OXFAM INEQUALITY TOOLKIT
TABLE OF CONTENTS

SECTION 1: INTRODUCTION TO THE TOOLKIT 3
1a: Why Oxfam has created this toolkit 4
1b: What this toolkit covers 6
1c: What this toolkit can do for you 7
1d: The ‘Oxfam inequality journey’ and how to get started 8
1e: Adapting the toolkit to meet your needs: ‘countrification’ 10
1f: Exploring and contributing to this toolkit 11

SECTION 2: UNDERSTANDING INEQUALITIES 13
2a: An introduction to the multidimensional inequality framework 14
2b: Unpacking each domain 15
2c: Measurement and indicators 20
2d: Intersecting inequalities 37
2e: Where to gather quantitative data 38
2f: Taking action to overcome data challenges 44
2g: Conducting qualitative research on inequalities 49
2h: Options for data advocacy 51
2i: Making sense of your data: how unequal is your country 53

SECTION 3: ANALYSING THE DRIVERS OF INEQUALITIES 57
3a: Introduction to drivers 58
3b: An overview of the global and regional drivers of inequalities 59
3c: Understanding and analysing the national drivers of inequalities 78
3d: Concluding your diagnostic 89

SECTION 4: FINDING SOLUTIONS AND TAKING ACTION 91
4a: Introduction to finding solutions and taking action 92
4b: A framework for action: what to take action on? 92
4c: A framework for action: how to bring about change? 94
4d: Changing the narrative 96
4e: Changing the rules 102
4f: Citizen mobilisation for change 120
4g: Embedding inequality reduction into your country and programme strategies 122

ANNEX 1: QUESTIONS TO GUIDE AN IN-DEPTH ANALYSIS OF DRIVERS OF INEQUALITIES 128
SECTION 1: INTRODUCTION TO THE TOOLKIT

Section 1 includes:

1a: Why Oxfam has created this toolkit
1b: What this toolkit covers
1c: What this toolkit can do for you
1d: The ‘Oxfam inequality journey’ and how to get started
1e: Adapting the toolkit to meet your needs: ‘countrification’
1f: Exploring and contributing to this toolkit
1a: Why Oxfam has created this toolkit

In recent years there has been an explosion in economic inequality – the gap between the rich and poor – within many countries around the world. Oxfam’s latest research shows that just forty-two people own the same wealth as the poorest half of the world and that the richest 1% continue to own more wealth than the whole of the rest of humanity. At the same time we know that seven out of ten people live in a country where the gap between rich and poor has grown in the last thirty years. Processes of income concentration are taking place within the majority of developing countries including many of the world’s most populous countries. There is no sign that extreme economic inequality (the gap between the top 1% and the rest) is abating. Left unchecked growing inequality threatens to pull our societies apart. It increases social tensions, crime and insecurity and undermines the fight to end poverty.

Oxfam believes that to fight against poverty, and to create a more stable and safer world, all inequalities must be tackled. This includes economic inequalities - which have been a strong focus of Oxfam’s work - but also all other forms of inequalities: from health and educational inequalities to political and participation inequalities, to identity-based inequalities (particularly gender inequality), that constrain peoples’ ability to live the kind of life they want and value. A key value added of this toolkit is that it will enable Oxfam to deepen its analysis of – and response to – the multidimensional aspects of inequality.

The Multidimensional Inequality Framework presented in this toolkit has been developed in a collaboration between researchers at the London School of Economics (LSE) and Oxfam, with funding from the International Inequalities Institute Atlantic Visiting Fellows. It will help Oxfam teams to develop a comprehensive and robust understanding of inequalities – and the drivers of inequalities – in their own country context. By using this new multidimensional inequality framework Oxfam aims to enable a consistent approach across country programmes with regard to how we analyse inequalities and how we develop the counter-narratives we will use to work for change. Using this framework as the basis for our work will also strengthen our institutional credibility and position as a thought leader in this space, translating ultimately to stronger programming and campaigning and a more powerful movement for change.
Why inequality matters to Oxfam

*Inequality is economically inefficient:* it tends to lower growth and can reduce the rate at which growth is converted into the reduction of poverty.

*Inequality is socially inefficient:* more unequal societies - compared to more equal societies at similar income levels - tend to do worse consistently on all sorts of measures of wellbeing, from life expectancy and other health measures to higher crime rates.

*Inequality is socially divisive:* the link between inequality and violent crime is well established: rates of violence are higher in more unequal societies. This is a visible reality in many of the countries where Oxfam works.

*Inequality is politically corrosive:* the concentration of power in the hands of a few undermines the social and political institutions essential to a prosperous society. As stronger economic and political elites resist progressive policies and calls for redistribution, this acts as a barrier to reform and can have serious consequences for society.

*Extreme inequality is also intrinsically unfair and morally wrong:* Oxfam believes that the current levels of extreme inequality in the world are morally unacceptable and that the gap between rich and poor must be reduced as a matter of urgency.

Oxfam advocates for a human economy that would create better, more equal, societies. It would ensure secure jobs paying decent wages. It would treat men and women equally. There would be no discrimination against those from different ethnic, caste and class groups. No one would live in fear of the cost of falling sick. Children’s futures would not be significantly predetermined by the colour of their skin or where they were born. Instead, each child would have the same chance to fulfil their potential. Our economy would thrive within the natural limits of our planet and we would hand over a better, more sustainable world to every new generation. Tackling the growing extremes of all inequalities is the best way to make progress towards this alternative vision.

**BOX 2: Oxfam’s headline initiatives to tackle inequality**

In 2014 Oxfam launched Even It Up, its biggest ever, worldwide campaign which aims to draw attention to the starkly growing trends of wealth concentration and calls for action to close the gap between the rich and the rest. Oxfam has also developed a new global programme **FAIR – Fiscal Accountability for Inequality Reduction** – which empowers citizens to advocate for more progressive tax and spending policies in more than thirty countries around the world. Oxfam also recently launched the **Commitment to Reducing Inequality Index**. This new index ranks, for the first time, 152 countries according to government action in the areas of social spending, progressive taxation and labour rights – three areas critical to reducing inequality. It will enable civil society to evaluate and contrast different governments’ policy choices and efforts to reduce the gap between the privileged and disadvantaged in society. These global initiatives – and the contribution that country programmes are already making to them – are important aspects of Oxfam’s existing efforts to tackle inequality.
What this toolkit covers

This toolkit presents a new Multidimensional Inequality Framework that Oxfam teams can use to deepen their understanding, analysis, planning and programming work in relation to inequalities. This framework – developed in a collaboration between researchers at LSE and Oxfam – provides a robust, theoretically-based way to quantify and analyse inequalities and their drivers. The framework is multidimensional and has been designed to enable in-depth analysis, in different country contexts, of the multiple forms of inequalities that can affect people differently throughout their lives.

The toolkit begins with a section on Understanding Inequalities (Section 2). This section introduces the multidimensional inequality framework, explaining why the approach taken was selected and laying out the seven domains of life that Oxfam teams may be interested in evaluating to gain a deeper understanding of the inequalities present in society. These seven life domains simply seek to encapsulate the things that matter most in life and that ultimately determine a person’s wellbeing. This section also looks at measuring inequalities, providing indicators that you can use to track and evaluate the scale of inequalities in your context. It also introduces the concept of intersecting inequalities. Finally the section provides practical advice on where and how to find both quantitative and qualitative data in each area and concludes with some guidance on how to make sense of the data you have gathered in your analysis.

Section 3 – Analysing the Drivers of Inequalities - is designed to help you conduct a comprehensive analysis of the ‘drivers’ (or causes) of inequalities in your country. This section aims to help you ‘diagnose’ what explains the different outcomes you have observed in your society. It provides information on some of the potential drivers of different forms of inequality – including looking at both the drivers of disadvantage and the drivers of privilege in an effort to help teams look at what is happening at both ends of the spectrum. It also provides guidance on how to conduct your own detailed research on drivers in your context.

Section 4 deals with Finding Solutions and Taking Action. This section seeks to provide advice and ideas in relation to programming and the pathways to inequality reduction on which your country programme may want to focus. It will help you make choices for your inequality programming, to develop programming strategies and to prepare for project implementation. It also provides information on a variety of ‘candidate policies’
that could be effective in tackling inequalities in your context. This section will help you move from the analytical phase to taking action in the form of programming, advocacy and campaigning to confront inequalities in your context.

One of Oxfam’s key interests is to capture country experiences, both with regard to how teams are adapting this framework to meet their specific needs, and the results of their application of the framework. Country examples across multiple areas will be documented in future. In addition, evidence from literature on the drivers of inequalities – and good policies that work for policy reduction – will also be documented and added to an online repository that is being developed. As such the vision is that this resource will grow over time – with contributions regarding research, learning and action from many sources – creating a community of learning and practice regarding inequalities. Ultimately the aim is to support Oxfam, and other partners and allies, to become more knowledgeable, experienced and successful in mobilising to tackle inequalities around the globe.

**1c: What this toolkit can do for you**

The multidimensional inequality framework has been developed with a particular focus on measurement and analysis. It will help programmes to gather data and information related to inequalities, and to use this to do an in-depth country level assessment identifying both the causes of inequality and potential solutions. This exercise could serve as the basis for a national inequality report, or alternatively as an internal research paper to inform programme team’s strategy formulation. This can form the basis for a review of your country strategy or to help you rethink a particular programme strategy or portfolio. If your team is considering designing an Even It Up campaign, this toolkit can help inform its design and implementation. It can help you generate your ‘killer facts’ and identify appropriate campaign goals, strategies and activities.

Applying the inequality framework can itself be a means of generating constructive public debate on inequalities – if this is conceived as an important goal and designed in to the process. In Spain – one of the countries involved in piloting the use of this toolkit – the team decided to use it as a way to create a National Plan Against Inequalities, with the aim of maximising political awareness and engagement around the eventual creation of a national plan of action.
You also have the option to **focus on one particular domain** of the inequality framework, to release a **special, thematic inequality report** as a stand-alone piece of research or as part of a series of inequality reports. As such, there are multiple ways to use the data and analysis created as a result of applying the measurement tool.

**1d: The ‘Oxfam inequality journey’ and how to get started**

It is up to every Oxfam country team to decide how they use this framework and toolkit. No two country teams are in exactly the same position in terms of how they are tackling inequalities. Some country programmes may have a well-researched national inequality report and an active and broad-based national campaign. Others may be campaigning on inequality-related themes, but with no defined inequality strategy or targeted inequality research. Every country situation is different and every context is unique. This is why Oxfam refers to the **‘inequality journey’** – a process through which countries can get to know the framework in depth, and apply it in a way that will build on the progress already made and meet their particular needs and goals. The guide offered here is just that – a guide. Country teams are encouraged to use it in a **flexible** manner, adjusting and adapting its content to do their own analysis, and using the elements that are most relevant for their work.

Before you get started on this journey it is useful to **reflect on where you are now** and **where you want to be** in the future. Some suggested questions to guide this reflection are shown below.
Applying the multidimensional inequality framework cannot happen through one workshop or training event. As the term journey implies, the application can only be done through an intensive process over a number of months. The framework will be used as a basis to gather data, do research and analysis and eventually to formulate a strategy and make programming decisions. This, inevitably, will require the investment of human and financial resources and is likely to take – at a minimum – several months or longer, depending on how ambitious the country team is in its scope. Teams may also be interested in periodically repeating the application of the framework to assess how inequalities are changing over time.

**WHAT DO YOU KNOW** about inequalities and the drivers of inequalities?

**WHAT ANALYSIS** have you conducted on inequalities and their drivers?

IS IT up to date and comprehensive?

What are the biggest research gaps?

**WHAT ARE** your current programmes tackling the drivers of inequalities effectively?

**WHAT HAVE** you accomplished?

Where are the programmatic gaps?

**WHERE** do you want to take your inequality programming?

**DO YOU KNOW** where you want to focus your programmes and activities?

**IN WHAT** areas can this framework and toolkit guide you?

What are your key objectives for applying the inequality framework?

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**BOX 3: How to get started: practical tips for applying the inequality framework**

Agree within your team the **key objectives** for the application of this framework.

- Consider the **formation of a taskforce** to guide the implementation of the framework. This team can be mixed, involving staff and partners, as well as external expert advisors.

- Choose the **mix of expertise** you want on your taskforce. This will depend on the scope and ambition of the goals you have defined:
  1. Consider the **partners you want to involve and mobilise** around inequality.
  2. Consider linking up with some **technical specialists and experts** to guarantee the right support in applying the framework – particularly if it will involve reviewing a substantial package of data.

- You may also want to invite **government or media representatives** to take part. This can ensure this exercise is as useful as possible to your programming and influencing agenda.

- **Get to know the Multidimensional Inequality Framework:**
  1. Review the content of its seven domains and sub-domains. Some will be less familiar to Oxfam teams than others, though all are important domains of life when it comes to a person’s wellbeing.
  2. Reflect on whether your team will look at **all domains**, and fully within each domain included, in
Adapting the toolkit to meet your needs: ‘countrification’

An extremely important aspect of this process is that you take ownership of this framework and adapt it for your context as necessary. This may mean prioritising the relevant domains and sub-domains for your country. It is also likely to involve adapting the indicators and measures proposed to be more suitable to your context and according to any limitations on the availability of data; and creating completely new indicators, if necessary, or pursuing the qualitative research appropriate in your context to generate more understanding of inequalities in society.

Your context will also dictate the horizontal inequalities which you want to highlight and measure. This will most certainly include the inequalities between men and women. It may also include inequalities between different racial, ethnic or religious groups, or differences based on other aspects such as citizenship and immigration status. Your context, therefore, will determine the disaggregation variables you will endeavour to use in your analysis.

The potential for adaptation is relevant not just in relation to how teams seek to measure inequalities, but also in terms of how you
will approach your analysis of the drivers of inequalities and the solutions you may propose as a result. Again these will be context specific – the toolkit will provide guidance on how to do analysis in these areas.

Visual: How to adapt the inequality toolkit to meet your needs

Exploring and contributing to this toolkit

This toolkit has three main sections:

SECTION 2
UNDERSTANDING INEQUALITIES

SECTION 3
ANALYSING THE DRIVERS OF INEQUALITIES

SECTION 4
FINDING SOLUTIONS AND TAKING ACTION

You can simply start with Section 2: Understanding Inequalities and work through the sections in order. However, your starting point is up to you. If you have already conducted comprehensive analysis of inequalities you may be more interested in focusing on an analysis of the multiple drivers of inequalities. If you prefer to have the drivers of inequalities as your entry point, start with Section 3: Analysing the Drivers of Inequalities to explore global and national drivers and conduct your own drivers’ analyses.
Below is an overview of the full toolkit structure you will find in the next three sections.

<table>
<thead>
<tr>
<th>Section 2: UNDERSTANDING INEQUALITIES</th>
</tr>
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</tr>
<tr>
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</tr>
<tr>
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</tr>
<tr>
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</tr>
<tr>
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</tr>
<tr>
<td>2f: Taking action to overcome data challenges</td>
</tr>
<tr>
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</tr>
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<tr>
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</tr>
<tr>
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</tr>
<tr>
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</tr>
<tr>
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</tr>
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We also hope that country teams will document their findings and share their experiences as they apply this toolkit. Please feel free to contact the Oxfam team responsible for managing this resource if you have any questions about applying this toolkit or for sharing your team’s findings and contributions.

Contact:
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SECTION 2: UNDERSTANDING INEQUALITIES

Section 2 includes:

2a: An introduction to the multidimensional inequality framework
2b: Unpacking each domain
2c: Measurement and indicators
2d: Intersecting inequalities
2e: Where to gather quantitative data
2f: Taking action to overcome data challenges
2g: Conducting qualitative research on inequalities
2h: Options for data advocacy
2i: Making sense of your data: how unequal is your country
2a: An introduction to the multidimensional inequality framework

SHORT INTRODUCTION TO THE FRAMEWORK

The international Multidimensional Inequality Framework provides a systematic approach to measuring and analysing inequalities, and for identifying causes and potential solutions. Inequality, like poverty, is multi-dimensional and experienced in many different forms by individuals throughout their lives. This framework is designed to measure inequality in individual wellbeing, reflecting the fact that our lives have many important dimensions: our health, our relationships, our safety, our ability to have influence, our knowledge, and many other dimensions including financial security.

The seven domains selected to form the basis of the multidimensional inequality framework are shown in the graphic below. These are seven important ‘domains of life’ in which inequalities can be observed and measured. They span both economic and non-economic dimensions and can allow for a robust assessment of wellbeing. Each domain has several sub-domains that give more detail on what each domain covers. These are presented in the next section.

The framework draws on Sen’s capability approach to provide a clear methodology to assess wellbeing. It allows us to examine differences in people’s capabilities to live the kind of life they have reason to value. The capability approach rejects an exclusive focus on income or subjective wellbeing. It defines the quality of people’s lives in terms of a set of valuable things that they can be or do: like being physically secure or having influence over decisions affecting their lives.

This Multidimensional Inequality Framework marks a departure from previous applications of Sen’s capability approach, which has inspired decades of work around multidimensional poverty, including leading to the creation of the Human Development Index (HDI). This body of work has tended to focus on capability-poverty. This framework is different in that it seeks to capture variations in capabilities: capability-inequalities. An important aspect is that this framework is designed to encompass advantage as well as disadvantage, offering an innovative approach to understanding and addressing multidimensional inequality.
Important aspects of framework design

The framework is designed as a dashboard. This means the seven domains can be explored in turn, looking at what types of inequalities exist, why these are important and how these can be measured. In this respect the approach is similar to that of the multidimensional poverty indices that have been created and that Oxfam teams will be very familiar with.

It is important to note both the advantages and the limitations inherent in the dashboard approach. While it will help the user gain a deeper understanding of a whole range of inequalities, it will not provide a single summary measure of inequality (i.e. it is not a composite index offering one “result”). Creating such a measure would be highly complex and is unlikely to provide meaningful information to Oxfam teams. However, the framework will help to identify the areas [domains] with the most glaring inequalities. The toolkit will then help Oxfam teams to explore the underlying drivers of these and prioritise programmatic activities as a result.

It is also important to note that the framework’s dashboard approach does not capture associations between different domains – that is whether individuals tend to be disadvantaged across a range of different areas of life. How different forms of inequalities inter-relate is an extremely important issue. While the framework design cannot capture this in a formulaic sense, it is still a critical issue for consideration and is something that will be discussed in the toolkit to give guidance in this area.

2b: Unpacking each domain

**Domain 1: Life and health: Inequality in the capability to be alive and to live a healthy life**

The life and health domain covers the capability to be alive, enjoy longevity and avoid premature death. It also captures health inequalities across physical and mental health outcomes.

**Inequality in premature death** refers to instances of death as a result of violations and infringements of people’s safety and security. This can be by individuals, organisations and the state. Therefore, it includes deaths from non-natural causes – such as in police custody or care homes – as well as deaths as a result of war, conflict and protest. Gang-related homicides, deaths resulting from ‘terrorist’ activity and suspected deaths reported as ‘disappearances’ are also relevant here. This domain also covers premature death as a result of unequal exposure to natural disasters, climate change and other environmental factors.

**The capability to live a healthy life** is affected by biological, physical and mental factors, economic resources and social conditions in the environment. Unequal distribution of income and poor living conditions...
can play an important role in shaping health inequalities. One of the main causes of premature death is disease. Inequalities exist due to differences in exposure (also affected by poor living conditions), lifestyle factors and differences in medical treatment.

People need to benefit equally from access to quality health services, medical advances in the treatment of disease, should the need arise, and be protected from communicable diseases. Women need to receive the right treatment and protection during pregnancy, childbirth and in the post-natal period. The treatment and protection of children, particularly during the first five years of life, is a critical element. Also, some aspects of health (for example, mental health) have not received the same level of attention or investment and new types of epidemic, such as obesity, are on the rise. All of these aspects are captured under this domain.

**DOMAIN 2: Physical and legal security: Inequality in the capability to live in physical safety and legal security**

For individuals to be capable of living the kind of life they have reason to value, they need to be, and feel, physically safe and secure. This domain covers all forms of physical and psychological violation influencing people’s capability to be and feel physically secure. This includes the incidence of torture and other forms of inhuman or degrading treatment or punishment, female genital mutilation, harassment, kidnap, ‘disappearance’, human trafficking and arbitrary detention.

Special attention is given in this domain to violence against women (physical, sexual and psychological) and to violence perpetrated against children. The physical mistreatment of those living in institutions (care homes, hospitals, etc.) and in detention (prison, secure hospitals, police custody) is also considered, given the special circumstances and vulnerability of people in these situations.

Another critical aspect of security is legal security. People need to be protected and treated equally and fairly by the law. The legal treatment of children in terms of parental rights, rights of children and the treatment of minors before the law are important aspects. This domain also captures how some advantaged people can receive preferential treatment. This may be through the nature, scope and range of behaviours that are criminalised; disproportionate power and influence in the setting of laws and how laws are enforced; as well as how those found guilty of committing a crime are punished (being let off without charge or through more lenient sentences). All of these aspects would be considered under this domain.
**DOMAIN 3:** Education and learning: Inequality in the capability to be knowledgeable, to understand and reason, and to have the skills to participate in society

The capability to be knowledgeable, to understand and reason, and to have the skills to participate in society is a critical life domain as the ability to learn is both important in its own right but also contributes to equality in other spheres of life.

This domain covers inequalities in education over the life-course, from early development through to adulthood. The early years are recognized as critical given their importance for healthy cognitive development and future health, behaviour and learning. Throughout the years of schooling aspects of access and quality are considered, as well as the unequal treatment of pupils within schools (including bullying from other children or ill-treatment by teachers) that are also important determinants of educational outcomes. This domain also captures the years beyond schooling to include lifelong learning and knowledge required to participate in society; including technological skills; skills related to accessing information held on the internet and the skills to distinguish between information of differing quality.

This domain also seeks to look beyond traditional education to whether individuals are fulfilled and stimulated intellectually. Expanding educational capability enables individuals to participate in activities such as reading a book or enjoying an art exhibition, or other activities that bring intrinsic pleasure, ultimately enhancing wellbeing and the quality of life. All of these aspects are important and can be considered under this domain.

**DOMAIN 4:** Financial security and dignified work: Inequality in the capability to achieve financial independence and security, enjoy dignified and fair work, and recognition of unpaid work and care

Economic inequality is both an important dimension of inequality and an important driver of inequalities in other domains. This domain focuses on inequalities in financial independence, financial security and dignified work. Economically rewarding activities in the form of paid work and entrepreneurial activities are important because the income generated can assist individuals to pursue the life that they wish to lead, to support those dependent on them and to avoid poverty and destitution.
We observe inequalities not just in the rewards from work but also in the **quality of jobs**. These inequalities include safety at work, autonomy, treatment and discrimination. Research has shown that differences in these **relations and conditions of work** also impact on capabilities in other spheres of life (physical security, health, etc.). Some forms of work are **precarious and temporary** in nature and there can be large differences between conditions for those working in the formal and informal labour markets. Conditions can be particularly bad for individuals working under **exploitative conditions** and in forced labour. In addition, in the absence of paid work (due to illness, disability, maternity, unemployment etc.) or for those old enough to retire from work, achieving financial security may imply access to an adequate social security system. All of these aspects are captured under this domain.

This domain is also designed to capture advantage as well as disadvantage. This is important given the concentration of income and wealth can have a negative bearing on other people’s capabilities; for example, where money ‘buys’ power, or limits the opportunities of others. This is useful given income and wealth can be associated with freedoms enjoyed in other domains (political influence, geographical mobility, security and room for legal manoeuvre for example).

**DOMAIN 5: Adequate living conditions: Inequality in the capability to enjoy comfortable, independent and secure living conditions**

This domain considers inequalities in **meeting basic needs, access to good quality and secure housing, access to transport infrastructure, the quality of the local environment and the ability to enjoy leisure time** alongside employment or caring responsibilities. This will help assess differences across individuals and groups in terms of meeting minimum acceptable conditions, access to basic amenities, and the independence and freedoms required for people to lead the life they have reason to value.

Secure access to **food, clean water, shelter, sanitation, warmth, utilities and adequate accommodation** are basic defining features of secure and comfortable living conditions. Where a country or region faces emergencies such as natural disasters (flooding, drought, famine, earthquakes, volcanic eruptions, typhoons, violent storms), war and conflict, people face displacement, disrupting their lives and challenging their capability to enjoy comfortable, independent and secure living conditions or even meet their basic needs. These risks are not faced equally by all and particular groups are often more disadvantaged.
Mobility and geographical connectedness are important for independent living, to visit family and friends, to enhance work opportunities, to travel for pleasure and to socialise. The quality of the local environment is also critical with pollution levels; noise; odour; unsociable behaviour, rubbish; access to places where children can play; access to leisure facilities and green spaces differing widely between communities. These aspects, as well as the balance between employment, care responsibilities and leisure, are all captured under this domain.

**DOMAIN 6: Participation, influence and voice:**
Inequality in the capability to participate in decision-making, have a voice and influence

The capability to participate in decision-making, have a voice and influence, affects political, social and family spheres of life. Different forms of participation covered in this domain, include, participation in democratic processes such as voting in general and local elections, representation in national and local government of different groups, the ability to join workplace associations and community action groups and involvement in decision-making in the family. In addition to participation this domain also looks at differences in influence and voice.

In terms of inequality, it is recognised that it is possible for some individuals to have ‘too much’ influence as well as ‘too little’. Too much influence by some individuals and groups can have a negative effect on other people’s capabilities. There are growing concerns that economic inequality has led to political capture by elites, eroding democratic governance, influencing policy making in their favour and to the detriment of others. Unequal influence and power also exists within families which leads to forms of gender domination, mainly by men.

**DOMAIN 7: Individual, family and social life:**
Inequality in the capability to enjoy individual, family and social life, to express yourself and to have self-respect

The capability to enjoy individual, family and social life, to express yourself and have self-respect is fundamental to being able to live the type of life people have reason to value. People need to be free to formulate and pursue goals and objectives for themselves, to develop as a person and live without fear of humiliation, harassment, or abuse based on who they are.
In the **family and relationship sphere**, the ability to form intimate relationships and a family and to enjoy independence and equality in primary relationships, underpinned by freedom in matters of sexual relations and reproduction, are all important for individual well-being. In the **social sphere**, it is important to be able to form friendships, have time to spend with, and care for, friends and family and to be able to celebrate special occasions and cultural events. Engagement in cultural and religious practices with other members of your chosen group or groups is important for developing and maintaining cultural and religious identities. Equally knowing that there is someone who will look out for you and care for you in times of need is important for personal well-being.

Not everyone enjoys these freedoms and important inequalities exist between different groups of people in many countries. Differences in personal resources, legal frameworks, social norms, treatment by those in authority, social recognition, religious hostilities and discrimination based on personal characteristics can all play an important role in shaping these inequalities. These issues would be examined under this domain.

2c: **Measurement and indicators**

**INTRODUCTION TO MEASUREMENT**

This section will help you measure inequality within each domain. It presents an overview of the key indicators, which you are likely to be interested in exploring, and a selection of specific measures for which data may be available. Data signposting is discussed in the next section: where to gather quantitative data. Many of the indicators and measures presented here relate to targets within the SDGs that governments are already committed to monitoring. This is helpful in ensuring at least a minimum level of data availability across countries.

Measures of inequality vary and can be both **objective and subjective measures**. Some objective measures capture the different outcomes between groups for a particular indicator (e.g. prevalence of violent crime by gender or employment rates by disability status). Others capture differences due to income levels (socio-economic gradients), such as different levels of educational attainment or differences in child mortality rates by family income. Other measures – such as a measure of income inequality or inequality in life expectancy – directly capture dispersion (the degree of spread across the population), while others focus on concentration at the top end (for example, the top 1% income share). Subjective inequality measures capture differences in areas such as life satisfaction or subjective general health status, where data is gathered regarding how different groups of people rate their own experiences in these areas. Across the seven domains a great variety in the type of measures used to measure different aspects of inequality can be found.

Often within this section your attention will be directed towards quantitative measures, if data exists in the domains you are analysing. An appropriate level of **disaggregation of data** will be necessary to enable you to analyse inequalities according to the indicators and measures on which you have chosen to focus. Ideally at a minimum the disaggregation of data would show results based on income level (socio-economic status), gender, age, education, disability, as well as by geographical location (urban, rural and by region). Data should also be disaggregated according to the most nationally relevant, identity-based factors appropriate in your context.
Potential disaggregation variables

1. Income level
2. Gender
3. Age
4. Education level
5. Disability
6. Urban-rural disaggregation
7. Geographic disaggregation – by region
8. Race
9. Ethnicity
10. Caste
11. Citizenship and immigration status
12. Religion

BOX 4

Vertical, horizontal and spatial inequalities

**Vertical inequality** refers to differences based on ‘vertical concepts’ of income and wealth. Measures of income inequality such as the Gini coefficient are direct measures of this type of inequality. When different social and political outcomes (for example, higher maternal mortality rates or lower political participation levels) are observed between the rich and the poor these can also be categorised as vertical inequalities. Disaggregating an outcome measure (for example, health status) on the basis of income level can also give you a snapshot of vertical inequalities.

Disaggregating data on the basis of other variables (gender, disability, ethnicity, location) will give you a snapshot of horizontal inequalities. This term refers to the differences that are experienced between particular groups. Horizontal inequalities can be observed in a multitude of ways – from the indigenous women who face a higher risk of dying in childbirth to the members of an ethnic minority group who face wage discrimination in the workplace. The effects of these inequalities are not restricted to the poorest, but it is often the poorest that face the most serious impacts to their wellbeing as a result. Horizontal inequalities are also important because of their impact on social cohesion; they increase the likelihood of conflict in society. Measuring horizontal inequalities will be key to your analysis but you are unlikely to find published data in this form for most of the measures included in the framework and so this analysis may require access to micro data.

Inequalities between different locations (geographies) are forms of horizontal inequalities, but also sometimes described as spatial inequalities. These are often given a strong focus given the importance of this concept for directing public investment patterns. A common spatial dimension of inequality that is measured and referred to in developing countries is the inequality between urban and rural areas. Inequalities between different regions or districts of the country are also important. Differences between educational, health and nutritional outcomes (and other dimensions of wellbeing such as access to potable water, sanitation and electricity) between urban and rural areas, or different regions, can often be clearly measured and are an important part of an inequality analysis.

If you are interested in looking at more than one dimension of horizontal inequality you can measure intersecting inequalities. For example, you might be interested in contrasting the general health of women living in a rural area with those living in an urban area (looking at the intersection between gender and urban/rural living) or the loneliness of older men with low levels of household income with those living in a higher income household (looking at the intersection between gender and household income). While these contrasts will provide you with more detailed information on inequality, it is important to be aware that data requirements will be greater and you could end up with a large number of outcome measures to analyse, so being selective will be key to good analysis of intersecting inequalities.

BOX 5
In countries where data are of high quality, with appropriate levels of disaggregation, data gathering and analysis could be relatively straightforward. However, you may still want to expand and/or adapt the type of disaggregation proposed here to fit better within your context. In countries with poor data – including very limited disaggregated data – it may be worthwhile to consider conducting a deliberative consultation exercise as part of the process of applying the framework. This exercise would consult key stakeholders to build consensus on the nationally-relevant characteristics for disaggregation that should be applied. This conversation could include national statistics offices as part of a wider data advocacy approach to enable better data gathering in future.

When seeking to apply the indicators and measures suggested in this section, it is important to remember that this framework should be applied flexibly. It is highly unlikely that you will find data for your country for all measures across all domains. What is suggested here are first ‘core indicators’ (a potential short list of measures) followed by an expanded ‘full list’ of potential indicators. You can determine your own priority areas to measure. This is the step that we like to think of as ‘countrification’. The taskforce or advisory group working to apply this framework can lead this, and should conduct an exercise of indicator selection and adaptation to make the multidimensional inequality framework fit within your context. This exercise of countrification should allow you to adapt for data limitations, as well as to create new indicators that appropriately reflect your context.

It may be preferable to conduct this exercise before any workshop or large group meeting, given the nature of the task is complex. It requires discussions about the availability of data, as well as data quality across all the indicator sets proposed. There can be many challenges with using official data sets: from the nature of political control over data in your country, to the conflicts that exist between the data provided in official datasets and, in general, the various weaknesses in data collection that may be present due to the capacities of national statistics institutes. This is a difficult area. Oxfam teams will need the guidance of specialists and their taskforce appointees to select the particular datasets for use in light of these challenges. Setting yourself criteria to guide your selection of indicators and measures may also be a helpful first step for your taskforce.

As the framework supports disaggregation by group characteristics it can be used to monitor capabilities at the level of the group as with for example, women, indigenous groups or scheduled castes and scheduled tribes. Teams may wish to focus part of their analysis on some key groups with a view to thinking about potential policy options.

The Multidimensional Inequality Framework, collective action and capability expansion

Although the capability approach is inherently an assessment of individual wellbeing, an expanding body of literature addresses the role that collective action can play in processes of capability expansion. Social movements, human rights campaigns, social action to promote group identity, recognition and equality, including gender equality and indigenous people’s struggles, civil society and NGO campaigns, grass-roots action and self-help initiatives can be critical influences on the capabilities that are secured for individuals and groups. The capability approach puts emphasis on the concept of agency as well as that of wellbeing, and processes of capability expansion often occur when disadvantaged people come together and act as a group. Indeed, in some contexts, collective group action of this type may be necessary in order to secure and expand capabilities.
While it will be essential to adapt the framework to maximise the use of good data that are available, it is equally necessary to map the data gaps. You are likely to find many "empty cells". These should not simply be discarded from view. Your team can assess the data gaps as follows:

- which are most interesting and relevant in your context?
- which – if data were available – would tell you meaningful things about inequality in your country?

These data gaps can inform your data advocacy if you decide to include this type of advocacy in your inequality strategy. See section 2g - Options for data advocacy - for more information in this area.

You are also likely to want to conduct qualitative research to deepen your understanding of inequalities in your context. You can use qualitative research techniques to respond to the data gaps identified, as well as to deepen your research into other areas. See the discussion later – conducting qualitative research on inequalities – for more information about qualitative research in this area.

It is also important to consider how you will measure inequalities in your country over time. The framework will provide only a static view if it is simply used to gather the most recently available data across the indicators and measures selected. However, it is likely that you will want to take a longitudinal view – to look at how inequalities are changing over time. You can use the framework to look backwards – gathering data over a specific time period where there are comparable data available for the particular measures you choose. You can then continue to re-apply the framework and do analysis every 2-4 years depending on the frequency of data collection and publication for your country.

Given the challenges with measuring and tracking inequalities, Oxfam teams may wish to consider building an inequality research partnership with national, regional or global research institutes or the national statistics institute in country. Oxfam’s Strategic Plan has already identified the need to cultivate long-term knowledge partnerships with research institutions in developing countries. This is a prime example of an area where this would be useful. Through this partnership teams can ensure relevant data are collected, analysed and consistently updated. Capacity building efforts can also be built into these partnerships where relevant.

### INDIATORS AND MEASURES BY DOMAIN

As mentioned already, it is highly unlikely that you will find data for your country for all measures across all domains. What is suggested here is a relatively comprehensive list of indicators and measures, presented by each sub-domain. You can choose priority measures from this list and add or adapt measures to suit your context.

#### DOMAIN 1: Life and health: indicators and measures

**SUB-DOMAIN 1.A:**
Avoid premature mortality through disease, neglect, injury or suicide

**Indicator 1.1: Inequality in life expectancy**

**Measure 1.1.1:** Live births by gender

**Measure 1.1.2:** Perinatal, infant and under 5 mortality rates

**Measure 1.1.3:** Inequality in age-mortality rates

**Measure 1.1.4:** Period life expectancy at birth

**Indicator 1.2: Specific-cause mortality rates**

**Measure 1.2.1:** Mortality rates due to the top 3 communicable diseases (country
specific – e.g. influenza, HIV, malaria, tuberculosis, hepatitis)

Measure 1.2.2: Mortality rates due to the top 3 non-communicable diseases (country specific – e.g. cardiovascular disease, cancer, diabetes, chronic respiratory disease, hypertension, disease related to diet and nutrition)

Measure 1.2.3: Maternal mortality ratio – the number of maternal deaths during a year per 100,000 live births

Measure 1.2.4: Mortality rate attributed to unsafe water, unsafe sanitation and lack of hygiene

Measure 1.2.5: Age-standardized death rate attributable to air pollution (per 100,000)

Measure 1.2.6: Death rate due to (a) road traffic accident injuries; (b) other unintentional injuries

Measure 1.2.7: Suicide mortality rate (SDG)

SUB-DOMAIN 1.B:
Be protected from being killed or murdered

Indicator 1.3: Homicide

Measure 1.3.1: Homicide rate

Measure 1.3.2: Domestic homicide rate

Measure 1.3.3: Racially motivated, religiously motivated and homophobic homicide

SUB-DOMAIN 1.C:
Be protected from natural and non-natural disasters

Indicator 1.4: Death rates from natural disasters

Measure 1.4.1: Deaths from natural disasters – earthquakes; volcanic eruptions; flood; fire; famine

Indicator 1.5: Death rates from non-natural causes

Measure 1.5.1: Deaths from non-natural causes during or following police custody

Measure 1.5.2: Deaths in prisons: (a) from non-natural causes; (b) self-inflicted

Measure 1.5.3: Deaths from non-natural causes for people resident in health or social care establishments

Measure 1.5.4: Deaths from torture and political oppression

Measure 1.5.5: Civilian deaths as a result of war, conflict, unrest and protest (includes disappearances)

SUB-DOMAIN 1.D:
Achieve the highest possible standard of physical health

Indicator 1.6: Subjective evaluation of current health status and treatment

Measure 1.6.1: Percentage who report poor current health status

Measure 1.6.2: Inequality in self-reported current health status
Measure 1.6.3: Percentage who are treated with dignity and respect in health treatment

Indicator 1.7: Prevalence of key diseases associated with deprivation and low income

Measure 1.7.1: Prevalence of new infections per 1,000 or per 100,000 uninfected population (HIV, Tuberculosis, Malaria, Hepatitis B)

Measure 1.7.2: Percentage requiring interventions against neglected tropical diseases

Indicator 1.8: Healthy life

Measure 1.8.1: Inequality in healthy life expectancy

Measure 1.8.2: Prevalence of: (a) Stunting in young children; (b) undernourishment

Measure 1.8.3: Rates of obesity/Prevalence of Type II diabetes

Measure 1.8.4: Percentage diagnosed with eating disorders

Measure 1.8.5: Rates of: (a) alcoholism; (b) drug addiction; (c) tobacco use

Measure 1.8.6: Prevalence of asthma

Measure 1.8.7: Percentage who report participation in sport/physical activity on regular basis

Indicator 1.9: Limiting illness, disability and mental health

Measure 1.9.1: Percentage who report a long-standing health problem or disability that substantially limits their ability to carry out normal day-to-day activities

Sub-Domain 1.E:
Enjoy good mental health

Indicator 1.10: Mental Health

Measure 1.10.1: Percentage who report poor mental health and well-being

Measure 1.10.2: Inequality in mental health score

Sub-Domain 1.F:
Have good sexual and reproductive health

Indicator 1.11: Sexual and reproductive health

Measure 1.11.1: Rates of sexually transmitted infections

Measure 1.11.2: Percentage of women with unmet need for family planning

Measure 1.11.3: Percentage of women who have given birth in the last five years having delivery attended by a qualified health professional

Measure 1.11.4: Percentage of women who have given birth in the last five years who were given the choice of where to give birth and birthing method

Measure 1.11.5: Percentage of women in the last five years who have undergone an unofficial, unregulated abortion
To find data related to this domain, as well as using any national surveys and sources available, consider the following data sources (for updated data sources, please visit our website):

- **DEMOGRAPHIC AND HEALTH SURVEYS**
- **EUROPEAN QUALITY OF LIFE SURVEY**
- **EUROPEAN SOCIAL SURVEY**
- **EUROSTAT**
- **GLOBAL BURDEN OF DISEASE**
- **GLOBAL HEALTH OBSERVATORY, WORLD HEALTH ORGANISATION**
- **OSCE – OFFICE FOR DEMOCRATIC INSTITUTIONS AND HUMAN RIGHTS (HATE CRIME REPORTING)**
- **SUSTAINABLE DEVELOPMENT GOAL INDICATORS GLOBAL DATABASE**
- **UN CRIME TRENDS SURVEY, UN OFFICE ON DRUGS AND CRIME**
- **UN DATA, LIVE BIRTHS BY GENDER**
- **WORLD VALUES SURVEY**

**DOMAIN 2: Physical and legal security: indicators and measures**

**SUB-DOMAIN 2.A:**
Be free from violence including sexual and gender-based violence, domestic violence and violence based on who you are

**Indicator 2.1: Violent crime**

**Measure 2.1.1:** Percentage of population subjected to physical, psychological or sexual violence in the previous 12 months

**Measure 2.1.2:** Percentage of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months

**Measure 2.1.3:** Percentage of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months

**Measure 2.1.4:** Percentage of children aged 0-17 years who experienced any physical punishment and/or psychological aggression by caregivers

**Measure 2.1.5:** Percentage of children aged 0-15 years who experienced any sexual violence in the previous 12 months

**Indicator 2.2: Bodily and psychological integrity and security**

**Measure 2.2.1:** Percentage of girls and women who have undergone female genital mutilation
Measure 2.2.2: Number of victims of human trafficking per 100,000 population

Measure 2.2.3: Number of verified cases of kidnapping, enforced disappearance, arbitrary detention and torture of journalists, associated media personnel, trade unionists and human rights advocates in the previous 12 months

**SUB-DOMAIN 2.B:**
Feel able to use public spaces safely and securely without fear

*Indicator 2.3: Fear for personal safety*

*Measure 2.3.1:* Percentage that feel very unsafe or unsafe being alone at home and/or in local area (during the day and after dark)

*Measure 2.3.2:* Percentage that feel very worried/worried about physical attack, sexual assault, intimidation and acquisitive crime

*Measure 2.3.3:* Percentage concerned about their personal safety using public transport (during the day and after dark)

*Measure 2.3.4:* Percentage paying for security: (a) for personal protection; (b) security guards protecting private property; (c) to live in gated communities

**SUB-DOMAIN 2.C:**
Know you will be treated with equality, fairness and non-discrimination before the law

*Indicator 2.4: Fair and equal treatment by the police and legal system*

*Measure 2.4.1:* Percentage of population who the police have: (a) stopped on foot or vehicles; (b) stopped and searched; (c) conducted unannounced property/dwelling search

*Measure 2.4.2:* Percentage who are confident that the criminal justice system (police, courts, prison and probation service): (a) meets the needs of victims; (b) respects the rights of those accused of an offence and treats them fairly

*Measure 2.4.3:* Share of the population who believe that the public administration make fair and impartial decisions

*Measure 2.4.4:* Number of cases of (a) rape (b) domestic violence (c) hate crime estimated from population survey sources, compared with the number of cases reported to and recorded by the police, and the number of legal cases successfully prosecuted

*Measure 2.4.5:* Percentage of the population who believe that poor people are treated worse by the police

*Measure 2.4.6:* Percentage of the population who believe that the police make fair and impartial decisions

*Measure 2.4.7:* Perception of how fair the courts are to majority versus minority race/ethnic group

*Measure 2.4.8:* Trust in the criminal justice system: (a) trust in courts’ procedural fairness and trust in their competence; (b) trust in the police

*Measure 2.4.9:* Perceptions of judicial and police corruption: (a) how often the police take bribes; (b) how often judges take bribes

*Measure 2.4.10:* Sentencing disparities: evidence by gender, race/ethnic group, economic or social status
Measure 2.4.11: Detention numbers, physical assaults and conditions in prisons and other establishments (young offender institutions, secure hospitals, immigration centres, military prisons, house arrest)

**SUB-DOMAIN 2.D: Have the right to identity, name, gender and nationality**

**Indicator 2.5: Right to identity, name, gender and nationality**

Measure 2.5.1: Percentage of children under five years of age whose birth is registered with a civil authority

Measure 2.5.2: Percentage of the population with no official identity card stating name, gender and nationality

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**Domain 3: Education and learning: indicators and measures**

**Sub-Domain 3.A:**

Attain the highest possible standard of knowledge, understanding and reasoning, through access to education, training and lifelong learning

**Indicator 3.1: Basic skills**

Measure 3.1.1: Percentage of people of working age achieving functional literacy and numeracy skills

Measure 3.1.2: Inequality in maths and reading skills (measured by age 15)

Measure 3.1.3: Percentage of children under 5 years of age who are developmentally on track in learning

**Indicator 3.2: Educational attainment and schooling**

Measure 3.2.1: Percentage of each age group completing: (a) primary education; (b) secondary education; (c) further education or youth training; (d) higher education

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To find data related to this domain, as well as using any national surveys and sources available, consider the following data sources (for updated data sources, please visit [our website](#)):  

- Barometer Surveys (Afrobarometer, Americas Barometer, Asian Barometer, Eurobarometer, Latinobarometro)
- Demographic and Health Surveys
- European Quality of Life Survey
- European Social Survey
- Eurostat
- OSCE – Office for Democratic Institutions and Human Rights (Hate crime reporting)
- Sustainable Development Goal Indicators Global Database
- World Values Survey
Measure 3.2.2: Inequality in educational attainment (ISCED 2011 0-8 levels) for population aged 25+ years [years of schooling if attainment is missing]

Measure 3.2.3: Percentage of population attending private fee paying schools

Measure 3.2.4: Percentage of 16-18 year olds not in education, employment or training

Indicator 3.3: Participation in lifelong learning

Measure 3.3.1: Percentage of population aged 25+ years who have participated in formal or informal learning in last 12 months

Sub-Domain 3.B:
Access information and technology necessary to participate in society

Indicator 3.4: Use of the internet and technology

Measure 3.4.1: Percentage of population who have access to the internet

Measure 3.4.2: Percentage of population who have used the internet for any purpose within the last 3 months by age

Measure 3.4.3: Percentage of youth and adults with information and communications technology (ICT) skills

Sub-Domain 3.C:
Develop critical thinking, active and global citizenship and understanding of human rights

Indicator 3.5: Critical thinking and awareness of rights

Measure 3.5.1: Percentage of the population who have knowledge and understanding of human rights and active and global citizenship through (a) inclusion on school curriculum (b) campaigns, literature and public events

Sub-Domain 3.D:
Be treated with dignity and respect in education and learning establishments

Indicator 3.6: Treatment in education and learning establishments

Measure 3.6.1: Percentage of those attending who say they are: (a) treated with respect at school or college; (b) have experienced bullying or violence at an educational establishment

To find data related to this domain, as well as using any national surveys and sources available, consider the following data sources (for updated data sources and links, please visit our website):

- Demographic and Health Surveys
- European Quality of Life Survey
- European Social Survey
- Sustainable Development Goal Indicators Global Database
- UNESCO Databases of Resources on Education
- UNESCO World Inequality Database on Education
**DOMAIN 4:** Financial security and dignified work: indicators and measures

**SUB-DOMAIN 4.A:**
Achieve financial security and resilience against shocks

*Indicator 4.1: Income inequality, income security and financial resilience*

*Measure 4.1.1:* Relative income inequality - Gini (or a measure of dispersion such as 90/10 or Palma ratio) – household equivalised disposable income

*Measure 4.1.2:* Concentration of income at the top - top income shares (top 10%/5%/1%)

*Measure 4.1.3:* Relative income poverty – income <60% median equivalised disposable income

*Measure 4.1.4:* Rate of absolute income poverty: (a) against a fixed poverty line; (b) material deprivation

*Measure 4.1.5:* Precariousness of household income: (a) income volatility; (b) perceptions of income insecurity

*Measure 4.1.6:* Rate of over-indebted households (debt/income ratio)

*Measure 4.1.7:* Wealth inequality: (a) concentration – top wealth shares (top 10%/5%/1%); (b) Gini or decile ratios; (c) homeownership and housing wealth

**SUB-DOMAIN 4.B:**
Enjoy financial independence and control over personal spending

*Indicator 4.2: Financial independence, control over resources and financial inclusion*

*Measure 4.2.1:* Intra-household division of income

*Measure 4.2.2:* Percentage of partnered woman with equal control over household budget

*Measure 4.2.3:* Percentage with a bank account

**SUB-DOMAIN 4.C:**
Have equal access to paid work, productive assets and markets

*Indicator 4.3: Access to work*

*Measure 4.3.1:* Percentage of working age in paid work (employment and self-employment)

*Measure 4.3.2:* Unemployment rate: (a) ILO rate; (b) unemployment benefit claimant rate

*Measure 4.3.3:* Percentage of young people (15-24 years) not in education, training or employment

*Indicator 4.4: Earnings inequality (income from work)*

*Measure 4.4.1:* Earnings inequality - Gini or decile ratios, low and high pay rates

*Measure 4.4.2:* Earnings volatility - % of workers who gross annual labour earnings increased by 10% in real terms from one year to the next

*Measure 4.4.3:* Percentage of population groups working in top professions
Measure 4.4.4: Gender, disability and/or racial pay gaps
Measure 4.4.5: Gender and racial occupational segregation

Indicator 4.5: Access to productive resources and markets
Measure 4.5.1: Concentration of land ownership
Measure 4.5.2: Percentage of households with high-cost, short-term loans
Measure 4.5.3: Percentage of farmers with access to credit
Measure 4.5.4: Percentage of farmers with access to water and irrigation for production purposes
Measure 4.5.5: Percentage of farmers with access to local, national and international markets

Sub-Domain 4.D:
Enjoy good working relations and dignified and fair work conditions

Indicator 4.6: Employment relations and conditions
Measure 4.6.1: Percentage working in the informal sector
Measure 4.6.2: Percentage employed on: (a) part-time contracts; (b) temporary contracts; (c) Zero hours contract; (d) without a contract
Measure 4.6.3: Workplace injury rate
Measure 4.6.4: Percentage of workers experiencing job strain
Measure 4.6.5: Percentage of workers who enjoy autonomy at work (tasks, start and leave time, breaks)
Measure 4.6.6: Percentage of workers with opportunities for promotion in current job
Measure 4.6.7: Inequality in job satisfaction

Sub-Domain 4.E:
Be protected from forced labour and exploitative conditions

Indicator 4.7: Forced labour and child labour
Measure 4.7.1: Extent of forced labour, including sexual exploitation – ILO definition: all work or service which is extracted from any person under the threat of a penalty and for which the person has not offered himself or herself voluntarily
Measure 4.7.2: Extent of child labour: (a) children under the minimum age in unpermitted forms of work; (b) children in the worst forms of child labour; (c) children in hazardous work

Sub-Domain 4.F:
Enjoy equal division of care and unpaid work

Indicator 4.8: Distribution of care, domestic duties and home production
Measure 4.8.1: Average time spent on: (a) domestic duties; (b) caring for others; (c) home production
Measure 4.8.2: Time-related under-employment
DOMAIN 5: Adequate living conditions: indicators and measures.

SUB-DOMAIN 5.A:
Enjoy secure access to food, clean water, clean air, shelter, sanitation, warmth and utilities

Indicator 5.1: Secure access to food, clean water, clean air, sanitation, shelter, warmth and utilities

Measure 5.1.1: Prevalence of moderate or severe food insecurity in the population, based on the Food Insecurity Experience Scale (FIES)

Measure 5.1.2: Prevalence of stunting among children under 5 years of age

Measure 5.1.3: Prevalence of malnutrition among children under 5 years of age, by type (wasting and overweight)

Measure 5.1.4: Percentage of population using safely managed drinking water services

Measure 5.1.5: Percentage of population using safely managed sanitation services, including a hand-washing facility with soap and water

Measure 5.1.6: Percentage sleeping rough without shelter

Measure 5.1.7: Rates of fuel poverty - share of households unable to keep their home at a comfortable ambient temperature for a reasonable cost

Measure 5.1.8: Percentage of population with access to electricity

SUB-DOMAIN 5.B:
Enjoy adequate housing quality and security

Indicator 5.2: Housing quality and security

Measure 5.2.1: Percentage of population living in long-term informal settlements and slums

Measure 5.2.2: Number of people living in shelters, refuges, refugee camps, immigration centres
Measure 5.2.3: Number of people living in mobile accommodation and caravans

Measure 5.2.4: Percentage of the population living in: (a) temporary accommodation; (b) rented accommodation under short-term tenancy agreement

Measure 5.2.5: Share of total population living in a dwelling with a leaking roof, damp walls, floors or foundation, or rot in window frames or floor

Measure 5.2.6: Rates of housing overcrowding

Measure 5.2.7: Inequality in housing quality index

Measure 5.2.8: Housing cost overburden rate

SUB-DOMAIN 5.C:
Enjoy access to safe and appropriate transport

Indicator 5.3: Mobility and transportation

Measure 5.3.1: Proportion of the rural population who live within 2km of an all-season road

Measure 5.3.2: Monthly travel costs as a percentage of monthly income

Measure 5.3.3: Percentage of population that has convenient access to public transport

SUB-DOMAIN 5.D:
Access to green and public spaces

Indicator 5.4: Quality of local areas and access to open spaces

Measure 5.4.1: Inequality in local environment quality (rubbish, pollution, noise, odour, antisocial behaviour etc.)

Measure 5.4.2: Ability to access free facilities that promote leisure and wellbeing

Measure 5.4.3: Percentage of population with access to open, green spaces

SUB-DOMAIN 5.E:
Be able to achieve a good work-life/care-life balance

Indicator 5.5: Work-life balance

Measure 5.5.1: Satisfaction with work-life/care-life balance

Measure 5.5.2: Average minutes per day spent on leisure activities

Measure 5.5.3: Travel to work times

To find data related to this domain, as well as using any national surveys and sources available, consider the following data sources [for updated data sources and links, please visit our website]

- DEMOGRAPHIC AND HEALTH SURVEYS
- EUROPEAN QUALITY OF LIFE SURVEY
- EUROPEAN SOCIAL SURVEY
- EUROPEAN UNION STATISTICS ON INCOME AND LIVING CONDITIONS
- SUSTAINABLE DEVELOPMENT GOAL INDICATORS GLOBAL DATABASE
- WORLD VALUES SURVEY
**Domain 6:** Participation, influence and voice: indicators and measures

**Sub-domain 6.A:**
Participate in and have influence over democratic and other decision-making processes at any territorial level, and including indigenous, customary or community decision-making processes

*Indicator 6.1: Political participation*

Measure 6.1.1: Percentage of the population entitled to vote

Measure 6.1.2: Inequality in voter turnout in national or local elections

Measure 6.1.3: Percentage of seats in (a) national parliaments and (b) local governments by sex, age, disability status, privately educated, family background and population groups (e.g. ethnicity) (as above)

*Indicator 6.2: Political activity*

Measure 6.2.1: Percentage who have formally contacted local representatives / national government representative/political party in last 12 months

Measure 6.2.2: Percentage who have exercised their right to petition or protest in last 12 months

Measure 6.2.3: Percentage who attended a political rally, meeting or speech in last 12 months

Measure 6.2.4: Percentage who have been involved in any official consultation, town-hall meeting and/or any other official governmental practice in rulemaking (national, regional and/or local level)

*Indicator 6.3: Perceived influence*

Measure 6.3.1: Percentage who feel they can influence decisions affecting their local area

**Sub-domain 6.B:**
Participate in decision-making and make decisions affecting your own life independently within your household and family

*Indicator 6.4: Decision-making within families*

Measure 6.4.1: Who makes final decision within the family on key aspects such as where to live, children’s education, work, finances etc.: (a) decisions are made jointly; (b) decisions are made by head of family (specify gender)

**Sub-domain 6.C:** Have freedom to form and join civil organisations, social movements and solidarity groups, including trade unions; freedom of assembly and association and enjoy active citizenship

*Indicator 6.5: Taking part in civil organizations, social movements and other collective actions*

Measure 6.5.1: Percentage who are a member of a local decision-making body (town/village council, local association, local education or health bodies)
Measure 6.5.2: Percentage of employees who are a member of a trade union or workplace organisation active in relations and conditions of work

Measure 6.5.3: Percentage active in a campaigning group, social movement or political party (can be via social media)

To find data related to this domain, as well as using any national surveys and sources available, consider the following data sources (for updated data sources and links, please visit our website):

- Barometer Surveys (Afrobarometer, Americas Barometer, Asian Barometer, Eurobarometer, Latinobarometro)
- European Quality of Life Survey
- European Social Survey
- Sustainable Development Goal Indicators Global Database
- World Values Survey

Domain 7: Individual, family and social life: indicators and measures

Sub-Domain 7.A: Freedom to develop as a person, maintain dignity and self-respect

Indicator 7.1: Personal autonomy and freedom to develop as a person and live the life you choose

Measure 7.1.1: Percentage who feel able to practice their religion or beliefs freely

Measure 7.1.2: Percentage who feel they have sufficient control in making personal decisions that affect their everyday lives

Measure 7.1.3: Inequality in life satisfaction

Measure 7.1.4: Percentage who feel they have freedom of choice and control over the way their life turns out

Indicator 7.2: Have freedom from stigma, harassment; enjoy dignity and self-respect, self-esteem and self-confidence

Measure 7.2.1: Inequality in self-esteem – using for example the Rosenberg self-esteem scale (RSES)

Measure 7.2.2: Percentage of the population reporting personally feeling discriminated against or harassed within the previous 12 months

Measure 7.2.3: Percentage who feel lonely

Measure 7.2.4: Group Grievance indicator. Discrimination, powerlessness, ethnic violence, communal violence, sectarian violence, and religious violence, measured on a scale of 0 (low pressures) to 10 (very high pressures)
**SUB-DOMAIN 7.B:**
Form and maintain intimate relationships, friendships and a family; enjoy independence and equality in primary relationships, including marriage, be confident that they will be treated with dignity and respect

**Indicator 7.3:** Being able to form and pursue the relationships you want, free to make decisions on when to form and start a family, live as a family and have a say on family life

**Measure 7.3.1:** Percentage for whom others decide on their behalf who they form their primary relationship with

**Measure 7.3.2:** Percentage of women aged 20–24 years who were married or in a union before age 15 and before age 18

**Measure 7.3.3:** Percentage of women aged 15–49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care

**Measure 7.3.4:** Percentage of children who maintain contact with non-resident parent after parental separation

**SUB-DOMAIN 7.C:**
Enjoy family life, including in the context of global displacement and international migration

**Indicator 7.4:** Enjoy family life in the context of global displacement and international migration

**Measure 7.4.1:** Percentage or number separated from family due to displacement, migration and work

**SUB-DOMAIN 7.D:**
Be free to enjoy a social life, engage in cultural and other valued activities

**Indicator 7.5:** Being able to participate in key social and cultural occasions which matter to you

**Measure 7.5.1:** Percentage who say they have been unable to participate in important social or cultural occasions and reasons why

To find data related to this domain, as well as using any national surveys and sources available, consider the following data sources (for updated data sources and links, please visit our website):

- **BAROMETER SURVEYS** (Afrobarometer, Americas Barometer, Asian Barometer, Eurobarometer, Latinobarometro)
- **DEMOGRAPHIC AND HEALTH SURVEYS**
- **EUROPEAN QUALITY OF LIFE SURVEY**
- **EUROPEAN SOCIAL SURVEY**
- **EUROPEAN UNION STATISTICS ON INCOME AND LIVING CONDITIONS**
- **FUND FOR PEACE FRAGILE STATES INDEX**
- **GALLUP WORLD POLL**
- **SUSTAINABLE DEVELOPMENT GOAL INDICATORS GLOBAL DATABASE**
- **WORLD VALUES SURVEY**
2d: Intersecting inequalities

Intersecting inequalities are the multiple and durable disadvantages which result when economic deprivation intersects with identity-based discrimination and spatial disadvantage. Groups and individuals located at these intersections experience disadvantages in several dimensions, which diminish and undermine their capabilities with respect to the rest of the population. In this sense, using intersecting inequalities as a category of analysis can help understand how multiple sources of disadvantages (such as class, gender, caste, race, ethnicity) combined together work to influence inequality of capabilities.

Individuals and groups of people experience intersecting inequalities as a result of identity-based discriminations. These markers are usually characteristics ascribed from birth – such as race, case, ethnicity and gender, and are relatively immutable. Each person can have more than one of these identity ‘markers’ and any, or all, of them can imply some form of disadvantage (e.g. an indigenous woman living in a remote rural location).

Intersecting inequalities emerge from social relations of power, which result in different forms of oppression and exclusion. Using intersecting inequalities as a category of analysis enriches and complements the capabilities approach because it opens a window on two perspectives which are weak in the capabilities approach:

- the role of structure (social relations, cultural norms, values, institutions) and of power in explaining how inequalities in capabilities come about and persist over time;

- the individual, unique experience of oppression and exclusion, which differs for each individual intersection of disadvantages and which reflects the fact that capabilities can be unfairly distributed, with some people having too many of them and/or using them to exclude or oppress others.

The notion that different forms of oppression and disadvantage can overlap and intersect and be experienced together by the same person originates in feminist thinking. The term ‘intersectionality’ was originally coined in 1989 by Kimberlé Crenshaw, a black US civil rights advocate and legal scholar, studying employment discrimination experienced by American black women as a result of their gender and race. However, in no way should the intersectionality approach be limited to the analysis of gender discrimination. Rather, its use by feminist thinkers and activists opens the way for its application to understanding and tackling other forms of discrimination – in both theory and practice.
The intersectionality approach is increasingly seen as a tool to understand “how particular constellations of identities and social positions impact on access to rights and opportunities, and how policies, programmes, services and laws affect people in different, context-specific or even unexpected ways”. It can be applied to research, but also to the way in which programmes are designed, and advocacy and influencing strategies are built. It is also seen as having the potential to generate new forms of activism and resistance and to be a source of empowerment for marginalized women at the crossroads of multiple forms of discrimination, as well as a springboard to develop anti-discrimination law and policy that does not treat forms of discrimination such as racism and sexism as parallel but rather as interacting.

Applying the intersecting inequalities approach to the multidimensional inequality framework means recognising that not only are people disadvantaged with few/weak capabilities in several domains of life at the same time, but also that people have fewer capabilities than others as a result of the multiple disadvantages that they face by reason of their own identities and social positioning. The same ability to function is influenced by the intersection of these multiple disadvantages.

**Measuring intersecting inequalities** requires first of all identifying the identity markers and other characteristics that are sources of disadvantage and discrimination in each given context. For example, investigating intersecting inequalities in Brazil means focusing on the role of ethno-racial characteristics and regional location, as well as gender, and how individuals sitting at the intersection of these characteristics (for example, a white woman living in the Federal district; or a mixed-race man living in the North-East region) perform on a number of socio-economic characteristics/domains of life (income, health, education, etc.). These differences should be revealed when you gather sufficiently disaggregated data under the indicators and measures by domain provided in this framework.

### 2e: Where to gather quantitative data

The first port of call for your team to gather data is likely to be your National Statistics Institute. There you will be able to find data from national household surveys, which will be a critical source of official information. There are many different kinds of household surveys with some more narrowly focused (e.g. labour and/or
income or a particular sector like agriculture) and some more broadly focused combining these elements with an overview of living conditions. Data disaggregation will vary but will normally include aspects such as gender, location, age and income level, as well as other locally relevant factors.

The type, frequency and coverage of national household surveys vary significantly between countries and individual country sources cannot be profiled here. This section profiles instead the main regional and global sources of data relevant to inequalities that are available.

An additional aspect to bear in mind is that official data sources are not always the most appropriate. When it comes to certain aspects such as deaths in police detention/prisons, official data are likely to be biased. Instead you will be interested in documenting allegations and other forms of quantitative and qualitative evidence gathered by specialist NGOs, the media and other sources. In other areas of the framework, such as in relation to dignity and respect in health treatments, or related to bullying and violence in schools or exploitation in workplaces, you may also find little official data. Again research or small surveys by specialist NGOs might shed light on the incidence of mistreatment and different people’s experiences. These are all useful sources to consider in your assessments.

**Information on global and regional data sources**

**BAROMETER SURVEYS**

The Barometer series of surveys are carried out separately across different regions as follows: Eurobarometer, Americas Barometer, Afrobarometer, Latinobarometer and Asiabarometer. These surveys focus on values, voice and participation, as well as the perception of democracy and governance. Disaggregation is limited and is generally with regard to gender, education and age – and sometimes by income level – though this varies across regions. While some basic surveys covering a limited range of indicators are carried out every six months to a year in many cases, there are also special editions that are more comprehensive. It is worth taking time to check what information is available in which survey documents. Access is free and although you can use the online analysis tool, the micro data is useful if you need detailed information.

**See:**

- Americas Barometer: [https://www.vanderbilt.edu/lapop/](https://www.vanderbilt.edu/lapop/)
- Asian Barometer: [http://www.asianbarometer.org](http://www.asianbarometer.org)
- Latinobarometro: [http://www.latinobarometro.org/lat.jsp](http://www.latinobarometro.org/lat.jsp)

**CREDIT SUISSE ANNUAL GLOBAL WEALTH REPORT**

Credit Suisse produces an annual global wealth report. It seeks to capture net wealth, taking into account all assets and debt. It provides measurements of overall wealth per country, as well as looking at the pattern of distribution of wealth within countries. It is the most established wealth database for research.

**See:**

**DEMOGRAPHIC AND HEALTH SURVEYS**

The DHS is a well-established, standard survey that is applied across many developing countries. It provides high quality data relating to marriage, fertility, family planning, maternal and child health (including mortality and child immunisation), maternal and child nutrition, malaria and HIV/AIDS. Some countries include additional modules on domestic violence, women’s status, child labour or female genital mutilation for example. Surveys are housed at a central source (at the link below) and will generally also be published on the websites of national statistical institutes in country. It is possible to download datasets. However, this is unnecessary unless you want to do statistical analysis with raw data given the comprehensive information provided in Final Reports. Data are often disaggregated by gender, location (urban, rural and by region), income level and education level.

**European Quality of Life Survey**

The EQLS is a European wide survey run by Eurofound. It is conducted every five years and has a focus on general living conditions as well as issues of social support, loneliness and exclusion. An online analysis tool is available though it is likely that downloading micro data would be the best approach to analyse fully across indicators.

**European Social Survey**

The ESS is a biannual survey conducted across almost all of Europe. It is very comprehensive covering topics of interest including health, the family, personal wellbeing and participation in many different cultural, business and community spheres. Data are freely available and cover a comprehensive level of disaggregation including aspects of gender, disability, income levels, age and education levels. An online analysis tool is available through it is likely that downloading micro data would be the best approach to analyse fully across indicators. With this tool it is possible to look at how privilege and disadvantage overlap across indicators.

**European Working Conditions Survey**

The EWCS is a European wide survey run by Eurofound. It is conducted every five years. It is a specialised survey – with a high degree of disaggregation – focused on the terms and conditions of employment and economic activity outside the household. An online analysis tool is available through it is likely that downloading micro data would be the best approach to analyse fully across indicators.
European Union Statistics on Income and Living Conditions

The European Union Statistics on Income and Living Conditions (EU-SILC) is an instrument aiming at collecting data related to income, poverty, social exclusion and living conditions. This instrument is maintained as part of Eurostat. It is difficult to access micro data via this site, as researchers need to submit a request for recognition as a research entity as well as a research proposal to gain permission. However, there is an online analysis tool that can be used to extract information. Disaggregation is comprehensive with different indicators disaggregated by gender, income level, occupation, education level, region, citizenship and other relevant categories.

See: http://ec.europa.eu/eurostat/data/database

Eurostat

Eurostat is the statistical office of the European Union. It collates information from many different surveys and sources and covers all EU countries. The database has information on many different themes including employment, health, education, living conditions and quality of life. Information is generally disaggregated by gender and age and sometimes by other characteristics such as income status and education levels. It is difficult to access micro data via this site, as researchers need to submit a request for recognition as a research entity as well as a research proposal to gain permission. However, there is an online analysis tool that can be used to extract information.

See: http://ec.europa.eu/eurostat/data/database

Fund for Peace Fragile States Index

The Fund for Peace Fragile States Index may be useful in providing data related to group grievances (domain 2). It aims at global coverage and provides a global index for comparison between countries, as well as a dashboard to enable analysis on a country basis.

See: https://fragilestatesindex.org/

Gallup World Poll

Gallup is a US research-based, global performance-management consulting company, known for its public opinion polls conducted worldwide. It conducts the Gallup World Poll to research citizens’ opinions on a wide range of issues including media freedom, security, leadership approval, happiness and employment. As this is a private company the data are not available for free but it is a source Oxfam teams could approach to negotiate access if relevant for certain areas.

See: http://analytics.gallup.com/213704/world-poll.aspx
GLOBAL BURDEN OF DISEASE

The Institute for Health Metrics and Evaluation maintains the Global Burden of Disease (GBD) database. It gathers global data related to mortality, diseases and injuries, disaggregated by age and gender. There is no micro data available but there are detailed country level statistics accessible via the online analysis tools.

GLOBAL HEALTH OBSERVATORY

The World Health Organisation maintains the Global Health Observatory as a global data source on life and health issues. It has an online analysis tool that enables selection by country and a particular indicator. Available disaggregation is mainly limited to age and gender only.

ILO FORCED LABOUR PLATFORM

This is the ILO’s platform on forced labour. It aims to have global coverage and to collect information from as many countries as possible. Though there is global data provided on the site, there is also a lot of qualitative information, with many special reports on different industries and different countries.

