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**Measuring Roma inclusion strategies – a fundamental rights based
approach to indicators**

Prepared by the European Union Agency for Fundamental Rights (FRA)*¹

Abstract

This paper presents the advantages of FRA’s approach for putting the rights holders’ perspective at the centre of analysis and to go beyond a static measurement of poverty. It discusses the particular challenges for developing a cross-country comparative tool for monitoring progress and elaborates if and how it can be linked to the 2030 UN Agenda for Sustainable Development.

Contents

Roma in the EU	2
FRA’s fundamental rights-based approach to data collection and analysis	3
An indicators framework to monitor Roma inclusion	5
Structure indicators.....	5
Process indicators	6
Outcome indicators.....	8
The relevance of the Sustainable Development Goal indicators for Roma inclusion.....	11

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Roma in the EU

1. Roma make up Europe's largest ethnic minority and for centuries have formed an integral part of European societies. Of an estimated 10-12 million in the whole of Europe, some six million live in the EU, most of them EU citizens. Despite efforts at national, European and international level to improve the protection of their fundamental rights and advance their social inclusion, many Roma still face severe poverty, profound social exclusion, discrimination and barriers to exercising their fundamental rights. The 2011 FRA Pilot Roma survey and UNDP/World Bank/EC 2011 Regional Roma survey have shown that about 90 % of Roma have an income below the national at-risk-of poverty threshold; about 40 % of their children live in households struggling with malnutrition or hunger. More than half of the Roma live in segregated areas, and in housing that falls far below minimum housing standards². The multidimensional nature of Roma poverty and its determinants calls for a "human development" and not just a "basic needs" approach. Unemployment, social exclusion and marginalization are interlinked with (and are mutually reinforcing) discrimination, anti-Gypsyism, limited access to justice and segregation³.
2. The European Union Agency for Fundamental Rights (FRA) was established by Council Regulation No. 168/2007⁴ in 2007. FRA's mandate is to provide the relevant institutions, bodies, offices, and agencies of the EU and its Member States with independent, evidence-based assistance and expertise relating to fundamental rights. Data collection (including comparative data collection in the form of survey research) on the situation of fundamental rights in the EU provides the basis for the Agency's assistance and expertise.
3. The Agency's work has identified Roma⁵ as being among the most vulnerable to poverty, social exclusion and numerous other human rights violations in the EU and as reported in FRA's contribution to the UNECE poverty seminar 2015 the defining, estimating and quantifying Roma poverty is a highly policy-relevant issue⁶. A decade ago the reduction of Roma poverty was put on the political agenda of several governments and formulated as an explicit commitment of the countries participating in the Decade of Roma Inclusion 2005-2015. In 2011 the European Commission put additional political weight behind the attempts to lift Roma out of poverty when it issued its landmark Communication "An EU Framework for National Roma Integration Strategies."⁷ The initiative of the European Commission to ask Member States to develop specific Roma integration strategies or sets of integrated policy measures and its systematic follow-up through their critical assessment was welcomed by key stakeholders.
4. As noted in FRA's previous papers⁸ two years later, on 9 December 2013 the European Council adopted its first Recommendation specifically addressing Roma integration and the EU Parliament urged Member States "*to produce disaggregated data with the assistance of FRA and to develop, in cooperation with the Commission, the baseline indicators and measurable targets that are essential for a robust monitoring system in order to ensure reliable feedback on the*

2 See for example: FRA (2014). Poverty and employment: The situation of Roma in 11 EU member states. Roma survey – Data in focus. http://fra.europa.eu/sites/default/files/fra-2014-roma-survey-employment_en.pdf

3 Ivanov, A.; Keller, S; Till-Tentschert, U (2015); Roma Poverty and Deprivation: The Need for Multidimensional Anti-Poverty Measures, OPHI Working Paper No 96

4 Council Regulation (EC) No. 168/2007 of 15 February 2007 establishing a European Union Agency for Fundamental Rights

5 The term "Roma" is used – similarly to other political documents of the European Parliament and the European Council – as an umbrella which includes groups of people who have more or less similar cultural characteristics, such as Sinti, Travellers, Kalé, Gens du voyage, etc. whether sedentary or not; around 80% of Roma are estimated to be sedentary (SEC(2010)400).

6 see https://www.unece.org/fileadmin/DAM/stats/documents/ece/ces/ge.15/2015/WP_32_EN_FRA.pdf, p.1.

