



Applied Research Project Report

Measuring the Right to Non- Discrimination: New Data for Human Rights

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Measuring the Right to Non-Discrimination: New Data for Human Rights

Applied Research Project

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Disclaimer: The views and opinions expressed in this publication are those of the authors and do not necessarily represent those of the Office of the United Nations High Commissioner for Human Rights.



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Abbreviations

CERD	The Committee on Elimination of Racial Discrimination
CEDAW	The Committee on the Elimination of Discrimination against Women
CFS	Committee on World Food Security
FRS	Fundamental Rights Survey
GSLA Expert Survey	Global Study on Legal Aid Expert Survey
HRBAD	Human Rights-based Approach to Data
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights
MICS	Multiple Indicators Cluster Survey
OHCHR	Office of the United Nations High Commissioner for Human Rights
SDG	Sustainable Development Goals
UDHR	Universal Declaration of Human Rights
UN	United Nations
VGGT	Voluntary Guidelines on the Responsible Governance of Tenure
WVS	World Values Survey



Executive Summary

The report was drafted with the objective of strengthening the Office of the High Commissioner for Human Rights (OHCHR) capabilities in monitoring and addressing discrimination based on race/ethnicity. The authors suggest a methodological shift on measuring indicator 16.b.1., from an over-reliance on survey data to a more efficient utilization of administrative data to complement the existing monitoring methodologies of OHCHR.

Indicator 16.b.1 refers to the percentage of population reporting having personally felt discriminated against or harassed in the previous 12 months on the basis of a ground of discrimination prohibited under international human rights law. The authors conducted an analysis of current data measuring standards for 16.b.1 which revealed major inadequacies: only about 32% of countries currently report any data, the grounds of discrimination considered differ drastically, and the interpretation of data categorized as “All grounds or no breakdown” remains uncertain. Geographic inconsistencies also emerged, with countries in Europe and North America showing varied data reporting, while Northern Africa, Western Asia, Sub-Saharan Africa, Eastern and South-Eastern Asia, Central and Southern Asia, and Oceania displaying a glaring lack of comprehensive reporting. This preliminary analysis underscored an urgent necessity for more efficient and cost-effective methods of data collection that extend beyond surveys.

With this background, the authors developed an administrative data framework, targeting indicator 16.b.1., based on the OHCHR’s list of suggested indicators for measuring non-discrimination and equality (Table 13), through a systematic four-staged review process, refining the indicator to specifically measure discrimination based on race/ethnicity.

First, the indicators were examined to ascertain whether they have been measured on a global scale as the objective is to find novel methodologies to quantify non-discrimination rooted in race and ethnicity. Following this, the second stage ensures that these indicators can be measured efficiently using solely administrative data, aligning with the project's central focus.

In the third stage, a meticulous review process is conducted based on a set of criteria developed by the authors, an outcome of an exhaustive review of literature and proven best practices in the field of indicator development. In this stage, the parameters for evaluation included alignment with accepted practices in social measurement and a solid footing in existing literature. Another criterion was cultural appropriateness and sensitivity, imploring that indicators reflect the variations in racial and ethnic discrimination experiences across cultures.

Further elements for consideration were the feasibility of data collection methods and data availability. Additionally, indicators were selected based on their actionability, their capacity to guide policy changes and interventions. Finally, chosen parameters were also required to reflect multidimensionality, acknowledging that discrimination can manifest on multiple fronts of an individual’s identity, such as race, ethnicity, gender, and class.

Finally, the indicators that passed all the three stages underwent another qualitative analysis, to ascertain their suitability for specifically measuring discrimination based on race/ethnicity, forming a framework with five indicators. It consisted of two structural indicators, process indicators and one outcome indicator. Subsequent to this stage, the identified indicators were



redrafted by the authors to specifically measure racial and ethnic discrimination. The deficiency of intersectionality, as indicated by existing literature on indicators measuring such discrimination, was fulfilled with careful calibration in the revised indicators. These indicators are useful, but the redrafted indicators serve as a representative example of how states may refine their discrimination monitoring in accordance with various protected grounds. This approach allows for an in-depth understanding of the state of non-discrimination rights within a state, thereby providing a more nuanced perspective.

Based on the findings, the report argues for the adoption of a similar framework for evaluating race and ethnic discrimination and advances overarching recommendations. These include the imperative to always disaggregate data by race and/or ethnicity, the necessity for guidance on safe data storage and the importance of taking measurement methodology into account during indicator design.

While the report presents an innovative method for measuring discrimination, it acknowledges inherent limitations. Specifically, it does not evaluate the availability of necessary administrative data or the feasibility of its collection. Future research should address these gaps by conducting a pilot test of the proposed methodology. Additionally, this method should also be expanded to cover other forms of discrimination for a more comprehensive approach.



1. Introduction

The monitoring of human rights is an integral method to reinforce the State's responsibility to respect, protect and fulfil human rights. It is crucial to develop effective and efficient methods to measure discrimination to achieve the right to non-discrimination, in addition to many other interrelated rights which rely on this. International frameworks, such as indicators adopted by Member States of the United Nations via the General Assembly Resolution A/RES/71/313 for measuring progress of the Sustainable Development Goals (SDGs), can use these measurements to assess progress towards their goals. Specifically, SDG target 16.b emphasizes the promotion and enforcement of non-discriminatory laws and policies¹. However, currently, target 16.b is primarily measured by indicator 16.b.1, which relies on survey data to estimate the proportion of the population subjected to discrimination or harassment.

This approach, despite the advantages of providing a concrete and accurate understanding on how individuals perceive discrimination differently, also has inherent limitations as it covers only some forms of discrimination and relies on expensive and time-consuming surveys. Notably, it falls short in comprehensively measuring discrimination based on race and ethnicity. This discrimination based on race and ethnicity is often systemic and subtle, embedded in societal structures and unconscious biases. Hence, it's crucial to rethink and revise the way we measure racial and ethnic discrimination, integrating intersectionality and ensuring inclusivity in the process, in line with OHCHR's framework on human rights-based approach to data².

The report aims to mitigate these limitations, by proposing a new framework for measuring discrimination based on indicators from Table 13, one of the illustrative tables of human rights indicators formulated by the OHCHR. Specifically, Table 13 is a suggested list of indicators that measure the right to non-discrimination and equality. The objective of the report is to identify efficient, high-performing indicators from the above-mentioned table that will enhance the comprehensiveness and efficacy of discrimination measurement. The key outcome of the report is a framework to measure the right to non-discrimination using administrative data. The methodology developed may later be applied to other grounds of discrimination, as well as to the measurement of inequality.

The report starts with a review of the existing literature, to understand current frameworks, indicators, and methodologies employed in the field of measuring discrimination and the strengths and limitations of the current approaches. Next, the report details the methodology adopted, which is grounded in the OHCHR's existing frameworks (Table 13) for measurement of discrimination. After the methodology, the results are presented, culminating in the new suggested framework for measuring discrimination. Lastly, the report includes informed recommendations to agencies that collect data on the prevalence of discrimination.

Overall, the report proposes a methodology that serves as a stepping-stone towards the development of more inclusive and equitable societies.

¹ United Nations, "Transforming Our World: The 2030 Agenda for Sustainable Development," October 2015, UNDOC/GEN/N15/291/89/PDF/N1529189.pdf.

² OHCHR, "A Human Rights-Based Approach to Data," 2018, <https://www.ohchr.org/sites/default/files/Documents/Issues/HRIndicators/GuidanceNoteonApproachtoData.pdf>.

2. Analysis of 16. b.1

To further understand the need to establish a new method for collecting data on discrimination, the following section reviews the availability of the data currently collected under indicator 16.b.1.

Figure 1 is a visual representation of the data currently collected through the survey module belonging to indicator 16.b.1. The grey countries do not report data on indicator 16.b.1. The coloured-in countries report data through the survey module under indicator 16.b.1. As the legend explains, the colour of each country explains on how many grounds they disaggregate their discrimination data.

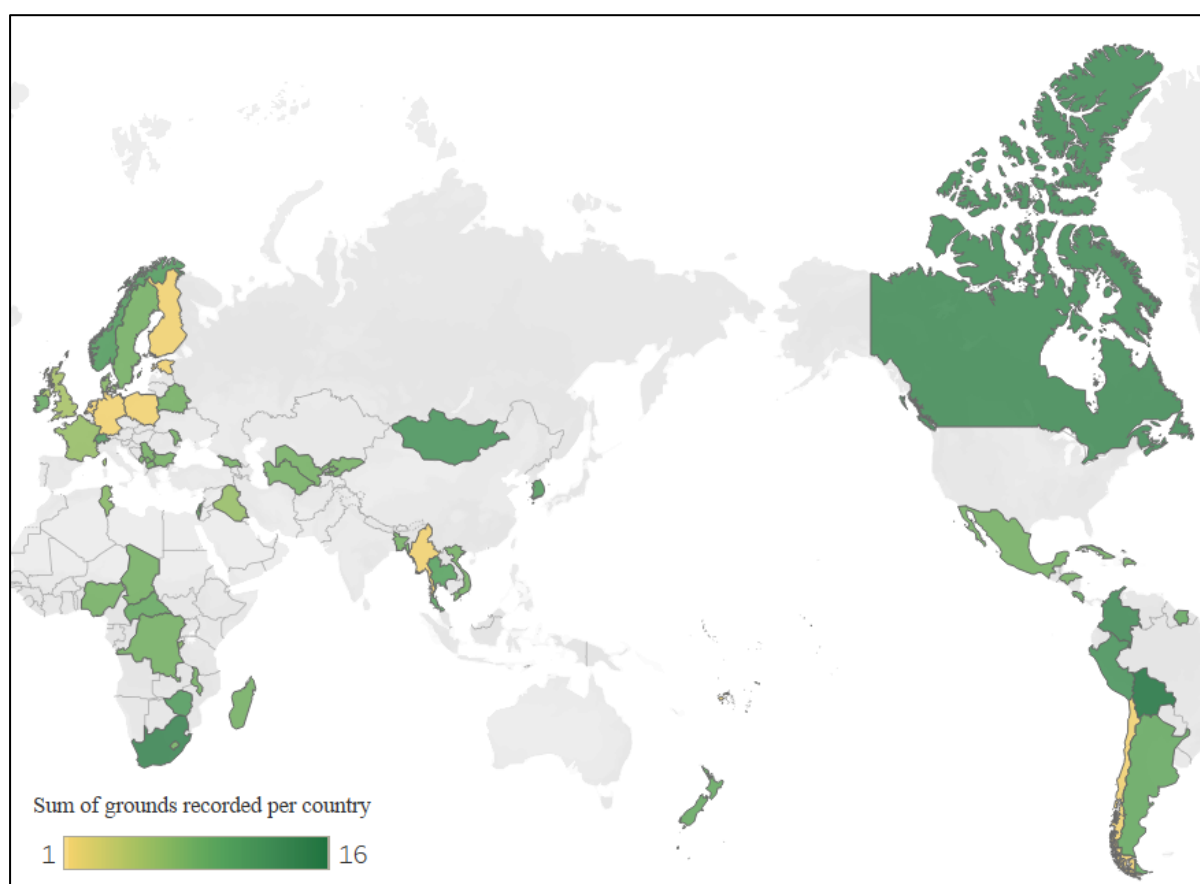


Figure 1: Indicator 16.b.1.: Which countries report data?
(Illustration by Sine Schei in Tableau Public)

As one may see, a large number of countries are not coloured in on the map. In fact, only 62 countries – approximately 32% of the world’s countries – report any data to indicator 16.b.1. The number of grounds of discrimination that the countries collect data on, greatly varies. One weakness in the data is that certain countries’ data is coded as “All grounds or no breakdown.” Unfortunately, based on the available dataset, it is not possible to interpret whether this means that the countries reporting this ground do not disaggregate their data, or whether they disaggregate for all recognized grounds of discrimination.