ILO STAT

The ILO provides a lot of information related to employment, sectoral and occupational characteristics and job quality, earnings, health and safety at work, as well as on aspects such as trade unions and strikes. The data reported here are gathered through other instruments and collated. This includes reporting all of the national Labour Force Surveys available online. The ILO’s statistical coverage is nearly global and there is good reporting of data for many developing countries. It is not possible via this site to get access to micro data but you can find out the underlying sources being reported and investigate these further. Disaggregation by gender is common. However, other levels of disaggregation depend on the underlying source and so vary.

OECD STATS

OECD Stats collects data for OECD countries as well as some non-member countries (Brazil, China, Colombia, Costa Rica, India, Indonesia, Lithuania, Russia, South Africa). Data are collected on a wide range of topics including social protection, social expenditure by sector, income distribution and poverty. It is one of the few sources of data on measures such as ‘indebtedness’ and ‘housing costs overburden’. It is not possible to access micro data via this site but you can analyse and extract data using the online tools.
OSCE – OFFICE FOR DEMOCRATIC INSTITUTIONS AND HUMAN RIGHTS (HATE CRIME REPORTING)

The OSCE-ODHIR is a regional human rights office. It maintains a website to report on hate crime in its participating states. This is not an official survey but it collates information from groups that monitor hate crime in the various countries covered. Information is available on different types of hate crimes, for example disaggregated by religion and other aspects of identity.

PEW RESEARCH CENTRE SURVEYS ON RELIGION

The Pew Research Centre conducts surveys on religion and public life. Their website hosts special country or regional level surveys as well as a global dataset (compiled since 2007) regarding government restrictions on, and social hostilities towards, religion.

POVCAL, WORLD BANK

This World Bank database is a very useful source for data on income and consumption inequality. It has near global coverage and spans several decades. Information is, to an extent, standardized across countries. The site provides an online analysis tool that can be used to download the data you need.

Sustainable Development Goal Indicators Global Database

This global database has been set up to track progress against the SDGs. You can select your country and view all indicators and information available across a wide variety of areas including health, education, water and sanitation, energy, poverty, employment and many more aspects. The level of disaggregation available varies a lot between countries. It may be useful to use this source as a starting point to find out the underlying source of information (provided in the data footnotes). You can then consult this source directly and potentially find more disaggregated information available.

UN Crime Trends Survey, UN Office on Drugs and Crime

The UN-CTS provides freely accessible, statistical information on crime trends in member countries, including homicide, assaults, sexual violence, robbery, kidnapping and theft. It also provides information on criminal justice systems including people arrested, prosecuted, convicted and in prison, as well as criminal justice system resources. Its coverage is nearly global and information is updated annually. Data mainly relate to the incidence of crime, and there is not a lot of disaggregation of data apart from by gender.
UN DATA, LIVE BIRTHS BY GENDER

The United Nations Statistics Division maintains global data related to population size and composition. It is mainly unrelated to the indicators and measures chosen here in the multidimensional inequality framework. However, there is an exception with the ‘live births by gender’ measure. This indicator can be accessed directly at the link below.

See:

WORLD VALUES SURVEY

The WVS is a global survey that has been going on for several decades. It covers around one hundred countries and is conducted generally every five years. This survey has information on several areas of interest, particularly in relation to values and attitudes and political participation. It has an interactive online analysis tool that is straightforward to use to analyse the particular indicator/s you are interested in. Disaggregation of data is limited but is generally available by income level/social class and by gender. It is possible to download the micro data for free, which is useful if you want to analyse a series of indicators together.

See:
http://www.worldvaluessurvey.org/

WORLD WEALTH AND INCOMES DATABASE

The World Wealth and Income Database (WID.world) was initially created as The World Top Incomes Database in January 2011 but was renamed in December 2015. It aims to provide open and convenient access to the most extensive available database on the historical evolution of the world distribution of income and wealth, both within and between countries. Efforts are ongoing to expand the time and geographical coverage of the database, in particular for the countries of Asia, Africa and Latin America.

See:
http://wid.world

2f: Taking action to overcome data challenges

For some of the countries in which Oxfam operates data gathering can be a major challenge. Seeking to gather data against the indicators suggested here may result in many ‘empty cells’. However, this does not mean the framework is no longer useful. It can still be applied in different ways in your context. An important task is to select the indicators that work best for your country and to exhaust all the secondary data sources readily available. For the remaining areas – where there are gaps – you have several options: you can do your own primary surveys and/or you can also do qualitative research.
Doing your own primary surveys may well be expensive and may not be the right fit for all teams. However, as an approach it has major benefits. This way you can get the exact data you want, applying the disaggregation you want to spotlight inequalities, focusing on the areas of the framework where data is weak or completely lacking and tackling issues such as the perceptions of inequality that could be important for your influencing work. The cost implications will be significant, especially if you are seeking to do something that is nationally representative. However, it is still something that can be investigated.

As Oxfam seeks to apply the framework in countries in the future, there will be opportunities for Oxfam to apply for special research grants for innovative work in this area. Such projects would be developed in conjunction with academic partners, given the technical challenges, need for a very credible research partnership and conditions for access to funding. Oxfam is developing more experience in this area, particularly through an academic partnership looking at the perceptions of inequality. This could be an interesting, new avenue for action in relation to inequality data gathering.

Apart from a large-scale primary survey, you may also want to do your own data collection with a smaller sample size (e.g. around 1,000 interviews). In data poor countries this can still give you useful information about people’s experiences of inequalities. Special efforts would be needed to make sure such a survey captured excluded and marginalised groups – as well as privileged groups – which can often be a weak point. However, such surveys can also be complemented with qualitative research to cover all relevant aspects. There are also new opportunities to use social media tools to conduct data gathering surveys.

Oxfam has staff experienced in survey design, for example within its evaluation and its research teams. These teams can help generally with questions about sampling, the design of survey questions and methods.

Oxfam teams may be particularly interested in surveys related to the perceptions of inequality, an area where data is generally absent. This is an area Oxfam is beginning to look at, having conducted a large-scale survey in 10 countries during 2017. A key element of this survey was to investigate if it is possible to increase people’s concern levels about inequality and their support for the government to address inequality through redistribution by providing them with information about inequality and social mobility in their country. This was tested by using a randomized control trial (RCT) research design on over 50,000 online survey participants across 10 countries that make up over 30% of the global population. This was the first study of its kind to test the effect of providing different types of information about inequality and social mobility in the same field experiment, and to include multiple middle-income countries.
BOX 7

**Perceptions of Inequality Survey: methodology and results**

This survey was conducted with over 50,000 respondents in 10 high and middle-income countries (Denmark, India, Mexico, Morocco, Netherlands, Nigeria, South Africa, Spain, the United Kingdom and the United States). The survey had three aims:

- to help Oxfam understand how people estimate income inequality and whether they really underestimate it, as some existing evidence suggests;
- to help Oxfam explore concern and attitudes towards inequality and redistributive policies and government action;
- to see if giving people information on inequality would increase concern, and boost support for addressing inequality.

Because survey research needs to ensure validity (the questions measure what they are supposed to measure) and reliability (they do so repeatedly, producing consistent data with each application), questions for this research were selected from previous academic research on perceptions or established opinion polls (like the International Social Survey Programme). The questions chosen allow Oxfam to point to third party evidence and are likely to stand up to scrutiny given they come from established, credible sources.

To roll out the survey online, Oxfam commissioned some national survey firms to conduct the research in separate countries, as well as a firm to work in multiple countries at once.

In all countries, substantially larger samples were collected than what is usual for Oxfam audience research. This was done for two reasons: firstly to make the surveys in each country as close to nationally representative as possible, with a maximum degree of confidence in subgroups being adequately captured, but secondly and more importantly, to ensure that the number of respondents in the two interventions and the control group in each country would allow for a statistically sound analysis of the results. This is an essential rule that needs to be respected when analysing data from RCTs, specifically to ensure enough statistical power (the probability that a test will correctly identify a genuine effect, rather than a chance event). Working with specialist firms ensured sampling strategies reached the right number of people with certain characteristics (e.g. in the poorest 20% of the population) and that sophisticated statistical analysis could be conducted on the data. When commissioning such research, it is essential to ensure the survey firm has a track record of successfully administering randomization, a crucial feature with which the quality of the results can stand or fall.

Firstly respondents were asked questions about their demographic characteristics (age, gender, education, location and income), as well as who they would vote for if there was a national election today. Questions were then asked about what they perceive, and would prefer, the current level of inequality to be in their country. The distributions that were shown to respondents to capture these perceptions were based on real income distributions from different countries, and the type of charts used were chosen after feedback from focus groups that they were the simplest to understand. Respondents were also asked where they perceive themselves to be in the national income distribution, using the concept of quintiles (groups of 20% of people). As such the results about existing perceptions of inequality can be disaggregated by characteristics, for example looking at how rich people (the top 20%) respond or analyzing the data by gender for differences.

These introductory questions were followed by the survey’s most important feature: a randomized experiment. The survey provider assigned respondents randomly to three subgroups. Some survey respondents were given information about the true level of wealth inequality in their country, along with a qualitative statement on the low existing degree of social mobility. Others were given information about their correct position in the national income distribution. The third group (the control group) was given no information, but proceeded to answer similar questions to the two groups who had received information.
Respondents were then asked about their concerns regarding inequality and their support for redistribution. This enabled testing for any differences in answers between these groups, differences that had as their only explanation the information on inequality previously received. When done correctly, randomized designs are extremely robust - in fact the only reliable way to measure the impact of providing the public with different facts about inequality. In order to say something about people’s attitudes and preferences about inequality, in contexts where Oxfam will come under lots of scrutiny, this is the most robust method teams can use.

Some of the more general findings from the research include that:

- most people underestimate the current level of income inequality in their country, often dramatically; and falsely the large majority think they sit in the middle of the income distribution,
- nearly two-thirds of all respondents thought the gap between the rich and poor needs to be addressed urgently or very urgently;
- there was a particularly strong sense of urgency in some countries: 79% of respondents in South Africa, 85% in Nigeria and 93% in Mexico endorsed the need for urgent, or very urgent, action;
- Information on inequality can influence people’s concern and attitudes towards inequality, but the effect, size and direction varied and require advanced statistical analysis.

The experiment also asked respondents to estimate the yearly salary of the CEO of a large national company and that of an unskilled worker in a factory (to compute the estimated pay ratio between the top and the bottom of the wage distribution). Following from these respondents were asked to indicate how much they think these two professions should earn per year, enabling calculations of the preferred pay ratio. Findings show that respondents consistently want CEO to worker pay ratios to decrease. In South Africa, for example, respondents estimated a CEO to worker pay ratio of 27.8. Their preference, on the other hand, was to see a pay ratio of 8.2. In reality the average CEO to worker pay ratio in South Africa is 540:1, demonstrating how far preferences are from reality.

Interpreting results about the effect of information on people’s attitudes is complex. While people’s beliefs about inequality can change when provided with information about inequality, the effect varies by the type of information provided, and the change that occurs can be positive or negative. For example, in middle-income countries there is some evidence to suggest that information on people’s position in the income distribution can cause people to be less concerned about inequality and less likely to support action to address inequality.

In short, sometimes providing information increased support for addressing inequality, and sometimes it decreased support. Understanding the findings from this survey properly requires careful analysis by type of information, country and the specific sub-groups interviewed.

As the diversity in the results between countries cannot be adequately reported on here, the following is a small summary of selected findings only, in relation to the effects of information provision on people’s attitudes:

- Respondents who were given information about actual high levels of wealth concentration and low social mobility in the UK, South Africa and Denmark expressed between 10-20% higher levels of support for urgent action;
- Respondents who were given information about actual high levels of wealth concentration and low social mobility in Mexico expressed 20% higher levels of support for creating jobs with decent pay and raising the minimum wage;
- In South Africa, levels of support for basic income grants as a policy to tackle inequality were around one-third lower in the treatment groups (that received information) than in the control group (7.5% compared to 10.7%);
- In the case of the UK and Denmark, information always resulted in the treatment group having a higher level of concern and support for redistribution than the control group;
- In contrast, groups in Spain and the United States, who were provided with information, were less concerned about inequality and in the United States are less supportive of redistribution.
Though survey findings are diverse, it is clear that despite fairly high existing levels of concern about inequality and a widespread agreement that the gap between rich and poor needed addressing, respondents who were given information about inequality did not consistently take this information to change their position. These findings from the survey also imply that even though information about inequality and social mobility can sometimes raise people’s concerns, it may be harder to increase people’s support for more government action to address it.

The complexity and diversity of findings in this survey strongly suggest the need for further research in this area. This would enable Oxfam teams to test the impact of the provision of more and different types of information about inequality, and to investigate whether the trends found in this research hold up, especially in different contexts and with different information. This kind of understanding would be a valuable input to fine-tune Oxfam’s communications and messaging work. It would also help Oxfam understand more about how to build support for redistributive policies and ultimately how to develop more effective influencing strategies in relation to inequality-reduction.

For this survey experience Oxfam worked very closely in a research partnership with an academic partner (Chris Hoy from the Australian National University) who helped develop and manage the survey. This was extremely important, given the survey included the application of a randomised control trial that requires experience in econometrics and statistics, expertise that Oxfam does not always possess in-house and that if missing during data analysis, can result in a misleading interpretation of results and ultimately a waste of resources. Chris will continue his work in this area and is happy to continue his collaboration with Oxfam teams. He is open to future research partnerships with programmes interested in replicating this type of survey and experimenting around it on a consultancy basis. Chris can be contacted via Oxfam GB’s research team.

Conducting more qualitative research is always an option to fill some of the data gaps you find. In Guatemala, for example, the taskforce discussed carrying out case studies in relation particularly to Domain 1 in the areas where official data gaps exist. They selected two measures on which would like to focus qualitative data gathering on:

- Death rates from non-natural cases (indicator 1.5)
  1. the measure related to deaths in prison (particularly given the prevalence of extrajudicial executions in prison)
  2. the measure related to deaths in war and conflict, unrest and protest (with the intention of capturing gang-related deaths).

Oxfam already has a strong track record in the area of qualitative research. See the next section – conducting qualitative research on inequalities – for more information in this area.

Sometimes the data Oxfam will want appears lacking but in fact does exist and is simply not public. There may be ways to negotiate access to internal records (e.g. of the police, prisons or of particular ministries which have a wealth of data in their management information systems). It may also be possible to negotiate access to data with the National Institute of Statistics, given sometimes they will have a lot of data collected but will not have had the resources to analyse it fully.
You may also find ways to enter into direct partnerships with government ministries or agencies for data-gathering purposes. This has been achieved in China, where Oxfam Hong Kong partners with the think tank of the Ministry of Agriculture to gather data on Leading Agricultural Enterprises and the terms and conditions offered to smallholder farmers within their supply chains. Data had not previously been gathered though Leading Agricultural Enterprises were required by law to provide a range of benefits to farmers within their supply chains. As such the ministry was not monitoring this formal requirement until it entered into a research partnership with Oxfam. The data gathering partnership created benefited the ministry, which received research support and important policy-relevant information. It also had public benefits as it increased the data available on farmers’ livelihoods in the country.

In addition to exploring data-partnerships, Oxfam teams can also get involved in data advocacy. Likely advocacy targets would be national statistics institutes, or other key actors such as the World Bank, with the aim of influencing the design of national survey questions and the categories included for the disaggregation of data (see more in the options for data advocacy section).

2g: Conducting qualitative research on inequalities

It is imperative that we deepen our understanding of the diverse experiences of inequality; how inequality is experienced by different groups in different settings. This is vital to complement statistical measurement with subjective assessments of people’s relative wellbeing. Qualitative research in this area can complement your quantitative data analysis and deepen your understanding of inequalities and how they impact different groups. This is an area where Oxfam can significantly add value by gathering high-quality, qualitative data to illustrate the impacts of inequalities, particularly in less-studied areas.

Oxfam has a strong track record of qualitative research. This is particularly in relation to programme evaluation, given teams often use mixed methods to evaluate impact and to assess how changes have occurred in people’s lives as a result of their participation in Oxfam projects. Oxfam teams can apply similar approaches to assess wellbeing across the many aspects of the multidimensional inequality framework and explore the impact of inequalities on people’s lives.

Qualitative research can also be extremely useful in fulfilling Oxfam’s need to tell human stories. Gathering case studies that illustrate the social mobility aspects of inequality can be extremely powerful for
advocacy and campaigning purposes. This could mean, for example, contrasting the life stories and experiences of individuals (some poor and some rich): where they were born; the situation of their parents (housing, education, health, jobs etc.); the education they got; their financial support; the health problems they have had; their job; their level of happiness and life satisfaction; what they are doing for their children’s wellbeing, etc. Unpacking this in case studies of individuals can provide powerful narratives about the impact of inequalities from birth and how opportunity is not unrelated to a person’s starting point in life.

A technique to consider is the creation of ‘inequality diaries’ as part of a qualitative research project. While there is a long history of studies of the subjective experience of poverty, there are few examples of this technique being used to further our understanding of inequalities. These diaries would enable Oxfam to record people’s lived experiences of inequality in powerful ways. While fulfilling an important research function, this activity also has vital storytelling aspects that can be useful to support Oxfam’s communication and messaging functions.

Inequality diaries

The inequality diary tool can be designed to take into account multiple issues across all of the domains of life proposed in this multidimensional inequality framework – making it a diverse and comprehensive tool. It can also seek to capture additional aspects that have been recommended for research such as:11

- aspects related to stress and the psychosocial impacts of inequality for those left at the bottom, including aspects such as fear, powerlessness and inferiority and limited aspirations;
- how groups most affected by inequality make sense of their realities, including the notions, values or narratives used to explain their conditions, and how these vary by social differences, such as gender and according to diverse identities.

It is very important to use this tool to investigate experiences of the most excluded groups. However, it could also be a useful tool to identify how growing inequalities are affecting the middle classes in emerging economies and in high-income countries. This could be interesting in particular contexts given the potential to create powerful and politically influential narratives in relation to the experience of middle class groups.

If you are interested in taking this forward you will need to identify households willing to participate and organise researchers who are able to go back to the same households repeatedly over a year or two to accompany the diary process. A research partnership would be very useful in this area. For example, in partnership with a local university you might be able to identify Masters students who could use this topic for a dissertation. With ten students recruited, who could potentially take on ten families each, you would be able to reach an interesting scale with this project.

In the past, work on poverty diaries has often relied on written records but this effort could easily go further to use video diaries on a phone or flip cam. The aspect of agency is an additional benefit. The process of keeping the ‘inequality diary’ is empowering for the person – being listened to and recording and analysing their lived experiences of inequality in its multiple manifestations.

For more information on qualitative research techniques, see Oxfam’s research guidelines, as well as Oxfam’s guidance on conducting semi-structured interviews and focus groups.12
2h: Options for data advocacy

It is likely that in your efforts to implement the framework you have found some data gaps. One programming option you may want to consider is to get involved in data advocacy in your country. This is not merely about delving into a technical exercise. What is being – and not being – measured matters. It gets attention and shapes our views of reality. Certain problems are highlighted, while certain issues and groups are rendered (in)visible. Without the right data being made available, appropriately targeted research is impossible and the ‘killer facts’ that Oxfam uses to generate awareness about extreme inequalities becomes more difficult. What is being measured also reflects a country’s priorities: the data available are likely to determine how public policy is designed and aid funds directed.

In the context of the new Sustainable Development Goals and their targets – and the increasing international commitment to equality – there are greater opportunities for data advocacy. Oxfam has included data advocacy in its Inequality Policy Team strategy with the key focus for its influence being the United Nations, World Bank and IMF. These agencies are targeted given the important role they play in setting goals in relation to inequality reduction and in the practices of data collection. Oxfam is calling for a special, global initiative to improve the collection of inequality data. This global call would be bolstered by country level advocacy around the data needed to measure and capture properly the inequalities prevalent in societies.

If you are interested in data advocacy around inequality, the measurement aspects of this framework will have already helped you to identify data gaps. From this you can make an assessment of key inequality data gaps on which you want to focus. A critical aspect in this assessment is data disaggregation. Even if you have been able to find data for certain domains of the framework, it may be that the level of disaggregation needed to analyse inequalities to your satisfaction and needs is not available. It is imperative that sufficient, high quality information is available to enable analysis of the progress of different groups and across different geographies. A key aspect of your data advocacy is likely to be directed at this issue, targeting improved categories of disaggregation and consistent application of these across all national surveys.

As discussed in the measurement and indicators section, a useful way of applying this framework would be to include a deliberative consultation exercise on disaggregation characteristics conducted with key stakeholders (including your national statistics office). This exercise could include building an alliance of relevant stakeholders who would use the data. It would allow Oxfam and allies to build consensus on the nationally relevant characteristics for disaggregation and serve as a foundation for data advocacy efforts.
Summary of options for data advocacy

- Oxfam can advocate for high quality data that measure inequalities to be consistently and more frequently produced by national statistics offices. This can be framed as linked to the fulfilment of commitments to measure equity within the SDGs. The most important data gaps identified under the framework and linked to the SDGs – where data is unavailable or poorly disaggregated – should be highlighted within these efforts.

- Oxfam can map the areas where inequality data are particularly poor and present this to key donors such as the World Bank and UN agencies, and national institutions. Oxfam can design new survey questions and/or advocate for areas of existing surveys to be strengthened to capture relevant aspects of inequality appropriately.

- Oxfam can advocate for more public access to data sets to enable research institutions and civil society to analyse data related to inequalities better.

- Oxfam can advocate nationally for the government to use the Palma as an alternative to the Gini as a national measure of income inequality. The Palma – a measure that contrasts the income of the richest 10% to the income share of the poorest 40% – demonstrates clearly the problem of income inequality. Using it will ensure national attention is focused on what is happening to the income share of the richest as compared to the poorest in the country. The UN has already adopted the Palma as a relevant measure in its HDI report. There is great scope to broaden the legitimacy and use of this measure.

- Oxfam can advocate for improved measurement of violence against women and girls. While some Demographic and Health Surveys include information in this area a standard module is not used across all countries. How data are gathered on violence against women and girls is also a relevant issue for a country’s criminal justice system. This can also be investigated and included in Oxfam’s data advocacy in order to render properly visible the problem of violence against women and girls.
Making sense of your data: how unequal is your country

At this point you have got to know the multidimensional inequality framework and gathered a lot of data on the situation in your country. Your challenge now is to conduct an analysis to help you reach conclusions on how unequal your country is – including whom is most affected and where the biggest problems (inequality gaps) are. You will also want to know why this is so: what are the drivers (causes) of these inequalities; we will look at this in the next section [Section 3: Analysing the drivers of inequalities].

KEY QUESTIONS TO GUIDE YOUR DATA ANALYSIS AND HELP YOU REACH CONCLUSIONS

Once you have gathered your data you can use the following key questions as a guide for how you approach your analysis:

1. In which domains are you observing the most concerning levels and types of inequalities?

2. Across domains, which groups appear to be the most negatively affected by a range of inequalities?

3. What connections can you identify across domains and outcomes?

4. What trends – in terms of variations of outcomes – are improving or worsening?

5. How does your country compare with other similar countries?

1. In which domains are you observing the most concerning levels and types of inequalities?

You will now be able to identify where the most concerning (largest) gaps are – in which domains and in which specific areas. Depending on data availability you will be able to observe the size of gaps between the richest and poorest, between territories, between men and women and between different identity groups. Both the absolute inequality and the relative inequality can be looked in your analysis. This is especially important to record, given the changes in absolute and relative values over time will give you different perspectives on the changes in inequality.

Absolute and relative measures of inequality

Absolute inequality can be measured in a variety of ways. For example, it can be measured as the absolute size in terms of the difference in percentage points. It
can be calculated by simple subtracting one rate from another, for example the rural primary completion rate from the urban primary completion rate. Poverty can also be measured in absolute terms by, for example, estimating the share of households with income below a fixed income threshold, such as $2 per day. Another example is the absolute gap in wealth between the bottom 10% and the top 10%. There are also a number of different measures of relative inequality. For example, the Gini coefficient can be used to measure relative income inequality and poverty can be defined in relative terms such as the share of households with income below 60% of median household income. An alternative way to measure relative inequality is by calculating the ratio of the rates of 2 sub-groups (whether urban to rural, richest to poorest etc.) which will allow you to make a statement such as ‘the richest are five times more likely to complete secondary school than the poorest’.

2. Across domains, which groups appear to be most negatively affected by a range of inequalities, and which groups are most privileged?

Looking across domains you will now be able to see which group/s are most consistently disadvantaged – and advantaged – in terms of their outcomes and wellbeing. You can use this to construct a strong narrative on the picture of privilege and disadvantage in your country. You can also include in this analysis the issue of territorial advantage and disadvantage by looking at which locations consistently do better or worse on the multiple measures of wellbeing you have collected. This will enable you to effectively combine identity and territorial aspects as central to your conclusions.

3. What connections can you identify across domains and outcomes?

Inequalities are deeply intertwined and inequalities in one area reinforce inequalities in others. You will be interested in identifying these intersections and connections. As mentioned above you will want to be very clear about the groups and geographies predominantly negatively affected. You may also want to identify the most common factors that are correlated with large inequality gaps; for example, are income differences or other variables (ethnic group, location, education level) more often associated with large gaps in outcomes across the domains you have analysed?

A more sophisticated analysis would investigate how different combinations of characteristics explain differences in outcomes. That is the extent to which inequality in some outcomes can be explained by differences between groupings of individuals that share some common characteristics, and how much can instead be explained by differences among individuals within a given group.
For example how different combinations of place of residence (rural/urban), wealth status and ethnicity impact on women’s years of education and on the proportion of children in a household who have died. The main limitation of this type of analysis is that it is very data demanding, because it requires disaggregated data on outcomes by each characteristic of interest.

You will also want to identify where unequal outcomes in one domain are influenced by inequalities in another – both from the perspective of disadvantage and privilege. You may want to create a visual aid tracing the connections across domains and outcomes to help you answer this question.

4. What trends – in terms of variations of outcomes – are improving or worsening?

If you have gathered enough data over time, you will also be able to draw important conclusions over where inequalities are being reduced or where they are increasing. You can compare both absolute and relative inequality gaps over time. This is important given comparisons on both of these measures over time may yield different results, with one increasing as the other decreases. It is important to be clear on the pace of change of different groups, to check whether there is faster progress for disadvantaged groups. Depending on the different rates of progress there may be an increase – or no change – in inequality levels even when the government is celebrating improvements in national averages. It is very important to be able to draw attention to such occurrences.

5. How does your country compare with other similar countries?

You may be interested in comparing your country to other countries. This can help you put your findings into perspective and can provide a powerful angle for your influencing, advocacy and campaigning. Given the complexity of doing additional analysis in other countries, you may want to limit this exercise to reduce its scope. In this case, it would be useful to choose only the key domains and indicators that are of most concern for benchmarking purposes. You can then find out if other comparable countries have similar inequality gaps between groups or whether they are doing better.

You could choose to compare with countries with similar national income levels. In this case it is possible to use the World Bank income classifications that group countries for analytical purposes into four groups (low-income, lower-middle income, higher-middle income and high income countries). The most recent classification can be accessed here: https://bit.ly/2bBWnzX
One way to gather the relevant data on the countries you have chosen is to explore the international databases listed in the ‘where to gather quantitative data’ section. Many of these surveys (such as the World Values Survey, Demographic and Health Surveys, Global Burden of Disease, and Barometer survey series) offer comparable statistics across countries. This will help you uncover the different patterns – in terms of both the size of other countries’ inequality gaps and their successes (or failures) reducing inequalities.

**SHARING CRITICAL FINDINGS**

When you reach conclusions about how unequal your country is we encourage you to share your findings with other Oxfam teams. A very simple format to report and share your headline findings is provided here:

- **Which domains and specific areas have emerged as of the most concern, or strategic importance, in your country?**
- **Can you give some examples of the biggest gaps observed between groups/locations?**
- **Across domains which groups appear to be most negatively affected by a range of inequalities?**
- **Did you identify inequalities increasing in any areas?**
- **Did you identify inequalities decreasing – and decreasing rapidly – in any areas?**
- **Were there any domains you were unable to analyse due to data (or other) limitations?**
- **Were there any surprises or striking results from your multidimensional analysis of inequalities?**

Documenting your findings in this way will offer an extremely useful snapshot of information for country teams interested in seeing what other countries are uncovering in their analysis.
SECTION 3: ANALYSING THE DRIVERS OF INEQUALITIES

Section 3 includes:

3a: Introduction to drivers
3b: An overview of the global and regional drivers of inequalities
3c: Understanding and analysing the national drivers of inequalities
3d: Concluding your diagnostic
3a: 
Introduction to drivers

This multidimensional inequality framework presents information on the potential drivers of inequalities. Simply put these are the forces or factors that can result in unequal outcomes in society. These factors vary considerably in incidence across countries. They may be global in nature related to, for example, trends in global trade. Or they can be national factors, such as the level and nature of public investment in education. The global and regional drivers of inequalities are discussed in section 3b. A brief overview is presented with some simple guidance to help teams reflect on the impact of these drivers at national level.

The national drivers of inequalities are discussed in section 3c. In this section we discuss many different factors that may be driving the multiple inequalities in which you are interested. However, what is presented here does not aim to be exhaustive. It is simply a presentation of ‘possible drivers’ that may or may not be relevant in your context. In particular, whether you are working in a developed or developing country context will make a significant difference. There can be no one diagnosis that applies across all countries: ‘countrification’ is key and you will need to do your own analysis of drivers in your context.

Guidance on how to analyse the national drivers of inequalities is provided in two sub-sections: how to approach your analysis of national drivers and guidance for the analysis of national drivers by domain. Information provided includes: a brief description of the possible drivers; summaries of some important driver categories (by domain) that you might be interested in analyzing further; and suggested questions to guide an in-depth piece of research around the different drivers. This section intentionally seeks to draw your attention to ‘bottom end’ and ‘top end’ issues – that is to help you diagnose the causes of both disadvantage and advantage.

Identifying the critical drivers in your context is important for several reasons. It is the foundation for further study and problem analysis. In addition, by identifying drivers you can work out how to minimize their negative impacts. As such driver analysis is a critical input to help you formulate a strategy to tackle inequalities and to inform your proposals for solutions.
An overview of the global and regional drivers of inequalities

INTRODUCTION TO THE GLOBAL AND REGIONAL DRIVERS OF INEQUALITIES

This section provides information on some global and regional drivers of inequalities. These are drivers – factors causing inequality – that have either global or regional scope. For these drivers, one government’s action alone may not successfully tackle the problems that are created (for example by climate change).

The global drivers of inequality are important not only because of their direct impact in driving various forms of inequalities, but also because they may reduce the ability and autonomy of countries to enact inequality-reducing policies at the national level. For example, global trade rules can limit national action to protect smallholders’ and small firms’ incomes and livelihoods. Trade rules regarding intellectual property can limit the ability of countries to access affordable medicines. Bilateral investment treaties can limit a country’s ability to regulate corporations. Ineffective corporate tax rules and a lack of financial transparency facilitate the transfer of income and wealth offshore.

Countries that cannot effectively tax income and wealth are obliged to tax labour and consumption more heavily, resulting in more regressive forms of taxation becoming the norm. These are all examples of global drivers that have an impact on the ability of states to enact inequality-reducing policies or on their effectiveness when adopted.

Although global or regional level action may be necessary, this does not mean you cannot do anything useful at national level with respect to these drivers. Some important changes may be feasible to mitigate negative impacts and/or to take protective measures. At the same time, teams can link up with Oxfam’s global policy and advocacy campaigns that call for concerted global action and change in some of these areas.

The 10 drivers explored in this section are as follows

<table>
<thead>
<tr>
<th>Driver</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Dominant narratives, and corresponding policies, that justify and perpetuate inequality</td>
</tr>
<tr>
<td>2. Values, norms, practices and structures that perpetuate discrimination and intolerance, especially discrimination against women</td>
</tr>
<tr>
<td>3. Financialisation, the power of capital and global elites</td>
</tr>
<tr>
<td>4. The rise and power of global corporations and the lack of effective regulation</td>
</tr>
<tr>
<td>5. Lack of financial transparency and ineffective global tax governance</td>
</tr>
<tr>
<td>6. Skewed structure of global trade</td>
</tr>
<tr>
<td>7. Climate change and environmental degradation</td>
</tr>
<tr>
<td>8. Conflict, global displacement and international migration policies</td>
</tr>
<tr>
<td>9. Skewed technological development, scientific progress and innovation</td>
</tr>
<tr>
<td>10. Lack of effective global governance</td>
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1. Dominant narratives, and corresponding policies, that justify and perpetuate inequalities

Neoliberalism has been the dominant narrative guiding states and their economies for decades. A cornerstone of neoliberalism is the belief that a small state is preferable in relation to the economy, which should operate on unfettered, free market principles. Government has been labelled as inefficient (and in some cases corrupt), with the market being viewed as efficient in delivering affordable and desirable goods and services, technological advances and innovation, and in general creating jobs and wealth. Incorporated into this belief is the idea that markets will self-regulate and that governments should engage in light-touch regulation only, in order to create the most enabling environment for the free market to operate.

A central element of this narrative is that the neoliberalism and free markets provide the best framework for wealth creation. That this wealth may be highly concentrated has been recognised, but characterised as an erroneous concern. It is claimed wealth will ‘trickle down’, that those who flourish merit their large rewards because it reflects their own hard work, and that everyone has an equal freedom to succeed in upwardly mobile societies.

As this narrative has taken hold many aspects of public policy have become beholden to market logic and the profit motive, which have extended far into the public sphere, accompanied by increasing deregulation and privatisation. Such moves have had huge implications for inequalities within societies by impacting upon the accessibility and affordability of health, education, water and energy services, as well as in the areas of worker rights and consumer protection.

In reality, however, neoliberalism is far from living up to its own ideology of leaving things to the market as state intervention has remained extensive. This is most evident in the huge subsidies and support given to the financial sector during, and in the
wake of, the global financial crisis. State intervention has been increasingly skewed and institutionalised towards supporting the most rich and powerful. It has become heavily associated with the concentration and centralisation of decision-making in the hands of the few, without democratic participation, and has increasingly underpinned processes and outcomes that consolidate and worsen inequalities across our seven domains.

Designating market principles as the natural and correct basis for the organisation of economies and societies, and minimising the oversight and intervention of governments – in the public interest – has deepened inequalities in multiple areas. It has also been very convenient for those who benefit from the current economic model, making the current concentration of income, wealth and power seem natural and inevitable – and, therefore, incontestable. Debunking this narrative has become ever more urgent for those committed to tackling inequalities.

2. Values, norms, practices and structures that perpetuate discrimination and intolerance, especially discrimination against women

In different forms, discrimination is to be found on every society on earth. From widespread gender or racial discrimination to xenophobia or discrimination on the basis of sexual orientation, it is often associated with entrenched poverty, a denial of rights, violence and victimisation and social exclusion. Although widespread and persistent, discrimination is often ignored. When it is not expressed through physical violence, those who do not experience discrimination often fail to understand how profoundly it undermines the wellbeing and opportunities for those who are discriminated against on the basis of their identity. Discrimination is often entrenched and complex. It may be systemic rather than personal, and not easily identified and understood. Some victims may internalise discrimination, accepting their condition at some levels.
After decades of action to enshrine international human rights standards in domestic laws and eliminate discrimination, racism and prejudice through legislation, it is clear that not enough has been done. The lack of implementation of existing legislation may be partly to blame in some countries. However, deeply entrenched social and cultural attitudes appear also to drive the reproduction of discrimination. Capitalism and the current neoliberal paradigm also serve to deflect societal responsibility; individuals are seen as responsible for their own life and achievements, limiting the responsibility that the state might undertake specifically to protect and enable groups suffering discrimination. In many circumstances people suffer multiple forms of discrimination. Women and children who are poor and from minority communities are often singled out for exploitation. In general, vulnerable groups within communities that suffer racism are disproportionately discriminated against.

While these trends of exclusion and discrimination affect multiple groups (the elderly, people with disabilities, religious groups, ethnic minorities, refugees), Oxfam has a particular focus on women. Inequitable gender norms and stereotypes are embedded in virtually every area of life affecting economic, social, political, cultural and personal opportunities and outcomes in every country. As a result, women remain consistently at a disadvantage.

Women are more economically excluded with the global wage gap between men and women remaining stubbornly high. Women face a much more restricted set of choices and opportunities in their lives than men. They have less ‘say’ in decision-making in the family and less control over household income and assets. They bear the brunt of unpaid care work, which is one of the main contributors to women’s concentration in low-paid, precarious employment. Even when women are employed their burden of work at home rarely shrinks.

Levels of domestic violence within the household are also high in many countries, and not only for the poorest women. Generally, violence against women in the home, and in wider society, has become normalised. Women also typically lag behind in relation to political empowerment and participation in public life. The impacts of gender inequality are pervasive. Unequal treatment of girls early on – and roles learned by boys and girls within the home – deeply affect girls’ life chances.

The level of economic inequality in the world is underpinned by the gender inequality that permeates society. If gender inequality in the economy were eradicated this change would dramatically impact poverty and inequality levels. Unfortunately, progress in conquering gender inequality in the global economy is extremely slow. At the current rate of progress, it will take 170 years for
women and men to be employed at the same rates, paid the same for equal work and have the same levels of seniority.\(^{15}\)

Oxfam has documented how the current economic model constrains women’s economic empowerment. Neoliberal policies have led to poor labour rights and low pay. Countries are pursuing economic development strategies that prioritise cheap and precarious work, which is often done by women. Unpaid care work has failed to be recognised and valued for its contribution to the economy. Current economic policies have undermined investment in infrastructure and public services like education, healthcare, and social protection, with detrimental impacts, particularly for women. Women’s collective voice and influence on economic decision making is hampered by restrictions placed on labour organising and the undue influence of the richest in society over economic policy.

3. Financialisation, the power of capital and global elites

Financialisation broadly refers to the increasing importance of finance, financial markets, financial institutions, and financial elites in the operation of the economy. It implies a shift in the way wealth is accumulated. Where higher profits can be made through financial speculation, productive investment tends to decline (with corresponding implications for job creation, wages, and investments in areas such as technology and research and development). There has been a radical transformation within the financial sector, with financial deregulation, releasing the sector to create and sell new financial instruments. This has dramatically altered banking, as well as affecting non-financial firms who increasingly seek profits from financial activities. Financialisation has also transformed commodity, carbon, housing, infrastructure and other markets, as well as how public services are funded and provided. All of this has major implications for inequality, particularly given the excessively high rewards to finance based on non-productive, ‘rentier’ type activity.
The drive towards the financialisation of the wider economy is synonymous with more privatisation of public services. Public private partnerships (PPPs) are central to the acceleration of the financialisation of public assets such as infrastructure. As private sector finance is costlier to raise and (protected) PPP debt repayments over long time periods create significant pressure on the national budget, many questions are being raised about the negative impacts for citizens and public services as a result of this strategy.

Housing is another very relevant area when it comes to financialisation and its impacts on inequality. A recent United Nations report on the right to adequate housing identifies the financialisation of housing as an issue of global importance. It defines the financialisation of housing as ‘structural changes in housing and financial markets and global investment whereby housing is treated as a commodity, a means of accumulating wealth and often as security for financial instruments that are traded and sold on global markets’.

Rather than being treated as a place for habitation and a basic human right, housing has become a popular financial asset and repository for capital, with major implications for inequalities in access to adequate housing for all.

Food markets are also increasingly linked to financial markets. Holdings in commodity index funds have rocketed and many have argued that excessive speculation in commodities futures has amplified food price volatility, although the extent to which speculation was to blame for the 2008 global food crisis is hotly contested. Undoubtedly, though, financialisation is associated with greater volatility within and across markets, resulting in greater vulnerabilities for the least well off.

Financialisation trends have gone hand in hand with the significant growth and concentration of global corporations. Though there are around 43,000 firms whose activities are transnational in nature, research has found that there are 147 “super-entities” with control over their own firms as well as a further 40% of the value of all transnational companies. At the same time global corporate profits have soared, with the net profits posted by the world’s largest companies more than tripling in real terms between 1980 and 2013.

Growing corporate concentration, and interlinkages between corporations, has also been accompanied by the ascendancy of the “shareholder value” model of corporate governance, an obsessive emphasis on short-term, financial performance measures and the excessive enrichment of executives and shareholders. Capital is now hyper-mobile. Investors may move into and out of individual stocks of large corporations several times a day, or hold them for very short periods of time (sometimes mere seconds, using a variety of trading algorithms and automated
means to make a quick return). These investors are not “owners” in any traditional sense of the term; they have no interest in the corporations whose shares they are trading, and no desire to exercise authority over the company to influence its values or long-term strategy. At the same time financial capital is increasingly at the centre of the global economy. This is demonstrated by the high level of ownership of the shares of global corporations by financial companies (banks, pension funds, private equity firms, hedge funds and venture capitalists).

While there has been an explosion in corporate profits and CEO pay, workers are getting a shrinking piece of the pie – that is itself constrained by short-termism in investments in pursuit of financial, as opposed to productive, returns. Over the last 25 years, income from labour has made up a declining share of GDP across low-, middle- and high-income countries alike. In contrast, wealth continues to accumulate for the wealthy. As documented by Piketty, capital owners have consistently seen their returns outstrip economic growth over the past three decades. Oxfam highlighted in its 2014 report ‘Even It Up: Time to End Extreme Inequality’, that this is a key driver of growing inequality which is harmful both for society and the economy. The decoupling of wages from labour productivity that has been observed is likely, in part, due to the weakening of collective bargaining. Oxfam believes that trade unions are a vital countervailing force to capital that helps ensure prosperity is shared.

4. The rise and power of global corporations and the lack of effective regulation

Increasing global corporate profits have led to increasingly powerful global corporations. Increasing concentration of ownership of corporations locates that power in an ever-narrower group of owners, including particularly financial companies. This power manifests itself in multiple forms and can be categorised as instrumental, structural and discursive.
The best example of the instrumental power of global corporations is the power they hold as a result of their business lobbying and political contributions and their ability to achieve favourable policies and regulations. The sheer magnitude of corporate lobbying in the US, far outweighing spending by all trade unions and public interest groups combined, is the best-documented example, with multiple implications for growing inequalities in that country. However, Brussels has also become a major centre for corporate lobbying given the regulatory scope of the EU and the importance of EU decisions. Geneva is another targeted location, given the presence of the World Trade Organisation (WTO) and the World Health Organisation (WHO), which is particularly relevant for pharmaceutical companies and their potential drug distribution deals, revenue and profit levels.

The structural power of corporations refers to their direct power to affect outcomes in their favour – such as their ability to negotiate terms and conditions with countries when making locational decisions, or their ability to transfer risks to suppliers within their supply chain. Their structural power is also visible in their ability to structure complex intra-firm trades in ways that minimise their tax contributions; the existence of tax havens greatly increases the structural power of global corporations. This has enhanced their ability to generate excessive profits and to shelter these from tax authorities, also greatly contributing to increasing income and wealth inequalities.

Discursive power refers to the ability of businesses to define public interest issues in their favour, shaping ideas that may later be taken for granted. Corporate globalisation has greatly benefited from the neoliberal narrative which has privileged the market or, more exactly, private enterprise, and has been accompanied by increasing deregulation, privatisation and outsourcing. An active, business-funded research agenda has consistently and successfully promoted limited, or directed, government, lower taxes and fewer regulations. It has also cast doubt on climate change which might require substantial and costly changes for global corporations’ strategies and supply chains.

About 80% of global trade has become linked to the international production networks of global corporations. The ILO estimates that as many as one in seven jobs in the world is related to global supply chains, a statistic that underestimates the true scale given it does not reflect any non-standard work (such as informal work outsourced by a sub-contractor or casual and temporary employment). The rise of global corporations and the terms and conditions of jobs on offer have direct implications for hundreds of millions of workers and their families. Where corporations are compliant with labour regulation and international labour
standards, global supply chains can enhance decent work. However, there is also a lot of evidence that global supply chains can have negative impacts on labour rights and working conditions due to the power imbalances in play, increasing casaulization and a race to the bottom on workers’ wages and conditions.

The ILO has documented many areas of concern with regard to decent work in global supply chains including:23

- the existence of low wages, particularly for women who are paid at the low end of the scale; suppliers and workers at the bottom of the chain often receiving an extremely small share of retail prices;
- pay systems that lack transparency and wage structures that do not reward skills or share productivity gains with workers;
- excessively long hours and extensive overtime driven by low wages – but also shorter lead times under ‘just-in-time’ sourcing contracts;
- women not receiving sick leave or maternity leave, and a general lack of adequate rest periods and paid annual leave for all workers;
- the asymmetrical bargaining position of buyers and suppliers, and intense competition between suppliers, that means prices do not always cover costs, with wages becoming the ‘adjustment variable’ at the end of the supply chain;
- the inclusion of sub-contracting at various tiers, meaning informal employment is common, including in extreme cases forced and child labour;
- weak unionisation and the decline of collective wage agreements given workers representatives often lack the leverage and organisation to participate in dialogue, particularly as a result of increasing use of casual, temporary or home-based workers;
- the lack of appropriate labour regulations and/or regulatory structures that lack the resources or expertise to monitor compliance in all, or most, workplaces.

A state’s ability to design and enforce appropriate national laws, and to regulate the presence of global supply chains in the national economy, is a critical pre-requisite for decent work. Though national level action is essential – and can have impacts – the gap at the global level is notable. There is no treaty to regulate global corporations despite several attempts by the United Nations. Instead the UN has developed its ‘Protect, Respect and Remedy Framework’ for businesses and its ‘Guiding Principles on Business and Human Rights’. These
principles simply interpret existing human rights instruments, codes of conduct and best practices for businesses. Voluntary corporate social responsibility efforts have also proliferated in an attempt to lessen the adverse social, economic and environmental impacts of multinationals. While, these efforts have most probably made it harder for the largest companies to claim ignorance of corporate abuses of power and rights violations in their supply chains, they are mainly useful as a tool for accountability and advocacy purposes. The lack of legally binding international rules that regulate all aspects of corporate behaviour remains a notable global governance gap with major implications for multiple forms of inequalities.

5. Lack of financial transparency and ineffective global tax governance

The lack of financial transparency is seen as a major contributing factor enabling tax abuse, corruption and fraud, each of which has implications for both developing and developed countries’ public finances and the nature of income and wealth inequalities in all countries. Although a lack of transparency is not the only factor, it is clear that the ability of corporations to shift profits and hide assets from public view with no scrutiny has a detrimental impact on the ability of countries to raise revenue and fund public services. This is a particular problem for developing countries for two reasons: firstly, as they have a higher dependence on corporate income taxation for revenue; and secondly, as their under-resourced tax authorities face severe constraints in any attempts to audit multinational corporations and counteract the effects of secrecy. Several global financial transparency standards related to corporate tax and ownership are being proposed to enable more effective scrutiny, and this area is an important focus of Oxfam’s global advocacy efforts.

In addition to the negative impacts of financial secrecy, it is widely accepted that the current global taxation rules are not fit for purpose. Exposés of the extremely low tax contributions of multinationals such
as Apple, Amazon, Google and Starbucks are common. There is now a general acceptance that international tax rules have not kept up with the changing nature of business and the international system needs significant reforms. However, while the problem is recognized and some progress being made, there is still a lot to be done to reform international corporate taxation rules to ensure that multinationals cannot break the rules and that all countries (including particularly low-income countries) receive fair allocations of the corporate tax base according to the location of economic activity. Oxfam, along with other actors in the global tax justice movement, is advocating for more inclusive forms of global tax governance and the formulation of alternative, fair international corporate tax rules.

6. Skewed structure of global trade

Global trade can drive economic inequality by causing a wage decrease for those with a low level of education while also delivering wage increases for those with a high level of education. Competition between locations for investment has led to low wages and a harmful race to the bottom on labour rights. The globalised economic system has also allowed an enormous concentration of wealth in few hands as the ‘winners’ in particular supply chains become global winners and reap huge rewards. The structure and pattern of global trade has also, in the main, enabled developed countries to concentrate on high profit value addition activities, with developing countries too often relegated to low profit ‘extractive’ activities supplying mainly primary commodities. Import competition in developing countries, as a result of more liberalised trade, has also negatively impacted small producers and small firms seeking to sell their goods on local markets, but unable to compete with large exporting firms from developed countries.

The issue of the unfair share of value in global supply chains has been a major issue highlighted by Oxfam given business models are pushing cost and risk down the supply chain to maximise profit for shareholders. Wages of workers are falling behind while executive
pay continues to rise. Complex, fragmented and opaque global supply chains – and a lack of corporate transparency – are a barrier to better monitoring and understanding of the depth of the problem.

Oxfam’s GROW campaign seeks to tackle these issues. It is particularly concerned with concentration in the global food supply chain and its myriad impacts. A few hundred companies – traders, processors, manufacturers, and retailers – control 70% of the choices and decisions in the food system globally, including those concerning key resources, such as land, water, seeds, and technologies, and infrastructure. By setting the rules along the food chains they govern – for prices, costs, and standards – they determine where most costs fall and where most risks are borne. They extract much of the value along the chain, while costs and risks cascade down onto the weakest participants – generally the farmers and labourers at the bottom. Control by a small number of corporations over the input end of the food chain – the production of seeds and agrochemicals – is also an important element, given small-scale farmer needs are ignored and the intellectual property rights of seed companies deprive poor countries’ farmers of access to key inputs and research innovations. Oxfam is also concerned about the impact of globalised food supply chains on food prices.

Global trade and investment rules also have other implications. Trade rules regarding intellectual property can limit the ability of countries to access affordable medicine. Under bilateral investment treaties and free trade agreements foreign investors can sue governments under binding international arbitration. Public interest concerns are not applicable in these cases, which rely only on the law applicable in the international treaty or agreement. The structure and governance of global trade can greatly limit a country’s ability to regulate corporate power in the public interest.

7. Climate change and environmental degradation

Oxfam sees climate change as an important global driver of inequality. The impact of global warming and extreme weather
events will be higher in the developing world and poor countries are least able to adapt to the changes. While climate change increases people’s exposure to disasters, it is their vulnerability to them that determines whether they survive, and if they do, whether their livelihoods are destroyed. Poor people live in poorly constructed homes, often on land more exposed to hazards such as floods, droughts, or landslides, and in areas without effective health services or infrastructure. They have fewer assets to use or sell to cope in the aftermath of a disaster.

Oxfam is particularly concerned about food and climate change, given rising temperatures will cause crop yields to fall – possibly to half of their current levels in some African countries. Changes in seasons will make it even harder for farmers to know when to sow, cultivate and harvest. The impact on food prices is also an issue. Supply shocks are already a problem, and will become much bigger as climate change gathers pace. While food price volatility causes havoc for those living in poverty it presents big opportunities for agribusinesses, such as Cargill, Bunge, and ADM, which control most of the global grain trade and tend to profit excessively in times of volatile prices across agricultural markets – another aspect which contributes to worsening inequalities.

Environmental degradation is also a major global concern as human activities continue to deplete air, water and soil resources, accelerate deforestation and soil erosion, and to destroy and pollute eco-systems and habitats. Overpopulation is a problem given the increasing demand for the earth’s resources. Overconsumption and waste by the world’s wealthier citizens is also a factor. Commercial activities in the mining, oil, gas and agriculture sectors – and generally technological and industrial development – are significantly implicated in environmental degradation and resource depletion.

The poor are often the worst affected. Rural communities depend heavily on their access to, and control over, natural resources for their survival. Water and soil pollution and forest degradation can have major impacts on food security, health and livelihoods. In cities low-income neighbourhoods can be the most exposed to air pollution, with homes located next to major highways or industrial zones. While national solutions to localised, immediate problems of environmental degradation are important, comprehensive global policy solutions are critical to address environmental degradation and climate change trends that threaten to exacerbate inequalities in multiple areas.
8. Conflict, global displacement and international migration policies

The number of people affected by disasters and conflicts is rising. Oxfam has documented that the numbers affected by humanitarian crises has almost doubled over the past decade and is expected to keep rising. There are also more – and more severe – natural disasters, and smaller disasters are causing tremendous damage, often with little media attention and humanitarian assistance. A record number of people are displaced by conflict around the world (with numbers at the end of 2013 being the highest since World War II). Humanitarian assistance funding is increasing, but still falling woefully short. Apart from insufficient funding, Oxfam has documented the inequalities in funding for different emergencies, with conflict-related crisis generally getting less than natural disasters.

The nature of displacement is also changing. Humanitarian aid is usually associated with camps and emergency shelters. However, increasingly large numbers of refugees are living in cities and towns (eg. in Lebanon, Turkey, Jordan, Pakistan, Kenya). This raises new challenges in relation to how to deliver humanitarian assistance in urban environments. Dignity and self-reliance are key for refugees but the right to work may not be available. How to deliver protection and assistance to refugees in an urban context is an increasingly relevant topic.

While migration may be a response to conflict or disasters, international migration is also driven by income inequalities as migrants move across borders seeking job opportunities and a better life. Where migration is successful there can be important benefits in terms of increasing wages for migrants themselves and the remittances that are sent back to families in the sending countries. However, migrants do not always come from the poorest households in society so the impact in reducing economic inequality will be variable. Migrants may also be victims of human trafficking, labour exploitation and racial discrimination. They may also be unfairly treated by police and judicial systems as a result of security concerns.
Local populations in receiving countries – especially the lowest-skilled – can also see migrants as posing a threat in terms of the competition for jobs. Whether immigration has depressed wages is a frequent topic of discussion. Research in the UK suggests that immigration raises incomes at the very top and decreases income for those in the bottom 20% of the income spectrum, with the size of the impact of immigration on wages being very small. The net effect of migration on development and inequality is a complex question that depends on the context, norms and policies in both sending and receiving countries.

9. Skewed technological development, scientific progress and innovation

What technology states are investing in, how its use is regulated and who stands to profit from it matters greatly for the pattern of inequality in society. For some countries the skewed investment in technological capabilities is readily apparent. India, for example, has developed space technology, nuclear power and world-class information technology services. However, much simpler technologies that would deliver greater efficiency, productivity and quality of life for poor rural households – such as in relation to lighting, housing, cooking or sanitation for example – have received very little attention and investment.

The technologies being created can also have direct impacts on income inequalities. Technological changes often favour skilled over unskilled workers, creating wage inequalities between the two groups. The introduction of the computer, for example increased the productivity and demand for skilled workers, thereby increasing their wages relative to unskilled workers.

Technology’s inequality-increasing effects may also compound spatial inequalities given industries requiring higher skills tend to emerge in urban rather than rural areas. Similarly, the rising wage gap between skilled and unskilled workers often translates into
a tension between manufacturing and agricultural jobs, which tend to follow the geographical divide. Becoming a higher-skilled worker may also require access to skills training or education. These opportunities are often restricted by factors involving geography and group identity (especially gender). These multiple examples show how the benefits of technological development may be unequally shared amongst society.

The digital revolution brings with it multiple opportunities for progress, innovation, but also new challenges. The pattern of infrastructure investment to deliver affordable internet access has become a very relevant factor in determining how the benefits of technological development are shared. Large spatial inequalities between urban and rural areas are common. However, digital inequality is not just about access to the internet – differences in equipment, autonomy of use, skill, social support and the purposes for which the technology is employed, are all relevant in determining outcomes.25

Some positive examples can be found with the development of digital technologies on offer via mobile phone systems and services. Digital technologies are increasingly used by informal workers, and are often a crucial tool to improve the decency of work, productivity, and scale.26 Experiences documented in Nairobi found mobile phone systems used widely in the work of informal workers including by soap vendors, water vendors and waste workers. Home-based garment workers in India were found to be using digital services to market their goods online and face-to-face using their phones to show images of their goods, assisting them to diversify their customer base. However, research in Bangladesh found those with more formalised working conditions using phones for organisation, communication and market information, while informal waste workers and street vendors – mainly recent migrants from rural areas – were not using their phones in their work activities. The digital divide was therefore amplifying the inequalities already being faced by informal workers in this context. Technological development has the potential to reduce inequalities but this is not automatic and varies greatly depending on the context.

Who controls technology also matters greatly. Technological developments and innovations have often led to the creation of strongly monopolistic firms. This is apparent in the digital economy with companies like Google and Apple achieving extraordinary levels of dominance. These firms’ market dominance provides huge rewards and profits to be shared amongst a narrow set of employees and shareholders, and has significant implications for future income and wealth concentration trends, as well as for the future path of technological development in society.

In the future we can expect further challenges with job automation, as already experienced with the rise of the computer. There have been
rapid breakthroughs in fields using artificial intelligence and in the
development of robots. Increasingly jobs that rely on routine tasks
could be automated. Even in more complex areas – such as driverless
cars – progress has been rapid. These cars might be a major feature
on roads within a decade, with major implications for the transport
industry, including taxis and truck drivers. This is a major issue, and
not just for developed countries; emerging economies are also
leading in the sales of robotics and could see major changes.

While the focus of technological development matters, the
make-up of the scientific community is also relevant. Most often
dominated by white, male (often ageing) scientists, this group is
not representative. The lack of diversity of those with expertise,
who are leading processes of technological development and
innovation, is also likely to have an impact on the nature of
scientific progress and its potential inequality-reducing impacts.

10. Lack of effective global governance

The system of global governance faces many challenges, ranging
over: how to manage an effective response to climate change;
how to correct global financial imbalances; how to deliver genuine
human development progress for all; and how to maintain
global peace and security. Global governance institutions,
structures and processes set up to deliver in these areas have
myriad shortcomings including particularly being insufficiently
representative of the interests of all nations and falling short
in terms of the effectiveness of the responses on offer. Global
governance also looks increasingly fragile in the face of rising
isolationism, populism and extremism in some nations.

While the United Nations has delivered a huge contribution in
terms of international human rights laws and standards and the
equity-focused 2030 Agenda for Sustainable Development, there
are still obvious shortcomings. The UN Security Council – the
UN’s most powerful body – is highly unrepresentative. Only five
countries have permanent seats, and all permanent members hold a veto. As a result, it has been paralysed by disagreement and vetoes in recent years, with particularly serious implications for citizens suffering in the conflicts in Syria and Ukraine. Expansion of membership and reform of the use of the veto appear urgently necessary to recognise existing geopolitical changes, though also unlikely given members’ positions.

Similar concerns about the representativeness have been expressed about the international financial institutions. There have also been longstanding debates about the content of their policy agendas and, in consequence, their effectiveness. In the past both the International Monetary Fund (IMF) and World Bank (WB) have been heavily critiqued for their use of structural adjustment policies and pursuit of the ‘Washington Consensus’. The damaging impacts of economic policy conditionality attached to aid – relating to trade and financial liberalisation, privatisation and deregulation in developing countries – have been well documented. At the same time the IMF and WB both promoted the ‘tax consensus’ as part of their programmes, essentially advising countries to adopt regressive tax policies (lowering trade and corporate taxes, while increasing value-added taxes) as their main tax reform strategy.

Recently the IMF has taken a strong public position on inequality – highlighting high and increasing levels of inequality as damaging to economic growth. There appears to have been a reversal of some of its economic orthodoxy in areas such as the effectiveness of ‘trickle-down economics’ and the need for capital controls. The IMF has also become a stronger, more progressive voice on taxation (especially on tax avoidance). However, this rhetoric and these research positions do not seem to translate either to board-approved policy or practical guidance to help countries to reform. The IMF’s remedy for Greece and Portugal during the Eurozone crisis applied structural adjustment principles without hesitation, insisting on cuts to public spending, reductions in the minimum wage, privatisation of state-owned enterprises and restrictions on collective bargaining.

Oxfam has reviewed the IMF’s tax advice to developing countries between 2010 and 2015 and finds a large gap between the IMF’s commitment to leveraging fiscal policy to fight inequality and its actual tax advice. Oxfam has also analysed World Bank lending practices. This revealed that 51 of the 68 companies that were lent money by the World Bank’s private lending arm in 2015, to finance investments in sub-Saharan Africa, use tax havens. The World Bank has not incorporated responsible tax practices into its investments.

While global institutions may have amended their public discourse, there is still little evidence that concerns about inequality are
shaping decision-making in practice when it comes to lending and programmes. While more could be expected of the UN in this area, it is also well recognised that the Addis Ababa Action Agenda – which updates the international financing for development framework – remains a major weak point in terms of substantive commitments and action in the area of domestic resource mobilisation. This may undermine the potential to meet the 2030 Sustainable Development Goals.

Other global governance structures and processes are much further from being representative and legitimate than the UN, WB and IMF. The G20, while representing economic heavyweights and with a potential major influence on the global economy, is by its very nature a closed group serving narrow interests. The OECD is similarly a closed group set up to respond to rich nations’ interests. While it is seeking to play a constructive leadership role in global tax matters, it has also been heavily criticised for its lack of legitimacy and its inability to take into account the interests of developing countries properly in its tax agenda. Calls for global governance structures to ensure that both small and developing countries are given an adequate voice have mainly fallen on deaf ears. However this is urgently needed to improve the legitimacy and fairness of the current global governance system and its ability to tackle inequalities effectively.

Questions for team to use in group analysis exercise:

1. Out of the ten drivers listed here, which ones do you think have the greatest impact on the inequalities you have observed in the domains of life in your context?

2. How do you think these drivers affect different population groups? Do these drivers generate concentration of advantage and disadvantage?

3. What actions could your government take to mitigate the negative impacts of these drivers on inequalities?

4. Would it be strategic to undertake research projects related to any of these global drivers to see if you can gather evidence on how they aggravate inequalities in your country?

5. Do your programming, influencing, advocacy and campaigning activities address these drivers effectively? Can you identify any relevant gaps for action?
3c: Understanding and analysing the national drivers of inequalities

**CONTEXT SETTING:**

**HISTORICAL ANALYSIS EXERCISE**

Before delving into your in-depth analysis of national drivers under this multidimensional inequality framework, we encourage you to do your own historical, context-setting exercise. This is important if you are working with a diverse taskforce or in a workshop setting. It will enable participants to begin their drivers’ analysis from the creation of a collective historical understanding in their own context.

The current map of drivers – from inappropriate policy design, to skewed public investments, discriminatory attitudes and political capture – did not appear by accident. Inequality is strongly path-dependent and current patterns are determined to a large degree by a country’s history. It is wise to ensure teams (and taskforces leading the implementation of this framework) have an opportunity to reflect collectively on, and explore, the historical factors that lie behind the current patterns of inequality, privilege and exclusion, in your country. This will ensure there is a shared understanding of this important contextual aspect and will better situate the more detailed analysis of drivers by domain in the particular historical and geopolitical context of your country.

**HOW TO APPROACH YOUR ANALYSIS OF NATIONAL DRIVERS**

There are many ways to approach an analysis of the drivers of inequality. One basic entry point provided here is to conduct an analysis of the drivers of inequalities in each domain. You do not have to do this exhaustively across all domains. It is likely you have already identified the domains, which are of most concern, in terms of large (and/or increasing) inequalities in outcomes being observed in your context. As such, it may be useful to prioritise the domains you want to analyse.

The technique used here is very simple. For each domain we have posed very straightforward starter questions such as: "why are some people more at risk of premature death than others?,” and "why do some people have better health than others”? The answers to these questions are wide-ranging. We know the drivers of unequal outcomes related to health and survival are factors such as different levels of access to quality healthcare services, the food to which people have access, their exposure to health and environmental risks, as well as poorly regulated corporate practices that often allow profit seeking to trump public health concerns. Behind each of these major factors, there are multiple drivers that need further unpacking. The approach the toolkit takes, therefore, is to provide these ‘large driver categories’ as potentially significant factors, which can then be further analysed and unpacked in your context.

One aspect to be aware of is that many of these driver categories (unequal access to quality and timely healthcare, for example) may look like outcomes in a different context. Remember that the multidimensional inequality framework is designed to capture inequalities in key aspects of individual wellbeing, and so for health the framework includes measures of health outcomes (such as general health, mental health, the incidence of various diseases). The driver analysis involves identifying what are the key drivers of inequalities in these outcomes, one of which is unequal access to quality and timely healthcare. The aim of the toolkit is to provide a structure for

**Questions for your team to use in group analysis exercise:**

1. What are the historic, structural causes of inequality in the country? (It may be useful to analyse by time periods).
2. Of these which do you think have been the most important determinants of the dominant patterns of inequality in society today?
each domain – broad categories of possible drivers to give you a template for analysis. You can choose the driver categories you feel are relevant and work through these in your analysis.

The technique proposed is to repeatedly ask why, and then chart the answers to identify the many causal roots; for example, ’why do some people have access to premium, high quality healthcare services when others have little or no access to quality healthcare?’ We know this will depend on multiple factors: whether universal, free healthcare is available; the geographical accessibility of health services and coverage of health professionals in the country; public expenditure on health at different levels; the extent of privatization and its impact on accessibility, affordability and quality of service and many more factors. Many different resources are available to help answer these questions including detailed statistical analysis identifying drivers of inequality for the various outcomes captured by the framework. Reviewing existing evidence on drivers is one approach to how you could seek to answer these questions.

What is clear is that behind each major driver category lies a cascade of further drivers that you can explore. This approach also leaves room for ‘countrification’. In one context the provision of universal, free healthcare might be being eroded. In another it might be entirely missing, or the government is seeking to build it up. Each major driver category suggested in the toolkit, therefore, seeks to enable you to do your own ‘cascade analysis’ in a way that is relevant in your context.

Although you are likely to prioritise domains for your analysis – and approach this exercise by domain – it is important to remember that one driver might be relevant to inequalities across multiple domains and inequalities in one domain may drive inequalities in another domain. Doing this analysis across several domains in which you are interested is strongly recommended to help you identify the overlapping drivers that have relevance in your context.

**GUIDANCE FOR THE ANALYSIS OF NATIONAL DRIVERS BY DOMAIN**

This section will take you through each domain of the multidimensional inequality framework to help you analyse drivers in the domains that are most relevant based on your assessment so far. A brief description of the possible drivers is provided in each section. This is followed by a chart summarising some important driver categories that you might be interested in analysing further. These categories seek to be comprehensive, but they are not exhaustive. Do not discard any causes that you can identify in your context that do not fit under any of the driver categories identified. Simply add these to your own categorisation. Using the categories that are relevant for you, you can conduct a cascade exercise – as described in the previous sub-section – to unpack the multiple causes in your context.

This section also provides guidance for those interested in conducting more in-depth analysis or research into a particular driver. For each of the main driver categories questions to guide an in-depth analytical exercise are suggested. These guiding questions intentionally seek to draw attention to ‘bottom end’ and ‘top end’ issues – that is to help you diagnose the causes of both disadvantage and advantage. Again all questions cannot be considered applicable in every context. You will need to select the questions that are relevant and adapt these to fit your reality.

**Please, find the guiding questions in Annex I.**

In applying this analysis many teams, across a diversity of countries, may identify the factor of a captured democracy as an underlying driver that is relevant across many domains. This driver could explain multiple aspects from spending decisions to skewed policy-making in multiple areas or the prevalence of discrimination. A conclusion of your driver analysis might be that this is a key and overlapping driver that explains the existence – and persistence – of inequalities across many areas of life. For those interested in analysing this aspect further the guiding questions here can be complemented with Oxfam’s robust framework of analysis for political capture.

Oxfam’s existing resources can help you create your own case studies and research in this area. This inequality toolkit does not seek to replace Oxfam’s tools on political capture. It simply helps demonstrate clearly the many domains of life, and aspects of wellbeing, where political capture is a relevant driver and may lead you to prioritise this aspect, if it is indeed one of the most critical drivers in your context.

We also encourage you to document the results of your analysis of the drivers of inequality in their contexts so these can be shared. This could be your visual charts unpacking one, or several, driver categories. It could also be a piece of analysis you produce as a team, or a research paper, where you have adapted and applied the guiding questions to research one or more drivers in depth. Examples of country-specific drivers’ analysis are extremely valuable to document and share as part of this process.
DOMAIN 1: Life and health: Driver analysis

Inequalities in mortality and health are driven by a range of biological, social, environmental and economic factors. Government policy plays a key role in shaping inequalities in this domain, as policy can ameliorate as well as exacerbate inequalities in health and mortality. This can occur even where mortality rates are falling and average general health is improving. Equal access to high quality health care is a crucial factor which can help to minimise inequalities. Inequalities in mortality are also affected by differences in the protection of individuals from natural disasters and non-natural causes. In this domain we have identified driver categories which cover aspects of healthcare; access to clean water, sanitation and good nutrition; security and protection; harmful social and cultural norms and exposure to accidents, disasters and environmental risks.

The following table summarises the **eight driver categories** identified that you might be interested in analysing further under this domain. As discussed earlier you may want to conduct a **cascade analysis** under some of the suggested driver categories to explore these in more detail. Where necessary, you can add to the main categories provided here.

