

# National Strategy for Roma Equality, Inclusion and Participation 2021-2030



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## 1. Introduction

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At present, significant inequalities persist between Roma and the general population and a significant percentage of Roma continues to be victim of discrimination, intolerance and social exclusion. In the last decade, the European Union and the Member States have developed regulatory frameworks, recommendations and strategic plans to improve the living conditions of Roma, seeking equal access to opportunities and rights without distinction of racial or ethnic origin, sex or nationality. Thanks to this, the promotion of positive actions or special temporary measures and the adaptation of mainstream policies to guarantee equality, inclusion and effective participation of vulnerable groups such as Roma have become widespread.

The National Strategy for Roma Inclusion in Spain 2012-2020 was the first explicit policy that sought to generate transformative impacts on Roma in the long term, giving continuity and deepening the key areas for social inclusion: education, employment, housing and healthcare. Although some progress has been made in terms of childhood education and primary and secondary schooling; increasing salaried Roma ; reducing substandard housing; reducing smoking and improving oral and gynaecological care; there are still important challenges ahead to guarantee social welfare, equity, tolerance, equality and participation in conditions of equity, in both the public and the private spheres of Roma in Spain.

The disadvantages of this population are especially evident in school and residential segregation, in the persistent risk of poverty, in the low indices of self-perceived state of health, in the difficulties in accessing the labour market -especially among Roma youth-, the digital divide, substandard housing and cases of discrimination and antigypsyism sentiment in the different dimensions of political, economic, social and cultural life<sup>1</sup>. These circumstances have been made even more complex by the crisis provoked by COVID-19, which widened the existing inequality gaps, revealing the high levels of vulnerability, marginality and social exclusion to which Roma are exposed in Spain and Europe.

Despite the moderate progress of the last National Strategy for the Roma Inclusion, it is important to highlight that it has enhanced the visibility and recognition of Roma. Greater involvement of the various ministries and regional and local governments has also been achieved, opening up possibilities for coordination and deepening of policies with the Roma population, reinforcing participation and dialogue with their entities.

The new strategy follows the guidelines set out in the EU Roma Strategic Framework for Equality, Inclusion and Participation 2020- 2030 (hereinafter "the European Framework") and the new European Funds (EF) regulations for the period 2021- 2027, which, based on the lessons learned and the stocktaking of the national strategies of the last decade,

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<sup>1</sup> European Commission (2020). [Communication from the European Commission on the strategic framework for Roma equality, inclusion and participation.](#)

propose an approach to state efforts to combat discrimination based on ethnicity or race in the different socio-economic spheres.

This National Strategy has been drawn up in accordance with the new European framework and with the lessons learned over the last decade, consolidating the sectoral policies with an inclusive approach to Roma and extending the scope of the last National Strategy to promote at the same level the policies aimed at the prevention and elimination of discrimination and antigypsyism, the policies of social inclusion and the promotion of measures that guarantee the participation of Roma and the entities of the Roma associative movement in all spheres of public life.

This strategy is also aligned with the Agenda for Sustainable Development - Agenda 2030 - and contributes to the achievement of the Sustainable Development Goals, especially Goals 1 - End Poverty - and 10 - Reduce Inequalities. It also contributes to Goal 2 - Zero Hunger, Goal 3 - Good Health and Well-being, Goal 4 - Quality Education, Goal 5 - Gender Equality, Goal 8 - Decent Work and Economic Growth, Goal 11 - Sustainable Cities and Communities, Goal 16 - Peace, Justice and Strong Institutions, and Goal 17 - Partnerships

#### **1.1. The new European framework**

In 2011, the European Union adopted the EU Framework for National Roma Inclusion Strategies until 2020. This framework established the basis for action on which Member States designed their national strategies, which have been implemented over the past ten years. Despite the existence and implementation of these plans, the results in terms of effective inclusion of the Roma population continue to be limited.

Given the picture of the circumstances of Roma and lessons learned from European and national plans and strategies over the past ten years, the European Commission has developed a new framework for action. Within this framework, the focus has been broadened from socio-economic integration (in the areas of education, employment, housing and healthcare) to a comprehensive strategy based on three pillars: real and effective equality, socio-economic inclusion and participation of Roma. The aim is to guarantee that all Roma have the opportunity to develop their capacities and potential to become involved in political, social, economic and cultural life.

In this new context, gender equality, the fight against antigypsyism and discrimination and the participation of Roma are key objectives to be pursued. These axes are an inherent approach to each of the actions to be implemented in the different areas of intervention. In addition, special emphasis is placed on the diversity of Roma and the different contexts and circumstances. It is thus recommended that the specific needs of the different groups be addressed taking into account intersectionality, for different reasons or causes, and identity aspects that generate multiple types of discrimination and increase the risk of social exclusion, affecting to a greater extent women, youth, children, migrants, stateless people, LGBTI people, people with disabilities and/or elderly people of Roma origin.

In order to tackle the objectives established in the new framework, the European Union insists on the need to strengthen the commitments of each State, extending the mechanisms of coordination and cooperation between all players<sup>2</sup> and guaranteeing the effective participation of the Roma population in the whole cycle of the relevant public policies.

In the framework of the recovery from the COVID-19 crisis, the European Union has made available specific funds<sup>3</sup> to address the socio-economic impacts of the crisis. The financial support of the European Union will seek to strengthen, among other things, the capacities of the States to implement plans aimed at the inclusion of groups in conditions of vulnerability, including the Roma population.

Similarly, in the new programming period of the European Social Fund Plus (ESF+) and the European Regional Development Fund (ERDF), the regulatory frameworks for financing have been updated to promote measures aimed at the inclusion of the Roma population and the fight against discrimination and antigypsyism. Thus, in the programming period 2021-2027, the socio-economic integration of groups in conditions of vulnerability, such as part of the Roma population, has been included among the specific objectives of the ESF+<sup>4</sup>.

Spain is one of the seven Member States with the highest percentage of Roma population and therefore must implement the way in which European funds and financial instruments will be invested in the needs of Roma in the new programming period 2021-2027. In this sense, the National Strategy must be aligned with the objectives set out in the new European strategic framework 2020-2030 and the new regulations of the European Funds, in line with the following recommendations<sup>5</sup>:

#### Minimum commitments applicable to all Member States

- Establish baselines and targets that serve as a reference to measure the progress of the objectives set by the European Union.
- Implement measures for specific groups (children, women, young people, elderly people, people with disabilities, stateless people, European and non-EU citizens, etc.).
- Develop initiatives for the fight against discrimination and antigypsyism.
- Guarantee the socio-economic inclusion of Roma in a situation of social exclusion, especially in education, employment, healthcare and housing.
- Combine target measures with mainstream measures, taking into account local challenges and circumstances in order to address the barriers that prevent Roma from having equal access to mainstream policies.

<sup>2</sup> Relevant European bodies; national, regional and local governments; the business sector; civil society; Roma or pro-Roma social organisations, among others.

<sup>3</sup> NextGeneration EU Fund and Economic Resilience and Recovery Fund

<sup>4</sup> Specific objective (j) Socio-economic integration of marginalized communities, such as the Roma population.

<sup>5</sup> Summary of the commitments and obligations set out by the European Union in the Communication on the Strategic Framework for Roma Inclusion, Equality and Participation.

- Establish a dedicated budget for monitoring and evaluating the progress of national strategies.
- Create or deepen systems of consultation and cooperation between political institutions, the different players and the entities of Roma.
- Strengthen the capacities of Roma, promoting their participation in civil society and in all the cycles of public policy.
- Establish quantitative and qualitative indicators for the seven objectives set by the European Union.
- Describe in detail the use and destination of national funds and financial instruments invested in the Roma population.
- Determine how institutional and/or administrative reforms will contribute to Roma equality and inclusion Roma.

### Additional commitments by Member States with higher percentages of Roma

- Design operational plans that include a series of specific measures to prevent and fight against discrimination, antigypsyism, educational and residential segregation, antigypsyism prejudices and stereotypes.
- Implement mainstream measures that explicitly include Roma at national, regional and local level.
- Establish how European funds and financial instruments will be invested for inclusive mainstream policy reform and target actions.

## 1.2. Public policies in favour of Roma in Spain

Public policies aimed at the Roma population have increased over the past decade. The implementation of the National Strategy for Roma Inclusion in Spain (2012-2020) is the first long-term approach in our country. In Spain, equality, inclusion, participation and the recognition of Roma civil, political, economic, cultural and social rights Roma have been constant issues on the political agenda. Thanks to the visibility and relevance that these issues have acquired, both in Europe and in Spain, systems of governance, institutional frameworks, legal instruments and financing resources have been created that focus on the recognition and guarantee of the rights of Roma as part of Spanish citizenship and society. As examples of these governance mechanisms and institutional frameworks, we would highlight the bodies and institutions that currently function as reference points at the regional and local levels. At the national level, it is worth highlighting the case of the State Roma Council Roma, created by Royal Decree in 2005, and the Institute of Roma Culture, created in 2007.

In 2010 the government approved the first Action Plan for the Development of the Roma Population 2010-2012, with the aim of improving the living conditions of Roma. This Plan counted on the participation of the Roma population and incorporated for the first time the recommendations and initiatives proposed by the State Roma Council Roma, made up of members of the ministries involved and of the entities of the Roma association

movement. This practice is maintained and has been strengthened in the current context, with greater spaces for consultation and participation of Roma in the design and implementation of public policies.

During the last decade, public policies aimed at Roma have been mainly focused on advancing their social inclusion. The National Strategy for the Social Inclusion of Roma in Spain 2012-2020, in accordance with the European Framework, proposed a logic in which actions were focused in the areas of sectoral policies of Education, Employment, Housing and Healthcare to try to reduce the existing gaps with respect to the general population.

In relation to governance, as envisaged in the 2012-2020 Strategy, Spain currently has a system of governance that involves the different key public and private actors in the policies of social inclusion of Roma, optimising the connection and coordination between players at different administrative and competence levels. Despite the progress made in this area, the lessons learned from the previous Strategy suggest the need to improve cooperation between the different administrations, improving coordination and cooperation mechanisms between them and creating mechanisms for knowledge transfer for the replication of successful cases.

At the autonomous Region level, plans or strategies specifically aimed at the inclusion of Roma have been developed in 9 Autonomous Regions<sup>6</sup>, as well as sectoral programmes<sup>7</sup> sensitive to the realities of this population. More and more Autonomous Regions and local entities are designing plans to improve the living conditions of Roma, in line with the policies of the General State Administration and the recommendations of the European Union. In the coming years and taking advantage of the new EF programming period (2021-2027), the preparation of new regional plans and strategies connected with this National Strategy is expected.

Finally, public policies aimed at the social inclusion of Roma have sought to integrate mainstream measures with an inclusive approach with specific or target measures. On the one hand, mainstream policies have sought to ensure that they are truly inclusive of Roma and other groups in vulnerable situations, making express mentions or adaptations in those cases where it has been considered necessary.

On the other hand, target policies have been fundamental in reducing the most pressing disadvantages and difficulties of Roma.

## 2. Strategy

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### 2.1. Approach

#### Aspects to be promoted in the National Strategy 2021-2030

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<sup>6</sup> Andalusia, Aragon, Castile and Leon, Catalonia, Region of Madrid, Region of Valencia, Galicia, Region of Navarra and the Basque Country.

<sup>7</sup> Andalusia, Cantabria, Castile and Leon, Valencia, Extremadura, La Rioja and Navarra.

**Consolidating sectoral policies with an inclusive approach**

**Focus on the areas of equality and the fight against all forms of discrimination and antigypsyism, social inclusion and participation**

**Strengthening and greater synergy between mainstream and target policies**

**Commitment to multi-annual programmes and transformative measures**

**Greater coordination, cooperation and coherence between the General State Administration and the Autonomous Regions and local entities**

**Attention to the most vulnerable subgroups, taking into account the intersectionality of conditions that increase the risk of discrimination, poverty and social exclusion**

**Strengthening the transfer and deepening of knowledge on the situation of Roma**

The National Strategy for Roma Equality, Inclusion and Participation in Spain (2021-2030) aims at giving continuity to and deepening the policies and measures implemented in the last decade, consolidating the sectoral policies and reinforcing with the same intensity the areas of equality, inclusion and participation.

As may be seen in the sections that introduce the strategic lines of this Strategy, the diagnosis of the situation of Roma points at the persistence of gaps with the general population. In order to face this reality, this Strategy will have an impact on those sectoral areas that have the greatest impact on the quality of life of Roma, placing special emphasis on closing the digital divide as it is considered a fundamental aspect for access to social services and resources<sup>8</sup> that are increasingly provided in digital environments.

Similarly, the scope of the Strategy will be broadened to address as a priority the fight against discrimination on ethnic grounds and to contribute to the effective participation of Roma and entities, recognising that both areas are required for Roma to be able to develop

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<sup>8</sup> The situation caused by COVID-19 showed that digital exclusion increases social inequalities. The lack of access and digital skills make it difficult for vulnerable groups such as Roma to access social services (social protection, healthcare services, job portals), online education, non-formal and informal training, job search, teleworking, among other resources that have a significant impact on off-line reality.



their lives in equal conditions and opportunities in the political, economic, social and cultural spheres.

This National Strategy is committed to including the inclusive perspective of Roma in the different spheres, giving special relevance to the profiles in greater conditions of vulnerability and social exclusion. The Strategy intends that the different sectoral plans and strategies develop objectives aimed at covering the needs of the most vulnerable segments of the population, including Roma.

The treatment of the sectoral objectives, as well as those of equality, inclusion and participation will be carried out taking into account the recommendations of the new European Framework and the new financial framework of the European Funds (EF) for the period 2021-2027, promoting the use of these funds at national and regional level. The European Funds are an opportunity to broaden the funding available for comprehensive impact actions through the Roma-specific objective, as well as to diversify the sources of funding through multi-fund strategies.

In line with the above, this National Strategy will seek to maximise the available sources of funding to achieve a tangible and transformative impact in the multiple areas of action. This will be achieved by making efficient use of the budget of the General State Administration, the Autonomous Regions, the European Funds and other resources aimed at equality, inclusion and participation of Roma, such as the Roma Development Plan.

On the other hand, general or mainstream policies will be strengthened, guaranteeing the effective inclusion of Roma with respect to the general population. Similarly, target policies will be promoted in a complementary way and in balance with general policies, following the principle of "explicit but not exclusive measures" for Roma.

In order to achieve the specific objectives set out; this Strategy will promote the implementation of multi-annual programmes and/or projects aimed at improving the different indicators in the areas of inclusion, equality and participation. This is expected to have a greater impact in the long term, reaching a wider population and ensuring the continuity of actions aimed at improving the living conditions of Roma.

Coordination with Autonomous Regions is essential to reduce the inequalities and discrimination faced by Roma. For this reason, the General State Administration will promote joint efforts with the various Autonomous Regions through inter-administrative coordination mechanisms and working groups to monitor the objectives. Likewise, actions to be promoted by the Autonomous Regions and local entities are recommended, so that the plans and programmes implemented at these two levels are aligned with the approach of this National Strategy and the guidelines for action established by the new European Framework.

In the next period of the Strategy, the aim will be to systematise knowledge on the real situation of Roma in order to draw up baselines that will serve as a reference for the design of policies and measures in each of the strategic lines, as well as to strengthen the

monitoring and evaluation systems of the National Strategy. To this end, the development of thematic and socio-demographic studies with a longitudinal approach will be promoted in order to collect reliable data to establish baselines for indicators for which there is lack of data and also to update existing data. In this regard, the indicators for which information is not available have been identified and the commitment of the General State Administration to obtain them during the period of validity of the National Strategy is reaffirmed. On the other hand, the dissemination of good practices and successfully implemented measures to be replicated at state, regional or local level will also be promoted.

Lastly, in the development of the Strategy, the participation of Roma will be promoted, reinforcing the mechanisms for the participation of Roma civil society organisations in different institutional spaces at national and European level, dynamising and increasing the frequency of meetings of the different working groups of the State –Roma Council, as well as creating formal spaces for dialogue and reflection between Roma organisations, representatives of the Autonomous Regions and representatives of the General State Administration.

### **Combination of mainstream and target public policies for the social inclusion of Roma**

The moderate progress achieved in the implementation of the previous Strategy in the areas of education, employment, housing and healthcare reflects the fact that policies with a cross-cutting and generalist approach have not been fully inclusive and, therefore, it is necessary to continue working to compensate for the disadvantaged situations of Roma and to introduce positive actions or special measures to ensure that they enjoy public services and the exercise of their civil, political, economic, social and cultural rights with equity and equal opportunity.

Given the above, a combination of mainstream and target policies has been proposed in this Strategy, as recommended in the new European strategic framework<sup>9</sup>. In this way, *mainstream* policies will be implemented that incorporate equitable actions for those vulnerable groups (including Roma) that are at a disadvantage in terms of access to and enjoyment of public services compared to the rest of the population, combined when considered necessary with actions specifically aimed at these groups, under the principle of "explicit but not exclusive" measures. In other words, measures that can also target other populations in vulnerable situations.

### **Broadening the scope of the Strategy**

The previous National Strategy covered especially the areas that were considered a priority to achieve higher levels of social inclusion and human welfare, with priority emphasis on the areas of Education, Employment, Housing and Healthcare. In that sense, the intervention sought to ensure that sectoral policies reached Roma and compensated for disadvantages at the socio-economic level.

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<sup>9</sup> [Communication from the European Commission on the strategic framework for Roma equality, inclusion and participation](#) (2020).

While closing the gaps in the above-mentioned areas remains a priority, it is understood that equality, social inclusion and participation of groups in vulnerable situations require additional efforts. The current Strategy will be committed to inclusive policies and to aiming to eradicate structural antigypsyism and structural barriers that hinder the free development of Roma capabilities and potential for social mobility, equal opportunity, equity and participation in all dimensions of public life, such as antigypsyism, intolerance and discrimination on ethnic grounds (and of other kinds in cases of intersectionality) and the under-representation of Roma in the various public spheres.

In short, equality and the fight against discrimination and antigypsyism and against gender violence are two strategic lines that will be a priority and transversal throughout the Strategy. The particularities of these obstacles will be dealt with in a differentiated way in all the areas of intervention, understanding that on many occasions there will be an intersection of both discrimination factors in some segments of Roma.

The introduction of transversality of the areas of discrimination and antigypsyism and equality and gender violence is articulated for each of the areas of intervention in two ways: first, in the definition of the objectives and indicators that more or less explicitly reflect both phenomena and, second, in the Operational Plan (2021- 2026) where specific actions are included.

### **Equality: antigypsyism**

The General Policy Recommendation No. 13 of the European Commission against Racism and Intolerance of the Council of Europe (ECRI) on combating antigypsyism and discrimination against Roma states that antigypsyism is a specific form of racism, an ideology founded on racial superiority, a form of dehumanisation and institutional racism nurtured by historical discrimination, which is expressed, among others, by violence, hate speech, exploitation and the most blatant kind of discrimination.

Discrimination, intolerance and antigypsyism are phenomena that manifest themselves in various dimensions of political, social, economic and cultural life and constitute factors that hinder the achievement of equity and real and effective equality. For this reason, in this Strategy, the areas of equality and participation will not only be stand-alone objectives to be pursued, but will also form part of the approach that will guide the actions in each area of intervention.

Structural antigypsyism is so ingrained in the history of our society, intertwined with its roots and culture, that to combat it, as the EU Anti-Racism Action Plan 2020-2025<sup>10</sup> points out, it must firstly be acknowledged and the depth of its impact assessed and, once assessed, addressed through proactive policies.

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<sup>10</sup> European Commission (2020). Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. A Union of Equality: EU Anti-Racism Action Plan 2020-2025. Retrieved from: [https://ec.europa.eu/info/sites/default/files/a\\_union\\_of\\_equality\\_eu\\_action\\_plan\\_against\\_racism\\_2020\\_2025\\_es.pdf](https://ec.europa.eu/info/sites/default/files/a_union_of_equality_eu_action_plan_against_racism_2020_2025_es.pdf)

One of the proactive policies, as also pointed out in the above-mentioned EU anti-racism plan which is part of our legal system, consists of positive action measures or special measures that can play an important role in remedying the lack of substantive equality in societies: formal equality alone cannot meet the specific needs of certain groups of people. Measures must be taken to compensate for the disadvantages to which Roma are exposed.

In turn, in order to know what positive or special action measures should and can be taken, it is necessary to fulfil the commitment of the Durban Declaration and Programme of Action and to follow the observations of various international bodies, as well as the EU Anti-Racism Plan, which states that "Accurate and comparable data are essential for policy-makers and citizens to assess the extent and nature of discrimination experienced and to design, adapt, monitor and evaluate policies".

To this end, it is considered necessary, since Spain has initiated the debate on the structured collection of ethnic data in statistics, studies and surveys, to find the ideal formula for collecting this type of data in a structured and efficient manner. Spain already collects this type of data in some surveys and studies, but the duty of the public authorities to collect and systematise data with a view to the diagnosis of the reality and the design of the most appropriate policies in the fight against structural racism must continue to be debated, agreed upon and specified, for effective action based on self-recognition, voluntarism, anonymity and data protection, in accordance with our international commitments.