From a regional perspective - considering the UN’s 8 SDG regions - there is a lot of variety in the reporting of data on indicator 16.b.1. In the region of Europe and North America, there is a

relatively high number of countries reporting data on indicator 16.b.1 in Northern and Western Europe. However, several countries in Southern and Eastern Europe, as well as the United States, are not reporting data to indicator 16.b.1 at all. In Northern Africa and Western Asia, there is similarly an overall lack of reporting on indicator 16.b.1. Sub-Saharan Africa also has far from complete coverage of indicator 16.b.1 reporting, although the countries that are reporting generally report data disaggregated on a high number of grounds. In Latin America and the Caribbean, there is a relatively large number of countries reporting on indicator 16.b.1, and countries such as Colombia, Peru, and Bolivia all record highly disaggregated data. Eastern and South-Eastern Asia, as well as Central and Southern Asia, generally have few countries reporting on indicator 16.b.1. In Oceania, several countries are reporting data on indicator 16.b.1, with varied levels of disaggregation.

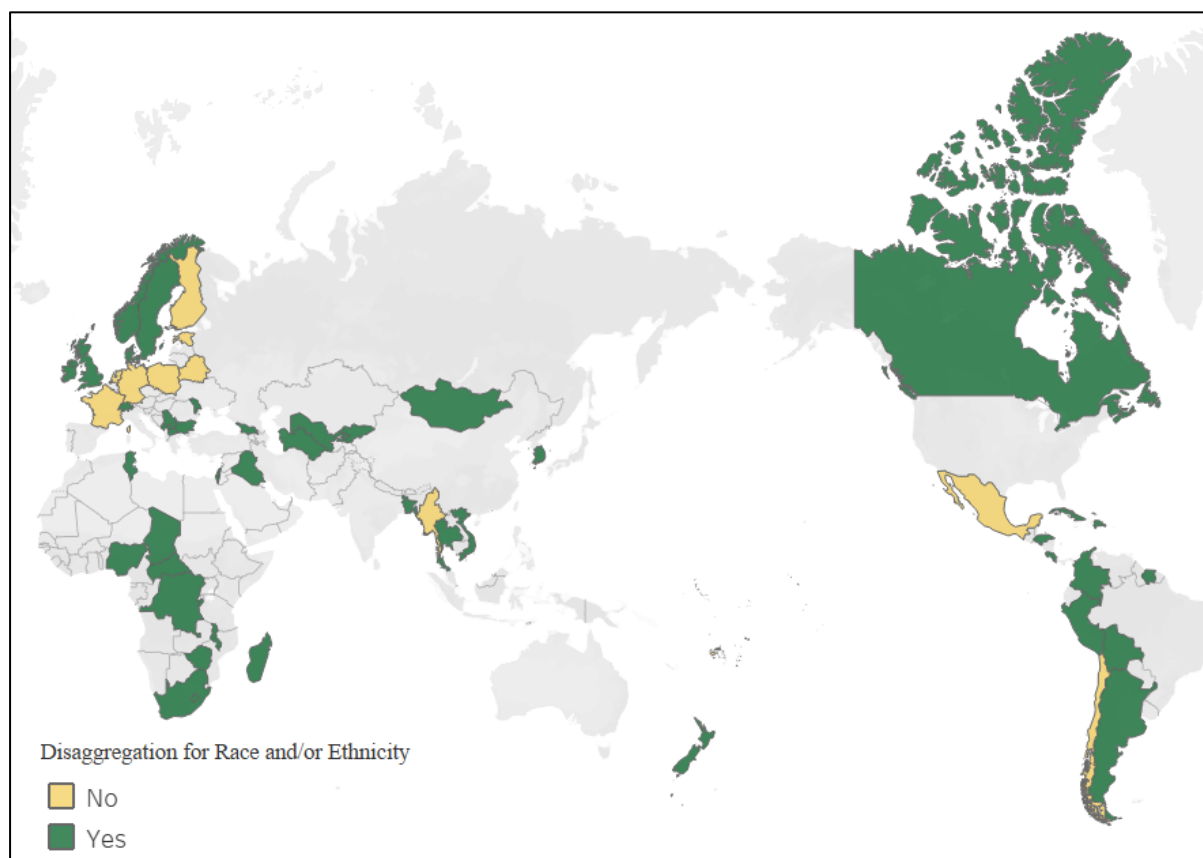


Figure 2: Indicator 16.b.1.: Disaggregation for race and/or ethnicity.
(Illustration by Sine Schei in Tableau Public)

Figure 2 highlights which countries report data on indicator 16.b.1 with a disaggregation that accounts for discrimination on the ground of either ethnicity or race. Among the countries that report data to indicator 16.b.1, it is evident that a large majority of them report data on discrimination on the ground of race and/or ethnicity. Among those that are highlighted to not report any data on the ground of race and/or ethnicity on this map, there is some uncertainty owing to inaccuracies in the data. Some of these countries are listed as reporting data to indicator 16.b.1 that is disaggregated on *either* all grounds of discrimination *or* none. This weakness in the data is most present in the SDG-region Europe and North America.

Overall, the central concern with data collection on indicator 16.b.1 is not the disaggregation on the ground of race and/or ethnicity - but rather the reporting of any data at all. Of the 62

countries reporting data to indicator 16.b.1, 51 countries – 82% - disaggregate for race and/or ethnicity. Judging by the status quo of the measurement of discrimination worldwide, it is evident that it is time to explore other data collection methods than survey modules. In the following sections, literature on the topic of measuring discrimination is explored. Focus is especially laid on why the use of administrative data is a promising avenue.

3. Literature Review

3.1. *The right to non-discrimination: international definitions and its interplay*

Non-discrimination, a core principle outlined in Article 1 of the UN Charter and reiterated in International Covenant on Economic, Social and Cultural Rights (ICESCR), International Covenant on Civil and Political Rights (ICCPR) and Universal Declaration of Human Rights (UDHR), setting out 'freedom from discrimination' as a right, is both a standalone right and a facilitator of others. Discrimination as a violation of human rights in international treaties can be understood as 'any distinction, exclusion, restriction or preference based on grounds *that nullify or impair human rights and fundamental freedom*', constituting a substantial concern if it breaches these rights and freedoms³. These treaties thus share a consensus that discrimination becomes problematic when it impinges on human rights and fundamental freedom. For instance, positive discrimination, like quotas, is not monitored as a human rights abuse. In addition, the right to non-discrimination is recognized as a cross-cutting right, intrinsic to all human rights. Each human right carries an inherent non-discrimination obligation, indicating the interdependence of rights and the need to view them in a comprehensive, integrated manner.

Importantly, the UN's Sustainable Development Goals (SDGs) are not separate from these human rights obligations but are inherently tied to them. The SDGs seek to realize economic, social, and cultural rights, aiming for "no one to be left behind," which directly echoes the principle of non-discrimination in human rights law⁴. This interconnectedness implies a mutual reinforcement: the advancement of SDGs contributes to the realization of human rights, and vice versa. Understanding this relationship is vital in formulating and implementing policies aimed at promoting both SDGs and human rights.

Discrimination can be direct, when unequal treatment between individuals is explicitly based on a prohibited ground, or indirect, when a policy or behaviour is applied to everyone but disadvantages a group sharing a protected characteristic (discussed in Section B). The numerous human rights instruments addressing this issue underscore its complexity: Articles 2 and 26 ICCPR, Article 2 CRC, Article 7 CMW, and Article 5 CRPD. In addition, discrimination can manifest in both formal (e.g., State constitutions, laws, and policies) and substantive (e.g., historical, or persistent prejudice) forms. The 2030 Agenda for Sustainable Development aims to 'realize human rights for all,' addressing these different forms through various targets:

1. Target 5.1 – 'End all forms of discrimination against all women and girls everywhere'⁵;

³ CESCR, "General Comment No. 20: Non-Discrimination in Economic, Social and Cultural Rights (Art. 2, Para. 2, of the International Covenant on Economic, Social and Cultural Rights)," 2009, <https://www.refworld.org/docid/4a60961f2.html>.

⁴ United Nations, "Transforming Our World: The 2030 Agenda for Sustainable Development"; OHCHR, "A Human Rights-Based Approach to Data."

⁵ United Nations, "Transforming Our World: The 2030 Agenda for Sustainable Development."

2. Target 10.3 – 'Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies'⁶;
3. Target 16.b – 'Promote and enforce non-discriminatory laws and policies for sustainable development'⁷.

Hence, as discussed above, freedom from discrimination, recognized across the international human rights framework and promoted and protected by the OHCHR, serves as both a standalone right and a facilitator of other rights.

3.2. Race/ethnicity as a ground of discrimination: The crucial role of intersectionality

For the purposes of this report, the authors will be examining racial discrimination, defined by the Committee on Elimination of Racial Discrimination (CERD) as "any distinction, exclusion, restriction, or preference based on race, colour, descent, or national or ethnic origin, which has the purpose or effect of nullifying or impairing the recognition, enjoyment, or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural, or any other field of public life"⁸.

However, the term 'race' in this context invites scrutiny, with the 2009 Durban Review Conference and the 1999 World Survey on the Role of Women challenging doctrines of racial superiority and advocating for viewing 'race' as a 'social stratifier'—a determinant of power distribution and consequential negative impacts^{9,10}. Discrimination, thus, is better understood by considering 'racialized' identities within the human rights' normative framework, acknowledging that some forms of discrimination intersect with other identity traits and are not observed by frameworks which do not account for these experiences. Crenshaw's seminal work¹¹ underscores this, observing that the intersection of racism and sexism plays a unique role in Black women's lives that cannot be fully understood by legislation prohibiting discrimination based on race or gender dimensions separately.

