

No Data—No Progress

Country Findings

Data Collection in Countries Participating in the Decade of Roma Inclusion 2005–2015

PRIMARY EDUCATION COMPLETION RATE		
Country	Year	Roma
Albania	2005	14%
	Most Recent	Insufficient Data
Bosnia and Herzegovina	2005	No Data
	Most Recent	No Data
Bulgaria	2005	28.3%
	Most Recent	31.6%
Croatia	2005	No Data
	Most Recent	No Data
Czech Republic	2005	No Data
	Most Recent	No Data
Hungary	2005	76%
	Most Recent	No Newer Data
Macedonia	2005	50.8%
	Most Recent	No Data
Montenegro	2005	9.2%
	Most Recent	20%
Romania	2005	31.7%
	Most Recent	19.7%
Serbia	2005	22.7%
	Most Recent	No Data
Slovakia	2005	No Data
	Most Recent	No Data
Spain	2005	No Data
	Most Recent	No Data

INFANT MORTALITY RATE		
Country	Year	Roma
Albania	2005	No Data
	Most Recent	No Data
Bosnia and Herzegovina	2005	No Data
	Most Recent	No Data
Bulgaria	2005	25 per 1000
	Most Recent	25 per 1000
Croatia	2005	25.1 per 1000
	Most Recent	11.5 per 1000
Czech Republic	2005	No Data
	Most Recent	No Data
Hungary	2005	No Data
	Most Recent	No Data
Macedonia	2005	Insufficient Data
	Most Recent	Insufficient Data
Montenegro	2005	No Data
	Most Recent	No Data
Romania	2005	Insufficient Data
	Most Recent	No Data
Serbia	2005	25 per 1000
	Most Recent	No Newer Data
Slovakia	2005	No Data
	Most Recent	No Data
Spain	2005	Insufficient Data
	Most Recent	No Data

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Countries Participating in the
Decade of Roma Inclusion
2005–2015

August 2010

Roma Initiatives



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Preface

The following report includes the findings from the 12 countries participating in the Decade of Roma Inclusion 2005–2015, which informed the report *No Data—No Progress*. Data were gathered by researchers in each country in January–February 2010. This report covers developments through March 1, 2010.

Albania

Summary

On July 24, 2008, Albanian Prime Minister Sali Berisha signed the Declaration of the Decade of Roma Inclusion. With this formal step, Albania became a full member of the Decade and their Decade Action Plan was adopted in October 2009. There are huge gaps in data that are officially collected by the government. Data on Roma are not collected for any of the five chosen indicators. There are data collected by the United Nations and its affiliated organizations, but only on a few of those indicators. Policy in Albania is governed by the law, which permits ethnic data collection. Despite the freedom to do so, little takes place; Albania is the only country where the last census in 2001 did not collect data on ethnicity at all. There are no different mechanisms for collecting data for the Decade other than those that exist for the state. There are no official reports on the Decade that have been released.

Data Collection and Protection Policy

According to law, if data are collected and aggregated, and used for statistical purposes anonymously, the collection of ethnic data should be permissible.

Albania passed Law No. 8517 On the Protection of Personal Data on July 22, 1999.

Article two of that law defines personal, sensitive data as including: race and ethnic origin, political opinion or affiliation, religious or other convictions. Article four lists the

exemptions, including personal consent (Art. 10) when provisions of the law shall not apply, including processing of anonymous data and processing of data for the purpose of population registration.

Other relevant provisions include Law No. 8669, dated October 26, 2000, on the general census of population and dwellings.

Data Collection in Practice

The general official mechanisms for data collection in Albania are the following:

- ▶ The Institute of Statistics (INSTAT)¹
- ▶ Local statistical departments of ministries or other central institutions' statistics departments
- ▶ Civil offices and other entities

Statistical information on the overall population is obtained by various means, but most importantly via the census. Official statistics are also compiled from administrative data and public or private files from numerous sectors (employment, education, housing, justice, police, etc). Numerous social and economic statistical surveys are also run in parallel with official statistics.

Organizations representing minorities gather their own statistical data, from estimates intended to counterbalance, or compensate for the lack of, official statistics.

In the education sector, the Ministry of Education through the Regional Education Directorates implements the National Program of Education. Part of the National Program of Education includes the compilation of data, which is requested by the Ministry of Education and INSTAT from the direction and management of schools and state administration. Data are periodically collected on the basis of a defined methodology based on national experience and concepts and international definitions.²

In the health sector, the Ministry of Health³/Institute of Public Health collects data; the Employment Office gathers employment data.

Policy in Albania is governed by the law, which permits ethnic data collection. Officially, there is no other policy regulating whether or not to collect ethnic data. Despite the freedom to do so, little takes place. The 2001 census did not disaggregate data by ethnicity. The next census in April 2011 will include a question on ethnicity for the first time. Administrative offices of the various ministries do not collect ethnic data.

Collection of Decade data

There are no other mechanisms for collecting data for the Decade than those that exist for the state. The Decade relies on state statistics for data.

Existing evaluation of the Decade

There are two reports that exist that are related to the Decade, but neither is an official government report on the Decade. Those reports are:

- ▶ the Albanian *Decade Watch Report*, forthcoming
- ▶ The Ministry of Labor, Social Affairs and Equal Opportunities' progress report on the *National Strategy on Improving the Living Conditions of the Roma Community*, from December 2007.

The National Strategy was adopted by the Council of Ministers No.633 on September 18, 2003, and the Decade Action Plan (DAP) was adopted in October 2009. The DAP was based on the same indicators as the *National Strategy for Improving the Living Conditions of the Roma Community*. Therefore, the progress report, in essence, reviews the same indicators although it does not specifically monitor the Decade.

Review of the Decade Action Plan

The Albanian Decade Action Plan does include some information on carrying out monitoring, including the collection of data. The first page of the action plan states, “The Technical Secretariat for the Roma people at the [Ministry of Labor, Social Affairs and Equal Opportunities] monitors the implementation of the objectives and priority measures in collaboration with the institutions responsible for the monitoring.” In other words, the institutions that are linked to the sector conduct monitoring in their respective area, e.g., the Ministry of Education and Science oversees the education sector. There are also data sources listed.

The Albanian action plan does recognize the need for more data on Roma, as one of the indicators for its goal in education is, “Developing and/or improving of statistical data in the education field, in order to allow for continuous analysis on the education situation of Roma children.” For this, this indicator exists: “Statistics that provide data on education situation of Roma community, developed.”⁴ This focus on data, however, is not mentioned in any of the other priority areas.

The action plan only partially includes the indicators that were chosen by Roma Initiatives.

Education

There is an emphasis on kindergarten rather than on primary education in the DAP. Therefore, rather than completion of primary education as an indicator, the DAP proposes: “Number of Roma children who start compulsory education after kindergarten.”⁵

Employment

Regarding employment, there is no mention of the need for data or collection of data. There is some mention of unemployed Roma, but rather than measuring the overall unemployment rate, the DAP proposes as the indicator: “[the] Percentage of unemployed Roma people, employed at public works programs.”⁶

Health

There is nothing in this section of the DAP that deals with infant mortality. The emphasis is rather on public education.

Housing

The housing section of the DAP has many goals to improve housing for Roma. The indicators are close to the ones chosen by Roma Initiatives, but rather than measure on a more general level “the number of settlements decreased,” the indicators are more specific and measure such things as: “Number of houses built and reconstructed for Roma families in need; Number of Roma families that benefit from the improvement of housing conditions.”⁷ There are several indicators listed in the housing section, and several are close to those of Roma Initiatives, such as: “Number of legalized Roma houses, which meet the relevant technical and legal standards; Number of resolved requests versus the total number of requests by Roma families.”⁸

Data Gaps on Selected Indicators

Total Roma population

There are large gaps in data for the Roma population. Albania has not disaggregated data by ethnicity in their census;⁹ policymakers, researchers, and human rights activists must rely on nonofficial estimates, which range from 30,000–120,000 Roma living in Albania.¹⁰ Data on the population are collected by INSTAT using a combination of projections based on the last two censuses in 1989 and 2001. For the 1995–2000 populations, only the total number of people, which is disaggregated by sex and geographical location (urban-rural), are available. The population is calculated every January 1.¹¹ In 2005, the official total population was 3,142,065 and was 3,170,048 on January 1, 2008, which is the most recent

figure. The only official data found for this report are that there are 31,786 Roma according to prefectures.¹²

Primary school completion rate among Roma

There are gaps in the data for primary completion, as only raw numbers, not rates are collected. There are official data for the overall population disaggregated by gender for the 2005–2006 year only, out of which according to an official publication, the total number of pupils who completed basic education was 52,908.¹³ There are no data for Roma, and they are not collected systematically. There are no reliable or disaggregated data for Roma for 2005. There are data, however, reported from the prefectures for 2009. According to that source, there were 1,725 Roma students who had completed basic education.¹⁴ A UNDP report from 2006 shows that 14 percent of Roma have completed primary education.¹⁵

Unemployment rate among Roma vs. among the general population

There are gaps in the data for the unemployment indicator. Official data records are disaggregated by gender only. For 2005, there were 153,250 registered unemployed.¹⁶ There was no unemployment percentage recorded for 2005, only numbers, according to the INSTAT website. The rate of unemployment for the overall population was 12.76 percent in June 2009.¹⁷ The unemployment rate within the Roma population varies according to age group and level of education. The UNDP supplies the only available data on this indicator. According to their data, the unemployment rate of Roma with primary education is 39 percent, for those with completed secondary education 15 percent, and the unemployment rate of those with higher education is slightly over 8 percent.¹⁸ An overall figure from the same source for the 30 to 49-year-old age group is 30 percent.¹⁹

Infant mortality among Roma vs. among the general population

The only available data come from the United Nations. In 2005, the infant mortality rate among the overall population was 16 per 1,000.²⁰ More recently in 2007 that figure was 13 per 1,000.²¹ There are no data for Roma. It was reported that the state does collect data for this indicator, but the relevant statistical office did not respond to inquiries, and the data were not publicly available.

Reducing the number/population of Roma settlements, ghettos, or “settlements with low socio-cultural conditions”

There are no data on this indicator for Albania.

Discrimination cases (involving Roma) brought to the national equality body

Cases of discrimination in Albania are collected by an ombudsman.

In 2005, the People's Advocate Office, which is part of the ombudsman's office, handled 4,361 complaints, requests, and notifications; 408 were carried over from year 2004, 2,300 filed in 2005, and 1,653 cases immediately addressed by the Office of the People's Complaints.²² In 2008, the People's Advocate Office handled 2,862 requests and notifications (including the complaints and requests immediately responded to by the People's Complaints Office).²³

In 2009, the ombudsman published a special report on Roma, *For Protection and Respect of the Rights of Roma Community in Albania*,²⁴ and also organized open days for the Roma minority, during which 230 complaints were gathered.

Bosnia and Herzegovina

Summary

In July 2008, the Bosnian Council of Ministers adopted Decade Action Plans and announced the agreement to join the Decade of Roma Inclusion. Bosnia formally joined the Decade in September 2009, becoming the eleventh country to take part. Due to the multiple layers of authority within Bosnia and Herzegovina, there are many different agencies responsible for data collection, but significant gaps remain nevertheless. Comprehensive official data collection has not taken place since 1991. Data on the Roma Initiatives indicators are extremely limited; official information about Roma is almost nonexistent. NGOs, both local and international, have made efforts to collect data on Roma, as have intergovernmental agencies such as UNICEF and the OSCE. The action plans developed to address the situation of Roma call for ambitious measures to collect more information, but at present there is little indication that these initiatives have progressed.

Data Collection and Protection Policy

In 2001, Bosnia adopted the Law on the Protection of Personal Data, which conforms to the standards laid out in international data protection norms, such as the 1981 Convention of the Council of Europe No. 108 for Protection of Individuals with regard to Automatic Processing of Personal Data. In 2004, the Law on Statistics was adopted at the state level,

and the next year an agreement among both the national and entity-level finance ministries and statistical institutes set out the means of coordination among the agencies gathering statistical information.²⁵ These provisions established a framework that permits the collection of personal data and provides for the appropriate level of protection for such data in line with international standards.

Bosnia's complex internal arrangements accord greater significance to ethnic information, as political representation at various levels is allocated according to ethnicity. A recent ruling by the European Court of Human Rights found that the Bosnian constitutional provisions, which allow only those who declare themselves to be Bosniak, Croat, or Serb to stand for the country's highest offices, are discriminatory. The Court found that the provisions impermissibly barred Jews, Roma, and others from the presidency and upper house of parliament if they did not declare themselves to be among the three majority ethnic groups.²⁶

Data Collection in Practice

The many administrative levels in Bosnia and Herzegovina add complexity to data collection. The federal, entity, and canton units have varying degrees of competence in collecting data. There are three statistical agencies functioning in Bosnia and Herzegovina: one at the national level, the Agency for Statistics of Bosnia and Herzegovina,²⁷ and one in each entity, the Federation Office of Statistics²⁸ and the Republika Srpska Institute of Statistics.²⁹ The entity-level offices collect information from local (municipal and/or cantonal) agencies, and convey data to the national office. In addition, the national-level Agency for Identification Documents, Registers and Data Exchange of Bosnia and Herzegovina issues and maintains registers for identity documents in the country.³⁰ An agreement between the state and entity-level statistical agencies sets out the methods of cooperation.

Data on education, employment, health, and housing are collected by the respective entity ministries, and in some cases at the canton or municipal level as well. Explicit policies on data collection have not been formulated in most areas. Considerable preparations have been made (with international assistance) to ensure a comprehensive and accurate census in 2011, which will be the first in 20 years.

A number of studies have collected data in Bosnia using various sampling techniques and looking at different variables. The Multiple Indicator Cluster Surveys (MICS) carried out by UNICEF and the entity ministries of health in 2000 examined various indicators related to the situation of women and children; however, these data are not broken down by ethnicity/nationality.³¹ The Living Standards Measurement Survey undertaken by the entity statistical institutes in 2001 provides information in several fields, including housing and health, but again does not break down the data by ethnicity.³² The Organization for Security

and Cooperation in Europe (OSCE) has also conducted a number of surveys related to the situation of Roma.

Despite the emphasis on ethnic identity, Bosnian data disaggregated by ethnicity are poor. Data about Roma in particular are scarce and unreliable, as Roma are frequently placed in the category “others” without specific mention. In 2004, the European Commission Against Racism and Intolerance (ECRI) observed that the official overall population figure for Roma was far smaller than that estimated by other observers; moreover, the high proportion of Roma lacking personal documents, such as birth certificates, identity papers, and health insurance records was a particularly complicating factor for assessing the situation of the Roma community.³³ According to the EU’s most recent progress report on Bosnia, preparations for a “Roma census” were ongoing in 2009, which was recorded as a positive development.³⁴

Collection of Decade data

No general mechanisms for collecting data relevant to the Decade are set out in the action plans, although individual goals call for the establishment of databases and other data-collection initiatives.

Existing evaluation of the Decade

No official reports on progress or implementation of the Decade have been published to date.

Review of the Decade Action Plan

Bosnia’s action plan comprises an education plan, adopted prior to joining the Decade, and an action plan on employment, health, and housing drawn up specifically for the Decade in 2007. The indicators chosen for review by Roma Initiatives in education, employment, and housing are included in the action plan. Most components of the plan are fairly detailed, including budgets and deadlines for the tasks outlined, and the need for data is recognized in a number of goals.

Education

The action plan on the Educational Needs of Roma and Other Minorities in Bosnia and Herzegovina (adopted in 2004, prior to Bosnia’s joining the Decade) names as its first required action:

regular and systemic collection of data on enrolment and school completion rates of Romani children in order to proactively identify children and young people who did

not complete school at the appropriate age and who dropped out or never attended school.³⁵

The action plan goes on to list the bodies responsible for implementing this action, including educational authorities at various levels, as well as statistical agencies, but the role and competencies for each are not defined. No deadlines or budget are given.

Employment

The Roma Employment Action Plan and the accompanying explanation acknowledge that data collection on unemployment among Roma must be improved. The initial objective is to

provide a functional database on unemployed Roma for the purpose of establishing appropriate unemployment records to include all indicators which are provided for under legislation and which are a basic prerequisite for the inclusion of Roma in [the] labor market.³⁶

This goal is further broken down into measures to be undertaken, the first of which is the “systematic collection of data on unemployed Roma.” According to the indicators for this measure, the database will include records on qualifications, age, gender, and disability. While the responsible agencies are listed in the action plan, it is not clear what the specific tasks at each level are. The explanation does not indicate where the database will be established and maintained at the national, entity, or cantonal levels, and while a budget of 150,000 KM (Konvertibilna Marka, approximately €77,000) for establishing and 30,000 KM (€15,000) annually for updating the database, no agency is tasked with budget oversight. The agencies responsible for monitoring implementation are the BiH Council of National Minorities Parliamentary Assembly, the Council of Roma, the Roma Board to the BiH Council of Ministers, the Ministry of Human Rights and Refugees, and the Ministry of Civil Affairs.

Health

The Roma Health Care Action Plan does not use infant mortality as an indicator. However, it does include the goal of registering the birth of all newborns and adults within two years after the adoption of the action plan, and prioritizes reproductive and maternal care as one of the preventative health care programs to be implemented.³⁷

Housing

In the Roma Housing Action Plan, the first goal is the development of Roma settlements, which are defined only as “settlements inhabited by Roma.” The first measure aims to

“Record and [validate] existing buildings inhabited by Roma, and develop [a] single database by using [research ...] conducted so far.”³⁸

Data Gaps on Selected Indicators

Total Roma population

Official data on Bosnia’s Roma population are almost 20 years old, creating a serious gap. No comprehensive survey of the population has been carried out in Bosnia since it was a constituent republic of Yugoslavia. The census data from 1991 are entirely outdated as the 1992–1995 conflict resulted in massive population displacement. The 2011 census preparations were underway at the time of writing.

The 1991 census, which is not regarded as a reliable source but remains the only official total population record, gives a figure of 3.5 million people in Bosnia. The World Bank’s World Development Indicators database recorded the population in 2005 at 3,781,274 people.³⁹ The 1991 census gave the number of Roma in Bosnia as 8,964. Estimates of the Roma population in 2005 were around 40,000 to 60,000.⁴⁰

According to the website of the Agency for Statistics of Bosnia and Herzegovina, the most recent population estimate was 3,842,566 in June 2009.⁴¹ No more recent official figures are available for the Roma population. In 2007, a number of NGOs with international funding conducted research on the Roma community in Bosnia; the study concluded there were some 76,000 Roma in Bosnia at that time.⁴²

Primary school completion rate among Roma

Completion rates are not available in Bosnia. The only known data on school completion are from the 2000 MICS survey, which found that 94 percent of primary-school-age children attended primary school; of these, 99 percent eventually reached grade five.⁴³ No specific data on Roma are available. There are no more recent general completion rates available, only figures on the number of children completing the final year of primary school.⁴⁴ There are no data on completion rates for Roma at all.

Unemployment rate among Roma vs. among the general population

There is very limited information available on unemployment in Bosnia. The unemployment rate in 2005 was recorded as 35.45 percent according to the State Statistical Agency. There is no information on the unemployment rate among Roma in 2005 or 2006. The total unemployment rate according to the national Agency for Statistics was 24.1 percent in 2009.⁴⁵

Infant mortality rates among Roma vs. among the general population

There are major gaps in the official data on this indicator; the Bosnian statistical agencies record only the number of infant deaths in a given period, not infant mortality rate.⁴⁶ The information is not available disaggregated to show ethnicity. The UNICEF website country information for Bosnia recorded an infant mortality rate of 13 per 1,000 in 2008.⁴⁷ No information on infant mortality rates among Roma is available for any year.

Reducing the number/population of Roma settlements, ghettos, or “settlements with low socio-cultural conditions”

Data on this indicator are very limited. There have been no government-initiated surveys of Roma settlements. The OSCE, which has maintained a mission in Bosnia since 1995, has done some research into the living conditions of Roma in recent years. In 2002, the OSCE conducted research on where and how Roma live in Bosnia, which identified about 100 informal Roma settlements across the country, with a total population of approximately 22,000.⁴⁸ There have been no more recent studies that looked at the number of Roma settlements or their population.

Discrimination cases (involving Roma) brought to the national equality body

Bosnia does not have an equality body in line with the Race Equality Directive. Comprehensive antidiscrimination legislation was only adopted in July 2009 at the national level.

Bulgaria

Summary

Bulgaria was one of the initial eight countries participating in the Decade, and its Decade Action Plan was prepared in 2005. There are large gaps in data for Bulgaria, which does not actively collect ethnic data. When data do exist from other sources, estimates vary due to a lack of uniform methodology. This leads to confusion, and also to questions of the reliability of the data. Due to unclear assignment of responsibility, a lack of formalized mechanisms and methodology, as well as a lack of data, progress on monitoring the Decade is slow. Though several reports exist, they are not quantitatively tracking progress according to the indicators, but rather qualitatively describing what has taken place.