### **Gender perspective**

Gender equality and violence against women is a key policy line in the new Strategy. Understanding that it is not enough to consider them transversally in the different strategic lines, specific objectives have been defined aimed at: improving the situation and conditions of Roma women, reducing the violence suffered by them, and developing specific actions that contribute to reducing the existing gaps with Roma men and with women belonging to the general population in the access to and enjoyment of public services and policies.

In operational terms and in coherence with the orientation of the Strategy that combines mainstream and target actions, this area of Equality is characterised by including more specific actions. In turn, the other areas incorporate gender-sensitive objectives and indicators (e.g., disaggregated by sex) with their corresponding targets to the extent that the availability of information permits.

### **Participation**

The participation of Roma and Roma entities in the public life of Spanish society is configured as a new strategic line that must also be promoted as a priority. The social inclusion of Roma does not only involve improving their living conditions, but also ensuring Roma are adequately represented and present in the social, economic, cultural and political life of the country under the same conditions as the general population.

In short, promoting public policies aimed at equal opportunity and the participation of

**Social inclusion**

**Equal opportunity and**

**Participation and**

Roma can contribute to the reduction of structural antigypsyism and make mainstream policies more inclusive, contributing to an improvement in social inclusion both in objective terms (exercise of rights and enjoyment of public services) and subjective terms (not perceiving or suffering discrimination and a greater feeling of belonging to the general society).

Axes

### Multilevel governance

Strategic lines

Objectives

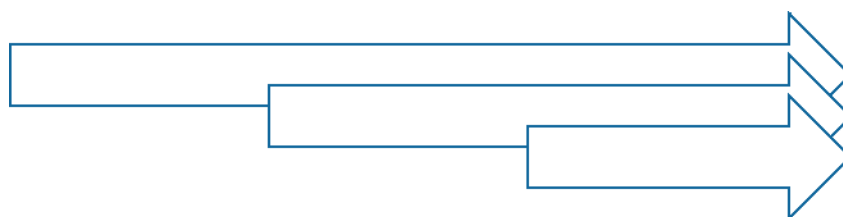
The National Strategy for Roma Equality, Inclusion and Participation Roma 2021-2030 is articulated on the basis of previously established governance with a multi-level approach.

Aware of the competences held by the General State Administration in this area and its role as an agent that defines a common framework and harmonisation of policies in this area, policy guidelines for the Autonomous Regions are proposed as an indication for each of the objectives. These orientations aim at guiding action at regional level, so that they can be brought down to the local level in order to achieve greater impact.

The articulation of the governance system gives a leading role not only to the ministerial departments with competencies, but also to the Autonomous Regions in the monitoring and evaluation processes.

### 2.2. Strategic approach: Dimensions, strategic lines and objectives

The Strategy is structured on three levels: dimensions, strategic lines and objectives. Likewise, each of the objectives includes guidelines for action and emblematic measures to be implemented in the coming period, which will be specified in the two operational plans that will guide the implementation of the National Strategy in the following periods: 2021-2026 and 2027-2030.



Axes:

They correspond to the guidelines of the new European Framework. These are the key pillars of this Strategy.



**non-discrimination**

**empowerment**

**Strategic lines:**

These are the equivalent lines to the objectives of the European Framework<sup>11</sup>. These correspond to the lines of action within each dimension, in which the specific objectives of the current National Strategy are incorporated. Nine strategic lines have been established, for which a specific diagnosis has been carried out based on available studies and the results of the Final Evaluation of the past Strategy:


- Education
- Employment
- Housing and essential services
- Healthcare
- Poverty and social exclusion and the digital divide

**Social inclusion**



- Antigypsyism and non-discrimination
- Equality between women and men and against violence against women
- Promotion and recognition of Roma culture

**Equal opportunity and non-discrimination**



- Participation of Roma and the Roma association movement

**Participation**



**Objectives:**

The objectives are specific and quantifiable goals that represent the tangible changes that are expected to be achieved with the Strategy and that should contribute to improving the situation and living conditions of Roma in their corresponding strategic lines and dimensions. They are equivalent to the targets of the European framework.

In accordance with the evaluation of the previous Strategy, the diagnosis defined in each of the areas and the recommendations of the European Union, 29 objectives have been set out in this Strategy, which are distributed into the nine strategic lines previously defined.

**Action guidelines:**

The action guidelines refer to the guidelines that will guide the measures and initiatives to be implemented by the General State Administration, the Autonomous Regions and the local entities during the implementation period. Each strategic line will have a series of

<sup>11</sup> The new European framework for Roma inclusion, equality and participation Roma defines seven objectives to be achieved by 2030. These are: 1) Fight and prevent discrimination and antigypsyism; 2) Reduce poverty and exclusion and close the socio-economic gap between Roma and the general population; 3) Promote participation through empowerment, cooperation and the generation of bonds of trust; 4) increase effective access and even universal education; 5) Increase effective access to sustainable and quality jobs; 5) Improve the health of Roma and increase effective access to healthcare and social services; 7) Increase effective access to adequate housing and essential services free of residential segregation.

guidelines and recommendations to be implemented in national, regional and local plans and programmes, so that there is sufficient coherence and connection between the different administrative levels for the achievement of the objectives set out in this National Strategy.

## Outline of the strategic approach for the period 2021-2030:

SOCIAL INCLUSION AXIS	
STRATEGIC LINE	OBJECTIVES
<b>Education</b>	<ol style="list-style-type: none"> <li>1. Increase the schooling and participation of Roma in the entire Early Childhood Education (&lt;6 years), especially in the first cycle from 0 to 3 years.</li> <li>2. Reduce school segregation in the different educational stages and in any of its forms.</li> <li>3. Eradicate illiteracy and increase the training and education of adult Roma</li> <li>4. Reduce discrimination against Roma in the educational sphere</li> <li>5. Increase the academic success of Roma pupils of both sexes in the compulsory educational stages.</li> <li>6. Increase the number of Roma pupils of both sexes in post-compulsory stages of study.</li> <li>7. Reduce the digital divide among Roma pupils.</li> </ol>
<b>Employment</b>	<ol style="list-style-type: none"> <li>8. Increase the employment rate of Roma.</li> <li>9. Reduce job insecurity and discrimination against Roma.</li> <li>10. Reduce the rate of Roma youth who neither work, nor study, nor train (16-30 years).</li> <li>11. Increase the empowerment, participation and activation of Roma women in the labour market.</li> <li>12. Revalue and qualify Roma who engage in street commerce</li> </ol>
<b>Housing and essential services</b>	<ol style="list-style-type: none"> <li>13. Eradicate shantytowns and substandard housing.</li> <li>14. Reduce segregation and residential concentration of Roma.</li> <li>15. Guarantee access to essential services for Roma and improve the basic equipment and quality of housing</li> <li>16. Reduce discrimination in access to housing.</li> </ol>
<b>Healthcare</b>	<ol style="list-style-type: none"> <li>17. Improve the state of health and reduce social inequalities in healthcare among Roma, throughout their whole life cycle, with special emphasis on Roma children and the elderly Roma.</li> <li>18. Reduce discrimination in the field of healthcare among Roma.</li> </ol>
<b>Poverty and social exclusion and the digital divide</b>	<ol style="list-style-type: none"> <li>19. Reduce the incidence of poverty and social exclusion among Roma.</li> <li>20. Reduce the incidence of child poverty among Roma and break the intergenerational cycle of poverty.</li> <li>21. Improve access to economic and social benefits</li> <li>22. Reduce the digital divide among Roma.</li> </ol>



EQUAL OPPORTUNITY AND NON-DISCRIMINATION AXIS	
STRATEGIC LINE	OBJECTIVES
<b>Antigypsyism and non-discrimination</b>	23. Reduce antigypsyism, including stigmatisation, intersectional and multiple discrimination, hate crimes and antigypsyism hate speech. 24. Increase the capabilities of victims of discrimination and antigypsyism in the exercise of their rights, guaranteeing their assistance, guidance and specialised support.
<b>Gender equality and empowerment of Roma women</b>	25. Improve the living conditions of Roma women and reduce the gaps between Roma men and women, in particular in access to resources and fight against stereotypes.
<b>Promotion and recognition of Roma culture</b>	26. Promote the knowledge and dissemination of Roma history and culture in order to favour recognition and reconciliation.

PARTICIPATION AND EMPOWERMENT AXIS	
STRATEGIC LINE	OBJECTIVES
<b>Participation of Roma and the Roma association movement</b>	27. Increase the presence of the Roma association movement in the cycle of public policies. 28. Promote the establishment of civil society organisations coordination mechanisms to facilitate their participation in public policy processes and citizen participation, guaranteeing the representation of these organisations in all their diversity. 29. Increase and strengthen the entities of the Roma association movement of women and young people to guarantee their participation.

### 2.3. Social Inclusion axis

Available data and information reflect that some progress has been made on specific targets during the period 2012-2020. However, a transformative change in the situation of Roma in Spain has not been achieved. Therefore, it is still essential to work on the main sectoral areas of the previous Strategy so as to reduce the gaps in education, employment, housing, healthcare and poverty and social exclusion of Roma with respect to the rest of the population. Also, to be considered is the impact of the crisis caused by COVID-19 on a population that is more exposed to the negative consequences of the crisis, as well as the digital divide, which Roma has been found to be greater among Roma people than in other groups and is an increasingly important factor of social exclusion.

Apart from the actions taken in the specific fields of action defined above and in accordance with the new context defined by the European framework, 3 transversal lines of action are established in this strategy:

- Equal opportunity, gender equality, the fight against structural antigypsyism and non-discrimination
- Participation and empowerment; elements that have an impact on the improvement of the social inclusion of Roma.
- Incorporate the strategic line of Poverty and social exclusion so that specific objectives are established to improve the living conditions of Roma in a situation of greater vulnerability.

## Education

### Diagnosis

During the period of implementation of the previous Strategy, some progress has been made in the field of Education, although there are still important challenges to be addressed in order to guarantee equal access to and enjoyment of education by Roma.

In recent years, **the targets set in relation to the access of Roma girls and boys to Early Childhood Education and the increase in schooling in Primary and Secondary Education (in the case of men) were achieved**, as well as **a reduction in the rates of Roma youth who neither study nor work** by more than 27 percentage points with respect to the beginning of the decade.

Likewise, **notable progress has been made in ensuring that Roma boys and girls attend the educational levels corresponding to their age** in the 7 to 14 age bracket<sup>12</sup> and in the **enrolment of Roma girls in secondary education**.

Despite this, there are still important educational gaps<sup>13</sup> between the Roma population and the general population that need to be closed in the next decade:

- 13.8% of adult Roma women and 5.6% of adult Roma men are illiterate.
- 41.2% of Roma women and 31.4% of Roma men have no education.
- 14.6% of the Roma population has completed Primary Education.
- The Roma population with completed secondary or tertiary studies is 17.4%, but mainly those with secondary studies (Compulsory Secondary Education, High School studies or an intermediate degree) have increased.

The data show a slow but progressive improvement in the level of education achieved by the Roma population over the last fifteen years; however, the impacts of the pandemic on education and the consequences of a growing digital divide in an increasingly digitised world have slowed down the achievement of these goals in the last year. For this reason, it is considered even more necessary to continue working on **improving educational levels** in order to reduce illiteracy and the uneducated population to a minimum; **improving academic success rates in Secondary Education**; promoting access of more and more Roma to **Tertiary Education**; and **promoting access to technologies and digital education**.

<sup>12</sup> European Union Agency for Fundamental Rights, FRA (2017). Second European Union survey on minorities and discrimination. Roma: main results.

<sup>13</sup> Roma Secretariat Foundation (2019). Comparative study on the situation of the Roma population in Spain in relation to employment and poverty.

When taking into account the evolution of the educational level, there is still a clear gender gap: the proportion of Roma women with no education is 10 percentage points higher than that of men (41.2% of Roma women compared to 31.4% of men). Consequently, there is a lower percentage of Roma women with primary education and secondary or higher education. **It is essential to address the specific needs of Roma women and to ensure that Roma girls and young women do not leave school early.**

Lastly, picking up on a theme mentioned earlier, **the digital divide has been identified as a major obstacle to ensuring access to education** during the health crisis. For example, 26% of Roma households do not have computer equipment and 23% face difficulties in accessing information<sup>14</sup>. Moreover, the shift from distance learning has disproportionately affected younger children, those with special needs and those living in poverty or in marginalised communities<sup>15</sup>.

One of the main difficulties to continue with studies in a virtual or blended way is the absence of computer equipment and difficulties in terms of digital skills, which directly affects basic rights such as access to quality education, it also has negative consequences on continuity of studies, academic success and skill development.

Online education is increasingly present in society, and it is necessary to take into account the difficulties of access to digital devices and to a stable network connection, for Roma in situations of greater vulnerability, to ensure that they have access to educational services on equal terms.

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<sup>14</sup> Arza, J, et al (2020). Survey on the impact of COVID-19 on the Roma population. Available at: [https://www.mscbs.gob.es/profesionales/saludPublica/prevPromocion/promocion/desigualdadSalud/docs/COVID-19\\_Impacto\\_PoblacionGitana.pdf](https://www.mscbs.gob.es/profesionales/saludPublica/prevPromocion/promocion/desigualdadSalud/docs/COVID-19_Impacto_PoblacionGitana.pdf)

<sup>15</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: EU Strategy on the Rights of the Child.

## Objectives in Education

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
1. Increase the schooling and participation of Roma in the entire childhood Education (<6 years), especially in the first cycle from 0 to 3 years	School enrolment rate of Roma children between the age of four and the starting age for compulsory schooling	98% boys (FRA, 2017) 93% girls (FRA, 2017)	98% 95%	98%
	School enrolment rate of Roma children in pre-school education from 0 to 3 years of age	<i>To be decided</i>	Increase the figure obtained by 5%	Increase the figure obtained by 15%
2. Reduce school segregation in the different educational stages and in any of its forms	School segregation - concentration of Roma children <sup>16</sup>	28% (FRA, 2017)	21%	<15%
3. Eradicate illiteracy and increase the training and education of adult Roma	Illiterate Roma adults	13.8% Women 5.6% Men	11% Women 5% Men	8% Women 4% Men
4. Reduce discrimination in the different educational stages and in any of its forms.	Roma who feel discriminated against in the educational sphere <sup>17</sup>	26% (CEDRE, 2020)	15%	5%
5. Increase the academic success of Roma pupils of both sexes in the compulsory educational stages	Early school leaving rate <sup>18</sup>	70% (FRA, 2017) 69% in women (FRA, 2017) 72% in men (FRA, 2017)	50%	40%
	Net enrolment rate (6-14 years) <sup>19</sup>	89% (FRA, 2017)	92%	95%

<sup>16</sup> It measures the school segregation and concentration of Roma population from 6 to 15 years of age at school.

<sup>17</sup> Roma children, young people and/or adults who have felt discriminated against in the educational sphere.

<sup>18</sup> Young people between 18 and 24 years of age who have not completed the second stage of Secondary Education, i.e. the A Levels or an intermediate or basic training cycle, and who have not continued their education. The initial data is based on the FSG's 2013 estimated study for Romastudents.

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
	Early school leaving rate	64.4% (;). 64.0% in men 64.7% women (FSG Roma students in secondary school. A comparative study 2013)	50% 50%	40% 40%
<b>6. Increase the number of Roma students of both sexes in post-compulsory study stages</b>	Average post-compulsory education attained by Roma men and women	15.5% in Roma women (FSG, 2019) <sup>20</sup> 19.4% in Roma men (FSG, 2019)	19% in Roma women 22% in Roma men	28%
	Higher education attained by Roma men and women	2.8% in Roma women (FSG, 2019) 4.6% in Roma men (FSG, 2019)	4.0% in Roma women 5.5% in Roma men	<7%

<sup>19</sup> This (FRA benchmark) indicator is equivalent to the "adequacy rate". It measures the proportion of children of the respective age who are in an educational level corresponding to their age in relation to the total number of children of that age. Due to the fact that there are no studies that measure the academic success rate of Roma children in Primary Education in Spain, we have chosen to measure the net enrolment rate because it is the most updated and operative data that currently exists.

<sup>20</sup> Roma population with secondary education (ESO, A Level or intermediate level of Vocational Training).

## Guidelines for action from the General State Administration in Education

Based on the conditions of socio-economic and educational inequality that affect the population in vulnerable situations, including Roma, the actions of the General State Administration will be oriented towards the establishment of **economic support programmes, allocating the necessary resources for schooling, access and permanence in compulsory and post-compulsory studies** for Roma and other groups in vulnerable situations, as well as the prevention and elimination of school segregation.

The **training of teachers in school care and of teachers of Roma origin** is another of the actions that will be promoted in this National Strategy, seeking to generate bonds of trust between teachers and Roma pupils and an improvement in the management of diversity and the promotion of Roma culture, in such a way that they have a positive effect on academic success and the continuity of compulsory and post-compulsory studies.

All the orientations for action and initiatives in the field of Education will be designed and implemented with a gender perspective, understanding that Roma girls, young women and adult women face structural challenges that increase the inequality gap in education with regard to Roma men and those of the general population. In this sense, **positive actions with a gender focus will be developed in an intersectional way aimed at closing the educational gap between Roma male and female pupils, thus bringing Roma pupils closer to the levels of pupils belonging to the general population.**

In addition to the above, the future National Strategy on Disability provides for measures aimed at the social inclusion of persons with disabilities from an intersectional approach, for which it is expected to develop measures for **early schooling, early care and inclusion and measures to promote the educational success** of Roma children and adolescents with disabilities and other vulnerable groups.

The need has been identified to **share experiences on inspiring practices and successful cases to be replicated** in terms of academic success, access to post-compulsory studies and inclusive education, using Roma population referents.

On the other hand, the most recent study by the Council for the Eradication of Racial or Ethnic Discrimination (2020) reveals that 20% of Roma students are teased, insulted and harassed by the rest of the student body. This is one of the most worrying situations with the highest incidence, which is why the General State Administration will direct its efforts to the **fight against discrimination and harassment of Roma in the field of education.**

Intercultural coexistence and the fight against discrimination and antigypsyism require an exercise in the exchange and transfer of knowledge about the history and culture of the Roma population. The European Council Recommendation on the **inclusion of the history of Roma and/or Travellers in school curricula and teaching materials** will therefore be adopted. To this end, **initiatives** will be promoted **that convey a balanced and contextualised teaching on Roma history and culture**, reflecting their national presence and their historical legacy in Spain, to Roma students and the general population. This action is a tool to fight against discrimination and antigypsyism, as well as to promote

intercultural educational environments that improve the knowledge and perception that the general population has of Roma.

**The digital needs of Roma in educational matters will be channelled through programmes such as Educa Digital**, guaranteeing that Roma participate in and benefit from the actions and initiatives proposed so that no Roma pupil is left behind. In addition, **efforts to mitigate the digital divide in Roma will be supported by the Digital Skills Programme for Children** of the Directorate General for the Rights of Children and Adolescents, which seeks to close the digital divide by providing basic digital skills to children aged between 10 and 13 years in vulnerable situations, in non-school hours and periods, and to initiate the teaching of advanced digital skills to adolescents between 14 and 17 years for their integration into digital citizenship.

Lastly, the objectives in terms of access to digital resources and the acquisition of skills in this regard will be worked on in parallel through the **future National Strategy on the Rights of Children and Adolescents (2021-2030)**, which foresees the objective of **complementing educational policies to guarantee basic digital skills and equality in access to information and communication technologies** in education.

#### **Actions to be promoted by the Autonomous Regions and local bodies**

Next, the guidelines for action that could be promoted by the Autonomous Regions and local bodies in their regional plans and programmes for the inclusion, equality and participation of Roma in their respective territories are defined. With these measures, it is expected to increase the level of coherence and connection between the National Strategy and the various existing regional plans and programmes.

- Accompaniment and guidance for families in the process of schooling and assistance for Roma students.
- Financial support for families at risk of vulnerability for schooling in nursery schools.
- Creation of platforms for the exchange of successful experiences in early childhood education.
- Creation and promotion of protocols and specific measures aimed at preventing and aiming at the elimination of Roma segregation and concentration in schools.
- Review and extension of the network of educational centres, with special attention to centres located in areas of risk and/or social exclusion.
- Elimination of measures for grouping students according to curricular level, itinerary or any other aspect that could lead to school segregation.
- Promotion of the carrying out of studies aimed at drawing up maps of segregated schools or schools with a high concentration of Roma pupils and/or migrant population in order to design public policies aimed at eradicating this phenomenon.
- Increase in the offer of vocational training in disadvantaged areas to facilitate access for young Roma.