7 European Commission (2011), An EU Framework for National Roma Integration Strategies up to 2020, COM(2011) 173 final, available at: http://ec.europa.eu/justice/policies/discrimination/docs/com_2011_173_en.pdf

8 https://www.unece.org/fileadmin/DAM/stats/documents/ece/ces/ge.15/2015/WP_32_EN_FRA.pdf.

progress made in the implementation of the National Roma Integration Strategies and in improvement of the situation of Roma”.⁹ The Recommendation’s preamble situates Roma integration firmly within a human rights perspective, referring to the Union Treaties’ articles on equality and non-discrimination, and to the Charter of Fundamental Rights of the European Union.¹⁰ The document also links efforts to advance Roma integration to the EU’s strategy for sustainable and inclusive growth (Europe 2020). It provides guidance to EU Member States on enhancing the effectiveness of their measures to achieve Roma integration so that tangible progress is achieved and the gaps between Roma and the general population in the core areas of employment, education, housing and health are reduced. The Recommendation stresses the importance of monitoring and evaluation as key elements in the efforts to achieve tangible results.

5. In parallel the message of this recommendation was reinforced by the adoption of Regulation (EU) No 1303/2013 of the European Structural and Investment Funds (ESIF). This regulation foresees an allocation of 20 % of the European Social Fund resources of each EU Member State for “promoting social inclusion, combating poverty and any discrimination’ and sets the “ex-ante conditionalities” that EU Member States must apply in regard to improvement of the situation of marginalised communities, such as Roma.¹¹ These include the implementation of a national strategic policy framework for poverty reduction (Conditionality 9.1) and a national Roma inclusion strategic policy framework within the objective ‘promoting social inclusion, combating poverty and discrimination’ (Conditionality 9.2). There is an increasing awareness among the EU institutions and relevant stakeholders in individual EU Member States of the need for robust data to underpin these policies and investments that aim to improve the situation and integration of Roma¹².

FRA’s fundamental rights-based approach to data collection and analysis¹³

6. To monitor progress in the implementation of fundamental rights standards and evaluate results on the ground FRA applies a conceptual and methodological framework based on the work of the Office of the High Commissioner for Human Rights (OHCHR).¹⁴ The framework translates human rights norms and principles into contextually relevant indicators and benchmarks for measuring human rights implementation at country level. The indicator framework differentiates between structure, process and outcome indicators. Structure indicators reflect the ratification and adoption of legal instruments and the existence, as well as the creation of basic institutional mechanisms deemed necessary for the promotion and protection of human rights. Process indicators are particularly important as they inform policymakers about possible gaps or deficits at the implementation level, so they can help in assessing how successful duty bearers have been in transforming their commitments into concrete measures and policies. Structure indicators

9 Council of the European Union (2013), Council Recommendation 378/1. 9 December 2013 on effective Roma integration measures in the Member States, OJ 2013 C 278, available at: http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/lsa/139979.pdf.

10 European Parliament, Council of the European Union and the European Commission (2012), Charter of Fundamental Rights of the European Union, 2012/C 326/02, available at:
<http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:12012P/TXT>

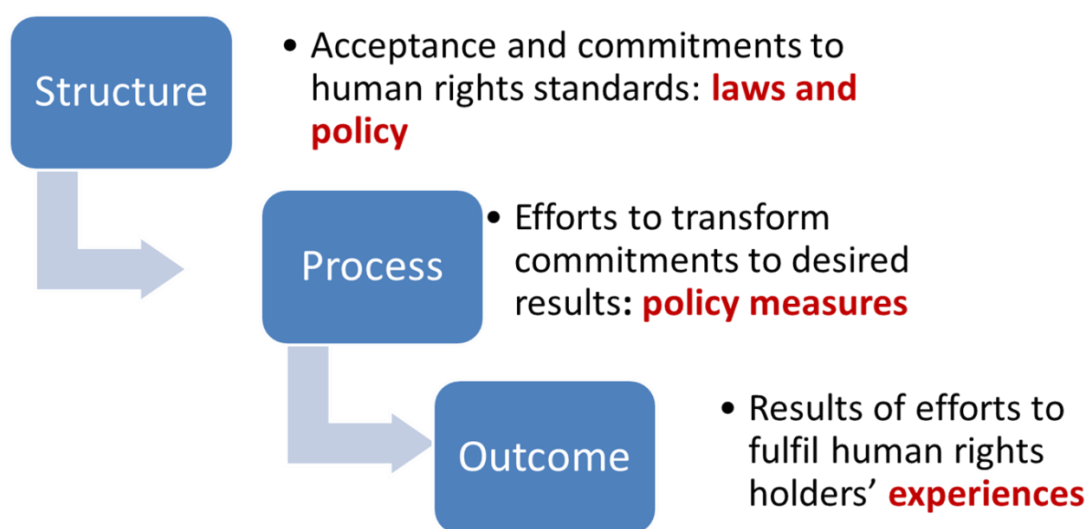
11 Regulation (EU) No. 1303/2013 of the European Parliament and of the Council of 17 December 2013, available at: http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:OJ.L_.2013.347.01.0320.01.ENG.

