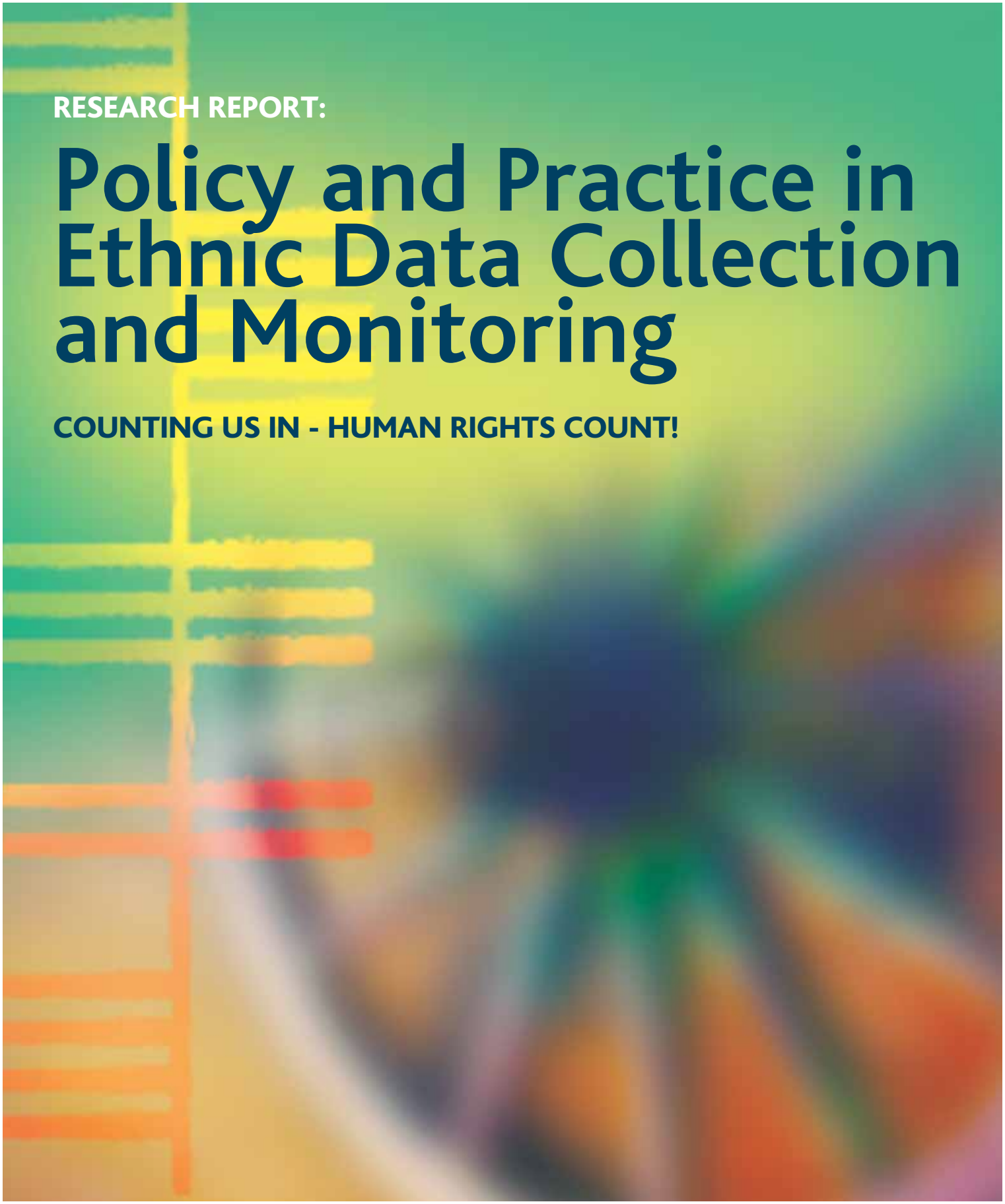
RESEARCH REPORT:

Policy and Practice in Ethnic Data Collection and Monitoring

COUNTING US IN - HUMAN RIGHTS COUNT!



COUNTING US IN HUMAN RIGHTS COUNT!

PAVEE POINT
TRAVELLER AND ROMA CENTRE

This report is supported [in part] by a grant from the Foundation Open Society Institute in cooperation with the Open Society Initiative for Europe of the Open Society Foundations.