- Implementation of multi-annual programmes of mediation, guidance and support between Roma families and educational centres to promote a greater balance between educational centres.
- Promotion of the active participation of the Roma pupils, ensuring the representativeness of the diversity of the pupils in the centres in programmes such as PROA+.
- Deployment of concerted public guarantee services for accompaniment, guidance and educational reinforcement to improve the figures in the age-course-repetition correlation.
- Development of information, orientation and accompaniment actions for Roma families with children in Primary and Secondary Education.
- Development of orientation and school support actions for Roma students.
- Offer of grants for transport, canteen, school materials and/or extracurricular activities in public education centres for families in a situation of vulnerability, including Roma families.
- Inclusion of Roma history and culture in the different educational stages, based on the Guiding Protocol for the inclusion of Roma history and culture in the school curriculum and teaching practice, regardless of the existence of Roma pupils at the centre or in the territory.
- Promotion of the implementation of Successful Educational Actions (SEA) in schools.
- Incorporation as a strategic priority in the PROA of the transition to Vocational Training or university studies, especially in Secondary Education centres with a high concentration of Roma students.
- Consolidation and implementation of multi-annual programmes for the promotion of the academic success of Roma pupils in Secondary Education and the transition to vocational training and university studies.
- Economic support programmes and scholarships aimed at vulnerable groups, including young Roma, which enable continuity and success in these stages of study.
- Agreement with companies to provide scholarships to people belonging to groups in situations of vulnerability, including Roma youth.
- Inclusion of Roma pupils in programmes such as "Educa Digital" to guarantee their access to technical means, connectivity and the development of digital competences.
- Inclusion of Roma pupils in the elaboration and implementation of the National Plan for Digital Competences.
- Promote and disseminate international non-formal education programmes among the Roma population.
- Measures for the development of professional competences in the educational field.



## Employment

### Diagnosis

The data available in relation to Employment show an ambivalent situation. On the one hand, the goal of increasing the number of Roma in salaried employment in relation to the total working Roma population has been achieved, and it now represents 53% of working Roma. However, there have been setbacks in both the employment rate and the unemployment rate, which stands at 52.0%<sup>21</sup>.

The gaps between the Roma population and the general population in employment are worrying and are directly related to the problems of poverty and social exclusion, which the most vulnerable Roma face:

- Only 28.9% of Roma work compared to 50.1% of the general population<sup>22</sup>.
- Unemployed Roma represent 52.0% compared to 14.4% of the general population<sup>23</sup>.
- 63% of young Roma people between 16 and 30 years of age neither study nor work and it is estimated that 58% are women<sup>24</sup>.

To these disadvantages must be added the fact that the situation caused by COVID-19 transferred a significant part of the world of work to the digital sphere, a difficult situation for the most vulnerable groups (including Roma), among whom there is a digital divide in terms of access, use and digital skills. The lack of a computer and quality internet and difficulties in digital skills prevent, among other things, teleworking where possible or the possibility of making use of digital media for the management of benefits or the active search for employment.

In addition, all employment indicators reveal serious gaps for Roma women compared to non-Roma women:

- The activity rate of Roma women is 38.5%, compared with 76.2% for Roma men and 53.1% for non-Roma women<sup>25</sup>.
- The employment rate of Roma women is 16.8% compared to 44.1% for Roma men and 44.5% for non-Roma women<sup>26</sup>.
- The unemployment rate for Roma women is 60.4% compared to 47.4% for Roma men and 16.2% for non-Roma women<sup>27</sup>.
- The percentage of Roma women who are in a situation of inactivity is higher than that of Roma men for various reasons, among them the multiple difficulties they face in accessing employment, being obliged in many cases to dedicate

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<sup>21</sup> Roma Secretariat Foundation (2019). Comparative study on the situation of the Roma population in Spain in relation to employment and poverty.

<sup>22</sup> IDEM

<sup>23</sup> IDEM

<sup>24</sup> IDEM

<sup>25</sup> IDEM

<sup>26</sup> IDEM

<sup>27</sup> IDEM

themselves to domestic work, even when they have reached Secondary Education or higher levels of education (21.7% of Roma women compared to 0.7% of Roma men)<sup>28</sup>

- Similarly, young Roma women who neither study nor work dedicate a much higher percentage of their time to domestic work (58.2%) than Roma men (2.2%)<sup>29</sup>, as a consequence of the structural difficulties that Roma women face in terms of education and employment.

During the next decade, it must be **guaranteed that access to and maintenance and quality of employment for the adult Roma population will be improved** and that priority must be given to working towards a **successful transition from education to employment for young Roma**. Furthermore, the employability and access to paid work of **Roma women** must be a priority.

On the other hand, the **health crisis** has had a serious impact on the activities traditionally carried out by Roma, such as itinerant trade. Measures to prevent the spread of COVID-19 have affected the ability to carry out street trading under normal conditions. The pandemic has highlighted the need to valorise and regulate street trading as an economic and social sector exercised by people from vulnerable groups, as well as to provide street trading professionals with the necessary qualifications to improve their working conditions and to improve the image of this type of occupation in the eyes of the general population.

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<sup>28</sup> IDEM

<sup>29</sup> IDEM

## Objectives in Employment

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
1. Increase the employment rate of Roma	Employment rate (16-64 years)	29.9% (FSG, 2019) 16.8% in Roma women 44.1% in Roma men	35% 30% Women 40% Men	40% 35% Women 45% Men
	Unemployment rate among Roma men and women	60.4% in Roma women (FSG, 2019) 47.4% in Roma men (FSG, 2019)	50% Women 37% Men	40% Women 30% Men
2. Reduce job insecurity and discrimination against Roma.	Temporary employment rate among Roma men and women	75.5% men (FSG, 2019) 68.1% women (FSG, 2019)	60%	50%
	Roma people who feel discriminated against in the field of employment	48% (FSG, 2019) 30.1% (CEDRE, 2020)	20%	10%
	Salary rate of Roma	51.5% (FSG, 2019)	60%	70%
3. Reduce the rate of young Roma who neither study, work or train (16-30 years)	Rate of young Roma who neither work nor study (16-30 years)	57.6% in Roma women (FSG, 2019) 42.4% in Roma men (FSG, 2019)	50% in Women 35% in Men	40% in Women 30% in Men

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
4. Increase the empowerment, participation and activation of Roma women in the labour market.	Activity rate of Roma women	38.5% (FSG, 2019)	40%	45%
5. Revalue and qualify the Roma who engage in street commerce	Percentage of contributors to activity 478			

## Guidelines for action from the General State Administration

This National Strategy is committed to implementing inclusive policies for Roma in terms of employment. In this sense, the approach of the strategy is that the different plans and strategies develop **objectives aimed at covering the needs in terms of employment, qualification and non-discrimination** of people in vulnerable situations, including Roma. In the face of this, it is important to remember that the Roma working population is a beneficiary of active employment policies and is considered a group of "special attention" insofar as they are included within the concept of a person "in a situation of social exclusion".

In addition to the above, the actions in this area will also be guided by the Employment objectives of the **Spanish Active Support Strategy for Employment 2021-2024**, which is committed to increasing the employment rate of the population in a situation of vulnerability (including Roma), the reduction of job insecurity, the reduction of the rate of young Roma people who neither study, nor work nor receive training ("NiNi") and the labour activation of women, including those who come from the Roma population.

The Strategy approaches the field of employment in a comprehensive way, so it will work on a **framework of personalised and integrated services, focused on the needs of people at risk or in a situation of social exclusion**. In the same line, actions that have an impact on **training and qualification processes** will be included, in which the emergence of new professional profiles among the Roma community will be promoted among workers with difficulties in maintaining employment or labour insertion, in order to facilitate and improve their opportunities of access to the labour market from an egalitarian and inclusive perspective.

In order to reduce the rate of young Roma people who neither work nor study, the General State Administration will continue to promote the measures included in the **Youth Guarantee Plus Plan**, offering **economic support opportunities and scholarships aimed at the most socially vulnerable groups, including Roma youth**. With regard to other groups in vulnerable situations, the future National Disability Strategy envisages the promotion of actions for the integration of Roma with disabilities into the labour market in order to guarantee their full social inclusion.

In line with the above, the Ministry of Labour and Social Economy will continue to implement the active policies of the State Public Employment Service (SEPE) through **incentives for the hiring of workers in a situation of social exclusion, including Roma**. Thus, the State will continue to work hand in hand with insertion companies, which play a fundamental role in the integration of Roma and other groups at risk of poverty and social exclusion. In this same aspect, it is necessary to carry out **awareness-raising actions with the business sector to make visible and raise awareness of the existence of stereotypes in the Roma population**, hand in hand with the entities of the Roma association movement that work on social and labour insertion.

Along the same lines, the Ministry of Labour and Social Economy will work in collaboration with other Ministries involved in the matter, to reduce the precariousness of employment,

**promoting measures to encourage stable hiring. The Women's Institute will also continue to promote programmes aimed at facilitating access to employment for Roma women.**

On the other hand, considering that a significant number of Roma are involved in itinerant trade, this Strategy will seek to enhance and professionalise this activity as well as to promote the sustainability of the sector. To this end, within the Employment Group of the State Roma Council, **a specific group on itinerant trade will be created** with the participation of the Secretariat for Social Security and Pensions of the Ministry of Inclusion, Social Security and Migration and the Ministry of Labour and Social Economy, as well as with the collaboration of other management centres involved in this issue, in order to deepen the diagnosis, analysis and definition of specific measures to alleviate the negative effects that COVID-19 has had on this profession, and its improvement in the future.

The development of **training initiatives to qualify Roma itinerant trade professionals** is foreseen, **including this profession in the framework of the Catalogue of Training Specialities** to recognise their experience. Likewise, in order to improve the image of this profession, **awareness-raising and promotion actions** will be promoted to make the economic and social value of this type of trade more visible. On the other hand, the General State Administration will **monitor the Roma population engaged in itinerant trade in order to gather sufficient information on this activity and establish specific measures to help alleviate the negative effects on the contribution of people** in this sector.

The processes of social mobility and employability require education and training strategies aimed at employment niches with a future, to which Roma do not have equal or equitable access. In this sense, and also seeking to reduce the disadvantages in terms of employment and the digital divide, **training related to the digital field and green employment will be included in the Catalogue of Training Specialities**, promoting their learning in order to find job opportunities for Roma and other vulnerable people.

With regard to the Autonomous Regions, **each province will be empowered to establish specific measures in accordance with the peculiarities and needs detected in its territorial area**, with the possibility of accessing **subsidies in the labour field financed by the State**. Thus, each Autonomous Region will be empowered to distribute the funds allocated within its territory according to the needs of each province, as well as to develop the special employment plans it deems appropriate in areas particularly affected by unemployment, precariousness, temporary employment or other circumstances relating to employment and the most affected groups, including Roma.

At the level of the European Funds 2021-2027, the aim will be to **enrich the work of the Interfund Committee and of the administrative units of these funds at all administrative levels**, reinforcing the participation of the Autonomous Regions with the greatest presence of Roma. In order to improve the efficiency of the responses aimed at people in a situation of social and labour exclusion, **mechanisms for consultation and/or participation of the ESF+ Programming and Evaluation Unit** will be established as a relevant actor in the programming of the next Multiannual Financial Framework and its potential impact on Roma Employment and social inclusion Roma.

In order to reinforce the principle of equality between women and men in the field of Employment, an **intersectional gender approach** will be applied **transversally to all Employment objectives** and in all measures and actions at local, regional and state level. The initiatives that are set in motion will be oriented towards the **socio-labour insertion of Roma women**, ESF+ resources will be allocated to implement **measures that promote the labour insertion of Roma women** and exhaustive awareness campaigns will be carried out aimed at the actors of the educational and labour system to **make visible and raise awareness of the existence of stereotypes, prejudices and the multiple forms of discrimination that Roma women face**.

The collection of information and the monitoring of indicators of access to quality employment for Roma is one of the major challenges faced by the current Strategy, especially with regard to the fight against antigypsyism and discrimination in the field of employment. To this end, the draft **of the Strategic Plan of the Labour and Social Security Inspectorate 2021-2023** provides for the strengthening of the Labour Inspectorate and the creation of a **State Office to Combat Discrimination** as the body responsible for the promotion and coordination of inspection actions in the fight against discrimination in the field of employment and training at national level and with respect to all vulnerable populations, including Roma.

**The above will make it possible to monitor direct or indirect unfavourable discrimination in terms of pay, working hours, training, promotion and other working conditions due to circumstances of racial or ethnic origin**, as well as decisions by the employer that involve unfavourable treatment of workers as a reaction to a complaint made within the company or to an administrative or judicial action aimed at demanding compliance with the principle of equal treatment and non-discrimination, in accordance with the provisions of Articles 6 et seq. of Royal Legislative Decree 5/2000, of 4 August, approving the revised text of the Law on Infractions and Penalties in the Social Order, in compliance with the mandate of the European Directives.

Lastly, in relation to the monitoring and evaluation mechanisms, the **elaboration of specific studies on Roma in the field of Employment** will be promoted, in order to systematise the collection of data through longitudinal studies, so as to draw a baseline on which to measure the impact of the initiatives implemented.

#### **Actions to be promoted by the Autonomous Regions and local bodies**

Next, the guidelines for action that could be promoted by the Autonomous Regions and local bodies in their regional plans and programmes for the inclusion, equality and participation of Roma in their respective territories are defined.

- Multi-annual programmes for Roma based on a comprehensive care of people and adjusted to the ESF+ guidelines.
- Awareness-raising actions aimed at companies to combat stereotypes and to give value to the talent of Roma, applying an intersectional approach and with special attention to Roma women.

- To disseminate the Youth Guarantee + among Roma by means of Roma mediators, and to prioritise the programmes aimed at them.
- Protected social employment initiatives aimed at promoting the hiring of people in a situation of social exclusion (including Roma) and reinforcing the transition to normal employment.
- Social and solidarity economy initiatives for Roma and other socially excluded groups.
- Training programmes that encourage access to employment in professional areas with a future (digital and green employment) for young and adult Roma, especially Roma women and young Roma women.
- Promote lifelong learning and retraining to find new job opportunities.
- Incorporation of specific objectives in the Annual Employment Policy Plans of the Autonomous Regions that promote the development of measures and programmes aimed at the most vulnerable groups in terms of access to employment, including Roma.
- Coordination between social services and employment services, promoting the exchange of knowledge and successful experiences that improve the socio-labour situation of Roma.
- Training programmes adapted to the initial disadvantage situation of Roma, with special attention to Roma women and young people, in a situation of exclusion from the labour market by the Autonomous Regions and their employment services.
- Creation of strategic alliances between Autonomous Regions, their employment services and companies, with a special focus on technology and quality green jobs.
- Creation of a network of guidance, accompaniment and intermediation services for Roma, made up of the regional employment services, social services and social organisations specialised in employment and the Roma population.
- Multi-annual programmes for specific socio-labour insertion for the population, especially for Roma women, based on comprehensive attention to people and on the development of individualised socio-labour itineraries by the social and employment services.
- Framework ordinances at regional level that serve as a reference framework for local entities in their respective territories in the field of access to employment for groups in conditions of vulnerability, including Roma.
- Actions to raise awareness and improve the image of Roma engaged in itinerant trade.
- Actions that lead to the revaluation of itinerant trade and to the training and information of Roma who carry out this activity, reinforcing their managerial function and digital competences.
- To promote professional training for the employment of Roma in itinerant trade, giving rise to training courses that, at the proposal of different associations, could be included in the Catalogue of Training Specialities.
- Specific training programmes for young Roma who neither work, nor study, nor are trained for the improvement of their digital competences and knowledge, connected with future jobs, especially digital jobs.



- Programmes of economic support and scholarships aimed at groups in a situation of vulnerability, among which are young Roma who want to access Vocational Training.
- Actions aimed at young Roma who are neither studying nor working in the framework of the ESF+ Regional Programmes.
- Programmes adapted to reduce or eliminate the barriers and conditioning factors that young Roma who are neither studying nor working face in their incorporation into the labour market, through alliances between the employment services of the Autonomous Regions and the business sector.

## Housing and essential services

### Diagnosis

The housing situation appears to have improved in relation to the data prior to the previous Strategy. Progress has been made, albeit moderate, in the reduction of shantytowns and substandard housing, without eradicating these two forms of inadequate housing among Roma households.

Improvements are also highlighted, with varying degrees of intensity, in access to basic equipment within the dwellings, the quality of these and the infrastructures and urban equipment of the environments in which Roma households are located.

The reduction in the number of Roma households with damp problems (down to 16%) and which are overcrowded or over-occupied in relation to the number of people living in them (8.9% of the total) is noteworthy<sup>30</sup>.

The crisis generated by the COVID-19 pandemic has caused setbacks and a worsening of the housing situation of Roma, especially among those who still live in substandard housing or settlements. This reality postulates the need to have data on the situation of infrastructure in settlements in order to design measures to address it.

With regard to the current Strategy, it is important to continue to make progress in **improving the living** conditions of Roma, eradicating shantytowns, **reducing substandard housing** and **improving the basic equipment** of housing (including digital services) and the infrastructures and urban equipment of the environments in which they are located.

Additionally, and in coherence with the European strategic framework for equality, inclusion and participation of Roma, it is necessary to broaden the scope of the objectives in this field, mainly in the following additional lines of action:

- Guarantee essential services. The reduction of the lack of basic equipment must be associated with the guarantee of the right to decent housing, which means having access to water, sanitation, electricity and being able to keep the house at an adequate temperature. Furthermore, it is necessary to guarantee access to the Internet in order to be able to enjoy public telematic services, which are increasingly present in Spanish society and the digital divide can lead to a violation of the right to enjoy them.

<sup>30</sup> IDEM

- To reduce the residential concentration of Roma households, distributing the Roma population in dwellings located in different areas within the cities, avoiding the concentration of Roma in the same neighbourhoods.
- To promote the coordination of actions aimed at eliminating situations of racism, antigypsyism or any other type of discrimination in access to the housing rental market.

## Objectives in Housing and essential services

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
1. Eradication of shantytowns and substandard housing	Shantytown rate	2.17% (MSCBS; 2016)	1%	0%
	Rate of substandard housing	6.46% (MSCBS; 2016)	4.5%	3%
2. Reduce segregation and residential concentration of Roma	Residential segregation rate	2.9% (MSCBS; 2016)	1.9%	1%
3. Guarantee access to essential services for Roma and improve the basic equipment and quality of housing	Households without access to water	4.2% (MSCBS; 2016)	2.1%	0%
	Households without access to electricity	5.2% (MSCBS; 2016)	2.1%	0%
	Households with access to heating	27.59% (MSCBS; 2016)	38%	50%
	Overcrowding	8.9% (MSCBS; 2016)	6%	4%
	Homes in poor or bad state of repair	66.2% (MSCBS; 2016)	50%	20%
	Neighbourhoods without waste collection service	1.7% (MSCBS; 2016)	1%	0%
	Neighbourhoods without street lighting	1.8% (MSCBS; 2016)	1%	0%

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
	Neighbourhoods without paving	4.3% (MSCBS; 2016)	2%	0%
	Neighbourhoods without public sewers	3% (MSCBS; 2016)	1.5%	0%
<b>4. Reduce discrimination in access to housing.</b>	Rate of discrimination perceived by Roma in the area of housing <sup>31</sup>	30.8% (CEDRE, 2020)	25%	15%

<sup>31</sup> Roma who have felt discriminated against in the processes of renting and/or buying housing in the last year.

## Guidelines for action from the General State Administration

In the area of Housing, the General State Administration will prioritise **providing access to decent housing and guaranteeing essential services** in line with the future State Housing Plan 2022-2025 and the implementation of positive actions in this area.

As a general premise, access to housing will take into account the principles of non-discrimination in access to housing on ethnic or racial grounds, safeguarding the rights of persons in conditions of special vulnerability, such as victims of violence against women, persons subject to eviction and homeless persons.

In order to attend to Roma and their families in eviction processes, victims of violence against women or in a situation of supervening vulnerability, this Strategy will work hand in hand with the measures envisaged in the future State Housing Plan 2022-2025. The Plan provides for the allocation of financial resources so that the Autonomous Regions and the Cities of Ceuta and Melilla make **publicly owned housing available to these people to be occupied on a rental basis, for assignment of use or under any temporary occupancy regime permitted by law, and economic aid for the payment of rent and maintenance expenses**, among others.

With regard to housing and habitat conditions, the General State Administration will promote specific actions for the eradication of shantytowns and substandard housing, problems that affect Roma in Spain. To this end, measures for the **rehabilitation and urban regeneration of degraded neighbourhoods** will be implemented, **promoting the development of the territories with the highest rates of this problem**, as well as in the neighbourhoods identified in the Study of Housing and the Roma Population (2015). Similarly, the development of **comprehensive intervention** programmes **for rehousing and rehabilitation** at local and regional level will be promoted, involving the people affected in all phases of the process.

The problems associated with shantytowns, substandard housing and evictions of people and communities in vulnerable situations, including Roma, are issues that must be made visible to the affected population and to all the actors involved in the public and private spheres. To this end, **training programmes, seminars and studies** will be promoted **on: the impact of inadequate housing on people's lives, discrimination in access to housing on ethnic grounds**, and the negative effects of residential concentration and segregation. In addition, with the collaboration of the entities of the Roma association movement, the **exchange of experiences and knowledge** will be promoted in **order to identify and replicate successful measures of socio-residential inclusion**.

A decent home must have a guaranteed supply of essential services, as well as conditions of habitability that do not pose a risk to the health and well-being of people. In this sense, this National Strategy will promote measures to **adapt the most degraded and deteriorated neighbourhoods in terms of equipment and access to basic services and access to digital services**.