12 See also https://www.unece.org/fileadmin/DAM/stats/documents/ece/ces/ge.10/2016/mtg2_WS/25_Latcheva_EU_FRA_final_revised.pdf, para 12

13 The text on FRA’s approach to fundamental rights based data collection has been elaborated in FRA’s paper on “Surveying Hard-to-Reach Groups from a Comparative Cross-Country Perspective: The Second European Union Minorities and Discrimination Survey (EU-MIDIS II) for the UNECE Work session on migration Statistics 2016

14 OHCHR (2012): Human Rights Indicators. A Guide to Measurement and Implementation, available at: <http://www.refworld.org/docid/51a739694.html> ; see also the KNOMAD 2015 Working paper No5 Human Rights Indicators for Migrants and their Families, available at: http://www.ohchr.org/Documents/Issues/Migration/Indicators/WP5_en.pdf.

measure the de jure protection of specific rights, giving information on the commitment of a certain state.” while “process indicators measure the attainment of an objective and de facto realisation of a right. Some common process indicators are, for example: indicators based on budget allocations, coverage of targeted population groups under public programmes, human rights complaints received and the proportion redressed. Outcome indicators capture individual and collective attainments that reflect the state of enjoyment of human rights in a given context. Grounded in rights holders’ experiences, they show the result of all efforts and achievements with respect to the enjoyment of rights in practice.¹⁵



7. OHCHR has repeatedly noted the need for a human rights-based approach to data collection and disaggregation. In response to the 2030 Agenda for Sustainable Development (2030 Agenda) and its Sustainable Development Goals (SDGs)¹⁶ adopted by Heads of State and Government at the United Nations Summit in September 2015 (A/RES/70/1), the OHCHR in 2015-2016 prepared a general guidance note on data collection and disaggregation providing elements for common understanding of the Human Rights-Based Approach to Data (HRBAD).¹⁷ The guidance note specifically refers to Target 17.18 of the SDGs, which requests states to increase significantly the availability of high-quality, timely and reliable data disaggregated *by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts*. However, data collection and data disaggregation is not seen as a norm or value-free endeavour but as an exercise that has to uphold human rights. The OHCHR preliminary set of principles and recommendations takes account of five thematic areas that are perceived as central to a human rights-based approach, which FRA incorporates in its work: *participation, data disaggregation and collection by population group, self-identification, transparency, privacy and accountability*.
8. Anchored in the broader work of FRA on fundamental rights the successful development of Structure-Process-Outcome (S-P-O) indicators was firstly implemented in 2011 on the right to political participation of people with disabilities¹⁸. Since then FRA has worked on the

15 See also FRA (2016); Surveying Hard-to-Reach Groups from a Comparative Cross-Country Perspective: The Second European Union Minorities and Discrimination Survey (EU-MIDIS II); Working Paper in the UNECE Work Session on Migration Statistics, 18-20 May 2016

16 Available at: <https://sustainabledevelopment.un.org/topics/sustainabledevelopmentgoals>.

17 OHCHR (2016); A Human Rights Based Approach to Data. Leaving No One Behind in the 2030 Development Agenda. Guidance Note to Data Collection and Disaggregation. Available at: <http://www.ohchr.org/Documents/Issues/HRIndicators/GuidanceNoteonApproachtoData.pdf>

18 <http://fra.europa.eu/en/publications-and-resources/data-and-maps/comparative-data/political-participation>

development of indicators in the areas of access to justice, rights of the child, immigrants' integration and Roma inclusion.

An indicators framework to monitor Roma inclusion

9. In 2012, FRA in close cooperation with the European Commission established a Working Party on Roma Integration Indicators to assist EU Member States in their efforts to develop indicators for monitoring progress in the implementation of National Roma Integration Strategies (NRIS). 18 Member States participated in the process represented by the institution identified as National Roma Contact Points (NRCP), which consults with a variety of national stakeholders including competent ministries, statistical agencies, structural funds managing authorities, regional and local authorities, Roma civil society and communities, and other institutions that have a role in the implementation of National Roma Integration Strategy. The Working Party elaborated and tested a framework of human rights based indicators, initially focusing on process indicators aligned to the Council Recommendations, so that the populated indicators could be used for the first round of Member States' reporting on the Council Recommendation in 2016.