<table>
<thead>
<tr>
<th>POTENTIAL DRIVERS</th>
<th>DESCRIPTION</th>
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<tbody>
<tr>
<td>1.1 Unequal access to, quality and timely healthcare</td>
<td>The lack of a universal, free healthcare system is a major driver of health inequalities, determining unequal levels of access to all types of health services (prevention, diagnosis, treatment services or access to new health technologies) and unequal health outcomes. All aspects of health policy: infrastructure, staffing, accessibility, affordability, the extent and nature of privatisation and differences between private and public health insurance systems, and health expenditures – are relevant for analysis here.</td>
</tr>
<tr>
<td>1.2 Unequal access to, quality maternal and child healthcare</td>
<td>This driver of health inequalities in relation to maternal and child healthcare is given special attention given its particular importance for health outcomes, including in developing countries. As with driver 1.1 above, analysis of this driver would encompass all aspects of policy design, infrastructure, staffing, accessibility and affordability, privatisation, and all expenditure aspects in relation to child and maternal healthcare.</td>
</tr>
<tr>
<td>1.3 Unequal access to clean water, adequate sanitation and good nutrition</td>
<td>Unequal health outcomes are not only driven by health policy, care and treatments available, but also by a household’s access to clean water, sanitation and good nutrition. As these aspects are critical to health status, and the prevention of disease, they are highlighted as an additional driver of inequalities in this domain.</td>
</tr>
<tr>
<td>1.4 Unequal exposure to accidents, disasters and environmental risks</td>
<td>The unfair distribution of risk is another aspect that can drive health inequalities. This is both in relation to survival and the poor health outcomes suffered by certain groups due to their exposure to certain risks and hazards. Unequal exposures to natural disasters as well as to other forms of environmental or others risks (such as air pollution, road traffic accidents, poor health and safety at work) are relevant aspects here.</td>
</tr>
</tbody>
</table>
1.5 Harmful social and cultural norms which mean certain groups are at greater risk of premature death or poor health

Negative gender stereotypes, and all forms of discrimination, mean that certain groups are at greater risk of health problems, physical harm and premature death. Analysis of this driver would look at social and cultural norms that affect good sexual and reproductive health, the practice of FGM, HIV prevention practices, as well as any norms that result in differential health outcomes for boys and men (e.g. norms that influence risk taking behaviour or promote violence among certain age groups, in particular young men).

1.6 Legal impunity, state violence and institutional discrimination

Being at greater risk of premature death can be related to the conduct of the state (due to human rights violations or exposure to conflict and war). Certain groups face heightened risks of premature death as a direct result of institutional discrimination (e.g. racism within police/prison system).

1.7 Unequal distribution of security and protection infrastructure and resources

Unequal exposure to the risk of violence and premature death can be a result of living in insecure neighbourhoods/contexts. Analysis of this driver means looking at the distribution of the state’s resources to protect all citizens, (including particularly vulnerable citizens such as asylum seekers, refugees and displaced populations), as well as some groups’ access to privileged private security services, which also drives unequal outcomes.

1.8 Lack of regulation of companies whose activities compromise public health

Corporate behaviour can be harmful to public health and drive health inequalities. The example of ‘big pharma’ reaping excessive profits at the expense of the affordability of drugs for public health systems is a key example, alongside the promotion of unhealthy foods and beverages and the obesity epidemic. Analysis here would look at regulation of advertising, product development and drug patents, as well as political capture aspects.

**DOMAIN 2: Physical and legal security: Driver analysis**

Inequalities in physical and legal security are driven mainly by differences in exposure to different forms of violence, inadequate protection, inequalities in access to justice and lack of recognition, or inadequate enforcement, of human rights. Differences in exposure to violence and sexual exploitation can be driven by harmful social and cultural norms; affecting, for example, women, children, ethnic minorities, LGBTI, and members of some religious groups. Inadequate and unequal distribution of policing and security can put some people at greater risk of violence while others have an unequal share of protection. Corruption in the security and legal systems can lead to discrimination putting some at a disadvantage while some privileged individuals are able to avert the law. In some countries the state itself is guilty of committing violent acts or institutional discrimination causes physical and legal harms.

In this domain we identify **seven main driver categories** for your consideration. The following table summarises these. As discussed earlier you may want to conduct a **cascade analysis** under some of the suggested driver categories to explore these in more detail. Where necessary, you can add to the main categories provided here.

If you are interested in conducted a **more in-depth analytical exercise** you can use the suggested guiding questions on each driver category. This comprehensive list can be adapted for use in your context. You will also find some **suggested indicators** that might be useful to assist you to track the drivers of inequalities in this domain over time. Please find the guiding questions in **Annex 1**.
<table>
<thead>
<tr>
<th>POTENTIAL DRIVERS</th>
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<tbody>
<tr>
<td>2.1 Harmful social and cultural norms which mean certain groups are at more risk of violence</td>
<td>This driver captures the heightened risks to physical security for certain groups due to social attitudes to justifiable violence (e.g. physical, sexual, emotional violence against women and girls; violence against children, and other forms of identity-based violence).</td>
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<tr>
<td>2.2 Harmful social and cultural norms which mean certain groups have less legal security</td>
<td>This driver category refers to norms which result in unequal access to legal rights, such as land, property and inheritance rights for women as well as legal security that can result from lack of confidence in reporting (e.g. racist and homophobic acts, rape and IPV). It would also cover aspects related to informal, quasi-legal systems where decisions taken result in violations of human rights.</td>
</tr>
<tr>
<td>2.3 Lack of independent, representative judiciary and police, and a legal framework which ensures adequate accountability and public scrutiny of police and judiciary decisions</td>
<td>This driver category should be used to explore the independence of the judiciary, the right to appeal, the ability to scrutinise police and court decisions, to access judicial review, make formal complaints and independently report on arrests, trials and convictions. Analysis in this area would look at all aspects of relevant legislation, implementation and practice.</td>
</tr>
<tr>
<td>2.4 Legal impunity, state violence and institutional discrimination</td>
<td>Physical security risks can be related to states’ human rights violations and due to exposure to conflict and war. In addition certain groups face heightened risks of harm or poorer treatment by the police, in court and in prison (including being at risk of physical harm or sentencing inequalities) as a direct result of institutional discrimination. Other (favoured, powerful) groups may receive greater legal protections and better treatment exacerbating inequalities in this area.</td>
</tr>
<tr>
<td>2.5 Unequal distribution of security and protection infrastructure and resources</td>
<td>The state’s failure to protect all people equally is covered by this driver category, particularly with regard to vulnerable individuals that are at risk of racism and all forms of hate crime and domestic violence. It includes those living in insecure neighbourhoods, vulnerable groups such as asylum seekers, refugees, displaced people, etc. The state’s responsibility to protect vulnerable individuals in institutions (prisons, old people’s homes, care systems) is also covered in this category. At the other end of the spectrum, the issue of some groups being much more secure, due to their ability to invest in their own private security services or due to capture should also be considered. An important factor that needs to be considered is expenditure and the distribution of resources for police and judiciary.</td>
</tr>
<tr>
<td>2.6 Unequal access to affordable and high-quality legal assistance and representation and unequal knowledge of legal rights</td>
<td>This category covers a lack of understanding of rights which can affect reporting of crimes and the general understanding of rights and the justice system. This can mean financially disadvantaged and less-educated people are less likely to enjoy legal security. The ability to pay (personally or through legal aid) for good quality legal advice and adequate assistance from a qualified person is a key driver of unequal outcomes. Policies and public expenditure to ensure all have equal access to independent, good quality legal advice and assistance is an important aspect covered in this category.</td>
</tr>
<tr>
<td>2.7 Unregulated access to guns and other weapons</td>
<td>Unregulated access to guns and offensive weapons increases the risk of violence in society and can lead to unequal outcomes for personal security for certain (more exposed) groups. Analysis in this area would seek to identify the particular groups who are generally affected and involved as well as the efforts to regulate and control the use of guns and offensive weapons.</td>
</tr>
</tbody>
</table>
Domain 3: Education and learning: Driver analysis

Drivers of inequalities in education and learning help to explain why some individuals have very low levels of education while others are highly educated. The fact that these inequalities are often associated with differences in the family background of individuals is key to understanding that they are not largely driven by differences in ability. While inequalities in parental resources are an important determinant of education and learning inequalities, education systems can be designed to limit the impact of differences in family background. The provision of free education, at least up to secondary level, is one way in which governments help to reduce inequalities but in many countries there remain key structural and institutional aspects within education and learning systems that continue to drive inequalities. These aspects can relate to differences in provision as well as access and delivery. The availability of private primary and secondary education, which only children from wealthy backgrounds can attend, can lead to pronounced inequalities in education. Social and cultural norms are another important aspect that can affect who receives education. For example, sexist views can lead to families investing more in their sons’ education than their daughters’ and the ability of women to access and participate in adult learning, and negative perceptions of disability can affect accessible education opportunities.

Here we identify seven main driver categories to aid your analysis. The following table summarises these. As discussed earlier you may want to conduct a cascade analysis under some of the suggested driver categories to explore these in more detail. Where necessary, you can add to the main categories provided here.

<table>
<thead>
<tr>
<th>Potential Drivers</th>
<th>Description</th>
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<tbody>
<tr>
<td>3.1 Unequal access to, high quality education</td>
<td>The lack of a universal, free education system is a major driver of educational inequalities. All aspects of education policy are relevant for analysis, including appropriate and differentiated teaching methodologies, curriculum design and language delivery; education infrastructure and staffing (coverage and quality); and all expenditure aspects that influence educational access and outcomes. Privatisation and access to fee-paying education would also come out in analysis under this driver category.</td>
</tr>
<tr>
<td>3.2 Harmful social and cultural norms that affect access to education and learning</td>
<td>This covers social norms that give preference to boys’ education and deny support for girls to attend school. Girls may have more domestic duties at home. They may lack access to sanitary protection and protection from harassment and violence at school. Other types of discrimination on the basis of identity may also affect education access and outcomes and would also be analysed here.</td>
</tr>
<tr>
<td>3.3 Lack of provision for special educational needs</td>
<td>Children with disabilities and learning difficulties (and other vulnerable children) also experience unequal access, treatment and outcomes within the education system. The provision of special protection and support – via special educational needs policies, systems and financing – to enable these children to flourish would be analysed under this driver category.</td>
</tr>
</tbody>
</table>
3.4 Unequal access to early childhood development opportunities in the early years

The importance of the early years in determining a child’s ability to learn and their long-term educational outcomes is well known. The ability of all children to access appropriate nutrition, stimulation, nurture and learning – which can be supported by parenting programmes, early childhood development programmes, preschools and pre-primary education – would be analysed here.

3.5 Unequal access to career guidance, vocational and technical training, apprenticeships, internships

The development of vocational and technical skills and the ability to access appropriate career guidance and learning opportunities within the labour market, are important determinants of educational (and employment) outcomes. All aspects of policy, infrastructure and expenditures in this area are relevant for analysis of this driver category.

3.6 Unequal access to books, technology and the internet

Unequal access to books, technology and the internet can also determine long-term educational outcomes and opportunities. This relates to both educational and other public infrastructure covering access in the classroom (early literacy initiatives, learning materials, available technology) and via institutions such as public libraries. It also relates to inequalities in lifelong learning and the access, knowledge and skills of young people and adults in relation to technology and the internet.

3.7 Unequal access to adult learning and education (ALE) opportunities

Adult learning and education (ALE) opportunities also driver unequal outcomes in the area of education, learning and skills. ALE policies (and financing) would be analysed here, particularly in reference to literacy and basic skills, including looking at efforts to enhance access to quality learning for vulnerable groups such as individuals with low levels, or no, literacy and numeracy, vulnerable youth, migrant workers, members of ethnic minorities, indigenous groups, prisoners, refugees, or displaced persons.

**Domain 4: Financial security and dignified work: Driver analysis**

Inequalities in financial independence, financial security and dignified work are mainly driven by inequalities in the labour market and access to job opportunities, access to, and adequacy of, social security and design aspects of the welfare state more broadly, the design of the tax system and social and cultural norms. Due to the breath and importance of this domain within the multidimensional inequality framework we identify nine main driver categories. You can focus on a selection of these drivers depending on the inequalities identified in your country. However, it is important to make sure that any analysis of drivers covers labour market drivers, aspects of the welfare state and social and cultural norms. It is also important that the identification of drivers covers those that drive economic advantage as well as disadvantage. For example, including drivers related to concentration of wealth as well as the drivers for high levels of household debt; or drivers of skewed remuneration structures leading to high pay, as well as drivers of low pay. Barriers to work should also be considered such as norms around the burden of care, ownership of resources and women working outside the home.

The following table summarises the **nine main driver categories** that you might be interested in analysing further under this domain. As discussed earlier you may want to conduct a **cascade analysis** under some of the suggested driver categories to explore these in more detail. Where necessary, you can add to the main categories provided here.

If you are interested in conducted a **more in-depth analytical exercise** you can use the suggested guiding questions on each driver category. This comprehensive list can be adapted for use in your context. You will also find some **suggested indicators** that might be useful to assist you to track the drivers of inequalities in this domain over time. Please, find the guiding questions in **Annex I**.
### POTENTIAL DRIVERS

<table>
<thead>
<tr>
<th>POTENTIAL DRIVERS</th>
<th>DESCRIPTION</th>
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<tbody>
<tr>
<td><strong>4.1 Lack of work opportunities and poor job creation and inadequate active labour market programmes</strong></td>
<td>Unemployment and under-employment are important determinants of financial security. The existence of policies related to job creation (e.g., active labour market programmes, youth employment strategies) would be analysed here, alongside efforts to diversify economies, promote new skills, technologies and industries. Differential access to jobs—driven by discriminatory employment practices and the restrictive practices of professional organisations—are also relevant.</td>
</tr>
<tr>
<td><strong>4.2 Weak labour market institutions, precarious and informal forms of work and lack of employment protection</strong></td>
<td>Weak labour market institutions, precarious and informal working and poor employment protection are all determinants of low pay. Analysis here would look at: the existence of collective bargaining, minimum wages and effective trade unions—as well as the prevalence of precarious and informal forms of work and low, insecure pay for workers in certain sectors of the economy. Discrimination at work, employment relations and conditions and exploitation would also be analysed here.</td>
</tr>
<tr>
<td><strong>4.3 Unequal access to good quality, affordable childcare, elderly care and other family support services</strong></td>
<td>This driver covers access to childcare (and support for the care of the elderly or dependent children with disabilities) as important factors affecting women’s opportunities for employment compared to men’s. All aspects of care-related public policies and investment would be analysed here. It also covers the use of personal services that enable the wealthy to free up time to engage in productive and valued activities.</td>
</tr>
<tr>
<td><strong>4.4 Harmful social and cultural norms which create employment barriers and deny financial independence and security for certain groups</strong></td>
<td>Harmful social norms can create barriers for women’s employment. They often result in the unequal distribution of domestic duties and the burden of care for dependants affecting women’s ability to access the labour market. Women’s career progression may also be affected by care responsibilities or by discriminatory practices. Harmful norms also affect women’s control over income and spending decisions. This driver does not just relate to gender inequalities. Other groups—such as people with disabilities or ethnic minorities—may also face discrimination in recruitment, career progression and in relation to financial independence and security, due to harmful social norms.</td>
</tr>
<tr>
<td><strong>4.5 Unequal access to productive resources and markets</strong></td>
<td>Unequal access to productive resources determines the outcomes in agriculture and other forms of self-employment and the financial security of farmers and the self-employed. Analysis here would look at issues such as access to land, agricultural extension services, appropriate technologies and other inputs such as seeds, water and agricultural finance, access to market knowledge, physical access to market aspects, as well as access to finance and support services for small businesses.</td>
</tr>
<tr>
<td><strong>4.6 Skewed remuneration structures and the lack of regulation of compensation policies and practices</strong></td>
<td>This driver covers aspects related to remuneration and high pay. Analysis in this area would look at the structures that determine remuneration and skew rewards between, for example, managerial and operational occupations, as well as looking at the regulation and control of executive pay setting and excessive use of bonuses, as well as the use of share-based incentive systems, and relevant taxation aspects.</td>
</tr>
<tr>
<td><strong>4.7 Lack of adequate regulation of the financial sector and financial markets and inadequate provision of debt advice</strong></td>
<td>This driver covers aspects related to financial stability and the risk of financial crisis, including: capital and liquidity requirements for financial institutions; rules related to excessive risk-taking; regulation of derivatives trading etc. It would also cover financial inclusion issues and how the financial sector serves low-income households, including issues of protection from exploitation and aspects related to over-indebtedness and the need for debt counselling and advice.</td>
</tr>
<tr>
<td><strong>4.8 Lack of progressivity of tax system and tax avoidance and evasion</strong></td>
<td>This driver covers all aspects related to the tax system, how taxes are levied (or not) on income and wealth (e.g., wealth tax, land and property taxes, inheritance taxes, capital gains taxes) and how well the tax system is used as a tool to redistribute income. Aspects of political capture that impact how tax policy is developed and aspects of audit and enforcement are covered under this driver category.</td>
</tr>
<tr>
<td><strong>4.9 Lack of appropriate universal social protection floors (social assistance/insurance) particularly for children, working age and pensioners</strong></td>
<td>This driver covers everything related to ensuring minimum incomes and a minimum level of financial security for all. This includes all relevant protections needed for certain groups (e.g., pregnant women and children, unemployed persons, older persons, persons with disabilities, work injury victims, the poor and vulnerable). All aspects of social protection policy and expenditure, including pensions, would be analysed here.</td>
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</table>
Domain 5: Adequate living conditions: Driver analysis

Inequalities in the capability to enjoy comfortable, independent and secure living conditions are driven, in part, by unequal access to basic needs such as water, sanitation, shelter, energy and good nutrition. Comfortable living conditions are shaped by access to safe, secure and good quality housing and extend beyond housing to the local environment and mobility. While differences in economic resources are important for securing these conditions, governments have a key role to play in terms of housing provision, planning and regulation. Access and the affordability of good quality childcare, elderly care and social care is an important driver of inequalities in this domain affecting both the individuals in need of the care, and the independence and standard of living of would-be caregivers in the absence of this provision.

Seven main driver categories have been identified for this domain. The following table summarises these. As discussed earlier you may want to conduct a cascade analysis under some of the suggested driver categories to explore these in more detail. You may identify additional drivers given the breadth of this domain. When necessary, you can add to the main categories provided here.

If you are interested in conducted a more in-depth analytical exercise you can use the suggested guiding questions on each driver category. This comprehensive list can be adapted for use in your context. You will also find some suggested indicators that might be useful to assist you to track the drivers of inequalities in this domain over time. Please, find the guiding questions in Annex I.

<table>
<thead>
<tr>
<th>Potential Drivers</th>
<th>Description</th>
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<tbody>
<tr>
<td>5.1 Unequal access to clean water, sanitation and utilities to meet energy needs</td>
<td>This driver captures all aspects related to basic infrastructure policies and investment that guarantee access to clean water and sanitation and good standards of hygiene for all, as well as meeting all energy needs (e.g. electricity, cooking, warmth) – both the design of policies and where infrastructure investments are conducted. The appropriate regulation of corporate behaviour in relation to water, sanitation and energy markets and any privatisation and political capture aspects would also be looked at under this driver category if relevant.</td>
</tr>
<tr>
<td>5.2 Unequal access to good nutrition</td>
<td>This driver category looks at all areas related to nutrition – whether related to malnutrition and poor food security or other aspects of poor diets. Analysis would look at the existence and implementation of national malnutrition policies, plans and budgets and any food security strategies, as well as any policies, regulations or initiatives to tackle poor diet and obesity.</td>
</tr>
<tr>
<td>5.3 Unequal access to safe, secure and quality housing</td>
<td>Unequal access to safe, secure and quality housing is also a major determinant of inequalities in the area of living conditions. Analysis of this driver would look at housing policies particularly the provision of affordable housing, the financialisation of housing and its impact on affordability, emergency housing, rent assistance, regulations on rent, as well as the adaptability of housing for those with disabilities.</td>
</tr>
<tr>
<td>5.4 Harmful social and cultural norms that result in unequal division of domestic and care responsibilities</td>
<td>Harmful social norms related to gender generally determine the division of domestic and care responsibilities in the household. As a result women are often overburdened with responsibilities, leading to inequalities between men and women in relation to living conditions and work-life balance.</td>
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</table>
5.5 Unequal access to adequate public transport infrastructure and a healthy environment

This category captures factors that drive inequalities in transport infrastructure and neighbourhood quality: accessibility to adequate, affordable public transport, access to green spaces (and places for children to play), a healthy, clean environment. Analysis would look at policies in these areas, including how corporate behaviour is regulated (whether in relation to pollution or aspects such as contracting for public transport provision for example).

5.6 Unequal exposure to accidents, disasters and environmental risk.

The unfair distribution of risk is another aspect that can drive inequalities in living conditions. Droughts, floods, famine and natural disasters impact communities differently. Analysis here would look at policies and investment in disaster preparedness and risk reduction and the state response to ensure those affected are supported to once again live in comfortable and secure settings.

5.7 Unequal access to good quality, affordable childcare, elderly care and other family support services

This driver covers access to childcare (and support for the care of the elderly or dependant children with disabilities) as important factors affecting women’s opportunities for employment compared to men’s. All aspects of care-related public policies and investment would be analysed here. It also covers the use of personal services that enable the wealthy to free up time to engage in productive and valued activities.

**DOMAIN 6: Participation, influence and voice: Driver analysis**

Inequalities in the capability to participate in decision-making, have a voice and influence reflect, and are driven by, imbalances in power between individuals or misuse of power by organisations or the state. Drivers of these inequalities, which give rise to some individuals having ‘too much’ influence while others have ‘too little’, include factors associated with the structures and operation of institutions as well as corruption. Governments can fail in their duty to protect civil and political rights of citizens and in some countries democratic participation is not possible. Appointments to institutions, organisations and groups tasked with ensuring the accountability of government and non-governmental organisations often fail to be open and transparent. Lack of appropriate mechanisms to prevent the formal and informal use of excessive power by some individuals and groups can drive inequalities in participation, influence and voice. Individuals should be free to form and join civil organisations and social movement, and enjoy freedom of assembly and association.

In this domain we have identified **four main driver categories** which you can extend through your own analysis of inequalities in your country. The following table summarises these. As discussed earlier you may want to conduct a **cascade analysis** under some of the suggested driver categories to explore these in more detail.

If you are interested in conducted a **more in-depth analytical exercise** you can use the suggested guiding questions on each driver category. This comprehensive list can be adapted for use in your context. You will also find some **suggested indicators** that might be useful to assist you to track the drivers of inequalities in this domain over time. **Please, find the guiding questions in Annex I**.
POTENTIAL DRIVERS | DESCRIPTION
---|---
6.1 Lack of support for all forms of democratic participation and protection of the civil and political rights of all citizens | This driver covers important aspects such as: the regulation and enforcement of free and fair elections, the right to vote, the right to be elected, freedom of expression, freedom of assembly and political protest.

6.2 Lack of mechanisms that ensure state accountability to citizens | This driver covers aspects related to transparency and participation: the freedom of, and access to, information, the existence of a free press, the ability of citizens to formally participate, be meaningfully consulted and exercise oversight of government decisions and actions.

6.3 Lack of mechanisms that prevent corruption and the formal and informal use of excessive power and influence by specific groups | The proliferation of corruption and the excessive power and influence of specific groups also drive inequalities in this domain. Important to consider here are the existence of appropriate checks and balance mechanisms (including the effective separation of powers), appropriate rules on the financing of political parties and political campaigns, rules on lobbying, concentration and control of the media, anti-corruption initiatives and the prevention of ‘revolving doors’ between the public and private sectors.

6.4 Harmful social and cultural norms which diminish the voice, participation, representation and influence of certain groups | Harmful social and cultural norms can also drive inequalities of power, participation and influence at all levels and between different groups. This may be between men and women, as a result of gender inequality and the impact of gender norms on women’s participation, influence and voice. It may also be in relation to other forms of identity-based discrimination and exclusion (based on ethnicity, class or age for example).

DOMAIN 7: Individual, family and social life: Driver analysis

The capability to enjoy individual, family and social life, to express yourself and have self-respect is fundamental to well-being. Not everyone is able to enjoy personal autonomy, freedom to develop as a person and live the life they would choose. Policy, legal and institutional frameworks that recognise diversity and promote and protect equality are important determinants, but even with these in place, inequalities can be driven by discrimination and intolerance related to harmful social and cultural norms. More broadly some groups may be marginalised and this can lead to social exclusion and isolation. Not everyone enjoys independence and choice and equality in primary relationships. This may be driven by harmful norms and beliefs in relation to women and sexuality. Community cohesion can be aided by support for community groups and community events and activities.

Six main driver categories are identified in this domain. The following table summarises these. As discussed earlier you may want to conduct a cascade analysis under some of the suggested driver categories to explore these in more detail. These categories can be added to through your analysis of inequalities in this domain. For example, you may want to explore further the drivers of loneliness or what shapes harmful social norms.

If you are interested in conducted a more in-depth analytical exercise you can use the suggested guiding questions on each driver category. This comprehensive list can be adapted for use in your context. You will also find some suggested indicators that might be useful to assist you to track the drivers of inequalities in this domain over time. Please, find the guiding questions in Annex I.
<table>
<thead>
<tr>
<th>POTENTIAL DRIVERS</th>
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<tbody>
<tr>
<td>7.1 Lack of policy and institutional frameworks that recognise diversity and promote equality, dignity and respect</td>
<td>The lack of policy and institutional frameworks that recognise diversity and promote equality, dignity and respect can drive unequal outcomes in this domain. Important to consider are the existence, content and enforcement of policies in relation to equality and diversity. Also important to look at are how institutions function to recognise and respond to diversity and to promote equality, dignity and respect in the treatment of all.</td>
</tr>
<tr>
<td>7.2 Lack of equal legal protection against all forms of discrimination and harassment (bullying) based on identity</td>
<td>The state’s failure to protect all citizens equally is also a relevant driver in this area. This is particularly important for citizens who need protection from discrimination and harassment based on identity. Analysis would include looking at all forms of hate crime, gender-related discrimination and sexual harassment, as well as institutionalised identity-based discrimination – where certain groups receive harmful or poorer treatment from the state itself (from the police, when in court and in prison).</td>
</tr>
<tr>
<td>7.3 Lack of institutional and legal framework protecting individuals’ autonomy, self-determination and a family life</td>
<td>The lack of a legal framework to protect individuals’ autonomy and right to self-determination and a family life can also drive unequal outcomes. Analysis here would consider the existence of anti-discrimination legislation (in relation to gender, ethnicity, religion, disability and sexual identity) as well as in relation to the freedom of religion and the right to a private life. Legal protections in relation to intimate relationships, sexuality and gender identity are also relevant, as is the right to a family life for particular vulnerable groups such as migrants, refugees and displaced peoples.</td>
</tr>
<tr>
<td>7.4 Harmful social and cultural norms which result in the marginalisation of, and discrimination against, certain groups</td>
<td>Discriminatory beliefs, norms and behaviours result in certain groups being at greater risk of marginalisation and discrimination on the basis of their identity. The experience of LGBTI persons as a result of the marginalisation they experience, and how this affects their family, individual and social life would be captured here. In addition norms related to early and non-consensual marriage and how free people are within marriage to make choices and control their own lives are also relevant.</td>
</tr>
<tr>
<td>7.5 Unequal access to affordable cultural and leisure activities</td>
<td>Unequal access to affordable cultural and leisure activities is also an important determinant of unequal outcomes in relation to the enjoyment of individual, family and social life. The ability to access cultural and leisure activities depends on the public provision of adequate spaces and facilities, as well as efforts to ensure accessibility and affordability for all. Whether cultural and leisure activities serve the needs of particular groups (people with disabilities, the elderly) and reflect the full cultural, linguistic and ethnic diversity of local areas is another relevant aspect.</td>
</tr>
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</table>

3d: Concluding your diagnostic

You have now assessed inequalities by domain and identified the priority domains and issues based on where the most concerning (including potentially worsening) inequalities are to be found [See Section 2h: Making sense of your data: how unequal is your country]. You have also now identified and analysed the multiple drivers of these inequalities in your country, some of which will be driving inequalities across several domains. No country programme can tackle all of the drivers of inequalities across all areas. Before we go on to decide on what to focus in your programming [Section 4: Finding Solutions and Taking Action], it is useful to prepare a summary of the important drivers that you feel need to be tackled.

One method in selecting the most important drivers is to look across your priority domains and see where drivers directly or partially overlap. This points to high relevance of these drivers in your context. Another option is to emphasise the drivers for which the government is responsible if you are particularly interested in influencing public policy and there is political space for this type of action. Or you may want to reflect on which drivers – if effectively tackled – would lead to the most transformative impacts.
It is generally advisable to make sure you also include some **non-traditional** – and potentially more difficult – drivers at this stage, particularly if change in these areas would be highly significant. These may be drivers that Oxfam has not traditionally sought to address, but which appear to be very important and relevant in your context. Keeping non-traditional issues on your summary list will ensure these are carried forward and included in the next phase, for full consideration in terms of the potential to take action.

At this point you do not have to take into account aspects such as feasibility, opportunity or capacity. These are also important aspects to guide decision-making, but they will be covered in the next section [Finding Solutions and Taking Action].

You simply need a **summary of selected issues and drivers** you have identified as critical for your country.

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**CHECKLIST: CONCLUDING YOUR DIAGNOSTIC**

- Did your analysis result in the identification of any ‘major drivers’ – drivers that significantly overlap and drive negative outcomes across domains?

- Which drivers, if tackled effectively, do you think would lead to the most transformative impacts?

- Which of the drivers that you have analysed do you feel are the most relevant and important in your context?

- Did your analysis result in the identification of any drivers that Oxfam has not traditionally sought to address, but which appear to be very important and relevant in your context?

- Do you have ready your summary of selected issues and drivers to take forward into the strategy formulation phase?
SECTION 4: FINDING SOLUTIONS AND TAKING ACTION

Section 4 includes:

4a: Introduction to finding solutions and taking action
4b: A framework for action: what to take action on?
4c: A framework for action: how to bring about change?
4d: Changing the narrative
4e: Changing the rules
4f: Citizen mobilisation for change
4g: Embedding inequality reduction into your country and programme strategies
4a: Introduction to finding solutions and taking action

This section will assist you in applying the learning from the application of the multidimensional inequality framework in your programme work. It is about embedding the broad analysis of inequalities – and the drivers of these inequalities – that you have completed in your country or programme strategy and project activities. It is also about proposing the right solutions to tackle these in your context. This means thinking about what is feasible given the opportunities, risk and Oxfam’s country capacity, as well as proposing a mix of solutions that could be effective in tackling inequality in your context. This section helps you work through these issues, including by providing evidence on ‘what works’ – reviewing policies that have successfully reduced inequalities across countries that can help inform aspects of your strategy.

This section does not just focus on policy solutions. The ‘pathways to change’ inevitably involve different strategies. A whole variety of options for programming and influencing activities are discussed here. Both ‘what to do’ and ‘how to do it’ are important aspects of any discussion to inform strategy. Guidance on both of these is included.

4b: A framework for action: what to take action on?

First you need to decide what to take action on. Your broad analysis will have provided you with a whole array of findings on where inequalities are most concerning, where trends are worsening and where certain groups in society are being particularly disadvantaged or left behind. You will have identified the multiple drivers of inequalities in your context, some no doubt driving inequalities across many domains of life and affecting citizens’ wellbeing in myriad ways. No country programme can tackle all of the drivers of inequalities across all of these areas. You now need to make decisions on what to focus in your inequality programming. The visual below presents a simple tool to guide your decision-making.

The first criterion you need to consider is relevance. The good news is this step is already completed. It directly relates to the results of concluding your diagnostic in section 3. You will have already assessed inequalities by domain and identified the priority domains based on where the most concerning (including potentially worsening) inequalities are to be found. You will also have assessed the drivers of these in your country and will know the most important drivers that need to be addressed to reduce inequalities in these priority areas. As such your relevance analysis is already completed and you have a summary of issues/drivers on which you could focus to address inequalities in your country.

However, this list may not be short. Even with prioritisation of issues, you could be faced with complex choices. It is also likely your results will
identify areas in which Oxfam has no experience working, or drivers which, although important, are simply not feasible for the country team to work on. As such you need to take into account the other criteria in the decision-making tool (added value, risk and opportunity) to assess all of the priority areas against these. This will help you assess your ability to work on the priority areas and key drivers identified in practical terms in your context.

**OTHER ASSESSMENT CRITERIA:**

**Added value:**

It is important to reflect on whether Oxfam can bring some added value to work in this area. This might be in the form of the rigorous analysis Oxfam has done already, or can commission. It may also be that Oxfam can bring some additional impetus to support active movements, organisations and citizens demanding change.

This could add value by helping citizens increase their influence at critical moments. However, the reverse might be true: an issue may be relatively ignored, if few, or no, organisations are working on it. This is often the case when it comes to tax reform. The added value of Oxfam may be in finding ways to tackle a new, very critical, issue with existing or new partners and networks.

**Guiding questions to assess added value**

- Has Oxfam already conducted rigorous analysis in this area or is Oxfam in a position to contribute new and powerful analysis that could stimulate debate and action?
- Who else is actively working on this issue? Can Oxfam add value to others’ work in this sphere?
- Can Oxfam act as a catalyst drawing attention to a new issue, bringing different groups together and/or taking action in a new way?

**Risk:**

Some Oxfam teams may be working in contexts where there are repressive governments and/or a weak rule of law, where speaking out – even on basic rights issues – is dangerous for Oxfam staff or partners. Even in countries with more robust democracies speaking out about political and elite capture, drawing attention to wealth and income inequalities and confronting abusive corporate practices can incur legal, reputational and organisational risks. You need to assess this carefully in your context before taking action.

**Guiding questions to assess risk**

- What are the most serious risks in your context if you work on the priority issues identified? Are there physical risks to staff and partners and/or reputational, financial or legal risks for Oxfam?
- Will highlighting those who are particularly advantaged and disadvantaged exacerbate tensions amongst class, ethnic or political groups?
- What measures can be taken to reduce risk? With whom can Oxfam work, or what strategies can Oxfam use, to reduce risk?
- What is an acceptable level of risk for the management team? What support would be available from other Oxfam teams to address the consequences?

For more information in relation to assessing risk see Oxfam’s National Influencing Guidelines: https://oxfam.app.box.com/s/h9nan3tf5d0wmc220c0paect7an8t9vw
**Opportunity:** another factor for teams to consider is whether the time is right to address this particular issue. Is it politically feasible or are there particular processes and openings to raise an issue? However, opportunity does not just refer to the political, but also to Oxfam’s capacity to act. What is Oxfam’s track record on the issue? Are strong partners organised and keen to mobilise and work with Oxfam? Does Oxfam have the (financial and human) resources necessary for the task ahead? If necessary are there fundraising opportunities that could be accessed? With the right combination of factors, opportunities can be optimised.

**Guiding questions to assess opportunity**

- What openings are coming up in the next 1-2 years to raise the issues Oxfam is interested in prioritising? Are there any local, national, regional or international processes or events around which Oxfam can build work?
- Is there political space to raise these issues? Are there potential political backers that Oxfam can enlist as allies?
- Is Oxfam already working with partners on this issue? Are partners strong, well prepared and keen to mobilise?
- Does Oxfam have the required human and financial resources to work on the priority issue/s? If not are there fundraising opportunities of which Oxfam can take advantage?

Once this assessment is completed you can make a clear decision within your team on the **thematic priorities** for your inequality strategy and programming activities.

**4C:**

**A framework for action: how to bring about change?**

Oxfam is interested in deep, lasting change – both in relation to the reduction of inequalities and the restructuring of power relations. Given the multiple inequalities affecting groups within society, Oxfam teams are also likely to want to develop a **multi-dimensional response** that can affect changes across many areas. This section provides guidance on how to approach this complex task.

As Oxfam teams are well aware, the **pathways to change** are not smooth and linear. There is no single opportunity or recipe to be picked off the shelf, no single theory of change that works across countries, and no quick technical fixes. The causes of inequality are complex, rooted in a country’s history and embedded in societal systems, power relations, norms and culture. How teams can effectively bring about change in complex – and ever changing – systems is an extremely difficult question to answer.
This toolkit does not seek to offer a specific formula. It simply proposes three critical aspects that teams may want to consider, when reflecting on how to address inequalities in their country and programme strategies:

- Changing the narrative
- Changing the rules
- Citizen mobilisation for change

These three aspects already form a core part of Oxfam’s vision of influencing. They are explored in more detail in this toolkit given their particular relevance for inequality reduction strategies.

**Changing the narrative** refers to changing the prevailing norms, beliefs and attitudes that sustain the current economic model and have resulted in a widespread tolerance of inequalities and discrimination. These dominant societal narratives act as a barrier to change as injustice is normalised, the nature of inequalities are hidden or easily dismissed, and the solutions are branded too radical to consider. A key value added of Oxfam’s work is drawing the public’s attention to neglected issues through creatively influencing and pushing the boundaries of what is considered ‘acceptable’ in public policy terms.

**Changing the rules** refers to changing the policies and regulations that shape our societies and determine the patterns of inequality experienced. Oxfam is interested in policies and regulations at national, regional and global levels, and is equally as concerned with policy design as with its implementation and enforcement aspects.

**Citizen mobilisation for change** refers to collective citizen action and demand for change. This is vital as it is unlikely that change will happen unless citizens, and their organisations, are pushing for political reforms and a transformed discourse and values in this area.

Whether to work in all three of these areas, whether to prioritise only one or two elements, and what emphases to give to each is a decision that only a country team can make. **This will depend entirely on your context and your theory of how change happens in your society.** The sections that follow deal in more depth which these 3 aspects to help you explore this in more depth. This is followed by some guidance on decision-making in relation to your overall influencing strategy for inequality reduction in section 4g [Embedding inequality reduction into your country and programme strategies].
Changing the narrative

WHAT DO WE MEAN BY ‘CHANGING THE NARRATIVE’?

There are many definitions and interpretations of “narrative change.” The phrase generally refers to efforts to change the established worldviews that dominate our society and act as a barrier to change. The term worldview can be understood as ‘the collection of beliefs, norms, value systems, core themes, popular wisdom and traditions that people draw on to help them make sense of the world around them’. Dominant narratives are deeply embedded in a culture and society and consistently repeated and reproduced over time. They provide a frame of reference for people to comprehend the complex reality in which we live and the way society works. They also, by and large, determine the focus and content of public policy and what is considered politically feasible for governments and political parties to target.

The area of narrative has been heavily studied by cognitive and social scientists. They have looked at how our brains identify patterns, create categories and rely on stereotypes to organise our understanding of the world. This can be most simply described as ‘everyday thinking’. It is what comes most naturally to people most of the time, when we look for simple explanations and rely on anecdotes with which we are familiar. As such, the language used in policy debates becomes critical. In the absence of a comprehensive understanding the public will rely on ‘everyday thinking’ and their own ‘shortcuts’ – including cultural stereotypes – and the definitions of the issue most readily available in news coverage.

Discrimination is an extremely important aspect. Negative cultural stereotypes can greatly impact the public’s perception of an issue (e.g. if poverty or unequal outcomes in areas such as education are associated primarily with an ethnic minority population). Discriminatory stereotypes can become deeply intertwined with the dominant narratives on the economy, poverty and inequality within society.

WHY IS NARRATIVE CHANGE IMPORTANT FOR THOSE WORKING TO TACKLE INEQUALITIES?

Work to change the narrative is important as it is about shifting consciousness and values over the long term. It is not just about finding the right messaging but is fundamentally about the ‘battle of big ideas’.
Oxfam has identified seven misguided and common societal beliefs that stand in the way of fighting inequality:

- Inequality is not high or not higher than before.
- Inequality, though high, is not a problem: it does not have bad consequences.
- Inequality is fair: it is caused by fair economic rules that reward hard work; or it is an unavoidable fact of life.
- The solutions to inequality are a problem; redistribution harms economic growth.
- The solutions to inequality are politically unfeasible; rich people control government.
- Government is part of the problem, not of the solution; it is corrupt beyond hope.
- Globalization is the main source of the inequality problem; the villains are immigrants and workers overseas.

Despite a growing awareness that the system is rigged, the belief in meritocracy – that rich people deserve their wealth because it reflects hard work – remains strong. In some countries, the belief that inequality is right or fair is driven by religious belief (everybody has his/her place and inequality is a fact of life) rather than theories of social justice. The feeling that inequality is inevitable is also commonplace among the public. Feelings of powerlessness are coupled with a major lack of faith in government because of corruption and mistrust of politicians. For voters seduced by populist parties, these two beliefs are also intertwined with a third one; rejection of globalization in the form of demonizing of the “other”.

More often than not the dominant narratives in society define **what is possible in terms of policy change.** Consider the nature of the debates around universal, free healthcare in the USA, which has long been considered unthinkable. In Kenya the government’s negative narrative on the NGO sector enabled them to propose a cap on foreign funding for national NGOs and was seen as a tactic to silence criticism of the government. This was possible, as the government had successfully promoted a narrative linking NGOs to external interference from donors, and painting them as unruly activists out to destabilise the country and promote foreign interests and terrorism.

Only thanks to a very successful mobilisation by civil society to counter this narrative – mobilising Kenyan citizens on Twitter, carrying out a grassroots public participation initiative and researching and publicising the real extent of CSOs contribution to employment and the economy – was this proposed legislation withdrawn.

**Narratives have power.** In many countries it is likely to require huge shifts in values to confront entrenched perceptions about inequalities and transform norms associated with intolerance and discrimination.
WHAT ARE THE ORGANISATIONAL IMPLICATIONS OF FOCUSING ON NARRATIVE CHANGE?

Narrative change work is not something one organisation can undertake alone. It requires unprecedented levels of alignment, coordination and creativity. So many organisations are working on many connected issues – from minimum wages through affordable childcare to tax policy reform. There are many different policy prescriptions being promoted, all of which are relevant to tackling inequality but none of which provides the sole answer. Addressing one area will not significantly energize public concern about inequality on its own. The most effective approach would be to have a unifying theme that goes beyond each single issue and unifies progressive organisations fighting to tackle all forms of inequality across society.

The more people telling a similar story well, the more powerful that story is likely to be. However, there is no agreed upon blueprint for communicating on “the big picture” of highly unequal societies. It is important to work together across networks and coalitions to actively construct a narrative that can join together the various policy proposals, reach beyond traditional progressive alliances and aspire to genuine cultural shifts in public perceptions and understanding over the long term.

One major implication from this is that it naturally moves the institutional focus off working on one specific issue in order to win a policy change. Narrative change implies more of a cultural strategy, which focuses not on an issue but on ‘narrative leverage points’. In essence it means prioritising work to confront deeply ingrained ideas about gender, race, the role of government, and other dominant issues, rather than focusing on a specific policy win. As such developing a new narrative strategy is something that is best done – not as an addition to the design of a campaign – but as a critical influencing competency that can be developed and implemented over the long term.

TOP TIPS FOR TEAMS INTERESTED IN NARRATIVE CHANGE WORK

DEVELOP IN-DEPTH KNOWLEDGE OF THE PUBLIC UNDERSTANDING OF INEQUALITY

There is no easy or single answer on how to develop a strategy to successfully achieve narrative change. What is clear, however, is that a first, critical step is to develop in-depth knowledge of the current public understanding of inequality in your society. This can best be done using two techniques: public opinion research and media analysis (tracking dominant stories on TV, in print and online).
Oxfam’s public opinion research on the perceptions of inequality

In 2017 Oxfam conducted a survey with over 50,000 respondents in 10 high and middle-income countries (Denmark, India, Mexico, Morocco, Netherlands, Nigeria, South Africa, Spain, the United Kingdom and the United States). The survey had three aims:

- to help Oxfam understand how people estimate income inequality and whether they really underestimate it, as some existing evidence suggests;
- to help Oxfam explore concern and attitudes towards inequality and redistributive policies and government action;
- to see if giving people information on inequality would increase concern, and boost support for addressing inequality.

Questions for this research were selected from previous academic research on perceptions or established opinion polls (like the International Social Survey Programme). Respondents were asked questions about what they perceive, and would prefer, the current level of inequality to be in their country. The distributions that were shown to respondents to capture these perceptions were based on real income distributions from different countries, and the type of charts used were chosen after feedback from focus groups that they were the simplest to understand. Respondents were also asked where they perceive themselves to be in the national income distribution, using the concept of quintiles (groups of 20% of people).

Respondents were also asked questions about their demographic characteristics (age, gender, education, location and income), as well as who they would vote for if there was a national election today. As such the results about existing perceptions of inequality can be disaggregated by characteristics, for example looking at how rich people (the top 20%) respond or analyzing the data by gender for differences.

Some of the more general findings from the research include that:

- most people underestimate the current level of income inequality in their country, often dramatically; and falsely the large majority think they sit in the middle of the income distribution;
- nearly two-thirds of all respondents thought the gap between the rich and poor needs to be addressed urgently or very urgently;
- there was a particularly strong sense of urgency in some countries: 79% of respondents in South Africa, 85% in Nigeria and 93% in Mexico endorsed the need for urgent, or very urgent, action;
- Information on inequality can influence people’s concern and attitudes towards inequality, but the effect, size and direction varied and require advanced statistical analysis.

The experiment also asked respondents to estimate the yearly salary of the CEO of a large national company and that of an unskilled worker in a factory (to compute the estimated pay ratio between the top and the bottom of the wage distribution). Following from this respondents were asked to indicate how much they think these two professions should earn per year, enabling calculations of the preferred pay ratio. Findings show that respondents consistently want CEO to worker pay ratios to decrease. In South Africa, for example, respondents estimated a CEO to worker pay ratio of 27.8. Their preference, on the other hand, was to see a pay ratio of 9.2. In reality the average CEO to worker pay ratio in South Africa is 540:1, demonstrating how far preferences are from reality.
Research and test new frames that can help transform public understanding about inequality

Having analysed the dominant narratives in your context, the next step is to consider how these can be reframed in a way that supports inequality reduction as an urgent societal priority. This is not a simple exercise. Anyone serious about developing a new or stronger narrative will need to research and test their frames and messages. This includes testing the alternative messages – the catchphrases, slogans, visuals and allusions to history or culture – that you might use.

Although you know what you are saying, it cannot be assumed you know what people will hear. You will need to test your new frames and messages amongst all groups, traditional allies, non-traditional allies, ethnic minority groups, opponents etc. People will interpret your messages according to their own beliefs and norms and you could activate negative stereotypes inadvertently. Testing allows you to find the most effective way to engage people with your ideas and get insight into what will persuade those who do not already agree with you. Test your story, through everything from polling and focus groups to direct feedback from your target audience. This will make your influencing more effective.

Oxfam has experience in this area. The Inequality Policy Team has tested narratives for its reports launched annually to coincide with the World Economic Forum meeting in Davos. This is how the team settled on the key message developed about the very small number of billionaires whose wealth equals that of the poorest half of the world. Although this is an important example of testing for influencing purposes, it is likely that Oxfam staff working in marketing or fundraising have most experience of doing this kind of research and testing. To work seriously on narrative change will require more staff to learn how to lead and commission this kind of research and testing, and generally more investment in this area.

Become a catalyst organisation and coordinate a narrative change strategy around inequality with others

The more people telling a similar story well, the more powerful that story is likely to be. Sharing and coordinating stories, frames and research amongst allies is an essential first step for those who want to create a different narrative. Coordination is not about telling identical stories – it is about agreeing common frames for debate and the strongest messages to deliver on inequality in your country. It allows different messengers to use similar language and imagery to reinforce the same frames and
narratives whilst allowing room for different areas of focus. Without deliberate and on-going cooperation, such as meeting to discuss and agree how to communicate about inequality and pooling resources to do joint research and build consensus, advocates will not be able to get a consistent and powerful message across. It is in this area, acting as convenor and catalyst, that Oxfam’s role is of vital importance.

RECRUIT THE BEST MESSENGERS AND STAY ON MESSAGE

It is easy to think that evidence persuades people but there is a lot of research showing that this is not at all straightforward in reality. When it comes to challenging dominant, embedded narratives, choosing the right messenger is equally, if not more, important than the message itself. In order for a new narrative to resonate, people with whom the target audience can identify, and trust, must deliver the message.

This calls for a more systematic approach to identifying and equipping messengers. In your research it is important to look carefully at which opinion leaders might be best at delivering these new messages and to which specific groups. You can use influence mapping to identify and situate messengers – their potential influence and the groups on which they have influence. This will help you decide with whom to work and how to approach this task. This is not a small undertaking. You will need to build up a critical mass of powerful messengers ready to engage actively in spreading the message.

Influence mapping - messengers

Often influence mapping tools are used in relation to advocacy for policy change, an area with which many Oxfam teams will already be familiar. A specific policy change and overall decision maker is generally identified and located at the apex of an influence pyramid (or centre of an ‘interest map’ for example). Influence mapping then investigates who has greater and lesser influence over the decision maker and maps the relationships between actors.

For this exercise the starting point is slightly different given teams will be interested in influencing societal values, norms and beliefs, rather than one, central decision-maker. As such it is more useful to think about the key groups in society you want to influence and the opinion leaders who can act as messengers to those groups. The exercise of defining groups and messengers to those groups can be approached as an iterative exercise, identifying either the groups of interest or the potential opinion leaders and their spheres of influence. With this information you can construct a groups and messenger map.

Once potential segments of society and messengers are identified, it is useful to delve deeper to analyse the position of potential messengers, to see what are their motivations regarding inequality and the size and channels of their influence. For each potential messenger it is useful to think about the following:

- What is their position on the theme of inequality? Are they a strong supporter already or less committed but potentially a future ally?
- What particular aspects of inequality could motivate them strongly?
- What is the size of their influence with the group identified?
- What are the channels of their influence? Would they have to work through the media and/or do they talk directly with their communities / constituencies?
- Are there any constraints that would make it difficult for them to be a committed ally in this area?
- How easy would it be for Oxfam to gain access to, and work with, this person?

Assessing the messengers identified with techniques such as these will help you develop a strategy regarding who to approach, where more work needs to be done to identify new messengers, and how much work needs to be done to sensitize and equip messengers to work with their target groups. Planning for more investment of human and financial resources in this area could be a very useful element of your strategy to tackle inequality.
Strong message discipline is also essential. The more times a frame is activated the stronger it becomes. This means doing more media work and lots and lots of repetition. A new story needs legions of trained messengers to disseminate it.

USE ALTERNATIVE MEDIA TO COUNTER MAINSTREAM NEWS COVERAGE

Mainstream news coverage often reinforces public stereotypes and biases about the causes of, and solutions to, poverty and inequality. Getting the coverage you need is a challenge. However, organisations can sponsor social media campaigns, use independent filmmakers, the entertainment media and other such tools to reach the public via alternative channels. Connections with creative and cultural organisations – visual artists, documentarians and celebrities – can play very important and effective roles in conveying particular messages. Connecting social justice activists to actors in the domain of the media, arts and culture is a challenge but brings enhanced rewards.

**CONSIDER STRONGER LONG-TERM INVESTMENTS IN COMMUNICATIONS INFRASTRUCTURE**

Focusing on communications infrastructure is critical, especially when it comes to enabling grassroots organisations to prioritize narrative change as part of a core strategy. It also implies thinking about strategic communications capacities across multiple organisation types, from the grassroots through youth organisations to the think tanks and others involved in the fight against inequality. This could include thinking about long-term mentorship programmes to develop the capacity of the next generation of equality activists.

### 4e: Changing the rules

**INTRODUCTION TO CHANGING THE RULES**

There are many different policy solutions for governments interested in promoting inequality reduction. A review of inequality reduction policies implemented in countries recently highlighted a variety of policy measures including: infrastructure investment in China; the increase in public investment in education in Latin America; the abolition of fees in public primary education and provision of school feeding programmes in sub-Saharan Africa; minimum wage policies in Latin America; the conditional cash transfer programme in Brazil; China’s programme guaranteeing a minimum income for poor households as well as its rural pensions scheme; and various examples of anti-discrimination legislation including affirmative action programmes for access to education, employment and political positions in countries such as Malaysia, India and the USA.

Given the policies to successfully tackle inequalities will vary greatly by locality and context, we are not going to offer a set of policy solutions that are ‘right’ and can be simply imported into your context. There are many good policies that can contribute to reducing inequality, but the best solutions for each country will be very different. The toolkit provides an overview of different ‘candidate policies’ that might potentially be relevant to reducing inequality in your context. Only your assessment can judge whether these policies would be appropriate and effective in reducing the inequalities present in your society.

Eventually Oxfam aims to build up an online repository of evidence-based analysis of what some of these policies have looked like in different contexts. This would provide further contextual analysis to help you make your own assessments. The evidence gathered related to good policies for tackling inequalities will grow over time as evidence is continually gathered and effective policies for reducing inequalities are documented and information shared. This is an extremely important contribution; while there is a lot of research identifying and quantifying inequalities, there has been a lot less work done identifying what works in terms of successful and long-lasting equality promotion in all of these areas.
CANDIDATE POLICIES BY DOMAIN

You are now likely to have identified the domains and types of inequalities that are most concerning in your country. You will also have analysed the drivers of inequalities in these areas. This analysis can therefore guide you as to where to focus your attention: start with your priority domains of interest and the drivers about which you are concerned, and then identify the types of policies presented here that could potentially help in tackling inequalities.

As explained already, the information provided here on policies is not directive. We simply provide information on ‘candidate policies’ that could help tackle inequalities in certain contexts. What types of policies are feasible, given the political and economic conditions and state capacity in your country, is a complex question. However, we hope this section will provide you with some inspiration in relation to your policy change agenda and provide ideas on the types of solutions you may want to advocate in your country.

These candidate policies are organised by drivers within each domain.

Click to discover more on the candidate policies by domain:

**DOMAIN 1:** Life and health: Candidate policies by driver

**DOMAIN 2:** Physical and legal security: Candidate policies by driver

**DOMAIN 3:** Education and learning: candidate policies by driver

**DOMAIN 4:** Financial security and dignified work: Candidate policies by driver

**DOMAIN 5:** Adequate living conditions: Candidate policies by driver

**DOMAIN 6:** Participation, influence and voice: Candidate policies by driver

**DOMAIN 7:** Individual, family and social life: Candidate policies by driver
**POTENTIAL DRIVERS**

**1.1 Unequal access to, quality and timely healthcare**

Policies that deliver universal, free high-quality healthcare for all (funding healthcare via tax, removing all user fees and adequate investment in infrastructure and affordable provision and care; would include preventative, primary, emergency and trauma, curative and palliative healthcare).

Progressive health spending policies (increasing investments in health; appropriate budgets per level/programme/capita/territory; appropriate financing formulas and budget allocations that are focused on reducing health disparities).

Policies related to the provision of primary, specialist and continuing healthcare services, especially for people with complex or additional physical or mental health care needs; provisions to ensure accessibility of community and hospital health services for people with learning disabilities; to ensure health promotion and prevention activities equally target people with disabilities and to ensure overall accessibility and affordability of adequate services for people with disabilities.

Policies that address mental health problems with adequate systems, services and resources including: the implementation of mental health information systems, quality improvement strategies, strategies to integrate mental health into general healthcare, deinstitutionalise mental health care and develop community mental health services, as well as improving access to psychotropic drugs and psychological therapies (cognitive behavioural therapies), ensuring mental health monitoring and evaluation, providing targeted support in relevant institutions (e.g. prisons, detention centres) and promoting efforts to combat stigma against those who suffer from mental illness.

Policies that ensure the provision of substance abuse services, coordinated with mental health services and integrated into the healthcare system and widely available throughout the country; prevention programmes at the school, family and community level to prevent substance abuse; provisions to tackle prescription drug abuse including education about the dangers of prescription drugs and prescription drugs monitoring across healthcare systems.

Policies that ensure that contracts with private sector operators within healthcare systems are made public (at a minimum, key aspects such as roles and responsibilities, key performance targets and some basic financial aspects).

Public procurement rules which: disqualify companies for eligibility to bid for healthcare contracts if they use tax havens within their corporate structures; disqualify companies for eligibility if there is any evidence of blacklisting unionised workers; give preference to companies paying a living wage; publicly disclose all tax contributions of companies delivering public contracts; include pay caps for all senior employees; policies which regulate any private sector involvement in healthcare appropriately.

Policies that remove or discourage the provision of private health insurance as a recognised employment benefit in countries with universal, free access to healthcare and policies that require that the provision of private health insurance is fully (and possibly disproportionately) taxed as a monetary benefit within employment contracts.

Tax policies that apply differentiated rates to private healthcare providers (e.g. higher corporate tax rates, lower deductibles) with the stated aim to recover the cost to the public system of educating healthcare workers who then work within the private sector (with funds being ring-fenced for public health).

**1.2 Unequal access to quality maternal and child healthcare**

Policies related to the provision of high quality maternal and child healthcare including: antenatal, delivery and post-natal services, services to protect women's sexual and reproductive health, and services to protect children's health such as immunisation, growth monitoring, disease prevention and treatment efforts.

Policies to ensure children with disabilities receive early assessments to identify developmental delays and put in place appropriate healthcare plans.

Policies to combat malnutrition including nutrition-specific interventions that avert maternal and child under-nutrition combined with direct cash transfer programmes.
### 1.3 Unequal access to clean water, adequate sanitation and good nutrition

Policies related to public health and prevention measures; public education on nutrition with the goal of promoting healthier diets; investment in healthy living programmes including opportunities for children and adults to exercise; and other policies to combat the obesity epidemic. (Note: this would be complemented by other policies related to regulation of food industry – processing and manufacturing standards – which are mentioned below).

Policies related to increasing service coverage of water supply and sanitation systems, promoting better hygiene practices, improving water quality and guaranteeing affordability of water and sanitation services for the poor, especially in rural areas.

Regulatory policies related to health and safety in the workplace, including a robust regulatory and inspection regime.

### 1.4 Unequal exposure to accidents, disasters and environmental risks

Policies related to disaster risk reduction, including specific investments (e.g. flood defences, disaster-resistant dwellings) in disaster-prone zones and other policies to ex-ante reduce risk such as policies governing planning consent on high risk land, and building regulations regarding architectural features, structural engineering and relevant defences.

Policies related to climate change adaptation including support for climate-resilient agriculture, investment in emergency planning and in early warning and weather data systems.

Policies to reduce risk of death and serious injury in road traffic accidents (e.g. speed limits and traffic calming zones, construction of pavements and safe crossing zones, speed cameras to monitor speed and system of fines and penalties, automatic speed fixing controls fitted on certain vehicles, obligatory use of seatbelts and standards for vehicle maintenance).

### 1.5 Harmful social and cultural norms which mean certain groups are at greater risk of premature death or poor health

Policies to protect women at risk of violence and domestic homicide such as the provision of safe accommodation, as well as policies to ensure that violence against women is reported / recorded, prosecuted within criminal justice system and that women are afforded dignity and respect during their treatment by police and the criminal justice system.

National action plans to combat racial and religious discrimination, including equipping specialized bodies to analyse legislation, monitor compliance and undertake activities to promote racial equality.

Policies that seek to break the cycle of gang membership and violence in deprived neighbourhoods, including supporting the work of NGOs and local community groups.

### 1.6 Legal impunity, state violence and institutional discrimination

Policies related to standards of policing including training in relation to human rights obligation, as well as systems to safeguard against cruel and unusual treatment and punishment, police brutality, and rules related to the composition of the police force (i.e. having women and minorities across all levels).

Policies related to the treatment and safety of prisoners in detention (i.e. regulating violence in prisons, ensuring access to adequate physical and mental healthcare and prevention of self-harm and suicide).

### 1.7 Unequal distribution of security and protection infrastructure and resources

Policies related to adequate policing in terms of coverage of police, presence of officers in (particularly exposed) neighbourhoods and improving the ability of police to control violence and protect lives; includes strategies such as partnerships among law enforcement, schools, communities, youth organisations to respond to chronic gang problems and improve effectiveness of law enforcement in affected neighbourhoods.

Policies related to gun control that seek to regulate, restrict and decrease gun ownership and sales (exclusions for certain people, detailed background checks and registration requirements, mandatory waiting periods, mandatory safety training courses, buy-back programmes), as well as provisions to ban certain types of firearms (e.g. concealed, semiautomatic or military style weapons) and to strictly regulate sellers and dealers involved in distribution, promotion and sales.

Policies related to the appropriate control of offensive weapons, for example restricting the sale, carrying and use of knives or other articles made for (or adapted for) causing injury, as well as provisions to ban certain types of offensive weapons (flick knives, daggers, swords etc.).

### 1.8 Lack of regulation of companies whose activities compromise public health

Policies that regulate corporate practice in relation to health. These could include price controls and more ‘public interest’ patent policies to ensure affordability of drugs and medical equipment. These could also include policies that prohibit, limit or otherwise control corporate advertising of products harmful to health (tobacco, alcohol, processed foods and beverages implicated in the obesity crisis). In addition, policies that determine and enforce public health standards in relation to product development, content and manufacturing (e.g. food and beverage ingredients) would be envisaged here.
## POTENTIAL DRIVERS

### 2.1 Harmful social and cultural norms which mean certain groups are at more risk of violence

- Policies that foster positive change in harmful behaviour, offer rehabilitation and education to offenders and ensures support for victims and groups at risk of suffering violence.
- Policies to protect women at risk of domestic violence such as the provision of safe accommodation as well as policies to ensure that violence against women is reported / recorded by police, prosecuted within criminal justice system and that women are afforded dignity and respect during their treatment by police and the criminal justice system.
- Policies that address structural problems that lead to limited opportunities to some groups and consequent membership of gangs and engagement in gang culture and violence.
- Policies aimed at preventing violence against children (and the sexual abuse of children) including: an adequately resourced child protection system, with well-trained social workers and health workers able to conduct home visitation services; a child protection monitoring system to track incidents of violence and abuse and to enable monitoring and support services for children at risk of abuse; systems and training on child protection embedded into other public institutions (e.g. residential care, schools); mandatory disclosure policies; public information campaigns to educate parents on child development and non-violent discipline.
- Policies to address the use of new technologies in facilitating the sexual exploitation of children and online harassment and bullying, including: public education about ‘cybergrooming’ techniques used; the integration of internet literacy and safety into school curricula; adequate resources for law enforcement agencies to investigate cybercrime; appropriate legislation that allows for prosecution of sexual exploitation committed online; and efforts to prosecute offenders and clients who pay to access exploitative online content.

### 2.2 Harmful social and cultural norms which mean certain groups have less legal security

- Policies that ensure the recording, investigating and prosecution of racist or xenophobic incidents and laws to protect from and criminalise hate crime and to ensure that hate crime is reported / recorded and prosecuted within police and criminal justice system.
- Comprehensive anti-discrimination laws providing for equal treatment for all and prohibiting discrimination on the basis of sex, age, race, ethnicity, religious views, disability, sexual orientation in relation to: education, employment (during recruitment and in the workplace), consumer transactions and political participation; mechanisms for complaints and bodies equipped to investigate, conciliate and prosecute breaches should also be provided for.
- National action plans to combat racial and religious discrimination, including equipping specialized bodies to analyse legislation, monitor compliance and undertake activities to promote racial equality; educational programmes and public campaigns to promote greater awareness of the prohibition of discrimination, and to promote tolerance and respect for diversity.
- Policies related to gender identity including: making processes of legal gender recognition accessible and respectful; and ensuring protection from discrimination for transgender persons (including in relation to accessing public services and employment opportunities, and within the prison system, military etc.);
- Policies that promote progressive access to legal rights for certain individuals and groups where inequalities exists (e.g., ensuring women have the legal right to hold capital, land and to inherit in their own name).

### 2.3 Lack of independent, representative judiciary and police, and a legal framework which ensures adequate accountability and public scrutiny of police and judiciary decisions

- Policies that guarantee access to justice by ensuring the independence and impartiality of judicial officials, and the proper investigation, punishment, and reparation of human rights violations.
2.4 Legal impunity, state violence and institutional discrimination

Policies that ensure full recognition of International Human Rights treaties and standards in domestic law and provide for their proper implementation, including in connection with migrants, asylum seekers and refugees (for example, the Convention on the Protection of the Rights of All Migrant Workers and Members on their Families).

Policies to prevent arbitrary arrest and ‘disappearance’, unlawful detention, detention without trial, unfair punishments and policies to prevent disproportionality within the legal system.

Policies that prevent arbitrary questioning, arrests and searches, for example based solely on the physical appearance of a person, or profiling which exposes him/her to a greater suspicion.

Policies related to due process and the conditions, treatment and safety of prisoners in detention (i.e. regulating violence in prisons, ensuring access to adequate physical and mental healthcare and prevention of self-harm and suicide) and policies to promote adequate conditions, treatment and due process in other places of detention (mental health detention, immigration detention and children’s secure units).

Policies that ensure prison regulator is equipped and resourced to monitor and report on conditions in prison.

Policies which prohibit ‘fast track’ legal/administrative services for the rich – eg, with regard to buying citizenship (including on the basis of investment), negotiating fines and penalties in legal cases related to tax dodging or business misconduct, use of special airport channels etc.

Policies related to standards of policing including training in relation to human rights obligation, as well as systems to safeguard against cruel and unusual treatment and punishment, police brutality.

2.5 Unequal distribution of security and protection infrastructure and resources

Policies related to adequate policing in terms of coverage of police, presence of officers in (particularly exposed) neighbourhoods, the ability of police to control violence and respond to and investigate crimes in a timely and effective manner; includes strategies such as partnerships among law enforcement, schools, communities, youth organisations to respond to chronic gang problems and improve effectiveness of law enforcement in affected neighbourhoods.

Policies to promote public safety and freedom of movement, such as safety on public transport and including provisions to tackle sexual harassment and sexual assault on public transport (reporting mechanisms, criminalisation and prosecution); investments in making public transport safer such as well-lit pavements and stations, and request stop programmes late at night and early in the morning.

Policies to reduce risk of serious injury in road traffic accidents (e.g. speed limits and traffic calming zones, construction of pavements and safe crossing zones, speed cameras to monitor speed and system of fines and penalties, automatic speed fixing controls fitted on certain vehicles, obligatory use of seatbelts and standards for vehicle maintenance).

Policies to prevent the possession, receipt, distribution, advertisement and production of child pornography and to combat child sex trafficking including the provision of adequate resources to law enforcement agencies for action in this area, public outreach to help with prevention (as well as with the identification and recovery of child victims), and support services for child victims.

Anti-trafficking policies including an adequately resourced agency to monitor and combat trafficking in persons which conducts public education and outreach, makes efforts to identify victims, and coordinates anti-trafficking efforts across various sectors, as well as ensuring the provision of support services for trafficking victims.

2.6 Unequal access to affordable and high-quality legal assistance and representation and unequal knowledge of legal rights

Policies to ensure that all have equal access to legal knowledge, advice, assistance and representation, including the provision of free legal assistance to those unable to afford it.

2.7 Unregulated access to guns and other weapons

Policies related to gun control that seek to regulate, restrict and decrease gun ownership and sales (exclusions for certain people, detailed background checks and registration requirements, mandatory waiting periods, mandatory safety training courses, buy-back programmes), as well as provisions to ban certain types of firearms (e.g. concealed, semiautomatic or military style weapons) and to strictly regulate sellers and dealers involved in distribution, promotion and sales.

Policies related to the appropriate control of offensive weapons, for example restricting the sale, carrying and use of knives or other articles made for (or adapted for) causing injury, as well as provisions to ban certain types of offensive weapons (flick knives, daggers, swords etc.).
### Domain 3: Education and learning: Candidate policies

#### Potential Drivers

<table>
<thead>
<tr>
<th>3.1 Unequal access to high quality education</th>
<th>Description</th>
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<tbody>
<tr>
<td>Policies that deliver universal, high-quality primary and secondary education for all.</td>
<td>Policies that deliver affordable and accessible high quality tertiary education.</td>
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<tr>
<td>Progressive education spending policies (increasing investments in education; appropriate budgets per level/programme/student/territory; appropriate financing formulas and budget allocations that are focused on reducing educational disparities).</td>
<td>Policies which address broader issues related to education issues such as accessibility and affordability of transport for children and young people, safety from harassment and bullying in schools (and en route to school), the provision of adequate health services in schools (including mental health services), affordability of school uniforms, provision of nutrition in school system to children at risk of poor nutrition.</td>
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<tr>
<td>University admissions policies that include inequality reduction targets and quotas for low-income students, state schools, students with disabilities, students from minorities.</td>
<td>The design of school admissions policies to ensure that children from the most advantaged family backgrounds are unable to secure privileged access to the highest performing state funding schools.</td>
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<tr>
<td>Policies that ensure the provision of scholarships (fee-waivers and/or stipends) to promote equitable access to higher education for individuals from low-income and minority backgrounds, as well as children and young adults with disabilities.</td>
<td>Policies that ensure that contracts with private sector operators within education systems are made public (at a minimum, key aspects such as roles and responsibilities, key performance targets and some basic financial aspects).</td>
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<tr>
<td>Public procurement rules which: disqualify companies for eligibility to bid for contracts related to education provision, if they use tax havens within their corporate structures; disqualify companies for eligibility if there is any evidence of blacklisting unionised workers; give preference to companies paying a living wage; publicly disclose all tax contributions of companies delivering public contracts; include pay caps for all senior employees; policies which appropriately regulate any involvement of the private sector in education.</td>
<td>Policies that address taxation within private sector education access appropriately, such as the removal of the payment of private education fees as a recognised employment benefit in countries with universal, free access to education, and policies that require that the provision of a benefit such as private education fees is fully (and possibly disproportionately) taxed as a monetary benefit within employment contracts.</td>
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<tr>
<th>3.2 Harmful social and cultural norms that affect access to education and learning</th>
<th>Description</th>
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<tbody>
<tr>
<td>Policies to combat child labour and help children at risk of child labour to access and stay in education.</td>
<td>Policies to address the negative social attitudes related to gender discrimination generally, to prevent identity-based discrimination within the education system and to tackle gender-based violence at school (or when travelling to school) including: an appropriate curriculum that avoids upholding traditional norms of masculinity and femininity in the classroom, adequate gender training for teachers and mechanisms to deal with discriminatory attitudes and practices, and cases of harassment or abuse, in schools.</td>
</tr>
<tr>
<td>Policies focus on the harmful effects of streaming and setting within schools and classrooms, such as efforts to restrict schools streaming between academic and vocational education at an early age. Teacher training may be key to reducing the extent of streaming and setting that goes on within secondary schools.</td>
<td>Policies that address special educational needs and seek to provide targeted educational support to students who are struggling and/or at risk of dropping out.</td>
</tr>
<tr>
<td>Policies that eliminate legacy places in prestigious universities.</td>
<td>Policies that address special educational needs and seek to provide targeted educational support to students who are struggling and/or at risk of dropping out.</td>
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</table>

<table>
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<tr>
<th>3.3 Lack of provision for special educational needs</th>
<th>Description</th>
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</table>
### 3.4 Unequal access to early childhood development opportunities in the early years

Policies for the provision of universal/affordable, quality early childhood development services targeting both the 0-3 and pre-school age groups.

