively and legally unified “two schools under one roof” or ongoing initiatives or processes for such unification.

2.1 Cases of “two schools under one roof”

2.1.1 Bugojno: PS “Treća osnovna škola” and PS “Prva osnovna škola”

Schools	PS “Treća osnovna škola”	PS “Prva osnovna škola”
Curriculum	CBC Curriculum for primary schools in Bosnian language	CBC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, school yard and sports hall.	
Joint teachers’ room	No.	
Shared teachers	No.	
Joint activities	Some sporadic extracurricular activities initiated by schools or third parties.	

In 2017, the Municipality of Bugojno initiated the expansion of school premises through the construction of an annex building to the main school building. The aim of the project is to move PS “Prva osnovna škola” from the main building into the new annex building. The project is financed through the municipal and cantonal budgets, as well as by the Republic of Croatia⁴².

2.1.2 Bugojno: PS “Bristovi” and Branch school of PS “Prva osnovna škola”

Schools	PS “Bristovi”	PS “Prva osnovna škola”
Curriculum	CBC Curriculum for primary schools in Bosnian language	CBC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, school yard and sports hall.	
Joint teachers’ room	Yes.	
Shared teachers	No.	
Joint activities	No.	

⁴² See the *Decision on Allocation of Funds for the Financing of Cultural, Educational, Scientific, Health and other Programmes and Projects of Interest for the Croat people in Bosnia and Herzegovina from the State Budget of the Republic of Croatia for the year of 2017*, Official Gazette of Republic of Croatia no. 88/2017, document no. 2092 (1. September 2017).

2.1.3 Bugojno: Mixed Secondary School Bugojno and Branch school of SS "Uskoplje", Gornji Vakuf-Uskoplje

Schools	Mixed Secondary School Bugojno	Branch school of SS "Uskoplje", Gornji Vakuf-Uskoplje
Curriculum	CBC Curriculum for secondary schools in Bosnian Language	CBC Curriculum for secondary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, school yard and sports hall.	
Joint teachers' room	Yes.	
Shared teachers	No.	
Joint activities	No, with the exception of sporadic extracurricular activities initiated by third parties.	

2.1.4 Kandija, Bugojno: Branch schools of PS "Prva osnovna škola" and PS "Treća osnovna škola", Bugojno

Schools	Branch school of PS "Treća osnovna škola", Bugojno	Branch school of PS "Prva osnovna škola", Bugojno
Curriculum	CBC Curriculum for primary schools in Bosnian language	CBC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes.	
Joint teachers' room	Yes.	
Shared teachers	No.	
Joint activities	No, with the exception of sporadic extracurricular activities initiated by third parties.	

2.1.5 Busovača: PS "Busovača" and Branch school of PS "Kaćuni", Busovača

Schools	PS "Busovača"	Branch school of PS "Kaćuni", Busovača
Curriculum	CBC Curriculum for primary schools in Croatian language	CBC Curriculum for primary schools in Bosnian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, sports hall, school yard and playground.	
Joint teachers' room	No.	
Shared teachers	No.	
Joint activities	No, with the exception of sporadic extracurricular activities initiated by third parties.	

2.1.6 Busovača: MSS "Busovača" and SS "Busovača"

Schools	MSS "Busovača"	SS "Busovača"
Curriculum	CBC Curriculum for secondary schools in Bosnian language	CBC Curriculum for secondary schools in Croatian language
Joint entrance	Yes.	
Joint shift	No.	
Joint facilities	Yes, school yard, sports hall, library and a room used by student councils.	
Joint teachers' room	No.	
Shared teachers	No.	
Joint activities	Yes, extracurricular activities (e.g. landscaping in the school yard, sports games and events).	

2.1.7 Fojnica: PS "Muhsin Rizvić" and Branch school of PS "Ivan Goran-Kovačić", Gojevići

Schools	PS "Muhsin Rizvić"	Branch school of PS "Ivan Goran-Kovačić", Gojevići
Curriculum	CBC Curriculum for primary schools in Bosnian language	CBC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, IT lab and sports hall.	
Joint teachers' room	No.	
Shared teachers	No.	
Joint activities	No.	

These two schools are located in the school premises of MSS "Zijah Dizdarević" due to the overall lack of appropriate facilities in the Municipality.