Structure indicators

10. Structure indicators reflect the ratification and adoption of legal instruments and the existence as well as the creation of basic institutional mechanisms deemed necessary for the promotion and protection of human rights in the area of existence of legal and policy instruments as well as the creation of basic institutional mechanisms deemed necessary for Roma inclusion.
11. At the national level, the first type of structure indicators differs from Member State to Member State, nevertheless certain core elements remain the same. Key fundamental rights standards as provided in the documents listed below set the ground for the structure indicators in individual countries. Structure indicators are then represented by the manner in which domestic legislation incorporates these standards.

Key fundamental rights standards that could be included are:

- EU Treaties – respective articles on non-discrimination relevant for specific areas
 - Treaty on European Union (TEU)¹⁹, for example, Art.2, 3.3, 6
 - Treaty on the Functioning of the European Union (TFEU)²⁰ for example Art. 9, 10, 19.
 - EU Charter for Fundamental Rights²¹ – respective articles on non-discrimination relevant for specific areas, for example Art.1, 3, 6, 7, 14, 19, 20, 21 (non-discrimination), 22, 24, 34, 35, 39, 40, 45
 - The Council Directive establishing a general framework for equal treatment in employment and occupation²² and Council Directive implementing the principle of equal treatment between persons irrespective of racial or ethnic origin²³
- International instruments
 - International Covenant on Economic, Social and Cultural Rights (ICESCR)²⁴
 - UN Convention on the Rights of the Child²⁵, for example: Art. 2, 3, 6, 24, 26, Article 27, 28, 29, 30, 32
 - UN Convention on the Elimination of All Forms of Discrimination against Women²⁶
 - UN Convention on the Elimination of All Forms of Racial Discrimination²⁷
 - UN Convention on the Rights of Persons with Disabilities²⁸
 - The European Social Charter²⁹

12. 27 EU Member States (with the exception of Malta), as suggested in the EC 2012 Communication on an EU framework for National Roma Integration Strategies up to 2020, produced targeted national strategies for Roma integration or sets of integrated policy measures, which were assessed by the European Commission. The Commission's periodic assessment of the strategies serves to populate structural indicators, alongside reports of Treaty Monitoring bodies, such as the Committee on the Elimination of Racial Discrimination (CERD), and the Council of Europe European Commission against Racism and Intolerance (ECRI).

Process indicators

13. Process indicators refer to the specific measures and actions (programs, projects, etc.) put in place to achieve the goals and targets of national Roma strategy by implementing the legal and policy provisions mentioned as structure indicators. Process indicators are complemented by input and output indicators and reflect the logic and structure of the Council Recommendation of 9 December 2013 (2013/C 378/01). A particular challenge is the disaggregation of mainstream policy measures at a group specific level. Reference to the policy frame is made along the policy

19 http://eur-lex.europa.eu/resource.html?uri=cellar:d1b6b3e1-17dc-4d21-9a47-30b523bc1710.0023.02/DOC_1&format=PDF

20 <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:12012E/TXT>

21 <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2010:083:0389:0403:en:PDF>

22 Council Directive 2000/78/EC establishing a general framework for equal treatment in employment

and occupation (OJ. L 303, 2 December 2000, pp.16-22). Available at: <http://eur-lex.europa.eu/legalcontent/EN/TXT/PDF/?uri=CELEX:32000L0078&from=EN>.

23 Council Directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of racial or ethnic origin (OJ. L 180, 19 July 2000, pp.22-

26). Available at: <http://eurlex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2000:180:0022:0026:EN:PDF>

24 <http://www.ohchr.org/EN/HRBodies/CESCR/Pages/CESCRIndex.aspx>

25 <http://www.unicef.org/crc/>

26 <http://www.ohchr.org/EN/ProfessionalInterest/Pages/CEDAW.aspx>

27 <http://www.ohchr.org/EN/ProfessionalInterest/Pages/CERD.aspx>

28 <http://www.un.org/disabilities/default.asp?id=150>

29 http://www.coe.int/t/dghl/monitoring/socialcharter/Presentation/AboutCharter_en.asp

areas, horizontal issues and structural measures. For each thematic area data on funding availability and its sources, the actual funding spent and its sources are collected.