### 3.5 Unequal access to career guidance, vocational and technical training, apprenticeships, internships

Policies to deliver high quality careers advice in schools – related to opportunities for further and higher education as well as employment.

Policies to ensure the provision of paid apprenticeships, including targeting for low-income and minority groups.

### 3.6 Unequal access to books, technology and the internet

Policies that address access to books and make provisions for public libraries or electronic access.

Policies related to investment in ICT infrastructure, equipment and training schemes in schools, public libraries, and particularly targeted at those at risk of digital exclusion.

### 3.7 Unequal access to adult learning and education (ALE) opportunities

Policies that deliver affordable, quality Technical and Vocational Education and Training which ensure equal access for women, low-income and minority groups.

Policies related to equal access to training opportunities during employment to ensure workers who are often disadvantaged (such as women working part-time, workers with caring responsibilities, older workers, migrant workers, workers with disabilities and workers from minority groups) have access to development opportunities.

Policies that promote functional lifelong literacy and numeracy skills (equivalent to levels achieved at successful completion of secondary education) in young people and adults (including via multi-sectoral approaches embedding literacy in vocational training, agricultural extension, health or other programmes).

Policies that promote a culture of lifelong learning including the provision of accessible and affordable adult education opportunities that enable adults to retrain or move one step up in a qualification and to access vocational education and training and work-based learning; provisions for accreditation of adult learning providers and for their quality assurance, and outreach activities and targeting (to involve those with the lowest level of qualifications), and monitoring of the effectiveness of the sector.

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### Domain 4: Financial security and dignified work: Candidate policies

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<tr>
<th>POTENTIAL DRIVERS</th>
<th>CANDIDATE POLICIES</th>
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</table>
| 4.1 Lack of work opportunities and poor job creation and inadequate active labour market programmes | Economic development and investment policies that prioritize job creation and inclusive growth.  
Active labour market programmes that target those most at risk of low pay and focus on helping workers to secure high quality, secure jobs.  
Active labour market programmes that target the long-term unemployed including elements such as counselling, mentoring, referral to specialised support, tailor-made training and job placements, as well as flexible and sustained support through all stages of the programme.  
Policies which aim to provide public employment and paid work to the poorest and socially marginalised (such as public works programmes or rural employment guarantee schemes). |
4.2 Weak labour market institutions, precarious and informal forms of work and lack of employment protection

Legislation which protects the right of workers to unionize and strike.

Policies to promote worker representation on boards and remuneration committees and in company decision-making processes, including particularly women and minorities.

Policies which support collective bargaining over pay and employment conditions. Adequate minimum wages policies set through collective wage setting agreements or a national minimum wage covering all types of workers. Policies to ensure monitoring of impacts of minimum wage systems, and enforcement of minimum wages, including equipping inspections and penalties for non-compliance.

Policies that support the transition to formality such as changes to enable businesses to register more easily, formal access to finance, skills training or business advice services, a progressive and simplified tax structure that benefits small and micro enterprises and improved labour inspection targeted at formalisation.

Policies designed to provide protection for informal domestic workers.

Policies which seek to expand social security coverage for informal workers (including domestic workers) and self-employed workers.

Policies related to occupational health and safety, including provisions for workplace inspections, strict compensation policies and criminal penalties for workplace health and safety violations.

Regulation and policies to tackle forced labour, slavery-like conditions, child labour and exploitation in the workplace.

Policies that seek to regulate false self-employment and disguised employment practices – for example, those that clearly define employment relations, expand the definition of an employer where necessary, establish presumptions of employee status, remove incentives to disguise an employment relationship and shift the burden of proof of proving in court the existence or non-existence of an employment relationship from the employee to the employer; in addition, regulations that ensure there is proper monitoring and enforcement, as well as high fines for the use of false self-employment contracts.

4.3 Unequal access to good quality, affordable childcare, elderly care and other family support services

Policies that provide universal or publicly subsidized childcare (and elderly care) services, to reduce the burden of unpaid care work on women, enable the poor to work and earn and income and to address gender inequalities.

4.4 Harmful social and cultural norms which create employment barriers and deny financial independence and security for certain groups

Publicly funded educational programmes and public campaigns to promote greater awareness of gender equality and challenge gender-role ideology in relation to the division of domestic duties and care responsibilities.

Policies that provide paid maternity and paternity leave, including the protection of women’s rights to return to work after maternity leave; policies that provide for parental leave and other provisions which enable both men and women to work flexibly and part-time to respond to care needs.

Policies to eliminate racial and gender discrimination in the workplace, including the use of quotas and affirmative action policies.

Employment protection legislation and regulations concerning hiring (including anti-discrimination rules, conditions for using temporary or fixed-term contracts, training requirements) and firing (redundancy procedures, mandated pre-notification periods and severance payments etc.).
4.5 Unequal access to productive resources and markets

Policies to deliver greater investments and protection in agriculture, forestry and fishing and rural infrastructure especially in marginal, high poverty, territories.

Policies and programmes aimed at supporting smallholder farmers (particularly women) access appropriate inputs, improve their knowledge and productivity, access markets, guarantee minimum pricing, and reduce the climate and market risks they face.

Policies aimed at supporting small and medium sized enterprises including direct support programmes that provide training, access to suitable premises, subsidized finance and support the creation of linkages between firms and access to markets.

Policies related to improving land tenure security and regularisation of land titles of smallholders; policies that guarantee women’s land ownership; policies which guarantee the collective territorial rights of indigenous communities.

Where relevant, policies aimed at the redistribution of land ownership, including caps on land sizes and high land value taxation for large (and unused) landholdings.

Policies related to agricultural sector competitiveness, to avoid and/or appropriately regulate monopolistic agribusinesses.

Policies which incentivise and promote market linkages with smallholder farmers and small enterprises.

Policies that regulate large scale extractives projects of private companies (e.g. agribusiness and mining) to protect the livelihoods and income of farmers/communities in territories affected by extractive activities.

Policies to promote greater financial inclusion, ensuring access to affordable credit and banking products, in particular for women.

4.6 Skewed remuneration structures and the lack of regulation of compensation policies and practices

Policies which promote workers’ ownership of shares in businesses and incentivize business models that prioritise fairer returns.

Policies that promote equal pay and seek to reduce any gender pay gap, including: transparency of wage scales within companies, policies and services that help balance unpaid care and domestic work and quotas in top managerial positions; policies that ensure non-discrimination in recruitment practices.

Policies to regulate high pay including reforms to wage setting systems for top executives, publishing the company’s pay ratio between CEO and median way, limits on the returns to shareholders, pay ratios for companies’ top executives (e.g. no more than 20 times their median employees’ pay), limits on the % of CEO pay that consists of share options, linking pay to better measures of long run performance and curbing bonuses, as well as the regulation and taxation of golden handshakes, severance packages and unearned income perks.

Policies and regulations related to the corporate governance of listed companies that are aimed at combating short-termism including: regulations related to the make-up of company boards; regulations to limit the amount of expenditure on dividend pay-outs and share buybacks as a % of annual earnings; and regulations related to re-investment in training, research and productivity.

4.7 Lack of adequate regulation of the financial sector and financial markets and inadequate provision of debt advice

Regulation of the financial services market and, particularly, short-term, high-cost lenders.

Policies that ensure publicly funded, holistic debt counselling services (by public institutions or consumer/welfare associations) are provided with comprehensive geographic coverage to help those indebted to: review benefit entitlement [including emergency relief]; negotiate delays in payments (or agreed reduced payment schemes) with credit card/utility/mortgage and other companies; follow consumer insolvency proceedings; mitigate the consequences of over-indebtedness and avoid increasing indebtedness in the future.
4.8 Lack of progressivity of tax system and tax avoidance and evasion

- Policies to deliver tax transparency such as publication of anonymised tax records, country-by-country reporting for multinationals; public disclosure of beneficial ownership.
- Redistributive tax policies including increasing marginal tax rates for high earners, effective modes of taxation of high net worth individuals, effective personal income taxation (including of the self-employed), effective corporate income taxation (including for the extractives sector) and specific tax policies related to wealth/assets [e.g. taxes on financial transactions, property, capital gains, inheritance taxes, national or global wealth tax such as a ‘billionaire tax’]. Both policies and enforcement efforts are important.
- Progressive tax policies related to taxation of property, land and ownership.
- Policy reforms to close tax loopholes and adequate resourcing and support for enforcement efforts that address corporate and individual tax avoidance and evasion (including for the extractives sector).
- Policies that create improved tax regimes for the financial sector such as financial transactions taxes (on foreign currency exchanges, derivative trades, share transactions).
- Policies related to the transparency of ownership of land and property and the taxation of both including: comprehensive (beneficial ownership) registers of land and commercial properties; regulations that oblige obtaining an income tax clearances when land above a certain benchmark value is purchased.

4.9 Lack of appropriate universal social protection floors (social assistance/insurance) particularly for children, working age and pensioners

- Universal basic income policies.
- Gender sensitive and universalistic social protection policies that: provide basic income security for children, the elderly, people with disabilities, and those who are unemployed or unable to earn a decent living, through universal child benefits, generous unemployment benefits and pensions (including equity enhancing, non-contributory public pensions financed out of general revenue). Including indexation so that these benefits – all not just pensions – rise in line with inflation.
- Policies and regulations which address the liability of companies to their pension funds: measures constraining company actions if they cannot make good pension deficits, such as not allowing company to remunerate its directors at a rate more than ten times median company pay, prohibiting the payment of dividends, not being allowed to continue in business without supervision by a board appointed by the pension trustees, to remain in office until such time until the deficit was cleared.

DOMAIN 5: Adequate living conditions: Candidate policies

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<thead>
<tr>
<th>POTENTIAL DRIVERS</th>
<th>CANDIDATE POLICIES</th>
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<tbody>
<tr>
<td>5.1 Unequal access to clean water, sanitation and utilities to meet energy needs</td>
<td>Policies related to increasing service coverage of water supply and sanitation systems, promoting better hygiene practices, improving water quality and guaranteeing affordability of water and sanitation services for the poor especially in rural areas. Policies that expand access to electricity, especially of rural households, and including through use of off-grid, decentralised, renewable energy options. Policies that appropriately regulate privatised water and sanitation services to ensure on-going investment in infrastructure, efficient service provision and pricing policies that guarantee affordability. Policies that appropriately regulate privatised energy markets to ensure on-going investment in energy infrastructure, efficient service provision and pricing policies that guarantee affordability. Policies that protect the consumer in privatised utilities markets and guard against poor quality service, incorrect billing, large disparities in pricing that discriminate against some types of users, inappropriate disconnection from basic services, and promote the ability to switch supplier.</td>
</tr>
<tr>
<td>5.2 Unequal access to good nutrition</td>
<td>Policies to combat malnutrition including nutrition-specific interventions that avert maternal and child under-nutrition combined with direct cash transfer programmes.</td>
</tr>
</tbody>
</table>
5.3 Unequal access to safe, secure and quality housing

Policies related to the supply of housing – such as the government’s direct supply or planning and regulatory frameworks related to housing development, including the provision of social housing; policies related to housing quality including the construction of sustainable buildings, and buildings that are safe given risk of natural disasters in the zone.

Urban planning policies: including urban planning policies to tackle residential segregation and to ensure mixed-neighbourhoods and mixed housing developments (e.g. social housing mandated with high-quality developments; prohibition of “separate spaces” such as poor doors as discriminatory); and urban planning policies that ensure the retention of public spaces for use by public and which prohibit the privatisation of public spaces.

Policies related to the provision of financial assistance to secure housing for low-income households.

Policies to eliminate discriminatory practices and barriers in public and private sector housing.

Policies related to the provision of temporary accommodation for vulnerable groups (homeless people, ex-psychiatric patients, victims of domestic violence, prison leavers).

Policies and regulation aimed at the mortgage industry to guard against predatory lending; ensure safe lending practices; protect borrowers in difficulty, and help with debt restructuring, particularly for those in vulnerable situation.

Policies which enable governments to seize unused land and unoccupied property (with compensation as appropriate) for social purposes as well as deployment of unused state-owned land.

Policies related to rent regulation and tenancy protection, especially in relation to eviction.

Policies related to health and safety in rented accommodation including adequate inspections, fines and penalties and obligations to make improvements.

Policies to control speculative practices within the housing market, including a special high rate ‘empty property tax’ related to vacant houses, a foreign buyer tax, and regulations that oblige resident and non-resident landlords to register (with full beneficial ownership declared) with the tax authority and pay domestic income tax on rental property.

Progressive tax policies related to property, land and home ownership: including high taxation of second homes and a suitably high land value tax, and prohibition or limitation of preferential tax treatment for homeowners.

Policies designed to upgrade slums in terms of quality of housing, water, sewerage, drainage, street lighting, paving, recreation areas, access to social services, land titling and property regularisation.

5.4 Harmful social and cultural norms that result in unequal division of domestic and care responsibilities

Publicly funded educational programmes and public campaigns to promote greater awareness of gender equality and challenge gender-role ideology in relation to the division of household resources, domestic duties and care responsibilities.

5.5 Unequal access to adequate public transport infrastructure and a healthy environment

Policies related to public funding necessary to ensure good public transport infrastructure and healthy, clean local environments. This may require considering the balance between national and local funding models.

Policies related to the natural environment such as the making green spaces available for free, public use in cities, and the provision of safe and accessible parks, outdoor play spaces and sports fields that are accessible to all neighbourhoods.

Policies related to the operations of public development banks to improve investment in public infrastructure, particularly in relation to renewable energy, sustainable, zero carbon housing and other investments in the green economy.

Policies that support local government tax collection efforts, combined with central government financial formula to ensure infrastructure budgets are allocated according to greatest needs, to directly address spatial inequalities.
5.6 Unequal exposure to accidents, disasters and environmental risk

Policies related to disaster risk reduction, including specific investments (e.g. flood defences, disaster-resistant dwellings) in disaster-prone zones to protect people’s homes and neighbourhoods; policies and investment that aid emergency planning, such as early warning and weather data systems.

Policies designed to improve air quality such as regulations to control industrial emissions, domestic fuel use, emissions limits for cars, commercial vehicles and maritime transport and for the agricultural sector; policies may be localised - in highly polluted, often low-income neighbourhoods - or national in scope.

5.7 Unequal access to good quality, affordable childcare, elderly care and other family support services

Policies that provide paid maternity and paternity leave, including the protection of women’s rights to return to work after maternity leave; policies that provide for parental leave and other provisions which enable both men and women to work flexibly and part-time to respond to care needs.

Policies that provide universal or publicly subsidized childcare (and elderly care) services, to reduce the burden of unpaid care work on women, enable the poor to work and earn income and to address gender inequalities.

Policies related to the supply of adequate and affordable social care provided for the elderly and people with disabilities for independent living, to lead dignified lives.

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**DOMAIN 6: Participation, influence and voice: Candidate policies**

**POTENTIAL DRIVERS**

6.1 Lack of support for all forms of democratic participation and protection of the civil and political rights of all citizens

**CANDIDATE POLICIES**

Policies that guarantee free and fair elections including: representative and competitive multi-party systems; credible electoral administration; effective oversight of electoral processes; and provisions which guarantee citizens’ right to free, fair and accessible voting (e.g. making voter registration both geographically accessible and free/affordable)

Policies to ensure freedom of expression, assembly and protest.

Policies which establish quota systems or other special measures to ensure the representation of women, minorities and politically marginalised groups within the police, army, judiciary, parliament and civil service.

Policies to prohibit and restrict gerrymandering including adequate resources for a politically neutral body mandated to examine and change district boundaries.

Policies that enable formal citizen participation and oversight, including inclusive and transparent budgeting processes at national and local levels, citizen satisfaction surveys, public consultations and participatory planning initiatives, and the involvement of civil society in formal government advisory groups.

Policies that support the creation of stakeholder groups in society and their ability to participate in decision-making processes including: legislation that supports and enables the setting up of trade unions; education in schools in relation to democracy, good governance and participation; a favourable legal environment for the establishment and operation of civil society organisations (including freedom from state interference); provisions that mandate consultation by public/private institutions (hospitals, schools, landlords) with stakeholder groups (tenancy associations, patients’ groups, etc.), and the provision of mechanisms for receiving and responding to complaints from stakeholders.
6.2 Lack of mechanisms that ensure state accountability to citizens

Policies that guarantee access to adequate information and transparency (including in relation to fiscal transparency); right to information laws.

Policies related to public disclosure of lobbying activities including: a lobbying register which provides names of clients, subject matters they lobby on, firm income from lobbying and lobbying expenses (including any contributions to political campaigns); provisions which ensure access to information on lobbying activities (such as the publication of ministerial diaries reporting meetings held in past month/quarter with lobbyists).

Policies to ensure disclosure of all political financing (and separate reporting of electoral campaign financing), including: the specific identification of donors who provide donations exceeding a certain value; provisions to ensure the financial accounts of political parties are made available to both the regulator and the public; provisions to ensure a properly resourced and functioning audit body/regulator to oversee political finance.

Policies that ensure public access to registers of parliamentarians interests containing declarations of all income sources, companies owned, as well as all involvement in companies or other bodies (e.g. boards they sit on).

Policies for the public disclosure of the annual tax declarations of parliamentarians; regulations to prohibit the use of tax havens/secrecy jurisdictions by parliamentarians.

Policies that ensure a transparent and fair regulation of public service broadcasting, which may enhance social, political and cultural citizenship and promote social cohesion (Council of Europe, 2004). Are there mechanisms to monitor and control that it operates independently of those holding economic and political power? Is there provision for the public service broadcasting? How is it funded?

6.3 Lack of mechanisms that prevent corruption and the formal and informal use of excessive power and influence by specific groups

Policies to protect whistleblowers in both the public and private sector (and when public sector functions are outsourced to private contractors) to encourage the reporting of misconduct, fraud and corruption including: comprehensive and robust legislation with a clear definition of protected disclosures and the people to be afforded protection, and clear definitions of retaliatory action, remedies and sanctions and the protection to be afforded.

Policies which cap the amount of political donations from wealthy individuals (single donors) and corporations (or prohibit these entirely), with party operations and election activities being funded from government budgets.

Policies to regulate the ‘revolving door’ issue such as restrictions on public officials engaging with a lobbying firm (or taking a private sector appointment where they may lobby their previous colleagues) after leaving the public sector; or similar restrictions on lobbyists filling regulatory or advisory posts in government.

6.4 Harmful social and cultural norms which diminish the voice, participation, representation and influence of certain groups

Policies related to a free press and the concentration of media ownership such as: limits regarding the cross-ownership of different media types (limitations on the number of licenses held across radio, television, press or limitations on ownership shares across mediums); ceilings on market share; legal provisions to control media mergers in the public interest; legal standards for commercial broadcasters and privately owned newspapers related to balanced content and journalistic ethics; provisions to ensure a properly resourced and functioning media regulator.

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DOMAIN 7: Individual, family and social life: Candidate policies

POTENTIAL DRIVERS

7.1 Lack of policy and institutional frameworks that recognise diversity and promote equality, dignity and respect

Policies that create contextual and institutional standards of inclusion, equality, respect and recognition of diversity.

Policies related to monitoring and availability of discrimination statistics (along gender, racial, disability, LGBTI, status lines), official recognition and accountability for historical patterns of oppression, discrimination and marginalisation.

Policies that promote critical diversity training in all public institutions.

Policies related to gender identity, including: making processes of legal gender recognition accessible and respectful, ensuring protection from discrimination for transgender persons.
### 7.2 Lack of equal legal protection against all forms of discrimination and harassment (bullying) based on identity

- Policies that ensure full recognition of International Human Rights treaties and standards in domestic law and provide for their proper implementation.
- Comprehensive anti-discrimination laws providing for equal treatment for all and prohibiting discrimination on the basis of sex, age, race, ethnicity, religious views, disability, sexual orientation in relation to: education, employment (during recruitment and in the workplace), consumer transactions and political participation.
- Mechanisms for complaints and bodies equipped to investigate, conciliate and prosecute breaches of anti-discrimination laws with appropriate funding available for complainants.

### 7.3 Lack of institutional and legal framework protecting individuals’ autonomy, self-determination and a family life

- Enhance legal and institutional frameworks protecting individuals’ relational autonomy and self-determination.
- Access to legal protection of one’s intimate relationships, and especially legal recognition of LGBTI partnerships that confer equal rights.
- Adaptive, inclusive and equitable family law codes and protections.
- Enhancing access to adolescent (and individual) medical decision-making relating to abortion, sexual health and contraception.
- Implementing a legal minimum age of marriage.
- Policies that promote access to equitable divorce.
- Policies to strengthen rights to family reunion in the context of displacement and migration: expanding the criteria for who legally qualifies as a ‘family member’ for the purpose of refugee and migrant family gathering; providing legal aid to displaced people to support family reunion cases.
- Policies that provide psychological and mental health support to migrants and refugees at risk of social isolation due to family separation.
- Encourage and fund community capacity building and participatory social initiatives such as community rehabilitation programmes for instance.
- When relevant, setting up public programmes to foster reconciliation, and peace-building in conflict or post-conflict contexts, providing public psychological support to overcome trauma.

### 7.4 Harmful social and cultural norms which result in the marginalisation of, and discrimination against, certain groups

- National action plans to combat racial and religious discrimination, including equipping specialized bodies to analyse legislation, monitor compliance and undertake activities to promote racial equality; educational programmes and public campaigns to promote greater awareness of the prohibition of discrimination, and to promote tolerance and respect for diversity.
- If relevant, policies that enhance learning about colonial history and accountability for historical patterns of racial oppression.
- Implementing educational programmes aimed at tackling sexism and gender based stereotypes, as well as harmful social norms surrounding sexual orientation and gender identity.
- Face to face community outreach programmes to tackle prejudices against ethnic and gender/sexual minorities.
- Provide local support to marginalised groups to increase their access to social support and general acceptance in society (example: gender and sexual minorities, ethnic minorities, migrant and refugee populations, the elderly, etc.).
- Encourage and support civil society organisations and advocacy groups aimed at providing social support and safe spaces to marginalised groups at various intersections.
- Encourage the creation of targeted community centres, cultural and research centres aimed at addressing the history and culture of marginalised groups.
- Policies that challenge cultural hegemony by tackling underrepresentation and misrepresentation of marginalised groups in the media and cultural production: enforcing industry standards that promote diversity while encouraging and supporting alternative media, social and cultural platforms aimed at representing marginalised groups (makings funds and resources available, for instance).
- Providing adequate structures for the social support of the elderly: encouraging the implementations of targeted social and cultural activities for those at risk of social isolation.
7.5 Unequal access to affordable cultural and leisure activities

Investment in culture, media and sports activities and infrastructures that promote social cohesion and self-development and which are accessible to all.

Promoting cultural and social activities in schools and other education institutions.

Policies related to the provision of public libraries and sufficient investment to ensure: a culturally and ethnically diverse range of books and audio-visual materials (including suitable materials for children and adults with disabilities); a wide range of cultural activities to build community cohesion and inclusion; and equitable access to these facilities across all neighbourhoods.

Policies related to the natural environment such as the making green spaces available for free, public use in cities, and the provision of safe and accessible parks, outdoor play spaces and sports fields that are accessible to all neighbourhoods.

ADVOCACY FOR POLICY CHANGE

Depending on your political environment, you may be considering pushing for multiple policy changes to address the most concerning inequalities you have identified. Your influencing strategy is likely, therefore, to include a specific focus on advocacy for public policy change. The ability to advocate for public policy change will vary greatly from one context to another. Every political environment is different and decisions are made very differently depending on the nature of the state. There will be different political opportunities and constraints, and differing levels of risk. It is important to assess the opportunities and constraints in your context, as well as being aware of your own organisational strengths and weaknesses and the resources and allies you can rely on. As such advocacy planning is essential.

Your first step for advocacy planning is to analyse the problem (preferably with key allies who would be involved in advocating for solutions). It may be useful to break your problem analysis down into three key factors: content, structure and culture:

**Content** refers to the policy, programme and budgetary aspects (e.g. the content of the law in relation to domestic violence).

**Structure** refers to how policies and programmes are enforced and/or implemented in practice by the relevant ministries and agencies involved (e.g. the practices of hospitals, police or judges faced with women who experience domestic violence).

**Culture** refers to the social norms and behaviour underlying the problem, as well as aspects such as citizens’ awareness of rights (e.g. women blaming themselves for abuse and men believing they have the right to beat their wives).

A disaggregation such as this will help you explore the problem fully. On whatever issue you are focusing it is important to integrate gender into your analysis – why men and women experience impacts differently and what is the nature of the power relations at play. Similarly, the same approach can help you ensure you reflect
other aspects of discrimination properly. In doing your problem analysis you can also clarify any aspects that need further research.

Your next step will be to explore all the **possible options and solutions** to the problems identified. You can then go on to assess these according to which would be the most **appropriate** (suited to your vision, mission, organisational strengths); **adequate** (sufficient to address the problem); **effective** (likely to achieve your objective); and **efficient** (in terms of human and financial resource use). This will help you analyse and compare the various options you have and to establish some **specific policy priorities** for your context.

Once decided upon the solutions you would like to advocate for, you can define your (**long-term and short-term**) **advocacy goals and objectives**. You may want to develop objectives to address content, structure and culture issues to respond to the multiple aspects of the problem identified.

**Example of advocacy goals and objectives**

**Long-term goal**: To expand and promote women’s legal rights and equality

**Short-term goal**: To make domestic violence recognized and treated as a crime and a violation of basic rights by society and the legal system

**Content objective**: To reform the criminal and family codes to make domestic violence explicitly a crime with procedures to protect victims and appropriate punishment

**Structure objectives**: To provide training to police and judges about the nature of domestic violence and the particular needs of perpetrators and survivors; and to establish ‘women’s desks’ in selected police stations on a pilot basis with the involvement of four key women’s NGOs working on violence

**Culture objectives**: To educate the general public through the mass media that domestic violence is a public problem and a crime; and to establish pilot men’s groups to encourage new thinking about violence.

[Based on Veneklasen and Miller, 2002, *A New Weave of Power, People and Politics*, the action guide for advocacy and citizen participation]

You will also need to conduct a **power mapping** to establish who are the relevant stakeholders and their relative power in relation to the specific policy changes you want to achieve. The players include your key targets, opponents, allies and the constituents of your advocacy. Who is the primary decision-maker with the power to solve the problem? Who will support and resist you? What is the power of the different players relative to one another? What are their interests with respect to the policy you want to change? Your map of the political landscape will determine how you develop your **action strategies and activities**.

There are many potential **action strategies and activities** that are commonly used in advocacy. These range from public policy research, the development of policy proposals to public education and outreach, the use of social media, face-to-face lobbying and engaging with the media.
Potential action strategies for advocacy

- Research for advocacy purposes is a common element of many advocacy strategies. This may be to document aspects of the problem further, to provide evidence of its scale and impact, as well as assessing the effectiveness of existing public policy design. It may also be focused on researching the most effective and appropriate policy solutions.

- Modelling innovations might also be a useful part of your strategy. You might want to showcase a successful model intervention to demonstrate the nature, cost and impact of a policy or programme the government could potentially adopt.

- You might also want to get involved in the development of policy proposals. This would fully flesh out the relevant policy solution you are promoting. It can be designed jointly with allies and proposed as the favoured solution of a broad-based coalition.

- Where opportunities for directly influencing public policy are more limited you may need to organise a demonstration to gain the attention of the government.

- Litigation can also be part of an advocacy strategy, where you use a court case to fight for legal reform or better enforcement of existing laws.

- Public education and outreach is likely to be a central part of many advocacy initiatives, to educate the public about the problem, build support for the policy solution and to mobilise specific constituencies to join in and advocate in favour of the policy reform. This can be done using numerous formats, such as engaging the media, or using creative messaging strategies (such as with social media, video or music) or by organising public dialogues to discuss issues.

- Developing a media strategy is highly likely to be part and parcel of any advocacy strategy for policy change. This is essential to ensure you can communicate well with the public, whether by placing articles in traditional media or using alternative media outlets.

- You may also want to consider using digital tools and social media. You can carry out direct activism using digital technologies, such as through online petitions and twitter-actions directed at decision-makers. Oxfam has growing experience in this area (e.g. the Polētika initiative where politicians are asked to make political manifesto commitments on social and economic issues via social media in the run up to general elections).

- Advocacy is also likely to involve lobbying (meeting decision-makers face-to-face and negotiation with those in power) to advance policy proposals.

- The long-term nature of most advocacy efforts implies alliance and coalition building with different groups. This should be conceived from the earliest stages of advocacy planning given the benefits of joint problem analysis and planning for later action.

- Empowerment strategies are also critical to strengthen people’s confidence and ability to participate in political processes as active citizens.

OXFAM is particularly interested in citizen-centred advocacy. At the heart of this concept is the exercise of citizenship, rights and empowerment of the individual and community. Treating advocacy as an opportunity for citizen education, and to build new forms of citizen organisation and leadership, may also be a central part of your vision. This will enable you to go beyond the specific policy demands you are making to ultimately contribute to other fundamental aspects such as greater inclusion, a stronger civil society and more accountable and democratic governance. See the section on citizen mobilisation for change for more discussion of this aspect.

While advocacy for transformative policy change will always be a long-term endeavour, smaller-scale, quick policy wins are extremely helpful. They can inspire your team, partners and allies and citizens.
They can demonstrate results and show new ways of doing things are possible. If you achieve several – even small policy changes – this can add up to a larger shift in terms of policy reality and acceptance of a new kind of solutions.

To **identify quick policy wins to build momentum** it is useful to reflect on the following:

- **Authority**: do the right people (in authority) want things to change?
- **Acceptance**: will those affected accept any of the solutions and reforms Oxfam and allies might propose?
- **Ability**: are the time, money and skills in place to enable these solutions?

If these three elements line up, it may suggest that quick policy wins are achievable. This could be an area to focus on in the early part of your overall influencing strategy for inequality reduction.

Finally, it is useful to think about whether there are **synergies and trade offs between the various policies** you might be proposing to reduce dimensions of inequalities. This is not a well-explored area. You will need to explore this in your context and according to the specific policies you are proposing. It is an additional area to take into account in your advocacy strategy.

### 4f: Citizen mobilisation for change

#### INTRODUCTION TO CITIZEN MOBILISATION FOR CHANGE

The changes that are essential will not come about without political pressure and citizen demand for change. This is clearly the case in relation to policy change: those in power, the closely intertwined political and economic elite, have generally little incentive to implement equality-enhancing reforms. It is equally relevant for narrative change. The dominant narratives and ideologies conveniently sustain the position of those who concentrate political and economic power. This is, of course, no accident: the investments made by elites to own and control the media, think tanks and other institutions, in order to direct the spread of ideas and the nature of public debates, is well documented. Citizen pressure and engagement is vital to push for, and achieve, both policy and narrative change and to shift attitudes, values and beliefs in society.

First and foremost, citizen action and grassroots mobilisation efforts can bring pressure to bear on governments and increase the political will to reduce inequality. Some of the policy solutions discussed in the earlier section have certainly come about due to citizen’s collective action and public participation efforts, most notably Brazil’s ‘Zero Hunger’ programme.

Though collective citizen action is not a magic formula, it has been broadly linked to many **positive outcomes** including:

- building the self-confidence and self-esteem of excluded groups;
- successfully changing policy priorities;
- improving the delivery of public services;
- claiming existing legal rights or creating new ones;
• achieving greater political inclusion;
• and ultimately constructing cultures of citizenship and stronger, more responsive and accountable states.

Clearly there is a wide range of potential positive impacts as a result of citizens mobilising for change, all of which are important to Oxfam. These outcomes also imply the reduction of inequalities in the domains of the multidimensional inequality framework presented here, for example with regard to health, education or living conditions, where public services are improved. The reduction of inequalities in domain 6, in relation to inequalities of participation and voice, and domain 7, in relation to a sense of self-worth, are also a highly likely result of the process of empowerment, organising and collective action. Therefore, both the process of mobilising citizens and the end results – the successful implementation of a citizen’s agenda – can lead to the reduction of inequalities in multiple dimensions.

Positive outcomes are not only feasible in strong or emerging democracies. In fact, research has established that the highest incidence of positive outcomes from collective citizen action – related to social inclusion and cohesion – are in the weakest and most fragile democracies, many of which are characterized by recent histories of conflict or violence.36

Forms of citizen engagement are multiple and highly context specific. This is not only about participation in formal governance processes. It is also about the creation of citizens associations, the actions of social movements and all kinds of activities in which citizens work together to make demands of the state and other actors. It is likely that Oxfam teams are already involved in a variety of strategies and activities to promote citizen mobilisation and participation. These may range from strengthening the authority of local groups and popular organisations, helping them develop their planning capacities, supporting their sustained participation in local or national governance structures and other spaces, and generally helping them to have a more influential voice in the public sphere.

A particularly challenging aspect is that, according to some studies, the citizens who are most likely to raise their voices and participate in public and political spaces are the wealthier citizens. The poorest and most discriminated against – who suffer the greatest inequalities and indignities – are (often) the least likely to participate.37 This calls for Oxfam to focus its attention strongly on changing attitudes, values and beliefs, and mobilising the groups that suffer most from the impact of discrimination.

In particular, integrating intersecting inequalities in the analysis of solutions to inequality can be a catalyst for mobilisation of different groups of people. You will have identified the groups who are most likely to be left behind, excluded and oppressed in your assessment of the nature and scale of inequalities in your country. Individual empowerment strategies to build what Oxfam refers to as the ‘power within’ – personal self confidence and a sense of rights and entitlement – may be necessary to develop the collective power of these groups and to enable them to take action. Coalition building across different movements is also a useful strategy. These activities may represent a significant challenge but are important to ensure those whose needs and demands are less likely to be heard are supported to mobilise effectively against inequality.

Citizen engagement may be met with various different forms of reprisals, especially if the space for civil society action is shrinking in many countries. This is not an easy pathway to change, though it is already likely to form a central element of Oxfam teams’ programme strategies. If adopting this strategy, you may find it useful to apply Oxfam’s Civil Society Space Toolkit which provides analytical tools to help assess civil society space and to map opportunities and constraints in your context.

There is a huge history of collective citizen action across the globe. For more inspiration you can refer to ten case studies of Oxfam’s work promoting active citizenship around the world.38
Embedding inequality reduction into your country and programme strategies

FINALISING YOUR INFLUENCING STRATEGY FOR INEQUALITY REDUCTION

Oxfam is committed to developing holistic influencing strategies, focused on addressing the power relations, policies, practices, attitudes and beliefs that underlie poverty and inequality. Considering what can be achieved in the three critical aspects covered here - changing the narrative; changing the rules; and citizen mobilisation for change – is an important foundation for your strategy reflection and process. Whether and how you integrate these aspects into your influencing strategy will be a team decision. It will be highly dependent on the context in which you operate and your understanding of how change happens in your society. The following questions are designed as a simple reflection guide that can help you think more about your influencing strategy and theory of change in relation to inequality reduction:

Strategy reflection guide:

What is the team’s assessment of the policy change space (particularly in relation to the thematic priorities you have identified for action with regard to inequality)? What focus should there be on changing the rules in the team’s strategy?

- Have the problems been recognised or is there space to win recognition of the problem/s with an appropriate coalition of players?
- Is Oxfam in a position to identify and advocate for the most appropriate options and policy solutions? What more policy research is called for?
- Has the team conducted a power mapping and power analysis to map the political landscape? Is there sufficient space to advance some policy proposals for inequality reduction or are opposing interests too strong?
- Could the policy change/s envisaged cause any unintended harm to any group in society? Are aspects of gender sufficiently addressed in the policy solutions and proposals on which Oxfam would like to focus?
- Is Oxfam already in the right coalitions and alliances? What more needs to be done to build the right alliances for policy change?
- Is citizen-centred advocacy an existing or potential focus? Would this enhance the space for policy change? What more needs to be done to empower citizen leaders and build new forms of collective citizen organisations, particularly including those led by women and minority and excluded groups?
- Are there any small policy wins that could be achieved quickly to build momentum for reform in relation to inequality reduction?
- Should Oxfam include data advocacy in its advocacy on inequalities? What data gaps and areas (eg disaggregation of data) most need attention? What focus of data advocacy would be most relevant?
Oxfam’s resources related to power mapping and power analysis

Oxfam believes an understanding of power is fundamental in making change happen. Unequal power relations are one of the main underlying drivers of inequality and poverty. This is why a key activity for Oxfam is to conduct power analysis and mapping. This involves identifying the different types of power, people or groups that are critical to delivering your strategy, as well as their positions, levels of influence and relationships, in the content of the problems you have identified and the solutions you hope to working towards.

See Oxfam’s Rough Guide to Power Analysis
See Oxfam’s training pack on How change happens and Power analysis
See Oxfam’s power analysis table and template

If the team feels there is space for policy change, then you are likely to want to focus some attention in your strategy on the specific policy changes to be sought. You may want to develop a specific advocacy plan that can help you work towards the policy changes you want to see.

If your assessment is that the policy change space is very closed – and change does not happen through formal state legislative processes – then you may conclude that you face the ‘long game’. In this case it will be critical to build the change space. In such circumstances a strategy that focuses on narrative change and/or mobilising citizen demands may well be preferable. You may also feel that while policy change is important and should be included in your strategy, there should also be a large emphasis on narrative change and/or mobilising citizens to reinforce policy advocacy. Whatever your assessment so far, the following questions can help you reflect more on these aspects to ensure they are also properly reflected in your influencing strategy.

Should changing the narrative be an element of the team’s influencing strategy for inequality reduction?
What more do you have to do in your country context to prepare for, and effectively work in, this area?

- What are the dominant narratives in society in relation to inequality? How much of a barrier do these represent to change?
- What is the public’s understanding of the level and nature of inequalities in society?

Does Oxfam know enough about public opinion in this area, or should more thorough research be conducted?

- What are the public perceptions of solutions that will reduce inequality? How do the dominant narratives determine the space for equity-enhancing policy change?
- Could Oxfam develop a unifying theme – that goes beyond single issues – and unites progressive organisations to advance a new narrative in society? What space is there for Oxfam to play a catalyst role in this area and what other organisations should be involved?
- Is the Oxfam team able to test new frames and narratives? What expertise and resources are needed to reinforce (or embark on new) work in this area?
- What experience does Oxfam have developing and equipping messengers? Is analysis, preparation and investment in this area sufficient? What more could be done to broaden and improve the messenger strategy?
- Does Oxfam have the right relationships with alternative media outlets and creative and cultural organisations? What new connections could be made?
- Is Oxfam investing sufficiently in communications capacities with its different types of levels of partners? What more should be done in this area?
The Fight Inequality Alliance

The Fight Inequality Alliance is a new and growing group of leading international and national non-profit organisations, human rights campaigners, women’s rights groups, environmental groups, faith-based organisations, trade unions, social movements and other civil society organisations that have come together to fight the growing crisis of inequality. The alliance is committed to building a global movement to counter the excessive concentration of power and wealth in the hands of a small elite and achieve a just, equal and sustainable world.

The Alliance aims to be action orientated. It does not focus on research and analysis but works to deepen people’s collective power and take practical actions that challenge and change the status quo and shift power. A movement of national alliances is seen as the key driver of change and will be supported by regional and international solidarity and action to amplify it. The alliance will be a radical voice for transformational social and economic alternatives, working to win the battle of ideas and shift the narrative about the changes needed to fight inequality.

Through an inclusive consultation process, the Alliance has developed a shared vision, and is calling on governments to do the following:

1. Take concrete action to close the gap between the richest 1% and the rest of society;
2. Reject market fundamentalism and build sustainable and fair economic alternatives that put human rights and the planet ahead of profit;
3. Build just economies that do not discriminate against and exploit women;
4. Stop climate catastrophe by protecting affected communities and ending the undue influence of the fossil fuel industry;
5. Make worker’s rights the cornerstone of our economic model and end corporate greed;
6. Make wealthy corporations and individuals pay their fair share of tax;
7. Reject the privatisation of essential services and build strong, accountable and transparent public sectors that ensure social protection for all;
8. Put land ownership into the hands of women and smallholder farmers and end the dominance of agribusiness;
9. Protect democratic rights and civil society space in the face of growing inequality;
10. Protect the rights of migrants and refugees and address the root causes of displacement.

Should citizen mobilisation for change be an element of the team’s influencing strategy?
What more do you have to do in your country context to effectively work in this area?

- What voices are being heard in relation to inequality? In what context and at what level?
- Are there signs already that citizen demands have created some political will to tackle inequality? What more could be done in this area?

- In which areas has Oxfam already successfully mobilised citizen demands? What forms of citizen engagement and mobilisation have been most effective and why? What have been the positive outcomes from these projects? What lessons have been learned?
- Is Oxfam mobilising the groups that suffer most from the impact of discrimination and intersecting inequalities in the country? How
do the groups with which Oxfam is currently working compare to the specific groups (and locations) that were identified as most concerning in the inequality assessment conducted? What more could be done to engage the groups facing the most harmful forms of discrimination?

- In which areas could Oxfam most usefully mobilise citizens to tackle inequalities in the new areas identified?

What elements of work in these three areas (policy change, narrative change, citizen’s mobilisation for change) reinforce each other? What are the potential connections and relationships between the different aspects?

Could a mixed strategy, emphasizing narrative and policy change together enable you to create an overarching narrative on tackling inequality, while also calling for a series of equity-enhancing policy changes in a number of areas? What synergies should be reinforced in your strategy?

Reflecting on these questions will help you develop your understanding of how change happens, and flesh out the inequality-reduction influencing strategy you want to follow. It will help you to challenge, discuss and improve your ideas and to be explicit about your understanding of the opportunities and potential for influencing in your country.

Oxfam resources related to influencing

For general guidance with regard to influencing you can refer to Oxfam’s National Influencing Guidelines and Oxfam’s Guide to Feminist Influencing:

https://oxfam.app.box.com/s/h9nan3ff5d0wmc22o0opaecf7ah8t9ww


This document covers the basic principles for engaging in influencing: from developing a power analysis and a theory of change, to recommendations for creating influencing strategies in different contexts, to considerations for risk management and monitoring and evaluation work. It also discusses Oxfam’s role in influencing, the importance of gender in national influencing work and profiles how Oxfam can use digital tools and technologies in this work.

Oxfam is also preparing a new and updated influencing guide called Influencing for Impact: A Guide and Toolkit for Influencing, Advocacy and Campaigning in Oxfam. This will provide more guidance on understanding influencing including in relation to developing an influence-focused team, problem and solution analysis, power mapping and power analysis, strategy design (including developing a theory of change, policy positions and key messages and tools and tactics), risk management, and monitoring, evaluation, accountability and learning in this area.

Whatever strategy and mix you choose, it is unlikely this will be the optimal strategy. Inequality, in all its forms and with its multiple drivers, is too complex for any team’s planning efforts – no matter how impressive – to be sufficient. Building in moments for reflection and review, to stand back and reassess your strategy, actions, achievements and challenges needs to also be a key part of your strategy and action plan. This will allow you to learn from your mistakes and successes, adapt to the changing political environment and improve your strategy over time.
EMBEDDING INEQUALITY REDUCTION INTO PROGRAMME PLANNING AND ACTIVITIES

A key aim of this toolkit is to help you to embed inequality reduction into your country strategy – including your country-level influencing strategy – as well as into more detailed, programme strategies and activities. Before getting started on your inequality journey (referred to at the beginning in section 1d), you completed a reflection process, assessing what your team already knew about inequality, how well your programmes have been tackling inequalities and where you wanted to take your inequality programming. It is now time to take your findings and embed these according to the opportunities and needs you identified at the beginning of this process.

The following is a summary of tips for embedding the Inequality Framework into your team’s work:

- **Review your existing country strategy** against the findings from the inequality analysis conducted: is inequality reduction appropriately covered by your country change objectives and the theory of change?

- **Review your national influencing strategy and/or headline campaign objectives** against the findings from the inequality analysis conducted: is inequality reduction appropriately covered by existing campaigning objectives?

- **Reflect on how your results can be used to inform immediate action**: has this analysis helped you identify some killer facts that could be drawn out and highlighted to support influencing, advocacy and campaigning? Could the findings from your analysis be used to inform a new national inequality report or campaigns briefing? Or could your findings form the basis of a new policy proposal such as a proposed “national plan against inequalities”?

- **Reflect on how your results might impact on your key programmes** particularly in light of programme cycles and upcoming review moments: do the team’s key programmes have inequality reduction embedded into long-term goals? Do the results of your analysis call for any changes in programmatic strategies? Would it be appropriate to re-apply the multidimensional inequality framework – especially a more focused analysis of selected domains – as part of future context analysis exercises within a programme cycle?

- **Conduct a review of the country’s MEL plan** and key campaigns and programme indicators: are there any overlaps between the inequality data that has been/could be collected and the data that Oxfam needs to track under its existing campaigns, programmes or country-level theory of change? Could some of the key indicators you used when applying the multidimensional inequality framework be merged with the MEL measures already selected? Could periodic application of the multidimensional inequality framework enhance the team’s MEL efforts?

- **Reflect on your learning agenda**: have your efforts to apply the multidimensional inequality framework helped you identify research gaps you would like to follow up on?

- **Present your results to the Country Governance Group (CGG)**. This is important to build ownership and leadership around the issue of inequality, particularly given the CGG’s important role in shaping and steering the strategic direction of country teams’ work.
Present your results to partners and allies, and assess whether there is interest from other organizations in applying the framework, or some of its elements, in future. Training in how to use this tool could be incorporated into partner capacity building efforts in the future.

Consider how you will reapply the multidimensional inequality framework at some future moment to refresh and update your findings and analysis. This can be planned to coincide with key moments – such as a country strategy review, key programme monitoring and evaluation periods, or your national influencing strategy.

If you have only completed a partial application of the multidimensional inequality framework at this point, consider a full application in future. Using the framework and toolkit as the main analytical tool to guide your next country strategy review process is always an available option that teams can plan for in the future.
ANNEX 1: QUESTIONS TO GUIDE AN IN-DEPTH ANALYSIS OF DRIVERS OF INEQUALITIES BY DOMAIN

For more in-depth analysis or research into a particular driver, there are a number of questions to guide an analytical exercise. These guiding questions seek to draw attention to ‘bottom end’ and ‘top end’ issues – that is to help you diagnose the causes of both disadvantage and advantage. Again all questions cannot be considered applicable in every context. You will need to select the questions that are relevant and adapt these to fit your reality. The questions are organised by drivers within each domain.
ANNEX 1: guiding questions for driver analysis by domain

**DOMAIN 1: Life and health**

- **DRIVER 1.1:** Unequal access to, quality and timely healthcare
- **DRIVER 1.2:** Unequal access to, quality maternal and child healthcare
- **DRIVER 1.3:** Unequal access to clean water, adequate sanitation and good nutrition
- **DRIVER 1.4:** Unequal exposure to accidents, disasters and environmental risks
- **DRIVER 1.5:** Harmful social and cultural norms that make certain groups at greater risk of premature death or poor health
- **DRIVER 1.6:** Unregulated access to guns and other weapons
- **DRIVER 1.7:** Legal impunity, state violence and institutional discrimination
- **DRIVER 1.8:** Unequal distribution of security and protection infrastructure and resources
- **DRIVER 1.9:** Lack of regulation of companies whose activities compromise public health

**DOMAIN 2: Physical and legal security**

- **DRIVER 2.1:** Harmful social and cultural norms that mean certain groups are more at risk of violence
- **DRIVER 2.2:** Harmful social and cultural norms that mean certain groups have less legal security
- **DRIVER 2.3:** Lack of independent, representative judiciary and police, and a legal framework which ensures adequate accountability and public scrutiny of police and judiciary decisions
- **DRIVER 2.4:** Legal impunity, state violence and institutional discrimination
- **DRIVER 2.5:** Unequal distribution of security and protection infrastructure and resources
- **DRIVER 2.6:** Unequal access to affordable and high-quality legal assistance and representation and unequal knowledge of legal rights
- **DRIVER 2.7:** Unregulated access to guns and other weapons

**DOMAIN 3: Education and learning**

- **DRIVER 3.1:** Unequal access to, high quality education
- **DRIVER 3.2:** Harmful social and cultural norms that affect access to education and learning
- **DRIVER 3.3:** Lack of provision for special educational needs and disability
- **DRIVER 3.4:** Unequal access to early childhood development opportunities in the early years
- **DRIVER 3.5:** Unequal access to careers guidance, technical and vocational education, apprenticeships and internships
- **DRIVER 3.6:** Unequal access to books, technology and the internet
- **DRIVER 3.7:** Unequal access to adult learning and education opportunities

**DOMAIN 4: Financial security and dignified work**

- **DRIVER 4.1:** Lack of work opportunities, poor job creation and inadequate active labour market programmes
- **DRIVER 4.2:** Weak labour market institutions, precarious and informal forms of work and lack of employment protection
- **DRIVER 4.3:** Unequal access to good quality, affordable childcare, elderly care and other family support services
- **DRIVER 4.4:** Harmful social and cultural norms that create employment barriers and deny financial independence and security for certain groups
- **DRIVER 4.5:** Unequal access to productive resources and markets
- **DRIVER 4.6:** Skewed remuneration structures and lack of regulation of compensation policies and practices
- **DRIVER 4.7:** Lack of adequate regulation of the financial sector and financial markets and inadequate provision of debt advice
- **DRIVER 4.8:** Lack of progressivity of tax system and tax avoidance and evasion
- **DRIVER 4.9:** Lack of appropriate universal social protection floors (social assistance/insurance), particularly for children, working-age and pensioners

**DOMAIN 5: Adequate living conditions**

- **DRIVER 5.1:** Unequal access to clean water, sanitation and utilities to meet energy needs
- **DRIVER 5.2:** Unequal access to good nutrition
- **DRIVER 5.3:** Unequal access to safe, secure and quality housing
- **DRIVER 5.4:** Harmful social and cultural norms that result in unequal division of domestic and care responsibilities
- **DRIVER 5.5:** Unequal access to adequate public transport infrastructure and a healthy environment
- **DRIVER 5.6:** Unequal exposure to accidents, disasters and environmental risks
- **DRIVER 5.7:** Unequal access to good quality, affordable childcare, elderly care and other family support services

**DOMAIN 6: Participation, influence and voice**

- **DRIVER 6.1:** Lack of support for all forms of democratic participation and protection of the civil and political rights of all citizens
- **DRIVER 6.2:** Lack of mechanisms that ensure state accountability to citizens
- **DRIVER 6.3:** Lack of mechanisms that prevent corruption and the formal and informal use of excessive power and influence by specific groups
- **DRIVER 6.4:** Harmful social and cultural norms that diminish the voice, participation, representation and influence of certain groups

**DOMAIN 7: Individual, family and social life**

- **DRIVER 7.1:** Lack of policy and institutional frameworks that recognise diversity and promote equality, dignity and respect
- **DRIVER 7.2:** Lack of equal protection against all forms of discrimination and harassment (bullying) based on identity
- **DRIVER 7.3:** Lack of institutional and legal framework protecting individuals’ autonomy, self-determination and a family life
- **DRIVER 7.4:** Harmful social and cultural norms which result in marginalisation and discrimination of certain groups (e.g., gender and sexual minorities, women, ethnic minorities, elderly, disabled, etc.)
- **DRIVER 7.5:** Unequal access to affordable cultural and leisure activities
**DOMAIN 1: Life and Health**

**DRIVER 1.1: Unequal access to, quality and timely healthcare**

**General questions**

**Q.** Is achieving the universal and free provision of healthcare services a core commitment of the government? What evidence exists regarding the steps the government is taking to achieve this?

**Q.** Is public healthcare provision deteriorating or improving? In which areas are deteriorations/improvements particularly occurring?

**Q.** Is there analysis of the capacity of the ministry of health and relevant agencies? Is capacity increasing or deteriorating?

**Q.** What are the most urgent quality challenges with the public healthcare system (including particularly within primary healthcare and areas such as prevention programmes)?

**Q.** Is the practice of paying fees for different health services growing or is public health insurance (or free coverage) being extended in scope? Is public health insurance affordable and increasing in the coverage of care it offers? Are there efforts to expand coverage of public health insurance to informal workers?

**Q.** Are families’ out of pocket expenditures on health increasing or reducing? Which groups spend the highest percentage of their income on out of pocket health expenditure and how is this changing?

**Q.** What is the state of debate about health inequalities within the health sector? Are there efforts being made to push for more equitable health policy design and expenditures? What is the state of debate within society on health inequalities? Does the media report on problems with service provision for certain areas and groups?

**Health budget**

**Q.** What is the level of public expenditure on health - in absolute terms, as a share of GDP and as a share of total spending? Is health spending increasing – including on a per capita basis - or is it under pressure?
Q. How does the health budget allocation compare to expenditure? Are there often significant areas of under-spending, deviations from planned budgets, or mid-year cuts? Is corruption within the sector - and leakage from health budgets - a problem?

Q. What is the level of public health expenditure on different levels (primary, secondary and tertiary healthcare) and critical programmes (maternal and child health, disease prevention and treatment, mental health services etc.)? How are allocations and expenditures on different levels and programmes changing?

Q. What is the public health expenditure per capita in different regions in the country? Is there pronounced inequality between locations in terms of health budgets? How can these differences be explained? How do they compare to patterns of health need?

Q. Is health infrastructure expenditure increasing or decreasing and for which levels (e.g. primary vs. tertiary) and for which locations?

Q. Is there evidence that public investment in health takes into account inequalities between groups and locations? Is the pattern of spending correcting for or worsening imbalances?

Q. Are there significant investments in health-related research and development or new technologies? Is it possible to assess the focus of this investment, in terms of groups that would particularly benefit?

Health services for people with disabilities

Q. What policies are in place in relation to the provision of primary and specialist healthcare services for people with complex or additional physical or mental healthcare needs? Are health services for people with disabilities accessible and affordable? Do health promotion and prevention activities adequately targeted people with disabilities? What are the main challenges in this area?

Q. Is there a system to ensure children with disabilities, including learning disabilities, are identified through early assessments? Do diagnostic services and registries exist to assess developmental delays and identify children who need to receive special support? How early is the assessment conducted? What tracking and follow-up systems are in place to ensure that children identified through screening subsequently receive assessments and appropriate services?

Q. Is information available regarding parents’ own assessments of the services on offer for children with disabilities (e.g. the time it takes to get an assessment, communication between education and health professionals, and the process of applying for support and resources)? Do parents feel they are receiving the support they need? What are the main problem areas that have been identified by parents?

Mental health services

Q. Is an adequate strategy in place to integrate mental health into general healthcare? What are the main challenges for the mental health system? What quality improvement strategies are in place?

Q. Is there sufficient investment in community mental health services? Is there adequate access to psychotropic drugs and psychological therapies (cognitive behavioural therapies)? Are mental health services available for people in prisons and detention centres? Are services free and accessible to all?

Q. Are there publicly funded, accessible substance abuse services across the country? Are these integrated into the healthcare system? Are there any prevention programmes in schools?
Q. Does the government collect data on mental health? Is there an effective mental health information system?

**Privatisation of health services**

Q. What forms of privatisation of health services have been implemented and what new forms are on the agenda? Is there evidence available on the impact of these reforms, particularly the real costs and benefits of privatised service provision?

Q. Is the coverage of private health insurance growing? What is the average cost per month of private health insurance and how does this compare to average wages? What is the coverage of private health insurance for different groups?

Q. Which jobs generally include private health insurance as a benefit? Is this benefit appropriately taxed?

Q. Are the number of private healthcare facilities – and number of staff working in those facilities - growing? What are the connections between staffing in private facilities compared to the public health sector? Do staff work in both? What are the differences in wages and conditions for staff? Do increases on the private sector side impact on staffing in the public sector?

Q. How does the access to services and treatments on offer – in terms of timeliness and quality – compare between the public and the private health system? Is it possible to compare health outcome data between the public and private healthcare systems?

Q. What is the ownership structure of the main private healthcare facilities? Is there evidence that health industry owners exert influence on health policy or any expenditure or privatisation decisions?

Q. How is the private healthcare industry taxed? What taxes apply and are these appropriate? Is it possible to analyse the evolving turnover, profit and tax contributions of the industry?

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**Potential indicators to monitor the drivers of inequalities in this area**

- Out of pocket expenditures on health as % of income of different groups
- % of national budget spent on health / % of GDP spent on health
- Amount of health spending per capita (national and per region)
- % of national health budget spent on primary, secondary and tertiary healthcare

- Ratio of doctors/nurses/midwives/mental healthcare workers (and/or other key healthcare workers) to population (national and per region)
- Amount of time to reach a health facility (health post/clinic, GP, accident and emergency department) in different areas
- Length of waiting times for different treatments in different areas
- Coverage of public / private health insurance
**DRIVER 1.2: Unequal access to, quality maternal and child healthcare**

**General questions**

**Q.** Is achieving the universal and free provision of healthcare services a core commitment of the government? What evidence exists regarding the steps the government is taking to achieve this?

**Q.** Is maternal and child healthcare provision deteriorating or improving? In which particular areas of maternal and child healthcare (e.g. family planning, antenatal care, delivery and post-natal care, neonatal care, immunisation and prevention of disease programmes, nutrition interventions) are there noted improvements in quality/coverage/outcomes? In which particular areas are there challenges?

**Q.** What provisions exist to tackle post-natal depression? Is there adequate recognition of this problem and are the necessary services available for women?

**Q.** Is there analysis of the capacity of the ministry of health and relevant agencies and staff involved in maternal and child healthcare? Is capacity increasing or deteriorating?

**Q.** Is the practice of paying fees relevant to maternal and child healthcare services? Are fees increasing for different services, or is public health insurance (or free coverage) being extended in scope for these services?

**Q.** What is the state of debate about maternal and child health inequalities within the health sector? Are there efforts being made to push for more equitable health policy design and expenditures to address challenges with maternal and child healthcare? What is the state of debate within society on health inequalities? Does the media report on problems with service provision for mothers and children in certain areas and for certain groups?

**Maternal and child healthcare budget**

**Q.** What is the level of public expenditure on the different maternal and child healthcare programmes - in absolute terms and as a share of total health spending? Is the maternal and child health budget increasing – including on a per capita basis - or is it under pressure?

**Q.** How does the maternal and child healthcare budget allocation compare to expenditure? Are there often significant areas of under-spending, deviations from planned budgets, or mid-year cuts? Is corruption within the sector - and leakage from these budgets - a problem?

**Q.** How does the changing budget allocated to maternal and child health programmes compare to the allocations and expenditures on other health programmes?

**Q.** What is the maternal and child health expenditure per capita in different regions in the country? Is there pronounced inequality between locations in terms of health budgets? How can these differences be explained? How do they compare to patterns of health need (trends in key child and maternal health indicators)?

**Q.** Is there information available on the investments in primary health infrastructure related to maternal and child healthcare (investment in maternity wards, health posts and clinics)? Is investment in this infrastructure increasing or decreasing and for which locations? How do investment patterns compare to health needs and critical infrastructure gaps?

**Q.** Is there evidence that public investment in maternal and child health takes into account inequalities between groups and locations? Is the pattern of spending correcting for or worsening imbalances?

**Q.** Are there any investments in maternal and child health-related research and development or new technologies (e.g. investments in mobile phone technology for Rapid SMS platforms to track pregnancy and newborns)? Is it possible to assess the impact of any investments, in terms of lives saved, costs, scalability etc.?

**Maternal and child health-related infrastructure and staffing**

**Q.** What is the assessment of the current state of maternal and child health infrastructure? Are key services geographically accessible in all areas? Which locations have particular infrastructure gaps?
**Potential indicators to monitor the drivers of inequalities in this area**

- % of national health budget and amount spent on maternal and child health (key programmes)
- Ratio of doctors/nurses/midwives/community health workers to population (national and per region)
- Amount of time to reach a health facility (health post/clinic, GP, accident and emergency department) in different areas

**Privatisation of health services**

**Q.** What are the key challenges in relation to staffing? Is the coverage of community healthcare workers and midwives (as well as nurses and doctors) adequate? What differences are there in staff coverage when this is analysed by location and which locations are particularly disadvantaged? Is analysis available on whether health workers are suitably qualified and receive suitable training, as well as on their performance levels, retention and absenteeism?

**Q.** How does the access to maternal and child healthcare services – in terms of timeliness and quality – compare between the public and the private health system? Is it possible to compare maternal and child health outcome data between the public and private healthcare systems?

**Privatisation of health services**

**Q.** What forms of privatisation of health services have been implemented and what new forms are on the agenda? Is there evidence available on the impact of these reforms on maternal and child healthcare?

**Q.** What forms of privatisation of health services have been implemented and what new forms are on the agenda? Is there evidence available on the impact of these reforms on maternal and child healthcare?

**DRIVER 1.3:** Unequal access to clean water, adequate sanitation and good nutrition

**General questions: water and sanitation**

**Q.** Is achieving universal coverage to meet water and sanitation needs a core commitment of the government? What evidence exists regarding the steps the government is taking to achieve this?

**Q.** Is there analysis of the capacity of the relevant ministry and agencies? Is capacity increasing or deteriorating?

**Q.** What are the most urgent challenges with regard to the provision of clean water and sanitation? Which locations have particular infrastructure gaps?

**General questions: undernutrition and malnutrition**

**Q.** Are maternal undernutrition and child malnutrition significant problems in your country? Are trends improving or worsening and are gaps growing (e.g. in stunting rates) between children in wealthy and poor households?

**Q.** Is there a comprehensive national nutrition policy and/or a malnutrition prevention programme? Is there sufficient cross-sectoral coordination to implement policies effectively? Are broader aspects such as a food security strategy and nutrition-sensitive agriculture and water and sanitation policies considered in an integrated fashion?

**Q.** What programmes exist to improve the nutrition of pregnant and lactating women and child nutrition in the first two years of life? Are there efforts to promote exclusive breastfeeding in the first six months and to support women to meet this goal (including health workers to support mothers, adequate paid maternity leave and the right to take nursing breaks while working)? Are growth monitoring programmes in place? Are there efforts to provide vitamins and other micronutrients and to support appropriate complementary feeding practices? Are community health workers appropriately trained to deliver nutrition programmes?
Questions to guide an in-depth analysis of drivers of inequalities by domain

**Public budget: water and sanitation**

**Q.** What is level of public expenditure on water and sanitation? Are budgets to invest in these areas increasing or under pressure?

**Q.** How do the budget allocations compare to expenditure? Are there often significant areas of under-spending, deviations from planned budgets, or mid-year cuts? Is corruption with the sectors - and leakage from budgets - a problem?

**Q.** What are the different levels of investment in water and sanitation infrastructure in different regions in the country? Is there pronounced inequality between locations and is there evidence that the pattern of investment takes into account inequalities between locations?

**Q.** What is the mix of funding for water and sanitation investments? What is the government contributing? What are bilateral and multilateral organisations contributing in grants and loans? What private financing is being sought and what arrangements are being used to leverage private finance?

**Public budgets: nutrition**

**Q.** What is the level of public investment in nutrition? Is budget information available on the different programmes and interventions? What proportion of the most relevant programmes is the government financing and how much is reliant on donors?

**Q.** What are the amounts spent on key aspects such as growth monitoring and vitamin and micronutrient supplement programmes? Is there sufficient investment to ensure recruitment, training and supervision and support for the community-based health workers critical to delivering nutrition solutions? Is there sufficient investment in nutrition education? Is expenditure in key nutrition-related budget lines increasing or decreasing?

**Regulation of the food industry**

**Q.** What legislation is in place related to the food industry’s manufacturing standards with the aim of tackling obesity? Are there regulations to stop companies manufacturing ultra-processed foods? What standards exist limiting the salt, saturated fats, artificial trans-fats and sugar in processed foods and soft drinks?

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**Q.** Are children in ECD centres, community-based childcare centres, pre-primary classrooms or pre-schools provided with appropriate nutrition? Do parents have to pay for food or provide the food themselves? Are there any publicly funded feeding programmes to ensure access to appropriate nutrition in centres and in the early years of primary school? Are programmes of sufficient coverage and quality, universal and/or properly targeted?

**Q.** What analysis exists of the social protection system in relation to nutrition? Is the nutritional vulnerability of individuals taken into account in targeting social protection, particularly to children under 2? Are there livestock-oriented social protection schemes that can positively impact nutrition? Are food transfer programmes supported (e.g. school feeding, in-kind transfers or food voucher systems)? Are social protection programmes used as a pathway to deliver micronutrient supplements to targeted groups? Have any assessments been conducted by the government to evaluate the impact of cash transfer (or other) programmes on nutrition?

**General questions: obesity and poor diets**

**Q.** What is the nature of the problem of obesity in your country? Is the incidence of obesity, including in children of different age groups, growing? What is the prevalence of related conditions such as diabetes, heart disease and cancer? Is there evidence of inequities in the prevalence of obesities? In which geographical locations and which profile of households is the problem most notable? What steps is the government taking to prevent obesity?

**Q.** Is there analysis available of the typical nutritional content of cheap food? Does food that is cheap in your country tend to have a higher sugar, salt and fat content?

**Q.** What is known about the content of food provided through any food aid programmes and in relation to nutrition provided in schools, hospitals, prisons and any other public facilities? Do publicly funded nutritional support programmes, and public facilities and institutions, have adequate standards regarding healthy food content?
Q. Are regulations in place regarding food labelling as part of efforts to tackle obesity? Are food labelling systems voluntary or mandatory? Are firms complying properly with regulations by adopting accurate food labelling?

Q. Are regulations in place regarding food pricing? Are unhealthy foods and beverages subject to higher taxes or any price controls? In combination, is healthy food subsidised to guard against negative impacts on people with low-incomes?

Q. Are there any regulations in place that specifically seek to protect young people, such as in relation to fast-food advertising targeting children, the presence of vending machines inside schools, and/or zoning to restrict fast-food outlets near schools?

Q. What response have food and drinks companies had to the policy debates and any new standards or regulations being put in place to prevent obesity? Are companies lobbying the government or undertaking legal challenges to overturn new legislation? Is there evidence of companies lobbying against unhealthy food or drink tax increases or helping draw up the rules for the sector? Is information transparently available on lobbying activities, and any research grants and donations from food and drinks companies to universities and/or political parties?

**Regulation of privatised utilities markets**

Q. How is the privatised market regulated? Is the regulatory body appropriately staffed and trained, and sufficiently funded? How is the regulatory framework structured to ensure water and sanitation services are made more accessible to the poor? What are the incentives or obligations for dominant operators to extend services to areas without coverage?

Q. Do private firms have investment targets related to maintenance, the improvement and expansion of infrastructure coverage, and with regard to meeting quality standards? Are the relevant contracts or agreements public? Are firms meeting those targets and what action is taken, or penalties applied, if not?

Q. What is the situation with regard to the regulation of tariffs? Are the tariffs that are being charged for water and sanitation increasing or decreasing? What subsidies exist to enable access for the poor? Is the subsidy structure equitable? Does it benefit the consumer or the private provider of the service? Are large users paying their share? Is there evidence of corruption in this area?

Q. What rules are in place to protect consumers in case of complaints regarding service quality or with regard to billing (incorrect billing, need for phasing of payments) or disconnections?

Q. Is there analysis available comparing the real benefits and costs of public vs. private provision of water and sanitation services? Is there a realistic assessment of the ability of the state to regulate private providers appropriately? Can the government properly assess conditions, investments needed, cost-price factors and enforce reasonable terms, including rates of return, on investors? What are the costs to the state of building its regulatory framework, doing the necessary assessments (including analysing the investor’s internal rate of return), as well as creating a regulatory agency and monitoring contracts and the sector adequately? What would the comparable costs and benefits be for the state to deliver the service itself?

**Ownership structure, profit and tax contributions of private utilities companies**

Q. What is the ownership structure of the firms involved in the privatised water and sanitation markets? Is there evidence that owners exert influence on infrastructure policy or on any of the regulator’s decisions?

Q. What is the approach of the regulator with regard to ensuring competition and scrutinising mergers and acquisitions? Is there evidence of concentration of ownership between operators affecting prices and the standard of service for consumers?

Q. How are the private operators taxed? What taxes apply and are these appropriate? Is it possible to analyse the evolving turnover, profit and tax contributions of private operators?
Potential indicators to monitor the drivers of inequalities in this area

- % of national budget / % of GDP spent on water and sanitation
- Amount of water and sanitation investment per region (public and private)
- Amount invested in rural water and sanitation services (public and private)
- Number of staff employed by utilities’ regulator and annual budget
- Amount of time taken to get to a clean water source
- Cost of subsidies provided to enable access of poor households to water and sanitation
- % of health budget spent on nutrition and amount of budget spent on different nutrition interventions
- Nutritional content of typical (widely available, unhealthy, cheap) food
- Ratio of community health workers to population (national and per region)

**DRIVER 1.4: Unequal exposure to accidents, disasters and environmental risks**

**Infrastructure safety and security**

Q. Do housing and land-use policies emphasize construction of houses that are safe given the risk of natural disasters present in that region (e.g. floods, mudslides, hurricanes, earthquakes)? Are there rules to prevent building in hazardous zones? Are there adequate and enforceable building standards to ensure construction is in zones that are safe to build on and that buildings can withstand natural disasters, as well as focusing on issues such as appropriate drainage and flooding?