This Strategy will be aligned with the **National Fuel Poverty Strategy 2019-2024** so that Roma families who are considered vulnerable consumers will benefit from the measures to reduce fuel poverty contained therein.

In addition, under the National Strategy against Energy Poverty (2021-2024), **structural and energy efficiency measures** will be articulated to improve the equipment and conditions of buildings and homes of vulnerable consumers, **additional protection measures for consumers in vulnerable situations and measures to improve information and training mechanisms** to improve knowledge about rights, obligations, possibilities and alternatives in the field of energy consumption.

Likewise, **general awareness actions on the need to reduce energy poverty** and information on measures will be disseminated in various media, formats and language accessible to vulnerable groups. Within the scope of the intervention, **advice** will be offered **on saving measures, energy efficiency, consumption habits and electricity bill content** in order to provide Roma and other vulnerable groups with tools for managing and optimising energy consumption.

In order to **safeguard supply services** during pandemic situations and ecological catastrophes, the Ministry of Transport, Mobility and the Urban Agenda will coordinate its actions with the Ministry for Ecological Transition and the Demographic Challenge, with measures that have an impact on the environment and the habitability conditions of the homes of the population at risk or in a situation of social exclusion, which includes Roma.

The Ministry of Transport, Mobility and Urban Agenda will allocate resources and efforts for the **conservation and renovation of buildings** from a perspective of healthy buildings that have an impact on the reduction of humidity and the development of the necessary infrastructure for access and continuity of basic supplies.

On the other hand, the **principles of non-discrimination in access to housing on ethnic or racial grounds** will be taken into account, recognising the discrimination faced by a significant percentage of the Roma population when renting or buying a home, carrying out an appropriate follow-up of **the infringements and penalties imposed for racial discrimination**, in accordance with the regulations in force in this regard.

Bearing in mind the need to continue to deepen our knowledge of the reality of Roma, this National Strategy will update the Mapping Study on Roma housing, using precise and reliable statistical data that will allow us to delve deeper into residential segregation and concentration, living conditions, access to essential services and cases of discrimination and antigypsyism in the field of housing. **The indicators in the area of housing will be included in the state observatories** to facilitate the monitoring and evaluation of pressing problems such as shantytowns and substandard housing in the most vulnerable segments of the population, including the Roma population.

### Actions to be promoted by the Autonomous Regions and local bodies

Next, the guidelines for action that could be promoted by the Autonomous Regions and local bodies in their regional plans and programmes for Roma inclusion, equality and participation of in their respective territories are defined.

- Application of aid from the new Programme for the Eradication of Shantytowns and Sub-housing in Autonomous Regions where these problems are particularly prevalent.
- Allocation of housing distributed in areas where the majority population is not Roma in order to prevent and reduce residential concentration and segregation (where possible and available).
- Multi-annual programmes of integral re-housing intervention with the involvement of people in all phases of the process, including these measures within the programming of ERDF and ESF+ funds.
- Increase in the public social housing stock at the regional level.
- Programmes to promote access to private market housing for vulnerable groups, giving priority to Roma.
- Urban regeneration and rehabilitation actions within the framework of the agreements of the State Housing Plan 2022-2025, so that they have an impact on the eradication of shantytowns and substandard housing in the Autonomous Regions where this problem prevails.
- Actions to eradicate shantytowns through the specific programme in the State Plan for Access to Housing 2022-2025 in the Autonomous Regions where residential segregation is most prevalent, monitoring the objectives through the Bilateral Commission of the Ministry of Transport, Mobility and the Urban Agenda with each Autonomous Region.
- Management of information and aid under the State Housing Plan in each autonomous Region, paying special attention to victims of gender violence, people who have been evicted from their homes, homeless people and other particularly vulnerable groups.
- Awareness-raising and training actions for public officials and private operators in the housing rental sector (landlords and real estate agencies) on the impact of segregation and residential concentration and discrimination in the field of housing, as well as possible measures to prevent it.
- Rental aid for Roma to access areas where the population is not mainly Roma.
- Promotion of innovative projects in access to housing for Roma, in collaboration with Roma organisations and youth
- Implementation of actions of re-housing of substandard housing and shantytowns under criteria of dispersion in different neighbourhoods that favour the social inclusion of people, avoiding the concentration of re-housed people.
- Measures to accompany the inclusion of the beneficiary families of the initiatives of relocation of substandard housing and shantytowns.
- Dispersion of the public housing stock, guaranteeing its extension throughout various urban areas of the locality.

- Urban regeneration actions, rehabilitation and public investment in adequacy and services in the most deteriorated and segregated contexts, using the funds available for this purpose (ERDF, Recovery and Resilience Plan, multi-fund strategies and/or State Housing Plan 2021-2025).
- Boosting free coverage in neighbourhoods and community centres in disadvantaged neighbourhoods to ensure connection and availability of internet access devices.
- Mediation programs with public-private actors in cases of cut-off of essential services, such as electricity and water.
- Agreements associated with the State Housing Plan 2021-2025 with the Autonomous Regions, prioritising actions in the most degraded and disadvantaged neighbourhoods to guarantee access to basic utilities and basic community facilities.
- Multi-year programmes of comprehensive intervention in highly vulnerable neighbourhoods in socio-residential matters, with the involvement of the people affected in all phases of the process and guaranteeing its application in the neighbourhoods identified in the Roma Housing and Population Study.

## Healthcare

### Diagnosis

In the healthcare context, based on data from the Second National Roma Health Survey (2014) and its comparison with data from the Spanish population as a whole and with data from the previous National Roma Health Survey of 2006, it was observed that for most health indicators the Roma population showed worse results than the Spanish population as a whole.

Among the advances identified in the survey, access to oral health care for children (an improvement of 10 percentage points) and, in the case of Roma women, access to gynaecological consultations (an improvement of 8.9 percentage points) stand out. On the other hand, there is a worrying decline in childhood obesity, specifically in the case of Roma children.

The **health crisis** has had a particularly serious negative impact on groups in situations of vulnerability and, particularly, on Roma. Although there are no studies that are representative of the entire Roma population, some exploratory studies such as the [COVID-19 Impact Survey on the Roma population” \(2020\)](#) allow an approximation of the consequences of the pandemic on this population group. In this sense, the self-perception of the state of health worsened during confinement, with 17% of the people surveyed considering it "bad" or "very bad" and 34.8% "fair". In addition, eight out of ten people reported suffering from health problems other than COVID-19, the most frequent response being anxiety and depression (82% of responses).

The objectives in the field of health will focus on **improving the state of health of both the adult Roma population and children and young people**, with a life course approach, for which it will be necessary to tackle the lifestyles of Roma with a health promotion approach, improve sexual and reproductive health and combat discrimination and



antigypsyism in the field of healthcare and reduce the inequalities identified in relation to the general population.

## Health Objectives

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
<b>1. Improve the state of health and reduce social inequalities in healthcare among Roma, throughout their whole life cycle, with special emphasis on Romany children and the elderly Roma</b>	Perception of Roma who declare their state of health as "good" or "very good" <sup>32</sup>	65.6% male (ENPSG, 2014) 55.6% female (ENPSG, 2014) 25.1% of population > 55 years old (ENPSG, 2014)	69% men 63% women 31% > 55 years old.	73% men 67% women 35% > 55 years old
	Health status of the child as perceived by the adult informant, referred to as "good" or "very good" health status <sup>33</sup>	<i>Baseline to be determined under study</i>	90%	93%
	Gap with the general population	77.75% men (2017) 70.43% women (2017) 46% > population > 55 years (2012)	15% men 25% women	28% men 40% women

<sup>32</sup> The following self-referenced secondary indicators, disaggregated by sex and age, will be taken into account in order to obtain a complete picture of the situation of Roma in the field of health and to implement or adjust comprehensive measures on this basis: daily frequency of consumption of fresh fruit; daily frequency of consumption of vegetables; type of main daily activity; frequency of physical activity; percentage of Roma who smoke daily; frequency of alcohol consumption in the last 12 months; self-reported percentage of Roma women who have had their last Pap smear three years ago or less; percentage of Roma people who report difficulty falling asleep; percentage of Roma who report feeling down, depressed or hopeless; percentage of Roma with difficulty going up or down 12 steps; percentage of Roma with limitations due to a health problem, and medicines consumed in the last two weeks (relaxants, antidepressants, etc.).

<sup>33</sup> The following self-referenced secondary indicators, disaggregated by sex and age, will be taken into account in order to obtain a complete picture of the situation of the Roma population in the field of health and to implement or adjust comprehensive measures based on this: percentage of Roma under 16 who are overweight or obese; percentage of Roma under 16 who consume fresh fruit on a daily basis; frequency of consumption of fast food, snacks or savoury meals, or sugar soft drinks; percentage of Roma under 16 who consume vegetables and greens on a daily basis; frequency of leisure time physical activity and state of teeth (cavities, fillings, etc.).

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
		<p>Men general population 77% and Roma men 65.3% (ENSE 2012-ENSPG 2014) (11.7 percentage points)</p> <p>Women general population 70.4% and women Roma population 55.5% (ENSE 2012-ENSPG 2014) (14.9 percentage points)</p> <p>General population over 55 years of age 57.5% and Roma population 36% (ENSE 2012-ENSPG 2014) (21.5 percentage points)</p>	10% over 55 years old	20% over 55 years old 80% in the child population (0-14 years)
<b>2. Reduce discrimination in the field of healthcare among Roma</b>	Perception of discrimination in the healthcare sector in the Roma population <sup>34</sup>	16% (CEDRE, 2020)	14%	12% (decrease perception of discrimination by 25%)

<sup>34</sup> Roma who have felt discriminated against when being seen in a medical centre in the last year.

## Guidelines for action from the General State Administration

In order to improve the state of health of Roma in Spain and reduce social inequalities, the actions of the General State Administration will be aimed at **improving health and counteracting the negative impacts of the pandemic**, which had especially significant consequences on the Roma population and other vulnerable groups. For this reason, **the health needs of Roma will be included in a transversal manner in the health strategies and plans from a local, community approach and with an equity, gender and intersectional perspective.**

Understanding that the health and living conditions of Roma can be improved by intervening in the environments and circumstances in which they are born, grow up, work, live and age, this National Strategy will place special emphasis on **promoting health and tackling the social determinants** of health. **Healthy environments will be promoted** through the promotion of interventions in the local environment and community action in health will be strengthened, with the participation of Roma and in coordination with local entities.

For the correct implementation of the actions, we will increase the number of **training activities and awareness-raising actions for health professionals** on the equity approach (including gender), Roma culture and the multiple forms of discrimination suffered by this people, thereby seeking to reduce antigypsyism and other forms of discrimination against Roma in the field of healthcare. Likewise, healthy lifestyles will be promoted through health literacy actions, healthy environments and interventions in Primary and Community Care.

With regard to Roma with disabilities, the future National Disability Strategy provides for the **development of actions to facilitate access to prevention, early detection, early care and treatment for Roma and other vulnerable groups with disabilities.**

For all of this, inter-institutional coordination with the Autonomous Regions and the CEPG Health Group will be fundamental, as well as the participation of the Roma association movement, continuing with the strengthening of the work carried out by the Equi-Sastipén-Roma Network to orientate the actions of the public administration towards achieving the objectives of the Strategy.

In this Strategy there will be a commitment to the **monitoring and evaluation of inequalities in the health** of the Roma population, which is why **National Health Surveys** aimed at Roma will be carried out, among other studies that allow the evolution and behaviour of the population to be monitored with regard to what is set out in this Strategy.

## Actions to be promoted by the Autonomous Regions and local bodies

The following defines the guidelines for action that could be promoted by the Autonomous Regions and local entities in their regional plans and programmes to improve the state of health and reduce health inequalities in the Roma population.

- Promotion of the training of Roma as community agents and health mediation agents in collaboration with Roma associations.
- Encouragement of the participation of Roma professionals, the Roma association movement and Roma in the design and implementation of programmes and interventions for the promotion of health and prevention aimed at the Roma population, including those aimed at the child population.
- Coordination between the public administrations and the entities of the Roma movement to detect existing needs and to adjust the measures to this.
- Mapping and revitalization of assets and resources for the promotion of health in the Roma population at the local level.
- Promotion of the inclusion of Roma professionals in the field of healthcare.
- Development of indicator systems for the evaluation of the impact of community actions.
- Increase in the number of training actions and awareness-raising actions for health professionals on gender equity and antigypsyism in the field of healthcare, from an intersectional perspective, with people trained as health agents acting as teachers.
- Improved training in interculturality, mediation tools and diversity management for healthcare professionals.
- Identification, knowledge and replication of successful experiences in the health of Roma.
- To improve the knowledge about the behaviour of Roma youth in terms of health, affective-sexual and reproductive health and addictions.
- Local implementation of health projects aimed at Roma with the participation and leadership of Roma associations
- Projects specifically focused on challenges such as sexual and reproductive health, mental health and high prescription of drugs for women, physical activity, healthy eating, prevention of tobacco use, among others.
- Interventions in the healthcare sector aimed at tackling violence against Roma women, in particular sexual violence, violence in the domestic environment, sexual harassment and other forms of violence.
- Positive parenting projects and others focused specifically on challenges such as physical activity, healthy eating and tobacco prevention, among others.
- Promotion of effective resources in oral, visual and hearing treatments in Roma families.
- Raising awareness among Roma on the importance of adopting healthy lifestyles.
- Intersectoral work in the local sphere by means of round tables, commissions or periodic spaces for networking with the different actors involved (healthcare professionals, local authorities, entities of the Roma associative movement, etc.).
- Development of local health promotion interventions aimed at Roma, through the reinforcement of coordination mechanisms between local entities and the regional coordination of the strategy, with the participation of Roma.

### Diagnosis

The general perception is that Roma continue to be one of the **most disadvantaged groups** within the general population, suffering higher levels of **poverty and social exclusion**, mainly due to segregation and discriminatory treatment in access to and enjoyment of general services on equal terms.

The most recent data available on poverty and access to income of Roma<sup>35</sup> confirm that this group is to a large extent within the population in a situation of vulnerability or at risk of social exclusion:

#### Access to income:

- 26% of the Roma population over the age of 15 receive a salary, compared to 60% in the case of the general population over the age of 15. The average monthly salary received is 754 euro, compared to a salary of 1,216 euro per month in the general population.
- Six per cent of Roma over the age of 15 receive unemployment benefits or subsidies, compared with 12 per cent of the general population. The average amount of the benefit received is 477 euro.
- Sixteen per cent of the adult Roma population receive retirement pensions, compared with 16.89% of the general population. The average amount of retirement pensions is 505 euro.
- 25% of Roma households receive public aid compared to 7.4% of households in the general population. Roma households receive an average monthly amount of 452 euro compared to 292 euro for the general population.

#### Poverty and social exclusion indicators:

- 85.9% of the Roma population is at risk of poverty<sup>36</sup>, 76.8% are in severe material deprivation<sup>37</sup> and 36.2% have a low labour intensity<sup>38</sup>. Combining these three elements, we obtain that 92% of Roma fulfil one of the dimensions and, therefore, are at risk of poverty and/or social exclusion compared to 29.3% of the general population.
- 46% of the Roma population is extremely poor, 66% of the Roma population is in severe poverty and 86% of families are at risk of poverty.

The risk and the situation of social exclusion are even more evident when we take into consideration the digital divide that persists among the population in a situation of vulnerability, which includes Roma. The advanced interconnection that Spanish society has achieved has facilitated the provision of social services, the completion of bureaucratic procedures and processes, online education, teleworking, access to information and knowledge, among other things. While these advances have brought benefits to the

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<sup>35</sup> Roma Secretariat Foundation (2019). Comparative study on the situation of the Roma population in Spain in relation to employment and poverty 2018.

<sup>36</sup> Income equivalent to 60% of the median, i.e. 620.4 euro per month.

<sup>37</sup> You can't afford four out of nine questions about material deprivation.

<sup>38</sup> Proportion of household members who, despite being of working age, do not work.

general population, it should be noted that they also pose additional challenges for vulnerable populations.

The lack of digital access and skills is beginning to deepen existing social divides, especially in the new reality introduced by the pandemic caused by COVID-19. Today, the population that is being excluded from the digital environment has "greater difficulty in accessing resources associated with social, educational and health services, many of which are provided solely through the Internet"<sup>39</sup>. These disadvantages intensify social inequalities.

Although there are no specific studies on the digital divide in the Roma population, the study on the Social Digital Divide and the Defence of Human Rights, carried out in 2020 by the Platform for Social Action with funding from the then Ministry of Health, Consumer Affairs and Social Welfare from the tax allocation for social purposes, has shown that the gap in access to digital media is greater for people with incomes of less than 900 euro (84.5% compared to 99% of connected people with incomes of 2500 euro or more), illiterate people (51.4%) and people who have not reached primary education (76%), profiles within which part of the Roma population is found according to the figures presented in previous areas. A similar situation occurs with the technological skills gap, which is wider among the population with low levels of income and education.

Given the above, to ensure that Roma have access to digital services and benefits on equal terms with the general population, it is essential to adapt the Digital Spain 2025 Plan, programmes such as Educa Digital and the Digital Skills Programme for Children - as indicated in the strategic line of Education - as well as the future National Strategy for the Rights of Children and Adolescents from an inclusive approach, encouraging their benefits to reach children, young people and other members of the Roma population, as well as the vulnerable population.

The inclusion of **poverty and social exclusion** as a **specific strategic line implies a greater commitment on the part of the public administrations to improve the socio-economic situation** of Roma, especially those who find themselves in a situation of greater vulnerability due to the lack of sufficient income to develop a life project in decent conditions.

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<sup>39</sup> Platform for Social Action and Ministry of Health (2020). Social Digital Divide and Human Rights.

## Objectives in Poverty and Social Exclusion

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
<b>1. Reduce the incidence of poverty and social exclusion among Roma</b>	At-risk-of-poverty rate in the Roma population	85.9% (FSG, 2019)	60%	45%
	Severe poverty rate	65.6% (FSG, 2019)	45%	30%
	Extreme poverty rate	46% (FSG, 2019)	23%	10%
	Severe material deprivation rate	76.8% (FSG, 2019)	60%	45%
	AROPE Rate	91.9% (FSG, 2019)	60%	45%
<b>2. Reduce the incidence of child poverty among Roma and break the intergenerational cycle of poverty.</b>	Child poverty rate in the Roma population	89% (FSG, 2019)	60%	31%
	Severe child poverty rate <sup>40</sup>	70.2% (FSG, 2019)	58%	40%
<b>3. Improve access to economic and social benefits.</b>	Unemployed Roma in receipt of unemployment benefits (contributory and non-contributory) <sup>41</sup>	32.9% women 24.7% men (FSG, 2019)	40% Women 34% Men	50% Women 45% Men
	Roma households in severe poverty receiving social benefits	33.2% (FSG, 2019)	60%	90%
<b>4. Reducing the digital divide of Roma</b> <sup>42</sup>	Access to digital media: people in a situation of economic vulnerability (with an income of less than 900 euro per month) who have connected to the internet via laptop computer	22.4% (POAS 2021)	35%	50%

<sup>40</sup> Percentage of children under 18 living in households in severe poverty (whose income is below 40% of the poverty line).

<sup>41</sup> Indicator based on the total unemployed Roma.

<sup>42</sup> According to the Study of the Social Digital Divide and the Defence of Human Rights, carried out by the Platform for Social Action and financed by the then Ministry of Health, Consumption and Social Welfare (2021), the segments of the population with "low skills" tend to be those with low-income levels, those with lower levels of



Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
	Digital skills: people with no digital skills or low skills in a situation of economic vulnerability	56.6% (POAS, 2021)	30%	15%

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education. In the absence of a specific study by ethnicity, this indicator has been chosen as a proxy because it is a recent study that emphasises vulnerable populations, which includes part of the Roma population.

## Guidelines for action from the General State Administration

The General State Administration will define measures and initiatives that reduce the risk or situations of poverty and social exclusion, **guaranteeing access to social protection systems, benefits and the provision of services for the most disadvantaged Roma.**

The improvement of the living conditions of the Roma population necessarily involves a **combination of redistributive measures and activation policies that favour the participation of Roma in the labour market**, taking into account their particular needs and the intersection of the factors that can prevent equal and equitable access to training and employment, such as discrimination. The activation measures will seek to **offer accompaniment services for the socio-labour insertion of Roma** with greater difficulties.

In the next period, the Minimum Vital Income (MVI) will continue to be promoted as a tool to facilitate the transition of people in a situation of poverty and social exclusion towards a situation that allows them to develop and participate fully in society. In addition, spaces for **dialogue** will be opened **with business and trade union organisations to facilitate and encourage participation in the labour market by people in vulnerable situations** (including Roma), in line with the regulatory development of Royal Decree-Law 20/2020 through which the MVI was created. In addition, it is essential to reiterate the complementarity of the minimum insertion income paid by each Autonomous Administration.

