



Guidance note on the National Implementation of Equality Data Guidelines

Subgroup on Equality Data

High-Level Group on Non-Discrimination,
Equality and Diversity

**High-Level Group on Non-discrimination, Equality
and Diversity**

Subgroup on Equality Data

**Guidance Note on the
National Implementation
of the Equality Data
Guidelines**

2024

This document has been produced by the Subgroup on Equality Data of the High-Level Group on Non-Discrimination, Equality and Diversity.

The Subgroup on Equality Data is composed of representatives from EU Member States and Norway, the European Commission, Eurostat, Eurofound, EIGE and FRA. Member States representatives are experts from governmental departments dealing with non-discrimination policies, national statistical institutes and equality bodies. It provides a forum for relevant national authorities and EU institutions, to discuss challenges and opportunities in improving the collection and use of equality data.

The Subgroup on Equality Data would like to express their gratitude to the Subgroup Members from Ireland, Italy, Belgium and to the EU Agency for Fundamental Rights (FRA) for their extensive input in the development of this guidance note.

Manuscript completed in May 2024

This document should not be considered as representative of the European Commission's official position.

Luxembourg: Publications Office of the European Union, 2024

© European Union, 2024



The reuse policy of European Commission documents is implemented by Commission Decision 2011/833/EU of 12 December 2011 on the reuse of Commission documents (OJ L 330, 14.12.2011, p. 39). Unless otherwise noted, the reuse of this document is authorised under a Creative Commons Attribution 4.0 International (CC BY 4.0) licence (<https://creativecommons.org/licenses/by/4.0/>). This means that reuse is allowed provided appropriate credit is given and any changes are indicated.

Background

The Subgroup on Equality Data was established by the EU High Level Group on Non-discrimination, Equality and Diversity in 2018. Facilitated by FRA, the purpose of the Subgroup is to help Member States improve the collection and use of equality data.¹ It includes representatives from EU Member States and Norway, the European Commission, Eurostat and FRA. Through its collective and collaborative work, the Subgroup has produced a number of outputs, including a [Compendium of Practices on Equality Data](#), a [diagnostic mapping tool](#), and a suite of guidelines including:

- [Guidelines on improving the collection and use of equality data](#) (2018)
- [Guidance note on the collection and use of equality data based on racial or ethnic origin](#) (2021)
- [Guidance note on the collection and use of data for LGBTIQ equality](#) (2023)

In March 2023, the UN Statistical Commission endorsed an updated Classification of Statistical Activities (CSA 2.0) in which Governance is a new domain of official statistics. The Governance's domain includes Non-discrimination and equality as a sub-domain. Governance statistics are on a par with economic, demographic and social statistics in the official statistical nomenclature. The endorsed CSA 2.0 also recognizes Human Rights as a new cross-cutting domain of statistics, relevant to governance statistics as well as other domains.

Guidance Note on National Implementation

This Guidance Note on the National Implementation of the Guidelines sets out an approach to disseminate the work of the Subgroup, and to foster and diffuse a culture of equality data collection across Member States. For many reasons, the collection of personal data disaggregated by protected characteristics such as racial or ethnic origin is a sensitive issue in many European countries. In addition, countries are working within different structural, political contexts and operating at different scales. For this reason, this Guidance Note sets out a broad direction of travel with examples of potential initiatives and activities, and does not prescribe a standardised approach. The Guidance Note will both complement and strengthen existing resources, including the Compendium of Practices on Equality Data.

The Subgroup on Equality Data, led by the Irish members, developed this guidance note with the support of the Italian members, Belgian members, and the FRA. Initially presented during the study visit in Finland, the guidance was then populated with national examples, thanks especially to the contributions of the Irish, Italian, Belgian members and the FRA.

¹ Equality data is defined as any piece of information that is useful for the purposes of describing and analysing the state of equality. The information may be quantitative or qualitative in nature. It could include aggregate data that reflect inequalities or their causes or effects in society. Sometimes data that are collected primarily for reasons other than equality-related purposes can be used for producing equality data. Sources of equality data include population censuses, administrative registers, household and individual surveys, victimisation surveys, attitudinal surveys (self-report surveys), complaints data, discrimination testing, diversity monitoring by employers and service providers, as well as qualitative research strategies such as case studies, in-depth and expert interviews (see [European Handbook on Equality Data – 2016 Revision](#)).

Developing a National Approach

The [Guidelines on improving the collection and use of equality data](#) set out institutional, structural and operational guidelines, towards a national equality data infrastructure. This Guidance Note builds on that approach to developing a systematic, long-term and cooperative approach that ensures robust, high-quality data, by identifying potential practical measures that can be taken by stakeholders, and providing up-to-date illustrative examples from Member States.

1. Advocating for policy and legislative development and reform

Advocating for policy and legislative development and reform is crucial to the advancement of the equality data agenda, and can hold the State to account and help ensure complementarity across Government policy and strategy at a national level. Often led by civil society organisations, equality bodies, and NHRIs, the approach taken is often to advocate for a better national equality data infrastructure, through policy briefs, submissions, parallel reporting and legislative observations.