Q. Is there a difference between neighbourhoods when it comes to construction standards and the risk and vulnerability of communities to natural disasters? Which neighbourhoods have adequately constructed and protected houses? Is social housing built according to appropriate safety and security standards?

Q. Does the government gather information on slums and poor neighbourhoods in relation to exposure to hazards and risks? Are aspects such as access to safe water, sanitation, overcrowding and poor structure quality (both housing in hazardous locations and the use of inadequate materials) recognised as critical?

Q. Are there any national or local government programmes to address the risks of hazardous locations and substandard housing quality? Do slum-upgrading programmes exist and are these combined with appropriate urban planning approaches?

Q. Are there major safety problems related to the standard of housing, particularly rental properties? What proportion of the existing public and social housing stock would be rated substandard? What policies are there to improve substandard public and social housing?

Q. Are there adequate health and safety standards imposed on private landlords and for publicly provided housing? Is there adequate enforcement of these standards? Are there inspections, fines and penalties, and obligations to make improvements imposed on landlords?

**Disaster risk reduction and management**

Q. Is information gathered on natural disasters in your country? Are disasters recorded, including the amount of economic loss and impacts on people and lives? Is there disclosure of relevant information by local and national governments (e.g. disclosure of flood mapping and disaster impacts)?

Q. Are interventions such as flood protection programmes proposed and financed where necessary (in both wealthy and poor neighbourhoods)? Are there any urban programmes related to disaster risk management and seeking to build resilience, particularly in marginal zones?
Q. Does the government have a disaster risk reduction policy? What institutions and investment exists in relation to emergency planning? Does the government have functioning weather data systems and early warning systems?

Q. What is the nature and coverage of private sector insurance in relation to natural disasters in your country? Is insurance affordable? Have previous natural disasters had an impact on the insurance industry? Are insurers responding to events by broadening coverage or withdrawing from high-risk areas? Are premiums rising? Is there any national government response to fill gaps left by the private insurance industry (e.g. government sponsored natural disaster insurance pool)?

**Road traffic and public transport safety and security**

Q. What information is available on the safety of users travelling on different modes of transport? Is information collected on transport-related deaths and incidence of accidents and fatalities on different modes of transportation (e.g. moto-taxis vs. buses)? How does the risk of being killed in a transport accident compare between rural and urban areas?

Q. What standards are being introduced to improve the safety of public transport vehicles and operators (e.g. minimum technical standards for vehicles, better traffic management systems and more appropriate road safety rules)?

Q. What is known about the chances of being the victim of a crime whilst using public transport? Does the government collect and publicise data? Are there investments in making public transportation safer for women (e.g. well-lit pavements and stations, request stop programmes on buses for women late at night and early in the morning, route planning that explicitly takes into account women’s needs etc.)?

**Environmental risks, policy and regulation**

Q. What are the most polluting industries/sectors about which there is highest public concern? Is information available on the risks to public health from different kinds of environmental pollution (e.g. from pollution of drinking water, air pollution, solid waste pollution, soil pollution, hazardous and industrial waste handling, environmental noise)? Where are the biggest problems in your country? Where are the biggest knowledge gaps?

Q. Is there a formal air quality monitoring system to monitor air pollution in large cities? Is the data made public and is there any analysis of the air pollution hot spots in big cities? How do these map onto the location of schools and poor vs. rich neighbourhoods, for example?

Q. What is the government doing to control industrial emissions, emissions from domestic fuel use, cars, commercial vehicles and maritime transport and the agricultural sector? Is the volume of car traffic growing? What is the government doing to encourage use of low-emissions vehicles? What regulations and taxation are applied to incentivise low-emissions vehicles?

Q. What is the scope of the current regulatory framework to protect public health from environmental pollution? Is regulation adequate in this area? Is regulation appropriately designed to actually lower pollution (not simply to enable polluters to pay to be allowed higher emissions for example)?

Q. What regulatory agency is charged with designing and enforcing environmental regulations related to public health? What information is available on the activities of the regulatory agency – its investigations, violations identified and sanctions applied? Is the regulator able to properly enforce standards and hold companies accountable?

Q. Do companies have to publish their pollution information in a form that is easily accessible by the public? Is the public properly informed about which corporations are polluting the environment and the risks they face?

Q. What the licensing procedures for companies operating in high risk sectors with regard to environmental pollution (e.g. extractives sector)? Are strict environmental licensing procedures in place, including the requirement of a full environmental impact assessment? Are these assessments conducted independently and rigorously evaluated?
Potential indicators to monitor the drivers of inequalities in this area

- Amount spent on slum upgrading programmes
- Amount spent on disaster risk reduction infrastructure efforts by location
- Number of companies breaching clean air and other standards
- Number of staff employed by the environmental standards regulator and annual budget of the regulator
- Number of violations recorded in relation to environmental standards that protect human health

**Q.** What is the nature of public policy debates in relation to environmental regulation, particularly in relation to the protection of human health? Is environmental regulation commonly seen as a barrier to economic growth that undermines competitiveness, or is there an appreciation of the need for regulation (and the costs of deregulation)? How does the media report on this issue?

**Q.** Are there any moves underway towards environmental deregulation? Are there any moves to roll back pollution standards in any area or fast-track environmental licensing? Is there evidence that progress towards cleaner air, water and land is slowing or reversing?

**Q.** Has there been any research looking at the relationship between environmentalism and economic performance? Are there any good experiences that could be documented – showing that non-polluting companies can operate successfully?

**Q.** What response have companies had to the policy debates and any new standards or regulations being put in place to prevent environmental pollution and protect public health? Are companies lobbying the government or undertaking legal challenges to overturn new legislation? Is there evidence of companies lobbying against any particular regulations or helping draw up the rules for the sector? Is information transparently available on lobbying activities, and any research grants and donations from polluting companies to universities and/or political parties?

**DRIVER 1.5:** Harmful social and cultural norms that make certain groups at greater risk of premature death or poor health

**Discriminatory gender norms**

**Q.** Is there evidence that social norms and cultural practices related to gender expose women to greater risk of violence? Do men (and women) believe a man has a right to “correct” or discipline female behaviour? Is the prevalence of gender-based violence (by type) increasing or decreasing? What analysis is available regarding the incidence of risk for different groups of women (women from low-income households, different ethnicities etc.)?

**Q.** Is honour killing and maiming a customary practice? Is analysis available to assess the nature and extent of honour killing and maiming, its impact on different groups of women, and to investigate how communities understand honour-based violence? How does the media report honour-based violence?

**Q.** Does the government gather official data on honour killings? What legislation exists in relation to honour killing and maiming? What action is the government taking to tackle the harmful cultural norms behind honour-based violence, as well as to support victims and prosecute perpetrators?
Q. Is there evidence that social norms and cultural practices related to gender play a significant role in influencing access to healthcare and health outcomes? In what particular areas is there evidence of negative impact? Do parents value and prioritise boys’ health over girls in your country? Is there evidence that access to healthcare and health outcomes differ for boys and girls? In what areas are there significant gaps in access and outcomes? What analysis exists to explain any differences and are there research gaps that could be filled?

Q. Do social norms impact on the ability of adolescent girls and women to access sexual and reproductive health services and exercise choice and control over intimate relationships? How do existing social and cultural norms affect access to contraception, control over fertility and giving birth? Are adolescent girls becoming more or less at risk of forced or early marriage and teenage pregnancy? Do options for safe abortion exist? Do adolescent girls and women suffer stigma if they choose to use contraception, refuse marriage or choose to marry a man of their choice, have an abortion, get pregnant outside of marriage, are the victim of rape or other form of sexual violence, or for any other reason? What is the impact of this stigma?

Q. What policies and interventions are in place to ensure quality sexual and reproductive health services are provided and to counter any harmful social and cultural norms surrounding access to contraception and safe sexual practices? What is the government doing to provide services and information related to modern forms of contraception and family planning, tackling teenage pregnancy, the prevention of HIV and STDs and the promotion of safe and consensual sex?

Q. Is the practice of female genital mutilation (FGM) common in your country? What are the cultural and social factors behind FGM? What is the position of religious leaders, and local structures of power and authority in communities, in relation to FGM?

Q. Are there moves to combat FGM and is the practice increasing or in decline? Does the government have a strategy to eliminate FGM? Are healthcare workers trained on FGM to improve their knowledge, attitudes and skills in preventing and managing the complications of FGM?

Q. What is being done to tackle discriminatory attitudes and practices towards girls and women shown by health professionals?

Q. Does your government criminalise all forms of gender-based violence? What public information campaigns and public education and outreach activities are undertaken to communicate that gender-based violence, including domestic violence, is unacceptable, and to promote positive masculinity? Does the state invest sufficient human and financial resources to adequately investigate and prosecute gender-based violence and to fund positive masculinity programmes?

Q. Are national surveys appropriately designed to capture the nature and impact of harmful social and cultural norms and beliefs on people’s health and survival? Should existing survey tools be repurposed to better capture some important elements (such as the prevalence of honour killings or FGM, or the discriminatory attitudes of healthcare workers or any other aspect)?

Harmful social and cultural norms related to masculinity

Q. Are health outcomes among boys and men worse than among girls and women in your country? In which areas is this the case? Can these differentials be explained by social norms related to masculinity (e.g. norms of risk-taking and adventure, the fact that men are less likely to visit a doctor when ill, ideals of independence and self-reliance, male behaviours related to HIV prevention, testing and treatment, excessive consumption of alcohol or other factor)?

Q. Is this issue a subject of debate within the health sector in your country? Are there any public information campaigns, education and outreach, or other type of intervention, to combat traditional norms related to masculinity and their harmful impacts on men’s survival and health?

Discriminatory social norms related to race, ethnicity, religion and other aspects of identity

Q. What is the nature of cultural stereotyping of different groups within your society (e.g. nationalities, ethnicities, caste, religions,
disability, lesbian, gay, bisexual, trans and intersex (LGBTI) people)? Is there a link between intense stereotyping and dislike and violent or aggressive behaviour towards these groups?

Q. What is known about the prevalence of racist and discriminatory beliefs in your country? Is data appropriately gathered on the lived experiences of racism and discrimination, as well as on the nature of beliefs of racist individuals? Is there any research looking at the racism and discrimination prevalent within key state institutions and how this impacts children, families and communities?

Q. Is there evidence of racist and discriminatory attitudes on the part of police officers (and others working within the justice system)? Is there evidence that certain minority groups are more likely to be stopped and searched, arrested, charged with an offence, and/or imprisoned? Is there evidence of poorer treatment, including the use of lethal and non-lethal force, in custody, or differences in sentencing practices? How do policing practices differ between neighbourhoods and communities?

Q. What efforts is the government making to tackle racist and discriminatory attitudes and behaviours within the police force? Is official data collected on incidents of police misconduct and brutality against relevant groups (racial and cultural minorities, people with disabilities etc.)? Are clear guidelines in place and are there efforts to provide the police with diversity and human rights training? Are police officers trained to recognise their prejudices, including implicit bias? What mechanisms are in place to deal with racist and discriminatory behaviour of police officers? Are investigations and prosecutions carried out in cases of police misconduct and brutality?

Q. What is the state of debate, and what characterisations are common, in the mainstream media about crime and security and ‘tough policing,’ compared to the recognition of due process for all citizens? Is there media coverage of police brutality against minority groups? Is there evidence of media bias in reports of the use of force by the police against certain groups? Do media reports normalise, obscure or rationalise police actions, or cast particular victims as physical and social threats?

Q. Is information available on the prevalence of hate crime and its impact on specific groups? Are incidents of hate crime increasing against any particular group? Does the media sensitively and accurately report hate crimes?

Q. Is official data gathered on hate crimes? Are incidents recorded, as well as cases where prosecutions occur? Is there information available about the gap between the number of hate crimes that are committed and the number of hate crimes that are reported to law enforcement?

Q. Does legislation exist to tackle hate crime? Does the government immediately send strong and consistent public messages that violent crimes motivated by prejudice and intolerance will be thoroughly investigated and prosecuted? Are members of parliament and local government leaders held politically accountable for bigoted words that encourage discrimination and violence and create a climate for fear for minorities?

Q. Are police officers trained to investigate hate crime incidents and is every effort made to investigate and prosecute cases? Are sufficient resources available to apply the legal measures in place? Are there efforts to address the community-wide impact of hate crime and liaise appropriately with community-based organisations and leaders to assist victims, advance police-community relations, improve reporting of hate crimes and help prevent future incidents?

Q. What has your inequalities analysis uncovered in relation to the differential outcomes based on race, ethnicity and other aspects of identity in your country when it comes to survival and health outcomes? Is there enough research related to the drivers of these differences that explicitly take into account the impact of racist beliefs and attitudes?

Q. Is there any indication that those suffering racism and discrimination also have higher alcohol consumption (or higher smoking rates) and experience poorer mental health outcomes given their greater exposure to stressful environments (due to poverty, unemployment, substandard housing, personal safety concerns etc.)? Is there a need for research to evaluate how experiencing
Potential indicators to monitor the drivers of inequalities in this area

- Number of prosecutions of domestic violence and gender-based violence cases
- Number of prosecutions for honour killings and maimings
- Amount of health budget spent on sexual and reproductive health services, especially public education and information activities
- Number of citizens killed by police use of lethal force (disaggregated by relevant characteristics of victims)
- Number of investigations and prosecutions into police misconduct and brutality (disaggregated by relevant characteristics of victims)
- % of population who self report as being prejudiced towards people of different ethnicities
- Amount of public spending on information campaigns regarding discriminatory and harmful social norms (gender, disability, racial discrimination, sexual orientation and gender identity)

**DRIVER 1.6: Unregulated access to guns and other weapons**

*Prevalence and use of guns and offensive weapons*

**Q.** What is the nature and level of gun ownership in your country? Is there any research into the prevalence of gun ownership and its connection to premature deaths and injury? Are problems related to gun crime increasing?

**Q.** Who are the main victims of gun crime and who are the main perpetrators? Are particular groups generally affected or involved?

**Q.** Is there any information available on the use of offensive weapons? How many homicides and injuries are caused by offensive weapons being used in attacks? Is the rate increasing or decreasing, and in which particular locations and affecting what type of victims?

**Q.** What analysis exists of the different levels of violent crime that arise in poorer communities compared to rich neighbourhoods? Is there information on the residential pattern of ethnic minorities across segregated neighbourhoods and the impact of gun/knife violence on different ethnic groups?

**Q.** Is there evidence that increasingly the use of guns/weapons is linked to increased activity of gangs? Is there research available on the nature and impact of gang membership?

*Regulation, control and policing*

**Q.** What is the nature of existing legislation in relation to gun control? What regulations exist to restrict gun ownership and sales? Are any types of firearms banned? How are sellers and dealers regulated? Are there efforts to decrease gun ownership (e.g. buy back programmes)? How successful has current legislation been in addressing the problem?
Questions to guide an in-depth analysis of drivers of inequalities by domain

**Potential indicators to monitor the drivers of inequalities in this area**

- Allocation of police resources (budget or staff) across neighbourhoods in major cities (by population size and in light of gun/knife crime trends);
- Amount spent on programmes to prevent gang violence

**DRIVER 1.7: Legal impunity, state violence and institutional discrimination**

**State violence during conflict and civil wars**

Q. In past or present armed conflicts or civil wars are civilian fatalities, disappearances and incidents of torture, rape and other forms of sexual violence recorded? Does data collected include the ethnic identity of civilian victims and has state-led ethnic targeting of violence been documented? Are groups that are particularly targeted by state violence particularly isolated from society, in terms of geographic, linguistic and/or cultural separation?

Q. In the aftermath of conflict or civil war, has the state taken steps to implement effective protection of human rights, ensure perpetrators of violations are punished and to restore the rule of law? Has the state brought in (or tried to bring in) amnesty laws to exempt perpetrators from responsibility?

Q. Are international organisations advocating visibly and effectively for the mandatory inclusion of commitments to combat impunity and the promotion and protection of human rights in peace mediations, negotiations and agreements?

Q. Is there donor assistance available for institutional reforms, to review legislation and procedures, ensure compliance with human rights standards and provide training for the judiciary, police and other security forces (including military forces) in this area? Are there participatory mechanisms to review any new legislation related to human rights protection and enforcement to enable legal groups, civil society organisations, victims’ groups, indigenous groups etc., to be involved?

Q. How is state violence against civilians, during periods of conflict or repression, publicly reported? Is there state control over the media and/or a lack
of international media attention? How much is going unreported? Is there attention given to the particular situation of minorities being targeted?

Q. What is the dominant societal reaction to human rights violations of minority groups? Is violence easily legitimized or is there a strong, negative public reaction, whether in times of relative stability or crisis?

Q. What is the nature of the rhetoric promoted by government and the elites in relation to disadvantaged groups and minorities and the issue of human rights? Are certain groups publicly identified as the enemy? Are myths and political symbols used that exacerbate a fear of certain groups and justify hostility, extremism and violence against them?

Free press, civil society activism and mechanisms for human rights protections

Q. Is there robust coverage of political news in your country? Do journalists and main news media demonstrate political loyalty and a pro-government narrative? Have state officials taken over any critical media companies or otherwise intervened in their management? Is (and how is) independent journalism guaranteed?

Q. Is the safety of journalists and people such as human rights defenders, trade unionists and activists guaranteed? Are they being verbally attacked or demonised by public figures? Are they the subject of increased surveillance, intimidation, and/or threats of physical violence? Have there been any murders or kidnappings of journalists or activists recorded? Are cases of violent attacks, abductions, and killings of journalists or activists increasing? In which contexts of reporting or activism is violence most commonly used (e.g. human rights violations, political corruption, organised crime, financial crimes, land and environment issues etc.)?

Q. What mechanisms exist to make claims against the state for human rights violations? Are international human rights standards respected in national law? Can citizens make claims in national courts and/or international courts?

Q. Is there a national human rights body operating with independent commissioners and according to best practice standards? Does it have an adequate mandate and staff and space to act? Can it follow up on individual cases when human rights violations are alleged? Does it have the staff and skills for human rights monitoring and access to sufficient information and data?

Q. Are victims of human rights violations provided with free legal assistance throughout any legal processes?

Q. Are human rights organisations operating in safety and with the space to act? Are organisations able to collect data, track individual cases and advocate for change? Are civil society organisations providing international organisations with accurate reports and information on what is happening inside the country?

Institutional discrimination

Q. Is there evidence of racist and discriminatory attitudes on the part of the police, military or judiciary? Is there evidence of poorer treatment of minorities, including the use of lethal force, by police, prison or military officers?

Q. What efforts is the government making to tackle racist and discriminatory attitudes and behaviours within the police, judiciary and military? Are clear guidelines in place and are there efforts to provide staff with human rights training? What mechanisms are in place to deal with racist and discriminatory behaviour? Are investigations and prosecutions carried out in cases where lethal force is used?

Q. Is official data collected on incidents of deaths in custody? Is there active monitoring of all detention facilities, including juvenile detention facilities? Is there an official body to regulate detention facilities or does the national human rights body have access? Is there a system for tracking individual detainees - their status, health and treatment?

Legal impunity and immunity from punishment

Q. Are there groups of people who are not really subject to the rule of law and able to evade punishment even if they are caught breaking the law? Who are these groups? Are they determined mainly by socio-economic status, membership of the political elite, kinship, caste or being from historically advantaged ethnic groups for example? How large are these groups?
Potential indicators to monitor the drivers of inequalities in this area

- Number of citizens killed by police, military or prison officers’ use of lethal force (disaggregated by relevant characteristics of victims)
- Number of investigations and prosecutions into use of lethal force by state actors (disaggregated by relevant characteristics of victims)
- Number of staff employed by the human rights body and annual budget
- Number of cases of human rights violations brought against the state (by type, victim, outcome)
- Number of staff employed by the anti-corruption agency (or commission against impunity) and annual budget

Q. What is the nature of elites’ immunity from punishment? Are elites able to completely avoid sanctions or are sanctions minimised or judicial processes delayed? Are friendships and influence being used or bribes, threats or coercion or other means of pressure?

Q. What is the societal reaction to elites’ legal immunity? Is there a cultural acceptance of elites being above the law?

Q. How widespread is corruption in the legal system? Is the use of bribes commonplace and at which levels? Have powerful political and economic actors sought to influence the selection of judges or criminal prosecutors to ensure impunity for their own type of illegal activities? Have criminal networks infiltrated the security and justice institutions? What research exists regarding these types of problems?

Q. What is the government doing to counter corruption in the judicial system? Are there any special commissions against impunity or anti-corruption agencies or initiatives? Is the mechanism in place working appropriately? Is it adequately staffed and resourced? Does it have sufficient investigative and prosecutorial capacities?

DRIVER 1.8: Unequal distribution of security and protection infrastructure and resources

Neighbourhood segregation and disadvantage

Q. What level of segregation exists in urban areas in your countries? Which cities in particular have the highest levels of segregation?

Q. What analysis exists of the different levels of violence, crime and social problems that arise in poorer communities compared to rich neighbourhoods? Is there information on the residential pattern of ethnic minorities across segregated neighbourhoods and the impact of violence on different ethnic groups?

Q. Is there evidence that neighbourhood disadvantage is accompanied by increased presence and membership of gangs, drug selling and violence? Are these problems spreading and growing in intensity? Is there research available on the nature and impact of gang membership?

Q. Are there debates about housing segregation and its impacts, particularly with regard to the issue of physical safety? Is the concentration of particular groups in certain disadvantaged areas seen as problematic given higher exposure to violence, crime and other risks? What is the nature of public debate in this area? What is the tone and nature of media coverage?

Security and protection efforts: neighbourhood level

Q. What is known about the allocation of police resources between neighbourhoods? Is there evidence that affluent areas have better resourced police stations, more police officers and stronger
crime reduction efforts? How does the allocation of police resources compare to population size and crime trends? Is there evidence that police carry out more aggressive policing strategies in poor neighbourhoods?

Q. Is there space for local participation in dialogue around the policing needs of different communities? Are community policing strategies in place in disadvantaged neighbourhoods in order to improve communities’ relationships with law enforcement and contribute to more effective (less aggressive) policing and greater public safety?

Q. What information exists regarding the use by the rich of private protection devices and their own security infrastructure? Do high-income households use alarms, armoured doors, window bars or other products to protect their homes? Do they hire private security firms for services to protect their homes and families? Is employment in private security firms, and spending on private security services, in your country increasing or decreasing? Is there any evidence that the use of private security in certain neighbourhoods is displacing crime to other areas?

Q. What physical infrastructure is in place to improve security in poor neighbourhoods? Is there adequate street lighting, transport options and frequency of bus stops (or practice of request stops) to enable people to move about more safely at night? How does this type of infrastructure compare between rich and poor neighbourhoods?

Q. What efforts are being made to physically clean up high-crime neighbourhoods? Is the local government working with residents to ensure there is proper disposal of rubbish, streets are adequately cleaned, efforts are made to clean up after graffiti, vandalism or violence has taken place? Is proper maintenance being conducted on public housing in these areas?

Q. What efforts is the government making to reduce segregation between neighbourhoods and to regenerate and make safer the areas that have the highest crime rates? Are affordable houses for low-income families in segregated neighbourhoods or is there a policy to mix housing types and land-use?

Q. What type of approach has the government favoured: punitive ‘crackdowns’ or other measures? If assorted crackdowns have taken place what have been the results, including the impact on the prison system and on reducing violence in society? Have the various measures been researched and evaluated and are they considered a success? Is the rule of law respected in law enforcement efforts against gangs?

Q. What government programmes are in place to address the multiple disadvantages at the root of violence in poor neighbourhoods? Are there efforts to support education, skills, and access to jobs as well as efforts to upgrade the quality of housing and other local services and infrastructure? Are there special (community, school-based or other) programmes targeted to prevent youth involvement in gangs and to support former gang members?

Security and protection for vulnerable groups at risk of violence

Q. Is the prevalence of gender-based violence (including domestic violence) increasing or decreasing? What analysis is available regarding the incidence of risk for different groups of women (women from low-income households, different ethnicities etc.)? Is any information available to help compare the likely incidence of violence against women to the level of reporting and prosecution of the crimes?

Q. How are women treated when they report a crime of physical, sexual or psychological violence? Do police (and others working in the criminal justice system) afford women dignity and respect in their treatment? Are police officers and other staff appropriately trained in this area? What are the main problems and challenges that have been identified with the criminal justice system in this area?

Q. What forms of support does the government provide women at risk of violence and domestic homicide? Is safe accommodation provided as well as other forms of support (counselling, income-support)? Are budgets supporting services in this area sufficient? Are budgets increasing or decreasing? If decreasing, what impacts can be observed?
Q. Is violence against children properly documented in your country? Is it increasing or decreasing? What analysis is available regarding the incidence of risk for different groups of children (children from low-income households, different ethnicities, children with disabilities, children in institutions etc.)?

Q. What is the nature of the child protection system in your country? Is an effective child protection monitoring system maintained? Are staff and services in place to identify children at risk of violence and abuse?

Q. Is the coverage of social worker staff adequate? In what areas are social workers particularly lacking? What differences are there in staff coverage when this is analysed by location and which locations are particularly disadvantaged? Is analysis available on whether social workers are suitably qualified, their performance levels, retention and absenteeism? What training is available for social workers and is investment in training sufficient?

Q. How is child protection integrated into other public services and institutions such as residential care and schools? Are there mandatory disclosure policies in place? Is there adequate coordination between education and health services, and residential care services, and social workers?

Q. What policies are in place to help protect children from sex trafficking and sexual exploitation via online activities (‘cybergrooming’)? Are support services available for child victims?

Q. Are law enforcement agencies properly trained and equipped to respond to child protection issues? Are they properly trained to identify vulnerable children at risk? Is there investment in anti-trafficking activities? Is there investment in ‘new’ areas such as cybercrime, to enable the investigation and prosecution of the sexual exploitation of children online? Is the level of investment in specialised teams sufficient?

Potential indicators to monitor the drivers of inequalities in this area

- % of urban households living in mixed-income neighbourhoods
- Allocation of police resources (budget or staff) across neighbourhoods in major cities (by population size and/or crime trends)
- Amount spent on programmes to prevent gang violence; slum upgrading programmes
- Amount spent on domestic violence prevention and support programmes (national and by region)
- Amount spent on child protection (national and by region)
- Ratio of social workers to population (national and by region)
- Amount spent on private security firms (or employment by private security firms)

DRIVER 1.9: Lack of regulation of companies whose activities compromise public health

General questions

Q. In what areas is there evidence of corporate behaviour that has harmful impacts on public health in your country? Is it relevant to look at the manufacturing and sale of products such as tobacco and/or unhealthy food and beverages? Are there concerns in relation to the affordability of drugs for public health systems? Or are there concerns about the impacts on public health from environmental pollution? Is there any existing analysis in these areas that looks at how poorly regulated corporate behaviour is a problem? Are there significant knowledge gaps?
**Regulation of the food industry**

**Q.** What is the nature of the problem of obesity in your country? Is the incidence of obesity, including in children of different age groups, growing? What is the prevalence of related conditions such as diabetes, heart disease and cancer? Is there evidence of inequities in the prevalence of obesities? In which geographical locations and which profile of households is the problem most notable? What steps is the government taking to prevent obesity?

**Q.** Is there analysis available of the typical nutritional content of cheap food? Does food that is cheap in your country tend to have a higher sugar, salt and fat content?

**Q.** What is known about the content of food provided through any food aid programmes and in relation to nutrition provided in schools, hospitals, prisons and any other public facilities? Do publicly funded nutritional support programmes, and public facilities and institutions, have adequate standards regarding healthy food content?

**Q.** What legislation is in place related to the food industry’s manufacturing standards with the aim of tackling obesity? Are there regulations to stop companies manufacturing ultra-processed foods? What standards exist limiting the salt, saturated fats, artificial trans-fats and sugar in processed foods and soft drinks?

**Q.** Are regulations in place regarding food labelling as part of efforts to tackle obesity? Are food labelling systems voluntary or mandatory? Are firms complying properly with regulations by adopting accurate food labelling?

**Q.** Are regulations in place regarding food pricing? Are unhealthy foods and beverages subject to higher taxes or any price controls? In combination, is healthy food subsidised to guard against negative impacts on people with low-incomes?

**Q.** Are there any regulations in place that specifically seek to protect young people, such as in relation to fast-food advertising targeting children, the presence of vending machines inside schools, and/or zoning to restrict fast-food outlets near schools?

**Q.** What response have food and drinks companies had to the policy debates and any new standards or regulations being put in place to prevent obesity? Are companies lobbying the government or undertaking legal challenges to overturn new legislation? Is there evidence of companies lobbying against unhealthy food or drink tax increases or helping draw up the rules for the sector? Is information transparently available on lobbying activities, and any research grants and donations from food and drinks companies to universities and/or political parties?

**Control of tobacco products**

**Q.** Are sales of tobacco products increasing or decreasing in your country? What steps is the government taking to reduce the impact of tobacco consumption on public health?

**Q.** What legislation exists to protect people from exposure to tobacco smoke? Is regulation adequate to protect public health?

**Q.** What legislation exists to regulate the manufacture of tobacco products, including the establishment of standards for ingredients? Do manufacturers have to supply the government with information on their products’ composition? Is this information publicly available and is regulation adequate in this area?

**Q.** Does tobacco product packaging have to display health warnings? What restrictions apply to tobacco advertising, promotion and sponsorship? Is the promotion of sales to young people particularly restricted? Is regulation adequate in this area?

**Q.** What response have tobacco companies had to any restrictions and new regulations being put in place? Are companies lobbying the government or undertaking legal challenges to overturn new legislation? Is there evidence of companies lobbying against tobacco tax increases or helping draw up the rules for the sector? Is information transparently available on any lobbying activities, and research grants and donations from the tobacco industry to universities and/or political parties?
Essential medicines: availability, expenditure and pricing

**Q.** Does the government have an updated national Essential Medicines List (EML)? How does the public sector availability of essential medicines compare to those available in the private sector? How do the prices of essential medicines compare between the public and private sectors?

**Q.** What is the level of public health expenditure on medicines? What is the national per capita expenditure on medicines and how is expenditure varying from year to year? What essential medicines are available free (or at very low cost) in the public sector? Is availability of these increasing or decreasing from year to year?

**Q.** Is there any analysis available on equitable access to essential medicines, whether by geographical location or by household income? How does a month’s course of an essential medicine (lowest-price generic and/or branded medicine) for a common chronic condition in your country compare to a month’s average wages?

**Q.** Is the government regularly monitoring access to essential medicines – prices and availability? Is there transparent access to information on essential medicines availability and pricing and on the content of agreements in place with pharmaceutical companies?

**Q.** What prices is the public sector paying to access essential medicines? Are the lowest-priced generic medicines between purchased or is the government procuring high-priced originator brands? Are any ‘differential pricing agreements’ in place with manufacturers to guarantee lower costs to public health systems in developing countries? How do the prices the government is paying for essential medicines compare to the International Reference Prices of the World Health Organisation?

**Q.** If the government is buying some medicines on-patent, how do prices paid compare to well organised public purchasing agencies (in countries in Europe, or Canada or New Zealand for example)? Is the government negotiating a price for patented drugs or accepting the manufacturer’s set price?

**Q.** What is the relationship between medicine procurement prices and patient prices? Is there information available on the mark-ups applied to the cost of the production and procurement of medicines as they move through the supply and distribution chains? How do these add-on costs compare between the public and private sectors?

Regulation of the pharmaceutical industry

**Q.** Does the government have an adequate national pharmaceutical policy that ensures essential medicines, of appropriate quality, safety and efficacy, are available? Are there appropriate processes of licensing and registration? Are there procedures for counterfeit or dangerous medicines to be taken off the market and sanctions applied against those responsible?

**Q.** If the country is hosting clinical trials to test new medicines, are there appropriate regulations in place on how studies should be conducted? Does the regulator have full access to data from all drug trials – both publicly and privately funded research - and is this data made publicly available to researchers? Are all trial results published, whether negative or positive? Is there effective monitoring of this in reality, including of the types of controls used and how the new drug being tested compares to already existing drugs? What sanctions exist for withholding results of drug trials?

**Q.** Is information transparently available on political contributions and lobbying by pharmaceutical companies? Is information transparently available on any funding by pharmaceutical companies of researchers and academic journals? Do pharmaceutical companies have to report on any remuneration paid to doctors and for which activities they are paid?

**Q.** What regulations are in place to ensure rational use of medicines and to prevent resistance and over-consumption?

**Q.** What regulations has the government introduced into national laws to counter problems caused by long-term patents? For example, can the government grant compulsory licenses for the production, or importation, of lower-priced generic versions of patented products? Can generic
manufacturers develop their products while the innovator (original) product is still under patent (allowing generic competition to start on the day after patent expiry)? Does the government respond to pressure from large pharmaceutical companies to extend additional years of patent protection?

**Q.** Is there a policy to generally promote the use of generics? Are there preferential registration procedures to facilitate market entry for generics? Is the government promoting competition amongst generic manufacturers for off-patent medicines to obtain the lowest prices? Are regulations in place that guarantee the quality of generic medicines? Is substitution by a generic medicine mandatory if a substitute product is available and meets the criteria in the government’s regulation? Are there any incentives to pharmacists and physicians to prescribe generic medicines? Is the government informing the consumer about the quality of generic medicines?

**Q.** What forms of price controls does the government use? Does the government seek to regulate retail prices for any medicines? Does the government regulate price increases and does it have the power to intervene and reduce prices (and fine drugs’ distributors) if excessive pricing occurs? Does the government regulate mark-ups in any way or provide any incentives for retailers to sell lower-priced medicines? What action can the regulatory authority take if a company is abusing its dominant position – or colluding with other firms to inflate prices - and overcharging the public health system?

**Environmental regulation**

**Q.** What are the most polluting industries/sectors about which there is highest public concern? Is information available on the risks to public health from different kinds of environmental pollution (e.g. from pollution of drinking water, air pollution, solid waste pollution, soil pollution, hazardous and industrial waste handling, environmental noise)? Where are the biggest problems in your country? Where are the biggest knowledge gaps?

**Q.** What is the scope of the current regulatory framework to protect public health from environmental pollution? Is regulation adequate in this area? Is regulation appropriately designed to actually lower pollution (not simply to enable polluters to pay to be allowed higher emissions for example)?

**Q.** What regulatory agency is charged with designing and enforcing environmental regulations related to public health? What information is available on the activities of the regulatory agency – its investigations, violations identified and sanctions applied? Is the regulator able to properly enforce standards and hold companies accountable?

**Q.** Do companies have to publish their pollution information in a form that is easily accessible by the public? Is the public properly informed about which corporations are polluting the environment and the risks they face?

**Q.** What the licensing procedures for companies operating in high risk sectors with regard to environmental pollution (e.g. extractives sector)? Are strict environmental licensing procedures in place, including the requirement of a full environmental impact assessment? Are these assessments conducted independently and rigorously evaluated?

**Q.** What is the nature of public policy debates in relation to environmental regulation, particularly in relation to the protection of human health? Is environmental regulation commonly seen as a barrier to economic growth that undermines competitiveness, or is there an appreciation of the need for regulation (and the costs of deregulation)? How does the media report on this issue?

**Q.** Are there any moves underway towards environmental deregulation? Are there any moves to roll back pollution standards in any area or fast-track environmental licensing? Is there evidence that progress towards cleaner air, water and land is slowing or reversing?

**Q.** Has there been any research looking at the relationship between environmentalism and economic performance? Are there any good experiences that could be documented – showing that non-polluting companies can operate successfully?
Q. What response have companies had to the policy debates and any new standards or regulations being put in place to prevent environmental pollution and protect public health? Are companies lobbying the government or undertaking legal challenges to overturn new legislation? Is there evidence of companies lobbying against any particular regulations or helping draw up the rules for the sector? Is information transparently available on lobbying activities, and any research grants and donations from polluting companies to universities and/or political parties?

Potential indicators to monitor the drivers of inequalities in this area

- Annual tobacco sales (volume and value)
- Nutritional content of typical (widely available, unhealthy, cheap) food
- Amount of public procurement prices for essential medicines compared to international reference prices for same medicines
- % of generic medicines vs % of originator brands, of same medicine, distributed
- Amount of public procurement prices for essential medicines compared to patient prices for same medicines
- Cost of a month’s course of an essential medicine (lowest-price available) for a common chronic condition compared to average monthly wage
- Number/value of compulsory licences issued for production, or importation, of lower-priced generic versions of patented products
- Number of companies breaching clean air and other standards
- Number of staff employed by the environmental standards regulator and annual budget of the regulator
- Number of violations recorded in relation to environmental standards that protect human health
DOMAIN 2: Physical and Legal Security

DRIVER 2.1: Harmful social and cultural norms that mean certain groups are more at risk of violence

Discriminatory gender norms and violence against women

Q. Is there evidence that social norms and cultural practices related to gender expose women to greater risk of violence? Do men (and women) believe a man has a right to “correct” or discipline female behaviour? Is the prevalence of gender-based violence (by type) increasing or decreasing? What analysis is available regarding the incidence of risk for different groups of women (women from low-income households, different ethnicities etc.)?

Q. Is honour killing and maiming a customary practice? Is analysis available to assess the nature and extent of honour killing and maiming, its impact on different groups of women, and to investigate how communities understand honour-based violence? How does the media report honour-based violence?

Q. Does the government gather official data on honour killings? What legislation exists in relation to honour killing and maiming? What action is the government taking to tackle the harmful cultural norms behind honour-based violence, as well as to support victims and prosecute perpetrators?

Q. Does your government criminalise all forms of gender-based violence? What public information campaigns and public education and outreach activities are undertaken to communicate that gender-based violence, including domestic violence, is unacceptable, and to promote positive masculinity? Does the state invest sufficient human and financial resources to adequately investigate and prosecute gender-based violence and to fund positive masculinity programmes?

Q. Are national surveys appropriately designed to capture the prevalence and nature of violence against women as a result of harmful social and cultural norms? Should existing survey tools be repurposed to better capture some important elements (such as the prevalence of honour killings or attitudes towards domestic violence or any other aspect)?
Social norms in relation to violence against children

Q. Are national surveys appropriately designed to capture the prevalence and nature of violence against children? If there is data available on violence against children in your country, is it increasing or decreasing? What analysis is available regarding the incidence of risk for different groups of children (children from low-income households, different ethnicities, children with disabilities, children in institutions etc.)?

Q. Is there evidence that any particular social norms and cultural practices mean children are exposed to a greater risk of violence? Is there a cultural acceptance of violence, as a normal method of resolving conflict or as a usual part of rearing a child? Do children have low status in society and within the family?

Q. Is physical punishment allowed in the home and at school? If it has been banned have there been any evaluations of the impact of the ban and whether physical punishments continue? Have attitudes towards corporal punishment changed? Are there any efforts by the government to promote messages around positive discipline, including via parenting programmes? Are schools using new approaches for non-violent discipline? Have any of these initiatives been assessed?

Q. Is sexual violence considered shameful for the victim? In cases of the sexual abuse of children, are victims supported to speak out or are child victims stigmatized? Are adequate support services available for children?

Q. Is adolescent relationship violence a problem? How common is it that sexual violence reported by females under the age of 18 is perpetrated within intimate relationships? Is transactional sex a common practice amongst adolescents? What is the government doing to increase adolescents’ access to sexual and reproductive health education (including concepts such as negative stereotypes, consent and how to build healthy relationships)? Do schools have policies to respond to instances of relationship violence? Are confidential counselling services available for both boys and girls to discuss relationship issues including violence and controlling behaviours?

Q. Is child marriage a significant problem in your country? Is the problem increasing or decreasing? What children are particularly affected? Is it well recognised that child marriage is a risk factor for violence against children? Is the practice of child marriage legal? If illegal, what steps is the government taking to enforce the law, prevent child marriage and change social norms in this area?

Q. What is the government doing to tackle bullying and physical violence in schools? Are there any campaigns and educational programmes in schools around bullying? Has the success of any of these programmes been evaluated?

Discriminatory social norms related to race, ethnicity, religion or other aspects of identity

Q. What is the nature of cultural stereotyping of different groups within your society (e.g. nationalities, ethnicities, lesbian, gay, bisexual, trans and intersex (LGBTI) people)? Is there a link between intense stereotyping and dislike and violent or aggressive behaviour towards these groups?

Q. What is known about the prevalence of racist and discriminatory beliefs in your country? Is data appropriately gathered on the lived experiences of racism and discrimination, as well as on the nature of beliefs of racist individuals? Is there any research looking at the racism and discrimination prevalent within key state institutions and how this impacts children, families and communities?

Q. Is there evidence of racist and discriminatory attitudes on the part of police officers (and others working within the justice system)? Is there evidence of poorer treatment of minorities, including the use of lethal and non-lethal force, by police (on the street or in custody)? How do policing practices differ between neighbourhoods and communities?

Q. What efforts is the government making to tackle racist and discriminatory attitudes and behaviours within the police force? Is official data collected on incidents of police misconduct and brutality against relevant groups (racial and cultural minorities, people with disabilities etc.)? Are clear guidelines in place and are there efforts to provide the police with diversity and human rights training? Are police officers trained to recognise their prejudices, including implicit bias?
What mechanisms are in place to deal with racist and discriminatory behaviour of police officers? Are investigations and prosecutions carried out in cases of police misconduct and brutality?

Q. What is the state of debate, and what characterisations are common, in the mainstream media about crime and security and ‘tough policing,’ compared to the recognition of due process for all citizens? Is there media coverage of police brutality against minority groups? Is there evidence of media bias in reports of the use of force by the police against certain groups? Do media reports normalise, obscure or rationalise police actions, or cast particular victims as physical and social threats?

Q. Is information available on the prevalence of hate crime and its impact on specific groups (including LGBTI people)? Are incidents of hate crime increasing against any particular group? Do the media sensitively and accurately report hate crimes?

Q. Is official data gathered on hate crimes? Are incidents recorded, as well as cases where prosecutions occur? Is there information available about the gap between the number of hate crimes that are committed and the number of hate crimes that are reported to law enforcement?

Q. Does legislation exist to tackle hate crime? Does the government immediately send strong and consistent public messages that violent crimes motivated by prejudice and intolerance will be thoroughly investigated and prosecuted? Are members of parliament and local government leaders held politically accountable for bigoted words that encourage discrimination and violence and create a climate for fear for minorities?

Q. Are police officers trained to investigate hate crime incidents and is every effort made to investigate and prosecute cases? Are sufficient resources available to apply the legal measures in place? Are there efforts to address the community-wide impact of hate crime and liaise appropriately with community-based organisations and leaders to assist victims, advance police-community relations, improve reporting of hate crimes and help prevent future incidents?

Q. What is the government doing to combat racism and discrimination? Are anti-discrimination laws in place? Are the comprehensive – e.g. do they include aspects such as sexual orientation? Do public sector workers receive diversity and human rights training? What mechanisms exist for victims to make complaints? What public information campaigns and public education and outreach activities are undertaken to tackle racism and discrimination and to shift discriminatory and intolerant attitudes and beliefs, including programmes within the school system?

Potential indicators to monitor the drivers of inequalities in this area

- Number of prosecutions of domestic violence and gender-based violence cases
- Number of prosecutions for honour maimings
- Amount of health budget spent on sexual and reproductive health services, especially public education and information activities
- Number of citizens injured by police use of force (disaggregated by relevant characteristics of victims)
- Number of investigations and prosecutions into police misconduct and brutality (disaggregated by relevant characteristics of victims)
- % of population who self report as being prejudiced towards people of different ethnicities
- Amount of public spending on information campaigns regarding discriminatory and harmful social norms [gender, disability, racial discrimination, sexual orientation and gender identity]
- Number of staff employed by equality body and annual budget
**DRIVER 2.2:** Harmful social and cultural norms that mean certain groups have less legal security

**Legal security and discriminatory gender norms**

**Q.** What is the nature of women’s land ownership in your country? Compared to men how many women have certified land rights? Are women able to inherit land from their husbands (and from their parent/s in equal shares relative to their brothers when a parent dies)? Do women lose rights to land when they change marital status? What social and cultural norms exist in relation to women’s ownership and control of land?

**Q.** What efforts is the government making to provide information to communities about existing legislation and policies and to influence social norms by sensitizing local and traditional leaders, officials and others with decision-making power over land distribution and use? What is the government doing to ensure women’s legal rights are respected in any land titling and registration processes?

**Q.** Is the implementation of existing laws related to land, divorce and inheritance affected by any social norms in particular? Do women enjoy equal parental rights with their husbands, including retaining parental rights when their husband dies? What is the status of parental rights on divorce and how do existing social norms affect child custody cases?

**Q.** What is the status of marriage registration? Are many marriages not officially registered, particularly religious and customary marriages? Is there any evidence that women in unregistered marriages are exposed to a greater risk of abuse, due to their unclear legal status and rights?

**Q.** Is forced marriage or child marriage a significant problem in your country? Is the problem increasing or decreasing? What women and children are particularly affected? Is forced and child marriage illegal? What steps is the government taking to enforce the law, prevent forced/child marriage and change social norms in this area?

**Legal security and racial and religious discrimination**

**Q.** Is there evidence that racial discrimination and prejudice against certain minority groups is influencing the legal security of different groups? Is any information available on the differences between groups in relation to: employment protection (and areas such as summary dismissal) and/or security of tenure in rented accommodation?

**Q.** Is there any research looking at the racism prevalent within the legal system and how this impacts different groups? Is legal advice and assistance provided promptly to different groups at all the stages of the criminal process (including during police detention and questioning and pre-trial proceedings and hearings, as well as after trial to those imprisoned)? Is legal aid equally effectively provided to different groups? Is analysis available of the different outcomes and experiences of the criminal justice and civil law system for different groups?

**Q.** Is there evidence of racist and discriminatory attitudes on the part of police officers (and others working within the justice system)? Is there evidence of poorer treatment of minorities, including the use of lethal and non-lethal force, by police (on the street or in custody)? How do policing practices differ between neighbourhoods and communities?

**Q.** What efforts is the government making to tackle racist and discriminatory attitudes and behaviours within the police force? Are clear guidelines in place and are there efforts to provide the police with diversity and human rights training? Are police officers trained to recognise their prejudices, including implicit bias? What mechanisms are in place to deal with racist and discriminatory behaviour of police officers? Are investigations and prosecutions carried out in cases of police misconduct and brutality?

**Legal security: lesbian, gay, bisexual, trans and intersex (LGBTI) community**

**Q.** What is the nature of the legal framework and social attitudes towards LGBTI people in your country? Is the need for protection against
discrimination based on sexual orientation enshrined in law and well accepted? Are consensual same-sex relationships criminalised? If so, is there an active movement for reform of these laws and what barriers is it facing? Is there a higher age of consent for same sex relations in comparison to opposite sex relations? Is support for the LGBTI community criminalised in any way?

**Q.** Is there information available on the nature of problems faced by LGBTI people due to harmful social norms and discriminatory attitudes? Is there any analysis of treatment at work and in relation to differential access to basic services (including access to housing), or the ability to run for office? Is there evidence that the LGBTI community have less legal protections and rights in these areas? Do LGBTI persons feel safe to report discrimination and are their cases properly dealt with?

**Q.** Is there specific legal recognition for transgender and intersex persons that ensures protection from abuse and discrimination, and facilitates their access to health, education and other social services?

**Q.** Is it possible for people to get access to legal identity documents that match their gender identities? Is a passport with a neutral gender category an available option?

**Q.** Are LGBTI couples/individuals allowed to adopt a child? Can children be denied protection against separation from parents based on a parent’s sexual orientation or gender identity?

**Q.** What policies and interventions are in place to ensure comprehensive sexuality education in schools? Does the current sexual education programme seek to counter any harmful social and cultural norms surrounding sexual orientation and gender identity?

**Q.** Does the government immediately send strong and consistent public messages that discrimination motivated by prejudice and intolerance against the LGBTI community will not be tolerated? Are members of parliament and local government leaders held politically accountable for any public statements that encourage discrimination against the LGBTI community?

**Q.** Are civil society organisations actively working to defend and promote the human rights and wellbeing of LGBTI people in your country? Do they have the capacity to conduct effective representation and advocacy activities? Do they have a safe space to operate and can they engage publicly on issues related to their cause? Are organisations subject to state repression, censorship or violence?

**Q.** Is there a specialised national equality body that can monitor policies and practices in this area? Is it adequately staffed and resourced?

**Potential indicators to monitor the drivers of inequalities in this area**

- Number of discrimination cases brought before Employment Tribunal (by characteristic of employee and type of complaint)
- Amount of public spending on information campaigns regarding discriminatory and harmful social norms (gender, disability, racial discrimination, sexual orientation and gender identity)
- Number of staff employed by equality body and annual budget
- Number of national/local level politicians that publicly identify as LGBTI
- % of population who self report as being prejudiced towards people of different ethnicities
- Number of investigations and prosecutions into police misconduct and brutality (disaggregated by relevant characteristics of victims)
DRIVER 2.3: Lack of independent, representative judiciary and police, and a legal framework which ensures adequate accountability and public scrutiny of police and judiciary decisions

General questions: judiciary

Q. Is the judicial system functioning effectively? What levels of time delay are witnessed in particular courts, levels and cases? Are court buildings and court staff adequate to serve the population? What particular geographies are underserved?

Q. What budget exists to support the administrative system and effective functioning of the courts? What budget exists for education and training of the judiciary? Are budget allocations sufficient? Are budgets in this area increasing or decreasing and what has been the impact of budget changes on court services?

Q. What training is provided to judges in light of changes in law and practice? How are equality concerns with serving judges identified and dealt with via training and education efforts?

Q. How diverse is the judiciary? What percentage of judges are women and from different racial and ethnic backgrounds? What is the rate of change in this area? How does progress being made in your country compare to other countries?

Q. How diverse is the judiciary? What percentage of judges are women and from different racial and ethnic backgrounds? What is the rate of change in this area? How does progress being made in your country compare to other countries?

Q. What efforts are being made to ensure a more diverse judicial taskforce including actions related to encouraging applications, how recruitment processes are managed and more flexible working practices? Are any targets in place regarding having more women or ethnic minority judges?

Independent and accountable judiciary

Q. What is the perception of the extent of judicial independence in your country? Is adequately disaggregated survey information available regarding citizens’ perceptions of their ability to receive a fair trial no matter their gender, age, socio-economic status, race, ethnicity, caste, disability, sexual orientation etc.?

Q. Are the decisions of the courts widely accepted and respected? Are the courts perceived as free from improper influence? What rules are in place to ensure that government does not interfere with the independence of judges? Are these adequate?

Q. Are court proceedings and the decisions of judges open and available to the public? Are judges’ decisions reasoned and subject to scrutiny and comment by the media, academia and other commentators?

Q. Is the system of appeals working to ensure higher courts properly review individual judges’ decisions in the case of poor quality decision-making and error? Are appellate court decisions also reasoned and made public?

Q. What complaints and disciplinary procedures exist? How are issues of competence, misconduct and personal integrity dealt with? Is there a clear process defined by law/regulation that enable the public to make complaints about the conduct of judges? Is there a judicial complaints office or ombudsman in place to deal with complaints?

Q. Are the public adequately informed about the court process, appeals, complaints, integrity and conduct standards, and equality issues, to enable them to use the judicial process adequately and to ensure adequate public accountability?

Q. What is the process for removing a judge? Has it happened at a senior level (e.g. from the high court or court of appeal)? In what circumstances did the removal occur and how was it reported by the media?

Q. Are court decisions respected by politicians? Do politicians generally seek to safeguard respect for judicial decisions and seek to avoid prejudicing the independence of the judiciary?

Q. Has any academic or research body conducted analysis of judicial conduct and decisions with regard to impartiality, integrity, competence, diligence, personal relationships and perceived bias and activities outside the courts? Is there a research gap in this area?

Q. What court reports and statistics are published to enable analysis of the work of the judiciary, significant developments, trends, challenges and issues such as waiting times? How could the annual reports and statistics be improved to ensure better transparency and accountability to the public for the administration of justice?
Judicial review

Q. Are procedures in place to allow for judicial review (i.e. for a judge to review the lawfulness of a decision or action made, or failure to act, by a public body)? What requirements have to be met to enable a citizen to challenge what they see as an unlawful decision taken by a public body?

Q. How commonly is the judicial review process used in your country? In what particular areas are public bodies’ decisions and actions being reviewed (e.g. decisions by immigration authorities, regulatory bodies, health or education bodies, police and prisons etc.)? What decisions have been found to be unlawful?

Q. Have there been any judicial review cases concerning the equality duties of public bodies? What types of decisions have been challenged on the grounds of equality and what have been the outcomes of any cases brought? Are the courts taking the equality responsibilities of public bodies seriously? What kinds of court orders or enforcements actions have been put in place?

Q. If there is a gap of action in this area is there space to consider conducting equality impact assessments to provide evidence for, and support legal cases, as to whether public authorities are complying properly with their responsibilities under equality legislation?

Q. How much does it typically cost to bring a judicial review case? Are costs a significant barrier for citizen action?

General questions: police

Q. Are police human resources adequate to serve the population? What particular geographies are underserved? What particular functions have a particular shortage of staff (e.g. specialist investigators/detectives, neighbourhood policing, serious and organised crime etc.)?

Q. What budget exists to support policing and are budget allocations sufficient? Are budgets in this area increasing or decreasing?

Q. If resources for policing are decreasing, what are local police forces doing in response? Have any deteriorations in policing performance and crime outcomes been documented by the inspection body or any academic or research institute or citizen group?

Q. What provisions are there for police training in relation to human rights, equality and diversity? Are budget allocations and activities in this area adequate?

Q. How diverse is the police force? What percentage of new recruits are women and people from different racial and ethnic backgrounds? What analysis exists in relation to diversity with regard to retention and progression? What is the rate of change (improvement) in this area? How does progress being made in your country compare to other countries?

Q. What efforts are being made to ensure a more diverse police force including actions related to encouraging applications, how recruitment processes are managed and more flexible working practices? Are any targets in place regarding having more women or ethnic minority police officers at different levels?

Police accountability

Q. What is the perception of policing in your country? Is adequately disaggregated survey information available regarding citizens’ perceptions of their ability to receive equal and fair treatment from the police no matter their gender, age, socio-economic status, race, ethnicity, caste, disability, sexual orientation, etc.?

Q. What body is charged with inspections of local police forces? What aspects are regularly monitored and reported on (crime prevention, local policing, serious and organised crime, online crime, protecting vulnerable people, tackling domestic abuse, staffing and employment issues, budgets etc.)? Are inspection reports available to the public? In what areas is the inspectorate documenting improving/failing performance?

Q. Are there any local level community liaison or scrutiny committees that operate together with police forces to monitor policing activity, enable local citizen participation regarding policing strategies and priorities, and to ensure scrutiny of police decisions? How are these committees operating? Has there been any analysis of effectiveness and results?
Potential indicators to monitor the drivers of inequalities in this area

- Number of judges (by level) per head of population (national and by region)
- Percentage of judges (by level/type) that are male/female, dominant/minority ethnic group
- Number of staff employed by the judicial complaints body and annual budget
- Number and type of complaints brought against judges
- Number and type of police officers per head of population (neighbourhood police officers, detectives/investigators, serious and organised crime officers etc.) - national and by region
- Percentage of police officers (by level/type) that are male/female, dominant/minority ethnic group
- Number of staff employed by the police complaints body and annual budget
- Number and type of complaints brought against police officers

DRIVER 2.4: Legal impunity, state violence and institutional discrimination

State violence during conflict and civil wars

Q. In past or present armed conflicts or civil wars are civilian fatalities, disappearances and incidents of torture, rape and other forms of sexual violence recorded? Does data collected include the ethnic identity of civilian victims and has state-led ethnic targeting of violence been documented? Are groups that are particularly targeted by state violence particularly isolated from society, in terms of geographic, linguistic and/or cultural separation?

Q. In the aftermath of conflict or civil war, has the state taken steps to implement effective protection of human rights, ensure perpetrators of violations are punished and to restore the rule of law? Has the state brought in (or tried to bring in) amnesty laws to exempt perpetrators from responsibility?

Q. Are international organisations advocating visibly and effectively for the mandatory inclusion of commitments to combat impunity and the promotion and protection of human rights in peace mediations, negotiations and agreements?

Q. Is there donor assistance available for institutional reforms, to review legislation and procedures, ensure compliance with human rights standards and provide training for the judiciary, police and other security forces (including military forces) in this area? Are there participatory mechanisms to review any new legislation related to human rights protection and enforcement to
enable legal groups, civil society organisations, victims’ groups, indigenous groups etc., to be involved?

Q. How is state violence against civilians, during periods of conflict or repression, publicly reported? Is there state control over the media and/or a lack of international media attention? How much is going unreported? Is there attention given to the particular situation of minorities being targeted?

Q. What is the dominant societal reaction to human rights violations of minority groups? Is violence easily legitimized or is there a strong, negative public reaction, whether in times of relative stability or crisis?

Q. What is the nature of the rhetoric promoted by government and the elites in relation to disadvantaged groups and minorities and the issue of human rights? Are certain groups publicly identified as the enemy? Are myths and political symbols used that exacerbate a fear of certain groups and justify hostility, extremism and violence against them?

Free press, civil society activism and mechanisms for human rights protections

Q. Is there robust coverage of political news in your country? Do journalists and main news media demonstrate political loyalty and a pro-government narrative? Have state officials taken over any critical media companies or otherwise intervened in their management? Is (and how is) independent journalism guaranteed?

Q. Is the safety of journalists and people such as human rights defenders, trade unionists and activists guaranteed? Are they being verbally attacked or demonised by public figures? Are they the subject of increased surveillance, intimidation, and/or threats of physical violence? Have there been any murders or kidnappings of journalists or activists recorded? Are cases of violent attacks, abductions, and killings of journalists or activists increasing? In which contexts of reporting or activism is violence most commonly used (e.g. human rights violations, political corruption, organised crime, financial crimes, land and environment issues etc.)?

Q. What mechanisms exist to make claims against the state for human rights violations? Are international human rights standards respected in national law? Can citizens make claims in national courts and/or international courts?

Q. Is there a national human rights body operating with independent commissioners and according to best practice standards? Does it have an adequate mandate and staff and space to act? Can it follow up on individual cases when human rights violations are alleged? Does it have the staff and skills for human rights monitoring and access to sufficient information and data?

Q. Are victims of human rights violations provided with free legal assistance throughout any legal processes?

Q. Are human rights organisations operating in safety and with the space to act? Are organisations able to collect data, track individual cases and advocate for change? Are civil society organisations providing international organisations with accurate reports and information on what is happening inside the country?

Institutional discrimination

Q. Is there evidence of racist and discriminatory attitudes on the part of the police, military or judiciary? Is there evidence of poorer treatment of minorities, including the use of lethal force, by police, prison or military officers?

Q. What efforts is the government making to tackle racist and discriminatory attitudes and behaviours within the police, judiciary and military? Are clear guidelines in place and are there efforts to provide staff with human rights training? What mechanisms are in place to deal with racist and discriminatory behaviour? Are investigations and prosecutions carried out in cases where lethal force is used?

Q. Is official data collected on incidents of deaths in custody? Is there active monitoring of all detention facilities, including juvenile detention facilities? Is there an official body to regulate detention facilities or does the national human rights body have access? Is there a system for tracking individual detainees - their status, health and treatment?
Legal impunity and immunity from punishment

Q. Are there groups of people who are not really subject to the rule of law and able to evade punishment even if they are caught breaking the law? Who are these groups? Are they determined mainly by socio-economic status, membership of the political elite, kinship, caste or being from historically advantaged ethnic groups for example? How large are these groups?

Q. What is the nature of elites’ immunity from punishment? Are elites able to completely avoid sanctions or are sanctions minimised or judicial processes delayed? Are friendships and influence being used or bribes, threats or coercion or other means of pressure?

Q. What is the societal reaction to elites’ legal immunity? Is there a cultural acceptance of elites being above the law?

Q. How widespread is corruption in the legal system? Is the use of bribes commonplace and at which levels? Have powerful political and economic actors sought to influence the selection of judges or criminal prosecutors to ensure impunity for their own type of illegal activities? Have criminal networks infiltrated the security and justice institutions? What research exists regarding these types of problems?

Q. What is the government doing to counter corruption in the judicial system? Are there any special commissions against impunity or anti-corruption agencies or initiatives? Is the mechanism in place working appropriately? Is it adequately staffed and resourced? Does it have sufficient investigative and prosecutorial capacities?

Potential indicators to monitor the drivers of inequalities in this area

- Number of citizens killed by police, military or prison officers’ use of lethal force (disaggregated by relevant characteristics of victims)
- Number of investigations and prosecutions into use of lethal force by state actors (disaggregated by relevant characteristics of victims)
- Number of staff employed by the human rights body and annual budget
- Number of cases of human rights violations brought against the state (by type, victim, outcome)
- Number of staff employed by the anti-corruption agency (or commission against impunity) and annual budget

Driver 2.5: Unequal distribution of security and protection infrastructure and resources

Neighbourhood segregation and disadvantage

Q. What level of segregation exists in urban areas in your countries? Which cities in particular have the highest levels of segregation?

Q. What analysis exists of the different levels of violence, crime and social problems that arise in poorer communities compared to rich neighbourhoods? Is there information on the residential pattern of ethnic minorities across segregated neighbourhoods and the impact of violence on different ethnic groups?

Q. Is there evidence that neighbourhood disadvantage is accompanied by increased presence and membership of gangs, drug selling and violence? Are these problems spreading and growing in intensity? Is there research available on the nature and impact of gang membership?

Q. Are there debates about housing segregation and its impacts, particularly with regard to the issue of physical safety? Is the concentration of
particular groups in certain disadvantaged areas seen as problematic given higher exposure to violence, crime and other risks? What is the nature of public debate in this area? What is the tone and nature of media coverage?

**Security and protection efforts: neighbourhood level**

**Q.** What is known about the allocation of police resources between neighbourhoods? Is there evidence that affluent areas have better resourced police stations, more police officers and stronger crime reduction efforts? How does the allocation of police resources compare to population size and crime trends? Is there evidence that police carry out more aggressive policing strategies in poor neighbourhoods?

**Q.** Is there space for local participation in dialogue around the policing needs of different communities? Are community policing strategies in place in disadvantaged neighbourhoods in order to improve communities’ relationships with law enforcement and contribute to more effective (less aggressive) policing and greater public safety?

**Q.** What information exists regarding the use by the rich of private protection devices and their own security infrastructure? Do high-income households use alarms, armoured doors, window bars or other products to protect their homes? Do they hire private security firms for services to protect their homes and families? Is employment in private security firms, and spending on private security services, in your country increasing or decreasing? Is there any evidence that the use of private security in certain neighbourhoods is displacing crime to other areas?

**Q.** What physical infrastructure is in place to improve security in poor neighbourhoods? Is there adequate street lighting, transport options and frequency of bus stops (or practice of request stops) to enable people to move about more safely at night? How does this type of infrastructure compare between rich and poor neighbourhoods?

**Q.** What efforts are being made to physically clean up high-crime neighbourhoods? Is the local government working with residents to ensure there is proper disposal of rubbish, streets are adequately cleaned, efforts are made to clean up after graffiti, vandalism or violence has taken place? Is proper maintenance being conducted on public housing in these areas?

**Q.** What efforts is the government making to reduce segregation between neighbourhoods and to regenerate and make safer the areas that have the highest crime rates? Are affordable houses for low-income families in segregated neighbourhoods or is there a policy to mix housing types and land-use?

**Q.** What type of approach has the government favoured: punitive ‘crackdowns’ or other measures? If assorted crackdowns have taken place what have been the results, including the impact on the prison system and on reducing violence in society? Have the various measures been researched and evaluated and are they considered a success? Is the rule of law respected in law enforcement efforts against gangs?

**Q.** What government programmes are in place to address the multiple disadvantages at the root of violence in poor neighbourhoods? Are there efforts to support education, skills, and access to jobs as well as efforts to upgrade the quality of housing and other local services and infrastructure? Are there special (community, school-based or other) programmes targeted to prevent youth involvement in gangs and to support former gang members?

**Security and protection for vulnerable groups at risk of violence**

**Q.** Is the prevalence of gender-based violence (including domestic violence) increasing or decreasing? What analysis is available regarding the incidence of risk for different groups of women (women from low-income households, different ethnicities etc.)? Is any information available to help compare the likely incidence of violence against women to the level or reporting and prosecution of the crimes?

**Q.** How are women treated when they report a crime of physical, sexual or psychological violence? Do police (and others working in the criminal
justice system) afford women dignity and respect in their treatment? Are police officers and other staff appropriately trained in this area? What are the main problems and challenges that have been identified with the criminal justice system in this area?

Q. What forms of support does the government provide women at risk of violence and domestic homicide? Is safe accommodation provided as well as other forms of support (counselling, income-support)? Are budgets supporting services in this area sufficient? Are budgets increasing or decreasing? If decreasing, what impacts can be observed?

Q. Is violence against children properly documented in your country? Is it increasing or decreasing? What analysis is available regarding the incidence of risk for different groups of children (children from low-income households, different ethnicities, children with disabilities, children in institutions etc.)?

Q. What is the nature of the child protection system in your country? Is an effective child protection monitoring system maintained? Are staff and services in place to identify children at risk of violence and abuse?

Q. Is the coverage of social worker staff adequate? In what areas are social workers particularly lacking? What differences are there in staff coverage when this is analysed by location and which locations are particularly disadvantaged? Is analysis available on whether social workers are suitably qualified, their performance levels, retention and absenteeism? What training is available for social workers and is investment in training sufficient?

Q. How is child protection integrated into other public services and institutions such as residential care and schools? Are there mandatory disclosure policies in place? Is there adequate coordination between education and health services, and residential care services, and social workers?

Q. What policies are in place to help protect children from sex trafficking and sexual exploitation via online activities (‘cybergrooming’)? Are support services available for child victims?

Q. Are law enforcement agencies properly trained and equipped to respond to child protection issues? Are they properly trained to identify vulnerable children at risk? Is there investment in anti-trafficking activities? Is there investment in ‘new’ areas such as cybercrime, to enable the investigation and prosecution of the sexual exploitation of children online? Is the level of investment in specialised teams sufficient?

Potential indicators to monitor the drivers of inequalities in this area

- % of urban households living in mixed-income neighbourhoods
- Allocation of police resources (budget or staff) across neighbourhoods in major cities [by population size and/or crime trends]
- Amount spent on private security firms [or employment by private security firms]
- Amount spent on programmes to prevent gang violence; slum upgrading programmes
- Amount spent on domestic violence prevention and support programmes [national and by region]
- Amount spent on child protection [national and by region]
- Ratio of social workers to population [national and by region]
DRIVER 2.6: Unequal access to affordable and high-quality legal assistance and representation and unequal knowledge of legal rights

General questions

Q. What is the scope of the concept of ‘fair trial’ in your country? Is legal representation considered central to the right to a fair trial and an essential element of a fair, humane and efficient criminal justice system? Are human rights standards in this area being met?

Q. What policies are in place to ensure that legal aid is provided to those who cannot afford to pay for their own legal advice and representation? What types of free legal aid programmes exist to enhance access to justice for the poor and disadvantaged in relation to civil, criminal and family matters?

Q. What policies are in place to ensure the government is enhancing the knowledge of its people about their rights and obligations under the law? In particular what is being done to enhance people’s access to information about their justice system, its functions, ways to file complaints, their right to a legal defence and legal aid, and their access to alternative dispute resolution mechanisms?

Q. Has the government put in place partnerships with bar or legal associations to support the provision of legal aid (via pro bono services) at any stages of the criminal justice process? Has the government developed any incentives for lawyers to work in economically and social disadvantaged areas?

Legal aid financing

Q. What budget exists to enable the provision of legal aid? Is legal aid provided via a public sector programme, publicly funded non-governmental / charitable programmes, or aid-funded programmes or by some other means?

Q. What is the level of expenditure on the legal aid fund? What percentage is it of the government’s criminal justice budget? How does it compare to funds allocated to prosecution agencies? (If part of an aid programme, how does funding for legal aid compare to the budget for the rest of the access to justice programme?) Is legal aid financing increasing or decreasing? Is there analysis available on whether legal aid financing is commensurate with the scale of the need for effective legal aid provision?

Q. What is the coverage of legal aid schemes that are publicly financed? Does the programme manage to provide legal aid services throughout the country, especially in rural and economically and socially disadvantaged areas? Are legal aid providers paid in a timely manner for the services they offer?

Q. Is access to legal aid increasing or decreasing in light of budget trends? Are there any new restrictions on the provision of legal aid such as changes to the eligibility to legal services as a result of financial constraints? What impact is this having on access to justice of different groups?

Quality and nature of legal aid programmes

Q. What analysis exists regarding the quality of the services provided? Are the staff working within the national legal aid system properly trained and qualified? Are clients provided with adequate legal advice, representation and protection via free legal aid programmes?

Q. Is legal advice and assistance provided promptly at all the stages of the criminal process (including during police detention and questioning and pre-trial proceedings and hearings, as well as after trial to those imprisoned)?

Q. Are there special provisions in place for women, children and groups with special needs, (including, the elderly, persons with disabilities, indigenous people, stateless persons, asylum seekers, refugees, migrants and migrant workers)? Is legal aid being effectively provided to people living in rural, remote and disadvantaged areas and to members of low-income groups?