One of the main objectives of this strategy is to combat child poverty and break the cycle of intergenerational transmission of poverty, promoting **comprehensive and community care programmes in the medium and long term** to have an impact in all areas (employment, social services, education, early childhood care, health, housing, etc.), through the coordination of efforts between the General State Administration, the Autonomous Regions and local entities. Likewise, **we will work to ensure that the educational itineraries are maintained throughout the training cycle**, giving continuity to the social programmes developed by the social entities and guaranteeing constant support from the team of teachers.

Reducing poverty and social exclusion among Roma requires collaboration between administrations. At state level, **coordination and joint promotion between sectoral policies and the improvement of access to and processing of social benefits** will be promoted, guaranteeing that social services do not reproduce paternalistic, discriminatory and/or antigypsyism dynamics. To this end, **specific training and awareness campaigns** will be promoted in order **to offer a social care service free of limiting stereotypes and/or unconscious biases.**

Likewise, there will be regular monitoring of the degree of coverage of benefits for Roma in severe poverty and the degree of access to basic services and resources. In the same vein, use will be made of the Technical Cooperation Group to address the monitoring of the objectives and implementation of actions of the National Strategy in the field of poverty and social exclusion.

On the other hand, taking into consideration that the lack of access and digital skills suppose factors that increase the risk or the situation of poverty and social exclusion,

insofar as they are fundamental to access social services and other essential activities for human development such as employment or job search, online education, formal and informal training, access to opportunities, access to financial resources, among others, in this area we will work hand in hand with other ministries to ensure that public policies such as the Digital Spain Plan 2025, Educa Digital and the Digital Skills Program for children effectively reach Roma.

On the other hand, this Strategy will address the digital divide on two fronts. On the one hand, resources will be earmarked **for inclusive initiatives so that the most vulnerable people and communities (including Roma) have access to internet services in their homes and to the appropriate tools to access digital services** (in general, computers). On the other hand, **actions aimed at improving the digital competences and skills** necessary to access virtual services and resources on an equal footing with the rest of the population will be promoted.

For the monitoring and evaluation of the objectives and the impact of the implementation of the actions, the elaboration of **periodical socio-demographic studies on the Roma population** will be promoted in order to have a baseline of the indicators defined for poverty and social exclusion, and thus establish an evaluation and monitoring mechanism that coincides with the next Operational Plan of the National Strategy.

#### **Actions to be promoted by the Autonomous Regions and local bodies**

The guidelines for action that could be promoted by the Autonomous Regions and local entities in their regional plans and programs for equality, inclusion and participation of Roma in their respective territories are defined below.

- Specific measures aimed at reducing child poverty and extreme poverty among the Roma population, especially child poverty and breaking the intergenerational cycle of poverty, with comprehensive programmes and actions that promote their socio-educational inclusion and the coverage of their basic needs (food, adequate housing, healthcare, welfare, etc.), taking advantage of the framework of the Child Guarantee and the European Social Fund Plus (ESF+).
- Improvement of the cooperation between Social Services and Public Employment Services in the field of social and labour insertion of Roma receiving minimum income or the minimum vital income, with special focus on the development of individualised social and labour insertion itineraries.
- Integral programmes for the promotion of the social inclusion of Roma at risk of exclusion, and especially for the labour activation of people and families receiving the MVI and other minimum incomes.
- Exchange of experiences and good practices to improve the initiatives that promote the social inclusion of Roma at risk of poverty and especially in conditions of extreme poverty, centred for example on active, integral itineraries in which the beneficiaries participate and which make access to basic services and resources possible.

- Development of socio-educational, school success and inclusion itineraries aimed at children benefiting from MVI and other minimum incomes.
- Cooperation between Social Services and Educational Services in the field of promotion and educational support for children in households at risk of poverty, especially extreme poverty.
- Exchange of experiences and good practices to improve the initiatives that promote the social inclusion of Roma children at risk of poverty and especially in extreme poverty.
- Improving access to income guarantee benefits for Roma with fewer economic resources so that they are compatible with work income, speeding up the procedures for this compatibility and the resolutions, for the measures to be encouraging.
- Improvement of the information processes for citizens with criteria of proximity, adaptability and flexibility, taking into account the digital divide suffered by people in situations of greater social vulnerability, such as Roma families at risk of poverty.

#### 2.4. Equality Axis

Equal opportunity in the access and enjoyment of both public and private goods and services, the equity of public policies and the fight against structural and institutional antigypsyism, are fundamental elements on which it will be necessary to work to a greater extent in the period 2021-2030. Suffering discrimination or intolerance on ethnic or racial grounds is a clear obstacle to the social inclusion of a population group, both because they cannot enjoy their rights under the same conditions as the rest of the population and because it affects their integration and social inclusion as full citizens.

Recent data<sup>43</sup> show that Roma are a particularly discriminated people in Spain. According to the study on the Perception of Discrimination based on Racial or Ethnic Origin carried out by the Council for the Elimination of Racial Discrimination (CEDRE), the Roma people is the group that is most perceived to have an unfavourable image by the majority population, together with the Maghrebi population, a reality that has worsened by two percentage points since the last study carried out in 2013.

The negative image of Roma, according to the aforementioned study, is considered to be caused mainly by other minority groups and by the media (including digital media such as social networks), in which Roma are usually represented in a negative way and in which discriminatory and racist discourses are given a place, which end up being reinforced in social networks and, therefore, in the general population. Part of this situation has to do with the lack of knowledge and prejudices that still exist about the culture and history of Roma in Spain, which is why intensive work should be carried out to promote, raise awareness and recognition of their cultural legacy in the general population through the media and social networks.

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<sup>43</sup> CEDRE (2020). Perception of racial or ethnic origin discrimination by potential victims in 2020. Ministry of Equality. Available at: [https://igualdadynodiscriminacion.igualdad.gob.es/destacados/pdf/08-PERCEPCION\\_DISCRIMINACION\\_RACIAL\\_NAV.pdf](https://igualdadynodiscriminacion.igualdad.gob.es/destacados/pdf/08-PERCEPCION_DISCRIMINACION_RACIAL_NAV.pdf)

It is therefore necessary to align this Strategy with the European Plan against Racism and to strengthen the collaborative links with OBERAXE to raise awareness in the media in order to reduce the perpetuation of prejudices and racist biases in information, adopting codes of conduct that promote inclusive, non-foreign and egalitarian narratives to counteract the antigypsyism discourse and promote a positive vision of the image of Roma women.

The most discriminated population groups are also those who perceive a higher degree of racism in society. Furthermore, all the groups consulted in the study consider that the worst treated population group is Roma of European origin, followed by Roma of Spanish origin.

Experiences of spontaneous discrimination (Roma who have suffered or witnessed discriminatory situations in the last year) have increased to approximately 30% and about 10 points compared to the 2013 study, while documented discrimination (experiences of discriminatory treatment in different areas, such as work, healthcare, or in dealing with neighbours or local public administration) has decreased by 6 points since 2013 but is over 50%.

Documented discrimination is experienced in all types of areas, although in the Roma population it is mainly perceived in the areas of healthcare, education, police treatment, access to housing, the neighbourhood and by establishments or in public spaces. This discrimination is largely due to the negative stereotypes associated with the discriminated groups, in this case Roma, as well as to physical features and/or the visual image of these people.

In the face of the discriminatory experiences reported, the levels of reporting remain low (11.5 per cent of all respondents). Of the hate crimes registered by the Security Forces and Corps, 14 (0.88% of the total) were for antigypsyism, which does not mean that there are no Roma who may have suffered hate crimes for other reasons. In fact, there is a relationship between gender, discrimination and the filing of complaints, with women experiencing discrimination at higher rates and also filing more complaints.

Despite an increase in complaints or claims compared to 2013, it is still necessary to **work on the need and importance of reporting**, as under-reporting is a problem that persists (21.7% of the people surveyed in the CEDRE study -2020- stated that they had not reported due to distrust in the usefulness of this legal mechanism) and that needs to be addressed in structural terms, as this has to do with Roma's distrust of institutions, especially after having suffered discriminatory situations in the different social and legal services they access.

It is also necessary to strengthen **the work of the Council on Racial or Ethnic Discrimination in assisting victims in situations of discrimination, hate speech, harassment and intolerance**. Although the Roma population is one of the groups that are most aware of the existence of entities and associations that they can join, they are still not widely known.

Discrimination based on racial or ethnic origin is combined in some cases with other types of discrimination, giving rise to situations of intersectional or multiple discrimination (as in the case of Roma women, the Roma LGTBTI population, Roma with disabilities or the

migrant Roma population) and which implies a greater degree of discrimination for groups that may find themselves in a situation of greater vulnerability.

On the other hand, according to data published by the Comparative Study on the situation of Roma in Spain in relation to employment and poverty, carried out by the Roma Secretariat Foundation (Fundación Secretariado Gitano) in 2018, 14% of Roma women remain illiterate, compared to 6% of Roma men. At the same time, few Roma women achieve Compulsory Secondary Education (15.5% compared to 19% of Romany men). The percentage of the population that reaches higher education is even more worrying, with 3% of Roma women reaching this level compared to 5% of Roma men who do. In addition, according to the figures collected in this study, the educational progress of Roma women is slower than that of Roma men.

The difficulties that Roma women face in accessing education are reflected in their insertion into the labour market. In fact, the participation of Roma women is only 38.5% compared to 76% for Romany men. A similar situation occurs in employment rates, where only 16% of Roma women are employed, compared to 44% of Roma men. The gap is even wider if Roma women are compared to men and women in the general population.

The inequality between women and men in the labour sphere is not only explained by the barriers that Roma women face in accessing education, but also because it has been identified that 97% of people engaged in domestic work are women, in line with the information collected by the aforementioned Comparative Study on the situation of the Roma population in Spain in relation to employment and poverty. In line with the above, 36% of Roma women do not seek employment because of family responsibilities, which tend to be considerably high in contrast to women in the general population if one considers that the number of children per Roma household is higher.

With regard to violence against women, according to data from the Macro-survey on Violence against Women 2019, of the Government Delegation against Gender Violence of the Ministry of Equality, one in two women resident in Spain aged 16 or over have suffered violence throughout their lives because they are women.

This violence also affects Roma women. In addition, and in the case of Roma, there are still some difficulties for Roma women to access specialised resources for the prevention of and attention to violence against women.

Taking these considerations into account, the future Strategy should not only address Roma non-discrimination and equality but should also specifically address work in areas such as equal opportunity between women and men and violence against women in order to reduce the gender gaps between Roma men and women and to prevent violence suffered by Roma women.

The objectives set out in this dimension are as follows:

### Antigypsyism and non-discrimination

- Reduce and prevent discrimination and intolerance against Roma and antigypsyism, including stigmatization, intersectional and multiple discrimination, crimes and anti-Roma hate speech

- Increase the empowerment of victims of discrimination, intolerance and antigypsyism in the exercise of their rights, guaranteeing their assistance, guidance and specialised accompaniment

### Equality between women and men and against violence against women”

- Reducing gender gaps between Roma men and women and combating stereotypes
- Fighting and preventing violence against women among Roma

### Promotion and recognition of Roma culture

- Promote knowledge about Roma history and culture, reconciliation and recognition.

## Antigypsyism and non-discrimination

### Diagnosis

In this Strategy, antigypsyism and non-discrimination take on special importance as they become a strategic line with specific and quantifiable objectives, as well as a horizontal axis throughout the whole document.

The work in this strategic line should be aimed at preventing and **reducing the experiences of discrimination that Roma** suffers in the access and enjoyment under equal conditions in the different public policies (education, employment, housing, healthcare, social services, etc.), as well as to private goods and services and to provide **assistance and support to the victims of racial discrimination** (including administrative offences, hate crimes and discourses and/or factors that intersect with this) and contribute to the **non-normalisation of discrimination** and fight against the existing under-reporting, facilitating the reporting of such acts. In addition, it is necessary to tackle the beliefs, stereotypes and prejudices that influence and contribute to the generation and development of intolerant, discriminatory situations and antigypsyism attitudes.

## Objectives Antigypsyism and non-discrimination

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
<b>1. Reduce and prevent discrimination against Roma and antigypsyism, including stigmatisation, intersectional and multiple discrimination, hate crimes and anti-Roma hate speech</b>	Spontaneous discrimination rate <sup>44</sup>	43% (CEDRE, 2020)	30%	20%
	Documented discrimination rate <sup>45</sup>	72% (CEDRE, 2020)	50%	30%
	Comfortable population if their children are in a romantic relationship with a Roma	65% (CEDRE, 2020)	75%	90%
	Comfortable population if their children have a Roma child as a classmate	50% (CEDRE, 2020)	65%	80%
	Roma who feel discriminated against in the educational sphere	26% (CEDRE, 2020)	15%	5%
	Roma who feel discriminated against in the field of employment	30% (CEDRE, 2020)	20%	10%
	Roma who feel discriminated against in the field of healthcare	16% (CEDRE, 2020)	14%	12%
	Roma who feel discriminated against in the housing field	30.8% (CEDRE, 2020)	22%	15%

<sup>44</sup> Percentage of people who, in the last 12 months, have witnessed a discriminatory or racist situation towards themselves or someone close to them.

<sup>45</sup> Percentage of people who have suffered discrimination in a specific area of their life (e.g. employment, healthcare, housing, relationship with the neighbourhood, etc.).



Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
<b>2. Increase the empowerment of victims of discrimination and antigypsyism in the exercise of their rights, guaranteeing their assistance, guidance and specialised accompaniment.</b>	Complaint filed after discrimination	11.5% (CEDRE, 2020)	25%	40%
	Percentage of Roma who have felt discriminated against and have reported the facts	To be determined	To be determined	To be determined
	Level of ignorance on the part of the Roma population of the organisations that provide support or advice to victims of discrimination	83% (FRA, 2016)	65%	50%
	Cases dealt with by the Service for Assistance and Guidance to Victims of Racial or Ethnic Discrimination	316 (CEDRE, 2020)	800	1000

## Guidelines for action from the General State Administration

Discrimination and antigypsyism are structural problems that manifest themselves in different spheres of social, political, economic and cultural life. In this sense, **the fight against discrimination and antigypsyism will be approached in a transversal way**, informing on each of the areas in which this social problem manifests itself and relying on the existing strategies, plans and legal-political instruments for this purpose.

Firstly, it is essential to **recognise antigypsyism as a structural phenomenon and, as such, to address it through proactive policies, including positive action or special measures**. The State **will establish effective mechanisms and actions to combat the multiple and structural discrimination experienced by Roma**, from an intersectional perspective.

On the one hand, **regulatory frameworks and public policies against racial discrimination, racism and related intolerance will be promoted**, such as the future Equal Treatment Act and the National Plan against Racism and Discrimination. On the other hand, **existing mechanisms for the care and protection of victims** of racism, antigypsyism, hate crimes and racial discrimination **will be strengthened**, such as **the Council for the Elimination of Racial or Ethnic Discrimination -CEDRE-<sup>46</sup>**, as well as other mechanisms such as **the National Office for Combating Hate Crimes** or the **Labour Inspectorate**, paying special attention to those subgroups of the Roma population in which conditions that increase vulnerability and the risk of discrimination and social exclusion intersect, such as: sex, gender identity or expression, sexual orientation, disability status, migrant or refugee status, ethnicity, nationality, illness, race or age.

As part of the process of transformation of the instruments of the Public Administrations, the **updating of the existing legal body and the problems of its implementation** will be promoted, **especially with regard to offences and sanctions in the field of racial discrimination**, in accordance with art. 15 of Directive 2000/43/EC, Directive 2000/78/EC, the Convention on the Elimination of Racial Discrimination and its general recommendation n° 35 on hate speech, which recommends that "criminalisation of racist forms of expression should be reserved for the most serious cases, which can be proven beyond reasonable doubt, while less serious cases should be dealt with by means other than criminal law, taking into account, inter alia, the nature and extent of the impact on the targeted individuals and groups", the Human Rights Committee's General Comment No. 34, paragraphs 22-25 and 33-35, which makes explicit the limits to freedom of expression and ECRI's recommendations.

Priority should also be given to the **prevention and elimination of racial segregation**, understood as racial discrimination, as defined in article 3 of the International Convention on the Elimination of All Forms of Racial Discrimination<sup>47</sup>. It should be noted that this article

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<sup>46</sup> In 2003, Law 62/2003 transposed the above-mentioned Directive 2000/43/EC and provided for the establishment of a body for equal treatment and non-discrimination of persons on the basis of racial or ethnic origin. In 2007 RD 1262/2007, amended by RD 1044/2009, regulated its mission, composition and functions.

<sup>47</sup> The article states that "States parties especially condemn racial segregation and apartheid and undertake to prevent, prohibit and eradicate all practices of this nature in the territories under their jurisdiction".

is legally binding on Spain and will be given importance in this Strategy in the framework of the fight against antigypsyism in order to combat and prevent structural and institutional antigypsyism present in Spanish society.

For the reduction of discrimination, it is considered essential to **train and increase awareness among professionals in the public administration, the media and also in all public and private sectors to guarantee equal treatment as a fundamental right**, as well as to denounce and prevent discriminatory treatment involving alleged offences or administrative offences suffered in both the public and private sectors on ethnic or other grounds.

With regard to social networks and the media, **the measures and actions to be implemented will be in line with the provisions of the European Union's Anti-Racism Plan 2020-2025 and the future National Plan against Racism**, which will address the regulation of algorithms, artificial intelligence and social networks with the aim of controlling the dissemination of anti-racist hate speech, fake news and all types of information that generate discrimination and antigypsyism practices in the digital sphere.

In relation to this last area, it is necessary to **work systematically on the training of media professionals**, with the aim of promoting information with a non-foreign perspective that respects and recognises all the population and ethnic groups of diverse origin in Spain, making it possible for them to be represented in all the media in order to be able to count on Roma references in the script, direction and production teams.

Furthermore, it is essential to **fight against negative stereotypes, hate speech and false information that circulate about Roma** and that have a negative impact on society's view of the Roma people. In this sense, it is considered necessary to **promote and recognise Roma culture as a relevant part of the country's history and culture, creating a positive narrative about Roma and encouraging spaces for interaction between Roma and the general population**, thus promoting an intercultural approach to Spanish society.

Similarly, and in line with the intersectional approach, the future National Strategy for Disability will develop **measures to make disability visible and normalise it in the Roma people**, thereby seeking to eradicate any type of discrimination due to their diverse origin and disability status.

Similarly, special importance should be given to the objective of **preventing and eliminating racial discrimination and antigypsyism in the field of housing and settlements**, where data from recent studies reveal the high perception of racial discrimination (CEDRE 2020), as well as in employment, in the media, including social networks, artificial intelligence and in education, among other areas.

The main challenge facing the monitoring of discrimination and antigypsyism and hate crimes in Spain, as pointed out by other international organizations, the UN and the European Union, lies in the lack of knowledge about the most relevant data to assess the extent and impact of structural racism<sup>48</sup> by ethnicity in the different areas of action, in line

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<sup>48</sup> In terms of employment rate, unemployment rate, activity rate, access to housing, substandard housing, educational segregation, residential segregation, access to university, etc.

with what the European Union Anti-Racism Plan 2020-2025 and the political commitment in the Durban Declaration and Programme of Action, ratified by Spain, indicate.

For a correct diagnosis and an efficient intervention in the fight against structural and institutional racism, the Ministry of Equality has initiated the debate on the advisability of **including data on ethnic origin (with information disaggregated by sex and age) in a structured way in the statistics, surveys and studies carried out at national level**, thereby seeking to understand and combat the behaviour and prevalence of structural and institutional racism and the experiences of secondary victimisation suffered by some ethnic and population groups in Spain, including Roma, while respecting the principles of voluntariness, self-identification and anonymity.

### **Actions to be promoted by the Autonomous Regions and local bodies**

Next, the guidelines for action that could be promoted by the Autonomous Regions and local bodies in their regional plans and programmes for the inclusion, equality and participation of Roma in their respective territories are defined.

- Approval of action plans against racism, incorporating the issues identified in the EU Anti-Racism Plan 2020-2025 and specifically addressing the fight against antigypsyism and incorporating the guidelines of the EU Action Plan at regional level.
- Development of sectoral protocols to address and reduce situations of discrimination and antigypsyism in the care and provision of different social services.
- Training of public employees working in the fields of healthcare, housing, labour and education in anti-discrimination and antigypsyism.
- Institutional and media campaigns on the fight against prejudices, myths and negative stereotypes about Roma from a gender perspective that allows the image of Roma women to be improved.
- Programmes aimed at counteracting the effects of antigypsyism in the media and social networks from a gender perspective.
- Support for educational centres to promote cultural diversity in educational and curricular projects.
- Inclusion of the history and culture of Roma in the curriculum and in the study materials of the educational centres.
- Development of plans to avoid residential and school segregation.
- Promotion and reinforcement of the Service for Assistance and Guidance to Victims of Discrimination based on Racial or Ethnic Origin in the Autonomous Regions where it has already been created and assessment of the creation of this type of mechanism in the other Autonomous Regions.
- Creation of specific units for the police management of diversity in all local police forces, incorporating appropriate protocols for antigypsyism incidents and hate crimes.
- Guarantees of access to judicial services and remedies.

### Diagnosis

According to EU-MIDIS II data<sup>49</sup>, despite the efforts of the European Union and the Member States to reduce gender inequalities, significant gaps between Roma men and women still persist, as well as gaps between Roma women and the rest of women in the general population.