Data Collection and Protection Policy

The collection of personal data, including data on ethnicity, is not explicitly prohibited in Bulgaria. The 2002 Personal Data Protection Act does not prohibit the collection of ethnic data but does prohibit any processing of such data that “reveals racial or ethnic origin.”

Article 5 (1) of the act states that personal data should not be disclosed when related to:

1. Racial or ethnic origin
2. Political opinions, religious or philosophical beliefs, membership in political parties or organizations, associations for religious, philosophical or trade-union purposes
3. Human health, sexual life, or human genome.

This prohibition, however, is subject to numerous exemptions, among which are the consent of the person concerned, stipulations of other laws, and data collection for the specific aims of some NGO, as well as journalistic and literary activity.⁴⁹

The Personal Data Protection Act regulates the protection of physical persons in processing their personal data and access to collect and process data. It stipulates that the collection of personal data may take place only “for concrete purposes, strictly defined by law, and cannot be processed additionally in a manner that is incompatible with these goals.”⁵⁰

The Personal Data Protection Act gives a legal definition of personal data as “information for a physical person that intends to reveal his/her physical, psychological, mental, family, economic, cultural and public identity.”⁵¹ That definition differs from the one given by the EU Directive 45/95, according to which “personal data” is every type of information related to an identified or identifiable person.

Data Collection in Practice

Most official statistics in Bulgaria are produced by the National Statistical Institute (NSI).⁵² The National Statistical Institute collects data annually on the total population, and on ethnicity only through the national census conducted every 10 years. Data are not disaggregated by ethnicity, only by gender and residence for other indicators. The NSI’s methodology is compared and harmonized with that of Eurostat and EU Directives.⁵³

NGOs, however, collect such information on a project basis, although no NGO has collected information regarding Roma on a regular, annual basis. For macroeconomic indicators such as housing, income, and employment, data are gathered every three months.

Education data are collected annually by the NSI. Data are also collected by the Ministry of Education and their regional inspectorates as well as by numerous civil society organizations dealing with educational integration. In most cases data are publicly presented and available online or upon request. The NSI collects information through its own methodology.⁵⁴ Employment data are collected annually by the NSI⁵⁵ as well as by other public authorities, such as the World Bank,⁵⁶ the UNDP, and Laborsta (ILO).⁵⁷ However, data for Roma unemployment are not collected annually by the NSI. The institute’s methodology for collecting data on health, including infant mortality, is via the distribution and collection of annual health forms that are sent to national health information centers. An additional source of information is the data collected by local municipal administrations for registered deaths. Housing data are provided by the NSI and the Ministry of Regional Development and Public Works. Information is provided to the national coordinator’s office through an administrative procedure.

A major methodological issue in Bulgaria is the lack of sufficient and regularly collected disaggregated data for ethnic and religious groups, regions, municipalities, and

different Roma subgroups. Since the self-identification principle underpins the national census and the bulk of social surveys conducted in Bulgaria, and bearing in mind that almost half of the Roma tend to self-declare as a “preferred identity,”⁵⁸ experts conclude that the real number of Roma in Bulgaria is almost two times larger than the official numbers.⁵⁹ Local administrations do not officially collect data on ethnic background; they could collect them if a regulation has been approved by the appropriate ministry or agency as is in the case of the employment agency. However, the mechanism for data collection is that clients fill in a declaration on a voluntary basis for their ethnic origin. As this process is by its nature not mandatory, the results are highly speculative. It also appears that some “informal” data on the location of Roma communities are maintained, although it is unclear on what basis.

There is independent research in Bulgaria that has been produced, which could contribute to monitoring the Decade. Several reports have shed light on the Roma population, but there are also studies in the other sectors, such as housing and education, that could be used; for example, the Open Society Institute–Sofia, together with the World Bank and Gallup International in 2007 conducted a multihousehold survey that gathered data in these fields. Reports have also been prepared in the housing sector, for example, such as that by the European Union in preparation for PHARE 2002 Economic and Social Cohesion program.

Collection of Decade data

The mechanisms for monitoring the Decade rely on state statistics and mechanisms.

According to the Bulgarian Action Plan, “the monitoring and controlling mechanism [of the Decade] will be established by the National Council on Ethnic and Demographic Issues at the Council of Ministers with the help of its regional experts on ethnic and demographic issues.”⁶⁰ However, according to an interview with the deputy chairman⁶¹ of the national council, a formalized structure/methodology does not exist at present, and only an “informal” system for monitoring and evaluation is in place. Information is collected by district and municipal experts on ethnic and demographic issues and sent to the National Council on Ethnic and Demographic Issues, which has been receiving reports on the Decade’s implementation through their network of experts from all over the country. However, this system is not official, and currently the responsibility for the network rests with another institution, the Ministry of Labor and Social Policy. Thus, currently there is no public report produced by the National Council on Ethnic and Demographic Issues on the facts and findings provided by these experts.

At the same time, the national coordinator’s office of the Decade of Roma Inclusion is located within the Ministry of Labor and Social Policy. The ministry has established a group of employees to collect information from the rest of the ministries responsible for implementing the Decade, and they report to use official data produced by the NSI for

monitoring progress of the Decade. All information in their reports is provided by the relevant state institutions; a specific methodology has not been outlined in the report itself. It is not clear how the ethnic origin of all Roma cited in the report is identified. The national coordinator's office produces an "administrative" report that refers to data collected through self-identification, or based on data provided by the NSI. That report refers to what extent the state administration has fulfilled its engagements under the Decade.

In the section of the Bulgarian Action Plan related to housing, one measure is for the endorsement of a national information system on housing conditions of minorities and vulnerable groups⁶² in order to collect information on the one hand for their current housing status and on the other for registering progress in urbanizing areas with a predominantly Roma population. However, the collection of data on the indicators is left to the institutions involved in the different priorities; the main obstacle in this case is the principle of self-identification and/or the lack of willingness on behalf of the institutions for endorsing specific mechanisms for collecting information other than the NSI's.

Existing evaluation of the Decade

Thus far, there have been three reports on the Decade produced by the Bulgarian government and the National Coordinator of the Decade of Roma Inclusion: one in 2007 (not published), one in 2008, and most recently, one for 2009. There is no official statement regarding the Decade report for 2007 and why it has not been published. The report in 2008 was approved by the Council of Ministers, and is available online in Bulgarian.⁶³ The Decade Watch Update from 2007 also serves as an outline of what was achieved in 2006–2007.⁶⁴

Despite the fact that support for the development of monitoring and evaluation systems is available via the Decade Secretariat, as well as by the UNDP, the Office of the National Coordinator of the Decade of Roma Inclusion 2005–2015 has not requested such support.⁶⁵

Review of the Decade Action Plan

None of the indicators—exactly as they are stated—chosen by Roma Initiatives for review is included in the Bulgarian Action Plan.

Education

There is no indicator or mention of an estimate for primary school completion rate among Roma. Rather, the action plan uses the "number of schools and kindergartens in which educational integration is successfully realized" to account for their goal to: "Guarantee the right to equal access to quality education to children and pupils from the Roma ethnic minority."⁶⁶

The educational indicators that are chosen in the Bulgarian Action Plan are closely aligned with the issue of desegregation/integration in Bulgaria.

Employment

For information regarding the “unemployment rate among Roma vs. among the general population,” the only indicator in the Bulgarian Action Plan is “the number of Roma who are employed.”⁶⁷

Health

For infant mortality among Roma vs. among the general population, there is a general indicator only: “reduction of morbidity among Roma population.”⁶⁸ However, it is not clear how and whether this will be disaggregated by age.

Housing

For the Roma Initiatives’ indicator “Reducing multiple disadvantaged settlements,” the Bulgarian Action Plan has a similar goal: “Improvement of existing and building of new adequate technical and social infrastructure for Roma,” for which there are two indicators that are closely matched:

- ▶ “Number of legalized Roma houses which cover the respective technical and legal standards”
- ▶ “Number of Roma families that have been provided with the opportunity to build their own houses in regulated municipal plots which have the necessary infrastructure”⁶⁹

Data Gaps on Selected Indicators

Total Roma population

There are large gaps in the official and unofficial estimates for the Roma population. Furthermore, there are few updated data for this indicator. According to the NSI, the 2005 overall population was 7,718,750,⁷⁰ and more recently in 2008 it was 7,606,551.⁷¹ Data for the official Roma population were taken from the 2001 census and calculated to be 370,908 (4.68 percent of the total population).⁷² There are no more recent official data on the Roma population as the next census is not expected until 2011. Unofficial figures for the Roma population vary widely; however, it is most realistically between 638,162 and 815,313.⁷³

Primary school completion rate among Roma

There are large gaps in the data for this indicator, as official data reports on the number of children enrolled and who have completed primary school, not percentages. Furthermore, official statistics for the Roma population after 2001 are not available. Unofficial estimates also vary greatly for this indicator. For 2005 it was estimated that 85,425 students who enrolled in primary school had graduated,⁷⁴ a number which dropped greatly in 2008 to 67,110.⁷⁵ Data found for Roma come from an independent source, but which had reported on official data calculated from the 2001 census; using that data, the Open Society Institute reports that the Roma completion rate for primary school was 28.28 percent of all Roma self-identified in the census.⁷⁶ More recent data for Roma from 2007 are from unofficial estimates, and reports Roma completion of primary education to be 31.6 percent.⁷⁷

Unemployment rate among Roma vs. among the general population

There are large gaps in the data for this indicator. In 2005, the overall unemployment rate was 10.1 percent,⁷⁸ decreasing to 6.7 percent in 2009.⁷⁹ There are no official data for Roma, however. According to intergovernmental data, there were 34 percent unemployed Roma for the 25–54-year-old age group.⁸⁰ For Roma, the most recent data for unemployment are provided by the multihousehold survey conducted by the Open Society Institute–Sofia in 2007.⁸¹ The research is representative for neighborhoods with a compact Roma population. The unemployment rate among the respondents in the survey was 53.1 percent.

Infant mortality among Roma vs. among the general population

There are available data on this indicator, mostly having been derived from the 2001 census. In 2005, the infant mortality rate for the overall population was 10.4 per 1,000 live births,⁸² with a more recent general figure in 2010 at 8.6 per 1,000 live births.⁸³ The infant mortality rate for Roma in 2005 was 25 per 1,000.⁸⁴ Data are estimated by the Bulgarian Science Academy on the basis of the national census in 2001. Although information on ethnic background is not provided by the NSI, this figure was calculated from data from municipalities with a compact Roma population; the mechanism for identifying these municipalities is unclear, however. There are no more recent official data for this indicator, only data from independent studies, which report a similar number. According to sociologist Ilona Tomova⁸⁵ the infant mortality among Roma for 2009 was also 25 per 1,000, the same number that is mentioned in the information guide *Roma in Bulgaria*.⁸⁶

Reducing the number/population of Roma settlements, ghettos, or “settlements with low socio-cultural conditions”

There are some data for this indicator; however, data collected that are retained by the Ministry of Regional Development and Public Works and other institutions involved in housing

such as the National Council for Cooperation on Ethnic and Demographic Issues at the Council of Ministers are not collected on an annual basis. There are also available data provided by the NSI from the last census in 2001.⁸⁷ There is also research done by bilateral and international organizations; thus, information is fragmented and scattered, but is available to the public in most cases. There is no unified approach, mechanisms, or methodology used for the collection of these data.

In 2003, an FAS International Consortium study under a PHARE-funded project estimated that a significant number of Roma live in 88 settlements.⁸⁸ The most recent unofficial data available are from 2007. According to that study, the number of Roma settlements in urban areas was 293, while the number of Roma settlements in rural areas was much higher at 595.⁸⁹

Discrimination cases (involving Roma) brought to a national equality body

According to the general remarks from the Bulgarian Action Plan: “The specific anti-discriminative activities related to the functions of the Commission for Protection against Discrimination will be included in the 5th priority section of the Decade Action Plan 2005–2015 after the establishment of the Commission.”

The number of cases is collected annually by the Commission for Protection against Discrimination (established in 2005) and published in its annual reports.⁹⁰ Cases are also collected by organizations such as the Bulgarian Helsinki Committee⁹¹ and other human rights organizations in the country. In 2005, 194 cases in total were brought to the Commission. Information on cases brought solely by Roma is not available in the annual report produced by the Commission. The number of complaints on ethnic grounds was 38. In 2009, 1,015 complaints were received by the Commission, of which 8 percent were on ethnic grounds.

Croatia

Summary

Croatia was among the initial eight countries that constituted the Decade when it was launched in 2005. To address serious omissions in existing data on the Roma population, Croatia has taken important steps toward improving the information about Roma as part of the Decade. Data on many of the Roma Initiatives indicators are available, but significant gaps remain, particularly in terms of the regular collection of data, rather than occasional studies. Uncertainty as to the overall number of Roma in the country undercuts some recent data collection efforts, as rates of employment, school completion, or similar indicators cannot be reliably calculated. Croatia has been proactive in using available international assistance for integrating Roma: the accession process to the EU has offered funding and technical assistance, and the UNDP has worked closely with the Croatian authorities to revise and enhance the Decade Action Plan, making monitoring and assessment more straightforward.

Data Collection and Protection Policy

There is no legal barrier to the collection of ethnic data in Croatia.

The Constitution of the Republic of Croatia in Article 37 guarantees everyone “safety and secrecy of personal data” according to law.⁹² The main legal instrument for data protection is the Act on Personal Data Protection (*Official Gazette*, No. 103/03) and its amendments

(*Official Gazette*, No. 118/06 and *Official Gazette*, No. 41/08). This is supplemented by two regulations: the method of maintaining records on personal data filing system and the form of such records (*Official Gazette*, No. 105/04) and the regulation on the manner of storing and special measures of technical protection of particular categories of personal data (*Official Gazette*, No. 139/04). The legal regime permits the collection of personal data, including data on ethnicity, in line with international standards, although the Council of Europe has raised concerns that data on minorities is insufficient to properly implement laws and policies relating to minorities.⁹³

Data are generally not disaggregated by ethnic group or nationality in Croatia in the available statistics. However, it appears that within some ministries, data on Roma specifically have been collected.

Data Collection in Practice

The Central Bureau of Statistics is a state administrative organization, and the central authority, principal producer, disseminator, and coordinator of the official statistics system of the Republic of Croatia. The various ministries also maintain statistics relating to their areas of competence.

CROSTAT (the official statistical database) statistical information is issued annually by the Central Bureau of Statistics and contains general information on estimates for the total population. However, the annual statistical information does not contain any data disaggregated by ethnicity, nor data or estimates on the number of members of ethnic groups in Croatia between censuses. Data about education for the general population is published as part of the annual statistical information issued by the Central Bureau of Statistics and is available at the central bureau's website. The Central Bureau of Statistics collects unemployment data for the population as a whole. The Croatian Employment Service estimates the number of unemployed Roma based on their register of unemployed persons and on the number of certificates of unemployment status that have been issued. These data are not disaggregated by gender or age group. Data on infant mortality rates are collected by the Croatian National Institute of Public Health and Central Bureau of Statistics.⁹⁴

To date, a clear understanding of the situation of Roma communities has been hampered by the unreliability of the total population figure. Officials rely on an unofficial estimate as the basis for the total Roma population, so that however refined and detailed ongoing data collection on education, health or employment is, the lack of certainty about the population size overall limits the relevance of these data. The upcoming census in 2011 can be an opportune moment to implement measures that would better account for the Roma population.

Collection of Decade data

The unreliable data on Roma available at the start of the Decade has made establishing a baseline impossible, and tracking progress difficult. In recent years, however, Croatia has taken steps to improve the available data on Roma, particularly in the specific areas of concern in the Decade. There have been recent efforts to improve the collection of data about Roma in education. Since 2006, the Ministry of Science, Education, and Sports has been collecting data both for the total population and for Roma specifically within the “E-matrix” computerized database system. Starting with the 2008–09 school year, data for Roma has also been collected by the Directorate for National Minorities within the same Ministry. This duplication of data collection has been established in order to get more accurate data about Roma in the educational system.

The E-matrix database contains detailed data about each pupil (absences, grades, extracurricular activities, disciplinary measures, etc.). In 2009, the two major Romani language groups can now be selected as a mother tongue in the E-matrix system as an additional identifier of Roma pupils. However, there is still a significant difference between the figures appearing in these two databases, which calls their accuracy into question.⁹⁵

In 2008, the Directorate for National Minorities introduced a separate data collection procedure for Roma. Data are collected at the beginning and end of each school year for preschool, primary, and secondary education in cooperation with County Educational Offices from kindergartens, primary schools, and high schools. The data collected can provide information that can be analyzed on national and regional levels.⁹⁶ These data are more comprehensive and accurate, and can be used for official reporting of Decade Action Plan implementation, and could be used along with the E-matrix data for the general population for a comparative analysis and calculation of educational indicators.

The support of the UNDP in developing a practical ongoing approach is also an important tool in employing data to better target policies.

Existing evaluation of the Decade

The introduction to the action plan specifies responsibilities for most actions, and in some cases, reporting requirements. Working groups have been established in each of the priority areas, and the Commission for Monitoring the Implementation of the National Program for Roma,⁹⁷ a body established under the Office for National Minorities, is also responsible for monitoring implementation of the Decade Action Plan. However, the government to date has published only one general report on the implementation of the action plan, in 2007;⁹⁸ the Ministry of Science, Education, and Sports published its report on implementation for the 2007–08 school year.⁹⁹ In 2007, the UNDP convened a workshop with the Croatian authorities to discuss improvements to the action plan that would enable more effective monitoring. The subsequent report, *Monitoring Framework for the Decade of Roma Inclusion*,

offers a comprehensive overview of decade coordination and monitoring mechanisms in Croatia.¹⁰⁰

Review of the Decade Action Plan

Croatia was one of the original members of the Decade, and produced its Decade Action Plan at the end of 2004. The action plan does not include most of Roma Initiatives' selected indicators: only infant mortality is explicitly mentioned. While this action plan includes specific indicators related to the measures and administrative procedures, there are almost no indicators that can offer broader insight into the impact on social inclusion. Most of the objectives form a kind of checklist for planned tasks, rather than indicators that can be used by the government to assess the effect of the measures and policies. On the other hand, it appears that authorities and institutions at various levels do collect different and detailed data on Roma, but the absence of a clear set of indicators limits the ability to monitor the impact of the plan's measures; the consultation process with the UNDP may improve this aspect.

Education

The Decade Action Plan aims to track the number of Roma children dropping out of primary education; however, no assumption should be made that those who do not drop out actually finish.

Employment

The action plan on employment, surprisingly, does not include the general employment level among Roma among its indicators. However, as part of the goal to improve the inclusion of Roma in employment preparation programs, the number of unemployed Roma over the age of 45 is established as an indicator, with data provided by the Croatian Employment Bureau. This same body, along with regional self-government units, is also charged with monitoring implementation.

Health

Under its second goal in the health sector, a systematic effort to improve infant and child health among Roma, the action plan names infant mortality ("morbidity") as a key indicator. The plan indicates that registrars' offices, the Primary Health Care Administration, county public health administration, and the Croatian Bureau of Statistics already maintain some data, although "statistics on mortality causes [will be] supplied by neighbourhood clinics, [and] surveys of selected primary health care teams in a selected county." The Bureau of

Statistics is tasked with monitoring implementation, in cooperation with Roma councils and NGOs.¹⁰¹ The action plan sets a deadline for results of the “pilot project on morbidity” in the first quarter of 2007, with a budget of 100,000 Kuna (about €13,500)¹⁰² for analyzing and evaluating the health situation.

Housing

The action plan on housing does not use the term “settlements with low socio-cultural conditions” or “Roma ghettos” or settlements, but does include measures to integrate Roma into the local community, and presumably reduce residential segregation. This goal takes the number of Roma living in “adequate” housing as an indicator, although this term is not defined. Local self-government units are assigned responsibility for implementation, but the exact tasks are not specified. The plan indicates that “data from the analysis after the creation of conditions necessary to integrate the Roma into the local community (housing)” should be collected, but what the analysis should consist of, and how the necessary conditions may be created, are again not defined. No budget is proposed, but rather the costs are to be determined at a later date.¹⁰³

Data Gaps on Selected Indicators

Total Roma population

The census itself includes questions about “nationality”¹⁰⁴ and mother tongue. According to the Central Bureau of Statistics, the population of Croatia was estimated at 4,442,000 people in 2005.¹⁰⁵ The most recent official population figure for Roma is from the 2001 census, which recorded 9,463 Roma in Croatia. However, this number is not considered to be accurate, primarily due to the low proportion of Roma who declared their ethnicity. The estimate that 30,000–40,000 Roma reside in Croatia has been officially accepted by the government, NGOs, and international organizations, although the way in which this figure was calculated is not clear. The *Statistical Yearbook for 2009* gives the population estimate for 2008, the most recent year for which data are available, as 4,434,000.¹⁰⁶ There is no more recent official data for Roma; the 30–40,000 person estimate for the Roma population is still considered valid.