Q. Is legal aid available in the right languages and forms for different groups? Have child-friendly legal aid services been developed to deliver specialised legal aid for children?

Q. Are those denied eligibility for legal aid able to appeal that decision?
Q. Does the government collect data, disaggregated by gender, age, socio-economic status, race/ethnicity, and geographic location, on legal aid recipients and publish this data?

Q. Is analysis available of the different outcomes and experiences of the criminal justice system of legal aid users compared to more wealthy individuals who are able to privately contract their own lawyers? Is there evidence that a person receives sub-standard representation within the legal aid system with regard to criminal cases?

Q. Is analysis available of the outcomes and experiences of different groups within the civil law system? Is there evidence that a legal aid user receives sub-standard representation in areas such as housing assistance, social welfare law, family law or employment law?

**Potential indicators to monitor the drivers of inequalities in this area**

- % of criminal justice budget spent on legal aid for criminal cases
- Ratio of legal aid staff (qualified lawyers/paralegals) to population (national and per region)
- Number of legal aid recipients for criminal and civil cases each year (disaggregated by relevant characteristics)
- Number denied eligibility for legal aid services each year (disaggregated by relevant characteristics)
- Conviction rates of legal aid recipients, compared to criminal defendants with private lawyers, for different types of crimes

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**DRIVER 2.7: Unregulated access to guns and other weapons**

**Prevalence and use of guns and offensive weapons**

Q. What is the nature and level of gun ownership in your country? Is there any research into the prevalence of gun ownership and its connection to premature deaths and injury? Are problems related to gun crime increasing?

Q. Who are the main victims of gun crime and who are the main perpetrators? Are particular groups generally affected or involved?

Q. Is there any information available on the use of offensive weapons? How many homicides and injuries are caused by offensive weapons being used in attacks? Is the rate increasing or decreasing, and in which particular locations and affecting what type of victims?

Q. What analysis exists of the different levels of violent crime that arise in poorer communities compared to rich neighbourhoods? Is there information on the residential pattern of ethnic minorities across segregated neighbourhoods and the impact of gun/knife violence on different ethnic groups?

Q. Is there evidence that increasingly the use of guns/weapons is linked to increased activity of gangs? Is there research available on the nature and impact of gang membership?

**Regulation, control and policing**

Q. What is the nature of existing legislation in relation to gun control? What regulations exist to restrict gun ownership and sales? Are any types of firearms banned? How are sellers and dealers regulated? Are there efforts to decrease gun ownership (e.g. buy back programmes)? How successful has current legislation been in addressing the problem?
Q. What is the nature of existing legislation in relation to the appropriate control of offensive weapons? What sales are restricted or prohibited? How successful has current legislation been in addressing the problem?

Q. What type of policing approach is taken to control the use of guns and offensive weapons? Have the various measures been researched and evaluated and are they considered a success?

Q. What is known about the allocation of police resources between neighbourhoods? Is the resource allocation and police response in neighbourhoods affected by gun/knife crime appropriate?

Q. Is there space for local participation in dialogue around the policing needs of communities particularly affected by gun/knife crime? Are policing strategies contributing to more effective policing and greater public safety?

Q. What government programmes are in place to address the multiple disadvantages at the root of violence in poor neighbourhoods? Are there efforts to support education, skills, and access to jobs as well as efforts to upgrade the quality of housing and other local services and infrastructure? Are there special (community, school-based or other) programmes targeted to prevent youth involvement in gangs and to support former gang members?

Q. What is the nature of public debate in relation to gun ownership, gun crime and the control of offensive weapons? What is the tone and nature of media coverage?

Potential indicators to monitor the drivers of inequalities in this area

- Allocation of police resources (budget or staff) across neighbourhoods in major cities (by population size and in light of gun/knife crime trends);
- Amount spent on programmes to prevent gang violence.
**DOMAIN 3: Education and Learning**

**DRIVER 3.1: Unequal access to, high quality education**

**General questions**

**Q.** Is achieving universal and free provision of education services a core commitment of the government? What evidence exists regarding the steps the government is taking to achieve this?

**Q.** Is public education provision deteriorating or improving? In which areas are deteriorations/improvements particularly occurring?

**Q.** Is there analysis of the capacity of the ministry of education and relevant agencies? Is capacity increasing or deteriorating?

**Education policy**

**Q.** What are the most urgent quality challenges with the public education system? Is there sufficient investment in high quality – pre-service and in-service - teacher training?

**Q.** Are appropriately designed curriculums used in the classrooms? Are appropriate languages of delivery used (particularly in the early grades of primary for children from ethnic minorities where education in the mother tongue is critical)? Are differentiated teaching methodologies also in use?

**Q.** Are rigid streaming and selection practices in use, particularly at secondary level? Do schools undertake early tracking of children channelling them into academic and vocational paths?

**Q.** What arrangements are in place to help mitigate the impact of students’ backgrounds on their educational achievements? Is special, targeted educational support available for students who are struggling and/or at risk of dropping out?

**Q.** What arrangements are in place to determine selection and admission to good secondary schools and universities? Are ‘legacy places’ available in prestigious universities and schools that benefit advantaged students? Are there scholarships available to promote equitable access to higher education for individuals from low-income backgrounds, young people with disabilities and/or from minority groups?
Q. What is the state of debate about educational inequalities within the education sector? Are efforts being made to push for more equitable policy design and expenditures that directly address educational disparities between groups?

Q. What is the state of knowledge and debate within society on education inequalities? Do the media report on problems with education services, quality and outcomes, for certain areas and groups?

Education budget

Q. What is the level of public expenditure on education - in absolute terms, as a share of GDP and as a share of total spending? Is education spending increasing – including on a per student/capita basis - or is it under pressure?

Q. How does the education budget allocation compare to expenditure? Are there often significant areas of under-spending, deviations from planned budgets, or mid-year cuts? Is corruption within the sector - and leakage from education budgets - a problem?

Q. What is the level of education expenditure on different levels (primary, secondary, tertiary)? How are allocations and expenditures at different levels changing?

Q. What are the different levels of education expenditure per student in different regions in the country? Is there pronounced inequality between locations in terms of school budgets?

Q. Is there evidence that public investment in education takes into account inequalities between groups and locations? Is the education financing formula correcting for, or worsening, imbalances?

Education infrastructure and staffing

Q. What is the assessment of the current state of education infrastructure? Is basic education geographically accessible in all areas? Which locations have particular infrastructure gaps?

Q. Is education infrastructure expenditure increasing or decreasing and for which levels (e.g. primary vs. tertiary) and for which locations?

Q. What are the key challenges in relation to staffing? Is the coverage of teachers at different levels adequate? In what areas/subjects are teachers particularly lacking? What differences are there in teacher coverage when this is analysed by location and which locations are particularly disadvantaged? Is analysis available on whether teachers are suitably qualified, their performance levels, retention and absenteeism?

Private education

Q. What forms of privatisation of education services have been implemented and what new forms are on the agenda? Is any analysis available on the impact of privatisation, particularly the real costs and benefits of different forms of privatised service provision? Is the practice of paying user fees for access to primary and secondary education growing?

Q. Which jobs generally include fees for children to attend private education as a benefit? Is this benefit appropriately taxed?

Q. Are the number of private schools – and number of staff working in those facilities - growing? What are the connections between staffing in private facilities compared to the public education sector? What are the differences in wages and conditions for staff? Do increases on the private side impact on staffing in the public sector?

Q. How does the quality of education compare between the public and the private education system?

Q. What is the ownership structure of the main private schools? Is there evidence that owners exert influence on education policy or any expenditure or privatisation decisions?

Q. How is the private education industry taxed? What taxes apply (including VAT being levied on the provision of private education services) and are these appropriate? Is it possible to analyse the evolving turnover, profit and tax contributions of private education facilities?
Potential indicators to monitor the drivers of inequalities in this area

- % of national budget spent on education / % of GDP spent on education
- Amount of education spending per student (national and per region)
- % of national education budget spent on primary, secondary and tertiary levels
- % of national education budget spent on teacher training and teaching and learning materials
- Ratio of (qualified) teachers to students (nationally and per region; per level; and in public and private systems)
- % of teachers (per level) who have received at least the minimum organized teacher training pre-service or in-service required for teaching at the relevant level
- Amount of time for students to travel to reach primary/secondary school in different areas
- % of population attending private, fee-paying schools (by level)
- Number of scholarships/grants for poorer children/young adults to continue education beyond secondary education

**DRIVER 3.2: Harmful social and cultural norms that affect access to education and learning**

**Discriminatory gender norms**

**Q.** Is there evidence that social norms and cultural practices related to gender play a significant role in influencing educational opportunities and outcomes? What are the differences between boys and girls in relation to enrolment, attendance, drop out, educational achievements and completion at primary, secondary and tertiary levels? Are equity gaps visible in these areas and are gaps growing or narrowing?

**Q.** What are the reasons for girls to drop out of school? Is there evidence that forced or early marriage, or teenage pregnancy, affect the likelihood of girls continuing in education? Is accessibility and safety in relation to travelling to school a factor? Is information available on the attitude of parents towards their children accessing education? Are parents reluctant to invest in education for girls?

**Q.** Is information available on the prevalence of gender-based violence in schools and discriminatory attitudes and practices within the school environment?

**Q.** What analysis exists in relation to differences in household responsibilities allocated to boys and girls? Is their responsibility for household chores affecting girls’ school attendance and educational achievements?

**Q.** What policies and interventions are in place to encourage gender equality in education? What is the government doing to promote girls’ enrolment and attendance at school and to make sure girls are protected from gender-based violence whilst at school and during travel to and from school?

**Q.** Is there a budget to promote girls’ education? Do schools receive funding to ensure girls have access to sanitary products? Is social protection policy applied in a way to support girls’ education? Are scholarships available to support secondary school attendance by girls from poor families? Is there investment in extracurricular activities and youth clubs and other school and community initiatives that can support positive changes in social norms and practices amongst adolescents?

**Q.** What steps is the government taking to ensure more gender parity in teacher recruitment at primary and secondary levels and with regard to school leadership and administration staff?

**Q.** What efforts are made to ensure schools are using an appropriate curriculum and that steps
are taken to avoid upholding traditional norms of masculinity and femininity in the classroom? Are gender aspects appropriately dealt with in teacher training programmes? What is being done to tackle discriminatory attitudes and practices towards girls shown by teachers and children’s peers in the classroom and wider school environment?

**Q.** What policies and interventions are in place to prevent early marriage and teenage pregnancies? Is there a readmission policy to allow girls to resume studies after giving birth? Is the policy properly implemented? What support is given to enable teenage mothers to continue their education, whether in secondary schools or technical and vocational education?

**Q.** What sexual and reproductive health education is available for adolescents in schools and other facilities? Do adolescents have access to adequate sexual and reproductive health services?

**Q.** What is the government doing to shift mindsets and behaviours, and to challenge harmful cultural practices in relation to gender equality? What public information campaigns and public education and outreach activities are undertaken? What community-based activities are supported to engage communities’ and traditional leaders’ support for transforming traditional gender norms within the family and promoting girls’ education and empowerment?

**Q.** Are national surveys appropriately designed to capture the nature and impact of harmful social and cultural norms and beliefs? Should existing survey tools be repurposed to better capture some important elements (such as the prevalence of gender-based violence and discriminatory attitudes in schools, and parental values regarding girls’ education and traditional gender roles within the household)?

**Harmful social norms regarding disabilities**

**Q.** What attitudinal barriers and prejudice do persons with disabilities face in your country? Are some disabilities more or less affected by traditional beliefs? Is there evidence that harmful beliefs regarding disability are influencing educational opportunities and outcomes?

**Q.** Are children with disabilities permitted by their families to attend school or frequently hidden from view and excluded from activities? Is analysis available on whether children with disabilities are at higher risk of violence, abuse, neglect and exploitation in your country? Are risks greater for girls with disabilities, or for children with disabilities from poorer households and those from minority ethnic groups?

**Q.** Is the right to inclusive education well established in national laws and are implementation measures in place? What efforts is the government making at all levels of the education system (including for early years education) to promote respect for disability rights and mainstream access to education for children and young people with disabilities? Are school facilities accessible to children with disabilities? Are appropriate teaching methods and specialised support services available for children with disabilities?

**Q.** Are inclusive education strategies and measures appropriately funded? Is social protection policy applied in a way to support families of children with disabilities, including allowing them to overcome financial and social barriers to access education?

**Q.** What measures is the government taking to combat harmful beliefs and practices regarding disability stigma? Do public awareness campaigns exist to promote positive attitudes to persons with disabilities and promote recognition of their skills, merits and abilities? What school-based awareness raising is undertaken? What is being done to monitor early childhood and school environments in relation to tackling discriminatory attitudes and promoting inclusion?

**Other harmful social norms**

**Q.** What attitudinal barriers and prejudice do other children face in your country? Is there evidence that racial discrimination or prejudice against certain groups is influencing educational opportunities and outcomes? What analysis is available on the differences between groups in relation to enrolment, attendance, drop out, educational achievements and completion at primary, secondary and tertiary
levels? Are equity gaps visible in these areas and are gaps growing or narrowing?

Q. What is being done to tackle discriminatory attitudes and practices towards specific groups (e.g. children of immigrants, children from ethnic minority groups) shown by teachers and children’s peers in the classroom and wider school environment?

Q. What efforts is the government making to ensure the curriculum promotes the values of non-discrimination and tolerance in society? Does the curriculum and school system promote culturally sensitive learning and the most language-appropriate learning in the early years?

Q. Do legal provisions exist to hold educational institutions, and their employees, liable for discriminatory conduct? What mechanisms exist within the school system to make a complaint about discrimination on the grounds of identity?

DRIVER 3.3: Lack of provision for special educational needs and disability

General questions

Q. Is the right to inclusive education well established in national laws and are implementation measures in place? Is there information available assessing the government’s progress in implementing its policies and commitments in this area (e.g. coverage and accessibility of infrastructure, appropriate teaching methods and teacher training, specialised support services) etc.?

Q. Is specialist training available for teachers and support staff working with children with special educational needs and disabilities? Do teacher-training institutions provide appropriate pre-service and in-service training for all teachers about the education of children with special educational needs and disabilities?

Q. Do special schools exist for children with more complex special educational needs and severe disabilities? How many children with special needs education and disabilities attend mainstream schools vs. special schools and how is this changing? Is the level of investment in special schools’ infrastructure sufficient? Are the pupil-
Q. Are inclusive education strategies and measures appropriately funded? What is the level of public expenditure in relation to special educational needs education - in absolute terms, and as a share of the education budget? Is spending increasing – including on a per student/capita basis - or is it under pressure?

Q. What is the level of expenditure on special educational needs and disabilities at different levels (nursery/pre-primary, primary, secondary, tertiary) within mainstream schools and on special schools? How are allocations and expenditures at different levels and for different facilities changing?

Q. Is social protection policy applied in a way to support families of children with special educational needs and disabilities, including allowing them to overcome financial and social barriers to access education?

Equitable access, quality and educational outcomes

Q. What is the state of debate about special educational needs and disabilities within the education sector? Is there general commitment within the sector to the principle that the students with the greatest needs receive proportionately the most support?

Q. Is there equitable access to screening and assessment services for all families?

What information is available about the use of private assessments for diagnosis of a special educational need or disability? How much are private services used and what are the costs to parents? How do the public and private services available compare in terms of timeliness and the quality of support provided?

Q. Is there any evidence of under- and/or over-identification of children from minority groups within certain categories of disability?

Q. How does the education ministry plan for its support to individual schools for special educational needs and disabilities? Is the existence of special educational needs and disabilities taken into account in the model used for resource allocation to schools? Have the impacts of the model in use for resource allocation been properly evaluated?

Q. How are specialised teaching resources allocated to mainstream schools? Does the allocation of teaching resources reflect the general number of students in a school or does it follow the actual profile of special educational needs within a school?

Q. Are all schools properly resourced to provide an educational service to all children with special educational needs and disabilities in their locality? What are the different levels of expenditure per student with special educational needs in different regions in the country? Is there pronounced inequality between schools/locations in terms of these budgets per student?

Q. Are differentiation strategies used in mainstream classes to support children with special educational needs? Are teachers appropriately trained in the use of differentiation strategies?

Q. Is school performance - with regard to the educational outcomes of children with special educational needs - appropriately and separately assessed? Are outcomes for students with special educational needs and disabilities such as engagement, social development, happiness and independence assessed alongside attainment? Is there data available to compare educational outcomes for children with special educational needs and disabilities between private and public facilities?
Potential indicators to monitor the drivers of inequalities in this area

- Number of children with special educational needs and disabilities attending mainstream schools and attending special schools (per level)
- Number of children with special education needs and disabilities enrolled in further education
- % of education budget spent on meeting special educational needs
- Amount of education spending per student in special schools (national and per region)
- Ratio of (qualified) teachers to students in special schools (nationally and per region; per level; and in public and private systems)
- % of teachers (per level) who are participating in continuous professional development in relation to teaching children with special educational needs
- % of assessments for diagnosis purposes that are conducted publicly vs privately

**DRIVER 3.4: Unequal access to early childhood development opportunities in the early years**

**General questions**

**Q.** Does the government have a national policy and strategy regarding early childhood development? What public policies and programmes are in existence in relation to early years’ education, health, social protection, child protection and in relation to aspects such as good parenting? Is there sufficient cross-sectoral coordination? Is there adequate political support for early years’ interventions and for public spending on programmes that benefit and protect the young?

**Q.** Does the government have a national policy and strategy regarding access to affordable, quality childcare and early childhood education (ECE)? Does a system exist to provide accreditation to childcare providers, kindergartens, pre-schools etc. and to monitor standards?

**Q.** Is the government’s vision to provide significant public childcare options or is childcare viewed as a private matter? What is the nature of public debate in this area? Is good quality, affordable childcare for all viewed as desirable, and as an effective inequality-reduction strategy, or an area where state intervention is unnecessary?

**Childcare options**

**Q.** Is there information available regarding the availability of childcare options for working parents? Are childcare options (for babies and children under 3) affordable, convenient and of sufficient quality? How do the costs of childcare in your country compare to other similar countries?

**Q.** Does the government offer any kind of financial support (e.g. voucher systems, or fully subsidised care for poor families, or through tax exemptions) to help families to access childcare facilities or is childcare left entirely to the family to pay for at market rates?

**Q.** Is there evidence that poor families are forced to select low quality childcare options? Are there any programmes targeted specially at improving the health, learning and social and emotional development of young children from deprived areas?

**Q.** Do any large employers offer childcare options (such as crèches on their premises)? Are benefits of any employer programmes (e.g. reduced absenteeism, low staff turnover) documented?

**Q.** Are there debates about the merits of universal, free childcare provision in your country? Has this option been costed by the government or by any research institute? Has any analysis been done to properly assess benefits (e.g. increases in maternal employment, reductions in social
security bills, increased tax yields if more mothers are working, long-term impact on earnings of children when adults due to improved educational attainment and performance and higher wage productivity)?

School-readiness programmes and early years education

**Q.** What programmes exist to help develop school readiness (e.g. of children aged 3-6)? Do children have access to pre-schools, pre-primary school or other ECE options established across the country? What is the mix of provision between public and private providers? What fee structures are in place for public and private providers? Are any subsidies provided (e.g. amount of free hours) to enable higher attendance rates? Is there analysis of the affordability of ECE for different groups? Is there analysis available comparing the school readiness of children who have attended ECE and those who haven’t?

**Q.** What modes of delivery of ECE are being used (expansion of primary system to provide pre-primary options for younger children, centre-based delivery such as via ECD centres or community-based provision)? Is there analysis available on the quality of provision in different settings and on what is the most cost-effective option if scale-up is required?

**Q.** If coverage of ECE infrastructure is poor, is investment being scaled up? Are there significant disparities in access and quality between regions and socio-economic or ethnic groups? Is infrastructure investment targeted to reduce disparities?

**Q.** Is there evidence that children with disabilities and special needs are excluded from access to ECE facilities? What is the government doing to expand access to quality ECE services for children with disabilities and special educational needs?

**Q.** What are the most urgent quality challenges in relation to early childhood education? Are there clear standards in place around the qualifications necessary for staff working in crèches, community-based centres, pre-schools and pre-primary classrooms etc.? Is there sufficient provision for (and investment in) training of teachers and caregivers?

**Q.** Are appropriately designed curriculums used in ECE settings? Is learning child-centred with an appropriate focus on learning through play? Are adequate play materials and equipment provided? Is there an adequate quality assurance system and efforts to monitor standards within the classroom?

Parenting

**Q.** Is there public recognition of the contribution of parenting to child well being? What analysis exists related to parenting skills in your country? What has been documented about the knowledge and practices of parents with regard to the stimulation and interaction necessary to promote positive cognitive and socio-emotional development of young children?

**Q.** Does the government (or any donor) support parenting education programmes? What is the nature of these programmes? Is the mode of delivery, for example, through health programmes (e.g. combined with other child health services or with programmes to promote hand-washing, breastfeeding, appropriate nutrition etc.) or is parenting training provided via some other means? Are practitioners properly trained in parenting? Are the programmes effective in reaching disadvantaged areas and the families experiencing the most difficulties?

**Q.** Are fathers included in parenting training programmes? Is positive fatherhood a recognised concept that is fully integrated into parenting programme content?

Nutrition

**Q.** Are maternal undernutrition and child malnutrition significant problems in your country? Are trends improving or worsening and are gaps growing (e.g. in stunting rates) between children in wealthy and poor households? Is there a comprehensive national nutrition policy and/or a malnutrition prevention programme? Is there sufficient cross-sectoral coordination to implement policies effectively? Are broader aspects such as a food security strategy and nutrition-sensitive agriculture and water and sanitation policies considered?

**Q.** What programmes exist to improve the nutrition of pregnant and lactating women and child
Questions to guide an in-depth analysis of drivers of inequalities by domain

**Nutrition and early childhood development**

**Q.** Are children in ECD centres, community-based childcare centres, pre-primary classrooms or pre-schools provided with appropriate nutrition? Do parents have to pay for food or provide the food themselves? Are there any publicly funded feeding programmes to ensure access to appropriate nutrition in centres and in the early years of primary school? Are programmes of sufficient coverage and quality, universal and/or properly targeted?

**Social protection and early childhood development**

**Q.** Is the social protection system designed to sufficiently support early childhood development? Is support provided to improve maternal nutrition if necessary? Is there a universal child benefit system or are there appropriate forms of targeted support for poor and vulnerable families with young children?

**Q.** Is there financial support available to subsidise childcare costs and to enable children from poor families to benefit from high quality childcare and access early childhood education options?

**Q.** Does the public works programme provide childcare options for mothers of young children who need to access public works programmes?

**Q.** What analysis exists of the social protection system in relation to nutrition? Is the nutritional vulnerability of individuals taken into account in targeting social protection, particularly for children under 2? Are there livestock-oriented social protection schemes that can positively impact nutrition? Are food transfer programmes supported (e.g. school feeding, in-kind transfers or food voucher systems)? Are social protection programmes used as a pathway to deliver micronutrient supplements to targeted groups? Have any assessments been conducted by the government to evaluate the impact of cash transfer (or other) programmes on nutrition?

**Budget and costs**

**Q.** What is the level of public investment in early childhood development? Is budget information available on the different programmes including nutrition interventions and expenditure in areas such as early childhood education? What proportion of the most relevant programmes is funded by the government and how much is reliant on donors?

**Q.** What is spent on early childhood education as a share of the education budget? Is spending increasing – including on a per student/capita basis - or is it under pressure? What are the different levels of expenditure per child on ECE in different regions in the country? Is there pronounced inequality between locations? If ECE coverage is low and significant scale-up needed, have options been properly costed for consideration by the relevant ministry?

**Q.** What is the level of public investment in nutrition programmes? What are the amounts spent on key aspects such as growth monitoring and vitamin and micronutrient supplement programmes? Is there sufficient investment to ensure recruitment, training and supervision and support for the community-based health workers critical to delivering nutrition solutions? Is expenditure in key nutrition-related budget lines increasing or decreasing?
Potential indicators to monitor the drivers of inequalities in this area

- % of national budget / GDP spend on provision of childcare services; amount of budget spent on childcare subsidies
- % of parents earnings spent on childcare or ECE services (disaggregated by relevant characteristics)
- % of education budget spent on early childhood education (pre-schools; pre-primary schools); Amount spent per child at pre-primary level compared to primary and secondary levels
- Amount spent per child at pre-primary level (per region)
- Number of children enrolled in public pre-schools/kindergartens vs enrolled in private facilities (national and per region)
- Ratio of qualified caregivers to children in early childhood education centres (nationally and per region; in different ECE settings; in public and private systems)
- Numbers attending parenting education programmes (mothers/fathers and disaggregated by relevant characteristics)
- Ratio of community health workers to population (national and per region)
- % of the social protection budget directed to children aged 0 to 6

**DRIVER 3.5:** Unequal access to careers guidance, technical and vocational education, apprenticeships and internships

**Careers guidance**

**Q.** Is careers guidance seen as a social good in your country and generally a publicly funded service within educational institutions or as part of public employment programmes? What is the nature of the government’s current careers guidance policy? Does it explicitly include social equity objectives alongside learning and employment goals? Does the government seek to provide comprehensive provision linked to lifelong learning and a lifelong guidance system or is public provision relatively limited?

**Q.** Is there a private careers guidance market where individuals are paying for careers advice? If so is this market growing? If a large proportion of careers advice is provided via the private sector, what is the government doing to regulate the sector? Do standards exist which all providers have to abide by to ensure ethical practice and effective service provision? What does the government do to provide services to those who cannot access private sector careers advice providers?

**Q.** Which groups are main recipients of careers guidance under the current model/s of provision (e.g. unemployed adults, young people in education or older workers or adults seeking a career change)? Is there parity of access for young people in education and adults? Within the careers guidance programme, are any additional targeted services being provided for disadvantaged groups? Is there any consideration of providing more and better services to older workers who need to stay longer in the labour force given changes to pension provision?

**Q.** Which agency/ies coordinate provision? Are non-profit organisations or trade unions also involved in service provision? How is coordination of provision achieved, particularly between the education system and public employment services? What budget is available for the lead agency (or contracted out service providers) delivering careers guidance services? Are budgets in this area increasing or decreasing?

**Q.** Has the quality of the careers guidance system been assessed? What information is available on the system’s accessibility and capacity to serve diverse needs, whether practitioners are appropriately qualified, and whether there is comprehensive information provided on labour...
market and further education opportunities? Is there a suitable competence framework in place for staff working within careers advice programmes?

Q. What is the nature of school based careers guidance in your country? Do secondary schools have a responsibility to provide this service to all students, including the provision of information on technical and vocational education and apprenticeships and other work-based learning opportunities?

Q. Is there any analysis or assessments available of how schools career guidance programmes are working to support more vulnerable young people, including those with special educational needs, and those who are disengaged or at risk of disengaging from education?

Q. What is the nature of school based careers guidance in your country? Do secondary schools have a responsibility to provide this service to all students, including the provision of information on technical and vocational education and apprenticeships and other work-based learning opportunities?

Q. What budgets are schools provided with to deliver careers guidance programmes and are budgets increasing or decreasing in this area? How are schools using these budgets (e.g. to hire school counsellors, pay for impartial careers guidance advice, hold careers fairs, support meetings with advisors for disadvantaged and vulnerable pupils etc.)? Is there evidence available regarding the disparity of resources in this area between public and private schools?

**Technical and vocational education**

Q. Does the government have a national policy and strategy regarding access to affordable, quality technical and vocational education and training? What is the current mix of provision between public and private providers?

Q. Is there evidence of gender and other disparities with regard to access to technical and vocational education? What is the picture of equitable access when private training providers are compared to public providers? What steps is the government taking to reduce gender disparities and to ensure equitable access for vulnerable and disadvantaged groups, including people with disabilities? Is there evidence that technical and vocational education opportunities are being made available particularly to out-of-school youth and individuals not in education, employment and training?

Q. Is there evidence that female trainees are being channelled into traditional female occupations via technical and vocational courses such as catering, sewing and office work? What is the government doing to attract women into non-traditional occupations via course choices? What is the government doing to train and recruit more female teachers in technical and vocational training institutions?

Q. What is the geographic coverage of training facilities? How does the geographic coverage of public and private training providers compare? Are facilities (infrastructure and equipment) sufficient to meet the needs for quality technical and vocational education? Given the need to locate facilities near employment opportunities, are residential facilities provided to enable enrolment or remote and disadvantaged students?

Q. What is the public perception of technical and vocational education? Is it positioned as a second rate option for ‘academic under-achievers’, rather than valued as a way to enhance skills and employability? What is the nature of the government’s rhetoric in this area: are efforts made so that technical and vocational education is more respected and valued?

Q. Do school-based careers advice programmes include adequate information about the possible benefits of entering technical and vocational education? Are the possible career options and salaries available to skilled technicians part of careers’ guidance programmes in secondary schools?

**Technical and vocational education: budget and costs**

Q. What resources are available for technical and vocational education? Is an accurate picture of public spending available given the (potential) multiple different providers? How does spending on technical and vocational education compare to spending on tertiary education in the country?

Q. Are budgets stable and do they support expansion, equitable access and quality? Given the high costs of certain types of technical and vocational training is any cost-share with employers/industry undertaken (or being discussed as a future strategy)?
**Annex 1: Questions to guide an in-depth analysis of drivers of inequalities by domain**

**Q.** Is part of the budget dedicated to enabling more equitable access? Is there a special fund for training of economically and socially disadvantaged groups? Is there separate financing to provide skills training in certain geographic areas? Are any financial incentives provided to employers to enable apprenticeships or in-work training, particularly to disadvantaged groups and those with lower skill sets? Are there any special schemes to fund poorer students to enable them to undertake unpaid internships at non-profit organisations or within the public sector?

**Q.** What are the direct costs to the student of attending technical and vocational education? How do the level of tuition fees compare between public and private providers?

**Q.** Are scholarships or subsidies available to help low-income students attend technical and vocational education, including on a residential basis where necessary for those from remote, rural areas? Does the level of financial support for technical and vocational education match that available for low-income students attending secondary and post-secondary education? Is part-time training available to enable low-income students to keep working while acquiring skills?

**Quality of technical and vocational education**

**Q.** What are the most urgent quality challenges with technical and vocational education? Is there sufficient investment in the professional development of teaching staff and instructors? Is there a trainer qualification framework and clarity on the special competencies required? Is pre-service and in-service training provided?

**Q.** Are technical and vocational programmes and curricula adequately designed in light of critical labour market issues and constraints? Are the programmes offered relevant and effective in meeting the skills and competency needs of employers? Do technical and vocational educational facilities have good quality career guidance specialists?

**Q.** What linkages or partnerships exist between technical and vocational training programmes and the private sector? Is the government encouraging businesses and business associations to play a role in supporting technical and vocational education? Are industry actors consulted in the development of technical and vocational education curricula, the setting of quality standards or performance evaluation? Are businesses encouraged to provide apprenticeships as part of, or after, technical and vocational training programmes? Are processes in place to enable recruitment of successful trainees?

**Q.** Does the government have an adequate monitoring system to inspect technical and vocational education facilities, including to deliver quality assurance of private facilities? Are assessments conducted to analyse labour market demands, as well as to assess the actual use of graduate skills in productive work?

**Enterprise-based training and apprenticeships**

**Q.** Are any arrangements in place to provide enterprises with incentives to expand their in-work training programmes? Does the government offer grants (such as wage subsidies during a specific period) or loans to help enterprises cover the cost of training employees? Are any incentives targeted specifically to stimulate training for workers with low levels of education and skills? Are the incentives on offer evaluated to ensure public funds deliver genuine benefits (and are not just supporting training that enterprises would have offered anyway)?

**Q.** What provisions for training leave and part-time study exist? Does government policy support this option being offered by employers and/or provide subsidies to individuals for this? Is support targeted for particular groups that need support?

**Q.** Is there information available on the difference in access to in-work training between employees working at different levels of the business? Do better-educated and better-paid workers, in higher skilled roles, enjoy greater opportunities for in-work training? Is more research needed in this area?

**Q.** Does the government have a national policy and strategy in relation to apprenticeships? How are apprenticeship schemes financed and what
do employers contribute to apprenticeship funds? Is there information available on the number and type of apprenticeships being supported?

**Q.** What steps is the government taking to make apprenticeships as accessible as possible to disadvantaged groups? Are efforts being made to attract women into apprenticeships traditionally dominated by men (e.g. engineering and transport sectors)? Are additional funds available to support apprenticeships of disadvantaged groups?

**Q.** Are additional learning support measures available as part of apprenticeship programmes? Can apprentices gain standard qualifications in literacy and numeracy and access additional learning support for learning disabilities?

**Q.** What measures are in place to regulate the quality of apprenticeships? What measures are in place to evaluate their impact on learners and employers?

**Internships**

**Q.** How important are internships in the education-to-employment transition: are they a significant way for young people to gain work experience and eventual entry into certain sectors/professions? Are internships generally paid and unpaid? Are internships opportunities in key professions formally advertised or filled on an informal basis?

**Q.** Is analysis available on the extent of use of unpaid internships, whether this is becoming a more or less common feature of the labour market, and how this benefits graduates from well-off families?

**Q.** What are the existing labour law provisions regarding internships? Do guidelines exist to determine whether internships should be paid or unpaid and to ensure that internships do not unduly advantage the employer and are compliant with any minimum wage legislation? Are regulations in this area properly enforced?

**Q.** What is the nature of public debate in this area? Is there a perception that poor families and certain groups are disadvantaged by the scale and nature of unpaid internships and their impact on social mobility? Are new policy options being discussed to make internships more transparent and accessible (including via remuneration) to promote more equal opportunities in the labour market?

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**Potential indicators to monitor the drivers of inequalities in this area**

- Amount of budget invested in careers guidance (national and per region)
- % of women enrolled in technical and vocational education (disaggregated per course type)
- % of technical and vocational education trainees who enter occupations related to their training; % of trainees who end up unemployed; % of trainees who end up as entrepreneurs
- % of education budget spent on vocational and technical training, and comparison of this to % of education budget spent on tertiary education
- Amount of technical and vocational education spending per student (national and per institution type)
- Number of scholarships for poor young people to attend technical and vocational education
- Ratio of (qualified) instructors to students (in public and private facilities)
- Number of apprenticeship places (per sector, type/level of job) available each year (disaggregated by relevant characteristics)
**DRIVER 3.6: Unequal access to books, technology and the Internet**

**Public libraries**

**Q.** Does your country have a national library policy? What are the main elements of it including in relation to accessibility, diversity, initiatives to promote a culture of reading, linkages with other public services and digital inclusion? Are minimum standards in place in relation to library infrastructure, equipment, access and use?

**Q.** What is the coverage of public libraries and how does infrastructure compare across regions/ neighbourhoods? Are public libraries easily accessible on public transport and by people with disabilities?

**Q.** Is there information available on the use of public libraries? Are levels of membership/library visits increasing or decreasing?

**Q.** Are the books and audio-visual materials on offer in the library adequate to meet a wide range of interests and needs - fiction and non-fiction, multi-language as necessary, and suitable for children with learning disabilities, the hearing impaired and visually impaired? Do library services generally reflect the full cultural and ethnic diversity of local areas?

**Q.** What engagements are public libraries making with local communities? Are libraries linked up to other public services effectively (e.g. with schools, parenting, child/adult literacy or youth programmes, adult social care services)? Are there connections to learning or employment opportunities? Are there efforts to establish ‘communities of readers’ helping connect people to other readers through reading groups? Are there volunteering opportunities at public libraries? Have there been any impact assessments of the contribution of libraries to the health, education and wellbeing of the communities they serve?

**Q.** Do public libraries have a digital inclusion strategy? Is there free Internet access for all, as well as help to get online for those who need it?

**Q.** What is the level of government investment in public libraries? Is investment increasing or decreasing? How are investment trends affecting access and service provision in different areas?

**Q.** Is there provision in the national education budget for the establishment of a network of school libraries and specialised library services?

**National book policies and reading promotion**

**Q.** Does your government have a national book policy? What is your government doing to make access to books easier?

**Q.** How is literary creation supported? Does an appropriate legal framework protect the rights of authors and publishers? Is the development of the publishing industry supported? Are there any specific government initiatives aimed at encouraging the production and distribution of books in your country?

**Q.** Does the national book policy consider library development as an integral aspect?

**Q.** Does the government mandate any retail price controls on books? Are there any tax incentives for the book trade (e.g. elimination of VAT on books)?

**Q.** How are school textbooks produced? Are they produced by the local publishing industry or does the government purchase a significant amount from foreign firms? Is the government seeking to use the school textbook market as a way to develop a fledgling local publishing industry? If school textbook programmes involve an international call for tenders what is the government doing to ensure local publishing companies can participate?

**Q.** How does the government ensure all schools are provided with adequate reading books and textbooks? Are books provided to schools free of charge or do schools purchase books after receiving a grant from central government for learning materials? Does the government maintain any price controls on textbooks to ensure affordability?

**Q.** Are schools able to access books in sufficient range and number for their pupils? Do schools have libraries (including classroom libraries) and reading time built into the school day? Are children able to borrow books from school to read at home? Have there been any surveys to investigate
the learning materials and reading books available in classrooms in different types of schools across the country? Is the student/book ratio measured and reported?

Q. What is the government doing to develop a culture of reading? Are in-school and out-of-school campaigns conducted to promote reading through actions supported by the mass media? Are there children’s reading clubs, mobile libraries, reading competitions or any other activities? Does the government provide a ‘first book package’ to families when children are born, via ECD or healthcare programmes? What activities exist to promote reading particularly in rural communities?

Q. What is the government doing to ensure books are available for young children in local languages to assist literacy development in the early years? Are there any initiatives to support local publishers to produce high quality, local language storybooks for children? What are the main challenges when it comes to the production, procurement and distribution of children’s storybooks?

Access to technology

Q. What survey information is available on differing levels of access to fixed line and mobile phone telecommunications for different groups? Are access trends improving or worsening and are gaps growing between wealthy and poor households, households in urban vs. rural locations etc.?

Q. How do the prices for fixed line and mobile phone use compare to average monthly earnings? What are the trends regarding prices for usage and subscriber numbers?

Q. What survey information is available on differing levels of access to the Internet of different groups? Are access trends improving or worsening and are gaps growing between wealthy and poor households, households in urban vs. rural locations etc.?

Q. Does your government have an ICT policy? What are the key commitments, particularly in relation to infrastructure development/upgrading, accessibility and affordability?

Q. What is the nature and coverage of ICT infrastructure (wireless infrastructure and fibre optic)? Which areas of the country have high quality and high access and where is access limited (and slow)? Where are broadband services available? How do the prices for broadband access compare to average monthly earnings? What is the nature of discussion and policy debate in relation to increasing access to affordable broadband Internet access?

Q. What efforts are being made to provide the needed infrastructure to remote and underserved areas? Are alternative energy solutions explored where necessary? Has the government conducted any assessment to explore how much subsidy would be required to provide broadband services in the most difficult to reach areas where it is not commercially viable for private sector firms to operate?

Q. How is the telecommunications regulator working to ensure accessibility and affordability increase? What is its role in setting tariffs? What are its license obligations in terms of coverage? Is it (and how is it) implementing a universal service policy?

Q. Is there a role for public libraries within the ICT framework?

Q. What is the nature and coverage of ICT infrastructure in schools? What is the policy of the Ministry of Education in relation to access to technology? How much of the education budget is invested in technology and what is the pattern of investment between schools/regions? What challenges do schools face (e.g. with hardware, software, broadband connectivity, access to reliable electricity supply etc.)? Are there well-trained and capable human resources to maintain ICT infrastructure across the education system?

Q. What is the level of use of technology in classrooms? Do teachers use technology to deliver lessons? Are teachers adequately trained in the use of ICT during pre-service and in-service training? Do computer labs exist and what level of access do individual students have?

Q. How does access to technology differ across schools in different locations? Is the computer/student ratio measured and reported (in primary and secondary schools)?
Potential indicators to monitor the drivers of inequalities in this area

- Amount of budget invested in public libraries (national and per region)
- % of public libraries with free internet access and support to get online (national and per region)
- % of education budget and amount spent on books and textbooks for classrooms (national, per region for pre-school, primary and secondary levels)
- Student/book ratio (per level – national, per region, in public and private schools)
- Typical price for monthly mobile phone use as % of average monthly earnings
- Typical price for broadband access as % of average monthly earnings
- Amount of budget per capita for ICT infrastructure investment (national level, per region, urban, rural areas)
- Amount of education budget invested in technology (per level – national, per region)
- Computer/student ratios (per level – national, per region, in public and private schools)

DRIVER 3.7: Unequal access to adult learning and education opportunities

**General questions**

**Q.** Are there any efforts to leverage ICT infrastructure in schools to support afterschool programmes for students, school leavers and local communities to develop ICT skills and provider other lifelong learning opportunities?

**Q.** Are children’s books available digitally and is this helping expand reading? Are any initiatives underway looking at how to support reading and the development of literacy skills via the use of the smartphone?

**Q.** How is adult education designed to meet the evolving needs of the labour market? Are adult education programmes adequately designed in light of critical labour market gaps and constraints? Is there sufficient collaboration between the private and public sector with regard to the design and provision of adult education programmes?

**Targeted adult education services for disadvantaged groups**

**Q.** What services are targeted at the working-age population with low skills? How are particularly disadvantaged groups (including adults with disabilities and special educational needs) reached by adult education services?

**Q.** What are the adult and youth literacy rates? Is there evidence of gender and other disparities between groups? How are the disparities in achievement between advantaged and disadvantaged groups changing over time?

**Q.** What is the nature and scope of adult literacy programmes in your country? How are they
targeted to reach the most disadvantaged groups?
How are adult literacy programmes designed?
Do they seek to meet broader needs, including livelihood and income generation aspects and/or
tackling issues such as parenting, health etc.?

Q. What adult education services are on offer for
recent immigrants who may need language or
other training to enter the labour market?

Q. What services are on offer for workers aged
45 and over, given the aging population and
increasingly longer working lives?

Coverage and quality of formal and non-
formal education

Q. What is the role of education institutions
(secondary schools and higher education
facilities) in providing adult education
opportunities? Do schools host formal and
non-formal educational activities for low-skilled
adult learners? What is the coverage of courses
available via education facilities? Which areas are
underserved?

Q. Are there any efforts to leverage ICT
infrastructure in schools to support afterschool
programmes for school leavers and adults to
develop ICT skills?

Q. What information is available on teachers and
facilitators working in the formal and non-formal
adult education sector? Are teachers adequately
trained? What is the level of salary for teachers
working in adult education? Are there problems
with absenteeism and motivation?

Q. Is there a suitable national qualifications
framework to recognize adult education and
continuing training? Are learning outcomes
recognized in both formal and non-formal adult
education?

Q. Does the library sector include in its strategy
the aspect of adult education? What are public
libraries doing in practice to support adult
education? Are libraries linked up to adult
literacy programmes, youth learning and skills
programmes or employment services for adults?

Q. Do public libraries have a digital inclusion
strategy? Is there free Internet access for all, as
well as help to get online for those who need it?

Technical and vocational education

Q. What is the geographic coverage of technical
and vocational training facilities? How does the
geographic coverage of public and private training
providers compare? Are facilities (infrastructure
and equipment) sufficient to meet the needs for
quality technical and vocational education? Given
the need to locate facilities near employment
opportunities, are residential facilities provided to
enable enrolment or remote and disadvantaged
students?

Q. What are the most urgent quality challenges
with technical and vocational education? Is
there sufficient investment in the professional
development of teaching staff and instructors? Is
there a trainer qualification framework and clarity
on the special competencies required? Is pre-
service and in-service training providing?

Q. Are technical and vocational programmes
and curricula adequately designed in light of
critical labour market issues and constraints? Are
the programmes offered relevant and effective
in meeting the skills and competency needs
of employers? Do technical and vocational
educational facilities have good quality career
guidance specialists?

Q. What linkages or partnerships exist between
technical and vocational training programmes and
the private sector? Is the government encouraging
businesses and business associations to play a role
in supporting technical and vocational education?
Are industry actors consulted in the development
of technical and vocational education curricula,
the setting of quality standards or performance
evaluation? Are businesses encouraged to provide
apprenticeships as part of, or after, technical and
vocational training programmes? Are processes in
place to enable recruitment of successful trainees?

Q. Does the government have an adequate
monitoring system to inspect technical and
vocational education facilities, including to
deliver quality assurance of private facilities? Are
assessments conducted to analyse labour market
demands, as well as to assess the actual use of
graduate skills in productive work?
Training and learning in the workplace

**Q.** Are any arrangements in place to provide enterprises with incentives to expand their in-work training programmes? Does the government offer grants (such as wage subsidies during a specific period) or loans to help enterprises cover the cost of training employees? Are any incentives targeted specifically to stimulate training for workers with low levels of education and skills? Are the incentives on offer evaluated to ensure public funds deliver genuine benefits (and are not just supporting training that enterprises would have offered anyway)?

**Q.** What provisions for training leave and part-time study exist? Does government policy support this option being offered by employers and/or provide subsidies to individuals for this? Is support targeted for particular groups that need support?

**Q.** Is there information available on the difference in access to in-work training between employees working at different levels of the business? Do better-educated and better-paid workers, in higher skilled roles, enjoy greater opportunities for in-work training? Is more research needed in this area?

Adult education budget

**Q.** What resources are available for adult education and non-formal learning and how does this compare to other programmes in the education budget?

**Q.** What is the budget available for adult literacy programmes? How are budgets in this area changing? How are budgets targeted to support disadvantaged groups?

**Q.** What resources are available for technical and vocational education? Is an accurate picture of public spending available given the (potential) multiple different providers? How does spending on technical and vocational education compare to spending on tertiary education in the country? Given the high costs of certain types of technical and vocational training is any cost-share with employers/industry undertaken (or being discussed as a future strategy)?

**Q.** Are budgets in this area stable and do they support expansion, equitable access and quality?

**Q.** How is the adult education budget enabling more equitable access? Is there a special fund for training of economically and socially disadvantaged groups? Is there separate financing to provide skills training in certain geographic areas? Are any financial incentives provided to employers to enable apprenticeships or in-work training, particularly to disadvantaged groups and adults with lower skill sets?

Potential indicators to monitor the drivers of inequalities in this area

- Amount of budget invested in adult education (formal and non-formal, national and per region)
- Amount of budget invested in adult literacy programmes (national and per region)
- % of public libraries with free internet access and support to get online (national and per region)
- % of women enrolled in technical and vocational education (disaggregated per course type)
- % of technical and vocational education trainees who enter occupations related to their training; % of trainees who end up unemployed; % of trainees who end up as entrepreneurs
- % of education budget spent on vocational and technical training, and comparison of this to % of education budget spent on tertiary education
- Amount of technical and vocational education spending per student (national and per institution type)
- Ratio of (qualified) instructors to students (in public and private facilities)
DOMAIN 4: Financial Security and Dignified Work

DRIVER 4.1: Lack of work opportunities, poor job creation and inadequate active labour market programmes

General questions

Q. What is the national unemployment rate? What analysis is available on how particular groups (men, women, ethnic minorities) and locations are affected by unemployment? What information is available on the problem of under-employment and how this affects particular groups? Is the lack of work opportunities a growing problem in particular locations and for particular groups?

Q. Given the demographic profile in your country, how many jobs does the government need to create each year to provide young people with employment? What job creation targets has the government set? Are the employment disparities (between locations and groups) properly taken into account in the government’s own targets and strategies?

Q. What is the nature of the government’s youth employment or national employment strategy? What types of investments have been made? Has there been any evaluation of the results of any government initiatives in this area?

Q. Does the government offer any hiring credits or tax incentives to businesses that are linked to the creation of new jobs? Have these schemes been properly evaluated for their costs (cost of subsidies or fiscal sacrifice) and benefits (number and types of jobs created, wage and skill levels, characteristics of those benefiting etc.)?

Q. What analysis is available related to public sector employment? Is the government creating jobs through direct hiring of government employees or is the government laying off public sector workers? Is there any analysis available of the impact of any job cuts or any research that has demonstrated the economic stimulus and positive multiplier effects of government hiring?
Enabling environment for enterprise development

Q. What are local governments doing to create jobs in their localities? Are any enterprise zones being created and supported with subsidies and/or business development services? Are businesses in disadvantaged areas particularly being subsidised and/or supported? What level of funding is available for local governments to invest in this area and how do budgets for local economic development strategies differ across locations? Is funding increasing or decreasing?

Q. Is the government (or donors) supporting business incubators that provide a combination of workspace, business services and utilities to assist entrepreneurs with business start-ups? Are business incubator programmes targeted at economically distressed areas? Are socially disadvantaged groups benefiting from these types of services? Have there been any evaluations of incubator programmes that have shown positive impacts in terms of firm survival and employment creation?

Q. Is the national government (and/or local governments) using public procurement rules to create an enabling environment for domestic firms? Are there efforts made to improve job quality and skills as part of public procurement contracts, including the provision of jobs for vulnerable groups as an aspect?

Q. Which types of firms is the government targeting for job creation? Are small businesses adequately taken into account?

Q. How many people (and what proportion of the workforce) are employed by small and medium sized enterprises (SMEs) in the country? What direct support programmes exist for SMEs (e.g. training in areas such as business start ups, management, entrepreneurship, marketing and business finance, support to attend trade fairs, access suitable premises and to access match funding or subsidised credit through SME financing programmes)?

Q. Which SME sectors/industries are being targeted for support? Do programmes target both rural and urban enterprises? Are fees charged and what is the level of the fees? Are support services sufficiently subsidized (or freely available) to ensure access of the poorest?

Q. What is the level of public expenditure on SME support programmes – in absolute terms and as a proportion of the budget for private sector development/trade and industry? Is spending increasing or is it under pressure? How does this spending compare to revenue sacrificed in corporate tax exemptions and incentives?

Q. What is the government doing to shape the interactions between large domestic firms or foreign investors and SMEs? Do programmes encourage local sourcing, the creation of linkages between firms and cluster development, or technology and skills transfers? Are performance requirements in these areas developed and agreed to benefit SMEs in any sectors/industries? Is the government incentivising the right kind of lending programmes by banks for SMEs?

Q. What is the government doing to promote social enterprises? Is there any special support provided, including subsidized access to credit or preferential access to SME support programmes?

Q. Are any social enterprises actively involved in training and reintegrating disadvantaged groups into the labour market? Have any efforts been made to document, publicise and replicate successful experiences in this area?

Q. Is there any evidence of the impact of SME support programmes in terms of business growth and productivity and employment generation?

Q. Are programmes properly targeted – in terms of geography, approach, language - to support the poorest and to ensure participation by women and minority groups? Is the inclusiveness of SME support programmes properly monitored?

Public sector infrastructure investments and job creation

Q. Is the government planning any large infrastructure investments that will create jobs? Is there any analysis available on the potential for short-term and long-term job creation due to the government’s infrastructure investment plan? Are there sufficient efforts to build the domestic supplier base with the capacity to implement infrastructure projects?
Q. Is there a national infrastructure bank that can provide financing for key infrastructure, at the same time as taking into account other policy goals such as equitable job creation and green infrastructure investment? If such a bank / financing mechanism does not exist, what are the political barriers that impede this type of institution and approach?

Q. What is the nature of public debates about state banks and public financing of infrastructure investments? Is there a pervasive ideology that state banks are inefficient, ineffective or corrupt compared to the private sector? Are there any positive examples of state banking that can be documented to demonstrate the cost-effectiveness of state banks and their ability to fulfil job creation and other developmental goals?

Favouritism, cronyism, nepotism and discriminatory recruitment practices

Q. Is there any evidence of favouritism, cronyism or nepotism when it comes to accessing jobs in particular sectors? Are connections, as opposed to merit, important to gain entry to certain professions, particularly those offering highly paid jobs?

Q. Has any research been conducted by ethics researchers/institutions into the hiring practices of certain firms/professions and the impact of this in terms of unequal access to work opportunities particularly for women, ethnic minorities, people from low-income households? If there is a research gap is there an opportunity to look more closely at this area?

Q. In the public sector is there evidence that people gain employment because of connections rather than credentials or experience? Is the process of public sector hiring transparent and are there rules in the public sector about hiring relatives and friends? Are certain positions (at high or low levels) being filled because of a person’s support for a political party or candidate?

Q. Is there evidence that gender or racial discrimination is influencing employment opportunities? Are there gaps based on gender or ethnicity in relation to being in employment and how does it differ between income categories? Are gaps growing or narrowing? What analysis exists in relation to occupational segregation by gender, race and ethnicity in the labour market and its impacts in your country? What occupations are particularly segregated?

Q. Is there any evidence of explicit or implicit discrimination against women or minority groups during recruitment and promotion processes, including in relation to well-paid, senior level jobs? Is there evidence that women or minority groups are more likely to be made redundant than other workers? What is being done to tackle discriminatory attitudes and practices shown by firms during recruitment processes and with regard to promotion and redundancy processes?

Apprenticeships

Q. Does the government have a national policy and strategy in relation to apprenticeships? How are apprenticeship schemes financed and what do employers contribute to apprenticeship funds? Is there information available on the number and type of apprenticeships being supported?

Q. What steps is the government taking to make apprenticeships as accessible as possible to disadvantaged groups? Are efforts being made to attract women into apprenticeships traditionally dominated by men (e.g. engineering and transport sectors)? Are additional funds available to support apprenticeships of disadvantaged groups?

Q. Are additional learning support measures available as part of apprenticeship programmes? Can apprentices gain standard qualifications in literacy and numeracy and access additional learning support for learning disabilities?

Q. What measures are in place to regulate the quality of apprenticeships? What measures are in place to evaluate their impact on learners and employers?

Active labour market programmes (ALMPs)

Q. Does the government have an active labour market policy or programme? Are benefit recipients expected to actively look for work or participate in a programme to promote their job prospects? What is the number and profile of participants in the ALMP each year?
Q. What is the nature of the public employment services on offer? Are the unemployed provided with assistance in their job search and individual case management? Is any type of training on offer?

Q. Has there been an evaluation of any ALMP and its impact? What has been the impact in terms of numbers claiming benefits and the increase in employment rates caused by a programme? What is the nature of the short-term and longer-term impacts in terms of employment and earnings? Has the government properly evaluated the impact of different approaches (e.g. the impact of a job search training course compared to intensive interviews or the creation of individual 'employment action plans')?

Q. What is the ratio of clients to employment counselling staff? How is this changing over time and is there evidence of a link between staffs’ caseload size and impact?

Q. How have disadvantaged groups benefited from these programmes? How have impacts for men and women differed?

Public works programmes

Q. How comprehensive is coverage of the public works programme in terms of geographic areas and the number of beneficiaries who gain work? What % of people who are eligible are not covered by the public works programme (nationally and in different areas of country)? If in the process of being scaled up, is the public works programme being equitably targeted (e.g. to the poorest, chronically food-insecure areas, or post-disaster affected areas, first)?

Q. What is the average number of days worked by beneficiaries each year and what is the level of the daily public works payment? Does it provide an adequate annual work income? How does the payment compare to extreme poverty and poverty thresholds and the prevailing agricultural wage rate for labour? Is the payment adjusted to keep up with inflation? Is the public works programme expanding or contracting in terms of number of beneficiaries reached and days of work provided?

Q. What is the nature of the public works programme? Is the programme focusing only on short-term rural infrastructure development or does it seek to contribute to infrastructure and investments in other pro-poor sectors (e.g. contributing to agricultural growth or health and education infrastructure)? Is there evidence that public works programmes are designed to enhance skills?

Q. Is the targeting system and eligibility criteria correctly designed to benefit the poorest and most vulnerable? Are the relevant groups taken into account (e.g. out of work youth, poor female headed households, indigenous communities, ethnic minorities etc.)? Is the inclusiveness of the public works programme being properly monitored?

Q. Is the public works programme gender-sensitive by design to encourage participation and empowerment of women? Are programmes designed to offer a mix of jobs that are suitable for women? Are measures taken to publicise the programmes locally and encourage women’s participation? What childcare options are provided for mothers of young children who need to access public works programmes? Are rules related to cash payments into bank accounts appropriate to ensure women have control over their wages?

Q. What is the budget allocated to public works programmes annually? Is the budget growing or decreasing? How do the capital and administrative costs compare to the cost of wage payments to beneficiaries? Are there any major discrepancies between budget allocations and expenditures and/or between planned and actual number of beneficiaries and days worked reached?

Informal economy

Q. What is the level of employment in the informal economy? Is the informal economy growing or declining in scale? Does the government collect data on the informal economy?

Q. What is the government doing to support the transition to formality (such as changes to enable businesses to register more easily, formal
access to finance, skills training or business advice services, a progressive and simplified tax structure that benefits small and micro enterprises, improved labour inspection targeted at formalisation)?

Q. What is the profile of workers in the informal economy? Is there evidence that labour market discrimination against poorer women, youth, people with disabilities, ethnic groups or migrant groups, result in these groups being concentrated in the informal economy?

Complementary areas also relevant to tackling unemployment [public transport, childcare, education and training – see other domains for more details]

Q. Where are the major transport infrastructure deficits in urban (or rural) areas? What is the government doing to expand public transport supply, particularly to peripheral areas and informal settlements, and to remote, rural populations, and to improve the quality of transport services?

Q. Have there been any studies looking at the links between informal working and deficient public transport? Are informal workers concentrated in areas of deficient public transport?

Q. What information is available on experiences of public transport for different groups in different locations in urban areas? Is there analysis of the travel distance, travel time and service hours of transportation options available to low-income and high-income workers from different zones of the city? Is it possible to analyse the situation for ethnic minority groups who may be living in particular areas of cities where transport links are poor?

Q. Is public transport affordable for all? Can low-income urban residents afford public transport? What % of their income do different socio-economic groups spend on public transport? Are transport costs increasing or being reduced? If there have been consistent fare increases, is there any analysis available of the impact in terms of reduced use of services by commuters and the differential impact on different groups (e.g. by income group, ethnicity).

Q. Is there information available regarding the availability of childcare options for working parents? Are childcare options affordable, convenient and of sufficient quality? Is the government taking adequate steps to expand quality, affordable childcare options via investment in social infrastructure and/or provision of appropriate subsidies? Is financial support sufficient to enable children from poor families to access high quality childcare options?

Q. Is careers guidance seen as a social good in your country and generally a publicly funded service within educational institutions or as part of public employment programmes? Which groups are main recipients of careers guidance under the current model/s of provision (e.g. unemployed adults, young people in education or older workers or adults seeking a career change)? Is there parity of access for young people in education and adults? Within the careers guidance programme, are any additional targeted services being provided for disadvantaged groups? What budget is available for the lead agency (or contracted out service providers) delivering careers guidance services? Are budgets in this area increasing or decreasing?

Q. What is the geographic coverage of technical and vocational training facilities? How does the geographic coverage of public and private training providers compare? Are facilities (infrastructure and equipment) sufficient to meet the needs for quality technical and vocational education? Given the need to locate facilities near employment opportunities, are residential facilities provided to enable enrolment or remote and disadvantaged students?

Q. Is there sufficient investment to meet the most urgent quality challenges with technical and vocational education? Are technical and vocational programmes and curricula adequately designed in light of critical labour market issues and constraints? Are the programmes offered relevant and effective in meeting the skills and competency needs of employers?
Potential indicators to monitor the drivers of inequalities in this area

- Number of new jobs created annually (at national level and per region, by sector/industry)
- Amount of budget invested in local economic development strategies (total, per region and per capita per region)
- % of SMEs reporting access to support programmes (by business size/turnover and location)
- Number of jobs created as a result of tax incentives or hiring credits (cost per job); cost of tax expenditures linked to job creation as % of overall cost of corporate tax incentives and exemptions
- Number of discrimination cases brought before Employment Tribunal (by characteristic of employee and type of complaint)
- Number of apprenticeship places (per sector, type/level of job) available each year (disaggregated by relevant characteristics)
- Ratio of clients to employment counselling staff in active labour market programmes
- Amount of budget invested in active labour market programmes and numbers of participants annually
- Number of public works programme beneficiaries (nationally and per region, and disaggregated by relevant characteristics)
- Average number of days work provided and average public works wages earned per beneficiary per year (nationally and per region, and disaggregated by relevant characteristics)
- Number of people employed in informal economy (disaggregated by relevant characteristics)
- Number of small and micro enterprises newly registered as formal businesses each year
- % of monthly income spent on transport (disaggregated by relevant characteristics)
- % of parental earnings spent on childcare (disaggregated by relevant characteristics)
- Amount of budget invested in careers guidance (national and per region)
- % of technical and vocational education trainees who enter occupations related to their training; % of trainees who end up unemployed; % of trainees who end up as entrepreneurs
- Number of scholarships for poor young people to attend technical and vocational education

DRIVER 4.2: Weak labour market institutions, precarious and informal forms of work and lack of employment protection

Minimum wage and collective bargaining

Q. Does your country have a statutory minimum wage? Does it vary across geographic areas, sectors or for different types of workers (e.g. young workers)? How many workers receive the minimum wage and how does the size of this group compare to all workers?

Q. What analysis exists regarding the level of the minimum wage/s in existence? Has a living wage benchmarking been carried out in your country (and differentiated for different regions as relevant)? How does the minimum wage compare to the living wage benchmark? Has the minimum wage been increased or have minimum wage values declined?

Q. What is the process for setting the minimum wage? Is the process inclusive, enabling worker participation? What is the process for reviewing the minimum wage? Is it regularly reviewed and increased in line with inflation?

Q. How is the minimum wage effectively enforced? Is there a unit of labour inspectors that is properly staffed and trained? Is financing of labour law enforcement increasing, stable or decreasing and
how does the budget compare to need in this area? What information is available on enforcement – the ability of inspectors to gain access to workplaces and information, the number of inspections, the violations documented, any fines and penalties applied and the impact in terms of workers who have benefited?

Q. Do collective bargaining systems exist? Do collectively agreed minimum wages exist in certain sectors/industries? Do collectively agreed minimum pricing arrangements exist in agricultural sub-sectors? What is the level of coverage of these systems in terms of the numbers of workers / smallholders benefitting?

Q. What has been the impact of minimum wages, collective bargaining and wage agreements on company behaviour? Does analysis exist looking at the impact on unemployment, or in areas such as hours worked, or worker retention, training and productivity, or firms’ use of technology?

Trade unions

Q. What legislation exists in relation to the right to unionise and strike? Is unionization protected and enabled by law? Is there evidence that trade union activists are being targeted with threats or violence, or with blacklisting practices?

Q. What is the level of worker organisation in key sectors/industries? Is trade union membership (of men and women) growing or declining (and in which sectors/industries particularly)?

Q. Are unions effectively representing workers, actively negotiating with employers in relation to pay and conditions and defending workers in disputes?

Q. What is the state of debate within society on trade union membership and activity? Does the media report on union activity in a fair and balanced way?

Low-pay and precarious forms of work

Q. In which occupations/sectors/industries is low pay most concentrated? What is the prevalence of low pay in terms of the size of the labour market? What public sector workers are particularly at risk of low pay and what is the status of wage negotiations regarding these workers?

Q. Is analysis available regarding the low pay trap and how many workers on low pay remain trapped at the bottom of the pay ladder, in low paid jobs for years or alternating between low paid jobs and unemployment?

Q. In which sectors/industries is low pay combined with a lack of labour protections, such as no social security contributions, sick pay and paid holiday entitlement?

Q. What types of contracts are on offer in relation to precarious and low-paid work? Is the use of temporary contracts, out-sourcing or zero-hour contracts relevant? What is the impact of the different contracting practices on workers’ terms and conditions?

Q. Is there evidence of increasing false self-employment practices (gig economy), where workers are not treated as employees but designated as contractors? In which sectors are these practices of disguising employment relationships prevalent or growing? What is the impact on the pay and terms and conditions of workers? What is the impact on tax revenues - payroll taxes, social security contributions and VAT unpaid under these models? Are there legal challenges to these arrangements?

Q. What is the profile of workers holding low paid and precarious jobs? Is there evidence that these jobs are disproportionately done by minorities or women for example?

Q. What are the main benefits received by employers in relation to these types of employment contracts and in relation to false self-employment (such as lower wage costs, savings in relation to workers’ benefits, shifting of aspects of risk and responsibility, ability to hire and fire etc.)?

Q. Is the government subsiding low-paying employers by providing any in-work benefits to top up the income of workers receiving low pay? What is the cost to the government of providing this benefit? How does this compare to the cost of the tax revenue sacrificed due to disguised employment practices (or to any losses under recent tax reforms such as those lowering corporate tax rates)?
Q. What is the profile of ownership of the major firms involved in the rise of precarious work? Is there evidence that owners exert influence on labour market policies and regulation or on tax policies? Is it possible to analyse the evolving turnover, profit and tax contributions of key, large firms involved in the rise of precarious forms of work?

**Employment protection legislation**

Q. What employment protection legislation exists? What provisions exist in relation to the types of contract allowable and the conditions for using fixed term and temporary contracts? What sanctions are applied for the unlawful use of fixed-term and temporary contracts?

Q. What are the provisions for (individual and collective) dismissal (notification procedures, notice periods, severance pay) and what is the definition of unfair dismissal? What sanctions are applied for unfair dismissal? Are any derogations provided for in the law?

Q. Do regulations ensure equal treatment of agency workers and precarious workers? What are the differences between levels of employment protection available to different categories of workers?

Q. What remedies are available to workers? Are workers able to freely access employment tribunals to challenge employers over unfair practices? Is there strong or weak enforcement of the legislation in place? Is any information available on the cases where employment protection legislation has been breached? In what sectors are breaches particularly prevalent?

Q. Were trade unions consulted in the formulation of the existing law and are they consulted during any revisions of employment protection provisions? What are the main points of critique raised by trade unions in your country in relation to existing employment protection legislation?

Q. What reforms to employment protection legislation are being discussed? Is the private sector lobbying for the redefinition of any aspects of current legislation (e.g. for new contract types, to loosen restrictions on the use of fixed-term contracts, to reduce severance pay or cap payments for unfair dismissal)?

**Informal economy**

Q. What is the level of employment in the informal economy? Is the informal economy growing or declining in scale? Does the government collect data on the informal economy?

Q. What is the government doing to support the transition to formality (such as changes to enable businesses to register more easily, formal access to finance, skills training or business advice services, a progressive and simplified tax structure that benefits small and micro enterprises, improved labour inspection targeted at formalisation)?

Q. What is the profile of workers in the informal economy? Is there evidence that labour market discrimination against poorer women, youth, people with disabilities, ethnic groups or migrant groups, result in these groups being concentrated in the informal economy?

Q. Is there evidence of firms using the informal economy to evade taxes and regulatory controls? In which sectors/industries is this a problem? What is the impact of these firms taking advantage of informality in terms of the wages and conditions on offer and undeclared tax revenue (payroll taxes, corporate income taxes, VAT) and unpaid social security contributions? What is the government doing to oblige these firms to register, pay taxes and comply with labour laws?

Q. What is known about the scale of employment of domestic workers? What regulations and legal protections exist to protect informal domestic workers and to encourage social security contributions for domestic workers?
Potential indicators to monitor the drivers of inequalities in this area

- Number of workers covered by minimum wage (or wage agreements) per sector/industry/occupation, and as % of total workforce
- Minimum wage as % of living wage; minimum wage as % of mean/median wages
- Number of labour inspections conducted per year and number of violations documented (per sector/industry)
- Number of labour inspectors employed by relevant ministry/agency and/or budget for labour inspection and enforcement
- Non-compliance rates related to minimum wage payments in different sectors (% of male/female workers receiving minimum wage)
- Trade union membership (male/female)
- Number of attacks recorded on trade union members
- Number of workers on temporary contracts / zero hour contracts / working in gig economy (disaggregated by relevant characteristics)
- Number of people employed in informal economy (disaggregated by relevant characteristics)
- Number of small and micro enterprises newly registered as formal businesses each year
- Number of workers enrolled to pay payroll taxes and in social security system (per sector/industry), tracked alongside turnover and profit per sector/industry

OXFAM INEQUALITY TOOLKIT / Annex 1:
Questions to guide an in-depth analysis of drivers of inequalities by domain

193

DRIVER 4.3: Unequal access to good quality, affordable childcare, elderly care and other family support services

General questions

Q. Does the government have a national policy and strategy regarding access to affordable, quality childcare? Does a system exist to provide accreditation to childcare providers, kindergartens, pre-schools etc. and to monitor standards?

Q. Is the government’s vision to provide significant public childcare options or is childcare viewed as a private matter? What is the nature of public debate in this area? Is good quality, affordable childcare for all viewed as desirable, and as an effective inequality-reduction strategy, or an area where state intervention is unnecessary?

Q. Is there information available on the extent of family caregiving for the elderly (the number of carers and the hours of unpaid care provided by families) and the characteristics of carers (the division of informal care between men and women, the socioeconomic status of carers)?

Q. What government policies are in place in relation to elderly care? What types of care services and public support services are available for vulnerable elderly people and how do families access the support they need? Is the number of elderly people in need of family support growing and what is the extent of current public debate about how caring for the elderly will be sustained in the future?

Q. What working time and leave policies are in place to enable workers to attend to care needs? Are there formal leave-to-care policies? Are workers entitled to annual and sick leaves, maternity and paternity leave, parental leave and any form of compassionate and emergency leave? Are there limits on working hours and policies to ensure flexible working, part-time working, and job-sharing can be arranged? What efforts are made by trade unions in your country to integrate concerns about caring into negotiations and collective bargaining agreements with management?
**Childcare**

Q. What analysis exists about the impact of caring for young children on women’s labour force participation and earnings?