- In **Belgium**, Unia² advocates for improved equality data collection through recommendations and policy briefs. In [the final report of their 'Improving Equality Data Collection in Belgium' project](#), Unia called for data collection for several specific gaps in the Belgian equality data landscape. For example, the report pointed to the lack of reliable figures on access to healthcare based on so-called racial grounds. Unia also recommends [a coordinated approach around the collection and development of equality data](#) in Belgium. Unia also called for the need to raise awareness on the legislation surrounding the processing of personal data and the involvement of affected communities in the data collection process.
- The **Irish** Human Rights and Equality Commission (IHREC) routinely advocates for improved equality data collection through policy submissions, parallel reporting and legislative observations, in line with the organisation's Public Sector Duty.³ In its [legislative submission on the Review of Ireland's Equality Acts](#), IHREC called for urgent action by the State to develop and roll out disaggregated data collection. In its [Policy Statement on Care](#), IHREC called improved data collection, including through ethnic and other identifiers, roles, to inform targeted measures, in addition to the development of existing data to allow for intersectional analysis, data linkages and data harmonisation.⁴
- In 2020-2021 there was an attempt in **Italy** to approve a law against homophobia and transphobia (the so-called 'Zan' bill).⁵ The bill aimed at fighting discrimination based on sex, gender, sexual orientation, gender identity and disability broaden the scope of application of crimes against equality in order to punish discriminatory and inciting acts of discrimination, violent and incitement to violence for reasons based

² Unia is an independent public institution that fights discrimination and promotes equality in Belgium, active at a federal level as well as the level of the regions and communities. See: <https://www.unia.be/en/about-unia>

³ All public bodies in Ireland have responsibility to promote equality, prevent discrimination and protect the human rights of their employees, customers, service users and everyone affected by their policies and plans. This is a legal obligation, called the Public Sector Equality and Human Rights Duty, and it originated in Section 42 of the Irish Human Rights and Equality Act 2014.

⁴ A full list of publications can be found [here](#).

⁵ See: <https://www.camera.it/leg18/126?tab=&leg=18&idDocumento=0569>

on sex, gender, sexual orientation, gender identity and disability. The proposal also aimed to introduce regular data collection on discrimination.

- In **Spain**, Article 36 of the Law 15/2022⁶ for equal treatment and non-discrimination has a mandate to the national and regional Parliaments, the National, regional and local governments and other public bodies to produce statistics or studies related to equal treatment, with international standards, that allow a better understanding of the causes, extension, evolution, nature and effects of discrimination for all, and the causes related to the Law.⁷ Article 40 (k) of the Law obliges the Independent Authority (whose formal creation is still pending), to produce and disseminate periodical statistics or reports about equal treatment, non-discrimination and about historical forms of structural discrimination, and maintain a barometer on equal treatment with a system of indicators.

Likewise, article 7 of Law 4/2023 for the real and effective equality of trans people and for the guarantee of the rights of LGBTI people mandates the development of surveys and studies that allow for an in-depth understanding of the nature and scope of discrimination of LGBTI people. Additionally, article 16.c mandates the adaptation of health information and surveillance systems, aiming to promote the study and research of the specific health needs of LGBTI people, with respect for their privacy and the confidentiality of the data.

- In **Portugal**, the national parliament has a recommendation to the government for implementing a national strategy against racism (Resolution of the Assembly of the Republic no. 16/2021) and for adopting measures to combat racism, within which it is recommended to collect data on ethnic discrimination (Resolution of the Assembly of the Republic no. 11/2021).

2. Mapping Sources and Identifying Gaps

A range of activities can support the mapping of sources and identification of gaps. Policy and user needs assessments can help countries to better understand what data is required for evidence-based policymaking, and monitoring of equality and human rights progression and regression.⁸ At a national level, an Equality Data Audit carries the potential to raise awareness of existing data sources, and also highlight gaps in the data. This can support evidence-informed decision-making and contribute to State accountability in the allocation of resources. While the scope and scale may depend on resources, the audit should at a minimum capture administrative data sources.

It is also important for Member States to consider carefully who is responsible for mapping exercises. The Guidelines on improving the collection and use of equality data (2018) propose the establishment of an inter-institutional working group, to ensure coordination and monitor progress. The Guidelines recommend that the working group is composed of “relevant public institutions with competencies (and, where relevant, a mandate) in the field of equality data collection. This could include ministries, national statistical offices, equality bodies, national

⁶ See: [BOE-A-2022-11589 Ley 15/2022, de 12 de julio, integral para la igualdad de trato y la no discriminación](#).

⁷ Art. 2: sex, national or ethnic origin, religion, age, disability, sexual orientation, sexual identity, gender expression, illness, language, socio economic situation, or any other condition or circumstance personal or social

⁸ See [Guidance note on the collection and use of equality data based on racial or ethnic origin](#)

human rights institutions, research institutions and the scientific community, as well as other relevant actors and data providers such as representatives of relevant local authorities, the judiciary, the police, etc.”.⁹

- An [Equality Data Audit](#) was undertaken in **Ireland** in 2020. The project was led by Ireland’s NSO, who issued a template to public sector bodies. The returned audits were then collated, reviewed and analysed, highlighting areas where there is a lack of data collected, such as Race and Sexual Orientation, and also areas where there is a large variety of data sets available, such as Age. It is anticipated that the audit will be periodically updated.
- A step-by-step approach to equality data collection may prioritise some protected characteristics. Such an approach has been taken in **Italy** with regard to data collection on Roma. In **Italy**, in 2015, Istat-Unar (National Anti-Discrimination Office)- ANCI (Association of Italian Municipalities) carried out a mapping of existing data sources on Roma and identified data gaps.¹⁰ In 2018 a Statistical and Information Working Group on Roma people was established (Istat as coordinator). The Working Group is composed by Institutions (ministries, regions, municipalities), Unar, representatives of the Roma Associations included in the Unar’s Roma National Platform, stakeholders, experts and academics. The Working Group aims at providing the tools for the production and sharing reliable statistical information, as well as developing capacity building of institutions and civil society. A Collaboration agreement was signed between Istat and Unar.¹¹
- A first mapping exercise was undertaken in **Belgium** in 2021¹². This was also part of the project ‘Improving Equality Data Collection in Belgium’ that Unia carried out in partnership with the Equal Opportunities Team of FPS Justice and co-financed by the REC (Rights, Equality and Citizenship) programme of the European Commission. The initiative included a mapping based on the mapping tool of the FRA, which was adapted to the Belgian context. This mapping focused on a limited set of discrimination grounds and was compiled thanks to input from civil society organisations and public institutions and through proactive research. Subsequently, this mapping was analysed, gaps were identified in the existing data, and recommendations were prepared. The follow-up project that is currently conducted adds equality data for additional grounds to the mapping and updates the information for the sources that were included in the previous mapping.
- **Portugal** developed The National Strategy for Equality and Non-Discrimination, 2018-2030, “Portugal + Igual”, approved in 2018 (Council of Ministers Resolution no. 61/2018 of 21 May), supported by three Action Plans, which define strategic and specific objectives and concrete measures in terms of non-discrimination, preventing and combating all forms of gender-based violence and combating discrimination