Primary school completion rate among Roma

Nationally, the rate of completion is not calculated; however, the World Bank’s statistical service provides a completion rate of 95 percent for Croatia in 2005.¹⁰⁷ Some data for Roma are published within reports of the Ministry of Science, Education, and Sports, available at their official website.¹⁰⁸ There is no information on the completion rate of Roma from 2005.

World Bank data on completion rates are not available for 2008; the most recent completion rate given is 101 percent in 2007.¹⁰⁹ There is no recent information on the completion rate for Roma.

Unemployment rate among Roma vs. among the general population

In 2005, the total unemployment rate was 12.7 percent.¹¹⁰ The Central Bureau of Statistics has data showing only the number of employed Roma by profession in comparison with non-Roma (not the employment rate) in 2001.¹¹¹ More recent UNDP data suggest that up to 80.2 percent of Roma are unemployed.¹¹² The Croatian Bureau of Statistics's monthly report gives the registered unemployment rate for December 2009 as 16.7 percent. However, there are no official data on the unemployment rate among Roma available; again, only the actual number of Roma registered as unemployed is maintained.¹¹³

Infant mortality rates among Roma vs. among the general population

According to the bureau of statistics, the infant mortality rate within the general population in 2005 was 5.7 per 1,000.¹¹⁴ Among Roma, this rate was 25.1 per 1,000.¹¹⁵ For 2008, the most recent year for which data are available, the infant mortality rate in the general population was 4.5 per thousand.¹¹⁶ Among Roma, this rate was 11.5 per thousand.¹¹⁷

Reducing the number/population of Roma settlements, ghettos, or “settlements with low socio-cultural conditions”

As part of the implementation of the National Program for Roma, data on Roma settlements is meant to be collected by the Ministry of Environmental Protection, Physical Planning and Construction in association with Offices for Physical Planning at the regional level. In accordance with this requirement, the Ivo Pilar Institute conducted research in 2005, based on census data from 2001. This study, *How Croatian Roma Live*, identified the population and locations of major Roma settlements in Croatia. According to the study, there were 19 villages with more than 100 residents of Roma nationality per village as well as the City of Zagreb with 1,406 Roma residents.¹¹⁸ There has been no further research since the 2005 study on the living conditions of Roma in Croatia; annual housing data do not take ethnicity into account.

Discrimination cases (involving Roma) brought to the national equality body

The equality body formally began its work in January 2009, and no information on cases brought to the Ombudsman's office in its capacity as the equality body is currently available.

Czech Republic

Summary

The Czech Republic joined the Decade of Roma Inclusion at its outset in 2005. The law does not prohibit the collection of personal data, although legislation has been interpreted to rule out the collection of ethnic data. There are gaps in the data available on Roma for the Roma Initiatives indicators, although unofficial research and surveys do offer useful information that should be a reference for policy development. The Decade Action Plan has very little detail and, while it indicates where existing data are inadequate, there are no mechanisms set out to improve the situation. There have been annual reports on the implementation of the action plans, but the analysis in these documents is limited and they offer few perspectives on monitoring and evaluation.

Data Collection and Protection Policy

The Charter of Basic Rights and Freedoms guarantees that “everyone has the right to freely decide about her nationality.”¹¹⁹ Exerting influence on this choice is strictly banned. Article 7 guarantees the indefatigability of individual privacy. No one is allowed to inquire into health status, religious affiliation, ethnic origin, sexual orientation, etc., of an individual, except in cases defined by law.

The Act on Personal Data Protection defines sensitive data as “personal data about national, racial or ethnic origin, political attitudes, membership in unions....”¹²⁰ This law

specifies very firm conditions for processing sensitive data and the obligations of the subjects handling these data, including data security obligations. The law also identifies the Bureau for Personal Data Protection as an independent body that enforces the obligations set by this law.¹²¹

These regulations are in line with international standards, and accordingly, do not present an obstacle to the collection of personal data, but rather permit such data to be gathered with appropriate safeguards. Data disaggregated by ethnicity are very limited in the Czech Republic. In some cases, the Act from July 10, 2001, on the rights of members of national minorities,¹²² has been interpreted to preclude the collection of data relating to ethnic or minority status.¹²³ The Act does specify that “procuring, processing and using personal data concerning the membership of a national minority comply with provisions of special legal regulations,” meaning the Act on Personal Data Protection.¹²⁴ As this data protection regulation follows international norms, it does not appear to be a prohibition on collecting information about minority group affiliation. Nevertheless, few statistics disaggregated by ethnicity are maintained, and those that are available are based on census data widely understood to be inaccurate.

Data Collection in Practice

All figures on population relate to all people who have permanent residence in the Czech Republic, regardless of citizenship. Since 2001 (following the 2001 census) figures also include foreigners with visas over 90 days and foreigners granted asylum status. From May 2004, following the “Euronovelu” Act No. 326/1999, the figures include citizens of the European Union with temporary residency in the Czech Republic and citizens of other countries with long-term residency. There are some discrepancies between the numbers maintained by Czech Statistical Office and those based on the civil registration information system, led by the Ministry of the Interior (Act No. 133/2000). The statistical office does not register people. The Institute for Information on Education collects the number of children who complete primary school annually, and the statistical office records the total number of children of the official graduation age. Unemployment data are collected monthly, based on regional labor offices’ databases of job seekers. They are available online on the website of the Ministry of Labor and Social Affairs¹²⁵ and on the statistical office’s website. The Czech labor offices do not have any ethnic disaggregation and are very reluctant to give any estimates of Roma unemployment. Data on infant mortality are gathered monthly, based on individual statistical reports on births and deaths provided by local registry offices that are sent to the statistical office.

Collection of Decade data

The action plan itself indicates that no data are available in most of the areas where the Decade aims to have an impact. While the 2006 *Report on Implementation of the Action Plan* observes several areas where data collection should be set up, the 2008 report shows little sign that these mechanisms are functioning; no available data is still frequently reported.¹²⁶

Existing evaluation of the Decade

Although the action plan does not specify any reporting requirements, Czech Decade reports have been released annually since 2005 by the Governmental Council for Roma Affairs.¹²⁷

Review of the Decade Action Plan

The Czech Republic's Decade Action Plan was prepared in 2005. The action plan lacks detail and specificity in its measures and indicators—there is no preface or descriptive material, just a table of objectives, goals, time limits, and so on. There is a budget column, but it includes only the general source for funds, not an estimate of requirements. Few interim deadlines are set, and data are openly declared to be unavailable, with no suggestion as to how this obstacle to monitoring can be overcome. None of the indicators selected by Roma Initiatives are explicitly included among those named in the action plan.

Education

The action plan focuses on primary education with the goal to “achieve full inclusion of children with socio-cultural disadvantage in the educational mainstream.” The indicator used to assess progress toward this goal is the “number of children who enroll and stay in mainstream primary schools.” Notably, neither goal nor indicator refers to Roma children; yet the action plan indicates that there are no data available, nor is funding identified. The timeframe is given as “2005.”

Employment

The first goal of the action plan under the employment priority is simply “to increase employment of Roma.” Yet nowhere in this priority area is the actual number of employed Roma used as an indicator; rather the action plan refers to the proportion of supported employment applicants, and increasing the employment rate of “people living in ghettoized communities” to 50 percent. Data “do not exist,” however, for any of the indicators identified.

Health

The health section of the action plan consists of only one goal: improving the health of Roma, with one measure, implementing mediator programs. The indicator listed is “number of clients,” presumably of the mediator program, but no data are available. Infant mortality is not mentioned elsewhere in the action plan.

Housing

The section on housing includes the goal to reintegrate socially excluded Roma; it refers to an “indirect indicator,” the number of municipalities where there are Roma ghettos or slums participating in a supported housing construction program. This would suggest that there are data on ghettos, and the action plan mentions research by the Office for Roma Community Affairs and the Ministry of the Interior as sources of data.

Data Gaps on Selected Indicators

Total Roma population

As of December 31, 2005, the total population of the Czech Republic was 10,251,079, of which 5,248,431 were women.¹²⁸ Official data on the number of Roma come from the 2001 census when 12,444 people declared themselves as Roma (they had either Roma nationality filled in on the questionnaire or both Czech and Roma nationalities filled in), which was 0.12 percent of the total Czech population.¹²⁹ Experts suppose the estimates of the Roma population in the Czech Republic are up to 15 times higher. According to an estimate made by Czech demographer Květa Kalibova, 179,778 Roma lived in the Czech Republic in 2005.¹³⁰ The total population was 10,501,200 by the end of the third quarter of 2009.¹³¹ There are no newer official data for Roma; according to demographic estimates, 188,000 Roma lived in the Czech Republic in 2009.¹³²

Primary school completion rate among Roma

Data on this indicator are incomplete, as no local or national authority calculates an actual completion rate. According to the data published by the World Bank and UN, the total primary completion rate in 2005 was 102.2 percent.¹³³ Data on this indicator are not available for Roma. The primary completion rate in 2007 when the last data were released was 93.2 percent in total, 93.7 percent for boys, and 92.7 percent for girls.

Unemployment rate among Roma vs. among the general population

Unemployment data among Roma are fragmented and unreliable. The mean unemployment rate for the Czech Republic was 7.9 percent in 2005.¹³⁴ The last official unemployment rates

among Roma come from the (very unreliable) 2001 census, in which the unemployment rate was 57.3 percent (3,072 out of 5,365 economically active persons who declared themselves Roma were unemployed). These data are also available disaggregated by age group but again, this data is based on the estimated 10–20 percent of the Roma population that self-declared their ethnicity as such.¹³⁵ In 2009, the mean unemployment rate was 8 percent. The figure was 9.2 percent in December 2009, when 52 percent of the unemployed were men.¹³⁶

According to a 2008 World Bank survey, the rate of unemployment among Roma living in marginalized localities was 5 percent, but, in fact,

As many as 56 percent of Roma of working age (15–64) are out of the labor force, that is neither employed, nor actively looking for a job. The unemployed, i.e. those actively looking for employment, account for only 5 percent of the working age population. Close to 40 percent are employed, however 12 percent have only casual, non-regular jobs.¹³⁷

Infant mortality rates among Roma vs. among the general population

There are gaps in the data on this indicator for Roma. The infant mortality rate in 2005 was 3.4 infant deaths per 1,000 live births. There are no data on the rates of infant mortality among Roma. Mortality of infants under one year of age was 2.7 infant deaths per 1,000 live births in the first through third quarters of 2009. No data on Roma for this indicator are available.

Reducing the number/population of Roma settlements, ghettos, or “settlements with low socio-cultural conditions”

Only one official mapping of Roma settlements was conducted in 2005. This study was commissioned by the Ministry of Labor and Social Affairs with funding from the European Social Fund. The mapping is available through the web pages of the European Structural Funds in the Czech Republic.¹³⁸ However, the regional and municipal authorities often have quite good knowledge about the number of socially excluded localities in their jurisdiction, which would allow for collecting the estimates from them. The 2005 study reports that there were 310 socially excluded Roma localities in which 60,000 to 80,000 Roma were living.¹³⁹

Discrimination cases (involving Roma) brought to the national equality body

The Czech Republic only adopted comprehensive antidiscrimination legislation in June 2009,¹⁴⁰ which expanded the powers of the Public Defender of Rights (Ombudsman). The law entered into force on September 1, 2009. There are no data for 2005, as the ombudsman was not functioning as an equality body at the time. In January 2010, 39 cases were with the Ombudsman. However, no records on the ethnicity of the clients are available.

Hungary

Summary

Hungary has been active in organizing and promoting the Decade; it was one of the original members in 2005, it held the presidency between 2007 and 2008, and the Decade Secretariat is based in Budapest. Ethnic data can be collected with appropriate safeguards under the law. While official data on Roma are incomplete and often unreliable, significant research by academic institutions and civil society gives a more comprehensive perspective. Hungary's Action Plan for the Decade has been revised since 2005 and a short-term strategy adopted, but most of the Roma Initiatives indicators are not explicitly included in these documents. There are goals to collect more data within the strategies, and the government has issued a report on the implementation of the plans.

Data Collection and Protection Policy

The collection of personal data, including data on ethnicity, is not explicitly prohibited in Hungary. The main legal provision related to the nature of personal data collection in Hungary is Act LXIII of 1992 on the protection of personal data and the disclosure of data of public interest.¹⁴¹ The collection of data for statistical purposes is regulated by Act XLVI of 1993 on Statistics.¹⁴² According to the act, the protection of data means that individual data should only be used for statistical purposes. It should not be shown to third parties or published without the prior written consent of the data supplier. The exceptional cases to

this rule are also laid down in the statistics act.¹⁴³ The content and procedure for mandatory collection of personal data is included in the annual national statistical data collection program by government decree, including the exceptions ordered by law. The decree defines the rules of how and what kind of data should be officially collected for the given year, but the collection of ethnic data is not included.¹⁴⁴

The rights of Roma as an ethnic minority are defined in Act LXXVII of 1993, the Act on the Rights of National and Ethnic Minorities.¹⁴⁵ Articles 7 and 8 address the right of individual self-identification, and provide that “it is the right of the citizen belonging to a national or ethnic minority to state in secret and anonymously during a census to which minority group s/he belongs.”¹⁴⁶

Data Collection in Practice

The institution responsible for the collection of statistical data is the Hungarian Central Statistical Office—as part of the Official Statistical Service, which is a professionally independent government office with its own heading in the state budget. Statistical data is thus collected, administered, and analyzed by this institution, not by ministries themselves. Local and central administrations of the various ministries do not collect ethnic data officially. The collection of data by agencies that are not part of the Official Statistical Service, such as independent research centers or other social science institutions, is regulated by Section 15 of the Statistics Act. A local government can collect statistical data in the area belonging to its competence based on a local government by-law.

There are few official data disaggregated by ethnic or national origin in Hungary. Annual statistics on education, employment, and other main indicators are not broken down by ethnicity. However, substantial independent research has been conducted on the situation of Roma with governmental support; one of the most significant of these was *The Situation of the Roma Population in Hungary at the Beginning of the 21st Century (Segregation, Employment and Living Conditions, Education, and Self-Governance)*, a study conducted in 2003 as a follow-up to earlier studies in 1971 and 1993. This research covered a representative 1 percent sample of the Roma population in Hungary, based on both self-identification and identification by the surrounding communities as Roma.¹⁴⁷ The National Research and Development Program (under the Ministry of Education) sponsored this research, which was carried out by the Minority Research Institute of the Hungarian Academy of Sciences.

Consequently, Hungarian policymakers have some quality data on Roma to draw upon, although these data have not necessarily been collected as part of routine official practice. Without disaggregation of annual statistical information, it is more difficult to track short-term trends and view the impact of policies as they are implemented.

Ethnic data are collected in some cases, such as from beneficiaries of targeted Roma programs, but these are not representative samples. Data disaggregated by ethnicity are collected for the elections of minority self-governments that take place together with local governmental elections, for example. In this procedure, voters submit a request to be included in the list of minority voters to the local minority office in which they state which ethnic group they belong to.¹⁴⁸ The local minority office decides on whether the person in question is eligible to be included on the list by checking whether the data provided is accurate. The list is not public and must be destroyed after the elections.

The Ministry of Education and Culture provides the Central Statistical Office with data on education. The observed units are the educational institutes. The Central Statistical Office itself conducts a representative survey on employment every three months (one household is included in the sample six times, so that changes in their situation can be followed for 18 months). In addition, administrative data of registered jobseekers by the Employment and Social Office, or the number of open workplaces reported to the National Employment Service are also given and allow for various calculations. Data on vital statistics, including infant mortality, are supplied by the locally competent registrars, health agencies, and courts, and the data on home addresses are supplied by a central agency that registers personal data and home addresses. On housing issues, the Central Statistical Office collects data continually from the local governments. The local governments track house sales in their districts, and then they report to the Central Statistical Office.

Collection of Decade data

For the most part, the mechanisms for monitoring the Decade rely on state statistics and mechanisms. The *Decade of the Roma Inclusion Program Strategic Plan*¹⁴⁹ notes that “regular surveys are to be conducted in order to make [data], information on regional and social aspects, as well as the Roma population, available toward the measurement of the indicators defined in the Strategic Plan.”¹⁵⁰ The sections outlining tasks in each of the priority areas do not outline specific methodologies for gathering data, although in the housing, and enforcement of equal treatment sections, there are provisions for “regular surveys.” Under the education heading, the strategic plan mentions surveys as a part of the objective to preserve and protect the Romanes languages.¹⁵¹

Existing evaluation of the Decade

Most Decade programs are financed by EU Structural Funds and, in line with EU policy, target disadvantaged social groups rather than Roma explicitly. The target group of Decade programs is also disadvantaged social groups in the four priority areas, so the measurement of impact on Roma specifically is limited. Roma may receive direct funding in the fields of culture, language, and antidiscrimination.

The government report, *The Implementation in 2008 of the Tasks Related to Government Resolution No. 1105/2007 (XII.27) on the Government Action Plan for 2008–2009 Related to the Decade of the Roma Inclusion Program Strategic Plan*, concludes that one of the most important tasks of the coming years is to set uniform indicators that can help establish a consistent reporting and monitoring system for the different ministries.

Review of the Decade Action Plan

Hungary has produced several versions of its action plan for the Decade of Roma Inclusion. The initial action plan prepared for 2005 has since been superseded by a “strategic plan,” which was adopted as a Parliamentary Resolution in 2007.¹⁵² In addition, a government decision in 2007 adopted a government action plan for 2007–2008 with specific initiatives and deadlines for that time period.¹⁵³ The 2005 action plan does not specify competent actors, a timeframe, or budget for any activities, while the more recent version specifies a ministry in charge, the deadline for the start of the programs, and the funding source (usually EU structural funds, and the Hungarian National Development Plan that can access those funds). The resolution adopting the strategic plan tasks the government with enforcing the plan’s objectives, and with providing appropriate budgetary support, although again, the actual funding needed for the various activities is not specified in the plan itself.¹⁵⁴ The indicators selected by Roma Initiatives in the employment and housing sectors are among those used in the strategic plan; the selected indicators in education and health are not included.

Education

Rather than using the completion rate of primary education as an indicator, the original Decade Action Plan aims to decrease dropouts. In the 2007 strategic plan, the education section also lists the number of pupils who dropped out of formal education, and the proportion of “cumulatively disadvantaged pupils” among those dropouts.

Employment

The employment section of the original action plan has a single goal: “Introducing and reintegrating Roma people into the primary labor market with the help of training, retraining and improving their employment level.”¹⁵⁵ The first indicator listed is the decrease in the unemployment rate among Roma. The indicator specifies that data will come from county labor centers. In the 2007 strategic plan, the first employment section indicator is the number of formerly long-term unemployed and currently employed, including the employment rate of Roma women and men.

Health

In its section on health, the action plan presents the goal to improve life expectancy at birth by 2013. The indicators under this goal do not include infant mortality rates, however. The strategic plan does not use infant mortality rates as an indicator either.

Housing

The goal under the housing section of the action plan is: “The integration of Roma people living [in] settlements and ghetto-type colonies.” The indicators include both decreasing the number of such settlements and the number of people living in these settlements; the strategic plan uses the same indicators.

Data Gaps on Selected Indicators

Total Roma population

The data for this indicator are collected by the Hungarian Central Statistical Office, as supplied by the locally competent registrars, health agencies, and the courts. Based on these data and the data from the census and the microcensus,¹⁵⁶ the data for this indicator are calculated on a monthly basis.

For 2005, the total population of Hungary was 10,090,330 people.¹⁵⁷ This figure, from the microcensus does not include information about ethnicity, however; it does record languages spoken, but these do not include the two major Romani languages spoken in the country, Beas and Romanes.¹⁵⁸ The last official record of the number of Roma in Hungary is from the 2001 census, and registers 205,720 people (104,402 men and 101,318 women).¹⁵⁹ A 2003 study of the Roma population, based on a 1 percent sample size, estimated that there were between 520,000 and 650,000 people living in Roma households in Hungary in early 2003. However, the study’s author cautioned that the reliability of this range is also limited by the accuracy of the 2001 census.¹⁶⁰ Nevertheless, it suggests that the number of Roma in Hungary is easily twice the size officially recorded by the census.

