

1. Introduction

This Chapter is divided into four sections. Section 1 provides background material on the Equality Measurement Framework (EMF). Section 2 provides details of the specialist consultation process. Section 3 sets out the next steps in taking the development of the EMF forward. Section 4 outlines the structure of the rest of the report.

1.1 What is the Equality Measurement Framework?

The establishment of the Equality and Human Rights Commission (EHRC) and the Government Equalities Offices (GEO) provides an opportunity to develop a new way of measuring equality that is appropriate for the needs of a multicultural democracy in the twenty-first century.

The Commission has a legal duty to monitor and evaluate progress towards equality and human rights, taking account of age, disability, ethnicity, gender, transgender, religion or belief, and sexual orientation. To this end it has been developing the EMF, with the GEO, the Scottish Government, the Welsh Assembly Government and others, as recommended by the Equalities Review (2007).

It is important to note at the outset that the EMF is *not* a performance measurement framework. Rather it is intended to monitor social outcomes from an equality and human rights perspective, providing a baseline of evidence to inform policy and campaigning priorities.

The development of the EMF has drawn on three key inputs: the theoretical underpinning of the capability approach developed by Amartya Sen; the international human rights framework; and extensive consultation with the general public, individuals and groups at risk of discrimination and disadvantage.

Building on these inputs, the Equalities Review proposed:

1. a definition of equality, based on the idea of ‘substantive freedom’ or equality in the central and valuable things in life that people can actually **do** and **be**;
2. a list of central and valuable freedoms derived from the international human rights framework and consultation with the general public and ‘at risk’ groups; and
3. an Equality Measurement Framework based on (1) and (2) above which can provide information about individuals and groups from an equality and human rights perspective.

The Equalities Review recommended that the EMF should be ‘used by all public bodies, to agree priorities, set targets, and evaluate progress towards equality’ and by the Equality and Human Rights Commission ‘to inform its triennial report’.

Thus, the EMF will be used to ‘map’ the extent of inequality between individuals and groups in twenty-first century Britain.

Aspects of inequality

A crucial building block of the EMF is the idea that there are three distinct aspects of inequality that can arise between individuals and groups:

- inequality of outcome – that is, inequality in the central and valuable things in life that individuals and groups actually achieve;
- inequality of process – reflecting inequalities in treatment through discrimination or disadvantage by other individuals and groups, or by institutions and systems, including lack of dignity and respect, and;
- inequality of autonomy – that is, inequality in the degree of empowerment people have to make decisions affecting their lives, how much choice and control they really have given their circumstances.

This means that in developing and applying the EMF, information about unequal outcomes will be considered alongside information about inequalities in process – whether there is discrimination, or other aspects of unequal treatment, such as a lack of dignity and respect – and information about inequalities in autonomy – who did the choosing, the adequacy of the options available, and whether the outcomes would have been chosen, given real choice.

What does this look like in practice? Box 1 provides examples of each type of inequality. The substantive freedom concept provides a good basis for thinking about inequality because it covers the three distinct aspects – outcomes, process and autonomy. This means that all three examples of inequality shown in Box 1 are given an independence, status and value within the EMF. It is not sufficient to have equality of outcome without choices, or in the absence of fair treatment, dignity and respect. They are all distinct aspects of inequality that will be evaluated and tracked through the measurement framework, by EHRC and others.

Box 1: Aspects of inequality: Outcomes, process and autonomy

Example 1: Inequality of outcome

Tracey and Yvonne are 16-year-olds. Tracey has a hearing impairment, she uses a hearing aid and lip reads, but her school does not always take account of her needs. As a result, Tracey cannot get as much out of the curriculum as Yvonne, and her GCSE grades do not reflect her potential. This is inequality in **outcomes**.

Example 2: Inequality of process

Ishan, who is from a Pakistani ethnic background. and Mark, who is white, both apply for a job as a trainee manager in a car hire firm. They have the same qualifications and the same work experience. Mark is offered an interview, Ishan is not. Ishan is told, 'Your sort wouldn't fit in round here'. Cases of discrimination of this type, as well as other forms of unequal treatment, such as a lack of dignity and respect, are inequality in **process**.

Example 3: Inequality of autonomy

Ethel and Marie both live in care homes. In both homes, the staff take the residents out for an afternoon each week. In Ethel's home, the staff decide: bingo or shopping. In Marie's home, the residents decide. Cases of inequality in choice and control of this type are inequality in **autonomy**.