Outline of the Council recommendation

Thematic policy issues:

- Access to education
- Access to employment
- Access to healthcare
- Access to housing
- Funding

Horizontal policy issues:

- Anti-discrimination
- Protection of Roma children and women
- Poverty reduction through social investment
- Empowerment

Structural policy measures:

- Local action
- Monitoring and evaluating policies
- Bodies for the promotion of equal treatment
- National Contact Points for Roma integration
- Transnational cooperation

14. The data for populating the process indicators is generated through an information collection and reporting template developed by the Working Party on Roma Integration Indicators. At its first reporting cycle (2016) the template is populated by representatives of national governments (NRCs) and constitutes reporting of the duty bearers on their efforts (measures taken) for implementing the Council Recommendation for effective Roma integration from December 2013.
15. Sources of information and its robustness are critically important. These differ in individual Member States reflecting the differences in legal standards regarding ethnic data collection or administrative structures. In the following stages of the template development it might be used as an information collection tool that would facilitate the collection of process-relevant data from various stakeholders.
16. One example of a process indicator based on the data from the current template is the “Duty bearers' commitment to Roma integration” calculated as the “share of thematic areas with funding envisaged (for all thematic areas)”. It is an example of a “light” process indicator reflecting in very general terms the degree to which governments are really committed to Roma integration. The assumption behind is that unless measures are not matched by funding, there is a lack of commitment. Also the level of detail of envisaged funding is part of the analysis. Comparing the share of measures with funding envisaged under specific thematic area indicates the priorities of the respective governments. The more detailed data on funding per measures is available, the deeper the analysis can go increasing the policy relevance of the indicators framework.
17. “Allocation effectiveness rate” is an indicator showing the extent to which the allocated funding reaches the beneficiaries. Calculated as share of the allocated funding for the reported measures where the total number of end beneficiaries is possible to be estimated out of the total funding reported. It is an output indicator at process level which outlines the anticipated effectiveness of funding devoted to Roma integration. It shall answer the critical question on the impact of the

budget spent and how many people are expected to benefit from it. It should outline what the benefit for example of the ESIF budget for the respective beneficiaries will be. It is a proxy of the degree to which governments and other stakeholders involved in Roma integration process do consider the anticipated impact of the envisaged measures. An estimate of the number of the beneficiaries would signal a certain degree of commitment on the side of the government to achieve concrete results.

18. The list of possible indicators is long and they can only be calculated and applied conditional to data availability. Given the fact that data availability is largely a matter of government's commitment and political will and mostly not a matter of data availability itself a lack of data can be taken as an indication for governments' willingness to have comprehensive and effective Roma integration monitoring frameworks.

Outcome indicators

19. Outcome or result indicators are mostly standard indicators, such as the at-risk-of-poverty rate or unemployment rate, but populated by ethnically-disaggregated statistics (or socio-economic proxy data in Member States where ethnic data collection is not possible). Ideally, they should be populated by the respective National Statistical Institutes generating the necessary ethnically disaggregated data (in countries that allow for collecting such data) and/or relevant proxies or sample survey information (in countries that do not allow for collecting ethnically-disaggregated data). The data should be in line with the EU2020 indicators of poverty or social exclusion. The link between the processes (with their inputs and outputs) and outcomes is also logical but not numerical. Summing up outputs does not result in outcomes. The outputs contribute to but do not automatically translate into outcomes. Ideally, all outcome indicators should be disaggregated by sex (male/female). Some of them should be disaggregated also by age. The level of disaggregation however would depend on data availability. In some areas observing the individual status of the rights holder is not possible or not available. For the measurement of poverty it is often assumed that the status of the household is shared equally by its members. Additional efforts need to be made to grasp the existing intra-household inequalities.
20. In general, three options for collecting disaggregated data on Roma in the EU Member States have been used:
 - Census data with information on ethnic background or ethnic origin;
 - Population surveys such as EU SILC, LFS etc. or dedicated surveys that include information on ethnic background or ethnic origin;
 - Information on the territorial distribution of target populations and/or information on target group concentrations in identifiable areas³⁰.
21. Collecting information on populations concentrated in certain regions or settlements is a useful approach for data collection on marginalized Roma communities. Croatia and Slovakia have adopted this approach, both producing the so-called 'Atlas of Roma communities'. In both cases the data were collected at the level of localities, as identified by a combination of census data and information from civil society organisations. In the case of Croatia, only one region – Medjmurje county – was covered at this point with the aim to extend the exercise to other counties in the future. In Slovakia, the Atlas covered the entire country and was funded from the national budget