2.1.8 Gornji Vakuf-Uskoplje: MSS "Gornji Vakuf" and SS "Uskoplje"

Schools	MSS "Gornji Vakuf"	SS "Uskoplje"
Curriculum	CBC Curriculum for secondary schools in Bosnian language	CBC Curriculum for secondary schools in Croatian language
Joint entrance	No.	
Joint shift	Yes.	
Joint facilities	Yes, IT lab.	
Joint teachers' room	No.	
Shared teachers	No.	
Joint activities	No.	

The school premises are fully divided between the two secondary schools and each school has its own entrance. Students of SS "Uskoplje" use the ground floor and students of MSS "Gornji Vakuf" the upper floor.

2.1.9 Jajce: PS "Berta Kučera" and Branch school of PS "13. rujan", Jajce

Schools	PS "Berta Kučera"	Branch school of PS "13. rujan", Jajce
Curriculum	CBC Curriculum for primary schools in Bosnian language	CBC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, sports hall.	
Joint teachers' room	No.	
Shared teachers	No.	
Joint activities	No.	

2.1.10 Barevo, Jajce: Branch schools of PS "Berta Kučera" and PS "13. rujan", Jajce

Schools	Branch school of PS "Berta Kučera", Jajce	Branch school of PS "13. rujan", Jajce
Curriculum	CBC Curriculum for primary schools in Bosnian language	CBC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	No.	
Joint teachers' room	Yes.	
Shared teachers	No.	
Joint activities	No.	

2.1.11 Bešpelj, Jajce: Branch schools of PS "Jajce" and PS "Braća Jezerčić", Jajce

Schools	Branch school of PS "Jajce", Jajce	Branch school of PS "Braća Jezerčić", Jajce
Curriculum	CBC Curriculum for primary schools in Bosnian language	CBC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, school yard and kitchenette.	
Joint teachers' room	Yes.	
Shared teachers	No.	
Joint activities	No.	

2.1.12 Carevo Polje, Jajce: Branch schools of PS "Berta Kučera" and PS "13. rujan", Jajce

Schools	Branch school of PS "Berta Kučera", Jajce	Branch school of PS "13. rujan", Jajce
Curriculum	CBC Curriculum for primary schools in Bosnian language	CBC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	No.	
Joint teachers' room	Yes.	
Shared teachers	No.	
Joint activities	No.	

2.1.13 Divičani, Jajce: PS "Braća Jezerčić" and Branch school of PS "Jajce"

Schools	PS "Braća Jezerčić"	Branch school of PS "Jajce", Jajce
Curriculum	CBC Curriculum for primary schools in Croatian language	CBC Curriculum for primary schools in Bosnian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, playground and sports hall.	
Joint teachers' room	No.	
Shared teachers	No.	
Joint activities	No.	

Although having the same number of pupils, PS "Braća Jezerčić" uses nine classrooms while Branch school of PS "Jajce" uses five, thus having to organise classes into two shifts. This unequal division of space has been a subject of dispute between the schools.

2.1.14 Peratovci, Jajce: Branch schools of PS "Berta Kučera" and PS "13. rujan", Jajce

Schools	Branch school of PS "Berta Kučera", Jajce	Branch school of PS "13. rujan", Jajce
Curriculum	CBC Curriculum for primary schools in Bosnian language	CBC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, school yard.	
Joint teachers' room	Yes.	
Shared teachers	No.	
Joint activities	No.	

2.1.15 Kiseljak: PS "Kiseljak" and Branch school of PS "Kiseljak 1", Bilalovac

Schools	PS "Kiseljak"	Branch school of PS "Kiseljak 1", Bilalovac
Curriculum	CBC Curriculum for primary schools in Croatian language	CBC Curriculum for primary schools in Bosnian language
Joint entrance	No, separate buildings.	
Joint shift	Yes.	
Joint facilities	Yes, sports hall, playground and school yard.	
Joint teachers' room	No.	
Shared teachers	No.	
Joint activities	No.	

The school premises consist of the main school building which accommodates PS "Kiseljak" and an annex building which accommodates the Branch school of PS "Kiseljak 1".

Following the boycott of classes at the beginning of the 2017/18 school year, organised by the Parent Council of PS "Kiseljak 1" with the aim of securing equal access to the sports hall for their children, the Kiseljak Municipal Council adopted on 28 February 2018 a decision to amend relevant city plans to enable the expansion of the branch school building in Kiseljak to accommodate 2 classrooms, 4 offices, a library, teachers room and a small sports hall.