⁹ See: [Guidelines on improving the collection and use of equality data](#), 2018, p.14.

¹⁰ See: https://www.istat.it/it/files/2017/02/Fonti_di_dati_sulla_popolazione_RSC.pdf

¹¹ The survey design is composed by two phases: (1) In 2019 Istat-Unar mapped both housing transition projects for Roma implemented by municipalities and Roma settlements in municipalities with almost 15 thousand inhabitants. (2) In 2021 Istat-Unar carried out a quantitative research project by face-to-face survey method (C.A.P.I.), interviewing both Roma people who left the settlements and those still living in settlements to collect information on housing conditions and access to a wide range of services.

¹² See: Unia, [Data on \(in\)equality & discrimination in Belgium: results of the project ‘Improving equality data collection in Belgium’](#) (2021).

based on sexual orientation, gender identity and expression, and sex characteristics. Additionally, in 2021 the National Plan to Combat Racism and Discrimination 2021-2025 (Council of Ministers Resolution 101/2021) was set up. Both strategic documents identify data gaps in the concerned respective areas and give indications on the efforts that should be taken in order to have data to evaluate the progress made (for instance, the National Plan to Combat Racism and Discrimination clearly specifies that a national survey covering ethnic origin should be carried out, establishing then the policy support for the development of the Survey on Living Conditions, Origins and Trajectories of the Resident Population carried out in 2023 by Statistics Portugal).

3. Developing a National Equality Data Strategy

Developing an Equality Data Strategy at a national level carries the potential to improve the collection, disaggregation and use of equality data across government policy and strategy, build and develop the administrative data system, to aid the describing, analysing, reasoning and decision-making on the state of equality. It can build institutional capacity towards a better equality data infrastructure at a national level. In order to develop a strategy, Member States should consider first undertaking a mapping exercise (as above) and a needs assessment. A needs' assessment can build on the mapping exercise by identifying specific data needs among stakeholders, ensuring strategy can be tailored to meet those needs.

- **Ireland** will shortly publish their [National Equality Data Strategy](#). Led by Department of Children, Equality, Disability, Integration and Youth in partnership with the Central Statistics Office, the Strategy sits within the broader context of Equality Strategy development in Ireland. The overall goal of the strategy for the period of 2024-2027 is to improve the collection, disaggregation and use of equality data.¹³ The approach will focus on collection, standards and classifications, use, and monitoring and oversight.

4. Developing Resources for Equality Data

The [Guidelines on improving the collection and use of equality data](#) identify a lack of sufficient resources and awareness of the importance of collecting equality data. At a national level, stakeholders should consider the potential for the development of resources, targeted at different audiences. Examples of resources can include media assets such as videos, and technical resources such as indicator sets and data hubs to collate and display relevant data.

- In **Italy**, the National Statistics Office since 2018 Istat published the “SDG Report. Statistical information for 2030 Agenda in Italy”,¹⁴ which aims to guide users within the complex system of indicators produced (including equality data). The Report describes Italy’s position along the path of Sustainable Development, and offers some thematic and analytical insights both at the regional and provincial level and with respect to the different socio-demographic characteristics of the population. In order to explain the intrinsic complexity of sustainable development, the Report also

¹³ This includes successors to the National Traveller and Roma Strategy, the National Strategy for Women and Girls, the National Disability Inclusion Strategy, LGBTI+ Inclusion Strategy and the Migrant Integration Strategy, and the Equality Acts Reform.

¹⁴ See: <https://www.istat.it/en/archivio/284043>

outlines an analysis of the links between objectives, sub-objectives and indicators. This work is constantly updated to reflect all improvements in the production of statistical measures within the National Statistical System and the progressive extension of the “mapping” of the indicators proposed by UN-IAEG-SDGs. The data are accompanied by the metadata of the disseminated statistical measures. A [dashboard](#) with data and charts is also available.