Increasingly, international treaties have begun incorporating intersectionality. Paragraph 7 of General Comment 20 to the ICESCR acknowledges that 'cumulative discrimination has a unique and specific impact on individuals and merits particular consideration and remedying'¹². The space for visualizing an intersectional ground of discrimination comes under 'other statuses'. Paragraph 27 uses the word 'intersection' to describe the convergence of grounds of discrimination which creates distinct forms of discrimination.

Single-axis frameworks—allowing only one ground of discrimination—risk erasing complex experiences, while attempts to categorise all intersectional identity grounds could be overly

⁶ United Nations.

⁷ United Nations.

⁸ UN General Assembly, "International Convention on the Elimination of All Forms of Racial Discrimination," 1965, <https://www.refworld.org/docid/3ae6b3940.html>.

⁹ Richard Lappin, "Should CERD Repudiate the Notion of Race?" *Peace Review* 28, no. 4 (2016), <https://www.tandfonline.com/doi/abs/10.1080/10402659.2016.1237077>.

¹⁰ United Nations, "1999 World Survey on the Role of Women in Development: Globalization, Gender and Work," 1999, <https://www.unwomen.org/en/digital-library/publications/1999/1/1999-world-survey-on-the-role-of-women-in-development-globalization-gender-and-work>.

¹¹ Kimberle Crenshaw, "Mapping the Margins: Intersectionality, Identity Politics, and Violence against Women of Color," *Stanford Law Review* 43, no. 6 (1991): 1241–99, <https://doi.org/10.2307/1229039>.

¹² CESCR, "General Comment No. 20: Non-Discrimination in Economic, Social and Cultural Rights (Art. 2, Para. 2, of the International Covenant on Economic, Social and Cultural Rights)."

reductive¹³. Recent scholarship, inspired by Crenshaw's theory, has sought to devise an Intersectional Discrimination Index that measures discrimination across a broad range of intersections¹⁴. However, it encounters challenges, including the risk of losing specificity in measuring intersection-specific manifestations and the evolving and context-specific nature of discrimination, complicating the formulation of robust indicators.

3.3. 16.b.1 as a tool for monitoring intersectional racial discrimination

Currently, the SDGs measure the fulfilment of the right to non-discrimination under SDG16. The target 16.b of SDG16 - "promote and enforce non-discriminatory laws and policies for sustainable development" - is measured through indicator 16.b.1, which uses survey data¹⁵. The indicator measures experiences of perceived discrimination instances, not necessarily verified, or reported incidents, by analysing the "proportion of the population reporting having personally felt discriminated against or harassed in the previous 12 months on a ground of discrimination prohibited under international human rights law."

The survey is disaggregated on various categories related to sex, age, income, national subregions, disability status, race/ethnicity, migration, and other population groups. This is in line with the Human Rights Based Approach to Data (HRBAD), which emphasizes the identification and analysis of multiple and intersecting disparities and discrimination¹⁶. Despite national adaptation for race/ethnicity measurement during implementation in various countries, the OHCHR notes that "the indicator will not necessarily inform on the prevalence of discrimination within specific population groups," as it primarily focuses on a country's overall population¹⁷.

Here, it is important to acknowledge the limitations of data collections by countries as there is a restriction to how many indicators could be included due to the limited capacity. As such, the choice of particular outcome indicators by OHCHR in their HRBAD, is a result of extensive discussion. However, one must note that the indicators, though robust, does inevitably curtail the comprehensiveness of capturing the phenomenon of discrimination. Thus, the absence of structure or process indicators for target 16.b also hinders monitoring as the indicators do not allow for monitoring the steps taken by countries to fulfil the right to non-discrimination.

3.4. Existing frameworks for measuring discrimination: Advantages, limitations, and gaps.

International treaties, especially those pertaining to human rights, establish duties and obligations for State parties to observe. These standards are assessed through indicators and data collection by national governments and international agencies. The 2030 Agenda for Sustainable Development explicitly demands monitoring frameworks to measure discrimination, reinforcing the commitment to 'leave no one behind' and 'eliminate

¹³ Catherine E. Harnois, "Are Perceptions of Discrimination Unidimensional, Oppositional or Intersectional? Examining the Relationship among Perceived Racial-Ethnic-, Gender-, and Age-Based Discrimination," *Sociological Perspectives* 57, no. 4 (2014): 470–87.

¹⁴ Ayden I. Scheim and Greta R. Bauer, "The Intersectional Discrimination Index: Development and Validation of Measures of Self-Reported Enacted and Anticipated Discrimination for Intercategorical Analysis," *Social Science & Medicine* 226 (April 1, 2019): 225–35, <https://doi.org/10.1016/j.socscimed.2018.12.016>.

¹⁵ United Nations, "Goal 16 | Department of Economic and Social Affairs," 2015, 16, <https://sdgs.un.org/goals/goal16>.

¹⁶ OHCHR, "A Human Rights-Based Approach to Data."

¹⁷ OHCHR.

discrimination'. Moreover, the Convention on the Rights of Persons with Disabilities mandates the collection of relevant information, including statistical and research data, to actualize the commitments of the treaty¹⁸.

However, the Sustainable Development Goals Report 2022 revealed that comprehensive, internationally comparable data were available for fewer than half of the 17 SDGs across 193 countries. Specifically, national statistics offices often failed to collect adequately disaggregated data to assess progress towards the 'non-discrimination' and 'no one left behind' principles. For 21 indicators that should be disaggregated for sex and age, only 7 are - while for 10 indicators that should be disaggregated for disability, only 2 are¹⁹.

In addition to the apparatus above, two major UN human rights conventions, The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and The Committee on the Elimination of Discrimination against Women (ICERD), explicitly prohibit discrimination based on gender and race, respectively. ICERD, central to the international regime for protection against racial discrimination, outlines legal definitions and obligations for states²⁰. Further, CERD monitors implementation of the convention, which is composed of 18 members, administering a comprehensive reporting system, which requires all State Parties to submit detailed data on their legislative, judicial, and administrative efforts which they have adopted regarding compliance of the Covenant. It also authorises the Committee to consider communications from individuals that make claim they have suffered injuries because of the failure of the state to fulfil its obligations, dependent on ratification of Article 14 of the Convention²¹.

Additionally, state frameworks also play a crucial role in tandem with international monitoring. For instance, Bolivia selects nationally relevant and available indicators from an illustrative table of international human rights indicators²². The Praia Group's Handbook on Governance Statistics provides guidance on decision-making in this area. Effective frameworks, whether at the state or international level, utilize multiple indicators, data sources, and methods. Praia Group gives the example of a framework which uses the indicator for prevalence of convictions of discrimination which is useful but insufficient since some victims may not report discrimination.

Nonetheless, a critical limitation in the work of national and international agencies is the adequate collection of disaggregated and sufficiently comparable data for existing indicators, an issue that this report strives to address. Specifically, it aims to contribute to the expansion of data availability by proposing new indicators to measure discrimination.

¹⁸ United Nations, "Convention on The Rights of Persons with Disabilities (CRPD)," 2016, <https://social.desa.un.org/issues/disability/crpd/convention-on-the-rights-of-persons-with-disabilities-crpd#:~:text=The%20Convention%20is%20intended%20as,human%20rights%20and%20fundamental%20freedoms>.

¹⁹ United Nations, "The Sustainable Development Goals Report 2022," 2022, <https://unstats.un.org/sdgs/report/2022/>.

²⁰ UN General Assembly, "International Convention on the Elimination of All Forms of Racial Discrimination."

²¹ UN General Assembly.

²² Praia Group, "Praia Handbook on Governance Statistics," 2020, <https://www.ohchr.org/en/documents/tools-and-resources/prai-handbook-governance-statistics>.

3.5. Table 13: Structural, process and outcome indicators

A fundamental resource in the theory of crafting indicators for measuring discrimination is OHCHR's Human Rights Indicators: A Guide to Measurement and Implementation (2012). While it covers a broad range of topics related to human rights indicators, this section will focus on the part on measuring the right to non-discrimination, especially Table 13 of the OHCHR's guide. Table 13 is the current suggested list of indicators developed by the OHCHR to measure the right to non-discrimination and inequality.

One should keep in mind that the guide is over a decade old, and there are many recent advancements in data collection, data storage, and emerging types of data. In the guide, the human rights measurement approach encompasses three primary types of indicators: structure, process, and outcome indicators. These indicators link a country's policies and methods to their results²³. When used coherently, these indicators complement traditional qualitative human rights assessments²⁴.

Structural indicators encapsulate data on a country's commitment to human rights, such as treaty ratification, policies, and formal procedures²⁵. They provide a snapshot of a nation's stated dedication to human rights principles. Process indicators, on the other hand, evaluate the country's efforts to fulfil these commitments²⁶. They examine factors like budget allocation, or the number of human rights complaints addressed, offering insights into the active steps taken towards commitment fulfilment. Lastly, outcome indicators, like 16.b.1, reflect the state of enjoyment of human rights in a given context²⁷. They measure the actual impact of policies and processes on human rights realization. These indicators are typically captured by one or several process indicators and may change relatively slowly compared to a process indicator²⁸.

The guide by OHCHR recognizes the importance of both survey and administrative data-based indicators, listed under Table 13. However, survey-based indicators, despite their importance, can be cost-intensive and come with inherent limitations. Further, the guide also emphasises the importance of balancing universality and specificity, while keeping data collection efficiency in mind when creating indicators. This ensures that the indicators maintain global applicability while being concrete enough to be meaningful in local contexts and can be collected with relative ease for time series analysis²⁹.

3.6. Employing administrative data for measuring discrimination

As discussed above, different methodologies are employed in measuring discrimination worldwide, each presenting unique advantages and limitations. An example is the UNHCR's data protection policy which necessitates "necessary and proportionate" data collection. While this policy ensures responsible data collection, it also poses a challenge for developing comprehensive indicators, as it restricts the collection of personal details unless explicitly

²³ OHCHR, "Human Rights Indicators: A Guide to Measurement and Implementation," 2021, https://www.ohchr.org/sites/default/files/Documents/Issues/HRIndicators/SDG_Indicators_Tables.pdf.

²⁴ OHCHR.

²⁵ OHCHR.

²⁶ OHCHR.

²⁷ OHCHR.

²⁸ OHCHR.

²⁹ OHCHR.

justified³⁰. Here, an SDG target progress measurement could serve as a compelling justification, illustrating how the practical application of policies like UNHCR's can handle the delicate balance between maintaining individual privacy and yielding meaningful data for discrimination measurement.