In January 2009, the official total population was recorded as 10,030,975.¹⁶¹ This represents a 0.6 percent decrease since 2005. No more recent official figure for the Roma population exists than that from the 2001 census.

Primary school completion rate among Roma

The Ministry of Education and Culture provides the Central Statistical Office with annual data on the completion of studies, referring to the end of the previous school year and also taking into consideration the results of passing the repeated examinations.

Data on the completion of primary education regarding the whole population are available from the 2005 microcensus, however, it is provided by total number only, and not by rate.¹⁶² These data are not available disaggregated by ethnicity. According to the World Bank, the overall completion rate in Hungary in 2005 was 95 percent.¹⁶³ The rate of those completing primary education among the relevant age group was 96.7 percent in 2008;¹⁶⁴ the 2003 survey of the Roma population found that among Roma in February 2003, “64 percent of 17-year-olds and 76 percent of 18-year-olds had completed primary education (grades 1–8).”¹⁶⁵ There are no more recent data on completion rates among Roma.

Unemployment rate among Roma vs. among the general population

Since 1992, the Central Statistical Office has conducted a quarterly labor force survey “to observe employment and unemployment according to the international statistical recommendation based on the concepts and definitions recommended by the ILO.”¹⁶⁶

In 2005, the unemployment rate was 7.3 percent (7.1 percent male, 7.6 percent female). The unemployment figures from the labor force survey are not available disaggregated by ethnicity; unemployment data from the 2001 census likewise do not take ethnicity into account. There are some data from other sources available, however; one analysis of the 2003 Roma survey calculated that the unemployment rate among Roma in the age group 15–49—not including students and retired people—was 62 percent for men and 80 percent for women (71 percent altogether).¹⁶⁷ The total unemployment rate was 7.9 percent in 2008, the most recent year for which data are available. More recent official data on Roma unemployment are not available.

Infant mortality among Roma vs. among the general population

As with other “vital statistics,” infant mortality rates are collected by the Hungarian Central Statistical Office, using reports from the locally competent registrars and health agencies.

In 2005, the total number of infant deaths was 607 at a rate of 6.2 per 1,000 live births.¹⁶⁸ No data on the infant mortality rate among Roma are available for 2005. The number of infant deaths in 2008 was 553, with a rate of 5.6 per 1,000 live births. No data on the infant mortality rate among Roma are available for 2008.

Reducing the number/population of Roma settlements, ghettos, or “settlements with low socio-cultural conditions”

Data for this indicator were collected in the 2003 nationally representative study. In the survey, the researchers recorded the interviewees’ characterization of the proportion of Roma among the population living in their vicinity of respondent families.¹⁶⁹

In 2003, the year closest to the 2005 starting date of the Roma Decade, 6 percent of Roma, or 36,000 people, lived in Roma settlements. However, the survey points out

that overall, 72 percent of Roma families lived in areas that were segregated from the rest of the population.¹⁷⁰ No more up-to-date information has been systematically collected. In 2007, official government estimates calculated that over 100,000 people (1 percent of the population of Hungary) were living in approximately 500–550 Roma settlements.¹⁷¹ Due to the Housing and Social Integration Program, a government initiative for the eradication of Roma settlements, this number might be lower today.¹⁷²

Discrimination cases (involving Roma) brought to official bodies

In 2005, 491 claims were filed with the Equal Treatment Authority, which has been in operation since February of that year.¹⁷³ In its annual report from 2005, the authority stated: “From all the cases 144 were closed with a decision on the merits, and the Authority established a violation of equal treatment 9 times in 2005.”¹⁷⁴ Of the 491 claims, 42 cases were brought by Roma.

In 2008, the last year for which the total number of cases is available, 1,153 cases were brought to the authority.¹⁷⁵ In 2009, 368 cases ended with a decision on the merits, out of which 48 established a violation of equal treatment. In 2009, 54 cases brought by Roma ended with a decision on the merits.

Macedonia

Summary

Macedonia was one of the original countries participating in the Decade, and produced an original action plan in 2005. This action plan was revised in 2009, and a framework for monitoring and evaluation was developed with support from the UNDP. Macedonian law is phrased so that the collection of personal and sensitive data is more permissible than in many other countries of the region. Despite this fact, the existence of disaggregated data by ethnicity is still rare. Although the country has a monitoring framework, monitoring and evaluation of the Decade has been weak, with little actually conducted and documented. Though some structures are set up for the collection of Decade-related data, there is still little reporting done.

Data Collection and Protection Policy

Macedonian legislation does not forbid the collection of personal data nor does it forbid the collection of data on ethnicity. By law, respondents can choose whether or not they wish to answer census questions on ethnic affiliation and religious adherence.¹⁷⁶

In 2005, the Republic of Macedonia adopted the Law on Personal Data Protection,¹⁷⁷ modeled on the EU Data Protection Directive (95/46/EC). Under the Law on Personal Data Protection, all institutions that collect personal data must register their databases with the Directorate for Personal Data Protection. The directorate is an independent state authority

with status as a legal entity and is mandated to supervise the legality of processing and protecting personal data in the Republic of Macedonia. This status gives the directorate independence in relation to the executive, legislative, and judicial authorities, as well as in relation to the local self-government authority.

The Macedonian law, like the EU Directive, reflects 10 basic principles, including one that specifies purpose: personal data shall be collected only for purposes that are concrete, clear, and legally determined, and the subsequent use of data should be limited to those purposes.¹⁷⁸ Furthermore, it specifies that personally sensitive data¹⁷⁹ may be collected, without the consent of the subject, among other reasons, when “it is performed exclusively for research and statistical aims and refers to anonymous data.”¹⁸⁰

Other relevant legislation on the protection of the processing of personal data are: the Law on Census of Population, Households and Dwellings in the Republic of Macedonia, 2001,¹⁸¹ as well as changes and supplements to this law published in the *Official Gazette of the Republic of Macedonia* Nos. 37/2001, 70/2001 and 43/2002.

Data Collection in Practice

The State Statistical Office (SSO)¹⁸² is a specialized independent organization within the state administration in the Republic of Macedonia. It is the primary bearer and coordinator of the statistical system of the country. The basic functions of the institution are collecting, processing, and disseminating statistical data about the demographic, social, and economic situation of Macedonian society,¹⁸³ and it collects and disseminates data annually. The SSO reports on mortality rates, birth rates, fertility rates, and life expectancy.¹⁸⁴ Official statistics are produced in accordance with the principles of impartiality, expert independence, objectivity, rationality, and individual data protection. The SSO is also responsible for international cooperation in the field of statistics, for defining statistical methodologies and standards, as well as for providing protection of the individual data collected from individual persons and legal entities.

The SSO conducts its activities in accordance with the Law on State Statistics¹⁸⁵ (1997, 2007) together with the other participants in the statistical system of the country defined in the Program for Statistical Surveys (2008–2012).¹⁸⁶ The office has data online from 2006–2008 for the entire population by sex, age, and region, but not by ethnicity,¹⁸⁷ despite the fact that data collected on ethnicity is not forbidden. Macedonia’s census is conducted every 10 years. The 2002 census was the last census undertaken in the Republic of Macedonia and was evaluated by international bodies.

The main resource for data on education is the Ministry of Education and Science (MES) and the SSO.¹⁸⁸ The SSO website contains information on enrolment, dropout, and

repetition rates by gender and for primary, secondary, and tertiary education, but not disaggregated by ethnicity.¹⁸⁹ Information on outcomes is by educational attainment measured by progress through school, graduation rates, and average grade level completed.¹⁹⁰ There are also calculations of net enrolment rates (by grade and gender). Data are collected by an annual statistical survey for primary and lower secondary schools at the end of the school year. The statistical form is filled in by primary and the lower secondary schools and is sent to the SSO through the Regional Departments for Statistics.¹⁹¹ In the education sector, some schools occasionally send the Ministry of Education enrolment data that is disaggregated by ethnicity, but this data is neither nationally representative nor regularly updated. Moreover, there are no data on the number of children who do not attend school—either because they never registered or because they dropped out.¹⁹²

Data for employment and unemployment are collected by the Agency for Employment of the Republic of Macedonia. Data are fed to the agency's central office from local employment centers, which act as the agency's local offices. All data are published in the Annual Report of the Employment Agency of the Republic of Macedonia. The Ministry of Labor and Social Policy also undertakes data collection activities through local employment agencies. They are tasked with registering all unemployed Roma and informing and training them for existing employment programs, for self-employment, and micro-financing projects.

Health data are collected by the Ministry of Health. The State Statistical Office collects data on health as well, using a statistical survey for vital statistics that is compiled yearly via a monthly collection of forms.¹⁹³

Collection of Decade data

The national coordinator for the Decade and the National Strategy for Roma is the Minister without Portfolio Nezdeta Mustafa. According to the revised action plan,¹⁹⁴ the Department for the Decade within the Ministry for Labor and Social Policy is obliged to gather and to make all Roma Decade data available to the public.¹⁹⁵ Eight Roma Information Centers in cities where the majority of the Roma population live, gather and transfer information from these eight municipalities to the Ministry of Labor and Social Policy for reporting. Decade-related data were not available in the ministry's last report from February 2009, however.¹⁹⁶

In November, 2008, with the assistance and support of the UNDP, the government of Macedonia underwent a results-based monitoring workshop, which guided the government in reformulating the monitoring of the implementation of their action plan. The workshops resulted in a new monitoring framework document titled, *System of Indicators for Monitoring and Evaluation of the Decade of Roma Inclusion in the Republic of Macedonia*.¹⁹⁷ According to the monitoring framework, “the methodology for monitoring and evaluation that was designed for the needs of the Decade of the Roma in the Republic of Macedonia is intended, i.e. concretely refers to the new revised action plans.”¹⁹⁸

Even before the new framework was created, the Decade Watch Report stated in its 2007 report: “The Macedonian government made significant progress with regard to the management of Decade activities by developing reporting mechanisms and managing to collect some data on the situation of Roma; it also elaborated an action plan on gender and strategies on human rights.¹⁹⁹ However, the author of the report, Aleksandra Bojadzieva stated that “[the Ministry of Labor and Social Policy] provide data by written request and they cannot make them public. Data were obtained only for the purpose of the report. In the report we have written that these data are not available to the public, for example on the Internet, and that we received them upon request. I am not sure whether anyone else has asked for information from them and, more importantly, whether he or she received a response.”²⁰⁰ The Ministry of Labor and Social Policy did not respond to requests to provide data for this report.

In 2009, Minister Without Portfolio Mustafa signed a Memorandum for cooperation on Roma issues with 17 municipalities.²⁰¹ All memoranda were related to issues based on the priorities of the Decade, for example reaffirming local cooperation in employing Roma staff, but without any fixed obligation period, deadlines or number of people. In October 2009, a donor conference was organized by the minister to raise funds to implement the Memorandum for cooperation with the municipalities.²⁰²

According to the new monitoring framework, there are many data sources where data may be collected to monitor the Decade.²⁰³ Those data resources include the following:

- ▶ The statistical information system supported by the SSO, especially the next census to be conducted in 2011; the Labor Force Survey and other regular annual statistical surveys from the field of vital statistics and education.
- ▶ The statistical information system supported by the Agency of Employment in the Republic of Macedonia, which collects data on employed and unemployed persons and conducts surveys.
- ▶ The statistical information system supported by the Republic Institute for Health Protection, which performs different surveys where ethnic affiliation is a variable, such as surveys of a given population’s lifestyle, groups likely to be at risk for HIV and AIDS.
- ▶ Surveys by international organizations that have produced some relevant data, notably the UNDP Survey in 2005,²⁰⁴ the UNICEF Surveys for MICS from 1999 and 2005–2006,²⁰⁵ and the Project for Municipality Mapping in the Republic of Macedonia.²⁰⁶
- ▶ NGO surveys of the Roma population and various community records.

Existing evaluation of the Decade

According to the monitoring framework,

the Government of Republic of Macedonia registered progress in the implementation of the activities, through collecting data and information from the authoritative ministries, which realize activities, projected within the action and operational plans from the Decade of the Roma. These data are available through the Roma information centers and previously created reports.²⁰⁷

According to local researchers, no official report on Decade Action Plan (DAP) implementation has been published, although a series of agencies and ministries (the Ministry of Transportation and Communications, the Ministry of Labor, and the Ministry of Health) have submitted reports to the Decade coordinator. The only publicly available information is from the annual report based on the work of eight Roma information centers in eight cities for 2008 only.²⁰⁸ Moreover, there are no data registered there that specifically measure the Decade's progress other than: 12–14 percent of all social welfare users are Roma, and approximately 90 percent of Roma are registered with the Employment Agency of the Republic of Macedonia.

Thus far, the only report that is verifiable and publicly available is the *Decade Watch Report 2005–2006*, and its 2007 update.²⁰⁹ According to this report, at the initiative of local NGOs and through outreach by Mabeira Kamberi, representative from the Ministry of Labor and Social Welfare, six municipalities developed their own local action plans. However, no public information is available about local Decade Action Plans, nor is local monitoring and evaluation available.

Review of the Decade Action Plan

In January 2005, the government of the Republic of Macedonia adopted the *National Action Plan for the Roma Decade and the Strategy for Roma in Macedonia*,²¹⁰ which was revised after three years in order to become the *Revision of National Action Plans for the Decade of Roma Inclusion 2005–2015*, and the *Strategy for Roma in the Republic of Macedonia 2009–2015*.²¹¹ Local researchers received information from the Ministry of Labor and Social Policy that it was adopted in May 2009, and posted on the ministry's website on May 19, 2009.

The document, *The System of Indicators for Monitoring and Evaluation of the Decade of Roma Inclusion in the Republic of Macedonia*, contains the following indicators in regard to the total Roma population:

- ▶ D1–“Total Population”
- ▶ D2–“Total Population-Estimations at Middle and End of Year”
- ▶ D3–“Estimations of Roma Population from Roma Communities, NGOs, and the OSCE.”

Education

The monitoring framework includes an indicator for primary school completion rate among Roma, referring to completion as “transition rates.” The framework includes “Transition rates (for lower secondary E5.1 and E5.2 for upper secondary.”²¹² The definition for transition rate is: the number of pupils (or students) enrolled in the first class (year) of the higher level of education in a given school year, expressed as percent of the pupils who successfully finished the highest class of the lower level of education in the previous school year.

There is also the “Rate of Roma pupils who finished lower secondary school (primary school)” indicator, which is defined as: “The rate of pupils who finished lower secondary school is the ratio of the total number of pupils who successfully finished the last class from the primary education for a given school year and estimated population at age group 6–14, that is the appropriate age regulated by the Law for Primary and Lower Secondary Education, expressed in percent.”²¹³ The monitoring framework recognizes the importance of measuring this indicator and states: “It is good to trace the indicator for the Roma population, in order to revise the activities on annual and local level.”²¹⁴

Employment

The monitoring framework also includes an indicator for the unemployment rate among Roma vs. the general population, and is expressed as: “EM2–Rate of unemployment.”²¹⁵

Health

The monitoring framework includes an indicator on infant mortality among Roma vs. among the general population: “H6–Infant mortality.”²¹⁶

Housing

There is no indicator that absolutely matches that for reducing “multiple disadvantaged settlements.” The closest is defined as:

- ▶ “HL6–Roma HH by Legal Urban Standards of the Dwellings and Land”²¹⁷
- ▶ “HL7–Quality of Infrastructure of Roma Neighborhood.”²¹⁸

Data Gaps on Selected Indicators

Total Roma Population

Gaps in the data for the Roma population exist due to the census only being conducted every 10 years. Unofficial estimates are dated back to 2004. In 2005, the overall total population was 1,607,997.²¹⁹ By 2009, the overall population had risen to 2,053,799.²²⁰ According to the official Census of the Republic of Macedonia from 2002, there were 53,879 Roma, which was 2.6 percent of the total population of 2,022,547.²²¹ There are no more recent official data on Roma. The most recent available unofficial estimate for Roma is 135,490 (6.77 percent).²²²

Primary school completion rate among Roma

There are large gaps in the data for this indicator, since the SSO only collects data on enrolment, not on completion, and there are no data available from the SSO for Roma. The World Bank has data on primary completion rates, and shows Macedonia's to be 96 percent in 2005, and 92 percent for 2007, which were their most recent data.²²³ For 2005 for Roma, the only data that could be found is a UNDP quote in an Open Society Institute publication, according to which the overall primary completion rate was 50.8 percent.²²⁴

Unemployment rate among Roma vs. among the general population

There are large gaps in the data for this indicator. Official statistics report unemployment according to number of citizens, rather than in percentages. Data for 2005 from the UNDP dataset show unemployment among Roma to be at 53 percent.²²⁵ Other data found in percentages for the overall population was from a European Commission publication according to which unemployment was registered at 32.8 percent in the first quarter of 2009.²²⁶ According to the same report, unemployment among Roma was as high as 73 percent compared to 30 percent for the general population.²²⁷

Infant mortality rates among Roma vs. among the general population

There are large gaps in the data for this indicator for Roma. For the general population, in 2005 the infant mortality rate was 12.8 per 1,000 live births, and was reported at 10.8 per 1,000 live births in 2009.²²⁸ Though there are some data reported for Roma from the Kumanovo Center for Public Health for all of Macedonia, these data are presented in a way that is insufficient for reporting purposes.

Reducing Number/population of Roma settlements, ghettos, or “settlements with low socio-cultural conditions”

There are large gaps in the data for this indicator, since no data on this indicator are collected officially in Macedonia. There are only plans within the revised action plan to

implement changes. Further, there is little or no unofficial research that could contribute to monitoring.

Discrimination cases (involving Roma) brought to the national equality body

This indicator is not included in the action plan, and there are no data at all for this indicator. According to a 2009 European Commission report, little progress has been made in the area of antidiscrimination policy:

The monitoring mechanisms required by the *acquis* have not yet been established. Statistics on direct and indirect forms of discrimination are not yet available. Discrimination based on sex, ethnic origin, disability and sexual orientation persists. Minorities, the Roma community and people with disabilities, particularly children, suffer most from discrimination in various walks of economic, social and cultural life.²²⁹

The Ministry of Labor and Social Policy adopted the Law on Protection from Discrimination²³⁰ at the end of January 2010. The law recognizes direct and indirect discrimination and provides that a Commission for Protection against Discrimination be formed. Members of the Commission (seven members) will be elected by the Parliament upon a public call for election of members with a five-year mandate (with the right to be reelected). The ministry stated that the law will be implemented by all state authorities and bodies, all legal persons with a public mandate, natural and legal persons, in the area of education, science, and sport, among other areas protected by the law. The law does not include sexual orientation, or segregation in education, as a separate form of discrimination.²³¹

Some provisions for banning discrimination can also be found in the Criminal Code, the Law on Social Protection, and others. Up until now, there has been no special commission or body dealing with discrimination except the courts. There are no public cases known for discrimination that have been brought to the courts.

As provided for in the Law on Protection and Enhancement of the Rights of Ethnic Minorities,²³² which represent less than 20 percent of the population, a specialized agency for protecting the rights of these minorities was set up as an independent state administrative body.²³³

Montenegro

Summary

Montenegro was one of the original signatories to the Decade of Roma Inclusion. Montenegro is a country with larger gaps in data than most others, perhaps due to its relatively recent separation from Yugoslavia. Montenegro's participation in MICS, as well as UNDP support, has produced data on some indicators, helping the overall situation. Montenegro is the only country that has not passed data protection laws, nor is there—to date—a data protection authority.²³⁴ Though the Decade Action Plan is clear, with realistic goals and aligned indicators, there is no methodology or strategy for monitoring and evaluation, nor has an official Decade report been released on Montenegro's progress.

Data Collection and Protection Policy

According to the European Commission,

The situation in the area of personal data protection in Montenegro remains a cause for serious concern. Montenegro urgently needs to harmonise its legislation with European Community rules, particularly as it has committed itself to do so upon entering the Stabilisation and Association Agreement.²³⁵

The State Statistical Office of Montenegro, MONSTAT, however, has stated, "Ongoing reforms of the statistical service will allow collection, processing, and dissemination of data respecting the standards of the European Union."²³⁶

There is currently no law on personal information or data protection in Montenegro, though a draft version has been prepared and can be found at the Ministry of the Interior and Public Administration website;²³⁷ this draft is to supersede the law from Yugoslavia (Serbia

and Montenegro).²³⁸ In the Montenegrin Constitution,²³⁹ there is a general rule on personal data protection, by which the protection of personal data is guaranteed, and personal data is not to be used beyond the scope for which it was collected (Article 43). Data collected for a purpose should be used for that purpose only, and is to be protected by the court in case of misuse. There is currently no established supervisory authority in Montenegro. According to the European Commission, “In the absence of an independent and efficient data protection supervisory authority, existing data protection rules have not been implemented.”²⁴⁰

The Government of Montenegro has adopted the Personal Data Protection Strategy²⁴¹ and corresponding action plan, according to which, after adoption of the Personal Data Protection Act, new secondary legislation related to personal data protection is to be developed. The Personal Data Protection Strategy prescribes the establishment and building of capacity of a special independent institution for personal data protection supervision and for development and implementation of secondary legislation in the field of personal data protection. The main objectives of the Strategy for Personal Data Protection are:

- ▶ To protect the right to privacy and other human rights and fundamental freedoms with respect to the processing of personal data;
- ▶ To strengthen the confidence of citizens in the institutions of the public and private sectors which dispose of their personal data; etc.²⁴²

Statistical data are published according to the Law on Statistics and Statistical System of Montenegro;²⁴³ subsidiary regulations more fully articulate the terms of this law.