- **Ireland's** [SDG Data Hub](#), developed by the Central Statistics Office, is a collaboration platform for reporting on progress towards the Goals, and includes the administrative datasets used for reporting against the targets set, including equality data.
- Building on the aforementioned mapping exercise, Unia in **Belgium** developed [an online equality data hub](#). Unia wanted to make existing equality data sources more accessible to the broad public and important stakeholders, such as civil society organisations. Unia achieved this by centralizing the mapped data sources in an online data hub that is freely accessible and makes it possible to search data sources according to different grounds of discrimination and domains. By mid-2024, the data hub will also include data sources for additional grounds and updated versions of the sources mapped previously.
- **Finland's** third Action Plan on Fundamental and Human Rights (2020-2023) focused on developing indicators for the fulfilment of rights. Ministry of Justice developed a [website on fundamental and human rights indicators](#) to illustrate data on the available qualitative and quantitative indicators. The indicators were selected in cooperation with different stakeholders to cover a wide range of areas of life, including how linguistic rights, the right to self-determination or access to health care are realised. It is a new type of tool and the ministries will develop the website and indicators further with the experience gained from their use.
- **FRA's** [Guidance for independent national monitoring frameworks](#) includes a guide to human rights indicators for Implementing the UN Convention on the Rights of Persons with Disabilities (UNCRPD). This guide helps independent national monitoring frameworks to fulfil their monitoring responsibility set out in Article 33 by on the use of indicators. Its objective is to support national monitoring frameworks in designing or improving indicators for assessing progress of CRPD implementation at national level.
- Statistics **Portugal's** website includes a [Gender Database](#), which was recently reviewed in its structure and contents in the framework of a broader project funded by the Financial Mechanism of the European Economic Area (EEA Grants 2014-2021). Currently, the Gender database¹⁵ includes around five hundred official statistical indicators making it possible to present, contextualise and help monitoring the evolution of inequalities between women and men in Portugal.
- In 2017/2018, the Government of the Republic of **Croatia's** Office for Human Rights and Rights of National Minorities (OHRRNM) initiated robust scientific research on Roma that will mark the new era in the process of development of monitoring and

¹⁵ See: https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_perfbgenero&xlang=en

reporting on public policies in the field of human rights and rights of national minorities. The development of the OHRRNM as a key stakeholder in the establishment of a database for monitoring the implementation of achieved standards of human rights and rights of national minorities in the Republic of Croatia corresponded with the development of key national strategic document and reform of the strategic planning system.¹⁶ The National Development Strategy of the Republic of Croatia until 2030 includes, among other elements, evidence-based indicators and target values for outcome monitoring with key premises that all other public policy outcome indicators will contribute to the values of the indicators of the National development strategy. To fulfil the existing gaps in equality data, in 2022 OHRRNM has initiated the establishment of a network of institutional coordinators for data on equality. Representatives of the network come from competent authorities including the State Bureau of Statistics and the Agency for the Protection of Personal Data as well as from independent equality bodies such as the Office of the Ombudsman or the Office of the Ombudsman for Gender Equality.

5. Planning Dissemination Activities and Events

Dissemination events raise awareness about the role of equality data in driving change towards a more inclusive society. Such events can bring together a diverse group of stakeholders, support networking, and carry the potential for policy influence.

- In June 2023, the **Irish** Human Rights and Equality Commission (IHREC) held the event *Towards Equality Data for All*. The event included presentations and workshops. Stakeholders were present from the Central Statistics Office, Department of Children, Equality, Disability, Integration and Youth, academia and civil society organisations. IHREC brokered key connections among stakeholders and fostered inter-institutional linkages, including connecting the Central Statistics Office and Ireland's Health Service Executive to support the collection of equality data in the administrative data system.
- In 2022, the **Italian** Institute of Statistics (Istat), as a member of the Praia Group Task Team on Non-discrimination and Equality (hosted by the Praia Group on Governance Statistics), in order to capitalize the extensive work of the EU Subgroup on Equality Data, carried out awareness-raising activities within the Praia Group TT by disseminating the main outputs of the Subgroup on Equality Data. In particular, during the third meeting (2 February 2022), the [Guidelines on improving the collection and use of equality data](#) (2018), and the [Guidance note on the collection and use of equality data based on racial or ethnic origin](#) (2021) were presented.
- In June 2021 Unia and the Equal Opportunities Team of FPS Justice in **Belgium** organised a final conference of the '*Improving Equality Data Collection in Belgium*' project. This event included presentations and panel discussions and brought together different stakeholders such as policy makers, statistical authorities, civil society organisations and scholars. In June 2024 Unia plans to organise a second conference on equality data in Belgium.

¹⁶ See: <https://fra.europa.eu/en/promising-practices/roma-inclusion-croatian-society-baseline-data-study>

- An annual *Equality Data Forum* is organized in **Finland** as part of the activities the National Discrimination Monitoring System hosts. Ministry of Justice coordinates the Monitoring System, which consists of national data collection experts. The topic of the annual Forum usually connects with the thematic studies the Monitoring System commissions.
- Statistics **Portugal** has been participating in several events presenting the results of the Survey on Living Conditions, *Origins and Trajectories of the Resident Population (ICOT 2023)*, namely under the event 'Conversations about Racism and Xenophobia' (March 2024), at the Observatory on Racism and Xenophobia, contributing to analysing namely ethnic discrimination in Portugal. In April 2024 Statistics Portugal organized a final seminar closing the project National Statistics System on Gender Equality which was intended to present to all users and society in general an information system covering various dimensions of (in)equality between women and men. In this seminar the revised Gender Database was presented to users.

6. Harnessing Networks and Relationships

Key to the successful implementation of the equality data guidelines at a national level is harnessing networks and relationships at all levels of the data eco-system. Networks may have access to resources, can amplify and diffuse messages and communications, can collaborate to advocate and influence, and can provide helpful feedback and insights. Networks can include stakeholders from Government, public bodies, civil society organisations (including those led by affected groups), research and academia, NHRIs, and equality bodies. Examples of mobilisation activities include direct engagement and knowledge exchange, collaboration at events, and participation in working groups and expert advisory groups.