³⁰ See FRA (2014). Roma Pilot Survey – Technical report: methodology, sampling and fieldwork and Ivanov A., Kling, J., Kagin, J. (2012). Integrated household surveys among Roma populations: one possible approach to sampling used in the UNDP-World Bank-EC Regional Roma Survey 2011. Roma Inclusion Working Papers. Bratislava: UNDP.

indicating the rising interest on the side of national government to collect relevant data for the design of Roma inclusion targeted policies. The atlases in both countries have been used for designing the county level programming documents (Croatia) or country level programming documents (Slovakia). More recently, a similar project called Socio-graphic mapping of the Roma Communities in Romania for a community-level monitoring of changes with regard to Roma integration (SocioRoMap) has been implemented in Romania, at the national level.

22. To make up for the absence of official data and to document the situation on manifestations of poverty, discrimination and racism the European Union Agency for Fundamental Rights launched several projects: In 2008 the European Union Minorities and Discrimination survey (EU-MIDIS) collected for the first time comparative data in seven EU-Member States on the situation of Roma³¹. In 2011, FRA – in cooperation with the European Commission, the United Nations Development Programme (UNDP) and the World Bank adopted the same approach and conducted a survey of Roma populations in 11 Member States on discrimination and living conditions focusing employment, education, health and housing. For comparison, a sample of neighbouring non-Roma populations was included in the survey. The survey also collected detailed information on segregation, poverty and deprivation.³² In 2015, FRA launched the second wave of the European Union Minorities and Discrimination Survey (EU MIDIS II). EU MIDIS II examines trends in discrimination experiences over time, but also refines the methods that were successfully applied in the first wave in terms of sampling and interviewing immigrants and ethnic minorities. Roma are surveyed in nine Member States of the European Union. The following table gives an overview on the EU Member States where Roma are surveyed.

Table: FRA surveys collecting data on Roma in EU-Member States

	2008	2011	2015-16
	EU-MIDIS I	Roma pilot	EU-MIDIS II
Bulgaria	X	X	X
Czech Republic	X	X	X
Croatia			X
France		X	
Greece	X	X	X
Hungary	X	X	X
Italy		X	
Poland	X	X	
Portugal		X	X
Romania	X	X	X
Slovakia	X	X	X
Spain		X	X

23. In its surveys FRA incorporates the principle of *self-identification* following the OHCHR human rights based approach to data collection³³. As noted by FRA in its previous work, in general, two

31 <http://fra.europa.eu/en/project/2011/eu-midis-european-union-minorities-and-discrimination-survey-midis>

32 See also Ivanov, A.; Keller, S; Till-Tentschert, U (2015); Roma Poverty and Deprivation: The Need for Multidimensional Anti-Poverty Measures, OPHI Working Paper No 96 or https://www.unece.org/fileadmin/DAM/stats/documents/ece/ces/ge.15/2015/WP_32_EN_FRA.pdf

33 OHCHR (2016): A Human Rights Based Approach to Data. Leaving No One Behind in the 2030 Development Agenda. Guidance Note to Data Collection and Disaggregation. Available at: <http://www.ohchr.org/Documents/Issues/HRIndicators/GuidanceNoteonApproachtoData.pdf>

approaches are used in data collections to define one's affiliation (ethnic or other): self-identification or external identification. One is a "result of choice," the other of "ascription"³⁴. In the first case the individual respondents are asked directly "To what ethnic group do you belong?" or indirectly "With which group/culture/community do you affiliate?" In the second case, outsiders make a judgment on the identity of the person or the entire community – "Is he or she a Roma?" or "Is the neighbourhood over there a Roma one?" not asking the individual respondents about their self-identification.