Data Collection in Practice

The official body for the production of statistics is the Statistical Office of Montenegro—MONSTAT. According to the office, it performs expert tasks related to the preparation and implementation of numerous statistical surveys. MONSTAT collects, processes, analyses, and disseminates statistical data on the population, economic, and social trends, as well as on many other fields of public life. It also publishes the following documents: population statistics (surveys on births, deaths, marriages, divorces, inland migrations, population, households, and dwellings); labor statistics (surveys on average wages and employment, labor force); jurisdiction statistics (surveys on accused adults and adolescents, commercial crimes); education statistics (reports on primary and high schools, faculties, scientific and research institutes); social protection statistics (reports on types and users of social protection, money allowances for children, kindergartens, hostels for students); construction and dwellings statistics, among many others.

After World War II, population censuses were conducted in 1948, 1953, 1961, 1971, 1981, and 1991, fully respecting international recommendations on conducting the census every 10 years.²⁴⁴ MONSTAT's statistical yearbook is published annually. Data are published by MONSTAT, by the *Official Gazette of Montenegro*, and in different periodicals. MONSTAT has released more than 20 volumes of data as electronic files, but nothing has been translated into English, except some introductory information and tables of contents.

Census data do not provide all information and have many gaps, especially in the breakdown for specific populations. Also, data on the number of Roma from the census differ from estimates done according to field work. Very few disaggregated data exist in Montenegro. There are many areas without relevant and valid data, either because they were not covered in the census for the last 12 years or because official statistics are in the process of transformation.

Local and central administrations of the various ministries collect data that usually do not differ from official statistics collected by MONSTAT. All information and research done by each respective ministry can be obtained by law and following the regulation of free access to information.

Data for education are collected annually, per school year, by the Ministry of Education and Science.²⁴⁵ They are available to the public upon request to the Ministry of Education and Science or from MONSTAT's statistical yearbook. Data on employment, collected weekly, monthly, and annually by the Employment Agency of Montenegro²⁴⁶ and by MONSTAT are available to the public periodically, and through the media. Data for health are collected by the Institute of Public Health of Montenegro.²⁴⁷ Since 1999, the institute has annually published the *Health Statistical Yearbook*.²⁴⁸ As stated in its foreword, the yearbook comprehensively and systematically presents the basic data on the organization and personnel structure in the health care system, activities and usage of health capacities, registered diseases in outpatient and hospital health care, as well as the coverage of immunization at the national level and review of quality control of foods, water, and consumer goods. Data collected on the basis of uniform programs and methodological techniques of the whole health statistical and information system are laid out in tables and diagrams. Data for health are collected annually by MONSTAT, and all data are available on their website and in publications.

There are other sources of data as well. The Institute for Strategic Studies and Prognoses²⁴⁹ has been conducting a household survey about households' incomes and expenses since May 2001. Various donor organizations in Montenegro, such as the World Bank,²⁵⁰ NGOs, and UN agencies and/or health organizations like the World Health Organization, publish data periodically as well. Research journalism is also often used. Of those mentioned, data are mostly collected through focus groups, interviews, field testing, or telephone surveys.

Collection of Decade data

Currently there is no information regarding what is taking place to assure the collection of data, and reporting, for the Decade.

Existing evaluation of the Decade

There are several reports that have been done on the Decade, or that exist as part of a larger framework, and that include information that could be used in assessing the Decade. None, however, represents an official report issued by the Government of Montenegro on its own progress.

Reports that are currently available are:

- ▶ *Millennium Development Goals Report 2004*²⁵¹
- ▶ *DecadeWatch: Roma Activists Assess the Progress of the Decade of Roma Inclusion, 2005–2006*²⁵²
- ▶ Government of Montenegro, Unicef, Foundation Open Society Institute–Representative Office Montenegro, Roma NGO (co-authors), *National Conference on Roma Inclusion: Roma Decade in Montenegro—A Future Perspective; Review of Situation, Conclusions and Recommendations 2006*²⁵³
- ▶ *Equal Access to Quality Education for Roma*, Open Society Institute, 2007²⁵⁴
- ▶ *Decade Watch Update 2007*²⁵⁵
- ▶ *European Commission Montenegro Progress Report 2008*²⁵⁶
- ▶ Report of the Coalition NGO “Roma Circle” about the implementation of protection policies in Montenegro on the national and local levels 2008²⁵⁷
- ▶ Several reports within the Foundation Open Society Institute–Representative Office Montenegro Roma Program.²⁵⁸

Review of the Decade Action Plan

The Montenegrin Action Plan was created at the very beginning of the Decade in 2005. It has clearly stated goals, and indicators that are well matched to them. The indicators are almost entirely the same as those chosen by Roma Initiatives, and therefore this action plan ranks high in its plans for monitoring Decade goals.

Education

The Montenegrin Action Plan has as one of its goals to “increase the number of enrolments and successful completion of elementary school education of Roma children (compulsory education for all children).” For this goal, there are several indicators that are in alignment with that chosen for this report:

- ▶ “Percentage of Roma children who have reached the fifth grade”
- ▶ “Percentage of children who have completed elementary school”²⁵⁹

Employment

Rather than measuring the rate of unemployment for Roma, the action plan proposes to measure the rate of employment, which is aligned with the overarching goal of “raising the employment rate of Roma.”²⁶⁰ Because the Roma population of Montenegro is smaller than most other countries, one may be able to derive the unemployment rate by knowing the employment rate. The indicator given for this goal is: “employment rate of Roma known.”

Health

One goal in the action plan is to “decrease of [sic] the value of mortality and morbidity indicators.” As an indicator, there is the “percentage of children with reciprocal birth weight; eradication of death caused by diarrhea; number of children born alive in hospitals and number of women in childbed under 18.”²⁶¹

Housing

The action plan has as one of its goals to “improve living conditions of the Roma, Ashkaelia and Egyptian populations.”²⁶² One indicator is closely aligned with that chosen by Roma Initiatives: “percentage of population living in shacks reduced to 10 percent.”²⁶³ If those living in “shacks” can be considered as synonymous with living in a multidisadvantaged settlement, then this indicator is a close match.

Data Gaps on Selected Indicators

Total Roma population

Data for this indicator are not collected annually, but the census is conducted every 10 years. In 2003, the total population of Montenegro was 620,145.²⁶⁴ According to a 2009 publication by MONSTAT, *Montenegro in Figures*,²⁶⁵ there were an estimated 627,000 people. The 2003 census estimated 0.42 percent of the population to be Roma (2,601), and 0.04 percent Egyptians (225). Unofficial estimates from a 2003 publication put the population to be much higher at 20,000.²⁶⁶ More recent MONSTAT research from October 2008 shows 9,934 Roma of which 5,078 were male and 4,856 female.²⁶⁷

Primary school completion rate among Roma

There are gaps in the data for this indicator. The MICS research, which covered the general population, did not give specific data on indicators for Roma.²⁶⁸ In official data, there are no

completion rates published, only net enrolment rates. The only data on completion rates come from the MICS research conducted in Montenegro.

According to the MICS research conducted in 2005, the overall primary completion rate is relatively high at 91.1 percent overall, but it is much lower among children in some population groups, such as Roma.²⁶⁹ There are no more recent data on this indicator for the overall population. There are unofficial data for Roma such as the 2003 Household Survey, which shows that among respondents who at that time did not go to school, 9.2 percent had completed primary school.²⁷⁰ More recently, UNICEF states that, “according to the EU Progress Report from 2007, under a third of all Roma children attend primary school and only about 20 percent complete primary education.”²⁷¹

Unemployment rate among Roma vs. among the general population

According to the Employment Agency of Montenegro, in 2005 the unemployment rate was 21.8 percent.²⁷² In 2010, the agency stated that unemployment rose from 11.46 percent to 11.53 percent.²⁷³ For the Roma population, figures are only available from the UNDP from 2005. According to this research, Roma between the ages of 15–24 had a rate of 67 percent (compared to 53 percent for the majority), and for the ages 25–54 it was 41 percent (compared to 18 percent for the majority).²⁷⁴ There are no recent data for Roma.

Infant mortality rates among Roma vs. among the general population

There are large gaps in the data for this indicator for Roma, where there are no official or unofficial data. For the overall population, in 2005 there were 9.5 infant deaths per 1,000 births. The most recent available data are from 2008 where there were 7.5 infant deaths per 1,000 births.

Reducing the number/population of Roma settlements, ghettos, or “settlements with low socio-cultural conditions”

Data for this indicator are not collected annually. Data are only known thanks to field work and mostly NGOs and various donor organizations working with the the Roma, Ashkaelia, and Egyptian populations. Data are only available to the public if they are made available by various researchers who conduct different thematic studies. Generally, the same data have been used for the last 10 years with slight changes in estimates.

Romania

Summary

Romania joined the Decade as one of the original countries in 2005. In Romania, the specific legal provisions do not allow for ethnic data with a few exceptions. Thus, public institutions avoid recording any ethnic data, except in some specific situations. In contrast to this strong policy, there is evidence of some local authorities collecting ethnic data, usually to support project grants that target Roma. The National Agency for Roma (NAR), in charge of monitoring the Decade, has not produced any monitoring and evaluation strategy or plan of any kind for the Decade, despite having been offered and given technical assistance.

Data Collection and Protection Policy

In Romania, the specific legal provisions do not allow for ethnic data collection, but do provide a few exceptions. Thus, the law is often interpreted as not allowing ethnic data collection at all and public institutions avoid gathering ethnic data. The Law on the Protection of Individuals with Regard to the Processing of Personal Data and the Free Movement of Such Data²⁷⁵ and the Law on the Organization and Functioning of Official Statistics²⁷⁶ in Romania are the documents that guide data collection policy in Romania. The personal data law has been amended and accepted; its purpose is to guarantee and protect the individual's fundamental rights and freedoms, especially the right to personal, family, and private life, with regard to the processing of personal data.

The National Supervisory Authority for Personal Data Processing was set up in 2005 according to Law No. 102/2005 under the People's Advocate as a public authority, autonomous and independent in relation to any other public authority. The president of the authority is named by the Senate, for a mandate of five years, which can be renewed only once. The current president was named in September 2005. The main responsibility of the authority is to supervise and control the legality of personal data processing which falls under Law No. 677/2001.

The collection of data in regard to ethnicity is prohibited²⁷⁷ with exceptions, such as:

- a) when the data subject has expressly given his/her consent for such data processing;
- d) when the processing is carried out as part of the legitimate activities of a foundation, association, or of any other nonprofit organization with a political, philosophical, religious or trade union profile, provided that the data subject is a member of that organization or has regular contacts with the organization in its activity profile, and provided that the data shall not be disclosed to a third party without the data subject's consent; and
- e) when the processing refers to data made expressly public in a clear way by the data subject.

Data Collection in Practice

Data are collected by the National Institute for Statistics (NIS).²⁷⁸ The institute collects data during the census and corrects data annually, taking into consideration the natural increase and decrease of the population due to internal and external migration. Data on the general population are collected and updated every year, but official data for ethnicity are available only every 10 years when the census takes place. There are no official statistics on Roma between censuses. The statistical directorates from the county level (that are subordinate to the NIS) collect data from the local level. Data are calculated for the first of July each year. The NIS collects and processes data related to ethnicity using census data. There is free access to data for some indicators, especially for data at the national level. More specific data related to the population are available only for users who pay for access.

It is widely known that data collection and statistics about the Roma population in Romania are not reliable. According to the preface of one report,²⁷⁹ it has the ambitious goal of trying to “provide relevant data for further policy making on the social integration of Roma,” since “there is a lack of accurate data regarding the number and the needs of the Roma in Romanian society as the official census cannot deliver a reliable real figure based on self-declaration of ethnicity, and therefore Roma ethnicity is under-represented.”

The responsible ministries for data collection in each sector are:

- ▶ Ministry of Health
- ▶ Ministry of Regional Development and Tourism (for housing)
- ▶ Ministry of Labor, Family, and Social Protection
- ▶ Ministry of Education, Research, Youth, and Sport

The NIS is responsible for collecting education data from the County Board of Education. Each school reports to the board and the board inputs data into the County Directorate of Statistics. Data are collected for each educational year and statistical surveys are carried out at the beginning and end of the school year (academic year) in educational units.²⁸⁰

Data collected by the Ministry of Labor, Family and Social Protection are available on its the website,²⁸¹ and are published monthly. The registered unemployment rate represents the ratio between the number of unemployed (registered at the agencies for employment) and economically active populations (unemployed and civil employed, defined according to the methodology of labor force balance). The County Agency for Labor and Employment collects data at the county level.

Health data are published on the NIS website. Data are collected by the NIS through county directorates by local authorities. Data collection is based on a standard questionnaire.

Collection of Decade data

There is no monitoring and evaluation strategy or plan of any kind for the Decade.

The NAR is in charge of monitoring the Decade; its responsibilities were set up by the IDF²⁸² grant mainly financed by the World Bank in 2005. The project envisaged building capacity within the NAR on monitoring and evaluation on the central and regional levels. For the central level, some activities were carried out in 2006 according to the initial working plan:

- ▶ Technical assistance was provided to the NAR to formulate the policies and inclusive programs for housing, health, education, and employment considering the DAP
- ▶ Technical assistance was given to evaluate results and to increase the capacity of financing and implementation in the housing sector
- ▶ Coordination and synergy of housing efforts with programs and actions of the other priority areas: education, employment, and health.

For each area both a national and an international consultant were assigned. A proposal for a set of indicators for monitoring and evaluation was set up for each area, but was never used by the NAR. A good handbook on monitoring and evaluation²⁸³ was

also developed by the technical assistance team of a PHARE²⁸⁴ project for the NAR, which experts and specialists have praised, but was never used by the NAR to try to implement the monitoring and evaluation system.

A second phase of the World Bank's Institutional Development Fund was to support the regional offices of the NAR (eight offices, one in each region of Romania) but the activities generated an insignificant impact; the phase was dropped because of a lack of capacity of the NAR team to implement the project. The development fund project ended with no significant results/impact and no clear evidence of sustainability.

While the UNDP planned to support the Romanian Decade team with a results-based monitoring and evaluation workshop, to date this has not taken place.²⁸⁵

Existing evaluation of the Decade

The last reports on the Decade were released in 2006. According to the document *One Year of Romanian Presidency: July 2005–June 2006*,²⁸⁶ within the framework for assessing the impact of the Decade in Romania, the result of a process of identifying common points in public policies for Roma resulted in three important publications, which provide a baseline for the Decade's implementation in Romania:

- ▶ *Public Policies for Roma People from Romania—Evolution and Perspective*²⁸⁷
- ▶ *Workforce Employment Policies for the Roma People from Romania*²⁸⁸
- ▶ *Housing and Extreme Poverty—The Case of Roma Communities*²⁸⁹

Review of the Decade Action Plan

The Romanian Action Plan for the Decade of Roma Inclusion was created at the beginning of the Decade in 2005, and there are four documents, one for each of the four sectors. However, these plans have not been officially accepted by the government. According to the Decade website, “the documents are being publicly debated for approval according to government decision HG755/2005.”²⁹⁰ A review of the action plan in the four areas reveals that none of the indicators chosen by Roma Initiatives are included.

Data Gaps on Selected Indicators

Total Roma population

There are gaps in the data between official and unofficial estimates of Roma, and also gaps in the availability of reliable, more up-to-date data on the Roma population. In 2005, the total

population of Romania was 21,623,849,²⁹¹ which dropped slightly in 2009 to 21,498,616.²⁹² For the Roma population, there are only data from the last census from 2002, according to which there were 535,140 Roma (2.47 percent of the total population). According to the Research Institute for Quality of Life, the number of Roma both self-identified and hetero-identified²⁹³ is 1.5 million (6.7 percent of the total population).²⁹⁴ This is the most used reference for an unofficial estimate and is considered the closest to reality.

Primary school completion rate among Roma

There are large gaps in the data for the indicator, as Romania does not collect data on school completion, but rather on enrolment. There are no official data on this indicator at all. The only available data come from the UNDP, which provides data for 2005 on primary school completion from the UNDP Vulnerable Groups Dataset. In Romania, 625 out of 1,971 Roma aged 15 years and older (31.7 percent) completed primary education.²⁹⁵ Another study, *Come Closer*, does include information on “level of education” for Roma for 2007, according to which 19.7 percent of Roma between the ages of 7–13 had completed primary school.²⁹⁶

Unemployment rate among Roma vs. among the general population

There are large gaps in the data for Roma for this indicator. For the overall population, the unemployment rate in 2005 was 5.85 percent, and in 2009 it was 8.1 percent.²⁹⁷ There are no official data for this indicator for Roma in 2005. In the publication *Employment Policies for Roma*,²⁹⁸ the unemployed rate for Roma is 28.49 percent in contrast to 11.53 percent for ethnic Romanians. This statistic is based on data from the 2002 census and refers only to self-identified Roma.

Infant mortality rates among Roma vs. among the general population

There are gaps in the data for this indicator. There are no data for Roma. In 2005, the infant mortality rate for the overall population was 15 (12.4 per 1,000 for urban settings and 17.9 per 1,000 for rural areas) and in 2008 it was 11 (8.5 per 1,000 for urban areas, and 14 per 1,000 for rural areas).²⁹⁹

Reducing the number/population of Roma settlements, ghettos, or “settlements with low socio-cultural conditions”

The government has no survey nor does it collect data about the number of disadvantaged communities. No unofficial data could be found, either, to inform this indicator.

Discrimination cases (involving Roma) brought to the national equality body

The National Council for Combating Discrimination (CNCD)³⁰⁰ is a government agency established in 2001 and is responsible for the National Antidiscrimination Plan. The legal

status of the CNCD was established by Antidiscrimination Ordinance 137/2000, according to which the CNCD reports to the parliament and is politically independent. The antidiscrimination law of 2000 (Law 137/2000), amended in 2006, covers discrimination based on race, nationality, ethnicity, language, religion, social category, beliefs, sex, sexual orientation, age, disability, HIV/AIDS status, and any other criteria that could be used as a basis to restrict human rights, equalities, and fundamental liberties.

An individual or other legal entity can bring forth a case of discrimination to the CNCD within one year of the case or event occurring. The CNCD is obliged, within 90 days, to investigate the case and rule on whether antidiscrimination laws were breached. If discrimination is proven to have occurred, the council can issue a fine or a warning (differentiated for discrimination acts against a group or a community and discrimination directed toward an individual person).

The CNCD has recorded about 5 to 10 cases of discrimination per year for Roma, the most notable ruling being against local authorities (for the forced eviction of Roma), newspapers or companies (for publishing advertisements for a job placement which explicitly excluded Roma), and politicians or public figures (e.g. the Romanian president) for discriminatory declarations.

Serbia

Summary

The prime minister of Serbia signed the Decade Declaration on February 2, 2005, as one of the original countries participating in the Decade. Although Serbian law does not formally forbid the collection of ethnic data, the fact that its collection is not explicitly encouraged perhaps leads to a lack of data disaggregated by ethnicity; its collection appears to be random, with those ministries that employ Roma in positions having the most data on Roma. Currently, there are large gaps in official data, though there are data available from surveys and questionnaires conducted by intergovernmental organizations, as well as from independent institutional research. Although a framework for monitoring has been developed, it has not been adopted, thus impeding progress in the area of data collection, monitoring, and evaluation of the Decade in Serbia.

Data Collection and Protection Policy

There is no legal regulation that expressly forbids data collection on ethnicity in Serbia.

Several laws cover data protection in Serbia. The Law on Personal Data Protection³⁰¹ was adopted in October 2008.³⁰² This law refers to data collecting, processing, and storage. Article 16 refers to collecting “sensitive” data, and states, “Data relating to ethnicity, race, gender, language, religion, political party affiliation, trade union membership, health

status, receipt of social support, victims of violence, criminal record, and sexual life shall be processed on the basis of informed consent of data subjects, save where the law does not allow the processing of such data even with the subject's consent." The law also provides for exceptions in Article 5, and for statistical or research purposes in Article 6, where it states,

Data collected and processed for other purposes can be processed solely for historical, statistical or research and development purposes, provided they are not used in decision-making or in the taking of measures against the person concerned and only if adequate safeguards are in place. Safeguards for the protection of data archived solely for historical, statistical or research and development purposes shall be set out in a special regulation.