- The [Equality Data Network](#) was founded in **Germany** in 2022. The network consists of representatives of civil society groups and researchers, also from data producing institutions. It reacts to the lack of data to research structural racism and discrimination in Germany. The aim is to use a participatory process to develop suggestions on how population surveys can ask about self-identification and self-reports of self-perceived ascriptions to racialized groups. A further goal is to develop and disseminate the state of knowledge about such data collection concepts and methods. The Federal Anti-Discrimination Agency (FADA) is a member of the network.
- The IHREC is a member of the 2027 Census Advisory Group in **Ireland**. The Census Advisory Group was convened to consider the submissions received through the [public consultation](#) process, and advise on the proposed content of the 2027 census questionnaire. The group represents a broad spectrum of stakeholders and represents an important opportunity to advocate for the collection of equality data, and draw attention to the Guidelines.
- **Unia** and the Equal Opportunities Team of FPS Justice in **Belgium** participate in different working and advisory groups related to the collection of data in Belgium, for example the working group on statistics on disability set up by the federal

administration. Our participation ensures that the equality data perspective is represented in these data-focused networks.

- In **Portugal**, the debate around the measurement of ethnic self-identification in the census 2021 was discussed by a working group composed of academic researchers and several stakeholders (the High Commission for Migration, the Commission for Equality and Against Racial Discrimination, and different representatives of ethnic minorities) worked together in order not only to provide recommendations around this issue, but also to propose a question and a classification to be included in the census operation. After several tests in different focus groups, and long discussion on the subject, a final question and classification was proposed, but not included in the census operation. Instead, Statistics Portugal compromised to develop the broader survey on living conditions, origins, and trajectories of the resident population, covering namely the ethnic self-identification, as well as the topic of discrimination.
- **Eurostat**'s statistical taskforces bring together stakeholders from Member States, to recommend improvements to statistical systems. **FRA** met with Eurostat's Equality and Non-discrimination Statistics Taskforce in March 2024, looking at concepts, definitions and classifications concerning the different grounds of discrimination, as well as legal provisions for collecting and processing equality data in the Member States and the EU. Eurostat have updated their [Equality and Non-discrimination statistical theme](#) on their website.
- The Praia Group on Governance Statistics (the **Praia Group**), was created to contribute to establishing international standards and methods for the compilation of statistics on the major dimensions of governance. To this end, the Group has developed a [Handbook on Governance Statistics](#), which covers the conceptualisation, measurement methodology and dissemination of statistics on eight dimensions of governance, namely non-discrimination and equality, participation, openness, access to and quality of justice, responsiveness, absence of corruption, trust, and safety and security. The handbook was endorsed by the UN Statistical Commission in March 2020.¹⁷
- By way of regular thematic webinars, **FRA** aims to encourage civil society organisations to learn more about FRA's activities. It also seeks allows others in civil society to interconnect to exchange experiences and practices, and create synergies.¹⁸
- **FRA**, together with representatives from the European Commission, several Member States, civil society and the UNHCR took part in a working group meeting organised by the EU Asylum Agency in Malta in June 2023. The aim of the working group is to develop standards and indicators to support Member States in assessing and improving the reception conditions of asylum seekers. The framework will also be used in the context of the EUAA monitoring of Member States starting in 2024.¹⁹

¹⁷ The Praia group have been liaising with FRA on a guide for the use of administrative data for statistics on non-discrimination and equality, which seeks to outline what are statistics on non-discrimination and equality and set out guidelines for producing statistics on non-discrimination and equality from administrative data.

¹⁸ See: <https://fra.europa.eu/en/event/2023/fra-holds-civil-society-thematic-webinars>

¹⁹ See: <https://fra.europa.eu/en/news/2023/new-indicators-and-standards-improve-conditions-asylum-seekers>

7. Enhancing Cooperation with the National Data Protection Authorities

Data protection authorities share common concerns in relation to safeguarding individuals' rights, and combatting discrimination. Enhancing cooperation and improving coordination with data protection authorities can assist in establishing a shared understanding of the opportunities for equality data collection, and challenges faced in collecting these data. Such cooperation is also important for legal compliance, in avoiding the likelihood of conflicts in guidance, policy and strategy.

- When processing personal data that is likely to pose a high risk to the rights and freedoms of data subjects, the European Data Protection Regulation 2016/679 requires data controllers to carry out an impact assessment before data processing can begin. In **Italy** in 2022 Istat, in collaboration with Unar, conducted a "Survey on Labour Discrimination against LGBT+ people (not in Civil Union)".²⁰ A privacy impact plan on respondents has been developed; this includes risk analysis on the potential undermining of privacy was carried out; and the appropriate technical procedures to avoid such privacy breaches were identified. In addition, respondents must give their explicit consent to take part in the survey. A privacy impact plan has also been developed in Istat for both the 2023 pilot survey on discrimination and the 2022 survey on Roma and Sinti.
- In **Spain**, a debate and a consensus proposal²¹ on the need to obtain disaggregated data for the function of public policies aimed at eliminating racial discrimination, assessing structural racism and facilitating the inclusion of the population and ethnic groups that suffer most assiduously as victims of racial discrimination, and having more information on the gaps in implementation (or inadequate implementation) of the civil, political, economic, social and cultural rights of these groups, began in 2020 at the initiative of the Ministry of Equality. The debate that has been considered a promising practice by the FRA.²² It began its journey by meeting with the National Statistics Institute (hereinafter INE), the Data Protection Agency (hereinafter APD) and the FRA, stakeholders that have accompanied it in this process of meetings and advice in the CEDRE (Council for the Elimination of Racial or Ethnic Discrimination) and in the State Council of the Roma People.²³
- Within the context of the General Data Protection Regulation (GDPR – article 35), the Survey on Living Conditions, Origins and Trajectories of the Resident Population (ICOT 2023) in **Portugal** was subjected to a Data Protection Impact Assessment (AIPD), a process designed to, prior to any processing involving personal data, assess the need and proportionality of this procedure. Thus, this process aims to help manage the associated risks regarding the rights, freedoms and guarantees of a person.