Generally speaking, the **multiple discrimination** of Roma women is translated into the intersectionality of several factors, especially poverty and social exclusion, gender and structural and institutional antigypsyism. These obstacles are evident -and have direct negative consequences- in the educational levels achieved and surpassed, a higher unemployment rate, a lower employment rate, greater dedication to domestic and care tasks, a worse perception of health and a higher incidence of some diseases.

In addition, some problems have been identified that have a great impact on the lives of Roma women, such as early marriages or the dilemma between staying at school or starting a family, especially if they have children and do not have access to nurseries, abandoning the educational system and turning to family care tasks.

In Spain, it is especially necessary to **increase the academic success** of Roma women, as this is the main determinant in guaranteeing access to employment and, at the same time, to raise awareness of the need for **joint responsibility** within households for unpaid work (domestic and family): 98% of the people who reported doing domestic work in the Comparative Study of the Roma Population are women, a figure that has barely changed since 2005 (99% were women)<sup>50</sup>.

On the other hand, 21.7% of the surveyed persons with Compulsory Secondary Education or higher who are engaged in domestic work are women, as compared to 0.7% of men with the same educational level. 36% of Roma women admit that they are not looking for work because of family responsibilities<sup>51</sup>. Many of them say that they would like to have a job, but because they carry the full burden of household chores, it is more difficult for them to find employment.

On the other hand, it is considered necessary to include a specific objective on the prevention of **violence against women in the Roma population**. The main data of the Macro-survey on Violence against Women 2019, show that the violence suffered by women in Spain is a hidden and structural:

- One out of every two women (57.3%) living in Spain aged 16 or over have suffered violence during their lives because they are women, which would amount to a total of 11,688,411 women.

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<sup>49</sup> FRA (2019), Second European Union Minorities and Discrimination Survey. Roma women in nine EU Member States. Available at:

<sup>50</sup> Roma Secretariat Foundation (2019). Comparative study on the situation of the Roma population in Spain in relation to employment and poverty 2018.

<sup>51</sup> IDEM

- With regard to intimate partner violence, 14.2 per cent (2,905,489 women) have suffered physical and/or sexual violence from a current or former partner at some point in their lives.
- It is estimated that a total of 1,322,052 women have experienced sexual violence at some point in their lives from someone with whom they are not and have not been in a relationship. Only 8% of women who have suffered sexual violence outside the couple have reported any of these aggressions to the Police, the Civil Guard or the Court.

As for the rest of the group of women living in Spain, violence against women affects Roma women. However, the first evaluation report to Spain by the Group of Experts on Combating Women and Domestic Violence (GREVIO), on the legislative and other measures giving effect to the provisions of the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention) of October 2020, states that there are certain difficulties in relation to the particular situation of Roma women in Spain. They note in their report that Roma women show a certain reluctance to turn to the security forces or social services after suffering violence against them, as well as the existence of some barriers to accessing primary health care services, or the lack of cultural sensitivity and specific knowledge of professional teams about the reality of Roma women.

For all these reasons and with the aim of preventing the violence suffered by women in general and Roma women in particular, this National Strategy will contain specific measures to improve knowledge, raise awareness and prevention, care and reparation, involving Roma women as an active part of the change that our country needs in order to move towards a society free of male violence.

The achievement of the objectives of gender equality and violence against women necessarily requires incorporating the **gender perspective in all public policies** in parallel to the implementation of **specific actions** for Roma women, so that the gender gaps are reduced in the different areas (especially in education and employment), the necessary support is given to guarantee equality and non-discrimination of Roma women and equality between men and women is promoted both in the whole population and within the Roma population.

## Equality between women and men and against violence against women

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
<b>1. Improve the living conditions of Roma women and reduce the gaps between Roma men and women, in particular in access to resources and fight against stereotypes</b>	Activity rate of women	38.5% women (FSG, 2019)	40% women	45% women
	Rate of women among inactive persons by cause of unpaid domestic and family work	98% women (FSG, 2019) <sup>52</sup> 2% men (FSG, 2019)	94% Women 6% Men	87% Women 13% Men
	School enrolment rate of Roma children between the age of four and the starting age for compulsory schooling	98% boys (FRA, 2017) 93% girls (FRA, 2017)	98% boys 95% girls	98% boys 98% girls
	Early school leaving rate <sup>53</sup>	70% (FRA, 2017) 69% boys (FRA, 2017) 72% girls (FRA, 2017)	50% Women 60% Men	40% women 40% men
	Average post-compulsory education attained by Roma men and women	15.5% in Roma women (FSG, 2019) <sup>54</sup> 19.4% in Roma men (FSG, 2019)	19% in Roma women 22% in Roma men	28% Roma women 28% Roma men
	Employment rate (16-64 years)	29.9% (FSG, 2019) 16.8% in Roma women 44.1% in Roma men	35% 30% Women 40% Men	40% 35% Women 45% Men

<sup>52</sup> The figure shown here has been obtained from the Comparative Study of the Roma Population carried out by the Roma Secretariat Foundation (2019), which reports on the total number of Roma people who have declared themselves to be engaged in domestic work.

<sup>53</sup> Young people between 18 and 24 years of age who have not completed the second stage of Secondary Education, i.e. the A Levels or an intermediate or basic training cycle, and who have not continued their education. The initial data is based on the FSG's 2013 estimated study for Roma students.

<sup>54</sup> Roma population with secondary education (ESO, A Level or intermediate level of Vocational Training).



Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
	Unemployment rate among Roma men and women	60.4% in Roma women (FSG, 2019) 47.4% in Roma men (FSG, 2019)	50% Women 37% Men	40% Women 30% Men
	Rate of young Roma who neither work nor study, nor are training (16-30 years)	57.6% in Roma women (FSG, 2019) 42.4% in Roma men (FSG, 2019)	50% in Women 35% in Men	40% in Women 30% in Men
	Perception of Roma who declare their state of health as "good" or "very good" <sup>55</sup>	65.6% male (ENPSG, 2014) 55.6% female (ENPSG, 2014)	69% men 63% women	73% men 67% women
		25.1% of population > 55 years old (ENPSG, 2014)	31% > 55 years old.	35% > 55 years old

<sup>55</sup> The following self-referenced secondary indicators, disaggregated by sex and age, will be taken into account in order to obtain a complete picture of the situation of the Roma population in the field of health and to implement or adjust comprehensive measures accordingly: daily frequency of consumption of fresh fruit; daily frequency of consumption of vegetables; type of main daily activity; frequency of physical activity; percentage of Roma people who smoke daily; frequency of alcohol consumption in the last 12 months; self-reported percentage of Roma women who have had their last Pap smear three years ago or less; percentage of Roma people who report difficulty falling asleep; percentage of Roma people who report feeling down, depressed or hopeless; percentage of Roma people with difficulty walking up or down 12 steps; percentage of Roma people with limitations due to a health problem; and medication consumed in the last two weeks (relaxants, antidepressants, etc.).



## Guidelines for action from the General State Administration

The existence of inequalities between women and men is a phenomenon that all Roma women face and that is present in all areas, which is why **this National Strategy will include the gender and intersectional perspective in all the strategic components and in all the initiatives to be implemented.** In this regard, the General State Administration will promote the design of policies, strategies and general measures that are more sensitive to the equality of the Roma population, with special attention to gender inequalities and with an intersectional approach, seeking to facilitate equal access by women to the different social services without distinction of sex, gender, ethnicity or nationality.

This National Strategy recognises that the reduction of the gap between Roma men and women must be tackled from a transformative approach, influencing the underlying and structural causes through **direct intervention in different areas such as neighbourhoods, schools and hospitals**, but that it also requires the **implementation of positive actions aimed at promoting real and effective equality of treatment and opportunity between women and men in different areas**, especially those in which women are at a greater disadvantage than Roma men: education, labour activation and occupation, poverty and social exclusion and violence against women and discrimination. For efficient monitoring of the closing of gaps in these areas, the indicators in each area of this Strategy will be disaggregated where possible by sex and age.

The stigmatisation and multiple discrimination experienced by Roma women will be tackled through **awareness-raising actions on equality, stereotypes and violence against women among** the Roma, paying special attention to the young population.

With regard to violence against women, the aim is to address the issue by including measures in different areas of action: improving knowledge, awareness-raising and prevention, specialised care and reparation.

Thus, with regard to **improving knowledge**, the aim is to obtain results on the forms, characteristics or prevalence of violence suffered by Roma women, as well as data on their confidence in the resources made available to women who are victims of violence. In this way, the improvement of knowledge is intended to advance in the improvement of public prevention policies.

**Awareness-raising activities will also be carried out**, giving priority to the introduction of intersectionality and interculturality in actions and possible awareness-raising campaigns; the dissemination of guides for the detection of violence against women and the implementation of actions for prevention will be promoted.

In the area of **specialised care and reparation**, specialised training in intersectionality and interculturality will be promoted for professionals working in the care of women victims of violence; the dissemination of guides and protocols for action will be promoted and programmes for comprehensive social assistance to Roma women victims of violence will be promoted.

## **Actions to be promoted by the Autonomous Regions and local bodies**

The guidelines for action that could be promoted by the Autonomous Regions and local entities in their regional plans and programs for equality, inclusion and participation of Roma in their respective territories are defined below.

- Specific programmes for the insertion and labour activation of Roma women.
- Awareness-raising actions on gender equality and stereotypes aimed specifically at Roma.
- Scholarship and/or financial aid programmes to promote the education and studies of Roma women.
- Intensify the coordination between public services, social organisations and the entities of the Roma association movement that work with Roma women in the prevention of and attention to violence against women.
- Integral programmes aimed at supporting the continuation of Roma girls and young women in Compulsory Secondary Education in order to improve their academic success at this level.
- Programmes and provision of services that guarantee the right to comprehensive social assistance for victims of violence against women and care for minors, taking into account an intersectional and intercultural approach.
- Programmes to prevent and raise awareness of violence against women, taking into account the principle of intersectionality.
- Encouraging and empowering Roma women's associations, supporting their initiatives, providing them with the necessary tools and resources, and promoting the leadership of Roma women.
- Prevention and awareness-raising activities on violence against women, taking into account the principle of intersectionality.
- Studies to understand how male violence affects Roma women.
- Care and support services for cases of violence against Roma women, taking into account their specific needs and culture. For this, it is essential to improve the cultural sensitivity and specific knowledge of the professional teams about the reality of Roma women.
- Raising awareness against stereotypes and stigmatisation of Roma women. Campaigns and improvement of the Roma female image
- Facilitate access to all judicial services and remedies.
- To disseminate information on the rights, provisions and legal procedures for dealing with cases of violence against women in the Roma population.

## **Promotion and recognition of Roma culture**

### **Diagnosis**

In the current period, the promotion of Roma culture is proposed as a key strategic line incorporated within the equality axis, with equal incidence on the participation and empowerment of Roma, based on the premise that greater visibility of their culture and

acknowledgement and knowledge of Roma will contribute to their empowerment and participation in cultural and social life at national level, without detriment to the fact that it is closely related to the prevention of discrimination on ethnic grounds and the elimination of stereotypes.

In recent years there has been progressive progress in the acknowledgement of Roma in Spain through legislative or symbolic actions promoted by the different administrative levels. The latter has been translated into the celebration or commemoration of several historical milestones, such as the International Day of Roma or the Roma Holocaust.

Culture is one of the areas where the Roma issue is best defined and is a key to the understanding and resolution of antigypsyism. The setting up of the Institute of Roma Culture is based on the contribution of the culture of Roma to the culture of Spain. The degree of knowledge of the Roma culture, or of specific aspects of it, is very high in the Spanish population, as can be seen especially in flamenco music, which is one of the most important dynamic cultural industries in Spain. In this sense, the study carried out on flamenco in 2011 by the University of Cadiz is demonstrative of this. In relation to other cultural aspects of the Roma population, the level of visits to websites and networks both to the Institute of Roma culture and to associative entities also shows the interest in the Roma culture on the part of the population in general, and it should continue to be one of the objectives to improve the level of knowledge and recognition of Roma Culture.

Although the advances in the institutional acknowledgement of Roma are positively valued, it is important that this acknowledgement is assumed in a majority way by the general population, so that Roma are known and recognised as an important part of national history, culture and art, avoiding cultural assimilation and appropriation.

To this end, it is important to promote actions aimed at the general population and to know to what extent some milestones or key questions about Roma are known. This work of acknowledgement and visibility is important at the different administrative levels, accompanied by actions to raise awareness of the contributions of Roma to history, culture and art in the different Autonomous Regions and the localities within them.

At the same time, the work carried out by Roma professionals in the field of culture and the arts should be promoted in order to ensure the presence of their work in the national cultural and artistic panorama and to support their professional development.

## Objectives in Promotion and recognition of the Roma culture

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
1. To promote knowledge and dissemination of Roma history and culture in order to foster recognition and reconciliation	Percentage of references to Roma in Primary Education	48% (CNIIE, 2017)	60%	80%
	Percentage of references to Roma in Compulsory Secondary Education	52% (CNIIE, 2017)	65%	85%

## Guidelines for action from the General State Administration

Equality, inclusion and participation of Roma in Spain require a wide knowledge and recognition of their culture, language and history in the general population. To this end, the actions of the General State Administration will seek to make visible and **disseminate the history and culture of Roma in various media, promoting positive narratives about Roma and their contributions to diversity and to Spanish society.**

The measures to be implemented will promote **dialogue and intercultural learning from primary and secondary compulsory education**, fostering inclusive and respectful attitudes towards diversity from an early age. Following the Recommendation approved by the Council of the European Union, the General State Administration will continue to **develop activities that train teachers in Roma history and culture**, so that teaching and syllabuses represent a **positive and informed image of the historical and cultural trajectory of Roma** in educational centres.

In addition to the training of teachers at all educational stages and public officials, the intention is reiterated to **continue promoting the inclusion of the history and culture of Roma in the school curriculum** and to extend the advances that have been made to include this subject in textbooks and materials used in schools throughout the country, making use of the knowledge and successful experiences of the entities of the Roma associative movement.

The promotion of knowledge and recognition of the Roma culture in Spain must be carried out **following the principles of inclusion** that have been set out in the Organic Law 2/2006 on Education (LOMCE), which contemplates "the study and respect of other cultures, particularly that of Roma and other groups and associations, contributing to the appreciation of cultural differences, as well as the recognition and dissemination of the history and culture of the ethnic minorities present in our country, in order to promote their knowledge and reduce stereotypes"<sup>56</sup>. The actions and measures in this Strategy aspire to "training in respect and recognition of the linguistic and cultural plurality of Spain and of interculturality as an enriching element of society"<sup>57</sup> and to "know, understand and respect different cultures and differences between people, equal rights and opportunity for men and women"<sup>58</sup>.

Other actions will seek to **vindicate the practices and traditions of Roma as part of the recognition of the culture of Roma and their contributions to Spain.** In this sense, **activities will be developed that make Roma art visible and position** it for the general population, involving Roma artists, entities, institutions, as well as other non-Roma actors to promote spaces for dialogue and intercultural coexistence.

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<sup>56</sup> Organic Law 2/2006, of 3 May, on Education. Official State Gazette, 106, of 4 May 2006, 2006 to 7899. Retrieved from: <https://www.boe.es/buscar/pdf/2006/BOE-A-2006-7899--consolidado.pdf>

<sup>57</sup> IDEM

<sup>58</sup> Royal Decree 126/2014, of 28 February, which establishes the basic curriculum for Primary Education. Official State Gazette, 52, of 1 March 2014, 2006 to 2222. Retrieved from: <https://www.boe.es/buscar/pdf/2014/BOE-A-2014-2222-consolidado.pdf>

At the same time, the State's efforts will seek to have Roma culture declared an **intangible cultural heritage of humanity**, a symbolic and necessary recognition for the historical memory, reconciliation and vindication of Roma in Spain and Europe. In line with the above, **institutional awareness and recognition of the International Day of Roma, the commemoration of the Samudaripen Roma Holocaust, and the "General Roma Prison"** will continue to be promoted.

With the objective of drawing up baselines on the knowledge and recognition of the history and culture of the Roma population in Spain, the need has arisen to carry out **specific studies** that allow efficient monitoring of the indicators established with regard to the degree of knowledge and recognition of the Romipen (or Roma culture) by the general population. Along the same lines, the **development of lines of research on Roma culture** in universities and centres of thought will be promoted, training and positioning leaders specialised in Roma culture.

### **Actions to be promoted by the Autonomous Regions and local bodies**

The guidelines for action that could be promoted by the Autonomous Regions and local entities in their regional plans and programs for equality, inclusion and participation of Roma in their respective territories are defined below.

- Celebration of the International Day of Roma and of Samudaripen on a regional and local level, as well as other acts that contribute to a greater knowledge and recognition of the historical memory of Roma.
- Promotion of cultural activities that make visible and celebrate the history and culture of Roma, such as the Day of the Roma Language, flamenco festivals and other traditions.
- Incorporate the history and culture of Roma in the official academic curriculum and in the textbooks of Primary and Secondary Education, following the guidelines contemplated in the Orientation Protocol for the inclusion of the history and culture of Roma in the school curriculum and teaching practice, in close collaboration with the entities of the Roma associative movement.
- Working with the Roma associative movement to make Roma history, culture, memory and art visible on a regional and local level, especially in cities and Autonomous Regions in which there is a greater percentage of Roma population and in which there is an important legacy of Roma.
- Positioning of artists, writers, composers and other Roma referents in physical or virtual cultural activities.
- Investment in initiatives and research projects related to the promotion and knowledge of Roma history and culture.
- Dissemination of reconciliation processes in society.
- Specific artistic and cultural programmes for Roma youth.

## 2.5. Participation

The participation of Roma has been considered a line of action within the Operational Plans of the previous Strategy, as well as a key element within the governance system of the Strategy. Although positive experiences have been identified both in effective coordination mechanisms (such as the Council's health working group) and in participatory programmes (such as the Equi-Sastipén-Rroma Network or participatory local development pacts in neighbourhoods), in general terms the participation of Roma and their representative bodies has not been sufficiently promoted.

In this sense, it continues to be an underrepresented group in political, social, economic and civil life in Spain, and its role within public policies has been mainly as an informant. In this way, it is fundamental to improve the quality and quantity of the participation of both entities and Roma at all administrative levels and in the different spheres of action. Furthermore, they must play a leading role in the development of the Strategy, and to this end it is essential to promote and strengthen both the Council's working groups, so that they are much more active and are incorporated into the public policy cycle, in each of the Strategy's objectives, and to promote the creation of Councils at the regional level, as well as institutional mechanisms for participation at the local level.

Furthermore, they must play a leading role within the Strategy, and to this end it is essential to promote and strengthen the Council's working groups, so that they are much more active and are incorporated into the public policy cycle in each of the Strategy's objectives.

The strategy will strengthen the mechanisms for the participation of Roma and the entities of the associative movement, especially associations of Roma women and young people. For this reason, the creation of entities of Roma women and young people will be promoted, and their participation will be encouraged, both in the State Council of Roma and in other systems of participation. Likewise, the international participation of these associations will be promoted by the administrations.

As well as reinforcing the working mechanisms of the State Roma Council and its working groups, during the period of validity of the strategy it will be sought to create and reinforce the mechanisms of participation of the entire Roma associative movement, including those entities that are not represented within the Council. These participation mechanisms may include other participation mechanisms beyond the formal participation mechanisms, such as online participation mechanisms or participation by interests.

Likewise, participation with the entities of the Roma association movement at a regional level will be reinforced, as well as the relationship between the State Roma Council with the regional participation councils or platforms, through the creation of a space for dialogue and collaboration.

Another of the key aspects to be dealt with is to promote the participation of Roma and their organisations in other State institutions, such as the Parliament and the Senate, and with European and international institutions.

The objectives set out in this dimension are as follows:



## Participation of Roma and the Roma representative entities

- Increase the presence of the Roma association movement in the cycle of public policies.
- Promoting dialogue and collaboration between the Roma association movement, the State Roma Council, the Autonomous Regions and Roma entities
- Promote the establishment of coordination mechanisms for civil society organisations to facilitate their participation in public policy processes and citizen participation, guaranteeing the representation of these organisations in all their diversity.
- Increase and strengthen the entities of the Roma association movement of women and young people to guarantee their participation.

## Participation of Roma and the Roma representative entities

### Diagnosis

Participation was conceived as a key element and backbone of the 2012-2020 Strategy, both of the Romany association movement and of the rest of the actors of the Public Administration for adequate governance. In addition, it was incorporated into the Operational Plan 2018-2020 as a complementary line of action. The results of the evaluation of the 2012-2020 Strategy have shown that the levels of participation that occurred during the elaboration of the 2010-2012 Action Plan (which preceded it) and the design of the Strategy itself were not maintained during its implementation, neither in a sustainable manner over time nor in a homogeneous manner in the development of all public policies.

Therefore, it is necessary to promote and reinforce the participation of the Roma association movement in the spaces in which it is already represented, as well as to encourage its incorporation into the coordination mechanisms and policies in which it is not represented, both at state and autonomous community level, promoting the creation of new instruments that favour this participation. In addition to developing participative programmes at local level aimed at the Roma population.