There is also an Official Statistics Law³⁰³ adopted in December 2009. This law is more technical and provides the legal framework for the production and dissemination of official statistics and also for the organization of the system of official statistics of the Republic of Serbia.³⁰⁴ Under Article 5, within the basic principles of official statistics it states, that the "principle of using individual data for statistical purposes only means that the data obtained through statistical activities that are subject to the provisions of statistical confidentiality may be used exclusively in accordance with this law and the special law stipulating the protection of individual data, i.e., confidentiality."

Data Collection in Practice

All ministries follow the *Strategy for the Improvement of the Status of Roma in the Republic of Serbia*,³⁰⁵ and the *Action Plan for Implementation of the Strategy for Improvement of the Status of Roma in the Republic of Serbia*,³⁰⁶ which implies the collection of ethnic data via its indicators.

The main mechanism for data collection in Serbia is the Statistical Office of the Republic of Serbia, and data are available on its website.³⁰⁷ The official population census is conducted every 10 years, while estimates are made annually. The last census was in 2002, and the next one will take place in 2011. Data are not disaggregated in the census.

In addition to the census, data are collected by ministries. Some ministries such as the Ministry of Education and the Ministry of Health, do collect some data by ethnicity. The Ministry of Health, for example, collected complete data (socioeconomic, education, and health) for around 102,000 Roma in 50 municipalities in Serbia. These ministries perhaps have more success due to their employment of Roma health mediators and Roma teaching assistants, who collect data on Roma. The Ministry of Human and Minority Rights, the

Ministry of Labor and Social Policy, the Ministry of Economy and Regional Development, and the Public Health Institute of Serbia also have data, but not by ethnicity.

Data for employment are collected annually by the Statistical Office of the Republic of Serbia via the Labor Force Survey, a study that most completely considers the labor force status and fluctuations in the labor market. The methodology is harmonized with the recommendations and definitions of the International Labor Organization and European Statistical Office requirements. The survey covered about 7,000 households and 20,687 persons. The Statistical Office of the Republic of Serbia publishes data on vital statistics and for health. Births and deaths are collected and submitted by registrars (municipal officials). Data on vital statistics are still published annually and not disaggregated by ethnicity.

There are other institutions that could provide data (the National Employment Service,³⁰⁸ for example), as well as international research, such as MICS,³⁰⁹ and there are existing monitoring mechanisms in Serbia that should be accessible and available, such as the monitoring system of the Poverty Reduction Strategy Implementation Team.³¹⁰

Collection of Decade data

The Ministry of Human and Minority Rights (MHMR), in collaboration with the UNDP, developed a *Decade Monitoring Framework in Serbia*³¹¹ for the Decade National Action Plan for Serbia. An important weakness of the previous action plan was the lack of a sound monitoring framework; thus the MHMR decided to develop one. Within the framework of the UNDP's work with the MHMR, a local consultant was hired to identify what kind of data already existed in different state institutions and what could be useful for monitoring the action plan. According to the proposed monitoring framework, there are many sources:

- ▶ Census data of the Republic Statistical Office (RSO)
- ▶ Regular statistical surveys (Labor Force Survey and Household Consumption Survey by the RSO)
- ▶ Questionnaire surveys (RSO)
- ▶ Administrative registers and registers of particular ministries
- ▶ Records of particular government institutions³¹²

There is also the Government Council for the Improvement of Roma Position, an interministerial body, chaired by the deputy prime minister for European Integration, and representatives of the relevant ministries, government institutions, national council, and Roma civil society are present. Ministries submit interim and annual reports on progress made in implementing the action plan, budget allocations, and expenditures.

The Action Plan for Implementation of the Roma Strategy formulates indicators and organizations/institutions responsible for monitoring, but it does not include a monitoring

methodology. *The Decade Monitoring Framework in Serbia* (hereafter “framework”) has not been adopted; thus officially, no mechanisms exist for monitoring the Decade in Serbia.

Existing evaluation of the Decade

Several reports on the implementation of the national Decade Action Plan have been published. One is *Challenges of the Decade of Roma 2005–2015: Yearly Reports for 2006 and Calendar of Events for 2007*, by the Secretariat for Implementation of the Roma National Strategy, Office for Human and Minority Rights of the Government of Serbia, 2007. This report is not available online and it has been published only in Serbian. There are also two yearly reports (for 2006 and 2007) from the League for the Roma Decade.³¹³ Finally, there is the *Decade Watch Report*.³¹⁴

Review of the Decade Action Plan

During the period of its presidency,³¹⁵ the MHMR adopted the *Strategy for the Improvement of the Status of Roma in the Republic of Serbia*. The existing original four action plans were revised, and nine new areas were added, totaling 13 areas/fields/sections, and incorporated into one single document, the *Action Plan for Implementation of the Strategy for Improvement of the Status of Roma in the Republic of Serbia*.³¹⁶ As previously mentioned, the Action Plan for Implementation of the Roma Strategy formulates indicators and organizations/institutions responsible for monitoring, but it does not include a monitoring methodology, nor how new data could be gathered.

Education

The original Common Action Plan for Advancement in Education (JAP) has several goals that deal with the collection of data under the overarching goal of “Inclusion of Roma in the education system and ensuring continuity in education, Creation of systemic conditions.” One measure states, “Establishment of a system of monitoring and regular reporting on the degree of achievement of goals set by the action plan in the area of: a) Carrying out measures and activities envisaged under the action plan, and, b) Achievements by children.”³¹⁷

The Action Plan for Implementation of the Strategy for Improvement of the Status of Roma in the Republic of Serbia includes several measures and activities that are designed to improve data collection: 1.1.2. Establishment of system for monitoring and regular reporting on the degree and quality of Roma education at all levels, as well as 1.1.3. Extension of EIS³¹⁸ with elements relevant for Roma education at all levels. New proposed indicators in the framework have been derived based on the new action plan for education. It is proposed to measure “the gross rate of elementary school completion.”³¹⁹

Employment

As with education, new indicators have been proposed within the framework to measure the new action plan for employment. One of them is specifically the unemployment rate of the Roma population. The framework states, “This indicator will enable us to monitor the level of unemployment in the overall active Roma population and to see the effects of all the measures that are being undertaken in this area.”³²⁰

Health

A new proposed indicator in the framework will measure the Roma infant mortality rate. The proposed monitoring framework states, “Reduction of the infant mortality rate among the Roma is one of the priority goals of the Decade, and one of its undoubtable [sic] preconditions is the improvement of not only health, but the overall socioeconomic conditions in which the mothers are living. Thus this indicator is in fact a good choice, not only because of its multidimensionality, but also because it is an available data of high reliability.”³²¹ This new indicator is perhaps based on the indicator “Reduced newborn mortality rate” in the action plan which is linked to goal 9.10.3: the improvement and protection of general and reproductive health of Roma women.³²²

Housing

There are measures and indicators in the new action plan that refer to the reduction of settlements. The specific measure proposed in that document is: “2.3.1. Evacuation of settlements (slums) in which the conditions are extremely poor and which cannot be covered by the process of improvement and reconstruction.” These are the proposed indicators that are listed beside that measure: “Around 30 slums–settlements (5 percent) evacuated; Flats constructed at new locations for around 3,600 families (all slum inhabitants, i.e., around 11 percent of inhabitants).”³²³

Interestingly, there does not appear to be a directly corresponding indicator in the framework document. The framework does report that “it is necessary to count and map the Roma settlements in the municipalities where Roma settlements exist,”³²⁴ and then follows by focusing on aspects of legalizing settlements. The new proposed indicators in the framework are:

1. “Number of settlements and individual buildings in Roma settlements that have been legalized in the municipality by the year 2010, i.e., 2015.”
2. “Number of Roma settlements and individual buildings in a Roma settlement where the property/legal status has been resolved.”
3. “Number of settlements and buildings where a network of infrastructure was built.”³²⁵

Data Gaps on Selected Indicators

Total Roma population

There are large gaps between official and unofficial data for the total population, and for recent data for Roma. Since data on ethnicity in the census are self-declared, it is assumed that some Roma have declared themselves as members of other ethnicities. In 2005, the estimated total population of Serbia was 7,440,769.³²⁶ The last available data for Roma are from the last population census in 2002 at which time their official estimated population was 108,193 (1.44 percent of the total population).³²⁷ The most recent available data from 2009 for the overall population was 7,334,935,³²⁸ but there are no more recent official estimates for Roma. Unofficial estimates for Roma are taken from more recent literature and are significantly higher than official numbers, with a range of 250,000–500,000.³²⁹

Primary school completion rate among Roma

There are large gaps in the data for this indicator, despite the fact that the Ministry of Education does have some data on Roma. Furthermore, there are discrepancies in data from different sources for this indicator.³³⁰ Education is monitored by means of regular annual statistical surveys at all levels. Data are collected annually for this indicator, but only for the general population; they are collected by the Statistical Office of the Republic of Serbia, and are available on their website. The statistical yearbook states that in the 2005–2006 academic year, the overall primary completion rate was 95 percent, and in 2009 it was 99.46 percent.³³¹ For Roma, there are only data for 2005, which primarily come from the MICS dataset, when it was estimated to be 22.7 percent.³³²

Unemployment rate among Roma vs. among the general population

There are large gaps in the data for this indicator. In 2005, the overall unemployment rate for 15 to 64-year-olds was 21.8 percent,³³³ and in 2009 it was 17.4 percent.³³⁴ There are no official data for this indicator; there are, however, several intergovernmental studies that provide data. The data available for Roma from the UNDP dataset from 2006 reported the Roma unemployment rate to be 39 percent.³³⁵

Infant mortality among Roma vs. among the general population

There are data for this indicator for Roma, mainly due to the MICS survey. In 2005, there were a total of 8.0 deaths per 1,000 live births in the overall population,³³⁶ and more recently in 2008, 6.7 deaths per 1,000 live births.³³⁷ For Roma in 2005, there were a total of 25 deaths per 1,000 live births,³³⁸ but as of yet there are no newer data. All later reports from international organizations, NGOs, and the government refer to these figures.

Other research does exist that may be useful to monitor this indicator: The Medical School of the University of Nis did research on the life expectancy of Roma³³⁹, and the Institute for Economic and Social Research produced a report on access to health protection for the Roma population.³⁴⁰

Reducing the number/population of Roma settlements, ghettos, or “settlements with low socio-cultural conditions”

There are large gaps in the data for this indicator, which are not collected annually. What data do exist are the result of research undertaken between the Ministry of Human and Minority Rights of Serbia and Montenegro and the Ethnicity Research Centre.³⁴¹ The study covered settlements in Serbia with more than 15 Roma families or 100 Roma inhabitants. Though the study did not collect data on the reduction of such settlements, it does document the existence of such settlements. Data were collected using a questionnaire created for Roma and non-Roma families. According to this research, there were 593 Roma settlements with more than 100 inhabitants (or 15 families) in Serbia. There are no more recent data available beyond 2002.

Discrimination cases (involving Roma) brought to the national equality body

There are no data available for this indicator. The Antidiscrimination Law was adopted only in March 2009.³⁴² According to the Criminal Code of Serbia, the violation of equality (Article 128) is punishable, but the reports of the Supreme Court, Ministry of Justice, Public Prosecutor’s Office, and Ministry of Interior do not present data for this criminal offense. In addition, NGO reports do not include relevant information.

Slovakia

Summary

Slovakia was among the first countries to join the Decade in 2005. While the 2001 census was prepared with an eye toward improving the participation of minority groups, including Roma,³⁴³ there are major gaps in the available data. The Slovak Decade Action Plan does not set out specific mechanisms to collect data in the relevant areas, and only a few of the Roma Initiatives indicators are reflected in the plan. Policy on the collection of ethnic data does not exist, as such. Official data are accordingly less than complete, although useful studies have been conducted specifically on the situation of Roma that can be a complement to government statistics.

Data Collection and Protection Policy

Data on ethnic origin may be collected in Slovakia, with appropriate safeguards set out in legislation. Personal data collection and protection is regulated in Slovakia by Act No. 428/2002 Coll. on personal data protection; the Act implements Directive 95/46/EC. Additionally, the field of protection of legal personality is regulated by the Civil Code (Act No. 40/1964 Coll. as amended) sections 11–16. These regulations are in line with international standards and create conditions for the collection of personal data with appropriate protection.

However, the UNDP recently observed that

collection of data on ethnicity in Slovakia are unsatisfactory in spite of a growing need for statistical data in relation to implementation of anti-discrimination legislation based on transposition of the EU directives into the Slovak legal system.³⁴⁴

Policies on data collection have not been formulated or acted upon. Data disaggregated by ethnicity are collected only as part of the census. The census in Slovakia makes a distinction between a respondent's citizenship (*štátna príslušnosť*) and nationality (*národnosť*), which means the respondent's self-declared ethnicity. Scholars, public administration officials, and activists generally agree that these official figures are highly underestimated. Among the reasons why many Roma do not declare themselves as members of the Roma national minority are social stigmatization and confusion between the terms "citizenship" and "nationality" (as ethnicity). Some data on ethnicity of children in schools are collected, as declared by the parents. However, data are not processed disaggregated by ethnicity, but only on the language in which the education is conducted; there are no schools with Romanes as the language of instruction.

Data Collection in Practice

Data are collected by the Statistical Office of the Slovak Republic, and by ministries or their agencies that have competence in particular areas. There is a specialized body—*Úrad na ochranu osobných údajov* (the Personal Data Protection Office)—responsible for overseeing the protection of people's personal data.

Data on education are collected and processed by the School Information and Forecast Institute established by the Ministry of Education.³⁴⁵ Data on the general unemployment rate are collected by the Center of Labor, Social Affairs and Family, aggregated from data supplied by the center's regional offices on registered job-seekers. Slovak authorities do not collect any data regarding unemployment among Roma, stressing that the employment policy in Slovakia is based on "civic principles." Data in the field of public health are collected and processed by the National Health Information Center, established by the Ministry of Health. Data are gathered from population registries and statistical offices. These data are not disaggregated by ethnicity. There are studies and surveys on health of Roma, but only implemented on the local and regional level by several regional public health care offices, such as in Poprad.³⁴⁶

In terms of housing, data collection has been done as part of the program of state statistical surveys, where municipalities, district, and regional offices were obliged to report

data. Until 2003, the Office of the Plenipotentiary for Roma Communities collected data each year in its *Annual Report on Settlements at a Low Socioeconomic Level: Roma Settlements*, later titled the *Annual Report on Settlement Agglomerations—Roma Settlements* as part of the program. The survey was formally cancelled as of January 1, 2008. The data from the survey were neither published nor available to the public, but were used by the government and some figures have appeared in various government documents.

Collection of Decade data

The Decade Action Plan does not set out any general principles for collecting data as part of its implementation. In the tables setting out the various objectives, indicators, and monitoring for the priority areas, there is a column where data availability and needs are set out, but no specific mechanisms are described for improving data collection.

Existing evaluation of the Decade

In 2008 the government published a report on the action plan's implementation. This report, *Správa o plnení Národného akčného plánu Dekáda začleňovania rómskej populácie 2005–2015 za rok 2007* (*Report on the Implementation of the National Decade Action Plan 2005–2015 in 2007*) was presented as information material to the Slovak government by the deputy prime minister for European Affairs, Human Rights, Minorities, and the Knowledge-Based Society. However, the report does not contain any quantitative data on achievements of targets set up in the action plan.³⁴⁷

Review of the Decade Action Plan

Slovakia published an action plan in 2005, which includes indicators in education and housing that are in line with those selected by Roma Initiatives. The action plan formulates fairly broad objectives, with limited short-term goals (and few short-term deadlines); specific budgetary resources are not clearly defined in most cases.

Education

The action plan's section on education takes “all Roma boys and girls completing elementary school” as its first goal, to be assessed according to the proportion of children who complete primary school from those enrolled. According to the plan, these data are available, although apparently not readily accessible (the plan notes that “measures need to be taken in statistical administrative databases”). The School Information and Forecasting Institute is given the responsibility for monitoring the statistics.

Employment

The employment section of the action plan focuses on “employability,” rather than employment levels. It develops a number of goals, only some of which focus on Roma as such, and there is no indicator referring to the general employment level of Roma.

Health

Infant mortality rates are not specifically mentioned as an indicator in the health section of the action plan. However, under the first goal to analyze the health conditions of Roma, the plan does include “health indicators” as a result-level indicator, although the specifics are not elaborated. The budget for this overall goal was 1.5 million SKK in 2005 (about €39,118 at the time).³⁴⁸

Housing

Under the initial objective of “improving social and cultural conditions in the Roma settlements,” the housing section of the action plan aims to look at the number of Roma settlements with access to various utilities and services. While the plan does not outline how Roma settlements are defined, it does indicate that data are available from annual reports on housing settlements with “low social and cultural conditions.” A budget of 30 million SKK (about €782,000 at the time) is set with a deadline of 2015.

Data Gaps on Selected Indicators

Total population

The official data on the Roma population in Slovakia is generally acknowledged to be inaccurate. The official statistics on ethnicity in Slovakia are based on self-declared ethnicity in the national census conducted every 10 years by the Statistical Office of the Slovak Republic. In 2005, the total population of Slovakia was 5,389,180.³⁴⁹ The 2005 Roma population was 98,170.

The total population of Slovakia in 2008, the most recent year for which these data are available, was 5,412,254.³⁵⁰ The 2008 Roma official population was given as 104,034.

The Office of the Plenipotentiary of the Slovak Republic Government for Roma Communities has data indicating a Roma population of between 320,000 and 380,000, which was published in 2004.³⁵¹ Some data are available at the office’s website, based on the results of a large-scale sociographic mapping of Roma communities which was initiated by the office and took place in 2003–2004.³⁵² Thus, according to these more realistic data, Roma represent 6–6.5 percent of Slovakia’s population.

Primary school completion rate among Roma

Significant gaps in data exist in the field of education. Official data only track the number of pupils completing primary education each year, not the actual completion rate.³⁵³ The World Bank records the completion rate for 2005 as 94 percent.³⁵⁴ No more recent completion rate is available. No information on the completion rate among Roma in 2005 or more recently has been identified.

Unemployment rate among Roma vs. among the general population

In 2005, the total unemployment rate in Slovakia was 16.2 percent.³⁵⁵ No official data on the unemployment rate among Roma are available, although a UNDP study of 720 Roma households conducted in 2004–2005 found 34.9 percent unemployment within the sample.³⁵⁶ In 2008, total unemployment was 9.6 percent, with 8.4 percent for men and 11.1 percent for women.³⁵⁷ There is no more recent information about unemployment levels among Roma.

Infant mortality among Roma vs. among the general population

No data on this indicator for Roma exist. The general infant mortality rate in Slovakia was 7.2 per 1,000 in 2005.³⁵⁸ No official data on the infant mortality rate among Roma are available. The most recent year for which the infant mortality rate is available is 2008, when it was 5.86 per 1,000.³⁵⁹ No official data are available for the infant mortality rate among Roma in 2008.

Reducing the number/population of Roma settlements, ghettos, or “settlements with low socio-cultural conditions”

In 2004, data from a large-scale sociographic mapping of Roma communities in Slovakia were published. The mapping identified 168 ethnically homogenous settlements within municipalities, 338 settlements on the outskirts of municipalities, and 281 settlements that were remote from municipalities or separated by a natural or artificial barrier, for a total of 787 settlements. These settlements included communities with various levels of social integration or marginalization; the data were not analyzed from the point of view of social exclusion. In terms of access to infrastructure, 149 settlements were defined as segregated.³⁶⁰ No more recent data on the number of Roma communities have been made available.

Discrimination cases (involving Roma) brought to official bodies

In Slovakia the function of the national discrimination body is exercised by the Slovak National Center for Human Rights. The center is regarded as a national specialized body,

entrusted to promote equal treatment and combat all forms of discrimination, according to the Antidiscrimination Act No. 365/2004, which came into force on July 1, 2004. Data are collected by the center itself and published in its annual reports.

In 2005, a total of 217 cases were brought to the center. Of these, 16 were brought by Roma.³⁶¹ The number of cases in 2009 was 1,571; 15 of which were brought by Roma.³⁶²

Spain

Summary

Spain formally joined the Decade in February 2009, becoming the first country in Western Europe to participate. Spain remains among the few countries officially maintaining that the collection of ethnic data is prohibited by law. No formal action plan for the Decade has been adopted, and no specific mechanisms for collecting data as a part of this initiative have been proposed. There are some studies, primarily led by NGOs that have surveyed the situation of Roma and provide useful information, particularly in the areas of health and housing. However, under current conditions, there can be little expectation that monitoring and evaluation of initiatives to improve the situation of Roma communities will improve.