24. Any data collection and analysis needs to respect and protect personal identity as central to human dignity and human rights and to stress that data collection exercises should not create or reinforce existing discrimination, bias or stereotypes exercised against population groups, including denying their identity(ies). FRA incorporates these principles complementing the *self-identification* with a filtering question at the beginning of the interview, namely "are there any Roma living in this household?" In case of affirmative answer, the interview proceeds. Therefore, any categories of identity applied have also a participatory element (the respondents influence the effective sample).
25. All questions on personal identity, whether in surveys or administrative data, should allow for free response as well as multiple identities. In some contexts, applying the principle of self-identification may involve including categories of identity beyond those currently listed in international treaties. The principle of *transparency* refers to the right to information as a fundamental attribute of the freedom of expression and the one of *privacy* is closely linked with self-identification and personal identity issues; noting here that when advocating data transparency, the fundamental right to data protection guaranteed through Article 8 of the EU Charter of Fundamental Rights and relevant EU and national legislation is an essential consideration in data collection – for example, with respect to the possibility to identify an individual when datasets are released in the public domain without sufficient data protection safeguards. *Accountability* is central to a human rights-based approach and in the context of the HRBAD it refers to 'data collection for accountability' as well as 'accountability in data collection', which is best served through the availability of independent statistics, free from political interference.
26. It is important to distinguish between "fundamental rights indicators" and "social inclusion" or "vulnerability" indicators. Standard statistical indicators disaggregated by "ethnicity" may denote differences in respective thematic areas (employment, health, housing, poverty – to take the priority areas of Roma integration), referring to "outcomes". Differences, however, may be related to violation of fundamental rights, but are not identical. The starting point of a fundamental rights based approach to data collection and analysis are the rights enshrined in the EU treaties, the EU Charter of Fundamental Rights and the relevant UN Conventions. Observed differences in the status (the outcome indicators) are analysed in the context of the transposition of those rights in the national legislation and the institutional mechanisms created to support their implementation (structure indicators) and the measures (process indicators) taken by the duty bearers to guarantee that the rights holders (in this case – Roma) can effectively enjoy those rights.

³⁴ Rughiniş, C. (2011). Quantitative tales of ethnic differentiation: Measuring and using Roma/Gypsy ethnicity in statistical analyses. *Ethnic and Racial Studies*, 34(4), 594–619.

The relevance of the Sustainable Development Goal indicators³⁵ for Roma inclusion

27. In consideration of the situation and vulnerability of Roma and related groups in Europe, mainstream inclusion indicators cannot sufficiently monitor the specifics of Roma exclusion. Therefore the choice of indicators need to go beyond the Europe 2020 concept of poverty and social exclusion taking into account the indicator for the Sustainable Development Goals (SDG) to overcome some of the data gaps and provide comparability with the general population. Some of the proposed SDG indicators might not be relevant for the general population in the European Union, but are highly relevant for marginalised Roma and other population groups in situations of vulnerability.
28. The UN Economic and Social Council³⁶, suggested that it would be very important to consider mainstreaming SDG indicators beyond gender, age and disability also for minorities and other population groups in situations of vulnerability. The tables below give an overview where SDG indicators are located in the S-P-O indicator framework used in the context of Roma integration by FRA and whether they can be populated from EU-MIDIS II data. However, it will be a particular challenge to make the indicators comparable across data sources and across countries.
29. Wherever possible existing data sources and indicator frameworks should be taken into account for further specification and definition of the indicators and vice versa. Development of new indicators on a national and international level should aim at mainstreaming the SDG indicators into their indicator development.
30. The EU Agency for Fundamental Rights has provided the most extensive comparative cross-country data set on the situation of Roma through its surveys. Member States, as duty bearers, are now extending this data collection by populating for the first time themselves ‘process indicators’; as a next step they should also develop transparent monitoring and data collection populating ‘outcome indicators’ aligned to the SDG indicators which should be mainstreamed into Member States’ future data collection and indicator development. In parallel, national level data collection, and the FRA S-P-O indicators for Roma could be guiding practice for the implementation of the SDG indicators in regard to minority groups.
31. Moreover, the S-P-O indicators framework applied to the SDGs could boost their policy relevance and effectiveness. If operationalized in terms of “rights”, the individual goals would entail duty bearers’ obligations to secure them. Linking individual goals to human rights standards and legal commitments would call for ‘structure’ and ‘process’ indicators that reflect the logic of the policy cycle to achieve the desired outcome. Structure and Process Indicators could enhance the information load of outcome indicators, linking the achieved results to the policy processes and commitment in the respective countries.