The OHCHR isolates four broad categories of data-generation mechanisms in relation to human rights monitoring³¹. Among these, surveys give valuable insights as they are self-reported experiences of discrimination, given the subjectivity inherent to discrimination though not all survey approaches fulfil this aim. Notable examples include the Multiple Indicators Clusters Survey (MICS) by UNICEF, the World Values Survey (WVS), and the European Union Agency for Fundamental Rights Survey (FRS)^{32,33,34}.

However, as mentioned earlier, there are distinctions within the methodologies and objectives of these surveys as well. The WVS measures attitudes towards discrimination in a more indirect manner compared to MICS or FRS and vice versa. Surveys, in general, irrespective of the objective, can be time-consuming, costly, and often exclude vulnerable groups or intersectional issues³⁵.

Statistical analysis is another approach that focuses on inequality in outcomes between groups. A study by Wilson et al. (1995) is a prominent example, but this approach's primary limitation is the difficulty in isolating discrimination's causality due to multiple contributing factors³⁶. Experimental data derived from audit studies and correspondence tests identify discriminatory practices by comparing group outcomes. Marianne & Sendhil's (2003) study on racial discrimination in the job market is a notable example³⁷. Despite its utility in measuring causal effects, this approach faces criticism regarding internal validity, tester generalizability, sampling limits, and cost-effectiveness³⁸.

In contrast, administrative data, collected by government organizations for routine operations, provides a compelling alternative. This data covers diverse fields like employment, housing, education, health, and law enforcement. Examples include the US Equal Employment Opportunity Commission's data on employment discrimination complaints and academic

³⁰ UNHCR, "Policy on the Protection of Personal Data of Persons of Concern to UNHCR," 2015, <https://www.refworld.org/docid/55643c1d4.html>.

³¹ OHCHR, "Human Rights Indicators: A Guide to Measurement and Implementation."

³² UNICEF, "Multiple Indicators Clusters Survey," 2021, <https://www.unicef.org/nigeria/reports/2021-multiple-indicator-cluster-survey-national-immunization-coverage-survey-report>.

³³ WVS, "World Values Survey 2017-2022" (2022), accessed April 9, 2023, <https://www.worldvaluessurvey.org/WVSDocumentationWV7.jsp>.

³⁴ European Union, "European Union Agency for Fundamental Rights," 2022, <https://fra.europa.eu/en/publication/2022/fundamental-rights-report-2022>.

³⁵ Dana R. Thomson et al., "Addressing Unintentional Exclusion of Vulnerable and Mobile Households in Traditional Surveys in Kathmandu, Dhaka, and Hanoi: A Mixed-Methods Feasibility Study," *Journal of Urban Health* 98, no. 1 (February 1, 2021): 111–29, <https://doi.org/10.1007/s11524-020-00485-z>.

³⁶ Franklin D. Wilson, Lawrence Wu, and Marta Tienda, "Race and Unemployment: Labor Market Experiences of Black and White Men, 1968-1988," *Work and Occupations* 22, no. 3 (August 1995): 245–70, <https://doi.org/10.1177/0730888495022003002>.

³⁷ Marianne Bertrand and Sendhil Mullainathan, "Are Emily and Greg More Employable than Lakisha and Jamal? A Field Experiment on Labour Market Discrimination," *National Bureau of Economic Research*, 2003, https://www.nber.org/system/files/working_papers/w9873/w9873.pdf.

³⁸ Devah Pager and Hana Shepherd, "The Sociology of Discrimination: Racial Discrimination in Employment, Housing, Credit, and Consumer Markets," *Annual Review of Sociology* 34 (2008): 181–209.

studies by Akee et al. (2010), Nandi and Platt (2015), and Biddle (2014) that utilize administrative data to examine racial and ethnic discrimination^{39,40,41,42}.

Through a comprehensive review of the existing literature, it is evident that administrative data carries several advantages over other methodologies. Notably, its routine collection makes it a cost-effective and swift tool for gathering and analysing data. Furthermore, it has the potential to cover a broader population, contributing to the accuracy of results⁴³. Finally, its regular updates make it ideal for longitudinal analysis, essential for understanding policy changes and interventions' impact over time⁴⁴.

However, when it comes to measuring discrimination prevalence, surveys stand out as the most accurate method. In particular, surveys that adhere to rigorous sampling methodologies can effectively ensure the inclusion of vulnerable groups, a feat that administrative data may struggle to achieve due to issues such as reporting bias and limited access to certain reporting services. Therefore, it's important to consider the drawbacks of relying solely on administrative data in measuring discrimination.

Overall, while administrative data, collected by governments as part of routine operations, emerges as an efficient and accurate tool for calculating discrimination, it should ideally be used in conjunction with surveys and other data collection methods for a more comprehensive, rounded, and reliable assessment. The exploration and development of innovative indicators that draw on a mix of methodologies, therefore, remain a promising avenue.

3.7. Criteria for indicator development

The process of developing indicators to measure a complex phenomenon such as discrimination necessitates the application of a robust selection criterion. Multiple organizations and studies have suggested various criteria to serve this purpose. The OHCHR in their guide to measurement and implementation emphasizes the importance of factors such as validity (how accurately an indicator measures the intended phenomenon), reliability (the consistency of results across varied contexts), verifiability of methodology, and the presence of supporting literature to validate the usage of an indicator⁴⁵.

³⁹ EEOC, "U.S. Equal Employment Opportunity Commission's (EEOC) Data," 2021, <https://www.eeoc.gov/data/data-and-statistics>.

⁴⁰ Randall K. Q. Akee et al., "Parents' Incomes and Children's Outcomes: A Quasi-Experiment Using Transfer Payments from Casino Profits," *American Economic Journal: Applied Economics* 2, no. 1 (January 2010): 86–115, <https://doi.org/10.1257/app.2.1.86>.

⁴¹ Alita Nandi and Lucinda Platt, "Are There Differences in Responses to Social Identity Questions in Face-to-Face versus Telephone Interviews? Results of an Experiment on a Longitudinal Survey," *International Journal of Social Research Methodology* 20, no. 2 (March 4, 2017): 151–66, <https://doi.org/10.1080/13645579.2016.1165495>.

⁴² Nicholas Biddle, "Measuring and Analysing the Wellbeing of Australia's Indigenous Population," *Social Indicators Research* 116, no. 3 (2014): 713–29.

⁴³ UNFCCC, "Considerations Regarding Vulnerable Groups, Communities and Ecosystems in the Context of the National Adaptation Plans," 2018, <https://unfccc.int/sites/default/files/resource/Considerations%20regarding%20vulnerable.pdf>.

⁴⁴ Nandi and Platt, "Are There Differences in Responses to Social Identity Questions in Face-to-Face versus Telephone Interviews?"

⁴⁵ OHCHR, "Human Rights Indicators: A Guide to Measurement and Implementation."

The Organisation for Economic Co-operation and Development (OECD) suggests basing indicators on elements such as relevance of the indicator to the studied phenomenon, its analytical soundness, the timeliness of the data, and the accessibility of data⁴⁶. Similarly, the Centre for Disease Control and Prevention, in its report on 'Criteria for Selection of High-Performing Indicators', proposes aspects such as including the availability of data, the burden of data collection on participants, applicability across different settings, cultural appropriateness (sensitivity), and the strength of evidence supporting the indicator⁴⁷.

Although multiple criteria exist, the common threads running across these sources underline reliability, validity, historical usage, availability, ease of collection, applicability, and sensitivity as important criteria for indicator selection. The literature indicates that applying a combination of these criteria, adapted to the context and user needs - forms a comprehensive approach to selecting appropriate indicators.

In conclusion, there is a scarcity of indicators specifically designed to assess racial and ethnic discrimination, an underutilization of administrative data for measuring discrimination as per Table 13, and a lack of intersectionality within existing discrimination frameworks.

4. Methodology

The report aims to review the indicators listed in Table 13 from the OHCHR's guide, to identify indicators that are capable of capturing discrimination based on race and ethnicity using administrative data. To achieve this, the authors have devised a systematic four-stage review process for each indicator featured in Table 13, which is explained in this section. The indicators that successfully pass through all four stages are consequently refined to specifically measure racial and ethnic discrimination. The outcome of the report is a framework for measuring discrimination on the ground of race and ethnicity, composed of the indicators that pass all the stages of the methodology.

4.1. Criterion for selecting indicators.

When selecting indicators from Table 13, we noted that they were expected to inherently satisfy the RIGHTS criteria as established by the OHCHR (annex 1). The methodology utilizes the Office of the High Commissioner for Human Rights' (OHCHR) Table 13 indicators as the background source, and the following steps of the methodology was applied to all the suggested indicators in Table 13. The methodology is visualized in the below figure (Figure 3) and is elucidated in detail below.

1. **Step One:** Is the indicator already measured at a global scale?

This step is included in the methodology, because a key intended outcome of the project is to find new ways of measuring the right to non-discrimination on the ground of race & ethnicity. All indicators were researched to identify whether they are already being measured. Those indicators that are already being measured, for example under other SDG-targets, therefore did

⁴⁶ OECD, "Handbook on Constructing Composite Indicators: Methodology and User Guide," 2005, <https://www.oecd.org/sdd/42495745.pdf>.

⁴⁷ CDCP, "Criteria for Selection of High-Performing Indicators," 2011, https://www.betterevaluation.org/sites/default/files/Indicator_checklist.pdf.

not pass to the next step. This allowed us to select indicators which filled a data gap concerning discrimination on the grounds of race and diversity.

2. **Step Two:** Is it possible to measure the indicator using administrative data?

This is important since the scope of our project investigates the potentiality of administrative data to measure the right to non-discrimination. Therefore, the final framework we suggest is composed only of indicators that can be measured by collecting administrative data.

3. **Step Three:** Reviewing the Indicators according to a set of criteria based on the literature review and best practices for indicator development.

The set of criteria developed by the authors is designed to ensure that the indicators are high-performing, holistic, and capable of capturing the intersectionality and complexity of race and ethnicity-based discrimination. These criteria include:

- **Accepted practice and history of use:** The indicator should align with widely accepted practices and standards in the field of social measurement and be firmly grounded in the existing literature.
- **Cultural appropriateness (sensitivity):** The indicator should be culturally relevant and respectful, capturing variations in experiences of racial and ethnic discrimination across different cultures.
- **Ease of data collection and availability:** The indicator should be associated with straightforward and feasible data collection methods.
- **Actionability:** The indicator should be capable of guiding interventions and policy changes.
- **Multidimensionality:** The indicator should account for the reality that individuals often experience discrimination based on multiple aspects of their identity, including race, ethnicity, gender, class, and others.

The indicators that passed the first two steps of evaluation were therefore reviewed according to these criteria.