Between the school years 2016/2017 and 2018/19, this school building also accommodated the BS of MSS "Zijah Dizdarević", Fojnica which is now located in Centre for Business and Economic Studies in Kiseljak.

2.1.16 Kiseljak: PS "Gromiljak" and Branch school of PS "Kiseljak 1", Bilalovac

Schools	PS "Gromiljak"	Branch school of PS "Kiseljak 1", Bilalovac
Curriculum	CBC Curriculum for primary schools in Croatian language	CBC Curriculum for primary schools in Bosnian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, school yard, sports hall.	
Joint teachers' room	No.	
Shared teachers	No.	
Joint activities	No.	

2.1.17 Vitez: PS "Vitez" and PS "Vitez"

Schools	PS "Vitez"	PS "Vitez"
Curriculum	CBC Curriculum for primary schools in Bosnian language	CBC Curriculum for primary schools in Croatian language
Joint entrance	No, separate buildings.	
Joint shift	Yes.	
Joint facilities	Yes, sports hall, amphitheatre and school yard.	
Joint teachers' room	No.	
Shared teachers	No.	
Joint activities	No, with the exception of sporadic extracurricular activities initiated by third parties.	

The school premises consist of a main school building which accommodates PS "Vitez", teaching in Croatian language, and an annex building, which accommodates PS "Vitez" teaching in Bosnian language. Apart from the amphitheatre, the latter school uses two classrooms in the main building as well. The annex building has been expanded and modernized in 2014 with the financial support of the Republic of Turkey⁴³.

2.1.18 Vitez: MSS "Vitez" and SS "Vitez"

Schools	MSS "Vitez"	SS "Vitez"
Curriculum	CBC Curriculum for secondary schools in Bosnian language	CBC Curriculum for secondary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, sports hall, school yard and a room used by student councils.	
Joint teachers' room	Yes.	
Shared teachers	No.	
Joint activities	No, with the exception of sporadic extracurricular activities initiated by third parties.	

Until 2009, the schools shared an IT lab. However, due to a dispute in regard to the maintenance of the equipment, they now have separate IT labs. Both schools have their own libraries but students of MSS "Vitez" are allowed to use the better equipped library of SS "Vitez".

This Report does not consider the former cases of "two schools under one roof" in Smionica, Jajce and in Kiseljak. The former hosted branch schools of PS "Berta Kučera", Jajce and PS "Braća Jezerčić" until their closure because of a decrease in the number of school-age children in the area. The latter accommodated PS "Kiseljak 1", Bilalovac and PS "Brestovsko", Kiseljak until 2016, when PS "Brestovsko" moved to a different building in Brestovsko, Kiseljak, which was reconstructed with the financial support of the Republic of Croatia and local donors.

⁴³ See the school article "Celebratory Day of the School: The school is opened!" 7 April 2014 (http://osvitez.com/index.php?option=com_content&view=article&id=238:otvorenjeskole&catid=18:obavijestjenja&Itemid=73, accessed on 19 January 2018).

3. Herzegovina-Neretva Canton

In Herzegovina-Neretva Canton, there are:

- eight cases of “two schools under one roof” that affect 16 schools in eight locations,
- one case of administratively and legally unified “two schools under one roof”, and
- two other cases of divided schools teaching two curricula.

The eight cases of “two schools under one roof” in Čapljina, Mostar, Prozor-Rama and Stolac encompass students of seven central schools and nine branch schools. The only case of an administratively and legally unified “two schools under one roof” is Gymnasium Mostar.

3.1 Cases of “two schools under one roof”

3.1.1 Domanovići, Čapljina: Branch schools of PS “Lipanjke zore”, Višići and PS “Čapljina”

Schools	Branch school of PS “Lipanjke zore”, Višići, Čapljina	Branch school of PS “Čapljina”, Čapljina
Curriculum	HNC Curriculum for primary schools in Croatian language	HNC Curriculum for primary schools in Bosnian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, playground.	
Joint teachers’ room	No.	
Shared teachers	No.	
Joint activities	Joint sports classes since 2016/17. Joint extracurricular activities initiated by third parties.	

3.1.2 Višići, Čapljina: PS “Lipanjke zore” and Branch school of PS “Čapljina”

Schools	PS “Lipanjke zore”	Branch school of PS “Čapljina”, Čapljina
Curriculum	HNC Curriculum for primary schools in Croatian language	HNC Curriculum for primary schools in Bosnian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, playground.	
Joint teachers’ room	Yes.	
Shared teachers	No.	
Joint activities	No, with the exception of sporadic extracurricular activities initiated by third parties.	