Q. Is there information available regarding the availability of childcare options for working parents? Are childcare options affordable, convenient and of sufficient quality? How do the costs of childcare in your country compare to other similar countries?

Q. Does the government offer any kind of financial support (e.g. voucher systems, or fully subsidised care for poor families, or through tax exemptions) to help families to access childcare facilities?

Q. Is financial support sufficient to enable children from poor families to access high quality childcare options? Or is there evidence that poor families are forced to select low quality childcare options?

Q. Do any large employers offer childcare options (such as crèches on their premises)? Are benefits of any employer programmes (e.g. reduced absenteeism, low staff turnover) documented?

Q. Does the public works programme provide childcare options for mothers of young children who need to access public works programmes?

Q. Are there debates about the merits of universal, free childcare provision in your country? Has this option been properly costed by the government or by any research institute? Has any analysis been carried out to properly assess benefits (e.g. increases in maternal employment, reductions in social security bills, increased tax yields if more mothers are working, long-term impact on earnings of children when adults due to improved educational attainment and performance and higher wage productivity)?

**Elderly care**

Q. What is known about the impact of caring for the elderly on labour force participation and earnings? What evidence exists on how men and women are impacted differently, in terms of leaving work, or reducing working hours, in order to care for the elderly? Is there evidence of lower wages for carers as they select lower-paid jobs or less working hours to accommodate caring responsibilities?

Q. Is more research needed to clarify the range of impacts of caring for the elderly, particularly on women (e.g. their employment and income, health - including mental health – and work-life balance, particularly considering care for the elderly in combination with women’s other domestic responsibilities)?

Q. What is the balance between informal care provided by unpaid family members, and formal care alternatives – as provided by public systems and/or the private sector? What information is available on trends in the use of formal paid care?

Q. What are the typical monthly costs of full time residential care (for public and private facilities)? How do these costs compare to average wages? How does the quality of care for the elderly compare between public and private facilities?

Q. What role does the government play in the public provisioning of home-based care for the elderly? Are support services available and how are these accessed?

Q. What information exists about the home care workforce? How many workers are employed in this sector? Are workers appropriately trained and supported to meet the complex needs of the elderly? What is the average wage paid in the sector (and how does this compare to a minimum/living wage)? What is the level of turnover of staff?

Q. How are families meeting costs with regard to the long-term care of the elderly, whether in relation to paying for support to enable older people to stay in the community or paying the costs of a care institution? What costs are families covering directly and what support are they getting from the government to meet costs? Are there any tax reliefs or allowances available for individuals who are caring for a dependant family member?

Q. What analysis exists regarding how households of different socioeconomic status are coping with elderly care costs? Which households are receiving the benefits of government programmes to support the elderly? Is support properly targeted and is assistance adequate?
**Disability**

**Q.** What efforts are made in your country to identify children with special educational needs and disabilities? Do diagnostic services and registries exist to assess developmental delays and identify children who need to receive special support with early childhood development and education services? How early is the assessment conducted? What tracking and follow-up systems are in place to ensure that children identified through screening subsequently receive assessments and appropriate services?

**Q.** What is the current coverage of the social protection system in relation to persons with disabilities? Do families with children with disabilities receive support? Do adults living with disabilities receive support?

**Q.** What is the nature of the support available? If cash transfers exist, at what level are they set? Are they adequate and are they all adjusted to keep up with inflation? Are the right health services provided including the necessary physical aids, physiotherapy and therapeutic care? Is the right support available in terms of accessing mainstream (or specialised) education services?

**Q.** Are there any gaps or emerging weaknesses in the social protection system in relation to supporting families to care for children or adults with disabilities? Is the government seeking to improve adequacy of payments and/or to increase care options?

**Q.** What is the level of social protection expenditure in relation to child and adults living with disabilities? Is spending increasing or decreasing? Is the government tightening eligibility rules or lowering the amount of support available in any cases/contexts? Have there been any cuts in public health, education and/or social services that have exacerbated the provision of services for adults or children with disabilities?

**Q.** Is information available regarding parents’ own assessments of the services on offer for children with disabilities (e.g. the time it takes to get an assessment, communication between education and health professionals, and the process of applying for support and resources)? Do parents feel they are receiving the support they need? What are the main problem areas that have been identified by parents?

**Access to personal services**

**Q.** What is known about the scale of employment of domestic workers? What regulations and legal protections exist to protect informal domestic workers and to encourage social security contributions for domestic workers?

**Q.** What kinds of personal services are commonly used by wealthy households in your country? Are the numbers working in occupations such as housekeepers, private nannies, au pairs, private nurses or elderly care assistants, personal assistants, private chefs and tutors increasing? What are the fees charged for these services and how does this compare to the average wage in the country?

**Q.** What kinds of careers and services are linked particularly to high net worth families (e.g. estate managers, household managers, home advisory services, private yacht crews)? Is demand for jobs such as these growing? Have any private education and training institutes opened to cater to a growing demand for trained household staff for wealthy elites?

**Q.** What salary levels are typically on offer for managerial posts and for jobs typically paid at an hourly rate? Are labour laws generally respected including the recognition of formal employment status, the use of proper employment contracts, payment of minimum wages and social security contributions, and overtime payment where due? Are employment disputes in the personal services industry commonplace or increasing?
Potential indicators to monitor the drivers of inequalities in this area

- Amount of public budget spent on provision of childcare services; amount spent on childcare subsidies
- % of parental earnings spent on childcare (disaggregated by relevant characteristics)
- Number of children enrolled in public pre-schools/kindergartens vs enrolled in private facilities (national and per region)
- Amount of budget spent providing care services to support home and community care of the elderly (total and per region); amount spent on allowances for people caring for family members (total and per household)
- Amount of budget spent supporting elderly people in residential care (total budget, budget per person)
- % of household earnings spent on elderly care (disaggregated by relevant characteristics)
- Amount of budget spent on social protection programmes related to children and adults with disabilities

**DRIVER 4.4: Harmful social and cultural norms that create employment barriers and deny financial independence and security for certain groups**

**General questions**

**Q.** Is there evidence that social norms and cultural practices related to gender play a significant role in influencing access to employment? In what particular areas is there evidence of negative impacts?

**Q.** Is there evidence that social norms related to gender affect a women’s ability to be financially independent? Do women have control over their own earnings and can women make their own spending decisions? How does this differ depending on personal characteristics (income level, education level etc.)?

**Q.** Is there evidence that racial discrimination or prejudice against certain minority groups is influencing employment opportunities? What analysis is available on the differences between groups in this area? Are equity gaps visible in these areas and are gaps growing or narrowing?

**Q.** What attitudinal barriers and prejudice do persons with disabilities face in your country? Is there evidence that negative beliefs regarding disability are influencing employment opportunities?

**Q.** Is there a specialised national equality body that can monitor policies and practices in this area? Is it adequately staffed and resourced?

**Employment barriers: gender norms**

**Q.** Is there a gender gap in relation to being in employment (and working hours) and how do gaps differ between women’s socio-economic status? Are gaps growing or narrowing? What research exists in relation to gender segregation in the labour market and its impacts in your country?

**Q.** Is there any survey information available on the reasons that fewer women than men are working in your country? What is the impact of different aspects such as: lack of affordable childcare, need to balance work with domestic responsibilities, lack of access to transportation, families that don’t approve etc.? Do prevailing social norms mean a women’s place is seen in the home rather than at work?

**Q.** What analysis exists specifically about the impact of caring for young children on women’s labour force participation? Is it accepted that providing quality, affordable childcare should be a government priority to help breakdown employment barriers for women?

**Q.** Is there information available regarding the availability of childcare options for working parents? Are childcare options affordable,
convenient and of sufficient quality? Is the government taking adequate steps to expand quality, affordable childcare options via investment in social infrastructure and/or provision of appropriate subsidies?

Q. Is there any evidence of explicit or implicit discrimination against women during recruitment and promotion processes, including in relation to well-paid, senior level jobs? Is there evidence that women are more likely to be made redundant than men? What is being done to tackle discriminatory attitudes and practices towards women shown by firms during recruitment processes and with regard to promotion and redundancy processes?

Q. Are there negative myths and stereotypes about women, their strengths, weaknesses and abilities that potentially impact recruitment and promotion practices? Is any analysis available looking at issues such as promotion bias in large firms?

Q. What legislation is in place to tackle gender discrimination and harassment at work? What mechanisms exist for women to make complaints about the conduct of employers? What remedies and sanctions are available?

Q. What are the existing provisions for maternity and paternity leave? Are women adequately supported to maintain an appropriate work-life balance when having children, including via their partner’s ability to take leave?

Q. Are women’s jobs protected to ensure that after notification of pregnancy they cannot be penalised? After maternity leave do women have the right to return to work at the same level of pay (and including on flexible terms if this is preferred)? Is there evidence of women’s rights not being respected in these areas? What remedies do women have access to and what sanctions are applied in these cases?

**Employment barriers: racial discrimination and minority groups**

Q. What is known about the prevalence of racist and discriminatory beliefs in your country? Is data appropriately gathered on the lived experiences of racism and discrimination, as well as on the nature of beliefs of racist individuals? Is there any research looking at the racism prevalent within key state institutions and major employers and how this impacts the diversity of the public and private sector workforces?

Q. Are there gaps based on ethnicity in relation to being in employment (and working hours) and how does it differ between income categories? Are gaps growing or narrowing? What analysis exists in relation to occupational segregation by race and ethnicity in the labour market and its impacts in your country? What occupations are particularly segregated?

Q. Are there negative myths and stereotypes about particular minority groups and their work ethic and abilities?

Q. Is there any evidence of explicit or implicit discrimination against minority groups during recruitment and promotion processes, including in relation to well-paid, senior level jobs? Is there evidence that minority groups are more likely to be made redundant than other workers? What is being done to tackle discriminatory attitudes and practices towards minority groups shown by firms during recruitment processes and with regard to promotion and redundancy processes?

Q. What legislation is in place to tackle discrimination and harassment of minority groups at work? Is the legal framework comprehensive – e.g. does it include aspects such as sexual orientation? What mechanisms exist for employees to make complaints about the conduct of employers? What remedies and sanctions are available?

Q. What is being done to tackle racism and discrimination against minority groups within the workplace? What legal mechanisms exist to hold employers liable? Are there any initiatives to address broader workplace culture? What is the government doing to more broadly combat racism and discrimination? What public information campaigns and public education and outreach activities are undertaken to tackle racism and discrimination and to shift discriminatory and intolerant attitudes and beliefs?
Potential indicators to monitor the drivers of inequalities in this area
- Number of staff employed by equality body and annual budget
- % of men/women who agree that women should be able to work outside the home if they choose
- Amount of public budget spent on provision of childcare services; amount spent on childcare subsidies
- % of population who self report as being prejudiced towards people of different ethnicities
- Number of discrimination cases brought before Employment Tribunal (by characteristic of employee and type of complaint)
- Amount of public spending on information campaigns regarding discriminatory and harmful social norms (gender, disability, racial discrimination, sexual orientation and gender identity)

**Q.** Is there any evidence of explicit or implicit discrimination against people with disabilities during recruitment and promotion processes, including in relation to well-paid, senior level jobs? Is there evidence that people with disabilities are more likely to be made redundant than other workers? What is being done to tackle discriminatory attitudes and practices towards people with disabilities shown by firms during recruitment processes and with regard to promotion and redundancy processes?

**Q.** What is the government doing to encourage employers to hire people with disabilities? Are tax incentives available if certain quotas are met? Are there public funds available to cover the cost of adaptation and maintenance of the workplace?

**DRIVER 4.5: Unequal access to productive resources and markets**

**Access to land**

**Q.** What is the scale of land concentration in the country and pattern of land ownership? Does the government undertake an agricultural census and is adequate and transparent information available on land ownership?

**Q.** Is land concentration increasing as a result of large land deals? How is the government negotiating with investors in relation to agricultural or extractives investments that have significant implications for land use and land expropriations? Are investors meeting standards regarding free, prior and informed consent and providing adequate compensation deals? What are the costs (including of any tax exemptions offered), benefits and impacts of such agreements for smallholder farmers?

**Q.** What is the status of national redistributive land reform debates? Is redistributive land reform still on the policy agenda in any form? What measures exist – if any – to tackle land concentration?

**Q.** What is the status of the taxation of agricultural land? Does a land value tax exist and is the tax set...
at an appropriate level? Are there any regulations related to large land holdings and unused land? Is tax structured to take into account aspects such as location, land quality and fertility, as well as to act as a disincentive to land concentration and to incentivise efficient, sustainable land use?

**Q.** What is the status of any land regularisation programmes? Does a programme exist aimed at protecting the land rights of smallholder farmers and improving their tenure security? Are these programmes properly designed, financed and implemented?

**Q.** What is the situation with regard to women’s land ownership, their rights to inherit land and property, and their control over the income from crops produced on the land?

**Agriculture policy and budget**

**Q.** What is the status of agriculture programmes to support smallholder farmers access the necessary inputs (seeds, fertilizer, water, credit) and improve their knowledge, productivity and access to markets? What programmes exist (such as programmes to provide market information, education and training, quality and affordable seed, fertilizer and water, access to finance and support for adding value through processing and marketing)? Are programmes properly targeted - to support the poorest, in marginal agricultural zones and to ensure participation by women farmers?

**Q.** What is level of public expenditure on agriculture - in absolute terms, as a share of GDP and as a share of total spending? Is agriculture spending increasing or is it under pressure? Is the agriculture budget presented transparently to show clearly the support that is given to large agribusinesses compared to small farmers and to show investments in different regions? How does spending compare between regions and between smallholders and large firms?

**Q.** Is investment in rural infrastructure (rural roads, rural electrification, post-harvest storage, irrigation systems) designed to benefit smallholders or large landowners and agribusinesses?

**Q.** Is there any evidence that large landowners and agribusinesses are lobbying to direct infrastructure investment to benefit their operations? Is investment in agricultural research and development designed to benefit smallholders or large agribusinesses? Is there evidence that large landowners and agribusinesses exert influence generally on agriculture policies, regulations and investments?

**Q.** What is the government doing to enable the formation of producer associations and cooperatives? Does the government sufficiently involve small producer associations and cooperatives in public policy debates, consultations and planning exercises?

**Q.** What is the government doing to shape the interactions between large domestic firms and/or foreign investors in relation to the agriculture sector? Are performance requirements – such as the provision of embedded services for smallholders within their supply chains – developed and agreed for the sub-sectors? Does the government encourage investors who will pursue shared ownership models? Are minimum pricing agreements negotiated for smallholders in certain agricultural sub-sectors? Are there rules related to the frequency of payments to smallholder farmers supplying large firms? Are there local sourcing requirements for manufacturers and processors?

**Q.** Is the government using public procurement rules for schools, hospitals, care homes, prisons and other relevant institutions to give preferential market access to smallholder farmers? Does the government negotiate local sourcing preferences with donor food aid and nutrition programmes? Does the government purchase buffer stocks or act as a ‘buyer of last resort’ to help stabilise prices paid to small farmers and minimise risks?

**Q.** What agricultural finance products are available to small businesses compared to large agribusinesses? What types of loans, interest rates and repayment periods are being offered by large commercial banks, compared to microfinance institutions and savings and credit cooperatives? What is the government doing to provide smallholders with subsidised credit and insurance products?
## Fisheries

**Q.** What is the status of government programmes to support small-scale fisheries? What controls are in place to prevent overfishing and ensure sustainable fisheries management by small and large actors? Are there efforts to support small-scale fisheries in areas such as modernisation (use of improved technologies such as motor engines, modern navigation and communication equipment, and processing and cold storage facilities) and to meet international food safety standards and access export markets?

**Q.** What is the status of the fisheries tenure rights of small-scale fishing communities? Do communities have secure use rights to access fishery resources and to land in the coastal, lakeshore or waterfront area? What is the government doing to recognise and protect the legitimate tenure rights of indigenous peoples and other communities with customary tenure systems?

**Q.** Is attention paid in government policy and support programmes to women working within small-scale fisheries (often in small scale processing and marketing)?

**Q.** What is the level of public expenditure on fisheries - in absolute terms and as a share of the agriculture budget? Is spending increasing or is it under pressure? Has the government invested in research related to fisheries, including in relation to the investment potential of fisheries and sustainable fisheries development?

**Q.** What finance products are available to fisheries entrepreneurs? What is the government doing to provide small-scale fisheries with subsidised credit and insurance products?

**Q.** What is the government doing to enable the formation of small-scale fisheries associations and cooperatives? Does the government sufficiently involve small-scale fishers in public policy debates, consultations and planning exercises?

## Forestry

**Q.** What policies, laws and regulations govern forest use and management? Does the legal framework recognise and protect forest-related property rights? To what extent does it recognise customary and traditional rights of indigenous peoples, local communities and traditional forest users? Is there an effective means of resolving disputes in relation to forest tenure and resource use?

**Q.** To what extent does the legal framework support and enable sustainable livelihoods of forest dependant communities? Are there mechanisms that ensure equitable sharing of forest revenue? Are there government programmes to support sustainable management of forests and the livelihoods of forest communities? Are there government programmes that support increased value-addition and sustainable utilisation of timber and non-timber forest products? What incentives exist to promote sustainable management of forests? What safeguards are in place to prevent social and environmental harm from forestry activities?

**Q.** What is the level of public expenditure for forest management and in supporting forestry communities – in absolute terms and as a share of the agriculture budget? Is the forest agency budget increasing or decreasing? Does the forest agency have adequate information and data management systems, technology, tools and organisational resources to pursue its mandate?

**Q.** Does the government create space for and support the participation of civil society, indigenous peoples and forest dependant communities in forest-related policy processes, consultations and planning exercises?

## Small and medium sized enterprises

**Q.** How many people (and what proportion of the workforce) are employed by small and medium sized enterprises (SMEs) in the country? What direct support programmes exist for SMEs (e.g. training in areas such as business start ups, management, entrepreneurship, marketing and business finance, support to attend trade fairs, access suitable premises and to access match funding or subsidised credit through SME financing programmes)?

**Q.** Which sectors/industries are being targeted for support? Do programmes target both rural
and urban enterprises? Are fees charged and what is the level of the fees? Are support services sufficiently subsidized (or freely available) to ensure access of the poorest?

**Q.** What is level of public expenditure on SME support programmes – in absolute terms and as a proportion of the budget for private sector development/trade and industry? Is spending increasing or is it under pressure? How does this spending compare to revenue sacrificed in corporate tax exemptions and incentives?

**Q.** What is the government doing to shape the interactions between large domestic firms or foreign investors and SMEs? Do programmes encourage local sourcing, the creation of linkages between firms and cluster development, or technology and skills transfers? Are performance requirements in these areas developed and agreed to benefit SMEs in any sectors/industries? Is the government incentivising the right kind of lending programmes by banks for SMEs?

**Q.** What is the government doing to promote social enterprises? Is there any special support provided, including subsidized access to credit or preferential access to SME support programmes?

**Q.** Is there any evidence of the impact of SME support programmes in terms of business growth and productivity and employment generation?

**Q.** Are programmes properly targeted – in terms of geography, approach, language - to support the poorest and to ensure participation by women and minority groups? Is the inclusiveness of SME support programmes properly monitored?

### International trade and competitiveness

**Q.** What trade-related measures has the government put in place in order to incentivise domestic production and exporting by small farmers and SMEs? What measures are in place to protect small producers and small firms from unequal competition with industrialised country exporters?

**Q.** What steps is the government taking to ensure the agricultural sector is competitive and that agribusinesses are not operating as effective monopolies in sector?

### Potential indicators to monitor the drivers of inequalities in this area

- Average land sizes owned per household income level (nationally and per region)
- % of national budget spent on agriculture / % of GDP spent on agriculture
- Amount of budget allocated to smallholder agriculture programmes (disaggregated by programme and per region)
- % of rural households with access to electricity
- Budget invested in rural roads as % of road infrastructure budgets
- Number of farmers covered by minimum pricing agreements as % of all farmers
- Volume of production and productivity levels of key smallholder crops
- % of smallholders involved in processing own crops [by crop, gender, income level and region]
- % of farmers reporting access to improved seeds, use of fertilizer, access to irrigation and credit [by gender, farm size or income level and region]
- Amount of budget allocated to fisheries and forestry programmes [disaggregated by programme]
- Number of staff and annual budget of forest management agency
- % of SMEs reporting access to support programmes [by business size/turnover and location]
**DRIVER 4.6: Skewed remuneration structures and lack of regulation of compensation policies and practices**

**General questions**

**Q.** What information is available in relation to the salaries of top executives in your country? How do CEOs and top managers’ pay (and increases in pay) compare to junior and low-paid employees in the same companies? How is top pay evolving and is there evidence available of increasing concentration of rewards at the top?

**Q.** In which sectors is high pay particularly notable and prevalent? What is the situation with the largest companies in the country, and with other ‘elite’ firms such as large law firms or accountancy firms? How do the financial and non-financial sectors compare? How do trends in high pay compare to trends in productivity and profitability of large companies?

**Q.** What has been the evolution of high pay in privatised utility companies and in private companies responsible for delivering large government contracts? Does the government use its power as purchaser to demand executive pay restraint?

**Q.** How do trends in your country compare with neighbouring/similar countries? Are the increasing rewards going to the top executives much higher or lower than in other countries?

**Q.** Does your country have a permanent body to monitor top pay trends? Does it have adequate access to data on pay (from company reports and anonymised data from the tax authority for example)? Does this body report annually to government and to the public on high pay?

**Wage setting systems, executive pay packages and disclosure**

**Q.** What are the systems for wage setting in the companies with the highest levels of executive pay? What is the composition of committees/bodies that set pay in large companies? Are executives setting wages amongst themselves? Is there any broader employee representation on wage setting committees? Is employee representation mandatory under government regulation or voluntary? If employees are part of remuneration committees, do they receive the appropriate training and support?

**Q.** Are shareholders involved in reviewing executive pay packages (whether pay increases or severance packages)? Have there been any changes in the levels of acceptance shown by shareholders to high CEO pay? Do shareholders have a binding vote over pay packages? If so, how often do shareholders reject proposed pay/severance packages?

**Q.** Is analysis available on the make-up of executive pay packages? Do top executives in the largest companies in your country generally receive share option schemes? Are increases in pay linked to performance? How does the base salary compare to the value of bonuses and stock options? Is the full value of the remuneration package (not just the salary) typically taken into account when calculating pay ratios and in any pay disclosure documents?

**Q.** Have there been any case studies looking at specific companies and their pay trends compared to key performance indicators? Are the rewards given proportionate to performance? Are there any case studies looking in depth at trends in specific companies across areas such as: high pay, average pay, company spending on staff development, investment in research and development and what companies are spending in buying back their own stock?

**Q.** What are the current taxation rules related to high pay? Has the highest marginal rate increased, decreased or stayed stable in recent years? What aspects of the pay package can be deducted by the business before paying profit taxes?

**Q.** What is the situation with regard to remuneration in the financial sector? Have there been any actions taken to curb excessive remuneration and bonuses in the financial sector? How are bankers’ bonuses taxed?

**Q.** What are the disclosure rules related to top pay in your country? Has the government mandated that publicly listed companies must publish any pay information (e.g. the ratio of the pay of their
CEO to their median employee or information on the executive team pay packages)? If governance codes exist mandating disclosure, have they been effectively implemented or ignored? Do any companies voluntarily disclose pay data?

**High pay policy reforms and the corporate lobby**

Q. What reforms are on the agenda to tackle high pay? What is being proposed and what is absent from the reform agenda? Have there been any proposals related to limiting top earnings – such as through the application of maximum pay multiples or limits to the use of share options in pay packages? Have there been any proposals to charge higher corporate tax rates for firms with higher ratios of CEO-to-worker compensation, or to increase the marginal tax rate for high earners?

Q. Is there any discussion of reforms in relation to companies that receive government contracts (such as publishing/imposing pay ratios, imposing pay caps, worker/consumer representation on company boards and remuneration committees)?

Q. Is there any tradition of shareholder activism in your country? Has shareholder activism targeted excessive executive pay? What kinds of resolutions have been put forward by shareholder activists in their push for change, and what types of proposals are most successful?

Q. What is the nature of public debate in this area? Has there been any assessment of public opinion in relation to executive (and wider) pay trends? How does the media cover the issue of high pay and potential reforms to address high pay?

Q. Is there evidence that large company owners and wealthy individuals lobby the government about high pay, and related taxation issues, and exert influence on policy decisions?

Q. What response have large companies had to any new regulations/reforms being discussed or put in place? Are companies lobbying the government or undertaking legal challenges to overturn new legislation? Is there evidence of companies lobbying against tax changes aimed at tackling high pay? Is information transparently available on any lobbying activities, and donations from large companies to political parties?

Potential indicators to monitor the drivers of inequalities in this area

- % of large companies with employee representation on remuneration committees
- % of average executive pay coming from stock options and bonuses
- Amount spent by largest companies annually on stock buybacks
- Average pay ratio of largest companies (CEO: median employee)
- Number of shareholder resolutions annually related to excessive CEO pay

**DRIVER: 4.7:** Lack of adequate regulation of the financial sector and financial markets and inadequate provision of debt advice

**Financial sector regulation**

Q. What is the nature and content of financial sector regulation, particularly in relation to rules that would deter excessive speculation? Does the government adhere to the international Basel Regulatory Framework? What reserve ratios of assets to liabilities are in place and how do these differ by type of bank and/or by type of asset? How has regulation changed since the global financial crisis?

Q. How is financial sector regulation implemented? Is the regulatory body/ies appropriately staffed and trained, and sufficiently well-funded to carry out its activities? Is the task of regulation by the government becoming more complex and costly? Are staff numbers and budgets in this area growing?
Q. Is there evidence of banks evading regulations? What types of contraventions of financial sector regulation are most commonly observed? Are these documented and covered by the media? Are actions taken and what penalties or sanctions are applied?

Q. Have any of the large banks or financial institutions in the country been implicated in cases of insider dealing, market fixing or other malpractices including tax evasion or money laundering? What actions were taken to investigate these institutions and what penalties applied? Have any senior executives been held personally responsible for breaches, losing bonuses, facing fines, suspension or criminal charges? Is there adequate protection for whistleblowers when financial crimes are exposed?

Q. Has the country been assessed by the Financial Action Task Force (FATF) which sets the global standard for anti-money laundering rules? Is the country compliant with its recommendations?

Regulatory reform and public banking alternatives

Q. Does financial regulation mainly aim to ensure stability in the financial system or are wider policy goals considered, most importantly how the financial system can serve more efficient and equitable outcomes? What is the nature of current policy debates in relation to the increasing financialisation of society and the power of the finance sector and its impacts on inequality? Are academics, think tanks, trade unions and CSOs actively researching and campaigning in this area?

Q. What regulatory reforms are on the agenda for the financial sector and financial markets? What is being proposed and what is absent from the reform agenda?

Q. What analysis exists regarding the political power of the financial sector? Has any organisation conducted research into the lobbying efforts of the financial sector? Is there evidence that large banks and financial institutions exert influence on policy decisions, including with regard to regulation?

Q. Has the country had experiences of private banks failing or being rescued by the government stepping in? Have the costs of private banks’ failures been properly documented? How has the media reported on these experiences?

Q. Does the country have any state banks (such as a national infrastructure bank) that operate within the financial sector in competition with private banks? Have state banks been able to invest successfully while taking into account policy goals such as equitable job creation and other social criteria, as well as, for example, green infrastructure investment? If such a bank / financing mechanism does not exist, what are the political barriers that impede this type of institution and approach?

Q. What is the nature of public debate about state banks and public financing vs. private banks and private finance? Is there a pervasive ideology that state banks are inefficient, ineffective or corrupt compared to the private sector? Are there any positive examples of state banking that can be documented to demonstrate the cost-effectiveness of state banks and their ability to fulfil job creation and other developmental goals?

Corporate structure, profit and tax

Q. What is known about the corporate structure of the country’s largest banks and financial sector firms and their use of offshore tax havens and secrecy jurisdictions? Has there been any research into the corporate structures of key financial actors? Is it possible to demonstrate the rate at which financial institutions are locating subsidiaries in tax havens/secrecy jurisdictions? If there is a gap in knowledge this area, is there an opportunity to conduct some specialised research?

Q. How are banks and financial sector firms taxed? Are any financial transactions taxes in place, such as currency transaction taxes (on foreign currency exchange) or securities transactions taxes (on stocks and share transactions)? What amounts are raised by these taxes and are the tax rates applied appropriate? What challenges are there in applying taxes to share transactions? Are there any discussions about how to tax more effectively high frequency trading?
Q. What is the situation with regard to remuneration in the financial sector? Have there been any actions taken to curb excessive remuneration and bonuses in the financial sector? How are bankers’ bonuses taxed?

Q. Is it possible to analyse the evolving turnover, profit and tax contributions of some of the large financial sector actors, given country-by-country reporting is now required by the EU for its banking sector? What percentage of profits of banks are being registered in tax havens and how does this compare to turnover and the number of employees reported as working there?

Q. If data is now being made available on the activities of banks in tax havens, what action is the government taking in response?

Regulation of the mortgage industry

Q. What is the status of regulation of the mortgage industry? Are there sufficient regulations to guard against predatory lending and ensure responsible and safe lending practices? Are there examples of discrimination in mortgage practices? Is there sufficient oversight of intermediaries involved in mortgage lending to guard against fraud and collusive practices?

Q. What is the status of rules to protect borrowers in relation to difficulties with payments, foreclosures and evictions? Are there unfair terms in mortgage contracts such as exorbitant default interest rates? Can borrowers get assistance with debt restructuring? Is there a suitable bankruptcy law that provides fair, accessible pathways to discharging mortgage debt? Are vulnerable people protected against eviction?

Financial inclusion, consumer credit and high-cost, short-term lenders

Q. What information is available with regard to bank account penetration? What percentage of adults has bank accounts (disaggregated by gender and other characteristics and location)? Is the gender gap in relation to bank accounts growing or declining?

Q. What national policies or strategies are in place regarding financial inclusion? What credit alternatives are on offer for low-income consumers?

Q. What efforts is the government making to increase access to the formal banking system and ensure low-income households and those in remote areas have access? Is the regulatory framework structured to lower barriers to access to bank accounts? Does the government require banks to provide basic (or low-fee) accounts? Are there onerous documentation requirements or other legal hurdles to account access or does regulation ensure document requirements are proportionate? Has the regulator incorporated the use of new technologies, such as mobile money, effectively?

Q. What is the government doing to ensure there are basic protections in place, particularly for previously excluded and inexperienced consumers that may be subject to abusive sales and collections practices? Is there a consumer protection regime? Does the regulator have the capacity to implement regulations and supervision effectively?

Q. What is the size of the microfinance sector? Does the sector have a reliable credit reporting system? What analysis is available regarding the sector’s growth in borrowing and aspects such as default rates and excessive indebtedness of low-income clients?

Q. Are microfinance institutions governed by a separate regulatory framework that takes into account their special nature? Is there a separate regulatory body for microfinance institutions? Is the government managing to regulate all microfinance institutions properly?

Q. What legislation exists in relation to consumer credit? Do lenders have to have a license to operate? What rules are in place in relation to advertising credit products? Does the legislation include clear standards in relation to responsible lending (such as the duty to explain the nature and consequences of credit and the duty to make a creditworthiness assessment)?

Q. What sanctions have been applied by the regulator, in relation to consumer credit firms that are lending to low-income consumers? Have any lenders been fined or had their consumer credit licence suspended or revoked after an investigation
by the regulator? Is the regulator considered capable and active enough in supervising the consumer credit sector and particularly the operation of high-cost, short-term lenders?

**Q.** What is the size of the high-cost, short-term credit market? How many people are using these services and what are the trends in terms of market growth? What analysis is available on the demographic profile of high-cost, short-term lender customers?

**Q.** Are there any limitations on the total cost of credit, meaning the imposition of a legal limit on the interest, fees and charges that lenders can charge?

**Q.** What regulatory reforms are on the agenda for the consumer credit market? Are there any new policy proposals to bring in requirements such as a legal limit on the interest, fees or charges lenders can charge? Has the likely impact on low-income borrowers of any new policy reforms been properly assessed? If reforms of this sort have been conducted has there been any evaluation of impact (including looking at whether access to credit has been reduced)?

**Debt advice and counselling**

**Q.** What analysis is available on the issue of over-indebtedness? Is information available on the debt levels of households in relation to consumer credit, mortgage loans and other money lending services? Are debt levels growing? How do trends in indebtedness compare to real wage growth trends?

**Q.** Does the government have a national policy and strategy regarding the prevention of over-indebtedness and including access to debt advice and counselling? What is the nature of provision of services in the debt advice sector? What is the current mix of provision between public and private providers? Are free services available?

**Q.** How are debt advice services funded? Are public budgets supporting these services increasing or decreasing? Has the government investigated options to create a fund for dealing with over-indebtedness (to which financial institutions offering consumer credit and mortgage loans would be obliged to contribute)?

**Q.** What actions is the government taking in relation to public information and communication around prudent financial management and dealing with debt? Are there any financial literacy initiatives and how are these targeted?

**Q.** How accessible are debt advice services? Are at-risk groups aware of the existence of advice services? How is outreach conducted? Is a general telephone helpline available? Are referrals made by different service organisations (e.g. by food banks, legal advice services and courts or by utilities’ companies, for example)? Are providers able to contact clients through a range of channels – providing face-to-face advice sessions (including offering flexible working hours) and communicating via the telephone, email, webchats etc.? Are there long wait times to get access to a debt adviser?

**Q.** What kind of support is generally provided? Do debt advice organisations help indebted clients to do a detailed financial assessment and to identify debt solutions? Do they support and prepare clients to negotiate with their creditors and develop a debt management plan? Are clients assisted to explore bankruptcy options and processes? Are any judicial or non-judicial debt mediation services available?

**Q.** Are the root causes of indebtedness explored (job loss, relationship breakdown, domestic violence and financial abuse, legal issues, mental health difficulties, addiction, unstable housing etc.)? Do debt advisors have the capacity to help clients address these wider issues, through the correct referrals and linking up to other public services?

**Q.** Is there sufficient attention within debt advice services to the aspect of long-term financial resilience? Are advisors adequately trained in this area? Do debt counsellors have sufficient time to conduct follow-up and provide longer-term support?

**Q.** Has the government conducted an evaluation regarding the provision of debt advice and whether services are effective, including investigating the experiences and perceptions of clients using the service?
Potential indicators to monitor the drivers of inequalities in this area

- Number of staff employed by the relevant financial sector regulator/s and annual budget
- Number of regulators per financial sector employee
- Number of cases investigated by the regulator and sanctions applied to financial sector firms
- % of banking assets held by state banks vs. private banks
- % of profits of large banks registered in tax havens compared to % of total turnover and % of employees
- % of subsidiaries of banks domiciled in tax havens
- % of adults with bank accounts (nationally and per region, and disaggregated by relevant characteristics)
- Default rate in relation to microfinance institutions
- Default rate in relation to consumer credit market generally: default rate of borrowers from high-cost, short-term lenders
- % of high-cost, short-term lenders’ customers being charged late fees
- Amount of budget available to support the provision of debt advice services (national and per region)
- Debt counsellor : inhabitant ratio (national and per region)

Q. Have any case studies been conducted to measure the creditor benefits of debt advice interventions? Would it be possible, in partnership with a utilities company or a debt advice organisation, to track the change in arrears payments after debt advice referrals and the implementation of a solution such as a debt management plan, to demonstrate the cost-effectiveness of these services?

DRIVER: 4.8 Lack of progressivity of tax system and tax avoidance and evasion

General questions

Q. What is the level of tax collection in the country - in absolute terms and as a share of GDP? How has it evolved over time? Are there studies on the overall progressivity of the tax system (that is, whether the tax system overall decreases or increases income inequality?)

Q. What indirect taxes are in place? Do they contribute more or less revenue than direct taxes? Is the contribution from indirect taxes increasing or decreasing compared to direct taxation? Are sales, trade and excise taxes designed progressively, with the correct exemptions, zero-rating or low rating to protect the poor and with higher tax rates on luxury goods?

Q. What direct taxes are in place? Are rates (e.g. personal income tax and corporate income tax rates) increasing or decreasing and is the contribution from each direct tax increasing or decreasing over time?

Personal income tax and wealth taxation

Q. Are the thresholds in place for the payment of personal income tax equitable? Is the lower threshold high enough to exempt the poor/very low-earners? Is the top marginal rate high enough to ensure the rich pay their share? How are the marginal rates being adjusted and do reforms reflect equity goals?

Q. What is the status of wealth taxation in the country? Does the tax system include taxes on land and property, capital gains and inheritance? Are there any other forms of wealth taxes in existence? Are these taxes set at appropriate levels and properly enforced?
Corporate income tax and tax avoidance and evasion

Q. What corporate income tax incentives and exemptions are in place? Is information on the fiscal cost of these (tax expenditure statements) published annually? Is there evidence that corporate tax incentives and exemptions are linked to an effective industrial development strategy? Is there evidence that corporate tax incentives and exemptions are being abused by firms or associated with political favours and corruption?

Q. Is there analysis available on the levels of tax avoidance and evasion with regard to both corporate and personal income tax? What evidence is available regarding monitoring and enforcement efforts by the revenue authority against companies and high net worth individuals? What strategies are in place to combat tax avoidance and evasion and the use of tax havens? Is the revenue authority taking active steps to investigate aggressive tax avoidance strategies, audit high-risk individuals and companies, and to prosecute tax evasion?

Q. What is the status of taxation of the financial sector in country? Are the profits created via trading in financial instruments (currencies, derivatives, share and other transactions) taxed? How are bankers’ bonuses taxed (and can they be offset against profits for tax purposes)?

Taxation of the informal economy

Q. What is the status of taxation of the informal economy? What licenses, fees, and taxes are currently applied to small, informal businesses, traders and vendors and how do these compare to profitability levels? What effort is the government making to increase the tax coverage of the informal economy?

Q. Are the income taxes applied to small, informal businesses, and those working on their own account, equitably designed (at very low or flat rates) to not over-burden the poor? Has the revenue authority conducted sufficient public information and education campaigns and provided easy access - such as via mobile phone systems – for small operators to declare and pay taxes?

Q. Is there evidence of firms using the informal economy to evade taxes? In which sectors/industries is this a problem? What is the ownership profile of these firms? What is the revenue loss impact of these firms taking advantage of informality in terms of loss of payroll taxes, corporate income taxes, VAT and unpaid social security contributions? What is the government doing to oblige these firms to register and pay taxes?

Extractives taxation

Q. What is the contribution of the extractives sector to domestic revenue raising? Is detailed information publicly available on the specific revenue contributions of the sector? Is extractives revenue ring-fenced to fund specific social programmes nationally or to fund local governments investments in certain locations?

Q. Is the country receiving its fair share of income from its natural resource sector when compared to companies’ revenues and profits and international benchmarks in this area? Are royalties, corporate income taxes and any other taxes (license fees, environmental taxes, windfall taxes) well designed and properly enforced? Is the extractives sector production and financial reporting properly monitored and audited to combat tax dodging?

Tax transparency and tax morale

Q. What is the level of transparency in relation to taxation? Does the revenue authority publish annual reports showing tax revenue for each tax type? Is it possible to analyse corporate tax contributions by sector/industry (particularly for extractive industries)? Are tax expenditure statements publicly available? Are anonymised tax records available to enable analysis by CSOs of contributions by different groups?

Q. What is the level of public trust in the tax system? Do people generally feel the system is fair and that the government is committed to using tax revenue to deliver services for all? Is tax morale increasing or declining?

Tax reforms and the corporate lobby

Q. What tax reforms are on the agenda? What is being proposed and what is absent from the reform agenda? Is enough being done to increase
the contribution of corporations and wealthy individuals and to protect the poor? Does the government publish impact evaluations prior to any reforms showing the distributional impact of potential rate, threshold and other changes?

Q. Is there evidence that large company owners and wealthy individuals lobby the government about tax and exert influence on tax policy decisions?

Potential indicators to monitor the drivers of inequalities in this area

- % tax/GDP ratio
- % of tax revenue collected from indirect and direct taxes and breakdown by tax category
- Amount of tax expenditure (amounts and % of GDP lost due to corporate tax incentives and exemptions)
- Revenue estimates of ‘tax gaps’ and amounts lost due to tax evasion (on VAT, personal and corporate income taxes)
- Number of staff in specialised revenue units (e.g. audit unit, transfer pricing unit, high net worth individuals unit); amount of budget dedicated to these units
- Numbers of audits and prosecutions carried out and amounts recovered

DRIVER 4.9: Lack of appropriate universal social protection floors (social assistance/insurance) particularly for children, working-age and pensioners

General questions

Q. Is providing a universal social protection floor a core commitment of the government? What evidence exists regarding the steps the government is taking to achieve this?

Q. Is there an analysis of the capacity of the relevant ministry and agencies? Is capacity increasing or deteriorating?

Social protection policy issues: coverage, adequacy and targeting

Q. What is the current coverage of the social protection system? Does it seek to cover all relevant groups that need a minimum income level (pregnant women and children, unemployed persons, older persons, persons with disabilities, work injury victims, the poor and vulnerable)? Which groups are not properly covered? Is a universalistic or targeted system (through means-testing or other method) applied or some form of hybrid model?

Q. Are the social protection programmes in existence/development being implemented in all areas of the country? What % of those who are eligible are not accessing the different programmes (nationally and in different areas of country)?

Q. What is the level of the cash transfers available? Are they adequate and are they all adjusted to keep up with inflation? How do they compare to the extreme poverty and poverty thresholds, median incomes and the cost of living in the country?

Q. Is any targeting system in place correctly designed to benefit those in need? Are benefits conditional on certain aspects (children attending school or health clinics, looking for work or attending work-related trainings)? Is conditionality working well, with positive impacts and fair to recipients?

Q. Is the social protection system designed to be appropriately gender-sensitive and to counteract discrimination against racial and ethnic minorities?

Q. What is the nature of the public pension scheme? Are public pensions financed out of general revenue, universalistic in nature and not based on individuals’ contributions? What are the eligibility rules? Is the level of the public pension adequate to cover the needs of the elderly?
Q. How is public policy on pensions changing in response to demographic changes and the growth in the elderly population? Is the benefit-claiming age being raised or the level of public pensions adjusted?

Q. What are the existing gaps or emerging weaknesses in the social protection system? Is the government seeking to expand coverage - to reach all relevant groups and in all geographies – and improve adequacy of payments? Is the government tightening eligibility rules or lowering the amount of support available for any groups?

Social protection budget

Q. What is the level of public expenditure on social protection? Is spending increasing or is it under pressure?

Q. How does the social protection budget allocation compare to expenditure? Are there often significant areas of under-spending, deviations from planned budgets, or mid-year cuts? Is corruption with the sector - and leakage from social protection budgets - a problem?

Q. What is the level of social protection expenditure on different aspects and programmes (e.g. child benefits, support for those with disabilities, public works programmes, public pensions, unemployment benefits etc.)? How are expenditures on different programmes evolving? What is the cost of administration - particularly administering any targeting measures - of the social protection system?

Public works programmes

Q. How comprehensive is coverage of the public works programme in terms of geographic areas and the number of beneficiaries who gain work? What % of people who are eligible are not covered by the public works programme (nationally and in different areas of country)? If in the process of being scaled up, is the public works programme being equitably targeted (e.g. to the poorest, chronically food-insecure areas, or post-disaster affected areas, first)?

Q. What is the average number of days worked by beneficiaries each year and what is the level of the daily public works payment? Does it provide an adequate annual work income? How does the payment compare to extreme poverty and poverty thresholds and the prevailing agricultural wage rate for labour? Is the payment adjusted to keep up with inflation? Is the public works programme expanding or contracting in terms of number of beneficiaries reached and days of work provided?

Q. What is the nature of the public works programme? Is the programme focusing only on short-term rural infrastructure development or does it seek to contribute to infrastructure and investments in other pro-poor sectors (e.g. contributing to agricultural growth or health and education infrastructure)? Is there evidence that public works programmes are designed to enhance skills?

Q. Is the targeting system and eligibility criteria correctly designed to benefit the poorest and most vulnerable? Are the relevant groups taken into account (e.g. out of work youth, poor female headed households, indigenous communities, ethnic minorities etc.)? Is the inclusiveness of the public works programme being properly monitored?

Q. Is the public works programme gender-sensitive by design to encourage participation and empowerment of women? Are programmes designed to offer a mix of jobs that are suitable for women? Are measures taken to publicise the programmes locally and encourage women’s participation? What childcare options are provided for mothers of young children who need to access public works programmes? Are rules related to cash payments into bank accounts appropriate to ensure women have control over their wages?

Q. What is the budget allocated to public works programmes annually? Is the budget growing or decreasing? How do the capital and administrative costs compare to the cost of wage payments to beneficiaries? Are there any major discrepancies between budget allocations and expenditures and/or between planned and actual number of beneficiaries and days worked reached?

Public acceptance of social protection system

Q. What is the state of debate within society on the social protection system? Is there broad public support for programmes (whether benefits
are universally provided and/or when targeted)? Are these programmes viewed as too generous providing citizens who are ‘underserving’ with income, or are they seen as a necessary support system that broadly benefits society?

**Q.** Does the media report on the system – its impact and potential reforms - in an informed and balanced way? What are leading think tanks and research institutions saying in relation to the design/reform of the social protection system?

**Q.** Is there evidence of politically/economically powerful individuals and/or vested interest groups seeking to undermine public acceptance of social protection programmes?

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**Potential indicators to monitor the drivers of inequalities in this area**

- % of national budget / GDP dedicated to social protection
- % of social protection budget spent on different programmes/benefits (public works programmes, child benefit, disability benefits, unemployment benefit, public pensions etc.)
- % of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, work-injury victims and the poor and the vulnerable
- Number of public works programme beneficiaries (nationally and per region, and disaggregated by relevant characteristics)
- Average number of days work provided and average public works wages earned per beneficiary per year (nationally and per region, and disaggregated by relevant characteristics)
DRIVER 5.1: Unequal access to clean water, sanitation and utilities to meet energy needs

General questions

Q. Is achieving universal coverage to meet water, sanitation and energy needs a core commitment of the government? What evidence exists regarding the steps the government is taking to achieve this?

Q. Is there analysis of the capacity of the relevant ministry and agencies? Is capacity increasing or deteriorating?

Q. What are the most urgent challenges with regard to the provision of clean water, sanitation and to meet energy needs? Which locations have particular infrastructure gaps? Which locations/households face particular challenges (e.g. accessing energy for cooking and/or warmth)?

Q. Is energy policy appropriately designed (e.g. to deliver clean energy solutions going forward; to improve air pollution problems related to cooking methods; to provide small-scale off-grid, renewable solutions for remote areas etc.)?

Public budget

Q. What is level of public expenditure on water and sanitation and energy access? Are budgets to invest in these areas increasing or under pressure?

Q. How do the budget allocations compare to expenditure? Are there often significant areas of under-spending, deviations from planned budgets, or mid-year cuts? Is corruption with the sectors - and leakage from budgets - a problem?

Q. What are the different levels of investment in infrastructure and energy solutions in different regions in the country? Is there pronounced inequality between locations in terms of water and sanitation and energy budgets or is there evidence that the pattern of investment takes into account inequalities between locations?

Q. What is the mix of funding for water and sanitation and energy investment? What is the government contributing? What are bilateral and multilateral organisations contributing in grants and loans? What private financing is being sought and what arrangements are being used to leverage private finance?
Regulation of privatised markets

Q. How is the privatised market regulated? Is the regulatory body appropriately staffed and trained, and sufficiently funded?

Q. How is the regulatory framework structured to ensure water and sanitation and energy services are made more accessible to the poor? What are the incentives or obligations for dominant operators to extend services to areas without coverage?

Q. What is the situation with regard to the regulation of performance and standards? Do privatised firms have investment targets related to maintenance, the improvement and expansion of infrastructure coverage, and with regard to meeting quality standards? Are the relevant contracts or agreements public? Are firms meeting those targets and what action is taken, or penalties applied, if not?

Q. What is the situation with regard to the regulation of tariffs? Are the tariffs that are being charged for water and sanitation and energy increasing or decreasing? What subsidies exist to enable access for the poor? Is the subsidy structure equitable? Does it benefit the consumer or the private provider of the service? Are large users paying their share? Is there evidence of corruption in this area?

Q. What rules are in place to protect consumers in case of complaints regarding service quality or with regard to billing (incorrect billing, need for phasing of payments) or disconnections?

Q. Is there analysis available comparing the real benefits and costs of public vs. private provision of key services? Is there a realistic assessment of the ability of the state to regulate private providers appropriately? Can the government properly assess conditions, investments needed, cost-price factors and enforce reasonable terms, including rates of return, on investors? What are the costs to the state of building its regulatory framework, doing the necessary assessments (including analysing the investor’s internal rate of return), as well as creating a regulatory agency and monitoring contracts and the sector adequately? What would the comparable costs and benefits be for the state to deliver the service itself?

Ownership structure, profit and tax

Q. What is the ownership structure of the firms involved in the privatised energy and water and sanitation markets? Is there evidence that owners exert influence on infrastructure policy or on any of the regulator’s decisions?

Q. What is the approach of the regulator with regard to ensuring competition and scrutinising mergers and acquisitions? Is there evidence of concentration of ownership between operators affecting prices and the standard of service for consumers?

Q. How are the private operators taxed? What taxes apply and are these appropriate? Is it possible to analyse the evolving turnover, profit and tax contributions of private operators?

Potential indicators to monitor the drivers of inequalities in this area

- % of national budget / % of GDP spent on water and sanitation / energy
- Amount of water and sanitation investment per region (public and private)
- Amount invested in rural water and sanitation services and rural electricity schemes (public and private)
- Number of staff employed by regulator and annual budget
- Amount of time taken to get to a clean water source
- Cost of subsidies provided to enable access of poor households
- Retail price movements in comparison to wholesale energy market prices
- Internal rates of return of companies by investment project
DRIVER 5.2: Unequal access to good nutrition

Malnutrition and undernutrition

Q. Are maternal undernutrition and child malnutrition significant problems in your country? Are trends improving or worsening and are gaps growing (e.g. in stunting rates) between children in wealthy and poor households?

Q. Is there a comprehensive national nutrition policy and/or a malnutrition prevention programme? Is there sufficient cross-sectoral coordination to implement policies effectively? Are broader aspects such as a food security strategy and nutrition-sensitive agriculture and water and sanitation policies considered in an integrated fashion?

Q. What programmes exist to improve the nutrition of pregnant and lactating women and child nutrition in the first two years of life? Are there efforts to promote exclusive breastfeeding in the first six months and to support women to meet this goal (including health workers to support mothers, adequate paid maternity leave and the right to take nursing breaks while working)? Are growth monitoring programmes in place? Are there efforts to provide vitamins and other micronutrients and to support appropriate complementary feeding practices? Are community health workers appropriately trained to deliver nutrition programmes?

Q. Are children in ECD centres, community-based childcare centres, pre-primary classrooms or preschools provided with appropriate nutrition? Do parents have to pay for food or provide the food themselves? Are there any publicly funded feeding programmes to ensure access to appropriate nutrition in centres and in the early years of primary school? Are programmes of sufficient coverage and quality, universal and/or properly targeted?

Q. What analysis exists of the social protection system in relation to nutrition? Is the nutritional vulnerability of individuals taken into account in targeting social protection, particularly to children under 2? Are there livestock-oriented social protection schemes that can positively impact nutrition? Are food transfer programmes supported (e.g. school feeding, in-kind transfers or food voucher systems)? Are social protection programmes used as a pathway to deliver micronutrient supplements to targeted groups? Have any assessments been conducted by the government to evaluate the impact of cash transfer (or other) programmes on nutrition?

Obesity and poor diets

Q. What is the nature of the problem of obesity in your country? Is the incidence of obesity, including in children of different age groups, growing? What is the prevalence of related conditions such as diabetes, heart disease and cancer? Is there evidence of inequities in the prevalence of obesity? In which geographical locations and which profile of households is the problem most notable? What steps is the government taking to prevent obesity?

Q. Is there analysis available of the typical nutritional content of cheap food? Does food that is cheap in your country tend to have a higher sugar, salt and fat content?

Q. What is known about the content of food provided through any food aid programmes and in relation to nutrition provided in schools, hospitals, prisons and any other public facilities? Do publicly funded nutritional support programmes, and public facilities and institutions, have adequate standards regarding healthy food content?

Public budgets: nutrition

Q. What is the level of public investment in nutrition? Is budget information available on the different programmes and interventions? What proportion of the most relevant programmes is the government financing and how much is reliant on donors?

Q. What are the amounts spent on key aspects such as growth monitoring and vitamin and micronutrient supplement programmes? Is there sufficient investment to ensure recruitment, training and supervision and support for the community-based health workers critical to delivering nutrition solutions? Is there sufficient investment in nutrition education? Is expenditure in key nutrition-related budget lines increasing or decreasing?
**Regulation of the food industry**

**Q.** What legislation is in place related to the food industry’s manufacturing standards with the aim of tackling obesity? Are there regulations to stop companies manufacturing ultra-processed foods? What standards exist limiting the salt, saturated fats, artificial trans-fats and sugar in processed foods and soft drinks?

**Q.** Are regulations in place regarding food labelling as part of efforts to tackle obesity? Are food labelling systems voluntary or mandatory? Are firms complying properly with regulations by adopting accurate food labelling?

**Q.** Are regulations in place regarding food pricing? Are unhealthy foods and beverages subject to higher taxes or any price controls? In combination, is healthy food subsidised to guard against negative impacts on people with low-incomes?

**Q.** Are there any regulations in place that specifically seek to protect young people, such as in relation to fast-food advertising targeting children, the presence of vending machines inside schools, and/or zoning to restrict fast-food outlets near schools?

**Q.** What response have food and drinks companies had to the policy debates and any new standards or regulations being put in place to prevent obesity? Are companies lobbying the government or undertaking legal challenges to overturn new legislation? Is there evidence of companies lobbying against unhealthy food or drink tax increases or helping draw up the rules for the sector? Is information transparently available on lobbying activities, and any research grants and donations from food and drinks companies to universities and/or political parties?

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**Potential indicators to monitor the drivers of inequalities in this area**

- % of health budget spent on nutrition and amount of budget spent on different nutrition interventions
- Nutritional content of typical (widely available, unhealthy, cheap) food
- Ratio of community health workers to population (national and per region)

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**DRIVER 5.3: Unequal access to safe, secure and quality housing**

**General questions**

**Q.** Is the government committed to the development of affordable housing? What evidence exists regarding steps the government is taking to achieve this?

**Q.** Is there analysis of the capacity of the relevant ministry and agencies? Is capacity increasing or deteriorating?

**Q.** What are the most urgent challenges with regard to the provision of affordable housing? Which locations have particular problems with housing quality and availability? Are slums and informal settlements growing in major cities?

**Housing budget**

**Q.** What is level of public expenditure on housing development? Are budgets to invest in these areas increasing or under pressure?

**Q.** What is the government spending on the development of affordable housing compared to housing allowances? How are these allocations changing?

**Q.** How do the budget allocations compare to expenditure? Are there often significant areas of under-spending, deviations from planned budgets, or mid-year cuts? Is corruption with the sector - and leakage from budgets - a problem?

**Q.** What is the mix of funding for affordable/social housing development? What is the government contributing? What are bilateral and multilateral
organisations contributing in grants and loans? What private financing is being sought and what arrangements are being used to leverage private finance?

**Housing policy**

**Q.** Is the government increasing or reducing its role in the direct supply of housing? If the government is reducing its role what planning and regulatory frameworks are in place to guide urban planning and the provision of housing (particularly at prices people can afford)? What is government policy in relation to urban land? Are regulations in place to guard against speculative practices and to enable development of affordable housing on this land on the basis of housing needs rather than investor’s profits?

**Q.** Is the government partnering with for profit, limited-profit or non-profit developers? What are the differences in the arrangements and results achieved? What requirements are made of private developers? Are there obligations to reserve a fixed percentage of housing in private developments for low-income residents? Are there rate of return constraints?

**Q.** How does the pace of investment in increasing the housing supply compare to population growth? What is the percentage of social/affordable housing of the total housing stock? Is this percentage increasing or decreasing? If decreasing, are there other alternatives in place?

**Q.** How mixed is housing and land-use? Are affordable houses for low-income families in segregated neighbourhoods or is there a policy to mix housing types and land-use?

**Q.** Are there debates about housing segregation and its impacts? What is the residential pattern of minorities? Is the concentration of particular groups in certain disadvantaged areas seen as problematic? What is the public debate in this area?

**Q.** What is the status of rules to protect borrowers in relation to difficulties with payments, foreclosures and evictions? Is there sufficient oversight of intermediaries involved in mortgage lending to guard against fraud and collusive practices?

**Q.** What is the status of regulation of the mortgage industry? Are there sufficient regulations to guard against predatory lending and ensure responsible and safe lending practices? Are there examples of discrimination in mortgage practices? Is there sufficient oversight of intermediaries involved in mortgage lending to guard against fraud and collusive practices?

**Q.** What percentage of new social housing is ‘special-needs housing’ (adapted for people with disabilities or the elderly, for example)?

**Home ownership**

**Q.** What are the forms of subsidy available to property owners and what are the costs of these to the government in terms of tax revenue sacrifice (e.g. preferential tax treatment for first time buyers; ability of landlords to deduct mortgage interest when calculating rental income tax; ability of homeowners to deduct mortgage interest for homes and land from personal income taxes)? How do these tax losses compare to costs of housing allowances and rental subsidies aimed at benefiting low-income households? Does the government oblige non-resident landlords to register with the tax authority and ensure that overseas landlords are paying domestic income tax on rental income?

**Q.** What is the status of regulation of the mortgage industry? Are there sufficient regulations to guard against predatory lending and ensure responsible and safe lending practices? Are there examples of discrimination in mortgage practices? Is there sufficient oversight of intermediaries involved in mortgage lending to guard against fraud and collusive practices?

**Q.** What is the status of rules to protect borrowers in relation to difficulties with payments, foreclosures and evictions? Is there fair, accessible pathways to discharging mortgage debt? Are vulnerable people protected against eviction?

**Q.** Do housing policies emphasize construction of sustainable buildings (those with low or zero carbon emissions)? Do policies ensure construction of houses that are safe given the risk of natural disasters present in that region (e.g. floods, mudslides, earthquakes)? Which neighbourhoods have adequately constructed and protected houses? Is social housing built according to appropriate safety and security standards?

**Q.** What is the coverage of social protection systems in relation to housing? Does the housing allowance system enable recipients to cover their rent almost completely? Does the system succeed in preventing low-income families from living in substandard quality houses?
Q. What is the stock of vacant houses in the country? How does this compare to the number of homeless people and/or the number of people evicted this year? Is the number of vacant houses growing or declining as a proportion of total housing stock? Is the number of homeless and/or evicted people growing or declining?

Q. What is the pattern of ownership of vacant houses and is ownership transparent (or owned via offshore companies or trusts)? What measures is the government taking to address houses purchased for purely speculative purposes (or as a vehicle for tax avoidance by overseas landlords)? What tax policies does the government apply to vacant homes (e.g. existence of a special high rate 'empty property tax' and other tax measures for second properties)?

Rental market and social housing

Q. How is the rental market regulated? Are there forms of rental price controls? Are these linked to tenants incomes or actual expenditure on investments or some other benchmark? What are the issues related to affordability and how are these being tackled? Is there evidence of discrimination in how housing allowances are granted?

Q. What is the status of legislation to protect tenants? Are sufficient protections available? Is there strict control over evictions?

Q. What are the major problems related to the standard of housing? What proportion of the existing public and social housing stock would be rated substandard? What policies are there to improve substandard public and social housing? What policies are there for slum upgrading?

Q. Are there adequate health and safety standards for private landlords and for publicly provided housing? Is there adequate enforcement of these standards? Are there inspections, fines and penalties, and obligations to make improvements imposed on landlords?

Homelessness

Q. What is the nature of homelessness in your country? Is there data available on the scale of the problem? Is it a growing problem (and in which locations)? Is there information available on the groups who are most at risk of homelessness?

Q. What is the nature of services provided for the homeless? Who provides services (e.g. local governments, specialised agency, non-profit organisations)? Do local governments develop strategies to tackle homelessness? How does this fit within the broader local housing strategy? What is the nature of coordination between housing agencies and social services and other relevant partners (e.g. mental health service providers, drug action teams, youth offender teams)?

Q. What funding is made available for service provision in this area? Are budgets commensurate with needs in this area and allocated equitably across locations to respond to needs that have been assessed? Has there been any evaluation or audit of the scope of current provision and any gaps, and budgetary gaps? Are budgets in this area increasing or decreasing?

Q. What preventive activities and services does the government provide to avoid homelessness? Are people at risk identified by housing agencies/associations or through early warning systems for those with high mortgage arrears? Is advice and information on housing support options freely available and easily accessible? Can people easily access advice regarding the benefits system and dealing with rent arrears? Are debt-counselling services widely available? Are groups such as young people, care leavers, ex-offenders and refugees properly served by preventive and support services?

Q. Are housing allowances efficiently administered to reduce the risk of eviction? Are there adequate measures to prevent illegal evictions and protect tenants?

Q. What temporary accommodation is available for homeless people? Are there efforts to coordinate with any necessary additional support services (e.g. mental health services or substance abuse services)? What are the costs of temporary accommodation and are budgets sufficient in this area? What efforts are made to provide permanent social housing to homeless people?
Potential indicators to monitor the drivers of inequalities in this area

- % of national budget / % of GDP spent on housing development
- % of housing budget spent on building homes; % of housing budget spent on housing allowances
- Amount of public and private investment in housing per region
- Number of social housing units and % of social housing units out of total housing stock
- Number of vacant houses
- Number of second homeowners
- Amount of tax foregone due to preferential tax treatment for homeowners and landlords
- Number of homeless (national and per region)
- Amount spent on homelessness (total and disaggregated for key programmes such as prevention strategies, temporary accommodation)

DRIVER 5.4: Harmful social and cultural norms that result in unequal division of domestic and care responsibilities

General questions

Q. Is there evidence that social norms and cultural practices related to gender determine the division of domestic and care responsibilities in the household? What survey data or analysis is available regarding the division of domestic and care responsibilities for different groups of women (women from low-income households, different ethnicities etc.)? Are equity gaps growing or narrowing in this area?

Q. Are national surveys appropriately designed to capture the nature and impact of harmful social and cultural norms and beliefs? Should existing survey tools be repurposed to better capture the division of domestic and care responsibilities within the household and the impact this has on the work-life and care-life balance of women?

Q. Is there information available on the extent of family caregiving for the elderly (the number of carers and the hours of unpaid care provided by families) and the characteristics of carers (the division of informal care between men and women)?

Q. What is the government doing to shift mindsets and behaviours, and to challenge harmful cultural practices in relation to gender equality? What public information campaigns and public education and outreach activities are undertaken? What community-based activities are supported to engage communities’ and traditional leaders’ support for transforming traditional gender norms within the family and the division of domestic responsibilities?

Q. What efforts are made to ensure schools are promoting gender equality, using an appropriate curriculum and taking steps to avoid upholding traditional norms of masculinity and femininity in the classroom? Are gender aspects appropriately dealt with in teacher training programmes? Is there investment in extracurricular activities and youth clubs and other school and community initiatives that can support positive changes in social norms and practices amongst adolescents?

Q. Are any CSOs conducting successful interventions in relation to the transformation of gender norms and the division of domestic responsibilities? Have any positive experiences been researched, documented and publicized? Are there any efforts to scale up activities in this area?

Potential indicators to monitor the drivers of inequalities in this area

- Amount of public spending on information campaigns regarding gender inequality
DRIVER 5.5: Unequal access to adequate public transport infrastructure and a healthy environment

General questions

**Q.** Does the government have a national transport policy and strategy? What are the government’s priorities for intercity, rural and urban public transport systems?

**Q.** Where are the major transport infrastructure deficits in urban (or rural) areas? Is there evidence of differential access to reliable public transport options? What is the government doing to expand public transport supply, particularly to peripheral areas and informal settlements, and to remote, rural populations, and to improve the quality of transport services?

**Q.** Is public transport infrastructure keeping pace with population growth in urban areas? Is private car ownership growing rapidly and is there more congestion on the roads and pollution as a result? What is the level of congestion on the different forms of public transport options? Are levels of congestion and pollution monitored and reported on and recognised as public policy concerns?

**Q.** Is transport planning seeking to improve transport routes to make (particularly secondary) schools and medical facilities more accessible? How is transport planning integrated with national and local economic development plans and the needs of groups such as smallholder farmers to access markets?

**Q.** Have there been any studies looking at the links between informal working and deficient public transport? Are informal workers concentrated in areas of deficient public transport?

Public transport in rural areas

**Q.** What information is available regarding access to public transport for the rural population? Is the level of service for the rural population, and on inter-city services, constrained by poor road infrastructure? What efforts are being made to upgrade existing unpaved roads and invest in expanding the network of rural roads? Is access for the rural population constrained by road quality and inaccessibility (e.g. during rainy seasons)?

**Q.** Is low passenger demand for rural transport services a particular constraint? What is the government doing to address this issue and ensure services are available in remote areas?

Equitable access and affordability

**Q.** What information is available on experiences of public transport for different groups in different locations in urban areas? Is there analysis of the travel distance, travel time and service hours of transportation options available to low-income and high-income workers from different zones of the city? Is it possible to analyse the situation for ethnic minority groups who may be living in particular areas of cities where transport links are poor?

**Q.** What information is available on accessibility by age, gender and other characteristics such as disability? Is there legislation to guarantee accessibility to public transport for people with disabilities and is it properly implemented?

**Q.** Is public transport affordable for all? Can low-income urban residents afford public transport? What % of their income do different socio-economic groups spend on public transport?

**Q.** Are transport costs increasing or being reduced? If there have been consistent fare increases, is there any analysis available of the impact in terms of reduced use of services by commuters and the differential impact on different groups (e.g. by income group, ethnicity).

**Q.** What is the nature of public policy debates about transportation equity? Are socially disadvantaged groups in under-served areas receiving special attention in transportation planning by local governments? Are investments prioritised to reverse the effects of spatial and residential segregation? Is the focus of debate purely on transport infrastructure or is there a wider understanding about barriers to movement – such as gender relations, poverty, physical disabilities and affordability?

Informal transport systems

**Q.** How important are informal transport systems (use of matatus, shared taxi systems, rickshaws) in your country? Do operators self-organise...
schedules? How are they regulated? What is the cost of the service and how does this compare to average daily earnings of low-income groups?

**Q.** Are there issues with safety on informal transport systems? Are operators properly licensed? Are vehicles roadworthy and properly maintained?

**Q.** Is the government working with informal operators to extend services and meet passenger demand? Do they plan together to develop and serve routes more efficiently, maintain ranking facilities, resolve conflicts? Does the government encourage formalisation? Does the government encourage collective associations of informal operators, or cooperatives, to operate in, and further develop, the sector?

**Public transportation budget**

**Q.** What is the government investing in the transport sector? How does the amount invested in road infrastructure compare to public transport?

**Q.** How do the budget allocations for transport compare to expenditure? Are there often significant areas of under-spending, deviations from planned budgets, or mid-year cuts? Is corruption within the sector - and leakage from budgets - a problem, particularly when it comes to the implementation of large infrastructure projects?

**Q.** What are the financing arrangements for public transport provision? What is the mix of funding between the government, any grants and loans, and private financing arrangements?

**Q.** If the state is directly providing public transport what capital budgets and operating budgets are required? Do the government’s costs exceed fare revenue?

**Q.** How does any subsidy system operate? Is it targeted to low income groups or widened to benefit all citizens by lowering public transport prices across the board? Has there been an analysis of the incidence of any public transport subsidies (e.g. how much benefit is received by the poorest vs. middle classes)? Has there been sufficient effort to investigate the impact of different subsidy options, including on the financial sustainability of services?

**Safety and security**

**Q.** What information is available on the safety of users travelling on different modes of transport? Is information collected on transport-related deaths and the incidence of accidents and fatalities on different modes of transportation (e.g. moto-taxis vs. buses)? How does the risk of being killed in a transport accident compare between rural and urban areas?

**Q.** What standards are being introduced to improve the safety of public transport vehicles and operators (e.g. minimum technical standards for vehicles, better traffic management systems and more appropriate road safety rules)?

**Q.** What is known about the chances of being the victim of a crime whilst using public transport? Does the government collect and publicise data?

**Q.** Are public transport systems safe for women? Are women choosing to avoid using certain modes of transport and being forced to rely on more expensive options (e.g. taxis) for security reasons? What steps is the government taking to tackle sexual harassment and the sexual assault on public transportation? Is it criminalised? Are there reporting mechanisms? Are there investments in making public transportation safer for women (e.g. well-lit pavements and stations, request stop programmes on buses for women late at night and early in the morning, route planning that explicitly takes into account women’s needs etc.)?

**Privatisation and regulation aspects**

**Q.** What is the mix of public and private provision of public transport options? What types of arrangements are in place with private operators – licensing, concessioning, franchising, contracting, etc.? Are there any public private partnerships (PPPs) in place in relation to bus/rail or other services? What initial revenues has the state invested in any PPPs?