4. **Step Four:** Qualitatively Reviewing the Remaining Indicators to Construct a Coherent Framework

The indicators that pass the first three steps of evaluation, were evaluated in a qualitative manner to decide which ones would make part of the final outcome of the report, namely an administrative data framework for measuring discrimination on the ground of race and/or ethnicity. A key focus in this step was to ensure that the indicators successfully measured discrimination on the ground of race and/or ethnicity in an accurate and intersectional manner, according to our literature review. For some of the indicators, this meant suggesting slight changes to the wording, to make sure that a disaggregation for race and/or ethnicity was included.

5. **Final Outcome:** The Administrative Data Framework for Measuring Discrimination on the Ground of Race and/or Ethnicity

Thus, following the four above steps, a new framework composed of five indicators to measure discrimination on the ground of race and/or ethnicity is proposed. This framework is thus composed of indicators that accurately measure discrimination, keeping academic literature



and best practices in mind. Additionally, while the framework is comprehensive and takes an

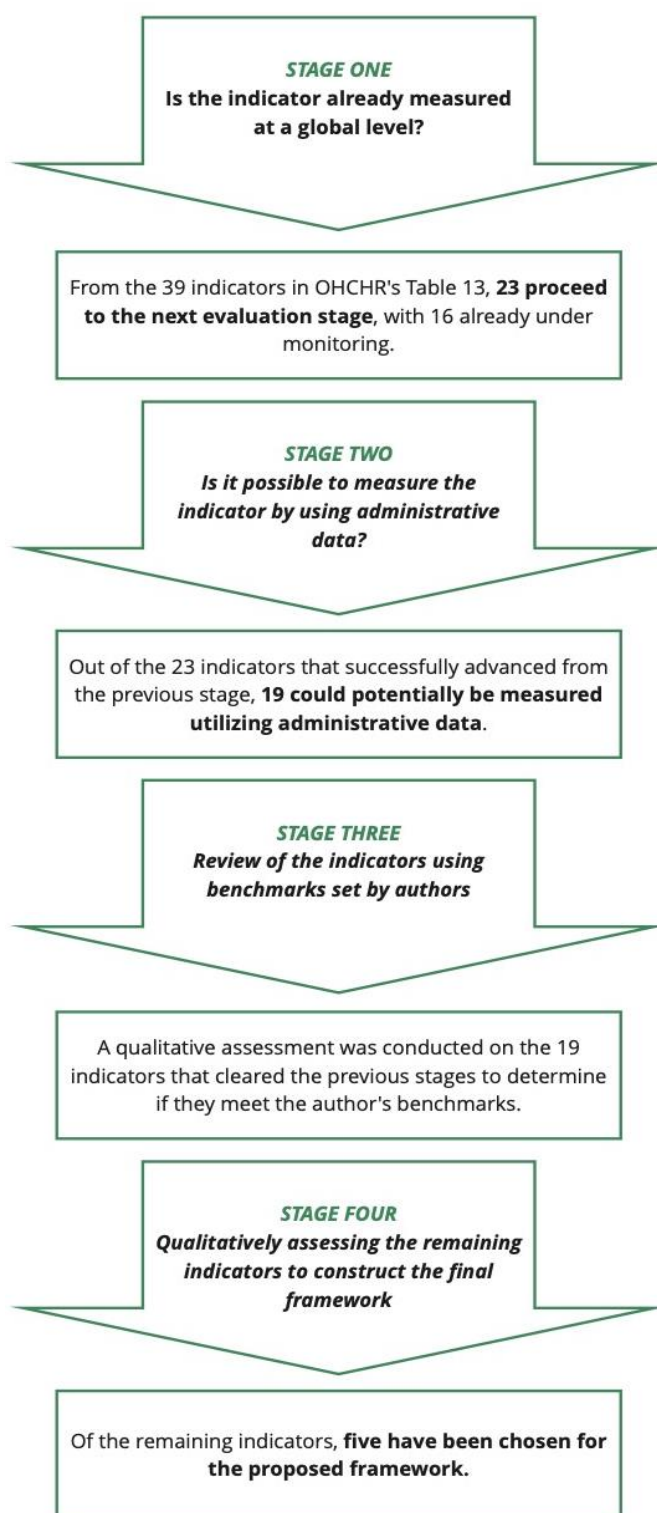


Figure 3: Four-staged review process employed in the report to evaluate indicators.

intersectional approach, it does not include all important measures of discrimination on the ground of race and/or ethnicity. This is because the project only proposes indicators that can

be measured using administrative data. Thus, there may be other indicators from Table 13 that should be measured too, but where other data forms are more appropriate.

6. Results and analysis

The results section presents the findings derived from the methodological steps applied in this study. First, a systematic review of the indicators listed in Table 13 is performed, categorized into structural, process, and outcome indicators. Within these categories, the study identifies which indicators are currently tracked and explores the **feasibility** of measuring the untracked ones through future collection of administrative data. The synthesis of these findings with the insights from the literature review subsequently leads to the proposition of an administrative data framework. This framework, comprising a selection of indicators, promises to offer a more precise and effective method to gauge the extent of racial or ethnic discrimination under international human rights law, provided these indicators are measured in the future.

6.1. Review of Table 13

This segment provides a comprehensive evaluation of the illustrative indicators listed in Table 13, with the primary aim of determining whether they are currently under surveillance and, if not, the feasibility of future monitoring through the collection of appropriate administrative data - namely steps one and two of the methodology. The ensuing analysis follows a logical sequence, subdivided in accordance with the three categories of indicators: structural, process, and outcome.

The appendix contains information as to the bodies responsible for monitoring illustrative indicators which are currently monitored, as well as information on coverage of this monitoring where possible.

6.1.1. Structural Indicators

Within the proposed array of ten structural indicators, only two are currently subject to surveillance, with both monitored using administrative data supplemented by expert questionnaire assessments.

Structural indicators, ostensibly straightforward to evaluate, examine the presence or absence of observable discriminatory structures. For instance, the first structural indicator from Table 13 gauges both the data of inception and coverage of 'domestic laws guaranteeing equal access to justice and treatment, inclusive of married, unmarried couples, single parents and other designated groups.' Nonetheless, ascertaining if a law ensures such access, or at least earnestly aims to, necessitates a dual process:

1. Acquisition of administrative data, that is, the relevant laws, and
2. An evaluation of the degree to which the law addresses the requirements of the specific indicator. Thus, these indicators necessitate both administrative data and a subjective appraisal.

Besides the indicator cited, six of the eight remaining illustrative indicators imply a qualitative analysis of the 'force and coverage' of national policies. All of the eight suggested indicators

currently unmeasured require more than simple administrative data collection for their transformation into meaningful, quantifiable indicators.

In practice, this could mirror indicator 5.a.2, which scrutinizes a country's legislative framework supporting women's land rights. This indicator cross-examines a nation's laws against proxies—like compulsory spousal approval for land transactions—derived from international law, specifically CEDAW (endorsed by 189 countries) and the VGGT (supported by CFS members). The requisite administrative data is sourced from national institutions, and legal experts subsequently evaluate it through an electronic questionnaire, conducted quadrennially. Indicator 5.01.01 follows a similar procedure, implemented by a combination of national counterparts and legal professionals, using a 42-question questionnaire.

Illustrative Outcome Indicator	Step 1: Current Measurement	Step 2: Possibility to Measure by Administrative Data
Date of entry into force and coverage of domestic laws ensuring equal access to justice and treatment including for married, unmarried couples, single parents, and other target groups	No	No
Time frame and coverage of policy and programmes to ensure equal protection, security, and handling of crimes (including hate crimes and abuse by law enforcement officials)	No	No
Time frame and coverage of policy or programme for equal access to education at all levels.	No.	No.
Time frame and coverage of policy and programmes to provide protection from discriminatory practices interfering with access to food, health, social security and housing.	No.	No.
Time frame and coverage of policies for equal access to decent work.	No.	No.
Time frame and coverage of policy for the elimination of forced labour and other abuse at work, including domestic work.	No.	No.
Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land, ownership and/or control.	Yes.	No.
Time frame and coverage of policy to implement special and temporary measures to ensure or accelerate equality in the enjoyment of human rights.	No	No
Date of entry into force and coverage of quotas or other special measures for targeted populations in legislative, executive, judicial and other appointed bodies	No.	No.
Date of entry into force and coverage of legal frameworks to promote, enforce and monitor equality and non-discrimination on the basis of sex	Yes.	No.

Table 1: Structural indicators under table 13

6.1.2. Process Indicators

Among the 18 process indicators listed in Table 13, four are currently tracked under other SDG indicators, which are identified in the appendix. Each monitored indicator measures discrimination enacted by public or private entities that obstructs access to other rights.

However, a disparity exists in the specificity of data collected pertaining to ethnic and/or racial discrimination. For example, the indicator 'Proportion of population using safely managed drinking water, sanitation services, electricity and waste disposal' is monitored by four SDG indicators, largely utilizing household surveys, which increasingly enable disaggregation by features such as gender and race. In contrast, the indicator 'proportion of time spent on unpaid domestic and care work, by sex, age and location' does not explicitly aim to factor in racial and/or ethnic discrimination.

In addition, it is important to note that no meta-data collection exists for process indicators related to 'equality before the law and protection of persons' or 'special measures i.e., participation in decision-making' in conjunction with SDGs. In most of these instances - five out of eight - overlapping frameworks are track analogous indicators pertaining to discrimination. For example, for the proposed indicator 'proportion of requests for legal assistance and free interpreters being met,' the GSLA Expert Survey provides related information.