3.1.3 Mostar: SS "School of Machinery and Traffic" and SS "School of Traffic"

Schools	SS "School of Machinery and Traffic"	SS "School of Traffic"
Curriculum	HNC Curriculum for secondary schools in Bosnian language	HNC Curriculum for secondary schools in Croatian language
Joint entrance	Yes.	
Joint shift	No.	
Joint facilities	Yes, school yard.	
Joint teachers' room	Yes.	
Shared teachers	No.	
Joint activities	No, with the exception of sporadic extracurricular activities initiated by third parties.	

These two secondary schools have shared the reconstructed old Traffic School building since the 2006/2007 school year.

3.1.4 Prozor-Rama: PS "Alija Isaković" and PS "Marko Marulić"

Schools	PS "Alija Isaković"	PS "Marko Marulić"
Curriculum	HNC Curriculum for primary schools in Bosnian language	HNC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	No.	
Joint facilities	Yes, sports hall, library and IT lab.	
Joint teachers' room	Yes.	
Shared teachers	No.	
Joint activities	No, with the exception of sporadic extracurricular activities initiated by third parties.	

Teaching is organized into two shifts whereby the pupils of PS "Marko Marulić" attend classes in the morning and the pupils of PS "Alija Isaković" attend classes in the afternoon. Due to the large number of pupils, the former organises some classes in the afternoon as well.

3.1.5 Kovačevo Polje, Prozor-Rama: Branch schools of PS "Šćipe" and PS "Fra Jeronim Vladić", Prozor-Rama

Schools	Branch school of PS "Šćipe", Prozor-Rama	Branch school of PS "Fra Jeronim Vladić", Ripci, Prozor-Rama
Curriculum	HNC Curriculum for primary schools in Bosnian language	HNC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	No.	
Joint facilities	Yes.	
Joint teachers' room	Yes.	
Shared teachers	No.	
Joint activities	No.	

3.1.6 Stolac: PS "Prva osnovna škola" and PS "Stolac"

Schools	PS "Prva osnovna škola"	PS "Stolac"
Curriculum	HNC Curriculum for primary schools in Bosnian language	HNC Curriculum for primary schools in Croatian language
Joint entrance	No, separate building wings.	
Joint shift	Yes.	
Joint facilities	Yes, library and sports hall.	
Joint teachers' room	No.	
Shared teachers	No.	
Joint activities	No, with the exception of sporadic extracurricular activities initiated by third parties.	

In the past, same-age pupils of these two schools attended classes in different shifts. This practice ceased with the 2015/16 school year and pupils in grades one through four of both schools now attend classes in the afternoon, while older pupils attend in the morning.

3.1.7 Hodovo, Stolac: Branch schools of PS "Prva osnovna škola" and PS "Crnići", Stolac

Schools	Branch school of PS "Prva osnovna škola", Stolac	Branch school of PS "Crnići", Stolac
Curriculum	HNC Curriculum for primary schools in Bosnian language	HNC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, playground.	
Joint teachers' room	No.	
Shared teachers	No.	
Joint activities	No.	

3.1.8 Prenj, Stolac: Branch schools of PS "Prva osnovna škola" and PS "Crnići", Stolac

Schools	Branch school of PS "Prva osnovna škola", Stolac	Branch school of PS "Crnići", Stolac
Curriculum	HNC Curriculum for primary schools in Bosnian language	HNC Curriculum for primary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, playground.	
Joint teachers' room	No.	
Shared teachers	No.	
Joint activities	No.	

This Report does not consider the school in Počitelj, previously occupied by the Branch school of PS "Čapljina" and Branch school of PS "Vladimira Pavlovića" Čapljina as a case of "two schools under one roof", because the latter branch school ceased operating in 2015 due to a lack of pupils.

3.2 Cases of administratively and legally unified “two schools under one roof”

3.2.1 Mostar: Gymnasium Mostar

Curriculum	HNC Curriculum for secondary schools in Bosnian language	HNC Curriculum for secondary schools in Croatian language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes.	
Joint teachers’ room	Yes.	
Shared teachers	Yes, some.	
Joint activities	Yes, curricular and extracurricular activities.	