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Abbreviations And Acronyms

AITHS	All Ireland Traveller Health Study
CEDAW	United Nations Convention on the Elimination of all Forms of Discrimination Against Women
CERD	United Nations Committee on the Elimination of Racial Discrimination
CESCR	United Nations Committee on Economic, Social and Cultural Rights
CMW	United Nations Committee on the Protection of the Rights of All Migrant Workers and Members of their Families
CoE	Council of Europe
CRC	United Nations Committee on the Rights of the Child
CRPD	United Nations Convention on the Rights of Persons with Disabilities
CSO	Central Statistics Of ce
DES	Department of Education and Skills
DJE	Department of Justice and Equality
DPA	Data Protection Acts
ECHR	European Convention on Human Rights
ECRI	European Commission against Racism and Intolerance
ECtHR	European Court of Human Rights
EEM	Ethnic Equality Monitoring
ENAR	European Network Against Racism
EU-LFS	European Union Labour Force Survey
EU-SILC	European Union Statistics on Income and Living Conditions
FCPNM	Framework Convention for the Protection of National Minorities
FRA	European Union Agency for Fundamental Rights
HIQA	Health Information and Quality Authority
HSE	Health Services Executive
ICCPR	International Covenant on Civil and Political Rights
ICERD	International Convention on the Elimination of All Forms of Racial Discrimination
ICESCR	International Covenant on Economic, Social and Cultural Rights
IHREC	Irish Human Rights and Equality Commission
NCCRI	National Consultative Committee on Racism and Interculturalism
NDTRS	National Drug Treatment Reporting System
NGO	Non-governmental organisation
NRIS	National Roma Integration Strategy
NTRIS	National Traveller and Roma Inclusion Strategy
OECD	Organisation for Economic Co-operation and Development
OHCHR	Of ce of the High Commissioner for Human Rights
OSF	Open Society Foundations
PSED	Public Sector Equality Duty
QNHS	Quarterly National Household Survey
SICAP	Social Inclusion and Community Activation Programme
SILC	Survey on Income and Living Conditions
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scienti c and Cultural Organisation
UNHRC	United Nations Human Rights Council
UNICEF	United Nations Children's Fund

Foreword

In Pavee Point we believe that the interests of Travellers or Roma cannot be well served if we do not have evidenced based policymaking. The best way to ensure that inequalities are addressed is through the collection, monitoring and evaluation of ethnically disaggregated data. Without data disaggregated on the basis of ethnicity we cannot provide the evidence to highlight the existence of systemic or indirect discrimination and inform good policy and practice. Pavee Point believes that accurate data and ethnic monitoring is required in the struggle to protect the human rights of potentially discriminated minorities and to promote equality and counter discrimination. It should be used in the design of appropriate anti-discrimination policies and to assess their effectiveness over time.

There remains a signi cant gap in the availability of reliable and comprehensive data in relation to the socio-economic, political and legal situation of Traveller and Roma communities in Ireland. This is crucially linked to the lack of statistical and research data by ethnicity. Currently, ethnicity is not included as an administrative category in of cial data collection systems or in state surveys such as the QNHS and SILC. This results in serious gaps in knowledge about the situation and needs of Travellers and Roma and absence of evidence based policies and practices to ensure the needs of minority ethnic communities are met. The lack of data contributes to signi cant obstacles in gathering evidence about racism and discrimination, making it dif cult for relevant stakeholders to monitor effectively the implementation of any measures to combat discrimination.

Since 1993, Pavee Point has advocated for the collection of disaggregated data on the basis of ethnicity, inclusive of Travellers and Roma, within a human rights framework. This means there must be a universal question, which is answered voluntarily, and on the basis of self-identi cation, and that the collected data is aggregated and anonymised to avoid identi cation of speci c individuals. Data must only be used for the purpose for which it was collected, must be available in a timely manner and must be analysed in consultation with organisations representing minority ethnic groups. The availability of accurate and timely data will contribute to increased awareness of inequality and the identi cation of appropriate target policies and interventions to eliminate identi ed disparities.

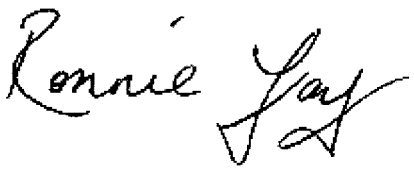
Ethnic equality monitoring, as a tool to inform and support our work with Travellers and Roma is a key strategic goal of Pavee Point and it has been the main driving force for the application of an ethnic identi er in Ireland since 1993. This was in conjunction with the Government's Task Force on the Travelling Community (1995) report that recognized the need to collect data to inform evidence-based policy, identify discrimination and promote equality. Pavee Point lobbied arduously on the issue and worked to ensure that Travellers were included in the national census, which resulted in the introduction of the 'ethnic/cultural background' question in 2006.[1] These efforts resulted in higher levels of self-disclosure among Travellers within the services and the national census,[2] with Census 2011 reporting a 32% increase of Travellers voluntarily self-identifying since the previous Census in 2006. The CSO acknowledged that the involvement of Pavee Point and other local Traveller organisations led to a seamless data collection process, providing considerably more accurate statistical data, and thus resulting in a much more effective use of limited resources (Healy, 2013).