²⁰ With this survey Istat implemented for the first time the snowball technique Respondent Driving Sample (RDS) in its web version (WebRDS). This technique is based on social relationships in order to reach out to hidden and hard-to-reach populations. It requires respondents to play an active role in recruiting new respondents who belong to their network of relationships See: <https://www.istat.it/it/files/2023/05/report-discriminazioni-15maggio.pdf>

²¹ [EN_Proposal-consensus-introducing-an-ethnic-origin-question.pdf \(igualdad.gob.es\)](#)

²² [Debate on the appropriateness of introducing a question on ethnic origin in studies, surveys or reports | European Union Agency for Fundamental Rights \(europa.eu\)](#)

²³ They have organised three round table discussions with national and international speakers at the 2021, 2022 and 2023 Anti-Racist Weeks and have met with more than 50 civil society organisations, including organisations of Afro-descendant black, Roma, African, Asian, Arab, and Amazigh people, to hear their views on this issue and on how the people they defend/represent want to be called, and has taken their opinions into account.

8. Harnessing Cooperation with Affected Communities

Meaningful cooperation with affected communities supports inclusive decision-making. Data should reflect the identities, experiences and needs of people and communities that have the right to be heard and respected.²⁴ Communities may be reluctant to provide information, and this is especially the case for people who belong to multiple marginalised groups.²⁵ Fostering trust is key to accessing expertise and insights at a community level. This can be achieved through working with civil society organisations, taking a transparent and accountable approach to data collection, and ensuring equality data collection is available and accessible to the affected groups. Such an approach also demonstrates commitment to upholding fundamental rights.

- The **European Commission's** [Key Guiding Principles On Cooperation Between Law Enforcement Authorities and Civil Society Organisations](#) sets out an approach for national authorities to establish and foster structured cooperation with civil society organisations, in the context of hate crime. This approach recognises the role civil society organisations play in understanding the needs of victims of hate crime, and the challenges faced by individuals and groups at risk of hate crime victimisation.
- The Central Statistics Office in **Ireland** works with civil society organisation, Pavee Point²⁶, to develop [culturally appropriate resources](#) to support Traveller and Roma participation in Census. This includes leaflets and videos made by, and for, Travellers and Roma. The resources are intended to explain the importance of participation in the Census and address concerns or fears that community members may have, including voluntarily self-identifying ethnicity in the Census form.
- In **Italy** from 2018 to 2023 Istat carried out a project on "Labour discrimination against LGBT+ people and diversity policies implemented in enterprises", in collaboration with Unar.²⁷ The project adopted a participatory approach. It included the creation of various Working Groups composed by associations and bodies of the "Permanent Consultation Table for the promotion of LGBT rights and the protection of LGBT persons" established in 2018 to the Presidency of the Council of Ministers. As part of this project, which involved carrying out surveys aimed at LGBT+ population groups, questions on gender identity were tested and introduced for the first time, as well as on sexual orientation, gender expression and the sexual characteristics. Definitions and indicators provided in the questionnaires were discussed and shared with experts, academics, associations and LGBT+ people. In addition, non-members of LGBT+ associations, experts and academics were involved in the design of the questionnaire and indicators. Associations were also involved in fostering the participation of target populations in the various surveys and create a climate of trust in official statistics. The project included qualitative interviews with stakeholders belonging to different categories, such as professional associations, public administration, equality bodies, trade unions, LGBT+ associations active on the specific topic, LGBT+ workers' networks, employment services and employment

²⁴ See: [Guidance note on the collection and use of data for LGBTIQ equality](#), p. 9

²⁵ Ibid, p.17

²⁶ Pavee Point Traveller and Roma Centre is a national non-governmental organisation comprised of Travellers, Roma and members of the majority population working in partnership at national, regional, local and international levels. See: <https://www.paveepoint.ie/about-pavee-point/>

²⁷ See: <https://www.istat.it/en/archivio/270626>

mediation, observatories on the subject. Results of the project have been discussed at academic level in conferences and workshops but also at local level.²⁸

- In the spirit of the FRA and the Subgroup guidelines, the ‘Improving Equality Data Collection in **Belgium**’-project takes on a participatory approach. This is done by establishing advisory groups with actors from civil society, but also public institutions and academia. The advisory groups guide the whole process and, over several meetings, give input with regard to the mapping, the report, and the online data hub. Unia have also distributed a survey on Belgian equality data very widely to involve as many actors as possible in our project, among others from civil society organisations. Through the participative approach in our project, Unia are able to raise awareness about the importance of equality data and the possibilities within the legal framework, and have also been able to see the importance of real and effective participation to improve the collection of equality data.
- Regarding the Survey on Living Conditions, Origins and Trajectories of the Resident Population in **Portugal**, the question on ethnic self-identification was based on the proposal made by the working group that studied and developed a proposal for a question to be included in the Census questionnaire (including academic researchers, several stakeholders – namely the High Commission for Migration, the Commission for Equality and Against Racial Discrimination, and different representatives of ethnic minorities). These stakeholders were consulted as well in the sequence of the results of the pilot survey and for the proposal of the contents of the final questionnaire.
- In **Croatia** in 2018, Office for Human Rights and Rights of National Minorities initiated a monitoring and evaluation of the exercise of minority rights and freedoms enshrined in Constitutional Law on National Minorities. The evaluation was based on empirical research from the perspective of three subsamples: local and regional councils and representatives of national minorities, local and regional self-government units and key local development stakeholders. Specifically, the analysis focuses on three areas of activity of the councils and representatives of national minorities:
 1. Monitoring the implementation of the Constitutional Law on the Rights of the National Minorities at the local and regional level;
 2. Active participation in the creation of local development policies and policies aimed at protecting human rights and the rights of national minorities; and
 3. Active networking with key local development stakeholders and participation in community development processes.²⁹

²⁸ Istat, for example, was invited to participate and discuss data collection practices on discrimination and LGBT+ people in a workshop organized by the Emilia Romagna region. The latter enacted a law against discrimination based on gender identity and sexual orientation and started collecting data on discrimination and violence against LGBT+ people.