Illustrative Outcome Indicator	Step 1: Current Measurement	Step 2: Possibility to Measure by Administrative Data
Proportion of victims of discrimination and bias driven violence provided with legal aid.	Partial	Yes
Number of persons (including law enforcement officials) arrested, adjudicated, convicted, or serving sentence for discrimination and bias driven violence per 100,000 population.	No	Yes
Proportion of women reporting forms of violence against themselves or their children initiating legal action or seeking help from police or counselling centres	No	Yes
Proportion of requests for legal assistance and free interpreters being met (criminal and civil proceedings)	Partial	Yes
Proportion of lawsuits related to property where women appear in person or through counsel as plaintiff or respondent.	No	Yes
Parity indices (female/male, rural/urban, bottom/top wealth quintile, and others such as disability status, indigenous peoples and conflict-affected, other target group) in primary and higher education and by kind of school (e.g., public, private, special school)	Yes	Yes
Proportion of health-care professionals [landlords] handling requests from potential patients[tenants]in anon- discriminatory manner/	Partial	No
Proportion of public buildings with facilities for persons with physical disabilities.	No	No

Proportion of population using safely managed drinking water, sanitation services, electricity, and waste disposal	Yes	Yes
Number of countries that have implemented well-managed migration policies.	Yes	No
Proportion of enterprises (e.g., government contractors) that conform with certified discrimination-free business and workplace practices (e.g., no HIV test requirements)	No	No
Proportion of job vacancy announcements stipulating that among equally qualified (or comparable) candidates a person from a targeted population group will be selected (e.g., women, minority)	No	No
Proportion of employers handling applications of candidates in a non-discriminatory manner	No	No
Proportion of employees (e.g., migrant workers) reporting discrimination and abuse at work who initiated legal or administrative action.	Partial	Yes
Proportion of time spent on unpaid domestic and care work, by sex, age, and location [5.4.1]	Yes	No
Proportion of targeted population groups accessing positive action or preferential treatment measures aiming to promote de facto equality (e.g., financial assistance, training)	No	No
Proportion of education institutions at all levels teaching human rights and promoting understanding among population groups (e.g., ethnic groups)	Partial	Yes, with expert questionnaire.
Proportion of members of trade unions and political parties who are women or from other targeted population groups and the proportion thereof presented as candidates for election.	No	Yes

Table 2: Process indicators under table 13

6.1.3. Outcome Indicators

Out of the 11 proposed outcome indicators, seven are presently measured via other SDG indicators. This represents a substantially higher proportion compared to the illustrative structural and process indicators. Among these seven outcome indicators, four are gauged through administrative data collection.

Outcome indicator 16.b.1, examined in prior sections of this document, is one such indicator. Coupled with the other seven tracked indicators from the proposed outcome list, it signifies that the outcome indicators from Table 13 are, proportionally, the most measured category.

However, it's critical to note that even though indicators like 16.b.1 are monitored, a comprehensive global data reporting to the OHCHR is not achieved by all countries.

Illustrative Outcome Indicator	Step 1: Current Measurement	Step 2: Possibility to Measure by Administrative Data
Prevalence/incidence of crimes, including hate crime and domestic violence, by target population group.	Partial	Yes
Reported cases of arbitrary killing, detention, disappearance, and torture from population groups ordinarily subject to risk of discriminatory treatment	No	Yes
Conviction rates for indigent defendants provided with legal representation as a proportion of conviction rates for defendants with lawyer of their own choice.	No	Yes
Proportion of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex]	Yes	Survey
Birth, mortality, and life expectancy rates disaggregated by targeted population group.	Yes	Yes
Unemployment rate, by sex, age, and persons with disabilities	Yes	Yes
Partially average hourly earnings of female and male employees, by occupation, age, persons with disabilities, and other target groups	Yes	Yes
Proportion of targeted populations below national poverty line after social transfers	Yes	No
Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure	Yes	No
Proportion of relevant positions (e.g., managerial) in the public and private sectors held by targeted population groups.	Yes	No
Proportion of seats in elected and appointed bodies at subnational and local level held by targeted population.	Yes	Yes

Table 3: Outcome indicators under table 13

6.1.4. Measurement Coverage and Gaps

Of the 39 indicators analysed, 16 are currently monitored and will not be considered further - although it should be noted that these are not always disaggregated on the grounds of race and ethnicity.

There is a stark gap concerning the theme ‘individuals’ right to equality before the law and protection of the person.’ The difficulty of monitoring this on a structural level has been discussed, and this is especially so since different countries' contexts will require different policies to ensure non-discrimination. For structure indicators, the primary data sourced are the legislation and policies of countries, although a degree of investment is required to establish

criteria to assess this legislation considering the various indicators. All process indicators that monitor legal discrimination can be measured through administrative data, and there is already a degree of data collection on related indicators being conducted by organisations such as UNOCD and the Istanbul conventions. These observations are generally shared across the outcome indicators.

‘Discrimination by public and private actors’ is the category under which the most indicators are monitored currently, especially in the case of process indicators and outcome indicators. In the case of process indicators, most unmonitored indicators are those which require survey data. There is overall a limited amount of data pertaining to special measures to reduce discrimination, and none at a process level.

There is a limited amount of current measurement pertaining to ‘special measures to reduce discrimination’, and none at the process level. Of the three that are currently measured, two are measured under other SDG targets than 16.b.

6.1.5. Using Administrative Data to Increase Measurement of Discrimination

The following table is a summary of the above findings and lists all the indicators which are not currently being measured – but that can be measured by collecting administrative data. The indicators highlighted in blue are already being measured in similar, but not quite identical, work. Those highlighted in orange require additional work, such as assessment through expert legal questionnaires, for the data to be usable. The table does not assess whether governments currently collect this form of administrative data.

	Structural	Process	Outcome
Equality before the law and protection of person		<p>Proportion of victims of discrimination and bias driven violence provided with legal aid.</p> <p>Number of persons (including law enforcement officials) arrested, adjudicated, convicted, or serving sentence for discrimination and bias driven violence per 100,000 population</p> <p>Proportion of women reporting forms of violence against themselves or their children initiating legal action or seeking help from police or counselling centres</p> <p>Proportion of requests for legal assistance and free interpreters being met (criminal and civil proceedings)</p>	<p>Prevalence/incidence of crimes, including hate crime and domestic violence, by target population group.</p> <p>Reported cases of arbitrary killing, detention, disappearance, and torture from population groups ordinarily subject to risk of discriminatory treatment</p> <p>Conviction rates for indigent defendants provided with legal representation as a proportion of conviction rates for defendants with lawyer of their own choice</p>

		Proportion of lawsuits related to property where women appear in person or through counsel as plaintiff or respondent	
Direct and indirect discrimination by public or private actors nullifying or impairing access to an adequate standard of living, health and education OR equality of livelihood opportunities		Proportion of public buildings with facilities for persons with physical disabilities. Proportion of enterprises (e.g., government contractors) that conform with certified discrimination-free business and workplace practices (e.g., no HIV test requirements) Proportion of employees (e.g., migrant workers) reporting discrimination and abuse at work who initiated legal or administrative action	
Special measures, including for participation in decision-making		Proportion of members of trade unions and political parties who are women or from other targeted population groups and the proportion thereof presented as candidates for election	

Table 4: List of indicators that are currently not measured from Table 13

7. Administrative Data Framework for Measuring Discrimination

According to steps 3 and 4 of the methodology, the indicators presented in the previous sections have been reviewed according to the authors' criteria and have undergone a qualitative assessment of their potential to be accurate and efficient measures on discrimination on the ground of race and/or ethnicity.

The indicators in the table in section 4.2.5, highlighting the indicators in Table 13 that are currently not measured and could be measured by administrative data, form the basis for these steps of the analysis – namely selecting the indicators which will constitute the proposed framework for measurement of discrimination.

Overall, we propose a framework of five indicators. These indicators can all be measured by administrative data, and are therefore more efficient to implement, than for example a new survey module. The aim of proposing these indicators is thus to make a recommendation on which indicators to begin measuring as soon as possible, to give a more accurate image of the status quo on discrimination on the ground of race and/or ethnicity.

It should be noted that the indicators have been chosen based on the potential for measurement with administrative data. A review of existing administrative data has not been conducted.

States with less developed infrastructure, for example, lacking judicial records, would not find data readily available.

7.1. Structural Indicators

We found discrimination at a structural level to be both under-monitored and potentially the more difficult to monitor with administrative data. We have drawn together two indicators which provide a picture of state coverage of non-discriminatory law. These indicators would rely on data based on expert judgments, rather than purely administrative data. This form of data should then be translated into quantitative form via coding to allow comparison across time and region⁴⁸.

1. Date of entry into force and coverage of domestic laws ensuring equal access to justice and treatment including for married, unmarried couples, single parents, and other target groups.

Notes: Indicator should specify which institutions we are looking at (i.e., Family law, taxation law, inheritance law, property law) to make the indicator more realistically measurable.

- **Accepted practice and history of use:** This would not go against any accepted practices and standards in the field.
- **Cultural appropriateness (sensitivity):** This is culturally relevant on a global scale, as the target groups can be locally adjusted to ensure that measurement is done for the appropriate grounds of discrimination.
- **Ease of data collection and availability:** The data is, as is typical of structural data, more time-consuming to collect than simple administrative data. This is because there must be a qualitative assessment of ‘coverage’ of domestic laws which requires an expert assessor/development of an applicable questionnaire.
- **Actionability:** It can easily guide policy interventions and policy change, as it will render visible which areas are not protected by law at a given moment in time.
- **Multidimensionality:** Additionally, by further disaggregating this indicator to include more *target groups*, it will account for multidimensionality.

Redrafted indicator: Date of entry into force and coverage of domestic laws ensuring equal access to justice and treatment, considering the complexities of intersectional identities like married, unmarried couples, single parents, LGBTQ+ community, persons with disabilities, refugees, etc., which may compound experiences of discrimination.

2. Time frame and coverage of policy and programmes to provide protection from discriminatory practices interfering with access to food, health, social security, and housing.

Notes: Once again need to specify it to make it more measurable/quantifiable. May need to be individually designed per country, focusing on that country’s key challenges (ex. Access to adequate food may not be an issue everywhere, and the policy response needed to mitigate it would greatly vary)

⁴⁸ OHCHR, “Human Rights Indicators: A Guide to Measurement and Implementation.”

- **Accepted practice and history of use:** This would not go against any accepted practices and standards in the field. Attention should be paid, though, on how to safely collect and store the data once including more disaggregation in it.
- **Cultural appropriateness (sensitivity):** This is culturally relevant on a global scale, as the target groups can be locally adjusted to ensure that measurement is done for the appropriate grounds of discrimination. Here, it is important to specific to make the indicator more measurable/quantifiable, to urge the inclusion of country-specific challenges for better measurement and intervention planning.
- **Ease of data collection and availability:** The data is, as is typical of structural data, more time-consuming to collect than simple administrative data. This is because there must be a qualitative assessment of ‘coverage’ of policy and programs which requires an expert assessor/development of an applicable questionnaire.
- **Actionability:** It can easily guide policy interventions and policy change, as it will render visible which areas are not protected by law at a given moment in time.
- **Multidimensionality:** By further disaggregating this indicator to include more potential areas of interfered access, multidimensionality will be ensured.

Redrafted indicator: Time frame and coverage of policy measures and programs aimed at eliminating racially/ethnically discriminative interferences impeding access to food, health, social security, and housing, based on each country's particular challenges.

7.2. Process Indicators

1. Number of persons (including law enforcement officials) arrested, adjudicated, convicted, or serving sentence for discrimination and bias driven violence per 100,000 population.