Data Collection and Protection Policy

Data in Spain are not collected according to ethnicity. In reports and communications to various international monitoring bodies, the Spanish government often maintains that the existing data protection legislation and the Constitution do not permit the collection of ethnic statistics.³⁶³

The governing law on data protection in Spain is Law 15/1999 on the Protection of Personal Data. The language of this legislation largely reflects international data protection standards, and permits the collection of personal data that are “adequate, relevant and not excessive in relation to the scope and the specified, explicit, and legitimate purposes for

which they were obtained.” However, the law goes on to provide that “files created for the sole purpose of storing personal data which reveal the ideology, trade union membership, religion, beliefs, racial or ethnic origin or sex life remain prohibited.”³⁶⁴ Opinion remains divided as to whether this construction precludes the collection of ethnic data altogether.³⁶⁵

The existing official data gathering mechanisms, in principle, are capable of generating comprehensive, precise, and high-quality data in each of their respective fields. But so far they have not been used for collecting relevant data on the situation of Roma. Most recently, there have been some signs that the state authorities are beginning to realize the importance and the value of ethnically disaggregated data for the adequate design and implementation of antidiscrimination measures.³⁶⁶

There have been studies, sometimes supported and financed by official structures or the EU, conducted by nongovernmental organizations such as the Gypsy Secretariat Foundation (Fundacion Secretariado Gitano [FSG]), that have looked into the situation of the Roma community, particularly around the issues of education,³⁶⁷ health,³⁶⁸ housing,³⁶⁹ and the justice system.³⁷⁰

However, some critics have pointed out that while the data based on surveys are useful for providing approximations of the types of problems Roma face, the types of surveys currently conducted do not provide comprehensive, reliable, and sufficiently detailed data needed for appropriate programming.³⁷¹ Systematic data collection is particularly important, considering the extensive administrative decentralization in Spain, as well as the diversity of the Roma population, both of which mean that the problems of Roma communities may vary considerably from region to region.

Data Collection in Practice

The main body responsible for collecting demographic data on the national level is the Spanish Institute of Statistics (Instituto Español de Estadísticas [INE]).³⁷² The institute collects two main sources of data: the population census (conducted every 10 years, with the last one administered in 2001) and the Municipal Register (updated annually). All INE data are available to the public on its website.

There are also statistical departments within all Spanish ministries, each collecting data in its substantive area, with cooperation from corresponding councils/departments of the autonomous communities, which also have their delegations in each provincial capital.³⁷³ Data collection is coordinated and shared with other Spanish public administration bodies on the central and community levels, and with certain international organizations, such as the EU, the OECD, and the World Bank, among others. The statistical data are all available to the public. Collection of educational statistics falls under the competence of the statistics

office of the Ministry of Education. The data are gathered in cooperation with the councils or departments of education in the autonomous communities and are available to the public on the Ministry of Education's website.³⁷⁴ In general, since statistical data are only obtained by age, gender, place of residence, and sometimes nationality, it is not possible to extrapolate any education data, including primary school completion rates, of Roma specifically from official statistics. Unemployment figures are collected by the statistics offices of the Ministry of Labor and Immigration, in cooperation with the INE and other public administration bodies (most importantly, the social security and employment offices). Unemployment statistics are generated for every month and are available to the public on the ministry's³⁷⁵ and INE's websites. The Health Information Institute of the Ministry of Health and Social Policy is responsible for gathering health statistics, in cooperation with health councils and departments in the autonomous communities. Infant mortality data for the overall population are collected annually.³⁷⁶ These data are also available to the public on the Ministry's³⁷⁷ and INE's websites, but there are no specific data on Roma. In general, since statistical data are only obtained by age, gender, place of residence, and sometimes nationality, it is not possible to extrapolate any health data, including infant mortality rates, of Roma specifically from official statistics. Data on housing conditions are collected by the Work Commission for Statistical Topics of the Ministry of Housing, in cooperation with corresponding autonomous departments and councils from the autonomous communities, as well as municipal governments. In general, since statistical data are only obtained by age, gender, place of residence, and sometimes nationality, it is not possible to extrapolate the data on housing of Roma specifically from official statistics. At the same time, housing is an area where considerable efforts have been made to gather comprehensive statistics on Roma.

Some important research on the health status of Roma has been undertaken in recent years with civil society involvement. The FSG coordinated research into the health of Roma communities in Spain and several other European countries, with the cooperation of the Spanish Ministry of Health, and funded by the EU. The research was published in 2009 (using data from 2006 when the fieldwork was conducted). It found that the overall health status of Roma in Spain was better than the health status of Roma in poorer countries of Central and Eastern Europe. At the same time, it confirmed that Roma health was generally inferior to the whole population in Spain.³⁷⁸ This study could be a model of how governments can compile disaggregated data in partnership with NGOs.

Additional positive practices of data collection are in the field of employment. The FSG conducted annual surveys among Roma, analyzing the data in terms of age, sex, and geographical distribution design for the purposes of assisting the implementation of vocational training and job insertion programs.³⁷⁹ The surveys were largely sponsored by governmental and EU grants. But so far these surveys have not evolved into large-scale data collection, which would have greatly clarified the true extent of Roma unemployment in Spain.

Collection of Decade data

There is no information regarding whether Spain intends to establish specific data collection practices as part of its Decade activities.

Existing evaluation of the Decade

No evaluation of activities undertaken as part of the Decade has been published; as no action plan exists, there is no guiding document that would allow for monitoring.

Review of the Decade Action Plan

Spain joined the Roma Decade later than most other countries, and at the time of writing, no Decade Action Plan had been published.³⁸⁰ Spain does, however, have a specific national program for Roma development (*Programa de desarrollo gitano*), adopted in 1985.³⁸¹ Previous evaluations of the program (from 2002) revealed that while the program had yielded positive results, including a better recognition of Roma issues by the administration, there were some serious shortcomings, including insufficient coordination and complementarities of different measures, as well as inadequacy of both funding and priority areas for action.³⁸² The most recent evaluation available is from 2007. The evaluation seems to focus primarily on how much money was spent on which project in which area, without providing a real assessment of the impact of the funded activities.³⁸³

In addition to the state program for Roma, most of the 17 autonomous communities have developed their own programs for vulnerable populations, sometimes mentioning Roma specifically.

Data Gaps on Selected Indicators

Total Roma population

The INE collects two main sources of data: a population census and a municipal register. Ethnic data are not collected, although there are data on foreigners, which are gathered based on nationality/citizenship. The majority of Roma in Spain, however, are Spanish citizens, and thus the foreigner statistics are not very helpful in determining their overall situation. In 2005, the total Spanish population stood at 43,038,035.³⁸⁴

There are no specific figures on Roma in the official data. However, the Second State Report from the Advisory Committee on the Framework Convention for the Protection of National Minorities estimated the Roma population for 2006 at between 650,000 and 700,000, or approximately 1.6 percent of the total population.³⁸⁵

The most recent figure (from 2009) for the whole population in Spain was 45,828,172.³⁸⁶ Again, there are no official and accurate data on the Roma population. The most recent estimates still put the Roma population at around 650,000,³⁸⁷ which provides no indication of Roma demographic changes or trends in the past five years.

Primary school completion rate among Roma

The Ministry of Education records only the percentage of children who have completed primary education by age 12.³⁸⁸ The World Bank gives the overall completion rate for primary education in 2005 as 103 percent; there are no more recent completion rates.³⁸⁹ There are no specific completion figures for Roma, although in 2009 a Spanish delegate to the UN Committee on the Elimination of Discrimination against Women indicated that a majority of Roma children finish primary school and go on to secondary school.³⁹⁰

Unemployment rate among Roma vs. among the general population

It is not possible to extrapolate any employment data, including unemployment rates, of Roma specifically from official statistics. In addition, critics say that Spanish unemployment statistics are not entirely reliable because they do not take into consideration seasonal variations, and do not count people in retraining (who lost their jobs) as unemployed.³⁹¹ The existence of a grey economy, currently exacerbated by the economic crisis, further obscures the data.

The total unemployment rate in 2005 was 9.16 percent.³⁹² The official data do not include information on the basis of ethnicity. Given that Roma tend to have lower educational levels, they are much more likely to be employed in less skilled occupations, such as construction, retail, agriculture, and services, more often than not informally and without access to social security as do employees on regular contracts. Informal employment also means that workers fall outside the scope of official statistics.

The current official unemployment level in Spain is the highest in the Eurozone: in December 2009 it stood at 3,923,602, and in January 2010 crossed the four million mark to 4,326,500.³⁹³ The total unemployment rate in 2008 was 11.34 percent.³⁹⁴

Infant mortality rates among Roma vs. among the general population

The infant mortality rate for the total population in 2005 was 4.42 per 1,000. There are no official data on this indicator for Roma. A nongovernmental report released in 2006 stated that infant mortality rates among Roma were 1.4 times higher than the national rates.³⁹⁵ The most recent available data are from 2009, when the infant mortality rate was estimated at 4.21 per 1,000.³⁹⁶ No more recent information on infant mortality rates among Roma is available.

Reducing the number/population of Roma settlements, ghettos, or “settlements with low socio-cultural conditions”

Because accurate figures on the overall Roma population are not available, and since there are no comparable data for different years, it is not possible to make informed conclusions about whether there has been an overall increase or decrease in the Roma population in shanty-towns. The Ministry of Housing, in cooperation with nongovernmental actors, conducted large-scale surveys of the housing situation of Roma in 2007.³⁹⁷ The study was reportedly designed as a preliminary step in the development of a future permanent observatory on housing and the Roma population.³⁹⁸ According to that study, which also represents the most recent available data, the percentage of Roma individuals living in substandard housing was between 10 percent and 12 percent, or about 65,000–78,000 people (assuming the lowest estimate for the total Roma population). These figures are also corroborated by other unofficial sources.³⁹⁹

Discrimination cases (involving Roma) brought to the national equality body

Spain has made considerable progress in the field of antidiscrimination in the recent years, with developments such as the establishment of the long-awaited official body dealing with racial/ethnic discrimination.⁴⁰⁰ However, there is still very limited reporting on acts of discrimination. The Council for the Promotion of Equal Treatment and Non-discrimination on the basis of Race and Ethnic Origin (Consejo para la Promoción de la Igualdad de Trato y la no Discriminación de las Personas por el Origen Racial o Étnico) only recently was formally charged with acting as Spain’s equality body under the Race Equality Directive.⁴⁰¹

Notes

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4. Government of Albania. *National Action Plan for the Decade of Roma Inclusion 2010–2015*, 2. www.romadecade.org/decade_action_plans or http://romadecade.org/files/downloads/Decade%20National%20Action%20Plan_Albania.pdf (accessed June 29, 2010).
5. Ibid., 2.
6. Ibid., 6.
7. Ibid., 10.
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9. Practice will change with the 2011 census.
10. Eva Belfridge and Love Theodossiadis. *Swedish Assistance to the Roma Population in the Western Balkans*. SIDA, 2006, 7. www.oecd.org/dataoecd/15/53/36171464.pdf (accessed June 30, 2010).
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12. Interview with Ms. Tepelana, representative from the Ministry of Labor, Social Affairs, and Equal Opportunities, Roma Secretariat, which monitors the National Roma Strategy and DAP, January 13, 2010. Data are only reported for 2009.
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26. Sejdic and Finci v. Bosnia and Herzegovina (application nos. 27996/06 and 34836/06); see the Court's press release at: <http://cmiskp.echr.coe.int/tkp197/view.asp?item=1&portal=hbkm&action=html&highlight=finci&sessionid=43366038&skin=hudoc-pr-en> (accessed January 2010).
27. See the agency's website at: www.bhas.ba/eng/Default.asp (accessed June 30, 2010).
28. See the agency's website at: www.fzs.ba/Eng/index.htm (accessed June 30, 2010).
29. See the agency's website at: www.rzs.rs.ba/English.htm (accessed June 30, 2010).
30. www.iddeea.gov.ba/en_o_agenciji.php.
31. See UNICEF's Childinfo website for the methodology and data set at: www.childinfo.org/mics2_bih.html (accessed January 2010).
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51. *Ibid.*, Art. 2, para.1.
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53. More information is available in English at: www.nsi.bg/indexen.php (accessed July 12, 2010).
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210. Open Society Institute. *Equal Access to Quality Education for Roma* vol. 2, 204.
211. Government of the Republic of Macedonia. *Strategy for Roma in the Republic of Macedonia 2009–2015*.
212. UNDP Macedonia. *System of Indicators*, 48. Lower secondary is defined in the Action Plan as grades 6–9 (grades 5–8 by the old category).
213. UNDP Macedonia. *System of Indicators*, 57.
214. *Ibid.*
215. *Ibid.*, 86.
216. *Ibid.*, 70. It is defined as: Infant mortality rate is the number of infant deaths during the entire calendar year per 1,000 live-born children. A special mortality rate by age of infants is the number of infant deaths at certain age per 1,000 live-born children.
217. *Ibid.*, 80.
218. *Ibid.*
219. Ministry of Labor and Social Policy. *Social Picture of the Republic of Macedonia*, 2008. www.mtsp.gov.mk/WBStorage/Files/socijalna_slika_2008.doc (accessed June 17, 2010)
220. www.stat.gov.mk/Publikacii/Prethodni2009.pdf (accessed July 12, 2010).
221. State Statistical Office, Census 2002.
222. Open Society Institute. *Monitoring Education for Roma*. New York: Open Society Institute, 2006, 6. http://www.soros.org/initiatives/esp/articles_publications/publications/monitoring_20061218 (accessed July 12, 2010). Original data source: D. Lakinska, A. Memedova, Z. Durmis, Lj. Demir. *Assessment of Priority Areas of Activity and Potential Financing Needs in the Republic Macedonia for the International REF*. Skopje: World Bank, 2004, Table 2. Unofficial data on the number of Roma in Macedonia, according to Elezovski (2003).
223. World Bank World Development Indicators data, available at: <http://ddp-ext.worldbank.org/ext/DDPQQ/member.do?method=getMembers&userid=1&queryId=135> (accessed June 30, 2010).
224. UNDP. “Vulnerable Groups in Central and South Eastern Europe” in Open Society Institute. *Monitoring Education for Roma*. *Original text*: In the “Survey data, Macedonia, Education profile: What is his/her highest attained education level?” it is stated that 615 out of 1,281 Roma aged 15 years and above (50.8 percent) completed primary education.
225. UNDP *Vulnerable Groups Dataset*.
226. European Commission. *The Former Yugoslav Republic of Macedonia Progress Report 2009*. Brussels: European Commission, October 14, 2009, 25. http://ec.europa.eu/enlargement/pdf/key_documents/2009/mk_rapport_2009_en.pdf (accessed June 15, 2010).

227. Ibid., 23.

228. See www.stat.gov.mk/Publikacii/Prethodni2009.pdf (accessed June 15, 2010).

229. European Commission. *Progress Report 2009*, 54.

230. Draft Law for Protection of Discrimination, Ministry of Labor and Social Policy, January 2010. www.mtsp.gov.mk/WBStorage/Files/Zakon%20za%20sprecuvanje%20i%20zastita%20od%20diskriminacija.pdf (accessed June 15, 2010).

231. The Law for Prevention and Protection of Discrimination defines discrimination in Article 5, point 3: “Discrimination is each unreasonably factual or legal, direct or indirect action that occurs as difference or unequal treatment (exclusion, restraint, or priority) regarding individuals or groups based on gender, race, colour of skin, marginalized group, ethnic origin, language, citizenship, social origin, religion believe or faith, education, political background, personal or societal status, mental and physical disability, age, family or marital status, property status, health status, or any other ground.”

232. Law on Protection and Enhancement of the Rights of Ethnic minorities, 22 July 2008, *Official Gazette of the Republic of Macedonia*, No. 92/08. Available at: www.logincee.org/file/18039/library (accessed June 15, 2010).

233. The agency was officially promoted and opened in November 2009 by its director, Vesna Babic Petrovski. The agency’s official name is the Agency for Realization of the Rights of Communities.

234. At the time of writing this report, there was no public information regarding whether a law had been passed or not. What is reported here was the most up-to-date information at that time. However, a Law on Personal Information Protection in Montenegro was adopted in late December 2008 by the Montenegrin Parliament, but was only made publicly available in June 2010. The law can be found at: www.skupstina.me/cms/site_data/23_%20SAZIV%20ZAKONI/ZAKON%20O%20ZA%20C5%20A0TITI%20PODATAKA%20O%20LICNOSTI.pdf (accessed July 12, 2010).

235. European Commission. *Montenegro 2008 Progress Report*. Brussels: European Commission, 2008, 49. http://ec.europa.eu/enlargement/pdf/press_corner/key_documents/reports_nov_2008/montenegro_progress_report_en.pdf (accessed June 28, 2010).

236. See the State Statistical Office website, www.monstat.org/EngPrva.htm (accessed June 15, 2010).

237. See footnote 234.

238. The text of the law is available (in Montenegrin) at: www.begrad.vtk.jt.rs/dokumenti/zakoni/srodni_propisi/LAT/Zakon-o-zastiti-podataka-o-licnosti.doc.

239. See www.gov.me/minprav/vijesti.php?akcija=vijesti&id=154187 (accessed June 15, 2010).

240. European Commission. *Montenegro 2008 Progress Report*, 49.

241. See IPA 2009 Montenegro. Standard Twinning Project Fiche Implementation of Personal Data Protection Strategy, www.esteri.it/MAE/Gemellaggi/Cards/Serbia%20e%20Montenegro/MN%2009%20IB%20JH%2003%20Twinning%20Fiche%20Personal%20Data%20Protection%20Strategy.doc (accessed June 15, 2010).

242. Ibid., 17.

243. *Official Gazette of Montenegro*, No. 69/05, www.statsavjet.co.me/zakoni.htm (accessed June 15, 2010).

244. See www.monstat.org/engPopis.htm (accessed June 15, 2010).
245. www.mpin.gov.me/ (accessed June 15, 2010).
246. See the Employment Agency of Montenegro's website, www.zzzcg.org/home/ (accessed June 15, 2010).
247. See the website of the Institute of Public Health, www.ijzcg.me (accessed June 15, 2010).
248. See www.ijzcg.me/Index.php?action=publikacije (accessed June 15, 2010).
249. See www.isspm.org/ (accessed June 15, 2010).
250. For example, Christian Bodewig and Akshay Seth. *Poverty, Social Exclusion and Ethnicity in Serbia and Montenegro: The Case of the Roma*. World Bank Discussion Paper, 2005. <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/ECAEXT/EXTROMA/0,,contentMDK:20888098~pagePK:64168445~piPK:64168309~theSitePK:615987,00.html> (accessed June 15, 2010).
251. See Republic of Montenegro. *A Report on the Progress toward the Achievement of the Millennium Development Goals in Montenegro*. Podgorica: Republic of Montenegro, 2005. www.undp.org.me/home/archive/files/MDG.pdf (accessed June 15, 2010).
252. See www.romadecade.org/decade_watch_report_20052006 (accessed June 15, 2010).
253. See www.isi-mne.org/Biblioteka/National_Conference_Roma_Inclusion_2006_Survey_Recommendations.pdf (accessed June 15, 2010).
254. See www.soros.org/initiatives/roma/articles_publications/publications/equal_20070329 (accessed June 15, 2010)
255. See www.romadecade.org/decade_watch_update_2007 (accessed June 15, 2010)
256. European Commission. *Montenegro 2008 Progress Report*.
257. See http://195.66.163.162/download/report_roma_circle.pdf (accessed June 15, 2010).
258. See www.osim.org.me/fosi_rom_en/english/roma.htm (accessed June 15, 2010).
259. Republika Crna Gora. *Decade of Roma Inclusion Action Plan*, January 2005, 27. www.romadecade.org/decade_action_plans (accessed July 12, 2010).
260. *Ibid.*, 34.
261. *Ibid.*, 37.
262. RAE is an acronym for Roma, Ashkaelia, and Egyptians. The distinctions between these groups developed within different Balkan communities in the early 1990s. These various identities are frequently grouped under the RAE heading following the displacement of large Roma communities from Kosovo in 1999.
263. Republika Crna Gora. *Decade of Roma Inclusion Action Plan*, 40.
264. *Statistical Yearbook 2009*, 41.
265. *Montenegro in Figures 2009*. www.monstat.org/EngPublikacije.htm (accessed June 15, 2010).
266. Institute for Strategic Studies and Prognoses. *Household Survey of Roma, Ashkaelia and Egyptians, Refugees and IDPs in Montenegro—2003 (EXTRACTS)*. Podgorica: ISSP and UNDP, 2003. www.undp.org.me/files/reports/si/Household%20Survey%20ISSP_UNDP_eng.pdf (accessed June 15, 2010).
267. RAE Population in Montenegro Database, October 2008. See www.monstat.org/Publikacije/New/BAZA%20RAE%20POPULACIJE%20U%20CRNOJ%20GORI.zip (Montenegrin language only).