## Objectives in Participation of Roma and the Roma association movement

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
1. Increasing the presence of the Roma association movement in the cycle of public policies	CEPG Working Party Meetings in the last year	10	3 per group per year	3 per group per year
2. Promote the establishment of coordination mechanisms for civil society organisations to facilitate their participation in public policy processes and citizen participation, guaranteeing the representation of these organisations in all their diversity.	Number of Regional Roma Councils	7	12	17 Regional Councils
3. Increase and strengthen the entities of the Roma association movement of women and young people to guarantee their participation.	Women's and youth organisations represented in CEPG	3 entities of Roma women in the CEPG. 1 youth entity in CPEG	8 Roma women's organisations in the CEPG 2 youth entities in CEPG	10 Roma women's organisations in the CEPG 4 youth entities in CEPG
	Women's and young people's organisations represented in the regional/local councils <sup>59</sup> .	Entities of Roma youth and Roma women represented	8 Romany women's organisations in the Regional Councils	10 Romany women's organisations in the Regional Councils

<sup>59</sup> The base figure will be set through a consultation with the Autonomous Communities. This data will be updated once the information is available.

Specific objectives	Indicator	Latest available data	Intermediate goal	Final goal
			2 youth entities the Regional Councils	4 youth entities the Regional Councils

## Guidelines for action from the General State Administration

The actions of the General State Administration will be aimed at **promoting the active participation of Roma in social, economic, political and cultural life, implementing positive action measures or special measures** as deemed necessary and placing special emphasis on women, LGBTI people, people with disabilities and Roma youth. To this end, initiatives will be developed that promote dialogue and the participation of Roma and organisations in order to define the most urgent needs, the most suitable responses and the most suitable collaboration mechanisms to achieve synergies between the Roma association movement and those responsible for decision making at state, regional and local level.

Similarly, **actions that contribute to the development of capacities and leadership in Roma civil society** will be promoted, **encouraging Roma leaders and entities to participate in the decision-making processes**, in the **elaboration of public policies** throughout their cycle - design, implementation, evaluation and monitoring - as well as in other **spaces of social, political, citizen and voluntary participation**. In this regard, initiatives will be carried out to promote the participation of Roma children and young people, with funding from the General State Administration for this purpose.

With regard to this Strategy, new spaces for coordination between public administrations and the Roma association movement will be promoted. For example, the **creation of consultation and participation groups** will be promoted, **made up of representatives of the competent Ministries, the competent Departments or Secretariats of each Autonomous Community and the entities of the Roma association movement** present in each regional entity, in such a way that there is significant participation whose impact has effects on the implementation of the actions of the Strategy at local and regional level.

In addition to the above, in order to complement the work of the CEPG and to involve the entities that do not participate directly in it, **meetings** are planned **and the establishment of other channels of participation with the different social entities that make up the Roma association movement through public consultations promoted by the ministries**.

In parallel, the **participation of the entities of the Roma association movement in the different entities of the Roma association movement in institutions of the European Union and the Council of Europe will be encouraged**, where their contribution from the Spanish experience could add value to the national strategies of other countries.

Likewise, resources from the General State Administration and European Funds will be allocated to **reinforce and support the actions of social entities that favour Roma**, especially those of women and young people, also promoting the creation of new entities in both sectors. In addition, the participation of these associations in **international projects and volunteering in Spain and Europe** will be promoted, capitalising on the opportunities that have opened up in the new programming period of European funds (2021-2027) and the existence of programmes such as Erasmus+ Youth, among other relevant initiatives.

The inclusion of a representation of Roma entities will be supported, in collaboration with the State Roma Council, in the Monitoring Committees of the Multi-regional Operational Programmes that deal with the needs of Roma, at the same time as the increase in the

number of Roma entities that are beneficiaries of European funds, especially of the ESF+, will be promoted.

Spaces for dialogue and collaboration will be promoted between the State Roma Council and those councils created at a regional level, as well as with other platforms for participation of the entities of the Roma association movement at a regional level.

Finally, we will continue to promote the **development of strategic alliances between the Roma association movement, governments at different levels, civil society, the business sector and academia**, seeking the recognition and participation of Roma in the different social, political, economic and cultural spheres.

### **Actions to be promoted by the Autonomous Regions and local bodies**

Next, the guidelines for action that could be promoted by the Autonomous Regions and local bodies in their regional plans and programmes for the inclusion, equality and participation of Roma in their respective territories are defined.

- Dissemination of good practices in the field of political participation of Roma people and organisations.
- To guarantee the participation of the Roma association movement in the elaboration, monitoring and evaluation of the specific strategic plans for Roma and in the most relevant sectors to guarantee their social inclusion.
- Intersectoral work at the local level: roundtables, commissions or periodic networking spaces with the different actors involved.
- Creation of Regional Roma Councils and consultation and participation groups with the competent Regional Ministries and/or Secretariats and the entities of the Roma associative movement.
- Joint work with the Roma associative movement for the incorporation of actions in future Regional Programmes.
- Inclusion of entities representing Roma in the Monitoring Committees of the Regional Programmes that deal with the needs of Roma.
- Programmes for participatory local development in the framework of ESF+ Regional Programmes.
- Consolidation, transformation and modernisation of the entities of the Roma association movement, especially Roma youth and Roma women's organisations.
- Promotion of the participation of Roma in civic, association and neighbourhood movements in their territory.
- Creation or reinforcement of platforms for the participation of the entities of the Roma association movement in the regions similar to the CEPG.
- Creation of platforms for the coordination of the entities of the Roma association movement at regional level that guarantee the representation of all the associations,

especially of Roma women and youth, in order to guarantee territorial representation at state and international level.

### 3. Strategy Implementation

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#### 3.1. Operational Planning

The articulation and specification of the objectives and measures contemplated in this National Strategy and their implementation will be developed in the Operational Plans provided for in the Strategy itself. In accordance with its time frame, two Operational Plans are planned to be implemented, the first one corresponding to the period 2021-2026 and the second one for the period 2027-2030. These plans will be developed by the Ministry of Social Rights and Agenda 2030, in collaboration and with the participation of all ministries involved. The Autonomous Regions will participate in this process through the Technical Cooperation Group. This process will be a multi-stakeholder process in which all the players involved will be taken into account, especially the entities of the Roma associative movement represented in the State Roma Council and other agents of interest.

These operational plans will identify the specific actions to be developed at the national level in each strategic line. In order to contribute to the achievement of the specific objectives, the administrative departments responsible for their management and the orientations and possible measures that could be promoted by the regional and local administrations will be defined.

The duration of the Operational Plans is designed to allow sufficient time for design, implementation and mid-term evaluation. This will ensure that there is a mid-term review process of the Strategy, based on available data to assess the need to make operational modifications, prioritise a particular strategic line, or include new needs to be addressed in the second operational plan.

#### 3.2. Financing the Strategy

The implementation of the actions that contribute to the achievement of the objectives of the Strategy will be provided with different sources of financing.

The different ministries of the General State Administration will adopt the necessary measures for the development of the Strategy and its execution within the scope of their respective competencies through the operational plans approved for this purpose, including its financing within the credits assigned to them in the different budget years and within the budgetary availabilities established annually for each of the ministerial departments. The main differentiation will be the budget allocations destined to *mainstream* or general policies and to *target* or specific actions addressed to Roma. In this case, each department involved in the Strategy at the three administrative levels can allocate specific amounts to develop specific actions and, especially in the main sectoral policies, it is essential to provide the necessary resources, both financial and human, to implement positive actions that guarantee that the policies are inclusive of Roma.

At the level of the General State Administration, it is important to mention the Roma Development Plan, which has seen the state allocation increase by more than 264% in 2021 (from 412,500 euro to 1,502,500 euro), with the aim of attending to the needs of the most disadvantaged Roma and promoting the development of the Roma people, within the framework of the commitments assumed by the Government in this National Strategy. The projects within this plan are promoted and managed by the Autonomous Regions and the autonomous cities of Ceuta and Melilla, local corporations and local public bodies subject to co-financing.

Additionally, some projects may be financed with the resources from the tax allocation of the personal income tax in the national section and the subsidies for the strengthening of the third sector of social action, among which are the Entities that develop projects in favour of Roma.

On the other hand, European investment funds are a key opportunity to increase the availability of economic resources for actions within the framework of the Strategy. In the case of the next programming period of the funds, 2021-2027, the European Funds are again articulated as the main European financial instrument that can be used, both the European Social Fund Plus (ESF+) and the European Regional Development Fund (ERDF).

The ESF+ has an objective specifically dedicated to Roma and the ERDF has a specific objective aimed at "promoting the socio-economic inclusion of marginalised communities, low-income families and disadvantaged groups, including people with special needs, through integrated actions including housing and social services"<sup>60</sup>. In this sense, the most recommendable thing to do is to programme specific actions, but not exclusively for Roma, within the scope of these objectives. However, this does not mean that they cannot be beneficiaries of actions aimed at vulnerable population in other ESF+ or ERDF objectives.

In the next period, the use of the European Funds aimed at Roma will be maximized, both in the state and regional programmes, resorting to multi-fund strategies to use both ESF+ and ERDF resources depending on the eligibility of the measures in each of the two cases.

On the other hand, it should be noted that in recent years the reports on regional and state measures have shown a greater financial breakdown between different types of administrations, with a moderate increase in co-financing at the local level. In this regard, it is worth highlighting the efforts to link multiple public and private actors in the actions promoted, contributing funds for additional resources.

#### **4. Governance of the Strategy**

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This National Strategy for Roma Equality, Inclusion and Participation 2021- 2030 is articulated on the basis of the concept of multilevel governance. This system of governance implies the coordination and participation of the different actors that, in one way or another, play a role in the design, implementation, evaluation and monitoring of the

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<sup>60</sup> European Union. Regulation (EU) 2021/1058 of the European Parliament and of the Council on the Regional Development Fund and the Cohesion Fund. Official Journal of the European Union L 231 of 30 June 2021, p. 72.

policies aimed at the inclusion of Roma, each within the framework of their responsibilities and competences.

The governance of the strategy will be based on:

- Coordination between Public Administrations according to the different levels of competence: General State Administration, Autonomous Regions and local entities.
- As indicated above, the Strategy incorporates a set of guidelines for action by the Autonomous Regions aimed at ensuring the alignment of autonomous community policies and the construction of a common framework for action.
- The participation of Roma and the Roma associative movement through the State Roma Council and other coordination and participation mechanisms.

#### 4.1. National Contact Point

In Spain, the National Contact Point is located in the General Directorate of Family Diversity and Social Services of the Ministry of Social Rights and Agenda 2030. The National Contact Point is responsible for the coordination of policies for Roma inclusion, equality and participation and has therefore been provided with sufficient resources and a team of people trained for this task.

In terms of governance, the Directorate-General for Family Diversity and Social Services is responsible for the following functions<sup>61</sup>:

- Centralise and coordinate the design, implementation and evaluation of the National Strategy and other issues related to the Roma integration at national, regional and local level.
- Facilitate coordination with the different actors involved in the National Strategy: Ministries and executive centres of the General State Administration, Autonomous Regions, Local Entities and Roma and/or Pro-Roma civil society.
- Facilitate the participation and involvement of Roma civil society in the conception, application, monitoring and revision of the National Strategy and the operational plans attached to it through the State Roma Council and other platforms of support for Roma.
- Involve Roma civil society in the design of social inclusion policies and universal services and in the decision-making process regarding the programming and monitoring of the European Funds.
- Promote transnational partnership and exchange by supporting the network of National Contact Points, the EURoma network and the European platform for Roma inclusion.
- Carry out monitoring and evaluation actions of the National Strategy.

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<sup>61</sup> European Union. Council Recommendation (EU 2021/C 93/01) of 12 March 2021 on Roma equality, inclusion and participation. Official Journal of the European Union

- Launch regular surveys of the Roma population in the years 2024 and 2028 in order to provide the necessary data to establish baseline values, intermediate results and final results.
- Drafting of reports on the implementation of the National Strategy and the living conditions of Roma to be sent to the European Commission (2024 and 2028).

#### 4.2. Coordination mechanisms

The governance of the Strategy is a fundamental element to guarantee its implementation and a correct coordination and participation of public and private players. The broadness of the scope of the Strategy with regard to the planned period makes it even more important to work together to develop comprehensive actions so that they have a real impact on the progress of the living conditions of Roma.

The results of the final evaluation of the previous Strategy indicate that some consolidation of the coordination mechanisms created in recent years has been achieved and the social inclusion of Roma is taken more into consideration in the field of social services at the three administrative levels.

The present Strategy places **special emphasis on consolidating and reinforcing the coordination and governance systems already established** in order to align the measures carried out by the different administrative levels with the objectives set and to count on the participation of the Roma association movement. In particular, the following key mechanisms of the coordination and governance system will be promoted:

Interfund Committee	Technical Cooperation Group with Autonomous Regions on Roma	State Roma Council	Interministerial Commission
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- **Interfund Committee:** Comprised of representatives of the National Contact Point and the ESF+ and ERDF administrative units at the national level. It is necessary to continue working periodically in the coming years, paying special attention to the programming of the specific objectives for Roma of the ESF+ and ERDF programmes at state and regional level in the period 2021-2027.
- **Technical Cooperation Group on the Roma:** with representation from the departments in charge of Social Services at regional level, from the Spanish Federation of Municipalities and Provinces and from the National Contact Point. The aim of this space will be to work together with the administrations responsible for the social inclusion of Roma and to consolidate the annual reporting system.
- **State Roma Council:** Consultative body made up of representatives of the different ministries and entities of the Roma associative movement, with thematic working groups in the different sectorial policies. Within the framework of this Strategy, it



has been proposed to increase the number and frequency of regular meetings of the various working groups.

- **Interministerial Commission** Made up of the management centres with competencies in the implementation of the Strategy. In this commission, follow-up and monitoring activities are carried out on the progress of the Strategy's Objectives to address the analysis of the information and results reported to the Commission by the management centres.

In operational terms, the strengthening of the governance system involves actively involving the different competent departments at local, regional and state level, enabling and strengthening horizontal (interdepartmental) and vertical (local-regional, regional-state and local-state) coordination spaces to work together. In this regard, there is a clear commitment in the Strategy to:

- 1) **Promote regular meetings of the Technical Cooperation Group**, so that issues related to the implementation of the strategy and policies aimed at Roma are dealt with and also to deepen, by means of a programmed agenda, relevant and impacting issues for Roma and the management of policies. Through this Group, the activities of monitoring, coordination, exchange of experiences and good practices, data collection system, etc. will be reinforced.
- 2) **Reinforce the meetings of the Interfund Committee** in line with the Strategy, in order to give a boost to the financing and use of funds to support policies aimed at Roma.
- 3) **Reinforce the thematic groups of the State Roma Council** and increase their number in accordance with the lines of action envisaged in this strategy.
- 4) **Encourage the creation of sectoral working groups for collaboration between the Ministries** responsible for the areas included in the Strategy and the territorial administrations.

Finally, in order to address the need for greater involvement of local entities in the implementation, evaluation and monitoring of the National Strategy, the creation of a space for coordination with representatives of the municipalities with high percentages of Roma population in a situation of vulnerability and of the Autonomous Regions in which they are located will be assessed, forming a working space with the local entities that require the development of ambitious and coordinated actions.

#### 4.3. Knowledge generation and transfer

The creation of knowledge on the Roma people and the policies for their equality, social inclusion and participation and the management and transfer of this knowledge play a relevant role in the implementation of this Strategy in two ways:

- 1) In the achievement of the objectives set: knowledge and exchange of experiences and good practices will allow us to better identify problems and challenges and to adjust responses in a more appropriate way.

- 2) In the monitoring and evaluation of the Strategy, given that it allows us to have an idea of the progress and to see the evolution in the achievement of the committed goals.

### **Deepen the knowledge of Roma and the measurement of indicators**

The Strategy proposes to continue along the lines of conducting or supporting thematic studies with nationally representative samples, as well as periodic socio-demographic surveys that guarantee the continuous availability of data. This proposal takes the form of:

- Replicate the National Health Survey for Roma and its comparative study with the National Health Survey for the general population, the third edition of which is planned for 2022.
- Develop new editions of the thematic studies on Education, Employment and Housing and new studies of a general nature.
- Develop a study on the situation of Roma in street commerce. Continue longitudinal studies of the Council for the Elimination of Racial or Ethnic Discrimination that, from a mixed methodological perspective, allows knowing the levels and evolution of perception of discrimination based on racial or ethnic origin by those populations and/or ethnic groups rooted in Spain and that are potential victims of discrimination, which includes Roma.
- Design new studies related to those dimensions of the Strategy on which little or no information is available, such as gender equality and violence against Roma women, the general population's knowledge of Roma and its culture, the participation of Roma in different spheres of social and political life or the perception of Roma by the rest of the population.

The studies will preferably be carried out twice during the period of the Strategy: One before the end of the First Operational Plan (2026) and one before the end of the Second Operational Plan and the National Strategy (2030). In this way, recent information will be available to assess the achievement of the intermediate and final goals of the Strategy.

In addition, the European Union Agency for Fundamental Rights (FRA) plans to carry out three periodic surveys (in 2020, 2024 and 2028) at European level in the coming period. These surveys will make it possible to collect comparative information from different countries on the indicators and targets established in the European strategic framework, which in some cases coincide with those of this Strategy.

### **Knowledge sharing**

The Strategy gives a relevant role to the exchange of knowledge and experiences among the different players. A system linked to the planning cycle and to the monitoring of operational programmes in a feedback loop between the generation of information and the use of knowledge for its dissemination is also proposed. This question is specified in:

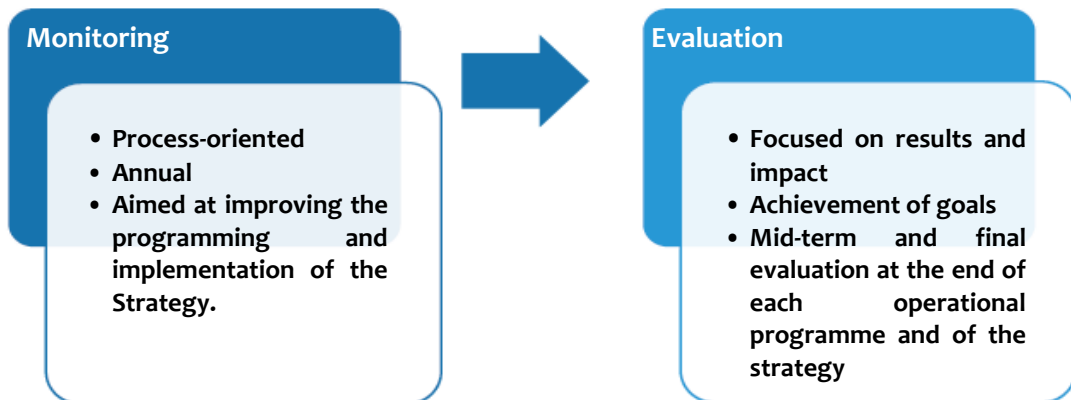
- Holding at least one seminar per year in collaboration with the Autonomous Regions and CEPG on relevant topics on which it is essential to achieve progress.

- The provision of technical support, advice and guidance to the different administrations in their policies for the social inclusion of Roma.
- Carrying out general or thematic studies that contribute to broadening knowledge about the reality of Roma and its evolution in the key areas for their social inclusion, some of which have been pointed out in the strategic development.

#### 4.4. Monitoring and evaluation

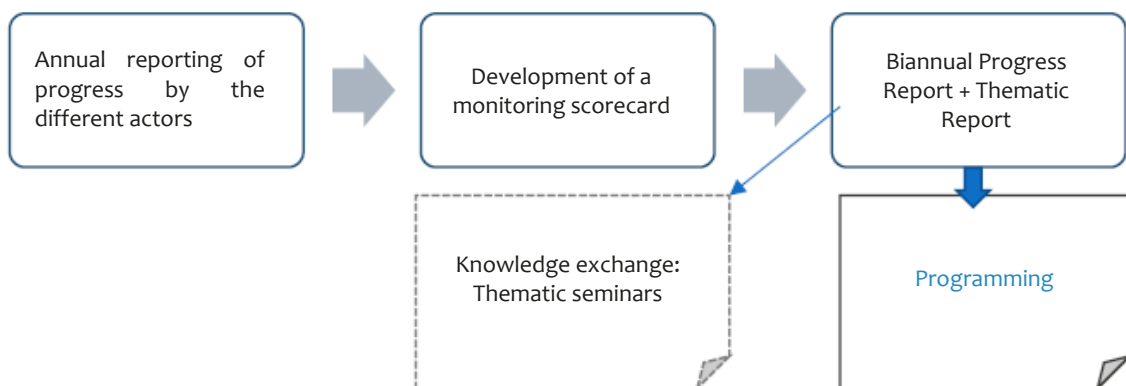
The continuous monitoring and evaluation of the National Strategy for Roma Equality, Inclusion and Participation 2021-2030 is essential for its correct implementation and the fulfilment of the objectives, the development of the actions, and the results and impact achieved by them in terms of the goals set.