During the 1992-95 war, the building of the famous Old Gymnasium suffered severe damages which forced its closure. At the time, students attended either the First Gymnasium (“Prva gimnazija”), teaching in Bosnian language, or the Gymnasium “Fra Dominik Mandić”, teaching in Croatian language, which were both temporarily located in different primary school buildings. After partial reparation of the Old Gymnasium, Gymnasium “Fra Dominik Mandić” moved into the building in 1999. Financial support to the reconstruction of the school building and the continuous advocacy efforts of the international community resulted in the return of students of the First Gymnasium into the building and subsequent administrative and legal unification of the two gymnasiums into Gymnasium Mostar in 2004. In 2009, the two councils of parents unified into one Gymnasium Mostar Council of Parents; however, in 2014 this Council divided again into two councils which exist until today. Since 2005, the building also accommodates the United World College in Mostar, an international secondary school teaching in the English language.

Currently, all students of Gymnasium Mostar attend joint practical classes in I-grade informatics. Students attending a bilingual programme supported by the French Institute attend joint classes in French Language and World History and Art. The school organises various joint extracurricular activities for its students.

3.3 Other cases of divided schools

This Report considers the Doljani school accommodating the Branch school of PS “Suljo Čilić”, Jablanica as a divided school, though not a case of “two schools under one roof” or an administratively and legal unified school. This school’s pupils are separated into *de facto* mono-ethnic classrooms depending of the curricula they are being taught (see 3.3.1).

Furthermore, the Report considers SS “Stolac” as a case of a divided school due to the fact that the process of its unification remains incomplete (see 3.3.2).

3.3.1 Doljani, Jablanica: Branch school of PS "Suljo Ćilić", Jablanica

Curriculum	HNC Curriculum for primary schools in Bosnian language	HNC Curriculum for primary schools in Croatian Language
Joint entrance	Yes.	
Joint shift	Yes.	
Joint facilities	Yes, sports hall.	
Joint teachers' room	Yes.	
Shared teachers	Yes, English teacher.	
Joint activities	Yes, frequent joint sports classes.	

This branch school teaches pupils from the first to the fourth grades. Although the school does not fall under either the categories of either "two schools under one roof" or an administratively and legal unified school, this Report treats it as a divided school because its pupils are separated into *de facto* mono-ethnic classrooms depending on the curricula they are being taught. After completion of the fourth grade, pupils taught in the Bosnian language curriculum continue their education in the central school in Jablanica, while the majority of pupils taught in the Croatian language curricula are being bussed to the nearest school teaching in Croatian language, in Prozor-Rama.

3.3.2 Stolac: SS "Stolac"

Curriculum	HNC Curriculum for secondary schools in Bosnian language	HNC Curriculum for secondary schools in Croatian language
Joint entrance	Yes.	
Joint shift	No.	
Joint facilities	Yes.	
Joint teachers' room	No.	
Shared teachers	No.	
Joint activities	No, with the exception of sporadic extracurricular activities initiated by third parties.	

The school is led by an interim three-member committee and managed by an acting director and acting deputy director (Croat and Bosniak) since 2008. All school staff is formally employed by the same SS "Stolac" and all students' certificates and diplomas are sealed with the same school stamp. The acting director signs certificates and diplomas of students who were taught the curriculum in Croatian language and the deputy director those who were taught the Bosnian language curriculum. The former Cantonal Minister of Education, Science, Culture and Sports never approved the school's statute.

Although, in practice, the school operates as an administratively and legally unified "two schools under one roof", the process of administrative and legal unification remains incomplete.

List of all cases of “two schools under one roof”, including affected schools and their locations