**Q.** What are the terms and conditions of any arrangements with private sector operators and how are they regulated? Are the financial terms of the arrangements known? What is the level of revenue collection by the operators and are private sector operators receiving subsidies? Do private sector operators receive any tax incentives under their contracts?
Q. Is there an appropriate layout of routes – and route allocation - by the state? Are services and ticketing mechanisms coordinated/integrated between the various private (and private and public) operators effectively? How is the government ensuring the accessibility of remote rural populations and other under-served populations is expanded, and not compromised, by any contracting arrangements with the private sector?

Q. What analysis is available on the capacity of the government to regulate effectively? Are the institutional arrangements and the regulatory framework adequate? Are the government’s planning and management efforts appropriate?

Q. Is there analysis available comparing the real benefits and costs of public vs. private provision of all (or some elements of) public transport? Can the government properly assess conditions, investments needed, cost-price factors and enforce reasonable terms, including rates of return, on investors? What are the costs to the state of building its regulatory framework, doing the necessary assessments as well as creating a regulatory agency and monitoring contracts and the sector adequately? What would the comparable costs and benefits be for the state to deliver the service itself?

Healthy environment

Q. What steps is the government taking to minimise environmental harm with the operation of the public transport system? Is the government prioritising transport modes such as rapid bus transit or light rail or investing in cycling infrastructure and discouraging private vehicle use in cities? What efforts are being made to protect cyclists and pedestrians with appropriate pavements and cycle ways, and to give public transport priority (e.g. to create dedicated bus lanes)?

Q. Is the volume of car traffic growing? What is the government doing to encourage use of low-emissions vehicles? What regulations and taxation are applied to incentivise low-emissions vehicles?

Q. Is there a formal air quality monitoring system to monitor air pollution in large cities? Is the data made public and is there any analysis of the air pollution hot spots in big cities? How do these map onto the location of schools and poor vs. rich neighbourhoods, for example? What steps is the government taking to tackle air pollution and control emissions (from industry, vehicles, agriculture etc.)?

Q. What is the extent of urban green space (available for free public use) in major cities? How does accessibility differ between neighbourhoods? Are people living in the most deprived areas less likely to live near green spaces? What is being done to create new areas of green space, improve the quality of existing green spaces and increase accessibility for all?

Q. What are local governments investing in parks, outdoor play spaces, sports fields and recreation complexes? Are facilities in good condition, properly maintained and considered safe for children’s play? Do people have safety concerns about using urban parks and play areas and other amenities? Are facilities accessible for people with disabilities?

Q. Is investment by local governments in this area increasing or decreasing? Are local governments under pressure to sell green spaces in order to generate income and save money? How is the pressure to develop land for housing or other facilities balanced with the need to maintain green spaces?

Q. Is there any data or research available on the users of urban green spaces and sporting and recreation facilities? How does use compare between different socio-economic groups and different ethnic groups? Are people with disabilities or the elderly under-represented among users of green spaces?

Q. What is the nature of public policy debates in this area? Do local governments have planning guidance on what constitutes a health community to inform future planning and building developments? Does the government recognise the cost-effectiveness of access to green spaces in improving health outcomes (including mental health) and creating community cohesion? Is there recognition that improving access to green spaces for certain groups of people currently excluded is important?
Potential indicators to monitor the drivers of inequalities in this area

- Level of private car sales (and % of sales that are of low-emission cars)
- Travel time of workers (disaggregated by relevant characteristics)
- % of monthly income spent on transport (disaggregated by relevant characteristics)
- Average fare levels (bus, rail, metro)
- % of national budget / % of GDP spent on transport
- Number of crimes recorded on public transport (men/women)
- Number of staff employed by transport regulator and annual budget
- Amount spent by local governments on parks and recreational facilities

DRIVER 5.6: Unequal exposure to accidents, disasters and environmental risks

**Infrastructure safety and security**

**Q.** Do housing and land-use policies emphasize construction of houses that are safe given the risk of natural disasters present in that region (e.g. floods, mudslides, hurricanes, earthquakes)? Are there rules to prevent building in hazardous zones? Are there adequate and enforceable building standards to ensure construction is in zones that are safe to build on and that buildings can withstand natural disasters, as well as focusing on issues such as appropriate drainage and flooding?

**Q.** Is there a difference between neighbourhoods when it comes to construction standards and the risk and vulnerability of communities to natural disasters? Which neighbourhoods have adequately constructed and protected houses? Is social housing built according to appropriate safety and security standards?

**Q.** Does the government gather information on slums and poor neighbourhoods in relation to exposure to hazards and risks? Are aspects such as access to safe water, sanitation, overcrowding and poor structure quality (both housing in hazardous locations and the use of inadequate materials) recognised as critical?

**Q.** Are there any national or local government programmes to address the risks of hazardous locations and substandard housing quality?

Do slum-upgrading programmes exist and are these combined with appropriate urban planning approaches?

**Q.** Are there major safety problems related to the standard of housing, particularly rental properties? What proportion of the existing public and social housing stock would be rated substandard? What policies are there to improve substandard public and social housing?

**Q.** Are there adequate health and safety standards imposed on private landlords and for public housing? Is there adequate enforcement of these standards? Are there inspections, fines and penalties, and obligations to make improvements imposed on landlords?

**Disaster risk reduction and management**

**Q.** Is information gathered on natural disasters in your country? Are disasters recorded, including the amount of economic loss and impacts on people and lives? Is there disclosure of relevant information by local and national governments (e.g. disclosure of flood mapping and disaster impacts)?

**Q.** Are interventions such as flood protection programmes proposed and financed where necessary (in both wealthy and poor neighbourhoods)? Are there any urban programmes related to disaster risk management and seeking to build resilience, particularly in marginal zones?

**Q.** Does the government have a disaster risk reduction policy? What institutions and investment...
exists in relation to emergency planning? Does the government have functioning weather data systems and early warning systems?

**Q.** What is the nature and coverage of private sector insurance in relation to natural disasters in your country? Is insurance affordable? Have previous natural disasters had an impact on the insurance industry? Are insurers responding to events by broadening coverage or withdrawing from high-risk areas? Are premiums rising? Is there any national government response to fill gaps left by the private insurance industry (e.g. a government sponsored natural disaster insurance pool)?

**Road traffic and public transport safety and security**

**Q.** What information is available on the safety of users travelling on different modes of transport? Is information collected on transport-related deaths and the incidence of accidents and fatalities on different modes of transportation (e.g. moto-taxis vs. buses)? How does the risk of being killed in a transport accident compare between rural and urban areas?

**Q.** What standards are being introduced to improve the safety of public transport vehicles and operators (e.g. minimum technical standards for vehicles, better traffic management systems and more appropriate road safety rules)?

**Q.** What is known about the chances of being the victim of a crime whilst using public transport? Does the government collect and publicise data? Are there investments in making public transportation safer for women (e.g. well-lit pavements and stations, request stop programmes on buses for women late at night and early in the morning, route planning that explicitly takes into account women’s needs etc.)?

**Environmental risks, policy and regulation**

**Q.** What are the most polluting industries/sectors about which there is highest public concern? Is information available on the risks to public health from different kinds of environmental pollution (e.g. from pollution of drinking water, air pollution, solid waste pollution, soil pollution, hazardous and industrial waste handling, environmental noise)? Where are the biggest problems in your country? Where are the biggest knowledge gaps?

**Q.** Is there a formal air quality monitoring system to monitor air pollution in large cities? Is the data made public and is there any analysis of the air pollution hot spots in big cities? How do these map onto the location of schools and poor vs. rich neighbourhoods, for example?

**Q.** What is the government doing to control industrial emissions, emissions from domestic fuel use, cars, commercial vehicles and maritime transport and the agricultural sector? Is the volume of car traffic growing? What is the government doing to encourage use of low-emissions vehicles? What regulations and taxation are applied to incentivise low-emissions vehicles?

**Q.** What is the scope of the current regulatory framework to protect public health from environmental pollution? Is regulation adequate in this area? Is regulation appropriately designed to actually lower pollution (not simply to enable polluters to pay to be allowed higher emissions for example)?

**Q.** What regulatory agency/ies is charged with designing and enforcing environmental regulations related to public health? What information is available on the activities of the regulatory agency – its investigations, violations identified and sanctions applied? Is the regulator able to properly enforce standards and hold companies accountable?

**Q.** Do companies have to publish their pollution information in a form that is easily accessible by the public? Is the public properly informed about which corporations are polluting the environment and the risks they face?

**Q.** What the licensing procedures for companies operating in high risk sectors with regard to environmental pollution (e.g. extractives sector)? Are strict environmental licensing procedures in place, including the requirement of a full environmental impact assessment? Are these assessments conducted independently and rigorously evaluated?

**Q.** What is the nature of public policy debates in relation to environmental regulation, particularly...
in relation to the protection of human health? Is environmental regulation commonly seen as a barrier to economic growth that undermines competitiveness, or is there an appreciation of the need for regulation (and the costs of deregulation)? How does the media report on this issue?

**Q.** Are there any moves underway towards environmental deregulation? Are there any moves to roll back pollution standards in any area or fast-track environmental licensing? Is there evidence that progress towards cleaner air, water and land is slowing or reversing?

**Q.** Has there been any research looking at the relationship between environmentalism and economic performance? Are there any good experiences that could be documented – showing that non-polluting companies can operate successfully with good financial returns?

**Q.** What response have companies had to the policy debates and any new standards or regulations being put in place to prevent environmental pollution and protect public health? Are companies lobbying the government or undertaking legal challenges to overturn new legislation? Is there evidence of companies lobbying against any particular regulations or helping draw up the rules for the sector? Is information transparently available on lobbying activities, and any research grants and donations from polluting companies to universities and/or political parties?

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**DRIVER 5.7:** Unequal access to good quality, affordable childcare, elderly care and other family support services

**General questions**

**Q.** Does the government have a national policy and strategy regarding access to affordable, quality childcare? Does a system exist to provide accreditation to childcare providers, kindergartens, pre-schools etc. and to monitor standards?

**Q.** Is the government’s vision to provide significant public childcare options or is childcare viewed as a private matter? What is the nature of public debate in this area? Is good quality, affordable childcare for all viewed as desirable, and as an effective inequality-reduction strategy, or an area where state intervention is unnecessary?

**Q.** Is there information available on the extent of family caregiving for the elderly (the number of carers and the hours of unpaid care provided by families) and the characteristics of carers (the division of informal care between men and women, the socioeconomic status of carers)?

**Q.** What government policies are in place in relation to elderly care? What types of care services and public support services are available for vulnerable elderly people and how do families access the support they need? Is the number of elderly people in need of family support growing and what is the extent of current public debate about how caring for the elderly will be sustained in the future?

**Q.** What working time and leave policies are in place to enable workers to attend to care
needs? Are there formal leave-to-care policies? Are workers entitled to annual and sick leaves, maternity and paternity leave, parental leave and any form of compassionate and emergency leave? Are there limits on working hours and policies to ensure flexible working, part-time working, and job-sharing can be arranged? What efforts are made by trade unions in your country to integrate concerns about caring into negotiations and collective bargaining agreements with management?

**Childcare**

**Q.** What analysis exists about the impact of caring for young children on women’s labour force participation and earnings?

**Q.** Is there information available regarding the availability of childcare options for working parents? Are childcare options affordable, convenient and of sufficient quality? How do the costs of childcare in your country compare to other similar countries?

**Q.** Does the government offer any kind of financial support (e.g. voucher systems, or fully subsidised care for poor families, or through tax exemptions) to help families to access childcare facilities?

**Q.** Is financial support sufficient to enable children from poor families to access high quality childcare options? Or is there evidence that poor families are forced to select low quality childcare options?

**Q.** Do any large employers offer childcare options (such as crèches on their premises)? Are benefits of any employer programmes (e.g. reduced absenteeism, low staff turnover) documented?

**Q.** Does the public works programme provide childcare options for mothers of young children who need to access public works programmes?

**Q.** Are there debates about the merits of universal, free childcare provision in your country? Has this option been properly costed by the government or by any research institute? Has any analysis been carried out to properly assess benefits (e.g. increases in maternal employment, reductions in social security bills, increased tax yields if more mothers are working, long-term impact on earnings of children when adults due to improved educational attainment and performance and higher wage productivity)?

**Elderly care**

**Q.** What is known about the impact of caring for the elderly on labour force participation and earnings? What evidence exists on how men and women are impacted differently, in terms of leaving work, or reducing working hours, in order to care for the elderly? Is there evidence of lower wages for carers as they select lower-paid jobs or less working hours to accommodate caring responsibilities?

**Q.** Is more research needed to clarify the range of impacts of caring for the elderly, particularly on women (e.g. their employment and income, health - including mental health – and work-life balance, particularly considering care for the elderly in combination with women’s other domestic responsibilities)?

**Q.** What is the balance between informal care provided by unpaid family members, and formal care alternatives – as provided by public systems and/or the private sector? What information is available on trends in the use of formal paid care?

**Q.** What are the typical monthly costs of full time residential care (for public and private facilities)? How do these costs compare to average wages? How does the quality of care for the elderly compare between public and private facilities?

**Q.** What role does the government play in the public provisioning of home-based care for the elderly? Are support services available and how are these accessed?

**Q.** What information exists about the home care workforce? How many workers are employed in this sector? Are workers appropriately trained and supported to meet the complex needs of the elderly? What is the average wage paid in the sector (and how does this compare to a minimum/living wage)? What is the level of turnover of staff?

**Q.** How are families meeting costs with regard to the long-term care of the elderly, whether in relation to paying for support to enable older people to stay in the community or paying the costs of a care institution? What costs are families
covering directly and what support are they getting from the government to meet costs? Are there any tax reliefs or allowances available for individuals who are caring for a dependant family member?

**Q.** What analysis exists regarding how households of different socioeconomic status are coping with elderly care costs? Which households are receiving the benefits of government programmes to support the elderly? Is support properly targeted and is assistance adequate?

**Disability**

**Q.** What efforts are made in your country to identify children with special educational needs and disabilities? Do diagnostic services and registries exist to assess developmental delays and identify children who need to receive special support with early childhood development and education services? How early is the assessment conducted? What tracking and follow-up systems are in place to ensure that children identified through screening subsequently receive assessments and appropriate services?

**Q.** What is the current coverage of the social protection system in relation to persons with disabilities? Do families with children with disabilities receive support? Do adults living with disabilities receive support?

**Q.** What is the nature of the support available? If cash transfers exist, at what level are they set? Are they adequate and are they all adjusted to keep up with inflation? Are the right health services provided including the necessary physical aids, physiotherapy and therapeutic care? Is the right support available in terms of accessing mainstream (or specialised) education services?

**Q.** Are there any gaps or emerging weaknesses in the social protection system in relation to supporting families to care for children or adults with disabilities? Is the government seeking to improve adequacy of payments and/or to increase care options?

**Q.** What is the level of social protection expenditure in relation to child and adults living with disabilities? Is spending increasing or decreasing? Is the government tightening eligibility rules or lowering the amount of support available in any cases/contexts? Have there been any cuts in public health, education and/or social services that have exacerbated the provision of services for adults or children with disabilities?

**Q.** Is information available regarding parents’ own assessments of the services on offer for children with disabilities (e.g. the time it takes to get an assessment, communication between education and health professionals, and the process of applying for support and resources)? Do parents feel they are receiving the support they need? What are the main problem areas that have been identified by parents?

**Access to personal services**

**Q.** What is known about the scale of employment of domestic workers? What regulations and legal protections exist to protect informal domestic workers and to encourage social security contributions for domestic workers?

**Q.** What kinds of personal services are commonly used by wealthy households in your country? Are the numbers working in occupations such as housekeepers, private nannies, au pairs, private nurses or elderly care assistants, personal assistants, private chefs and tutors increasing? What are the fees charged for these services and how does this compare to the average wage in the country?

**Q.** What kinds of careers and services are linked particularly to high net worth families (e.g. estate managers, household managers, home advisory services, private yacht crews)? Is demand for jobs such as these growing? Have any private education and training institutes opened to cater to a growing demand for trained household staff for wealthy elites?

**Q.** What salary levels are typically on offer for managerial posts and for jobs typically paid at an hourly rate? Are labour laws generally respected including the recognition of formal employment status, the use of proper employment contracts, payment of minimum wages and social security contributions, and overtime payment where due? Are employment disputes in the personal services industry commonplace or increasing?
Potential indicators to monitor the drivers of inequalities in this area

- Amount of public budget spent on provision of childcare services; amount spent on childcare subsidies
- % of parental earnings spent on childcare (disaggregated by relevant characteristics)
- Number of children enrolled in public pre-schools/kindergartens vs. enrolled in private facilities (national and per region)
- Amount of budget spent providing care services to support home and community care of the elderly (total and per region); amount spent on allowances for people caring for family members (total and per household)
- Amount of budget spent supporting elderly people in residential care (total budget, budget per person)
- % of household earnings spent on elderly care (disaggregated by relevant characteristics)
- Amount of budget spent on social protection programmes related to children and adults with disabilities
DRIVER 6.1: Lack of support for all forms of democratic participation and protection of the civil and political rights of all citizens

General questions

Q. Has your country ratified, signed and put in place the International Covenant on Civil and Political Rights, and others key human rights agreements such as the ILO Convention concerning Freedom of Association and Protection of the Right to Organize?

Q. The human rights of peaceful assembly, freedom of association and political participation (take part in public affairs, vote and be elected by universal and equal suffrage), are they protected and guaranteed in specific national laws? What kind of barriers, formal and informal, exist in relation to the fulfilment of these rights and opportunities to participate in public affairs? Are there official mechanisms to monitor the state’s performance in these areas? What kind of mechanisms? Are they official and mandatory? Can they establish sanctions and/or channel citizens’ claims to international bodies and institutions? If not, are there citizen-led initiatives collecting reliable and periodic data on the fulfilment or restrictions of civil and political rights?

Q. Q. Who are the most and the least affected by these barriers? Who are the most commonly involved in civic space incidents (women, labour groups, LGBTI groups, environmental, indigenous groups, migrants and refugees...)? Is it populism a rising trend in your context? To what extent is populism affecting democracy and how is reflected in politics? Whose voices count?

Elections, political parties and voting

Q. In relation to adequate context for free and fair elections: Is there an effective, impartial and non-discriminatory procedure for the registration of voters, living in and outside the country? The separation between the political parties and State, is ensured? Are there laws or codes of conduct to govern the election campaign and relationships between political parties, and between them and society, preventing voter suppression? Is the integrity of the process for counting votes ensured?
Q. Are there mechanisms to monitor elections? Are the government and the State open to international observers in elections if necessary? Does the election law make provision for observers? Will they be allowed into polling stations and counting centres? Will there be sufficient, properly trained observers? Do observers have clear rights under the law? Is the security situation sufficiently stable to ensure the safety of observers?

Q. Is lack of alternatives and low competition between political parties an issue in your country? Is the political arena controlled by one political party or by a reduced number of parties? What mechanisms do existing parties use in order to achieve this control? Is competition in the political arena encouraged? How are opposition groups and their role in democracy perceived by citizens in your context?

Q. What barriers exist that affect the emergence of new political parties? Do voting thresholds established for political parties affect the emergence of new parties and discourage citizens from organising parties to become members of city councils or Parliaments? Are there intensive bureaucratic procedures? Is registration of political parties in the public register highly time intensive and complex? Are rules on elections and political parties changed to benefit certain groups, parties or interests in power (methods of proportional representation, methods to allocate seats)?

Q. Are there training programmes and clear and practical information accessible for all citizens in relation to elections procedures, their rights to vote and ways of voting – secret, in person, remotely? Are there any laws regarding political participation – including running for office – that discriminate against individuals on the basis of their gender, race, social status, religion, indigenous groups, etc.? Who are denied the right to vote? Are these denials proportional in time and intensity, or are they excessive (e.g., convicted felons, parolees and lifetime denial voting rights)? Does this affect certain groups of people in particular?

Q. Are there any restrictive practices by the State and/or policies discouraging vote among certain groups of people? Are there excessive, complex and new requirements to register as a voter (voter ID requirements, procedures to register and vote from a foreign country), shortened voting periods, elimination of same-day registration and voting, or restrictions or suppression of any measure that had increased voter turnout of certain groups? Who is affected by these measures and whose voices count?

Q. Is there any analysis of the rates of political participation in the most excluded segments of society (excluded neighbourhoods in cities, rural areas)? What is the percentage of abstention in elections of the poorest areas in the cities? Looking at the intersection between income and people’s characteristics such as gender, age, what are the groups in a disadvantaged position to participate and engage? What is the difference in voting rates between urban and rural areas?

Q. What policies have been implemented to increase these areas’ and groups’ participation and engagement in democracy? Have these areas adequate infrastructure and security to access voting polls? Do they have adequate access to open public spaces where citizens can meet?

**Mechanisms of democratic participation**

Q. Are the rights and ways of decision-making of tribal and indigenous groups recognised and effectively protected? Has your country ratified and put in place the ILO Convention 169 about Indigenous and Tribal Peoples? In particular, are there existing laws and practices ensuring their right to have their own customs and traditions, ruled by their special customary laws, institutions and regulations? Regarding their participation in the public sphere at national level, do the State consult these peoples through their own representative institutions in the measures that may affect them? Is their political participation ensured in equal terms of other sectors of the population?

Q. Are there formal mechanisms in place that allow citizens to propose laws after some formal requirements haven been fulfilled, such as petitions? Have individuals the possibility to organise referendums to vote for a law or to decide the implementation of a legislation approved by the government?

Q. Are the Parliament sessions open to the public (national, regional, local)? What are the
restrictions on attending a session? Is the agenda public and accessible to anyone requesting it? Is it possible to present petitions and statements? What procedure is in place, is it restricted to organised civil society, or can individuals also submit petitions? Are Members of Parliament accessible to citizens and / or organisations through effective channels?

Q. Are there formal and public spaces that enable citizens to interact with decision-makers? Are decisions taken on public policies behind closed doors or are there formal participation mechanisms? Are meeting reports made public? Are decisions regarding public policies approved after consultation with involved / affected stakeholders? How are these consultations organised, who is invited and how are the main demands presented taken into account?

Q. Does the State articulate channels for the participation of children and youth under 18? How is participation by children and youth guaranteed? In consultations and other formal mechanisms of political participation, are children and adolescents invited to the deliberation process, in order to hear their voices on issues that matter to them?

Q. Do public spaces, consultations and mechanisms serve specific interests of dominant minorities (through specific types of CSOs having more access to these spaces than others), or do they lead to pluralist expression of causes and interests? Are there mechanisms to ensure the autonomy and independence of citizen-led initiatives within these spaces to avoid co-optation?

Q. What institutions are responsible for guaranteeing the full participation of all citizens? What mechanisms of protection do they have in place to guarantee their participation? What mechanisms are in place to encourage the participation of groups that tend to be excluded (e.g. the elderly)?

Q. One of the main problems regarding people’s voice, participation, representation and inclusion is the issue of clientelism and patronage. These practices foster the discontent and mistrust of the population in the system. Are there registered cases of clientelism in the context? What groups were involved? Did authorities take action against the main actors involved? Are these clientelist practices seen as negative, positive or normalised within the population? What about patronage?

Q. Do participation mechanisms rely mainly on new technologies, or do technology-based mechanisms exist in parallel to traditional ones? If technology-based mechanisms are increasingly relied upon, who has access to these mechanisms and who is excluded from participating? Has there been a public and transparent debate on their use and access challenges? Are there sufficient efforts to ensure excluded population segments understand how these mechanisms can be used? Are there sufficient guarantees on proper use of technologies and social media to ensure that they will not influence or manipulate decision-making and voting?

Q. Is national government decentralised to encourage a level of decision-making that is closer to individuals? What is the level of decentralisation? Are there neighbourhood governance communities that enable more formal interaction of citizens with authorities? At local level, many forms of traditional rule and decision-making enable participation, but they may also inhibit participation and exclude the powerless, such as women, young people and the elderly. Are there mechanisms in place to engage and include these groups?

Civil society actors: formation, expression and protection

Q. Is funding available for social movements, civil society organisations and other groups to enable their participation in political life? What requirements are in place to register an organisation, or to organise a stunt or demonstration, for example? Is registration of civil society organisations in the public register highly time intensive and complex? Are requirements appropriate and balanced or excessively restrictive such that they hinder civil society organisation and the exercise of citizenship?

Q. What percentage of the working age population is enrolled in trade unions? How many and what types of trade unions exist (sectoral, transversal)? Where are trade unions absent, in what sectors? Are there any restrictions on trade union activity
Q. Does the government allow the creation of alternatives to the private sector such as cooperatives or consumers’ associations? How many have been created? Do they have access to public and private funding? Is their access to markets open?

Q. What mechanisms are in place to protect activists, civil society and other social actors against harassment and repression, including whistle-blowers? Are there laws making certain social movements and CSOs or certain forms of collective action, illegal, thus restricting civic space? If so, which ones? Are there restrictive laws in place or discussions about their implementation? What companies are the main providers of Internet in the country? Is there a monopoly in terms of network providers?

Q. Can social media effectively be used for social and political activism or are there efforts to restrict this? Is there evidence of government surveillance and restriction of activists’ online activities? Are there repercussions for online activity, such as legal prosecution, imprisonment, physical attacks, or other forms of harassment?

Potential indicators to monitor the drivers of inequalities in this area

- Number of recommendations and observations made by UN bodies in relation to civil and political rights, proportion of received complaints
- Number of negative and/or controversial reports by observers when monitoring elections
- Number of members of each political party
- Percentage of local, national politicians that are male/female, dominant/minority ethnic groups, socio-economic position, etc.
- Number of formal mechanisms of participation beyond voting and being elected (e.g., referendums, consultations, recognition of customary laws and institutions, symbolic seats in the Parliament dedicated to citizen-led initiatives and not political parties, etc.).
- Number of members of trade unions (disaggregated by relevant characteristics)
- Coverage of collective bargaining agreements
- Number of attacks and threats recorded against journalists, trade union activists, and other civil society activists and human rights defenders

DRIVER 6.2: Lack of mechanisms that ensure state accountability to citizens

**Transparency and access to information: general questions**

Q. What laws exist that govern citizen’s access to information (freedom of information laws)? Does legislation explicitly state that access is the rule and secrecy the exception? Does legislation make clear the access of citizens to specified types of documents? In what areas are there exemptions (e.g. in relation to national security, private company data etc.)?

Q. Are there clear institutional mechanisms for enforcement of access to information laws and independent oversight institutions and...
mechanisms for legal enforcement? Do citizens have to give a justification when they approach the government with a request for information? Are authorities obliged to give a written explanation of the reasons for rejecting a request?

**Q.** What information must the government disseminate actively (without a request by citizens)? Is information on laws, rules, procedures and services provided in all national official languages? Are there established time limits for delivery? Are time limits respected? Is information easily available online?

**Q.** What efforts is the government making to ensure citizens understand their “right to know” and are able to act upon access to information laws?

**Q.** Are government ministries, departments and agencies appropriately resourced to deliver their information requirements? Is the necessary staff capacity in place? Are staff aware of their obligations under the law and willing to implement access to information requirements? Is there any information available as to the practices of different ministries, departments and agencies in response to citizen information requests, showing where requests are particularly being ignored or rejected without reasonable grounds?

**Q.** If a request is rejected can the citizen appeal the decision to an independent external body (such as an information commissioner or ombudsman) or seek judicial review? Does the information commissioner have sufficient investigative powers and the power to enforce compliance? What is the track record of the judiciary in your country in upholding access to information principles? Is the appeals procedure in place timely, affordable and accessible?

**Q.** What is the nature of any transparency reforms under consideration? Are ruling elites or any specific groups resisting reforms? Are donors showing support and offering assistance to governments to implement transparency reforms?

**Transparency regarding political finance and politicians’ activities**

**Q.** What is the nature of existing rules on the disclosure of political finance? Do parties have to disclose all aspects of their funding, including the specific identification of donors who provide donations exceeding a certain value? Are the financial accounts of political parties made available to both the regulator and the public? Do disclosure provisions distinguish between routine party finances and electoral finances?

**Q.** What are the rules and mechanisms for the disclosure of financial information and potential conflicts of interest? Do politicians have to register ‘paid outside positions’, gifts, previous employment, assets and sources of income? Are parliamentarians’ expenses and allowances recorded? How is this data monitored by parliament and is all information publicly disclosed?

**Q.** What information is provided related to lobbying? Does a lobbying register exist? Do lobbyists have to provide the names of their clients, the subject matters they lobby on, their income from lobbying and lobbying expenses? Do they have to report any contributions to political campaigns? What lobby activities are recorded (contacts with government agencies, description of legislative proposals, meetings)? Are financial transactions (e.g. gifts, reimbursement for travel, hospitality) between lobbyists and public officials legal? If legal, are these recorded? Of the information that is collected what elements are made available to the public?

**Q.** Do government officials make information publicly available regarding their meetings with lobbyists? Are ministerial diary summaries published (ideally online and monthly or quarterly)? Is it possible to access information about the content of meetings between senior public officials and lobbyists under freedom of (access to) information acts? (see more on Rules on Lobbying below).

**Fiscal and budget transparency**

**Q.** Does the government proactively make available information on government revenues, budget allocations and expenditures? Are the pre-budget statement and draft budget both published in a timely fashion to allow review, dialogue and consultation? Is the approved budget published as soon as it is approved?
Q. How comprehensive is the budget information provided? Is budget information provided on all ministries, governments and agencies and at both national government and sub-national (regions, local government) levels? Is budget information sufficiently disaggregated and clear to enable meaningful analysis?

Q. What is the quality of budget information? Is it provided in consistent formats from year to year and according to consistent accounting policies to enable comparison? Is budget data accompanied by budget documents that show clear policy relevance (e.g. including performance information, targets and outcomes in key policy areas and discussing the impact on different groups and sectors of budgetary decisions)? In particular, is budget and expenditure monitored for any gender-discriminatory impacts? To what extent, if any, are public resources structured, collected and spent to address gender inequality?

Q. Do budget documents include information on revenues from the extractives sector including disaggregated information on profit taxes, royalties, dividends, fees and concessions, in accordance with international extractives industry transparency standards? Is information available on how revenues are allocated (on or off budget) between different levels of government and activities? Are full accounts of state-owned natural resource companies published?

Q. Does the government budget include information on tax expenditures as a result of tax concessions and preferences given to particular taxpayers or activities? Is information provided on all types of tax expenditures including tax exemptions, deductions, credits, concessional tax rates and any other rules that reduce or defer a taxpayer’s liability? Is there adequate breakdown of aggregate tax expenditures by type? Is there sufficient information available on the distributional outcomes of tax expenditures and who is benefiting (e.g. corporations, the non-profit sector or particular individuals)? Is there adequate scrutiny of tax expenditures and their costs and benefits?

Q. Are in year budget execution reports publicly available on a monthly or quarterly basis from all ministries, departments and agencies? Are year-end budget execution reports available within 6 months? Are draft budgets, approved budgets and budget execution reports all in same formats and providing the same level of detail to allow comparison across the budget cycle?

Q. What opportunities are offered to parliament and its committees to scrutinise and engage in the budget process at all key stages of the budget cycle? Are there sector-specific committees who can conduct detailed scrutiny of certain areas of the budget? Is there a capable and active public accounts committee? What is its track record in engaging on public budget issues?

Q. What initiatives are in place to support parliamentary budgetary capacity? Are parliamentarians given timely access to all relevant information? Are there any capacity building initiatives of members? Are parliamentarians able to access expert, technical, non-partisan analysis of budget proposals?

Q. Is information provided in simplified, accessible formats for citizens and disseminated in a timely manner so that citizens can influence resource allocation? Is budget data available (without fees) in open digital (machine-readable and bulk-downloadable) formats for citizen groups to use in their research and analysis? Is data sufficiently disaggregated and comparable, with public access maintained over the long-term to allow for citizen tracking and monitoring? Are there structured opportunities for parliament to consider citizens’ inputs to the budget process?

Q. Is the audit report of the public budget made public? How comprehensive is the audit report? Does it attest to the accuracy and fairness of government budget reports, publish a list of all violations and irregularities and identify systemic weaknesses? Does it include performance auditing? Is the supreme audit institution independent? Does it have sufficient budget and staff to fulfil its mandate as a credible, robust watchdog? Does it have the power to impose fines or sanctions? Are its recommendations to address weaknesses taken into account by government?

Q. Is information available on public contracting and procurement processes? Is comprehensive information available on the entire contracting
cycle – tender procedures, contract awards and contract execution (including information on formal complaints and disputes)?

**Q.** What experience is there in your country of participatory budgeting? Are there mechanisms for citizens to channel their demands into the public budget? Does the government - at local, regional or national level – implement participatory budgeting, or have there been pilot projects? Have these experiences been evaluated?

**Citizen participation and oversight**

**Q.** If freedom of information laws exist, is there any analysis available as to how these are being implemented in practice? Are citizens actively and successfully using the legal framework to access information and use it to demand better government performance, reduce corruption and promote better accountability? Is bureaucratic compliance adequate? If citizen demand is low, what are the reasons behind this?

**Q.** Is there a national policy framework related to public participation? What procedures are in place for local and national government to involve citizens in their decision-making processes? What institutional arrangements are in place for consultations with citizens and interest groups, including trade unions?

**Q.** Does the government invite commentary on draft legislation and conduct public opinion surveys? Is there evidence that the public’s contributions do actually influence decisions?

**Q.** What is the make up of advisory bodies and commissions? Does the government have any rules on the need for balance between the private sector and civil society representatives on advisory groups, or in relation to the need to restrict the access of lobbyists to these groups? Is the membership of such groups, their agendas, minutes and participants’ submissions made publicly available so civil society can scrutinize their work?

**Q.** What is the government doing to support civil society capacity to understand budgets and participate in budgetary processes? Are citizen budgets and guides produced? Are there efforts to build civil society capacity and to invite citizens to budget dialogues, council budget meetings and other forums? In particular, are there any gender budgeting processes in place?

**Q.** Is civil society actively scrutinizing tax expenditure reports? Has there been research conducted into the costs and benefits of particular tax expenditures and their impacts? Are civil society organisations exposing cases of ‘hidden public welfare’ to more robust scrutiny?

**Free press**

**Q.** Is there robust coverage of political news in your country? Do journalists and main news media demonstrate political loyalty and a pro-government narrative? Have state officials taken over any critical media companies or otherwise intervened in their management? Is (and how is) independent journalism guaranteed?

**Q.** Has there been any censorship of print or online media content? Is the space for investigative journalism shrinking? How much unbiased press content is available, via what medium (radio outlets, online etc.) and what is its level of readership?

**Q.** Is the safety of journalists guaranteed? Are journalists being verbally attacked or demonised by public figures? Are they the subject of increased surveillance, intimidation, and/or threats of physical violence? Have there been any murders or kidnappings of journalists recorded? Are cases of violent attacks, abductions, and killings of journalists increasing? In what contexts of reporting are violence most commonly used (e.g. organised crime, political corruption, financial crime, land and environment issues etc.)?

**Q.** Is there increasingly use of the legal system to put pressure on journalists (such as via threats of legal action, arrests, fines or other penalties)? In what contexts of reporting are legal threats most commonly used?

**Q.** What is the existing level of concentration of media ownership in your country? What is the balance between public and private ownership across different types of national media and how is this reflected in market shares? Is the media dominated by a very small number of large private firms or an individual using control of the
media for their own political interests? Is media concentration growing or in decline?

Q. What standards are in place for commercial broadcasters and privately owned newspapers? Are there regulatory requirements related to balanced content and journalistic ethics? Are there substantial (or limited) public interest obligations linked to content? Is the regulator able to effectively monitor the sector and sanction violations and abuses (e.g. distorted coverage of important issues, pro-corporate agenda, sensationalism and bias dehumanizing ethnic minority or other groups, hate-filled narratives etc.)?

Access to information and the Internet

Q. Is the government taking any actions to restrict access to information on the Internet? Has the government made efforts to block specific applications or technologies or to control the Internet and mobile phone access providers? Are any websites blocked for political reasons or are there other forms of censorship or manipulation of content (whether permanently or during specific periods such as elections or times of unrest)?

Q. Is digital media able to be used for social and political activism? Is there evidence of government surveillance and restriction of activists’ online activities? Are there repercussions for online activity, such as legal prosecution, imprisonment, physical attacks, or other forms of harassment?

Q. Is the principle of net neutrality (that Internet service providers should enable access to all content and applications regardless of source, and without favouring or blocking particular products or websites) established in law in your country?

Q. Are large companies lobbying to relax net neutrality rules? Do Internet service providers try to slow or block sites for profit? What is the position of the media regulator regarding the protection of net neutrality?

Potential indicators to monitor the drivers of inequalities in this area

- Number of freedom of information requests made, granted and rejected
- Number of staff employed by Information Commissioner/ombudsman and annual budget
- Breakdown of participation on government’s advisory groups (private sector, civil society, lobbyists)
- Number of attacks and threats recorded against journalists
- Number of news websites blocked by government

DRIVER 6.3: Lack of mechanisms that prevent corruption and the formal and informal use of excessive power and influence by specific groups

General questions

Q. Who makes up the political and economic elite in your country? Are they clearly identified? How concentrated is the elite’s political and economic power? Has there been any social network analysis to investigate the networks and relationships that exist amongst the elite? What informal mechanisms are in use that enable elites to work together to influence political or legal decisions or resource allocations?

Q. Has there been any research looking at specific cases of elite capture such as in relation to procurement contracts, budget allocations, tax incentives or the nature of tax and regulatory reforms? What are the most important research gaps in this area?

Funding of political parties and campaigns

Q. How are political parties funded? What % comes from party members/individual supporters and public funding compared to the % that comes from private donations? What % comes from corporate donations? Is international aid financing political parties as part of good governance programmes? What is the nature of the legal framework in relation to political party financing?
Q. What are the rules regarding receipt of public funding by political parties (e.g. equal to all parties or dependent on a variable such as number of votes, number of candidates elected, party membership or some combination of these)? Are the criteria used fair? Is due consideration given to the equality of opportunities for smaller parties and political newcomers?

Q. What rules exist regarding private donations? Are there any restrictions on amounts per donor or the total sum of donations per year? Are there conditions on the qualification of donors? What loopholes exist in current rules that can be circumvented? Are there any tax incentives for private donations? Are these limited to small and medium-sized donations, or also available for large donors? What amount of tax revenue is foregone by such incentives?

Q. What is the nature of existing rules related to the disclosure of political finance? Do parties have to disclose all aspects of their funding, including the specific identification of donors who provide donations exceeding a certain value? Are the financial accounts of political parties made available to both the regulator and the public? Do disclosure provisions distinguish between routine party finances and electoral finances?

Q. Is there an independent audit authority that has investigative powers and can enforce rules around political financing? Are there meaningful sanctions for parties/candidates who violate the rules?

Q. Is there evidence of links between donated money (from wealthy individuals or businesses) and specific political decisions? Do firms that provide goods and services to the state give any donations?

Q. Is there any evidence of parties receiving secret donations that are not being disclosed? Has enough research been done to investigate this issue?

Q. Is there information available on public perceptions in this area? Do citizens feel that money is buying access to decision-making power? Is trust in the political system being eroded?

Q. What is the nature of debate in this area? Are there policy-level discussions about how to sanction illicit donations and prevent trading in influence? Is there a consensus that political parties need appropriate public funding to carry out their activities properly without undue influence? What proposals are being put forward (e.g. capping or prohibiting corporate donations, increasing the funding for political parties from public funds, limiting campaigns’ expenses)?

Public sector integrity and parliamentary regulations

Q. What laws and regulations exist regarding parliamentary behavior and the ethical standards and integrity of public officials? Is there a code of conduct for public officials and parliamentarians? What is the mechanism to receive and investigate complaints about violations of standards? What are the potential sanctions that can be applied?

Q. Are investigations handled by a special ethics committee within parliament or by an external regulator (e.g. anti-corruption agency)? Is the mechanism in place working appropriately? If there is an external body to combat state corruption, is it adequately staffed and resourced? Is it able to conduct effective investigations and prosecutions for corruption?

Q. What are the rules and mechanisms for the disclosure of financial information and potential conflicts of interest? Do politicians have to register ‘paid outside positions’, gifts, previous employment, assets and sources of income? Are parliamentarians’ expenses and allowances recorded? How is this data monitored by parliament and is all information publicly disclosed?

Rules on lobbying

Q. What is the nature of existing regulation of lobbying in your country? Is there a clear definition in law for who is a lobbyist and what lobbying is? Is a lobbying register maintained? Are non-profit organisations, charitable and religious organisations included or exempted from the definition of a lobby organization?

Q. What information is provided in the lobbying register? Do lobbyists have to provide the names of their clients, the subject matters they lobby on, their income from lobbying and lobbying
expenses? Do they have to report any contributions to political campaigns? What lobby activities are recorded (contacts with government agencies, description of legislative proposals, meetings)? Are financial transactions (e.g. gifts, reimbursement for travel, hospitality) between lobbyists and public officials legal? If legal, are these recorded? Of the information that is collected what elements are made available to the public?

Q. What government body is charged with oversight of lobbying? Is it adequately staffed and resourced? What sanctions are there for breaching standards or codes of conduct? Are there examples of public officials being sanctioned?

Q. What information is available on the nature of lobbying in your country? How much is done by professional advocates/firms hired by special interest groups, businesses or business coalitions? What type of lobbying is done by firms that are large government contractors? Is there information and analysis available on what different corporations are spending on lobbying?

Q. What analysis is available on the impact of corporate lobbying? Is there evidence of links between lobbying efforts and specific political decisions? Is there evidence of links between the regulation of markets (such as for water, energy and transport) and lobbying activities? Are lobby groups involved in actually writing legislation that then gets proposed and passed? Has enough research been done to investigate this issue?

Q. What are the links between lobbying and political financing? Are lobbyists also promoting donations for specific parties/candidates?

Q. Do government officials make information publicly available regarding their meetings with lobbyists? Are ministerial diary summaries published (ideally online and monthly or quarterly)? Is it possible to access information about the content of meetings between senior public officials and lobbyists under freedom of (access to) information acts?

Q. Is there evidence of ‘insider lobbying’ - that advisory groups put in place by the government to provide advice, expertise or recommendations, are unduly influenced by corporate executives or lobbyists? Is the membership of such groups, their agendas, minutes and participants’ submissions made publicly available so civil society can scrutinize their work? Does the government have any rules on the need for balance between the private sector and civil society representatives on advisory groups, or in relation to the need to restrict the access of lobbyists to these groups?

Q. Do the media report on lobbying activity, particularly lobbying which harms the public interest? Are there regularly (ever) examples of undue influence or regulatory capture covered by the mainstream media?

**Revolving doors**

Q. Is there evidence that former politicians, advisors and other parliamentary staff become lobbyists, or vice versa that lobbyists enter government?

Q. Are there any restrictions in place on public officials engaging with a lobbying firm (or private sector appointments where they may lobby their previous colleagues) after leaving the public sector? Are there any restrictions on hiring lobbyists to fill regulatory or advisory posts in government?

**Control of the media**

Q. What is the existing level of concentration of media ownership in your country? What is the balance between public and private ownership across different types of national media and how is this reflected in market shares? Is the media dominated by a very small number of large private firms or an individual using control of the media for their own political interests? Is media concentration growing or in decline?

Q. How is media ownership regulated in your country? Are there limitations to private ownership, including with regard to cross-ownership of different media types (such as owners of newspapers purchasing interests in television)? Are companies/individuals restricted from owning a major newspaper and television station in the same market? Are there limitations on the number of licenses held (across radio, television, newspaper), or ceilings for market share, or limitations on ownership shares across mediums?
Potential indicators to monitor the drivers of inequalities in this area

- % of political party (and/or electoral) funding from public funding; % of political party funding (and/or electoral funding) from corporate donations (total, by party)
- Number of violations recorded/sanctions applied in relation to political party financing rules
- Number of violations recorded/sanctions applied in relation to parliamentary ethics and standards
- Number of staff employed by anti-corruption agency (or parliamentary ethics body) and annual budget
- Amounts spent by corporations on lobbying (total, per sector/issue, per lobby firm)
- Number of ministerial meetings with lobbyists (total, per sector/issue, per lobby firm)
- Breakdown of participation on government’s advisory groups (private sector, civil society, lobbyists)
- % of retiring politicians and parliamentary staff who become lobbyists
- Breakdown of media ownership (by audience share, by type of media)
- Number of staff employed by media regulator and annual budget
- Number of violations recorded/sanctions applied by media regulator

 DRIVER 6.4: Harmful social and cultural norms that diminish the voice, participation, representation and influence of certain groups

General Questions, Context

Q. The existence of independent media and journalists is a clear signal that alternative voices are respected. In parallel, access to media and information open to any person is also a good signal. Does media have self-regulatory codes or regulations to identify and prevent discrimination towards certain groups, in a way that may affect their voice, participation and influence in society and public discourses and agenda?

Q. Is the government controlling media or is there media diversity?
Q. Are there attacks reported on journalists? How is the government dealing with these situations? What measures has the government implemented in order to protect journalists and alternative media?

Q. To tackle harmful social and cultural norms, identify and be aware of the existing attitudes and beliefs is a first step. Are there any kind of national surveys on attitudes and perceptions about citizen engagement and political participation, representation and inclusion, so that certain assumptions and mechanisms of inclusion/exclusion in public and political life can come to the surface?

**Discriminatory gender norms and participation**

Q. Is there evidence that social norms and cultural practices related to gender limit women’s participation, representation and influence? Is women’s participation, representation and influence in politics increasing or decreasing? What analysis is available regarding the incidence of women in politics? Are there any specific groups of women whose voice, participation, representation and influence are more limited (ethnic minority women, low-income women, divorced women, on the basis of religion, etc.)?

Q. Does the government incentivise women’s participation, representation and influence? What public information campaigns and public education and outreach activities are undertaken to increase women’s voice, participation, representation and influence and to counter discriminatory gender norms? Are sufficient human and financial resources invested in these types of campaigns and public education activities?

Q. What policies and interventions are in place to encourage and increase women’s voice, participation, representation and influence? Do women have the support of other groups such as trade unions? Is information available on women’s participation, representation and influence? Do the government and public authorities use an inclusive language both in public and official statements and legislations?

Q. How are media and journalists presenting women in the formal political sphere? Do they have special programmes or spaces to break stereotypes and show the participation of women and minority groups in different levels of government, Parliament and in political parties?

**Racism and discrimination and participation**

Q. What is known about the prevalence of racism and discrimination regarding participation, representation and influence in your country? Is data available regarding the different types of political participation of minority groups? Is participation increasing or decreasing?

Q. Is there evidence of racist and discriminatory attitudes by politicians (and others working within the political system)? Are there any groups, social movements or political parties encouraging exclusion from politics and political life based on race, ethnicity, sex, and religion or similar?

Q. What efforts is the government making to tackle racist and discriminatory attitudes and behaviours within the political system? Are clear guidelines in place and are there efforts to provide politicians and public servants with diversity and human rights training? Are public servants trained to recognise their prejudices, including implicit bias? What mechanisms are in place to deal with racist and discriminatory behaviour of politicians and public officials?
DOMAIN 7: Individual, Family and Social Life

**DRIVER 7.1: Lack of policy and institutional frameworks that recognise diversity and promote equality, dignity and respect**

**General questions**

**Q.** Are there adequate policies and institutional frameworks explicitly recognising diversity and promoting equality, dignity and respect, translating international human rights frameworks into institutional values, practices and policies at national level (such as the International Covenant on Economic, Social and Cultural Rights)? Is there any law protecting all groups at risk of discrimination, victimisation and harassment? (e.g., by sex, race, origin, age, religion and belief, sexual orientation and gender identity, disability...).

**Q.** Are these frameworks put in place and enforced? Are there adequate mechanisms to monitor and evaluate the impact of policies and institutional practices on diversity, equality, dignity and respect, as well as ways for social accountability? Are violations of these frameworks, are they investigated, prosecuted and punished, when relevant?

**Q.** Is diversity, equality, dignity and respect guiding the financial decisions of the State at different levels (national, regional, local), and for different actors (state bodies and institutions) and sectors (public services, social protection, housing...)?

**Q.** What policies and measures are there to prevent the potential social isolation of these persons? Are public services designed in way that does not stigmatisé (e.g. access to social benefits, healthcare assistance, minimum income schemes and procedures to register for these)? Are the different areas and services of social security systems effectively coordinated, so that the system can have a complete and non-fragmented vision and information about claimants? Is the system providing adequate information to claimants about their rights and their responsibilities? Are staff, social workers and volunteers from institutions and organisations adequately trained to attend claimants with dignity and respect?

**Q.** Do national statistics and surveys collect data on aspects such as shame and humiliation that certain claimants may experience (e.g., stigmatisation of people living in poverty, the working poor, having...)?
HIV/AIDS, prostitution, homeless persons...)? Do public services have quality surveys and procedures to collect this kind of information and feedback? Are their voices listened and any action taken to avoid discrimination and/or stigmatisation and ensure dignity (e.g., a minimum standard of living for the claimant and his/her household and absence of discrimination)?

Q. What is the contribution of the persons directly affected and CSOs advocating for diversity, equality, dignity and respect to these policies and practices (e.g., community groups of elderly people, patients’ groups, indigenous groups, associations promoting diversity and the realities of people with disabilities, LGBTI social movements, etc.)? Are there mechanisms to co-produce processes resulting in equal, dignified and respectful social security systems, or to evaluate the impact of the existing ones?

**Potential indicators to monitor the drivers of inequalities in this area**

- % of the population who report being treated with no respect or dignity by social security systems (disaggregations)
- Number of reported cases of discrimination, harassment and victimisation referred to diversity, dignity and respect, and proportion of these that lead to prosecution
- Number of impact evaluations on social security systems in relation to dignity and respect, particularly in relation to claimants in a situation of greatest disadvantage (low income households, people with disabilities, age, gender identity, race, etc.)
- Consultations and processes co-produced by institutions and people directly affected and/or CSOs

**DRIVER 7.2: Lack of equal protection against all forms of discrimination and harassment (bullying) based on identity**

**Discrimination**

Q. Is there evidence of discrimination based on identity? Is their evidence that this discrimination goes unchallenged?

Q. Which groups are most likely to suffer from discrimination (e.g., women, new migrants, minority ethnic groups, castes, LGBTI, people with disabilities, etc.)?

Q. Is there evidence of racial discrimination? Is there evidence of institutional racism?

Q. Is there evidence of gender discrimination? Is this discrimination overt or covert?

Q. Is there adequate legal protection against discrimination? Does any legal protection cover all groups at risk of discrimination?

Q. What is the nature of the legal framework for LGBTI people in your country? Is the need for protection against discrimination based on sexual orientation enshrined in law and well accepted? Are consensual same-sex relationships criminalised? If so, is there an active movement for reform of these laws?

Q. Is there evidence that anti-discrimination laws are not sufficiently enforced? Is there evidence that anti-discrimination laws are not enforced equally for all protected groups?

Q. Is there evidence that this is due to lack of enforcement of legal protection or individuals unable to challenge discrimination?

Q. Is there a specialised national equality body that can monitor policies and practices in relation to discrimination? Is it adequately staffed and resourced?

**Harassment and bullying**

Q. What evidence is there of harassment or bullying based on identity? Which groups are most likely to experience harassment or bullying? Is there any evidence on the characteristics of the perpetrators?
Potential indicators to monitor the drivers of inequalities in this area

- % of the population who self-report being prejudiced against various groups
- Number of reported cases of discrimination and proportion of cases leading to prosecution
- Number of reported incidents of online bullying and harassment by group identity
- Amount of public spending on information campaigns regarding discrimination
- Number of staff employed by equality body and annual budget

**DRIVER 7.3:** Lack of institutional and legal framework protecting individuals’ autonomy, self-determination and a family life

**General questions: anti-discriminatory legislation on individual’s autonomy and self-determination**

- **Q.** What specific anti-discriminatory legal frameworks exist in your country in relation to the following groups of persons? (Please, also consider here the guiding questions for drivers 2.1., 2.2. and 2.4: harmful social norms putting certain groups at more risk of violence (2.1.), social norms resulting in less legal security for certain groups (2.2.), and legal impunity, state violence and institutional discrimination (2.4.).)
  - **Gender:** Do specific legal frameworks protecting women and tackling gender discrimination exist in your country? Is gender equality explicitly recognised, and are discriminatory practices and policies forbidden and punishable? In what sectors (e.g. anti-discriminatory legislation in education, health care, the workplace, discrimination because of the suspicion of motherhood – and motherhood –, access to and enjoyment of public and social spaces, as well as access to and exercise of political representation, access to resources and livelihoods – right to inherit private property and land –, ways to hinder women participation in the public sphere with others on equal basis)? Is there legislation supressing all forms of women trafficking and exploitation of prostitution of women? Is there
legislation encouraging and fostering equality in education and learning, breaking gender-biased stereotypes and social norms? Is the need for protection against gender discrimination well accepted? Are there independent mechanisms to monitor, evaluate and hold key actors accountable – the State and public institutions, enterprises, the whole of society –? Are there safe channels for reporting practices of discrimination against women and girls?

- **Race:** What specific anti-discriminatory norms are in place to protect racialised people in your country? Are anti-discriminatory norms applicable both to citizens and non-citizens? What legal efforts does the State make to ensure equal and non-discriminatory racial attitudes and practices in all of its institutions, as per international obligations? Is there evidence of formal or informal racial segregation (e.g. in urban planning, social mobility)? Are the economic, social and cultural rights of racialised people legally protected? And their civil and political rights? Where are the major gaps in the enforcement and fulfilment of these rights?

Are there laws for preserving diversity in multi-ethnic and multicultural societies? Does the law and the Judiciary combat racist propaganda in media, especially in cyberspace/Internet/social media? Does the law and the State support the actions of CSOs acting against racial discrimination and identifying related violations of human rights?

Does the State produce new and updated educational approaches, models and legislation to address racism, discrimination, xenophobia and intolerance?

In your country, who are the racialised peoples in situation of greatest discrimination and disadvantage (indigenous groups, racialised persons, racialised migrant persons and refugees, discrimination based on colour, etc.)? Do you identify gaps in laws in relation to this, or is it more a question of enforcement of such laws (driver 7.4)?

- **People with disabilities:** What specific anti-discriminatory norms are in place to protect people with disabilities in your country? What sectors or areas of life are better protected – e.g. discrimination in the workplace, or cultural life and leisure activities, etc. –, and less protected – e.g. violence, the right to have a family, housing, etc. –? Within people with disabilities, are there special measures to protect those in a most vulnerable situation in relation to certain forms of discrimination and at certain intersections (e.g. laws protecting in particular women with disabilities experiencing sexual and all forms of violence against women and girls)? Are women, girls and children better and more protected, according to international law and given that they are subject to multiple discriminations? Is accessibility recognised for people with disabilities, so that they can live independently, have free access to the physical environment, transport and communications and information systems, in urban and rural areas? Is their right to have a family effectively protected? Is it totally guaranteed that no child will be separated from his/her parents on the basis of disability (whether it is the child or either or both parents who are disabled)? What kind of public support and care does the State provide when needed?

- **Sexual orientation and gender identity:** What is the nature of the legal framework for LGBTI people in your country? Is the need for general and comprehensive protection against discrimination based on sexual orientation enshrined in law and well accepted? Is it a general legal protection or are there some sectors better protected than others (housing, employment, services)? Is the right to form a family protected? Are consensual same-sex relationships criminalised? Have there been changes in laws envisaging ‘exemptions to anti-discrimination norms due to religious and moral beliefs’, but actually impinging on the rights of LGBTI persons (e.g. laws allowing services to be refused to LGBTII persons, etc.)?

Have there been reported arbitrary detentions, killings, acts of harassment and abuse “as corrective actions” against LGBTI persons? Are homophobic, transphobic and biphobic public discourses, laws, policies and actions prosecuted, according to international human rights?
Are the rights of transgender people recognised in your country, in particular the right to a private life and to marry? Does the State provide quality transition-related healthcare for their self-identified gender? Are they legally recognised as their acquired gender (without judicial or medical approval), are they able to get an adequate birth certificate with the acquired gender? Other identity-based discriminations, such as the interactions persons affected by HIV/AIDS, new epidemics and discrimination.

**Discrimination on the basis of religious and beliefs**

**Q.** Is freedom of religion and beliefs legally protected in your country? What anti-discriminatory norms are in place to protect religious groups and beliefs in your country? Are people legally free to express their beliefs in public, wear religious clothes and participate in events of your community, or are there any barriers (and if so, what kind)? Do people have the real right to change their religion or beliefs at any time?

**Q.** Is there any evidence of people forced to show their beliefs or views in public, or against their will? Evidence on physical or verbal abuse, harassment, or discriminatory practices in the workplace, accessing services (e.g. being refused entry in a restaurant, not being cared for in a healthcare service), in education and schools, in housing on the grounds of beliefs? Is there public, institutional persecutions of peoples on grounds of religion and beliefs?

**Q.** Are there rules, agreements or codes regulating the relationships between different religious groups and beliefs, and between such groups and the State? Are religious groups and beliefs equally treated by such agreements? Who benefit, who are in a more disadvantaged position?

**Q.** Does the legal education system prevent religious discrimination (how to address new forms of islamophobia, new forms of anti-emitism, any other beliefs)? Does the curriculum promote reflection and critical thinking, provide support and mentoring to students, facilitate students’ discussions on sensitive issues, describe life experiences, oral stories, theatre, etc.?

**The right to a private life. The right to intimate relationships, sexuality, and gender identity**

**Q.** 1. Does your country have specific laws protecting the right to a private life? Does it protect your home, the privacy of your communications and information about you, and your right to enjoy family relationships and family life without interference from government? Does it cover your freedom and right to determine your sexual orientation, develop your personal identity, form friendships and other relationships? Is people’s participation and ability to participate in society allowed and encouraged? Are there any legal exceptions to these rights? In what cases? Do them affect to particular groups of peoples?

**Q.** Are there discriminatory family codes in your country (e.g. early marriage, parental authority after divorce, equal rights of men and women to be the legal guardian of a child...)? Is marriage freely decided and chosen by both persons? Who are the ones affected by family codes and how are they affected? What is the legal age of marriage for women and for men? Is early marriage prohibited, allowed and/or encouraged (formal marriage or informal union under 15 and under 18 years)?

**Q.** Are same-sex informal couples and formal marriages legal, or are they criminalized?

**Q.** Does the public health care system provide information and sexual health education? Are women informed about their rights regarding sexual and reproductive health (in schools, in the health care system, in the social protection system, in specialised associations)? Are these rights effectively protected, respecting women’s autonomy and decisions? Are family planning methods and facilities accessible and affordable, sufficient and of good quality?

**Q.** Is Female Genital Mutilation prohibited and effectively prosecuted? Is the prohibition accompanied by dialogues, trainings and campaigns to change social and customary norms that perpetuate these practices? (Please, consider here the related guiding questions for drivers 1.2 and 1.5 in domain 1, in relation to health and life).

**Q.** Does the law protect children equally, boys and girls, from fertility preferences and prohibits discriminatory fertility practices against women? Are there any son/daughter preferences?
The right to a family and a family life

Q. Is the right to family life legally protected and ensured in practice in your country? Is it a right ‘accessible’ and enjoyable on equal terms for all population, or are there certain groups of people whose right to a family life can be constrained? What kind of formal constrains and informal barriers can they experience? Does the right to a family cover and treat unmarried couples, adoption and foster parents and children equally?

Q. In relation to migrants, refugees and displaced persons, has your country ratified and put in place the UN International human rights conventions, such as the Convention on the protection of the rights of All Migrant Workers and Members of their Families? Even if not, does the national law guarantee the right to a family and a family life for displaced persons?

Q. Does the migration law put the family interest and the bests interests of the child at the centre of relevant policies? How are unaccompanied or separated children protected (if they are)?

Q. At local level, there are many procedures related to displaced persons: is the right to a family and family life ensured in the stages of reception, accommodation and housing? Is family composition and reunification a central aspect of national migration rules, and is there coordination at international, national, regional and local levels? Is there any international or national coordination system to register all migrants upon arrival and share data, to facilitate the identification of family members who have become separated in different regions and/or countries?

Have there been recent changes in laws and policies limiting family reunification, regardless of the international laws on migration and asylum? Are there reported cases of displaced persons having been separated or prevented from family reunification?

Q. How is family reunification regulated and the legal concept of “family members” defined – according to and in compliance with international human rights obligations? Do all the members of the same family get the status of refugee if one of them gets it? Is the family reunification process officially supported and provided with adequate funds and staff, or does it involve long and complex bureaucratic procedures, not adequately supported by specialised civil servants and staff, and unable to meet the potential special needs of certain displaced persons (e.g. children, women, transgender persons)?

Potential indicators to monitor the drivers of inequalities in this area

- Number of negative reports and recommendations by UN bodies monitoring discrimination and holding States accountable: the Committee on the Elimination of Discrimination against Women, the Committee on the Elimination of Racial Discrimination, etc.
- Assessment of country report in Social Institutions and Gender Index by OECD, in a scale from “very low” to “very high” (qualitative and quantitative data on discriminatory gender social institutions for 160 countries).
- Number of attacks, acts of violence, killings, instances of harassments and persecutions, including institutional violence and discrimination, reported on the grounds of gender, sexual orientation and gender identity, race, disabilities, and any other identity-based discrimination.
- % of minority groups reporting being separated from their families or any violations of their right to family (migrant, refugees, displaced persons)
- % of displaced persons enjoying family reunification (share of total)
DRIVER 7.4 Harmful social and cultural norms which result in marginalisation and discrimination of certain groups (e.g. gender and sexual minorities, women, ethnic minorities, elderly, disabled, etc)

**General questions**

Q. What is the nature of cultural stereotyping of different groups within your country? Is this stereotyping associated with dislike for some groups?

Q. Do social attitudes towards some groups leave members of these groups marginalised and isolated? Is there any evidence on what shapes these attitudes?

Q. Is there evidence that social norms and cultural practices related to gender play a role in influencing women and girls’ ability to enjoy a good social life and play a full role in their local community? Is there any evidence on what would be the best way to challenge these norms and practices?

Q. Is there evidence that social and cultural norms and attitudes towards disability affect the extent to which people with disabilities are marginalised?

Q. What attitudinal barriers and prejudice do persons with disabilities face in your country? Are some disabilities more or less affected by traditional beliefs? Is there evidence that harmful beliefs regarding disability are influencing the ability of people with disabilities to engage fully in society?

Q. Do racist attitudes lead to members of some groups being socially excluded? What attitudinal barriers and prejudice do members of ethnic minority groups face in your country?

Q. Is there evidence that people with certain religious beliefs are marginalised? Are people from some religions prevented from openly practicing their religion?

Q. Is there evidence that social norms and cultural practices related to sexual orientation result in members of the LGBTI community not being able to live openly?

Q. What is the government doing to shift mindsets and behaviours, and to challenge harmful cultural practices in relation to gender equality? What public information campaigns and public education and outreach activities are undertaken? What community-based activities are supported to engage communities’ and traditional leaders’ support for transforming traditional gender norms within the family and promoting women and girls’ empowerment?

Q. Is there evidence that social and cultural norms marginalise elderly people? How does this relate to how elderly people live? Are efforts made to engage elderly people in community events and activities?

Q. What measures is the government taking to combat harmful beliefs and practices regarding disability stigma? Do public awareness campaigns exist to promote positive attitudes to persons with disabilities?

Q. What is being done to tackle discriminatory attitudes and practices towards specific groups in communities and wider society?

Q. What is known about the prevalence of racist and discriminatory beliefs in your country? Is data appropriately gathered on the lived experiences and marginalisation, as well as on the nature of beliefs of racist individuals?

**Potential indicators to monitor the drivers of inequalities in this area**

- % of the population who self report as being prejudiced towards various groups
- % of minority groups reporting feeling socially isolated and marginalised
- Amount of public spending on supporting community groups and charities working to reduce isolation and marginalisation
- Amount of public spending on information campaigns regarding discrimination
- Number of staff employed by equality body and annual budget
DRIVER 7.5: Unequal access to affordable cultural and leisure activities

General questions

Q. What policies and mechanisms are in place to make culture and leisure part of everyday life (sports, arts and culture)? Are information and ways to communicate and spread culture and leisure among and for all groups of population available — and is this information reaching them —? Is diversity in cultural expressions and identities protected, ensured and encouraged?

Q. Are there channels for citizen participation in cultural life and planning? Are there public, shared spaces where citizens can self-organize, express and experience culture (indigenous groups, the elderly, the youth, children, families, people with disabilities…)?

Q. Are there any kind of public, private and/or citizen-led initiatives encouraging cultural and leisure activities as a mean to promote full individual, family and social life, acting as a sort of social network?

Q. Is technology used to make culture and leisure more accessible and affordable? Is the generation of new cultural and leisure contents with new technologies promoted (online contents)? Is technology used to facilitate and strengthen social connectedness of those in a situation of potential social isolation (e.g., the so-called “assistive technologies” for the elderly, poor people, people living with disabilities and families (particularly single-parent families and people living on their own), etc)? Are potential users trained in the use of new technologies for social connectedness? Is the development of these types of inclusive and assistive tools and applications promoted (e.g., the use of telephones, Internet, digital games, video conferencing, Mobility tools and applications for the elderly, etc.)?

Access to cultural and leisure activities

Q. Access: Does the State recognize the right and provide opportunities and infrastructures for all to take part in cultural life and leisure activities (national, regional, local levels), and to organize and express their own cultural identities? Are there any barriers to access and enjoy cultural and recreational activities? What kind of barriers? Who are the ones affected (included/excluded)? (e.g., indigenous groups, the elderly, the youth, people with disabilities, urban/rural population, the poor…) Why? Are there official data and time-use surveys to know more about how people spend their time (who does what and why)?

Q. Affordability: Are cultural and recreational activities and spaces affordable? What’s the level of public expenditure on culture and leisure? Are there free activities and or discounts to ensure access of those in situations of socio-economic disadvantage? (e.g., unemployed people, working poor, the youth, the elderly…) Does the State support the work of CSO promoting universal access to inclusive cultural and recreational activities and spaces, particularly working with disadvantaged groups? (economic, social, identity-based and/or spatial or geographical disadvantage)

Q. Accessibility: At local level, are there adequate public, safe and affordable infrastructures, in urban and rural areas, to allow people to access and enjoy culture (e.g., public offices/spaces for the use of community clubs, cultural associations, infrastructures for sports, festivals, concerts, museums, etc)? Are cultural and leisure facilities in your urban/rural area (if they exist), safe and accessible? Is there a public, safe, inclusive, affordable and accessible public transport to these facilities? (linked to spatial inequalities and driver 5 in domain 5: unequal access to adequate public transport infrastructure: see guiding questions of driver 5.5).

Q. Inclusiveness and participation: At national, regional and local level, are there specific measures and budget allocated to ensure that certain groups of people can enjoy and take part in cultural life and leisure activities on an equal basis with others (e.g., persons with disabilities, the elderly, unpaid care workers)? In the case of the elderly or persons with disabilities, are there cultural and leisure materials and spaces in accessible formats —adequate cultural and linguistic identities, accessible spaces, performances, exhibitions, any other artistic expression…—? Are there spaces and services
promoting the cultural participation and expression of the diversity of minority groups on equal basis? Are different kinds of cultural and social identities considered and represented (e.g., ethnic groups, indigenous groups, LGBTQII groups, other identity-based groups)? Can they develop, show and share their own cultural and intellectual interests (rights) and contributions with others, to the benefit of all society?

**Q.** In many countries and societies, the burden of unpaid work hinders opportunities to access and enjoy cultural and leisure activities, services and spaces for unpaid care and domestic workers. In most cases, women are specially affected since they are the ones who carry out most of the unpaid work.

As two sides of the same coin, and in relation to the **guiding questions of drivers 4, 7 and 8 in Domain 5** (Driver 5.4: harmful social norms resulting in unequal division of care and domestic work, Driver 5.7: unequal access to adequate social care; Driver 5.8: unequal access to good quality, affordable childcare, elderly care and other family support services; also driver 4.3.):

What kind of public support and policies for care and respite care are out there? Are there specific measures to make the right to cultural and leisure activities of unpaid care and domestic workers real? How is the public debate on care and care work articulated in your country (not articulated at all; relying fully on the domestic/private sphere; progressing to public debate and the concept of ‘work-life balance’; progressing to the public debate and the concept of ‘co-responsibility’ between the state, families and the private sector?

Are there public and social awareness campaigns on the need for a shared co-responsible care between women and men (official campaigns, media campaigns, etc.)?

Are there citizen-led initiatives and communities addressing these simultaneous needs for caring, being cared for, and the rights of carers to enjoying respite and cultural and leisure activities? Do they have any public support?

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**Potential indicators to monitor the drivers of inequalities in this area**

- % of public spending in culture and leisure activities, disaggregated by area (urban/rural), by socio-economic distribution or any other relevant disaggregation
- Amount of public spending on supporting cultural associations and citizen-led initiatives promoting cultural and leisure spaces, expressions and activities
- % of minority groups reporting they cannot access and enjoy cultural and recreational activities, and reasons why (accessibility, affordability, infrastructures, discrimination, time poverty, others)?
- % of minority groups also reporting feeling social isolated and marginalised
This Oxfam toolkit was written by Claire Kumar. The Multidimensional Inequality Framework and online toolkits are free resources which have been developed as part of a collaboration between academics in the Centre for Analysis of Social Exclusion (CASE) at the London School of Economics (LSE) and the School of Oriental and African Studies (SOAS), led by Abigail McKnight, and practitioners in Oxfam, led by Alex Prats. The initial project was funded by the LSE’s International Inequalities Institute’s Atlantic Visiting Fellows Programme.

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