The list of 10 central and valuable freedoms or 'domains'

Before the equality concept can be applied in practice, a list of the critical areas of life, in terms of which the position of individuals and groups will be evaluated, needs to be agreed. Arriving at a list of central and valuable freedoms and opportunities was a two-stage process. First, the international human rights framework was used to draw up a core list of what those central and valuable freedoms might be. Second, this list was supplemented and refined through a process of deliberative consultation – a program of workshops and interviews with the general public and with individuals and groups at high risk of discrimination and disadvantage. The EHRC consultation added to the number of groups and individuals consulted in this way by the Equalities Review.

This process resulted in the development of a detailed list of central and valuable freedoms grouped under ten headings or domains. These are:

- Life;
- Health;

- Physical security;
- Legal security;
- Education and learning;
- Standard of living;
- Productive and valued activities;
- Individual, family and social life;
- Identity, expression and self-respect, and
- Participation, influence and voice.

Other, more specific, freedoms are listed under each heading. A complete list of central and valuable freedoms with sub-headings for adults is provided in Appendix 1. (An equivalent list for children is in the process of being developed).

Building blocks of the Equality Measurement Framework

The core ‘building-blocks’ of the EMF consist of three aspects of equality, ten domains of equality, and the characteristics by which equality will be analysed (see Box 2).

The third building block shows how the EMF reflects the Commission’s mandate and responsibilities as set out in the Equality Act 2006 as well as the interests of the GEO, the Scottish Government and the Welsh Assembly Government. Inequality will be disaggregated at least by age, disability, gender, transgender, ethnicity, religion and belief, sexual orientation and social class. Additional characteristics such as family type, asylum and refugee status can also be used in the framework.

Box 2: The equality measurement framework: Key building blocks

Inequality of substantive freedom

Three aspects: outcomes (achievements); process (unequal treatment, discrimination, lack of dignity and respect) and autonomy (empowerment, choice and control).

Inequality in 10 domains

Life; health; physical security; legal security; education and learning; standard of living; productive and valued activities; individual, family and social life; identity, expression and self respect; participation, influence and voice.

Inequality by equality characteristics

Gender; ethnicity; disability; age; sexual orientation; religion or belief; transgender; social class.

1.2 Mapping inequality using the Equality Measurement Framework

The EMF is being used to ‘map’ inequality between individuals and groups, and to develop a series of indicators that represent aspects of inequality across the ten domains. How will it work in practice?

The ‘substantive freedom matrix’

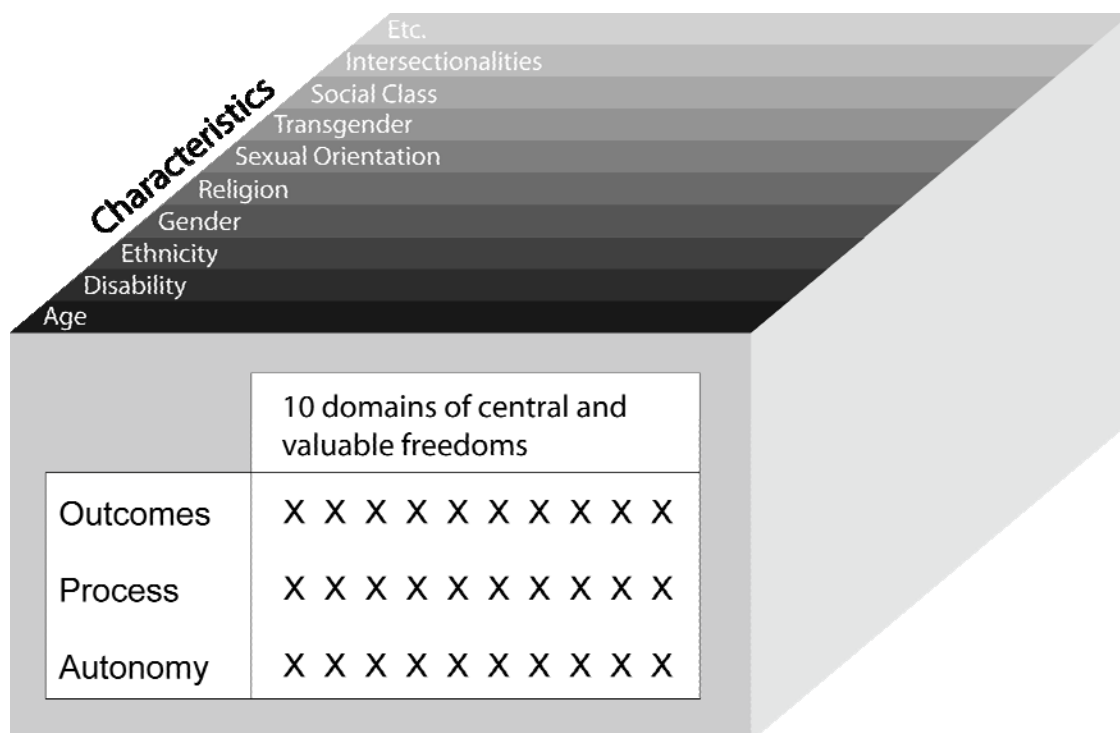
The EMF provides the foundation for developing a practical monitoring tool – a ‘substantive freedom matrix’ – that will allow us to evaluate and compare inequality between individuals and groups.