²⁹ See: [https://pravamanjina.gov.hr/UserDocsImages/dokumenti/Rezultati%20GAP%20analize%20\(engleski\).pdf](https://pravamanjina.gov.hr/UserDocsImages/dokumenti/Rezultati%20GAP%20analize%20(engleski).pdf)

9. Supporting Capacity Building

It is noted that Member States may underestimate the need for robust and reliable equality data, and stakeholders who would be willing and competent to collect equality data, such as equality bodies, may not have the necessary resources to do so.³⁰ Capacity building enables actors to develop existing skills and acquire new skills, competencies and knowledge. It can provide stakeholders and citizens with the information needed to better understand an issue of interest, and the tools to harness opportunities and to address challenges. It can support innovative thinking, improve confidence, and empower those involved. Examples of capacity building initiatives may include training workshops, educational fellowships or scholarships, capacity-building grants, and public awareness campaigns. Outreach activities among stakeholders including the National Statistics Offices (NSOs), public bodies, ministries and research institutes raise awareness of existing resources, including those developed by the EU Subgroup on Equality Data.

- **FRA**, together with the OSCE's Office for Democratic Institutions and Human Rights (ODIHR), conducts [workshops on hate crime recording and data collection](#). The aim of the workshops is to raise awareness of the need to properly record hate crimes and to identify gaps in the existing frameworks. They seek to identify ways forward in improving the national hate crime recording and data collection system. FRA has already conducted a number of these workshops across Member States.
- In 2023, in **Italy**, Istat carried out awareness-raising activities to improve the collection of equality data through the dissemination of the outputs of the sub-group of equality data, notably the Guidelines for improving the collection and use of equality data (2018), and the Guidance note on the collection and use of data on equality based on racial or ethnic origin (2021). The dissemination of the main outputs of the EU Subgroup on Equality Data was carried out within the framework of the National Conference of the Italian Society of Demography and Statistics Economy (SIEDS).
- **Equinet** have hosted a range of relevant trainings. Last year Equinet hosted training on '[Intersectionality and Multiple Discrimination - methods on data collection and measurement, challenges and opportunities](#)'. This training aimed to increase the capacity of equality bodies staff to develop methods on intersectionality and multiple discrimination data collection and measurement by sharing and discussing good practice and challenges. Resources from this training are on the website linked above.

10. Research, Monitoring and Evaluation

Research, monitoring and evaluation are vital to the development of equality data infrastructure at a national level. Supporting research initiatives and projects can help identify disparities and gaps in existing data, and requirements for additional or new data. The development of indicator frameworks can help to set a baseline, set targets, measure progress, and thereby support decision-making. Research can also provide a baseline for measuring progress. This can serve as an anchor for ongoing monitoring and evaluation of the implementation of the guidelines, and help to identify opportunities and challenges. It

³⁰ See: [Guidelines on improving the collection and use of equality data](#), p 10.

can also ensure transparency and accountability, allow for international comparison and provide an empirical foundation upon which informed decisions can be made.

- A period Equality and Discrimination Survey is carried out by **Ireland's** Central Statistics Office (CSO). The most recent survey was carried out in [2019](#), and it is proposed to carry out the next survey in the third quarter (July - September) of 2024. The questionnaire focusses on discrimination based on the ten grounds as defined in Irish equality legislation. It takes a multi-modal approach with a selected sample of 15,000 people planned.
- Article 31 of the UNCRPD requires State Parties to acquire the disability data and statistics that will facilitate UNCRPD implementation and its monitoring. In support of Member States' monitoring of the UN CRPD Framework, **FRA** collects reliable, objective and comparable data across the EU and provides independent analysis; reports on developments in the implementation of the CRPD in its Fundamental Rights Report;³¹ and develops human rights indicators to assess the implementation of those rights, e.g. in projects on the political participation of persons with disabilities and the right to independent living'.³²
- In the context of the [Roma Strategic Framework](#) and subsequent [Council Recommendation for Equality, Inclusion and Participation](#), [FRA's Monitoring Framework](#) will that will measure efforts of Member States (process indicators) to achieve their policy objectives, and their impact (outcome indicators). FRA's Monitoring Framework was prepared after several rounds of consultations with Member States, national Roma contact points (NRCs), statistical offices, civil society organisations (CSOs) and the European Commission.
- In **Italy**, a number of survey have been carried out in order to gather data on discrimination, equality and diversity. These include a survey by Istat in 2011 on discrimination based on gender, sexual orientation and ethnicity;³³ and a survey in 2015 on integration of the second generation.³⁴ In 2018, Istat signed a collaboration agreement with Unar to fill an information gap on LGBT+ and RSC populations. From 2018 to 2023 several targeted surveys were carried out within this agreement targeted to LGBT+ people.³⁵
- In **Spain**, the Council for the Elimination of Racial or Ethnic Discrimination (CEDRE) in 2011 published the first report on the situation of discrimination due to racial or

³¹ See: <https://fra.europa.eu/en/publication/2023/fundamental-rights-report-2023>