³⁵ See list of Indicators in the annex of the Report: UN Economic and Social Council (19 February 2016): Report of the Inter-Agency and Expert Group on Sustainable Development Goal Indicators, E/CN.3/2016/2/Rev.1, available at: <http://unstats.un.org/unsd/statcom/47th-session/documents/2016-2-IAEG-SDGs-Rev1-E.pdf>

³⁶ Ibid

Goal 1. End poverty in all its forms everywhere

Final List of proposed SDG indicators		FRA Roma integration indicators structure – process – outcome			EU-MIDIS II survey
1.1.1	Proportion of population below the international poverty line, by sex, age, employment status and geographical location (urban/rural)*			X	X
1.2.1	Proportion of population living below the national poverty line, by sex and age			X	X
1.3.1	Proportion of population covered by social protection floors/systems			X	X
1.4.1	Proportion of population living in households with access to basic services			X	
1.a.1	Proportion of resources allocated by the government directly to poverty reduction programmes		X		
1.a.2	Proportion of total government spending on essential services (education, health and social protection)		X		
1.b.1	Proportion of government recurrent and capital spending to sectors that disproportionately benefit women, the poor and vulnerable groups		X		

*Only household income is collected in EU-MIDIS II

Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture

Final List of proposed SDG indicators		FRA Roma integration indicators structure – process – outcome			EU-MIDIS II survey
2.1.1	Prevalence of undernourishment			X	X

Goal 3. Ensure healthy lives and promote well-being for all at all ages

Final List of proposed SDG indicators		FRA Roma integration indicators structure – process – outcome			EU-MIDIS II survey
3.8.2	Number of people covered by health insurance or a public health system per 1,000 population			X	X

Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

Final List of proposed SDG indicators		FRA Roma integration indicators structure – process – outcome			EU-MIDIS II survey
4.2.2	Participation rate in organized learning (one year before the official primary entry age), by sex			X	X

4.3.1	Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex			X	X
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Goal 5. Achieve gender equality and empower all women and girls

Final List of proposed SDG indicators		FRA Roma integration indicators structure – process – outcome			EU-MIDIS II survey
5.1.1	Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex	X			
5.3.1	Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18			X	X

Goal 6. Ensure availability and sustainable management of water and sanitation for all

Final List of proposed SDG indicators		FRA Roma integration indicators structure – process – outcome			EU-MIDIS II survey
6.1.1	Proportion of population using safely managed drinking water services			X	X
6.2.1	Proportion of population using safely managed sanitation services, including a hand-washing facility with soap and water			X	X

Goal 7. Ensure access to affordable, reliable, sustainable and modern energy for all

Final List of proposed SDG indicators		FRA Roma integration indicators structure – process – outcome			EU-MIDIS II survey
7.1.1	Proportion of population with access to electricity			X	X

Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

Final List of proposed SDG indicators		FRA Roma integration indicators structure – process – outcome			EU-MIDIS II survey
8.3.1	Proportion of informal employment in non-agriculture employment, by sex			X	X
8.5.2	Unemployment rate, by sex, age and persons with disabilities			X	X
8.6.1	Proportion of youth (aged 15-24 years) not in education, employment or training			X	X
8.7.1	Proportion and number of children aged 5-17 years engaged in child labour, by sex and age			X	X
8.10.2	Proportion of adults (15 years and older) with an account at a bank or other financial institution or with a mobile-money-service provider			X	X

Goal 10. Reduce inequality within and among countries

Final List of proposed SDG indicators		FRA Roma integration indicators structure – process – outcome			EU-MIDIS II survey
10.2.1	Proportion of people living below 50 per cent of median income, by age, sex and persons with disabilities			X	X
10.3.1	Proportion of the population reporting having personally felt discriminated against or harassed within the previous 12 months on the basis of a ground of discrimination prohibited under international human rights law			X	X

Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable

Final List of proposed SDG indicators		FRA Roma integration indicators structure – process – outcome			EU-MIDIS II survey
11.1.1	Proportion of urban population living in slums, informal settlements or inadequate housing			X	X
11.2.1	Proportion of population that has convenient access to public transport, by sex, age and persons with disabilities			X	X
11.7.2	Proportion of women subjected to physical or sexual harassment, by perpetrator and place of occurrence (last 12 months)*			X	X

*sexual harassment has not been asked explicitly in EU-MIDIS II

Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

Final List of proposed SDG indicators		FRA Roma integration indicators structure – process – outcome			EU-MIDIS II survey
16.1.3	Percentage of the population subjected to physical, psychological or sexual violence in the previous 12 months*			X	X
16.3.1	Percentage of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms (also called crime reporting rate)			X	X
16.5.1	Percentage of persons who had at least one contact with a public official, who paid a bribe to a public official, or were asked for a bribe by these public officials, in the previous 12 months, disaggregated by age group, sex, region and population group**			X	X
16.b.1	Percentage of the population reporting having personally felt discriminated against or harassed in the previous 12 months on the basis of a ground of discrimination prohibited under international human rights law, disaggregated by age group and sex			X	X

* EU-MIDIS asks on physical attacks and any form of harassment

** Only available for the time period within the last 5 years