268. MICS—The Montenegro Multiple Indicator Cluster Survey.

269. See www.unicef.org/montenegro/overview_9535.html (accessed June 15, 2010); the MICS report for Montenegro is available at: www.unicef.org/montenegro/MICS_3_PRINTED_TEXT.pdf (accessed June 12, 2010).

270. Institute for Strategic Studies and Prognoses. *Household Survey of Roma, Ashkaelia and Egyptians, Refugees and IDPs in Montenegro—2003*, 26–27.

271. See www.unicef.org/montenegro/overview_9535.html (accessed June 16, 2010).

272. Branka Racković. “Unemployment in Montenegro.” Employment Agency of Montenegro, Powerpoint presentation. Thessaloniki, Greece, May 2005. http://siteresources.worldbank.org/PGLP/Resources/Branca_Rackovic.ppt (accessed June 15, 2005).

273. See www.mnnews.net. The same information can be found through a search on the Montenegrin Agency for Employment website at: www.zzzcg.org/ (both accessed June 30, 2010).

274. UNDP. *Faces of Poverty, Faces of Hope*, 70.

275. Law No. 677/2001.

276. Law No 226/2009.

277. Law No. 677/2001, Chapter III: Special Rules on Personal Data Processing, Article 7: Processing Special Categories of Data, para. 1.

278. The National Institute of Statistics website is: www.insse.ro/cms/rw/pages/index.en.do (accessed June 16, 2010).

279. Cosima Rughinis, Gabor Fleck. *Come Closer: Exclusion and Inclusion of Roma in Present-Day Romania*. Bucharest: National Agency for Roma, 2008. http://books.google.ro/books?id=ck_kFYKjeBkC&pg=PR3&lpg=PR3&dq=come+closer+Exclusion+and+Inclusion+of+Roma&source=bl&ots=RcybJ7zhKp&sig=lfFeQKzCAwfHT4ps0R2gBiOomYn4&hl=ro&ei=IcxxS_HfBKLqnA0OpvmgCw&sa=X&oi=book_result&ct=result&resnum=3&ved=0CBIQ6AEwAg#v=onepage&q=&f=false (accessed June 16, 2010). This is a research report produced under the PHARE project “Strengthening Capacity and Partnership Building to Improve Roma Condition and Perception.” The study conducted a survey of 2,000 households (1,000 Roma and 1,000 non-Roma living in close proximity to the Roma households), together with the country-wide local authorities survey, and 36 community studies.

280. All information is available on the NIS website.

281. Ministerul Muncii, Familiei și Protecției Sociale (Ministry of Labor, Family and Social Protection), www.mmuncii.ro/ (accessed June 16, 2010).

282. IDF stands for the Institutional Development Fund granted by the World Bank for three years (September 2005–September 2008). The initial amount was \$350,000 but the National Agency for Roma (NAR) only spent about 65–70 percent of that. The objective of the grant was to support capacity building for the NAR, governmental agencies, regional and local authorities to address Roma issues in inclusive programs.

283. Ralitsa Sechova and Laura Marin. *Monitoring and Evaluation System for Interventions Focused on Roma in Romania. Handbook for Implementation*. Bucharest: National Agency for Roma, 2008. http://sper.org.ro/admin/uploads/File/cercetari-si-studii/M&E_Handbook_EN1.pdf (accessed June 16, 2010).

284. “Strengthening Capacity and Partnership Building to Improve Roma Condition and Perception” implemented by the General Secretariat of the Government and the National Agency for Roma between October 2006 and April 2008.
285. UNDP, email message to researcher, December 2009.
286. Ștefan Iulian Harda (facilitator). *The Decade of Roma Inclusion—One Year of the Romanian Presidency July 2005–June 2006*. Bucharest: National Agency for Roma, 2006. www.anr.gov.ro/docs/rapoarte/Raport_un_an_de_Presedentie-deceniu%20-%28en%29.pdf (accessed June 16, 2010).
287. Maria Ionescu and Sorin Cace. *Public Policies for Roma. Evolution and Perspectives*. Bucharest: Editura Expert, 2006. www.anr.gov.ro/docs/Publicatii/Public_policies_for_roma.pdf (accessed June 2010).
288. Sorin Cace and Mariea Ionescu (coordinators). *Workforce Employment Policies for the Roma People from Romania*. Bucharest: Expert Publishing, 2005.
289. Cătălin Brescu, Mariana Celac, Oana Ciobanu/Cosmin Manolache, Ion Mincu. *Housing and Extreme Poverty—The Case of Roma Communities*. Bucharest: University Press, 2006.
290. www.romadecade.org/decade_action_plans (accessed June 16, 2010).
291. National Institute for Statistics (NIS), Statistical Yearbook. www.insse.ro/cms/files%5Cstatistici%5Ccomunicate%5Ccalte%5CcomunicatAnuar2009.pdf (accessed June 16, 2010).
292. NIS, Tempo database, available at: <https://statistici.insse.ro/shop/?lang=en> (accessed June 17, 2010).
293. Hetero-identified means that they identify themselves as belonging to other ethnic groups other than Roma but are identified by others as Roma. The formula for the sample, based on self and hetero-identification, used a multiplication coefficient for the national level. Thus, in 1998 the number of hetero-identified Roma was 1,515,626.
294. Marian Preda. “The Estimation of Number of Roma from Romania in 1998,” in: *Roma in Romania*, Catalin Zamfir and Marian Preda (coordinators). Bucharest: Expert Publishing, 2002.
295. UNDP, *Vulnerable groups in Central and South Eastern Europe*. <http://vulnerability.undp.sk/>.
296. Cosima Rughinis, Gabor Fleck. *Come Closer: Exclusion and Inclusion of Roma in Present-Day Romania*. Bucharest: National Agency for Roma, 2008. <http://books.google.ro/>.
297. National Agency for Labor Employment, available at: www.anofm.ro/1791_numarul-total-de-someri-inregistrati-si-rata-somajului-pe-tara-si-pe-judete-la-data-de-31-01-20 (accessed June 16, 2010).
298. Maria Ionescu and Sorin Case. *Employment Policies for Roma*. Bucharest: Expert Publishing, 2006. The publication was supported by the IDF grant.
299. NIS, Tempo database, Vital statistic section, Infantile mortality rate, available at: <https://statistici.insse.ro/shop/?page=tempo3&lang=en&ind=POP209A> (accessed June 16, 2010).
300. The Council’s website is available at: www.cncd.org.ro/?language=en (accessed June 16, 2010).
301. *Official Gazette of the Republic of Serbia*, No. 97/08.
302. The website of the Commissioner for Information of Public Importance and Personal Data Protection is available in English at: www.poverenik.org.rs/index.php/en (accessed June 16, 2010).

303. *Official Gazette of the Republic of Serbia*, No. 104/2009.
304. <http://webrzs.stat.gov.rs/axd/en/Zakoni/Zakoni/2381-09en.pdf> (accessed July 12, 2010).
305. The Strategy was adopted on April 9, 2009 (*Official Gazette of the Republic of Serbia*, 27/09). www.ljudskaprava.gov.rs/index.php?option=com_content&task=blogcategory&id=23&Itemid=55 (accessed June 16, 2010).
306. The action plan adopted on July 11, 2009 (*Official Gazette of the Republic of Serbia*, 27/09).
307. <http://webrzs.stat.gov.rs/axd/en/index.php>
308. This agency has data on unemployment for Roma, but these are not fully reliable because a certain number of Roma refuse to declare their ethnicity and a large number are not registered with this agency.
309. The Multiple Indicator Cluster Survey was conducted in 1996, 2000, and 2005 in Serbia. It is also planned to take place in 2010. The MICS 3 research conducted in October 2005–January 2006 had a sample size of 1,979 Roma households from Roma settlements, and a total sample size of 9,953 households.
310. The Poverty Reduction Strategy website is available at: <http://www.prsp.gov.rs/engleski/index.jsp>.
311. As of the writing of this report, this document has been proposed, but not adopted.
312. Ivana Koprivica and Slavica Komatina. *Decade Monitoring Framework in Serbia*. UNDP Serbia, 2009, 12.
313. The League for the Decade of Roma is a coalition of nongovernmental organizations that deal with improving the position of Roma. It was created with the aim of ensuring continuous monitoring and efficient implementation of action plans and thus improving the realization of the Decade of Roma Inclusion goals.
- www.mrc.org.rs/index_e.php?sta=publikacije&jezik=en (accessed June 16, 2010).
314. DecadeWatch. *Roma Activists Assess the Progress of the Decade of Roma Inclusion 2005–2006 and 2007 Update*.
315. Serbia held the Presidency of the Decade of Roma Inclusion between June 2008 and July 2009.
316. *Action Plan for Implementation of the Strategy for Improvement of the Status of Roma in the Republic of Serbia*.
317. *Common Action Plan for Advancement in Education (JAP)*, 2. www.romadecade.org/decade_action_plans
318. Education Information System.
319. Ivana Koprivica and Slavica Komatina. *Decade Monitoring Framework in Serbia*, 20.
320. Ivana Koprivica and Slavica Komatina. *Decade Monitoring Framework in Serbia*, 23.
321. *Ibid.*, 26.
322. *Action Plan for Implementation of the Strategy for Improvement of the Status of Roma in the Republic of Serbia*, 118.
323. *Ibid.*, 102.
324. Ivana Koprivica and Slavica Komatina. *Decade Monitoring Framework in Serbia*, 29.
325. *Ibid.*, 30.

326. Statistical Office of Serbia. *Statistical Yearbook of Serbia 2007*. Belgrade: Statistical Office of Serbia, October 2007, 71. <http://webrzs.stat.gov.rs/axd/godisnjak/celi/god2007.zip> (accessed June 16, 2010).

327. Statistical Office of Serbia. *Statistical Yearbook of Serbia 2005*. Belgrade: Statistical Office of Serbia, 2005, 74. <http://webrzs.stat.gov.rs/axd/godisnjak/celi/god2005.zip> (accessed June 16, 2010).

328. Data can be calculated at this site: <http://nnoi.stat.gov.rs/axd/pxweb2004/Dialog/varval.asp?ma=ProcenaStanovnistvaPolStarostDatum2008&ti=%CF%F0%EE%F6%E5%ED%E0%F1%F2%E0%ED%EE%E2%ED%E8%F8%F2%E2%E0+%EF%F0%E5%EC%E0+%EF%EE%EB%F3+%E8+%F1%F2%E0%F0%EE%F1%F2%E8%2C+%EF%EE%F7%E5%F2%E0%EA%2C+%F1%F0%E5%E4%E8%ED%E0+%E8+%EA%F0%E0%BC+%E3%EE%E4%E8%ED%E5%2C+2009%2E&path=../Database/Serbiadatabase/Stanovnistvo/Procene%20stanovnistva/&lang=16> (accessed June 12, 2010).

329. *Strategy for the Improvement of the Status of Roma in the Republic of Serbia*, 9.

330. The different data is found in the Devinfo database, as well as from the MICS survey.

331. Statistical Yearbook of Serbia, Statistical Office of the Republic of Serbia, Belgrade, 2009.

332. Multiple Indicator Cluster Survey 2005, UNICEF.

333. Labor Force Survey, 2005, Statistical Office of the Republic of Serbia.

334. Labor Force Survey October 2009, Communication No. 357, Statistical Office of the Republic of Serbia.

335. UNDP. *At Risk: The Social Vulnerability of Roma, Refugees and Internally Displaced Persons in Serbia*. Belgrade: UNDP, 2006. This study both measures the levels of Roma vulnerability in comparison with other groups, and provides analytical input and baselines that can be used in monitoring the Decade of Roma implementation. These are limited data but can serve to give insight into the economic and social situation of vulnerable groups, and can provide the data needed for the (rough) calculation of poverty lines, poverty depth, employment/unemployment rates, educational level and educational attainment, and health and housing conditions. http://europeandcis.undp.org/uploads/public/File/rbec_web/vgr/vulnerability_report_eng_FINAL.pdf (accessed June 16, 2010).

336. DevInfo.

337. DevInfo.

338. MICS 3, these are estimates made using the Bras method, which is a technique for indirect estimates. In MICS 3, estimates for infant mortality were made only for Roma children living in Roma settlements since there are already available official statistics for the general population.

339. Dragan Bogdanović, Dragana Nikić, Branislav Petrović, Biljana Kocić, Jovica Jovanović, Maja Nikolić, and Zoran Milošević. "Mortality of Roma Population in Serbia, 2002–2005." *Croatian Medical Journal*, 48(5) (2007 October), 720–726. <http://www.ncbi.nlm.nih.gov/pmc/articles/PMC2205976/> (accessed June 16, 2010).

340. The full title of this research is "Analysis of the Impact of Health Policy Measures on Access to Health Protection for the Roma Population in Serbia," available in Serbian at: www.prsp.gov.rs/download/Analiza%20uticaja%20omera%20zdravstvene%20politike.pdf (accessed June 16, 2010).

341. Bozidar Jaksic and Goran Basic. *Romany Settlements, Living Conditions and Possibilities of Integration of the Roma in Serbia—Social Research Results*. Belgrade: Ministry of Human and Minority Rights of Serbia and Montenegro, 2002.
342. Antidiscrimination Law (or Law against Discrimination), *Official Gazette of the Republic of Serbia*, No. 22/2009. There is no official translation for this law and on the government website both of these terms were used. The website of the National Assembly does not have this law in English either.
343. Patrick Simon. “Ethnic” Statistics and Data Protection in the Council of Europe Countries. Strasbourg: Council of Europe, 2007, 46. http://www.coe.int/t/dghl/monitoring/ecri/activities/themes/Ethnic_statistics_and_data_protection.pdf (accessed June 30, 2010).
344. Daniel Škobla, Tadas Leončikas, Martina Štěpankova. *Ethnicity as a Statistical Indicator for the Monitoring of Living Conditions and Discrimination. Analytical Report and Recommendations for the Slovak Republic*. Bratislava: UNDP, 2009, 9.
345. The institute’s website is www.uips.sk (accessed June 30, 2010).
346. See for example J. Krak. *Zdravotný stav a úmrtnosť rómskej populácie. Realizačný projekt Národného programu podpory zdravia* (Health Status and Mortality of the Roma Population. Implementing the National Health Promotion Program). Poprad: RUVZ, 2004–2005.
347. The report is available (in Slovak) at: www.rokovania.sk/File.aspx/Index/Mater-Dokum-93211 (accessed June 30, 2010).
348. Conversion calculated at Oanda.com for June 2005. Slovakia adopted the Euro in January 2009.
349. Statistical Office of the Slovak Republic, www.statistics.sk. Numbers are based on self-declared ethnicity from the 2001 National Census; annual figures are calculated from these data.
350. Statistical office of the Slovak Republic database <http://portal.statistics.sk/showdoc.do?docid=3158> (accessed February 2010)
351. M. Jurásková, E. Kriglerová, J. Rybová. *Atlas rómskych komunít na Slovensku 2004* (Atlas of Roma Communities in Slovakia 2004). Bratislava: Úrad vlády SR, 2004.
352. <http://romovia.vlada.gov.sk/3554/list-faktov.php> (accessed February 2010).
353. Statistical office of the Slovak Republic, SLOVSTAT database, available at: portal.statistics.sk/showdoc.do?docid=3158 (accessed February 2010)
354. See the World Bank’s World Development Indicators database at: <http://ddp-ext.world-bank.org/ext/DDPQQ/member.do?method=getMembers&userid=1&queryId=135> (accessed February 2010).
355. Data from the statistical office’s database SLOVSTAT, February 2010.
356. Jarmila Filadelfiová, Daniel Gerbery, Daniel Škobla, *Report on the Living Conditions of Roma in Slovakia*. Bratislava: UNDP, 2007, 21. <http://europeandcis.undp.org/home/show/2A5FACD7-F203-1EE9-B9D24B3ABF4BE773> (accessed June 30, 2010).
357. Data from statistical office’s database SLOVSTAT, February 2010.
358. *Health Statistics Yearbook of the Slovak Republic 2005*. Bratislava: Národné centrum zdravotníckych informácií, 2006, 12. http://data.nczisk.sk/rocniky/rocnka_2005.pdf (accessed June 30, 2010).

359. *Health Statistics Yearbook of the Slovak Republic 2008*. Bratislava: Národné centrum zdravotníckych informácií., 2009, 12. http://data.nczisk.sk/rocniky/rocnenka_2008.pdf (accessed June 30, 2010).
360. Jurásková et al., *Atlas of Roma Communities in Slovakia 2004*. Some data are available on the webpage of the Plenipotentiary's office at: <http://romovia.vlada.gov.sk/3554/list-faktov.php> (accessed June 30, 2010).
361. Slovak National Center for Human Rights. *Ročná záverečná správa o činnosti Slovenského národného strediska pre ľudské práva za rok 2005* (Annual Report of the Slovak National Center for Human Rights for the Year 2005). Bratislava: SNSLP, 2006, 8. www.snslp.sk/images/stories/file/o-nas/rocnazaverecna-sprava-o-cinnosti-strediska-2005.pdf (accessed June 30, 2010).
362. Source: email communication with SNSLP, January 2010.
363. See, for example, Second Report submitted by Spain pursuant to Art. 25, para. 1, on the Framework Convention on the Protection of National Minorities, received in Strasbourg on April 10, 2006. http://www.coe.int/t/dghl/monitoring/minorities/3_FCNMdocs/PDF_2nd_SR_Spain_en.pdf (accessed June 17, 2010).
364. Unofficial translation of the Organic Law 15/1999 of December 13 on the Protection of Personal Data, arts. 4 and 7. www.legislationline.org/download/action/download/id/1743/file/947c21b7194415dba67549f41b99.pdf (accessed June 30, 2010).
365. See for example, Spain RAXEN National Focal Point. *Thematic Study, Housing Conditions of Roma and Travellers*. Vienna: EU Fundamental Rights Agency, March 2009, 12. http://fra.europa.eu/fraWebsite/attachments/RAXEN-Roma%20Housing-Spain_en.pdf (accessed February 2010).
366. *The Advisory Committee on the Framework Convention for the Protection of National Minorities, (FCNM), Second Opinion on Spain, Adopted on February 22*. Strasbourg: Council of Europe, 2007, para. 61, 15. www.coe.int/t/dghl/monitoring/minorities/3_FCNMdocs/PDF_2nd_OP_Spain_en.pdf (accessed June 30, 2010).
367. Instituto de la Mujer, *Incorporación y trayectoria de niñas gitanas en la E.S.O* (Admittance and Trajectory of Gypsy Children in Compulsory Secondary Education). Madrid: Fundación Secretariado Gitano (FSG), Ministerio de Educación y Ciencia (CIDE), 2006. www.educacion.es/cide/espanol/publicaciones/colecciones/mujeres/colmo09/colmo09pc.pdf (accessed June 17, 2010).
368. Fundación Secretariado Gitano, *Health and the Roma Community: Analysis of the Situation in Europe*. Madrid, 2009 (data from 2006). www.gitanos.org/upload/04/25/salud.pdf (accessed June 17, 2010).
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The year 2010 marks the half-way point of the Decade of Roma Inclusion. It is a logical place for the 12 participating Decade countries to assess their progress and to ensure that their initiatives are on track, and that living conditions for the 4.5 million Roma who live in these countries are improving. By evaluating their efforts, governments would demonstrate their seriousness and commitment to the political pledges they made to their Roma populations at the Decade's inception in 2005.

Yet five years later, the lack of data about Roma communities remains the biggest obstacle to conducting any thorough assessment of how governments are meeting their Decade commitments.

No Data—No Progress is an effort by the Open Society Foundations' Roma Initiatives to challenge the data deficit. The report asks questions like what are the barriers to governments compiling or generating data disaggregated for ethnicity? Do such data even exist? And, if so, have governments collected disaggregated data to assess progress?

No Data—No Progress aims to compel policymakers and advocates to take action against a lack of fundamental statistics that continues to be one of the biggest barriers to monitoring the Decade of Roma Inclusion and to implementing sound policies to promote more equitable societies.

No Data—No Progress offers achievable measures that policymakers at the national and international levels can immediately act upon to help improve data about the living standards and conditions of Europe's Roma communities. The report makes it clear that getting solid data is a realistic goal that will have a strong impact on projects, policies, and people.