Notes: Can be used comparatively with other statistics on discrimination, such as the outcome indicator 16.b.1 and its survey data

- *Accepted practice and history of use:* This would not go against any accepted practices and standards in the field. Attention should be paid, though, on how to safely collect and store the data once including more disaggregation in it.
- *Cultural appropriateness (sensitivity):* It is culturally relevant on a global scale, as the grounds on which discrimination and bias is sentenced on will vary locally. However, judiciary system in different countries will have varying extents of rule of law, the indicator will show improvements/worsening in the specific country. (Thus, will not be one to compare across countries)
- *Ease of data collection and availability:* The data is relatively easy to collect, as governments should have it available. However,
- *Actionability:* It can certainly guide policy intervention and policy change, since the data will show where the largest issues of (reported) discrimination and bias occurs.
- *Multidimensionality:* The data should be disaggregated on the basis of race and ethnicity in order to shed light on potential racial inequalities within the criminal system. At the same time, even when investigating racial discrimination, it is best practise for the data to be disaggregated on all the grounds of discrimination to note intersectional discrimination i.e., if black men are arrested in an area.

Redrafted indicator: Number of persons (including law enforcement officials) arrested, adjudicated, convicted, or serving sentence for discrimination and bias driven violence per 100,000 population, disaggregated on the basis of race/ethnicity in addition to other grounds of discrimination or bias.

2. Proportion of members of trade unions and political parties who are women or from other targeted population groups and the proportion thereof presented as candidates for election.

- *Accepted practice and history of use:* This would not go against any accepted practices and standards in the field. Attention should be paid, though, on how to safely collect and store the data once including more disaggregation in it.
- *Cultural appropriateness (sensitivity):* It is culturally relevant on a global scale, as the various institutions (i.e., Trade union/political parties) can be locally adapted to those most relevant. However, might have to locally adapt the organization to look at, political party, trade union, central NGOs, etc.
- *Ease of data collection and availability:* The data is easy to collect.
- *Actionability:* It can easily guide policy interventions and policy change, as it will render visible in which areas representation is lacking.
- *Multidimensionality:* The indicator currently focuses on gender representation in trade unions and political parties, although with the capacity to be applied to ‘other targeted population groups’. When monitoring this indicator, data should be disaggregated on the basis of race and ethnicity in order to shed light on potential racial inequalities within trade unions and political parties. At the same time, even when investigating racial discrimination, it is best practise for the data to be disaggregated on all the grounds of discrimination to note intersectional discrimination i.e., if Latina women are represented less than white women within trade unions and political parties.

Redrafted indicator: Proportion of members of trade unions and political parties from different racial/ethnic groups within a region and the proportion thereof presented as candidates for election, disaggregate for other grounds of discrimination or bias.

7.3. Outcome Indicators

Discrimination at an outcome level currently receives the most international monitoring of the three forms. Thus, we have advocated for only one outcome indicator to be included.

1. Prevalence/incidence of crimes, including hate crime and domestic violence, by target population group.

- *Accepted practice and history of use:* This would not go against any accepted practices and standards in the field. However, some difficulty may be encountered as different countries have different laws on what is understood as a hate crime, or the rights different population groups have regarding domestic violence. Thus, while the data itself is controversial, it may not always reveal a full picture of the crimes that occur if something that is discriminatory is not counted as such in the country of prosecution. Furthermore, crime incidence rates will never report the entire picture of the prevalence of crime. Many crimes remain unreported, but assuming that the rate of unreported crime remains relatively stable over time in a given area, the incidence is nonetheless a useful measure

of the proportion of crime experienced by the target population group. It is important to note that as an indicator based on administrative data, the indicator should be viewed as a compliment to data sources such as surveys.

- ***Cultural appropriateness (sensitivity)***: Due to the above discussion, while it is culturally relevant on a global scale, some attention must be paid to how it interacts with local legislation.
- ***Ease of data collection and availability***: Administrative data on the incidence of crimes should be available in most countries. Some difficulty may be encountered with obtaining data disaggregated for, in this case, race and ethnicity. The OHCHR and other stakeholders may have to work with countries to ensure this.
- ***Actionability***: It can easily guide policy interventions and policy change, as it will render visible in which areas and against which groups the most crime is reported, if it is well disaggregated.
- ***Multidimensionality***: By further disaggregating this indicator to include for example race and/or ethnicity under *other targeted population groups*, it will account for multidimensionality.

Redrafted indicator: Incidence of crimes, including hate crime and domestic violence, disaggregated by race and/or ethnicity.

8. Recommendations

The administrative data framework in section 4.2.6 is a recommendation to the OHCHR, on how to best measure discrimination on the ground of race and/or ethnicity in the coming period. The administrative data framework is grounded in the current practices used by OHCHR. Looking beyond the framework, the research has put forward a handful of other recommendations on the topic of measuring discrimination.

1. **Always disaggregate data:** Whilst this is part of the OHCHR working criteria (i.e., ‘Global and universally meaningful but also amenable to contextualisation and disaggregation by prohibited grounds of discrimination’, when indicators are currently being monitored, oftentimes race is not disaggregated for. Further, some of the illustrative indicators that OHCHR directly specify which grounds it should be disaggregated for, and race is not included. In particular:
 - a. ‘Date of entry into force and coverage of legal frameworks to promote, enforce and monitor equality and non-discrimination on the basis of sex’, currently measured under SDG [5.1.1]’ - explicitly does not consider race.
 - b. Proportion of time spent on unpaid domestic and care work, by sex, age, and location [5.4.1] - explicitly does not consider race.
 - c. Unemployment rate, by sex, age, and persons with disabilities [8.5.2] does not explicitly consider race. There is also significantly less data availability for disability than sex and age.
 - d. ‘Proportion of population using safely managed drinking water [6.1.1], sanitation services [6.2.1], electricity [7.1.1] and waste disposal’ is disaggregated for some characteristics, but not race.
 - e. Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure – not currently disaggregated.

This is not an exhaustive list of existing indicators which do not disaggregate for race. An example of a more inclusive indicator is ‘Parity indices (female/male, rural/urban, bottom/top wealth quintile and others such as disability status, indigenous peoples and conflict-affected, other target group) in primary and higher education and by kind of school (e.g., public, private, special school)’

2. **Provide support and governance advice on how to store disaggregated data in a safe manner when encouraging data collection on race and ethnicity:** Many countries remain reluctant to collect data that is disaggregated at a detailed enough level to be useful in intersectional analysis of discrimination. By ensuring that countries have the necessary expertise to handle - extremely sensitive – data in responsible ways, can potentially make more useful administrative data available.
3. **Design of indicators must be done with measurement in mind:** It is evident that the difficulty of measuring discrimination at times has to do with eloquent indicators having been developed without an associated methodology in mind. To ensure that SDG targets remain measurable, methodology must be an essential part of indicator development. Our methodology is one easily replicable method.
4. **Expand and innovate survey data collection:** Indicator 16.b.1 and its survey module are successful in capturing many details of the complex, lived experiences of discrimination. Measuring discrimination by administrative data can highlight aspects that survey data cannot, but it does not fully make up for the lack of response to survey module 16. B.1. The OHCHR should therefore, long term, focus on finding efficient ways of collecting survey data, that is disaggregated on all recognized grounds of discrimination. In other words, there is no doubt that the most holistic measure of discrimination will be found through combining multiple methodologies. Administrative data provides angles that cannot be found in surveys – and vice versa – so a mixed methods approach is necessary to guide successful policy interventions.
5. **Invest in novel methods of data collection, with regards to AI and algorithms:** While this topic has been beyond the scope of this report, it is too important to not discuss. The report showed that even administrative data often requires additional work such as expert surveys, for it to be useful as a measurement tool. OHCHR, and other agencies responsible for reporting data on SDG targets, should be leading experts on novel data collection methods. Technology in areas such as artificial intelligence and machine learning is developing very quickly, and indices such as RepRisk already employ these tools to efficiently deliver accurate measurement of ESG issues.

9. Conclusion

In summary, the achievement of right to non-discrimination rests upon the accurate measurement of discrimination and inequality in the society. A careful consideration of literature in the field revealed a significant gap – the lack of indicators that directly measures racial and ethnic discrimination. Further, the current measurement of discrimination heavily relies on survey data, which is cost intensive and time consuming, despite their high accuracy. To mitigate this challenge, the authors of the report suggest a methodological shift, specifically, the integration of administrative data-based indicators in assessing discrimination.

Hence, using the suggested indicators listed in Table 13 by the OHCHR, the authors performed a four-stage systemic review to identify which indicators are not currently measured, which

perform well, and which can be feasibly measured with administrative data. Five indicators were selected after the review. Since these selected indicators rely on administrative data, states possessing robust institutions could swiftly action their monitoring. When blended with the findings from our framework, specifically those from indicator 16.b.1, states could accurately assess the existence or non-existence of racial discrimination on three comprehensive levels: structural, process-based, and outcome-based. Including indicator 16.b.1, states would therefore possess two effective indicators for each of these levels, encompassing issues from domestic life to political participation.

Furthermore, it is acknowledged that discrimination is not restricted to race and ethnicity but spans across multiple identity grounds, all of which experience varied manifestations and distinct, intersectional forms of discrimination. This vital truth underscores the need for a comprehensive approach that exhibits sensitivity to these variances.

The report, however, does not evaluate the accessibility or ease-of-collection of this requisite administrative data. As a result, it is vital for future studies to conduct a pilot test of the proposed methodology and extend its applications to other forms of discrimination. Despite these challenges, this report posits five comprehensive recommendations, including the consistent disaggregation of racial and/or ethnic data, the requirement for guidance on secured data storage and the importance of involving measurement methodology during indicator design.

To the authors' knowledge, this report is the only one to date that has scrutinised data availability for Table 13, discovering that some generally accepted indicators do not currently disaggregate data based on race. This flaw may inadvertently overlook those who experience race-based or intersectional discrimination. Lastly, the report offers a methodological model that could systematically propose indicators for measuring the right to non-discrimination. By adopting this model, states can more effectively fulfil their obligations to honour, defend, and uphold the right to non-discrimination.

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Appendix

1. Rights Criterion:

- Relevant and reliable
- Independent in its data collection methods from subjects monitored.
- Global and universally meaningful but also amenable to contextualisation and disaggregation by prohibited grounds of discrimination.
- Human rights standard-centric, anchored in the normative framework of rights.
- Transparent in its methods, timely and time-bound
- Simple and specific

2. Table 13: Full Analysis

2.1. Structural Indicators

2.1.1. Equality before the law and protection of person

Indicator	Form of data.	Already Monitored?	Availability of data (aggregate)	Applicability of disaggregation
Date of entry into force and coverage of domestic laws ensuring equal access to justice and treatment including for married, unmarried couples, single parents, and other target groups	Administrative data + Expert questionnaire.	No.	n/a	Yes.
Time frame and coverage of policy and programmes to ensure equal protection, security, and handling of crimes (including hate crimes and abuse by law enforcement officials)	Administrative data + Expert questionnaire.	No.	n/a	Yes.