Primary or secondary	No. of locations/ cases	Location of the school building	Canton	No. of central and branch schools	Name of central or branch school
P	1	Bradići, Maglaj	C4	1	Branch school of PS “Maglaj”, Maglaj in Bradići
				2	Branch school of PS “Fra Grga Martić”, Žepče in Bradići
P	2	Tujnica, Maglaj	C4	3	Branch school of PS “Maglaj” in Tujnica
				4	Branch school of PS “Fra Grga Martić”, Žepče in Tujnica
P	3	Bugojno	C6	5	PS “Treća osnovna škola”, Bugojno
				6	PS “Prva osnovna škola”, Bugojno
P	4	Bugojno	C6	7	PS “Bristovi”, Bugojno
				8	Branch school of PS “Prva osnovna škola”, Bugojno
S	5	Bugojno	C6	9	Gymnasium Bugojno, Bugojno
				10	Branch school of SS “Uskoplje”, Gornji Vakuf-Uskoplje, in Bugojno
P	6	Kandija, Bugojno	C6	11	Branch school of PS “Prva osnovna škola”, Bugojno, in Kandija
				12	Branch school of PS “Treća osnovna škola”, Bugojno in Kandija
P	7	Busovača	C6	13	PS “Busovača”
				14	Branch school of PS “Kačuni”, Busovača
S	8	Busovača	C6	15	MSS “Busovača”, Busovača
				16	SS “Busovača”, Busovača
P	9	Fojnica	C6	17	PS “Muhsin Rizvić”, Fojnica
				18	Branch school of PS “Ivan Goran-Kovačić”, Gojevići in Fojnica
S	10	Gornji Vakuf-Uskoplje	C6	19	MSS “Gornji Vakuf”, Gornji Vakuf-Uskoplje
				20	SS “Uskoplje”, Gornji Vakuf-Uskoplje
P	11	Jajce	C6	21	PS “Berta Kučera”, Jajce
				22	Branch school of PS “13. rujan”, Jajce in Jajce
P	12	Barevo, Jajce	C6	23	Branch school of PS “Berta Kučera”, Jajce, in Barevo
				24	Branch school of PS “13. rujan”, Jajce, in Barevo
P	13	Bešpelj, Jajce	C6	25	Branch school of PS “Jajce”, Jajce in Bešpelj
				26	Branch school of PS “Braća Jezerčić”, Jajce, in Bešpelj
P	14	Carevo Polje, Jajce	C6	27	Branch school of PS “Berta Kučera”, Jajce, in Carevo Polje
				28	Branch school of PS “13. rujan”, Jajce, in Carevo Polje
P	15	Divičani, Jajce	C6	29	PS “Braća Jezerčić”, Jajce
				30	Branch school of PS “Jajce” in Divičani
P	16	Peratovci, Jajce	C6	31	Branch school of PS “Berta Kučera”, Jajce, in Peratovci
				32	Branch school of PS “13. rujan”, Jajce, in Peratovci
P	17	Kiseljak	C6	33	PS “Kiseljak” and Branch school of PS “Kiseljak 1”, Bilalovac
				34	Branch school of PS “Kiseljak 1”, Bilalovac, in Kiseljak
P	18	Kiseljak	C6	35	PS “Gromiljak”, Kiseljak and Branch school of PS “Kiseljak 1”, Bilalovac
				36	Branch school of PS “Kiseljak 1”, Bilalovac, in Kiseljak
P	19	Vitez	C6	37	PS “Vitez”, Vitez
				38	PS “Vitez”, Vitez
S	20	Vitez	C6	39	MSS “Vitez”, Vitez
				40	SS “Vitez”, Vitez
P	21	Domanovići, Čapljina	C7	41	Branch school of PS “Lipanske zore”, Višići, Čapljina, in Domanovići
				42	Branch school of PS “Čapljina”, Čapljina in Domanovići
P	22	Višići, Čapljina	C7	43	PS “Lipanske zore”, Višići, Čapljina
				44	Branch school of PS “Čapljina”, Čapljina in Višići
S	23	Mostar	C7	45	SS “School of Machinery and Traffic”, Mostar
				46	SS “School of Traffic”, Mostar
P	24	Prozor-Rama	C7	47	PS “Alija Isaković”, Prozor-Rama
				48	PS “Marka Marulića”, Prozor-Rama
P	25	Kovačevo Polje, Prozor-Rama	C7	49	Branch school of PS “Šcipe”, Prozor-Rama, in Kovačevo Polje
				50	Branch school of PS “Fra Jeronima Vladića”, Prozor-Rama, in Kovačevo Polje
P	26	Stolac	C7	51	PS “Prva osnovna škola”, Stolac
				52	PS “Stolac”, Stolac
P	27	Hodovo, Stolac	C7	53	Branch school of PS “Prva osnovna škola”, Stolac, in Hodovo
				54	Branch school of PS “Crnići”, Stolac, in Hodovo
P	28	Prenj, Stolac	C7	55	Branch schools of PS “Prva osnovna škola”, Stolac, in Prenj
				56	Branch schools of PS “Crnići”, Stolac, in Prenj
Locations/Cases involving primary schools: 23					
Locations/Cases involving secondary schools: 5					