This will be a 3D matrix where the rows represent the three aspects of inequality discussed above – of outcomes, autonomy and process – and the columns represent the 10 domains of central and valuable freedoms. The layers of the matrix then represent the different characteristics of the groups of particular concern such as gender, ethnicity, etc (Figure 1). Combinations of characteristics can also be used to identify intersectional group concerns, that is those that cut across different characteristics.

For example, the EMF could be used to evaluate the health position of older people in terms of their:

- outcomes or health status;
- autonomy, questioning if they experience choice and control in relation to their medical treatment, including issues of information and consent; and
- process, exploring whether older people experience explicit discrimination or other forms of unequal treatment, such as a lack of dignity and respect.

Figure 1 The ‘substantive freedom matrix’



Using the EMF for analysis and evaluation

Not only can the EMF be used as a tool to measure inequality but the overall framework can assess policy interventions and underlying causes of inequality. The freedoms that an individual or a group has are enhanced or constrained by, for example, their access to resources (known as entitlements) and how well those resources can be used due to social and individual factors (known as conversion factors).

At the same time, there are underlying processes that affect the available resources and how they are utilised. These include personal characteristics such as social class, ethnicity or age; the level of available resources and their distribution; and the way in which society operates and the institutions within that, from the labour market and built environment to the legal system.

For example, everyone should have access to a health service. But if a person does not speak English, this will result in a limitation in the central and valuable things that the person can do and be. Intervention can alter a person’s entitlement (for example by providing a translator) or, in the longer term, his or her conversion factors (for example by providing English lessons). This is controversial of course – a policy

choice – but the framework helps to identify the kinds of intervention that might be relevant, and how they relate to end objectives.

1.3 The specialist consultation on selection of indicators

If the whole of the EMF were to be populated with data, it would be vast in scope. For it to be manageable and to realise its potential as a tool for measuring equality, spotlight indicators have now been identified through a programme of consultation with stakeholders and subject specialists.

Indicators have been identified and agreed relating to inequality of outcomes and process in each of the 10 domains of central and valuable freedoms. Indicators relating to autonomy require more methodological development and are the subject of a separate project. These indicators and accompanying data will be used to inform the EHRC's first triennial report in 2010, among other things.

The selection of indicators was a five stage process:

1. Drawing up a set of criteria with which to select indicators.

This stage is described in Chapter 2 and consultation participants were invited to comment on the appropriateness of the selection criteria.

2. Developing a long list and provisional short list of indicators.

The long list built on the Office for National Statistics (ONS) Equality Data Audit and the work carried out for EHRC by Sylvia Walby and colleagues at the University of Lancaster¹, among other sources. The provisional short list for each domain was arrived at by applying the 'essential' and 'desirable' selection criteria.

3. First round of consultation with subject specialists and stakeholders.

This was through a series of domain-specific workshops looking at GB-wide issues, and human rights perspectives.

4. Revision of short list of indicators and second round of consultation.

The provisional short list was revised in the light of first round consultation responses and subjected to a second round of consultation, including full-day events in Scotland and Wales, and a web-based consultation. We also held several one-to-one meetings and discussions with stakeholders and subject specialists.