The increased disclosure rates amongst Travellers are attributed to the persistent efforts of Pavee Point and local Traveller organisations in their promotion of voluntary self-identi cation within the community. Pavee Point continues to work closely with the CSO to support the collection of data in the census and encourage self-identi cation among Travellers and Roma. In addition to the CSO, Pavee Point has worked in partnership with various public bodies including Pobal, the National Drug Treatment Reporting System (NDTRS), the Irish Prison Service, the Rotunda Hospital, Connolly Hospital, Tallaght Hospital, Hospital and Temple Street Hospital to ensure that data collection adheres to equality and human rights standards and data collectors are equipped with the necessary skills and con dence to monitor and evaluate ethnic data within a human rights framework. The implementation of an ethnic identi er within the census and services indicates that ethnic data can be collected with the right methodological approach, including the manner in which the question is asked, building con dence among the community and ensuring that individuals clearly understand the rationale for collecting data.

As part of our ongoing efforts to campaign for ethnic data collection within a human rights framework in Ireland, we established Counting Us In: Human Rights Count. This one year project is supported [in part] by a grant from the Foundation Open Society Institute in co-operation with the Open Society Initiative for Europe of the Open Society Foundations (OSIFE). The project focuses on advocating for the inclusion of an ethnic identi er in of cial data collection in Ireland and that implementation is in line with relevant human rights standards.

Pavee Point would like to acknowledge the OSIFE in supporting Counting Us in: Human Rights Count. We would also like to thank the members of the National Traveller and Roma reference group for their active participation and valuable feedback. The project has enabled us to conduct this research and focus our energy on further developing awareness about the value and need for ethnic equality monitoring with both statutory providers and Traveller and Roma communities.

We urge policymakers in this area to take on board the recommendations of this report and progress a clear Ethnic Equality Monitoring Strategy in partnership with Travellers, Roma and other minority ethnic groups without further delay.



Ronnie Fay
Co-Director, Pavee Point Traveller and Roma Centre

1. The question is largely perceived as a compromise, with the addition of the word 'cultural,' as Traveller ethnicity is not recognised by the Irish State, despite recommendations from several UN treaty-monitoring bodies, European institutions, equality and human rights bodies within Ireland, the Joint Committee on Justice, Defence and Equality and UN Member State recommendations during the Universal Periodic Review (UPR) process in 2011. Additionally, it was unders the 'ethnic/cultural background' question would evolve to re ect the changing ethnic composition of the Irish population; this has not been the case and the 2006 question remains in the upcoming census.
2. Travellers became more con dent to self-identify once they were informed of the data collection process and were assured that data was anonymised.

Executive Summary

This report has been prepared by Pavee Point Traveller and Roma Centre (henceforth Pavee Point) in response to the data deficit on minority ethnic groups in Ireland, specifically the dearth of data on Irish Travellers and Roma. Pavee Point has been working to challenge racism and promote Traveller and Roma inclusion in Ireland since 1985. The organisation works from a community development perspective and promotes the realisation of human rights and equality for Travellers and Roma in Ireland. The group is comprised of Travellers, Roma and members of the majority population, who work together in partnership to address the needs of Travellers and Roma as minority ethnic groups experiencing exclusion, marginalisation and racism.

Travellers are a minority ethnic group, indigenous to the island of Ireland. Travellers maintain a shared history, language, traditions and culture. Nomadism was an integral part of Traveller culture, but many Travellers are no longer nomadic, either by choice or due to the lack of support for and criminalisation of nomadism. According to the 2011 Census, there are 29,495 Irish Travellers living in the Republic of Ireland, accounting for approximately 0.64% of the total population. These gures re ect a count of ascertained Travellers only[3] and may be considered a conservative estimate, as the All Ireland Traveller Health Study (2010)[4] establishes the Traveller population at 36,224 in the Republic of Ireland. Given its relatively small population and lack of ethnic identi ers in of cial data collection systems, the Traveller community is consistently absent from of cial statistics, particularly in the State's submissions to the European Union.[5] Nevertheless, despite representing less than 1% of the nation's population, Travellers are widely recognised as one of the most marginalised and severely disadvantaged groups in Irish society. Similarly, Roma have been identi ed by various human rights organisations and monitoring bodies as a socially disadvantaged group who experience structural and systematic discrimination across Europe. According to Thomas Hammarberg, previous Council of Europe Commissioner for Human Rights, "Europe has a shameful history of discrimination and severe repression of the Roma. There are still widespread prejudices against them in country after country on our continent" (Hammarberg, 2006: para 14). Considered as one of the largest minority ethnic groups in Europe, 'Roma' is used as an umbrella term for people who self-identify as belonging to Roma, Sinti, Kale and

3. This was based on self-identi cation as a Traveller. However, there may have been some reluctance by individuals to self-identify as Traveller because concerns of about prejudice or of cial interference.
4. The All Ireland Traveller Health Study is the most comprehensive analysis of Traveller health undertaken in Ireland to date, with ndings unveiling various health inequalities facing Irish Travellers on both sides of the border. Working in collaboration with researchers at University College Dublin, Traveller organisations and advocacy groups were able to obtain an unprecedented 80% response rate from members of the Traveller community (AITHS Team, 2010:32).
5. This includes SILC and QNHS data provided to Eurostat, the statistical of ce of the European Union. Eurostat provides the European Union with statistics at European level, enabling comparisons between countries and regions.