Table 5: Equality before the law and protection of person (structural indicator)

2.1.2. Nullifying or impairing access to an adequate standard of living, health and education OR equality of livelihood opportunities

Indicator	Form of data.	Already Monitored?	Availability of data (aggregate)	Applicability of disaggregation
Time frame and coverage of policy or programme for equal access to education at all levels	Administrative data + Expert questionnaire.	No.	n/a	Yes.
Time frame and coverage of policy and programmes to provide protection from discriminatory practices interfering with access to food, health, social security, and housing	Administrative data + Expert questionnaire.	No.	n/a	Yes.
Time frame and coverage of policies for equal access to decent work	Administrative data + Expert questionnaire.	No.	n/a	Yes.
Time frame and coverage of policy for the elimination of forced labour and other abuse at work, including domestic work	Administrative data + Expert questionnaire.	No.	n/a	Yes.
Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land. ownership and/or control [5.a.2]	Expert questionnaire.	Yes. Measured by FAO under SDG indicator 5. a.2.	52 reporting countries.	Yes.

Table 6: Nullifying or impairing access to an adequate standard of living, health and education OR equality of livelihood opportunities (structural indicator)

2.1.3. Special measures, including for participation in decision-making

Indicator	Form of data.	Already Monitored?	Availability of data (aggregate)	Applicability of disaggregation
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Time frame and coverage of policy to implement special and temporary measures to ensure or accelerate equality in the enjoyment of human rights	Administrative data + Expert questionnaire.	No.	n/a	Yes.
Date of entry into force and coverage of quotas or other special measures for targeted populations in legislative, executive, judicial and other appointed bodies	Administrative data + Expert questionnaire.	No.	n/a	Yes.
Date of entry into force and coverage of legal frameworks to promote, enforce and monitor equality and non-discrimination on the basis of sex [5.1.1]	Administrative data + Expert questionnaire.	Yes. Measured by World Bank, UN Women, OECD Development Group.	Pilot has been carried out in 14 countries; data availability assumed in 189.	

Table 7: Special measures, including for participation in decision-making (structural indicator)

2.2. Process Indicators

2.2.1. Equality before the law and protection of person

Indicator	Form of data.	Already Monitored?	Availability of data (aggregate)	Applicability of disaggregation
Proportion of victims of discrimination and bias driven violence provided with legal aid	Administrative.	Partially. (UNOCD Global Study on Legal Aid, GSLA Expert Survey)	Yes.	Yes. Disaggregation of identity of those provided with legal aid.
Number of persons (including law enforcement officials) arrested, adjudicated, convicted or serving sentence for discrimination and bias driven violence per 100,000 population	Administrative data	No.	Yes	Yes. Grounds of discrimination of crime.
Proportion of women reporting forms of violence against themselves or their children initiating legal action or seeking help from police or counselling centres	Administrative data	No.	Yes.	Yes. Disaggregation of women amongst other protected identity traits.

Proportion of requests for legal assistance and free interpreters being met (criminal and civil proceedings)	Administrative	Partially. (UNOCD Global Study on Legal Aid, GSLA Expert Survey))	Yes.	Yes. Disaggregation of the identities of those requesting legal assistance.
Proportion of lawsuits related to property where women appear in person or through counsel as plaintiff or respondent	Administrative.	No.	Yes.	Yes.

Table 8: Equality before the law and protection of person (process indicator)

2.2.2. Direct and indirect discrimination by public or private actors nullifying or impairing access to an adequate standard of living, health and education OR equality of livelihood opportunities.

Indicator	Form of data.	Already Monitored?		Availability of data (aggregate)	Applicability of disaggregation
Parity indices (female/male, rural/urban, bottom/top wealth quintile, and others such as disability status, indigenous peoples and conflict-affected, other target group) in primary and higher education and by kind of school (e.g., public, private, special school)	Administrative	Measured by UNESCO. [4.5.01]		The availability of parity indices for regional and global monitoring is the same as for the underlying indicators for this goal. i.e., availability of data for indicators 4.1 - 4.7.	Yes. Parity indices relies on disaggregation.
Proportion of health-care professionals [landlords] handling requests from potential patients[tenants]in anon-discriminatory manner/	Survey.	Partially. Measured under 16. b.1.			Yes.
Proportion of public buildings with facilities for persons with physical disabilities	Survey/administrative.	No.		Partially. (Surveys required where not)	No.

<p>Proportion of population using safely managed drinking water [6.1.1], sanitation services [6.2.1], electricity [7.1.1] and waste disposal [11.6.1]</p>	<p>Administrative.</p>	<p>Drinking water measured under 6.1.1, Goal 6 (Ensure availability and sustainable management of water and sanitation for all). JMP estimates based on national statistics.</p> <p>Sanitation services measured under [6.2.1].</p> <p>Waste disposal measured under [11.6.1]</p>		<p>National estimates could be produced for 138 countries, areas, and territories, including.</p> <p>114 UN member states and covering 45% of the global population.</p>	<p>Yes. Estimates were available for rural.</p> <p>Last updated: 2021-12-20</p> <p>areas in countries representing 55% of the global rural population, and for urban areas in countries.</p> <p>representing 56% of the global urban population.</p> <p>Disaggregation by geographic location (urban/rural, sub-national regions, etc.) and by socioeconomic characteristics (wealth, education, ethnicity, etc) is possible in a growing number of countries.</p> <p>Disaggregation by individual characteristics (e.g. age, sex, disability, etc.) may also be made where data permit. Many of the datasets used for producing estimates are household surveys and censuses which collect information on drinking water at the household level. Such data cannot be disaggregated to provide information on intra-household variability (e.g., differential use of services by gender, age).</p>
<p>Number of countries that have implemented well-managed migration policies</p>	<p>Survey.</p>	<p>Yes. (10.7.2), measured by OECD, IOM and UN DESA in an Inquiry run every four years.</p>		<p>As of 31 October 2021, 138 Governments had provided data on SDG indicator 10.7.2 through the international migration module of the Inquiry: equivalent to 70 per cent of all countries globally.</p>	<p>No.</p>

Proportion of enterprises (e.g., government contractors) that conform with certified discrimination-free business and workplace practices (e.g., no HIV test requirements)	Administrative/survey	No.		N/a.	No.
Proportion of job vacancy announcements stipulating that among equally qualified (or comparable) candidates a person from a targeted population group will be selected (e.g., women, minority)	Survey.	No.		n/a	Yes.
Proportion of employers handling applications of candidates in a non-discriminatory manner	Survey.	No.		n/a	No.
Proportion of employees (e.g., migrant workers) reporting discrimination and abuse at work who initiated legal or administrative action	Administrative data.	Partially i.e., ILO working conditions laws database.		Yes.	Yes.
Proportion of time spent on unpaid domestic and care work, by sex, age and location [5.4.1]	Survey.	Yes. Dedicated time use surveys provided by national statistical offices, compiled by UN Statistics Division.		92 countries with data between 2000 and 2022	Yes, Available data currently disaggregated by sex, age and location but not by race.

Table 9: Direct and indirect discrimination by public or private actors nullifying or impairing access to an adequate standard of living, health and education OR equality of livelihood opportunities (process indicator)

2.2.3. Special measures, including for participation in decision making.

Indicator	Form of data.	Already Monitored?	Availability of data (aggregate)	Applicability of disaggregation
Proportion of targeted population groups	Administrative/survey?	No.	n/a	Yes.

accessing positive action or preferential treatment measures aiming to promote de facto equality (e.g., financial assistance, training)				
Proportion of education institutions at all levels teaching human rights and promoting understanding among population groups (e.g., ethnic groups)	Administrative data/survey/government self-reporting to questionnaire.	Partially. 4.7.1 measured by UNESCO Office for Statistics. Measures the extent that countries mainstream Global Citizenship Education and Education for Sustainable Development. and 4.7.3.	75 countries	Yes.
Proportion of members of trade unions and political parties who are women or from other targeted population groups and the proportion thereof presented as candidates for election	Administrative data.	Yes,	n/a	Yes.

Table 10: Process Indicators (Special measures, including for participation in decision making) (process indicator)

2.3. Outcome Indicators

2.3.1. Equality before the law and protection of person

Indicator	Form of data.	Already Monitored?	Availability of data (aggregate)	Applicability of disaggregation
Prevalence/incidence of crimes, including hate crime and domestic violence, by target population group	Administrative data.	Partially. 11.7.2: Proportion of persons victim of physical or sexual harassment, by sex, age, disability status and place of occurrence, in the previous 12 months	Reliant on irregular global/national surveys - proposal to integrate into broader population surveys.	Yes.
Reported cases of arbitrary killing, detention, disappearance, and torture from population groups ordinarily subject to	Administrative (?)	Partially, amnesty international	Unclear.	Yes.

risk of discriminatory treatment				
Conviction rates for indigent defendants provided with legal representation as a proportion of conviction rates for defendants with lawyer of their own choice	Administrative data	No	Yes	?

Table 11: Equality before the law and protection of person (outcome indicator)

2.3.2. Impairing access to an adequate standard of living, health and education OR equality of livelihood opportunities

Indicator	Form of data.	Already Monitored?	Availability of data (aggregate)	Applicability of disaggregation
Proportion of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex]	Survey.	Yes. 4.6.1	46 countries.	By age-group, sex, location, income, and type of skill. Disability status is not currently available in most national and cross-national learning assessments.
• Birth, mortality, and life expectancy rates disaggregated by targeted population group	Administrative data.	Yes. WHO's Global Health Estimates		
Unemployment rate, by sex, age, and persons with disabilities	Administrative.	8.5.2	126 countries (sex and age)/73 (sex, age, and disability)	Yes
Partially average hourly earnings of female and male employees, by occupation, age, persons with disabilities, and other target groups	Administrative	Yes: 8.5.1	123 countries.	This indicator should be disaggregated by sex, occupation, age, and disability status.
Proportion of targeted populations below national poverty line after social transfers	Survey.	1.2.1, Gini Indices		

Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure	Survey.	5.a.1.- measured by FAO.	36 countries	Yes. Not currently disaggregated.
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Table 12: Impairing access to an adequate standard of living, health and education OR equality of livelihood opportunities (outcome indicator)

2.3.3. Special Measures, including for participation in decision making.

Indicator	Form of data.	Already Monitored?	Availability of data (aggregate)	Applicability of disaggregation
• Proportion of relevant positions (e.g., managerial) in the public and private sectors held by targeted population groups [5.5.2]	Survey	Yes. ILO	189 countries.	
• Proportion of seats in elected and appointed bodies at subnational and local level held by targeted population	Administrative.	Yes, Montevideo Consensus on Population and Development.		

Table 13: Special measures, including for participation in decision making (outcome indicator)