A distinction can be made between:



#### Monitoring for continuous improvement

Monitoring will focus mainly on the implementation process and will allow to observe the evolution and development of the operational plans and to reinforce the continuous programming cycle. The monitoring, following the line of work already initiated, is foreseen according to the following scheme:



In order to facilitate the process, a scorecard will be designed to facilitate monitoring which will focus on aspects such as: measures carried out, scope, impact, financial investment, etc. and to what extent the development of the actions by the players, both at state and

regional level, are in line with the guidelines of the Strategy in order to reprogramme if necessary.

The results will be included in a biannual progress report, in line with the EU Framework, containing the key points. Likewise, a thematic module will be proposed in each follow-up to deepen in a specific key topic that allows us to obtain objective data for the reflection and work in the different thematic seminars programmed.

### Development of the Strategy indicators

One of the fundamental premises of this National Strategy is to significantly improve the monitoring and evaluation system. In this regard, it is planned to develop specific indicators that will be defined and measured throughout the life of the Strategy, thus having reliable data to establish baselines in those areas where there is insufficient information due to the difficulty of segregating data by ethnic origin.

The indicators that will be measured through the aforementioned studies and others that could be carried out to improve the monitoring system are identified below:

Strategic line	Specific objective	Indicator
<b>Employment</b>	Revalue itinerant trade and improve the training of Roma who carry out this activity	Number of Roma women and men who receive training related to itinerant trade
<b>Housing</b>	Guarantee access to essential services for Roma and improve the basic equipment and quality of housing	Roma households without internet access
<b>Poverty, social exclusion and the digital divide</b>	Improving care for Roma in social services through the training of professionals	Number of courses given to professionals of the public social services that attend to Roma
<b>Antigypsyism and non-discrimination</b>	Reduce and prevent anti-Roma and antigypsyism, including stigmatisation, intersectional and multiple discrimination, hate crimes and antigypsyism hate speech	Known hate crime incidents and victimisations
		Percentage of Roma who have felt discriminated against
<b>Equality between men and women and violence against women</b>	Fight and prevent violence against Roma women, increasing the programmes aimed at addressing this situation	Number of preventive and assistance programs on violence against women

Strategic line	Specific objective	Indicator
<b>Culture</b>	Official incorporation of the history and culture of Roma in the educational curriculum of primary and secondary education	Number of Autonomous Regions that have officially incorporated the history and culture of Roma in the educational curriculum of Primary and Secondary Education
<b>Participation</b>	Promotion of the mechanisms of collaboration between the social entities of the Roma associative movement with the regional and local public administrations	Number of meetings of the entities of the Roma association movement with the Regional and local governments within the framework of the collaboration mechanisms established in that territorial area

### The evaluation of the Strategy

The evaluation of the Strategy will be carried out in two stages: a mid-term evaluation at the end of the first operational programme and a final evaluation.

#### a) Mid-term evaluation

A mid-term evaluation will be carried out in 2026. This evaluation has a dual function:

- 1) Take stock of the monitoring of the measures implemented in the strategic axes through the different monitoring and progress reports.
- 2) Evaluate through indicators defined in this Strategy the achievement of the defined goals.
- 3) Proposals for the following programming.

#### b) Final evaluation of the Strategy

The final and/or ex-post evaluation of the Strategy will be carried out after its completion and within the ten-year time frame, the period of validity of the Strategy. The objectives will be:

- 1) To take stock of the execution achieved, the implementation and development of the Strategy and its evolution will be analysed.
- 2) Analyse the main results obtained and the achievement of the final goals set.
- 3) Detail the real impact on Roma.

The Strategy includes a series of outcome indicators and intermediate and final targets to measure progress throughout its implementation. In order to be able to rely on this information, different sources of information will be used, in particular the studies and surveys carried out at national level provided for in this strategy, which may in some cases

complement the data collected and provided from the European level, without this being a reason for omitting the collection of information at national level.

### **Agents involved in the monitoring and evaluation of the strategy**

The following agents will be involved in monitoring and evaluation:

#### **a) The General Directorate of Family Diversity and Social Services**

This Directorate General for Family Diversity and Social Services (DGDFSS) will be responsible for coordinating and leading the monitoring of the operational plans and the Strategy, supporting the management centres with competencies in its implementation. In the development of these functions, the Directorate will assume the task of preparing the progress report, supporting the collection of the corresponding information and the analysis of this information.

With regard to evaluation, the DGDFSS will be responsible for carrying out the evaluations contemplated in the strategy, mid-term and final, in collaboration with the rest of the management centres and other key players.

#### **b) Ministerial Departments responsible for the implementation of the strategy**

The functions of the management centres responsible for implementing the strategy will include reporting the necessary information on the degree of execution and implementation of the measures under their responsibility, collaborating in the preparation of the progress report and analysing the results through the Interministerial Commission.

#### **c) Autonomous Regions**

The collaboration of the Autonomous Regions is fundamental in line with the work dynamics generated for the collection of information necessary for the monitoring and evaluation of the strategy. The results obtained will be shared and analysed within the framework of the Technical Cooperation Group.

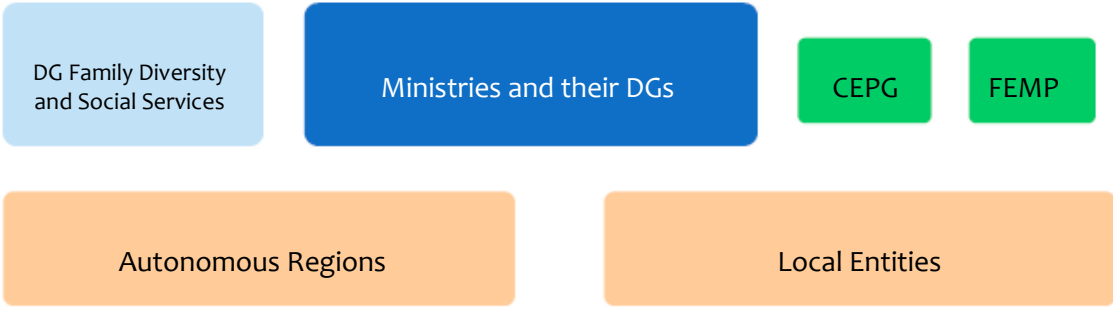
#### **d) Local Entities**

In the framework of the evaluation and monitoring of the strategy, the best way to involve Local Bodies will be sought.

#### **e) State Roma Council**

The State Roma Council and the different thematic working groups will actively participate in the processes of consultation and compilation of data and information in the process and of monitoring and evaluation. In addition, the relevant progress reports and reports on the implementation of the strategy will be submitted to the Council for consultation and input.

## **GOVERNANCE OF THE STRATEGY**



## 5. Annexes

### 5.1. Defining Indicators

#### Education

Indicator	Definition	Latest data source
<b>School enrolment rate of Roma children in pre-school education</b>	Children between the age of four years and the age at which compulsory schooling begins who participate in preschool education	European Union Agency for Fundamental Rights (2017). Second European Union survey on minorities and discrimination. Roma: main results.
<b>Net enrolment rate</b>	Proportion of children of the respective age who are in an educational level corresponding to their age in relation to the total number of children of that age.	
<b>School segregation</b>	<p>Percentage of Roma children in Primary and Secondary Education who go to schools where "all or most of the pupils are Roma" (as declared by the person surveyed).</p> <p>Although the FRA indicator refers to centres with a majority or totality of Roma pupils, it is convenient to take into account another definition that is more used in educational policies and studies in this respect, such as <b>high concentration</b>, which ranges between 16%-30% and <b>segregation</b>, which is higher than 31% of Roma pupils in schools.</p>	
<b>Early school leaving rate</b>	This refers to persons aged between 18 and 24 years old who have not completed the second stage of Secondary Education, that is to say, the A levels or an intermediate or basic training cycle, and who have not continued their education.	Roma Secretariat Foundation (2013). Roma students in secondary school: a comparative study.
<b>School leaving rate</b>	School failure, understood as the percentage of young people between 16 and 24 years of age who have not obtained compulsory secondary education, that is, who have not even completed compulsory studies.	Roma Secretariat Foundation (2013). Roma students in secondary school: a comparative study



Indicator	Definition	Latest data source
<b>Post-compulsory secondary education attained</b>	Percentage of Roma aged 16 and over who have completed post-compulsory studies, differentiating between intermediate studies (intermediate vocational training degree and A Levels) and higher studies (higher vocational training degree and university)	Roma Secretariat Foundation (2019). Comparative study on the situation of the Roma population in Spain in relation to employment and poverty 2018.
<b>Higher education attained</b>	Percentage of Roma aged 16 and over who have completed post-compulsory studies, differentiating between intermediate studies (intermediate vocational training degree and A Levels) and higher studies (higher vocational training degree and university).	
<b>Access to digital media</b>	Difference between Roma and non-Roma pupils in access to digital media (digital devices and stable Internet connection in their usual home).	Arza, J, et al (2020). Survey on the impact of COVID-19 on the Roma population.
<b>Perceived discrimination on the basis of racial or ethnic origin in the educational setting</b>	Roma children, young people and/or adults who have felt discriminated against in the educational sphere.	Council on the Elimination of Racial or Ethnic Discrimination (2020). Perception of racial or ethnic origin discrimination by potential victims in 2020.

## Employment

Indicator	Definition	Latest data source
<b>Employment rate</b>	Percentage of Roma from 16 to 64 years of age who are employed or self-employed.	Roma Secretariat Foundation (2019). Comparative study on the situation of the Roma population in Spain in relation to employment and poverty 2018.
<b>Unemployment rate</b>	Percentage of active Roma who are unemployed.	
<b>Temporary employment rate</b>	Percentage of salaried Roma with a temporary contract out of the total number of salaried Roma.	
<b>Perception of discrimination in employment</b>	Percentage of people over 16 years of age who have felt discriminated against at work/when looking for a job because they are Roma during the last 12 months.	

Indicator	Definition	Latest data source
<b>Rate of young Roma who neither work nor study</b>	Percentage of young Roma who neither work, nor study nor train between 16 and 30 years of age.	
<b>Female activity rate</b>	Percentage of Roma women over 15 years of age who are employed or unemployed.	
<b>Percentage of self-employed contributors in activity 478 (Retail trade in stalls and markets)</b>	<b>Number of persons affiliated to Social Security in activity 478 with respect to the number of persons employed in this activity</b>	Social Security and National Statistics Institute

### Housing and essential services

Indicator	Definition	Latest data source
<b>Shantytown rate</b>	Percentage of Roma population whose homes fall into the categories of shacks, caves or similar.	Roma Secretariat Foundation and Daleph (2016). Study-Map on Housing and the Roma Population.
<b>Rate of substandard housing</b>	Percentage of the Roma population whose households fall into the following categories: severely deteriorated housing, sankis, barracks, transitional housing and housing in buildings intended for other purposes.	
<b>Residential segregation rate</b>	Percentage of dwellings inhabited by Roma located in segregated neighbourhoods, over the total number of dwellings inhabited by Roma.	
<b>Basic equipment</b>	Percentage of the Roma population reporting that they have access to water, sanitation (toilet, shower), electricity and Internet access at home	
<b>Urban equipment</b>	Percentage of the Roma population declaring that their homes are located in buildings in a poor or bad state of repair and in neighbourhoods where there is no rubbish collection service, street lighting, paving or public sewerage.	

Indicator	Definition	Latest data source
<b>Overcrowding</b>	Percentage of the Roma population that declares that in their households they have any of the following relationships between members of the household and space: 1 bedroom and 2 members, 2 bedrooms and 4 members, 3 bedrooms and 5 members, 4 bedrooms and 7 members, 5 bedrooms and 9 members, or 6 or more bedrooms and more than 11 members.	
<b>Rate of discrimination perceived by Roma in the area of housing</b>	Roma who have felt discriminated against in the processes of renting and/or buying housing in the last year.	Council on the Elimination of Racial or Ethnic Discrimination (2020). Perception of racial or ethnic origin discrimination by potential victims in 2020.

## Healthcare

Indicator	Definition	Latest data source
<b>Perception of Roma who declare their state of health as "good" or "very good"<sup>62</sup></b>	Perception of Roma who declare their state of health as "good" or "very good".	Second National Roma Health Survey (2014).
<b>Health status of the child as perceived by the adult informant, referred to as "good" or "very good" health status</b>	Perception of Roma who declare their state of health as "good" or "very good".	To be decided
<b>Perception of discrimination in the healthcare sector in the Roma population</b>	Roma who have felt discriminated against when being seen in a medical centre in the last year.	Council on the Elimination of Racial or Ethnic Discrimination (2020). Perception of racial or ethnic origin discrimination by potential victims in 2020.

## Reduction of poverty and social exclusion

Indicator	Definition	Latest data source
<b>At-risk-of-poverty rate</b>	Percentage of the Roma population whose income is less than 60% of the median income of their society.	Roma Secretariat Foundation (2019). Comparative study on the situation of the Roma population in Spain in relation to employment and poverty 2018.
<b>Severe poverty rate</b>	Percentage of the Roma population whose income is less than 40% of the median income of their society.	
<b>Extreme poverty rate</b>	Percentage of the Roma population whose income is less than 30% of the median income of their society.	
<b>Severe material deprivation rate</b>	Percentage of the Roma population that cannot afford four of the following nine items: 1) going on holiday at least one week a year; 2) a meal of meat, chicken or fish at least every other day; 3) keeping the dwelling at an adequate temperature; 4) meeting unforeseen expenses of 650 euro; 5) paying expenses related to the main dwelling or in instalment purchases in the last 12 months; 6) owning a car; 7) owning a telephone; 8) owning a television; 9) owning a washing machine.	
<b>AROPE Rate (At Risk of Poverty and/or Exclusion)</b>	Individuals who meet any of the following requirements: 1) Being at risk of poverty (at-risk-of-poverty rate); 2) Severe material deprivation; 3) Living in a household with very low work intensity (less than 20% of working-age household members who can be employed are employed).	
<b>Child poverty rate</b>	Percentage of Roma child population at risk of poverty or households with dependent minors.	
<b>Unemployed Roma in receipt of unemployment benefits (contributory and non-contributory)</b>	Percentage of unemployed Roma population receiving unemployment benefits.	Roma Secretariat Foundation (2019). Comparative study on the situation of the Roma population in Spain in relation to employment and poverty 2018.

Indicator	Definition	Latest data source
<b>Roma households in severe poverty receiving social benefits</b>	Percentage of Roma households in severe poverty receiving social benefits. In this indicator, social assistance is understood to mean assistance for children, housing, illness, scholarships and public assistance (minimum income).	Roma Secretariat Foundation (2019). Comparative study on the situation of the Roma population in Spain in relation to employment and poverty 2018.
<b>Roma at risk of social exclusion accessing primary care social services</b>	Percentage of Roma at risk of social exclusion who have access to primary care social services.	To be determined in a study to be carried out
<b>Access to digital media</b>	Access to digital media: people in a situation of economic vulnerability (with an income of less than 900 euro per month) who have connected to the internet via laptop computer	POAS. 2021
<b>Digital skills</b>	Digital skills: people without digital skills or low skills in a situation of economic vulnerability (with an income of less than 900 euro)	POAS. 2021

### Antigypsyism and non-discrimination

Indicator	Definition	Latest data source
<b>Spontaneous discrimination rate</b>	Percentage of people who, in the last 12 months, have witnessed a discriminatory or racist situation towards themselves or someone close to them.	Council on the Elimination of Racial or Ethnic Discrimination (2020). Perception of racial or ethnic origin discrimination by potential victims in 2020.  (Continuity study).  Special Eurobarometer on Discrimination.  FRA Surveys and Studies
<b>Documented discrimination rate</b>	Percentage of people who have suffered discrimination in a specific area of their life (e.g. employment, healthcare, housing, relationship with the neighbourhood, etc.).	
<b>Comfortable population if their children are in a romantic relationship with a Roma</b>	Percentage of the population who would feel comfortable if one of their sons or daughters had a romantic relationship with a Roma.	
<b>Comfortable population if their children have a Roma child as a classmate</b>	Percentage of the population who would feel comfortable if their son or daughter had a Roma boy or girl as a classmate.	

Indicator	Definition	Latest data source
<b>Complaint filed after discrimination</b>	Percentage of complaints made by Roma after having suffered some type of discrimination	
<b>Cases dealt with by the Service for Assistance and Guidance to Victims of the Council for the Elimination of Racial or Ethnic Discrimination</b>	Number of cases of antigypsyism dealt with by the Service for Assistance and Guidance to Victims of Racial or Ethnic Discrimination	
<b>Racial or Ethnic Discrimination</b>		
<b>Ignorance of victim support organizations</b>	Knowledge about the existence of organizations and entities that provide assistance to victims of discrimination and/or antigypsyism	European Union Agency for Fundamental Rights (2017). Second European Union survey on minorities and discrimination. Roma: main results.  Perception of discrimination based on racial or ethnic origin by potential victims in 2020 (CEDRE).
<b>Roma who feel discriminated against in the educational sphere</b>	Percentage of people who have felt discriminated against for being Roma in the last 12 months in any area of education.	Roma Secretariat Foundation (2020). Annual Report: Discrimination and the Roma Community.  Council on the Elimination of Racial or Ethnic Discrimination (2020). Perception of racial or ethnic origin discrimination by potential victims in 2020.
<b>Roma who feel discriminated against in the field of employment</b>	Percentage of people who have felt discriminated against for being Roma in the last 12 months in any area of work.	Perception of discrimination based on racial or ethnic origin by potential victims in 2020 (CEDRE)
<b>Roma who feel discriminated against in the housing field</b>	Percentage of people who have felt discriminated against for being Roma in the last 12 months in any area of housing	CEDRE's Discrimination Perceptions Study
<b>Known hate crime incidents and victimisations</b>	Known facts and victimizations due to hate crimes and antigypsyism, criminal typology, period and qualification, both at provincial and Autonomous Region level.	Statistics of the Ministry of the Interior

Indicator	Definition	Latest data source
<b>Percentage of Roma who have felt victimised</b>	Roma who have felt victimised, the reasons why they have not reported and the treatment received by the police and security forces.	Statistics of the Ministry of the Interior
<b>Uncomfortable population with a Roma as a neighbour</b>	Percentage of the general population who feel uncomfortable having Roma neighbours.	Council on the Elimination of Racial or Ethnic Discrimination (2020). Perception of racial or ethnic origin discrimination by potential victims in 2020.

## Equality between women and men and against violence against women

Indicator	Definition	Latest data source
Female activity rate	Percentage of Roma women over 15 years of age who are employed or unemployed.	Roma Secretariat Foundation (2019). Comparative Study on the situation of the Roma population in Spain in relation to employment and poverty 2018.
Rate of women caregivers	Percentage of women who spend the majority of their time on care work	
Knowledge about gender violence in the Roma population	Percentage of the Roma population who are aware of violence against women	TO BE DETERMINED IN A STUDY TO BE CARRIED OUT
Prevalence of violence in Roma women	Percentage of Roma women who have suffered violence throughout their lives.	TO BE DETERMINED IN A STUDY TO BE CARRIED OUT
Perception of the Roma population on gender violence	Percentage of Roma women and men who consider gender-based violence unacceptable	TO BE DETERMINED IN A STUDY TO BE CARRIED OUT

## Promotion and recognition of Roma culture

Indicator	Definition	Latest data source
Knowledge and recognition of Romipen by the general population	Percentage of the general population that has knowledge about Roma culture	TO BE DETERMINED
Percentage of the general population that has knowledge about Roma culture	References or textual and image allusions about Roma and their culture in Primary Education.	National Centre for Educational Innovation and Research CNIIE (2017). The culture of Roma in the curriculum of compulsory education, through its presence, absence and perception in textbooks.
Percentage of references to the Roma population in Primary Education	References or textual and image allusions about Roma and their culture in mandatory secondary Education.	

## Participation of Roma and the Roma representative entities

Indicator	Definition	Latest data source
CEPG Working Party Meetings in the last year	Number of meetings held by the working groups of the State Roma Council in the last twelve months	CEPG Activity Log



Indicator	Definition	Latest data source
<b>Meetings of the working groups in the Regional Councils</b>	Number of meetings of the Regional Councils	Register of activities of the Regional Councils
<b>Operational Plan Monitoring Committees with representation of Roma entities</b>	Number of meetings held by the Monitoring Committee of the Operational Plan with representatives of Roma organisations	Register of activities of the Operational Plan Monitoring Committee
<b>Regional Operational Plans with participatory programmes at the local level</b>	Number of Regional Operational Plans implemented with participatory programmes at local level	Strategy Reporting System
<b>Women's and youth organisations represented in CEPG</b>	Number of Women's and youth organisations represented in CEPG.	CEPG Activity Log
<b>Women's and young people's organisations represented in the regional/local councils.</b>	Number of Women's and youth organisations represented in the Regional and Local Councils	Register of activities of the Regional/Local Councils
<b>Roma entities that receive support from public administrations</b>	Roma entities that receive subsidies with personal income tax resources at a national level and for strengthening the Third Sector.	National and regional registers on the Roma entities that are beneficiaries of Personal Income Tax resources and of the strengthening of the Third Sector.