³² See: <https://fra.europa.eu/en/cooperation/eu-partners/eu-crpd-framework/monitoring>

³³ Istat carried out the "Survey on discrimination based on gender, sexual orientation and ethnicity", following an agreement signed with the Ministry of Equal Opportunities, with the aim of filling the information gap on the prevalence and forms of discriminatory phenomena in our country, with particular reference to three specific dimensions: gender, sexual orientation and ethnicity. See: <https://www.istat.it/it/archivio/276107>

³⁴ The project was co-financed by the Ministry of Interior and the EU European Fund for the Integration of third-country nationals (EFI). The survey involved lower and upper secondary schools attended by at least five foreign students and investigated many different dimensions of second- generation social inclusion (school, relationships, language, and household conditions). See: <https://www.istat.it/it/files/2016/03/Integrazione-scolastica-stranieri.pdf>; <https://www.istat.it/it/archivio/240930>

³⁵ Istat-Unar "Survey on Labour Discrimination against LGBT+ people (in Civil Union or formerly in union)" in 2020-2021; Istat-Unar "Survey on Labour Discrimination against LGBT+ people (not in Civil Union)" in 2022; Istat-Unar "Survey on Labour Discrimination against Trans and Non-binary people" in 2023. From 2018 to 2023 within the framework of the same agreement, two surveys addressed to Roma people were carried out: Istat-Unar "Survey on housing transition projects in favour of Roma, Sinti and Caminanti" in 2019-2020 (involving 745 Italian municipalities with a resident population of 15,000 inhabitants or more); Istat-Unar "Survey on housing conditions and social hardship of Roma in Italy in 2019-2023". See: https://www.istat.it/it/files/2022/05/REPORTDISCRIMINAZIONILGBT_2022_en.pdf; <https://www.istat.it/it/files/2023/05/report-discriminazioni-15maggio.pdf>; <https://www.istat.it/it/archivio/284867>; <https://www.istat.it/it/archivio/254436>.

ethnic origin, this report was followed by a second study in 2012 and a third in 2013 a fourth in 2020³⁶, and the fifth will be released in 2024 including for the first time questions on structural racism.

- In 2023, Unia in **Belgium** launched a new research project on self-identification and ethnic origin in Belgium. The project [Improving equality data collection in Belgium](#) (2021) showed that equality data collection should strive to use self-identification whenever possible and appropriate. The use of self-identification in the collection of equality data is also a principle of the human rights-based approach to data, but is currently not often used in Belgium. This research could improve the collection of equality data in Belgium by studying if and how self-identification of ethnic origin could be used and formulating good practices. The results of this research project will be published in June 2024.
- Statistics **Portugal** conduct regular surveys capturing data on equality and discrimination, including a Survey on Living Conditions, Origins and Trajectories of the Resident Population in 2023,³⁷ and a Gender-based Violence Survey in 2022.³⁸ Statistics Portugal also host a Gender Database,³⁹ and dedicated portal to the Sustainable Development Indicators.⁴⁰
- In **Croatia** in 2019, Office for Human Rights and Rights of National Minorities initiated research “Challenges of integration of refugees into Croatian society - Attitudes of citizens and preparedness of local communities”. The research analysed the capacities, challenges, resources and needs of local and regional governments with respect to the reception and integration of persons under international protection. It also identified the attitudes of Croatian citizens towards people under international protection and the readiness of Croatians for reception and integration in their local communities. As a result, two checklists were developed—one for local and regional governments, and one for persons granted international protection in Croatia. The first checklist is intended for directors and staff of local and regional governments to assess the existing needs, resources and capacities of their communities in terms of planning and implementation of integration activities. The second checklist is designed for people granted asylum and allows for a self-assessment of their needs and the extent to which those needs are met.⁴¹

³⁶ See: [EXECUTIVE SUMMARY - Potential victims' perception of discrimination based on racial or ethnic origin 2020 \(igualdad.gob.es\)](#)

³⁷ See: https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_destaquas&DESTAQUESdest_boui=625453580&DESTAQUESmodo=2

³⁸ See: https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_destaquas&DESTAQUESdest_boui=629536850&DESTAQUESmodo=2; https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_destaquas&DESTAQUESdest_boui=625454092&DESTAQUESmodo=2

³⁹ See: https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_perfbgenero&xlang=en

⁴⁰ See: https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_perfsdq&xlang=en

⁴¹ See: https://migrant-integration.ec.europa.eu/library-document/challenges-integrating-refugees-croatian-society_en

Getting in touch with the EU

In person

All over the European Union there are hundreds of Europe Direct centres. You can find the address of the centre nearest you online (european-union.europa.eu/contact-eu/meet-us_en).

On the phone or in writing

Europe Direct is a service that answers your questions about the European Union. You can contact this service:

- by freephone: 00 800 6 7 8 9 10 11 (certain operators may charge for these calls),
- at the following standard number: +32 22999696,
- via the following form: european-union.europa.eu/contact-eu/write-us_en.

Finding information about the EU

Online

Information about the European Union in all the official languages of the EU is available on the Europa website (european-union.europa.eu).

EU publications

You can view or order EU publications at op.europa.eu/en/publications. Multiple copies of free publications can be obtained by contacting Europe Direct or your local documentation centre (european-union.europa.eu/contact-eu/meet-us_en).

EU law and related documents

For access to legal information from the EU, including all EU law since 1951 in all the official language versions, go to EUR-Lex (eur-lex.europa.eu).

EU open data

The portal data.europa.eu provides access to open datasets from the EU institutions, bodies and agencies. These can be downloaded and reused for free, for both commercial and non-commercial purposes. The portal also provides access to a wealth of datasets from European countries.