¹ Walby, S., Armstrong, J. and Humphreys, J. (2008) *Review of Equality Statistics*. EHRC Research Report No.1. <http://www.equalityhumanrights.com>

5. Detailed technical assessment and production of a final list of indicators.

Following analysis of responses to the second round of consultation, the short list of indicators for each domain was revised. The short list was then subjected to rigorous testing and analysis, including accessing the relevant microdata wherever possible, to ensure the measures were statistically robust and to make recommendations as necessary for future data collection.

The scope of the specialist consultation exercise was focused in a number of important ways:

- The consultation concentrated on the selection of indicators. The list of domains and sub-headings (see Appendix 1) has been regarded as fixed for the purposes of this exercise, since it has already been subject to extensive consultation with the general public and individuals and groups at particular risk of discrimination and disadvantage. The EHRC is committed to revising the list periodically to ensure it remains up to date and relevant.
- The short list of indicators reflects particularly salient facets of inequality and human rights, when disaggregated by the equality characteristics (gender, ethnicity, etc). The short list of indicators for any given domain is not intended to **summarise** inequality within that domain, since the coverage of each domain is very broad and diverse (see Appendix 1).
- The consultation concentrated on outcome and process indicators. (Process indicators refer to being treated with dignity and respect, not being discriminated against, and other aspects of equal treatment.) The autonomy aspect of equality is also important, but methods for measuring autonomy are less well-developed. A parallel GEO project is taking forward the development of autonomy indicators.
- The consultation concentrated on statistical indicators. Statistical indicators are useful because they allow an assessment of how major inequalities are changing over time but they are only one of several ways to monitor inequality. Inequalities experienced by small minorities (such as the transgender community) are not well tracked in standard survey data. In addition, there may be particularly egregious and / or legally significant instances of inequality and denial of human rights in individual cases (for example, forced labour) that it is important to monitor and report on, and which are also not adequately captured by statistical indicators. The statistical

indicators in the EMF will therefore need to be supplemented with other forms of monitoring.

- Priority has been given to existing data sources in the selection of indicators, but where existing data are inadequate, recommendations have been made for collection of new data. This is especially important for some of the so-called 'new' equality characteristics, such as sexual orientation, which are rarely recorded in existing surveys.
- The framework is intended to be able to provide information wherever possible and relevant at a GB level. For this reason common indicators across GB have been sought. However, in many instances, different statistical **measures** are required in England, Scotland and Wales for the same indicator, because institutions and data sources differ. In addition, the Scottish and Welsh administrations and other stakeholders may want to define supplementary country-specific indicators.
- The consultation concentrated on adults rather than children. Children are to be covered by a separate list that is at an earlier stage of development. The development of the children's list raises a number of complex issues which will be addressed through a consultation process (such as age cut-offs and the question of limitations on children's freedom).
- The consultation was with subject specialists and key stakeholders, and was not a full-scale public consultation at this stage.

Participants were invited to provide comments, feedback and recommendations in two rounds of Specialist Consultation.

Specialist consultation events

Ten GB-wide domain-specific events were held in London over the period 11 to 19 September 2008. These were:

- Human rights 11/09/08
- Life and Health 12/09/08
- Physical security 15/09/08
- Legal security 15/09/08
- Education and learning 16/09/08
- Standard of living 17/09/08
- Productive and valued activities 17/09/08

- Individual, family and social life 18/09/08
- Identity, expression and self-respect 18/09/08
- Participation, influence and voice 19/09/08

Full-day events were held in Edinburgh and Cardiff in October and November 2008 to discuss specific issues arising in the Scottish and Welsh contexts.

- Scottish event 29/10/08
- Welsh event 6/11/08

In total, these events were attended by more than 194 people, with at least 125 participants at the London events, 35 in Scotland, and 34 in Wales. For breakdowns and lists of participants, see Appendix 2.

Web consultation

Nine domain-specific papers, an overall project Briefing Paper, a paper on Selection Criteria and a paper on Human Rights were prepared for the web consultation, which opened 31 October 2008 and closed Friday 21 November 2008. A number of organizations provided detailed written comments, feedback and recommendations through the web consultation on one or more domains. For a list of organizations providing written submissions through the web consultation, see Appendix 2. Participants included the Department of Health, the Ministry of Justice, the Scottish and Welsh Governments, and the Home Office. Some additional comments were provided by Departments in July 2009. These will be taken forward for consideration in the next stage of the project.

In addition, we held one-to-one meetings and discussion with a number of data providers and others with particular interests – see Appendix 2. We were also guided by the cross-government Policy and Analysis Group, co-ordinated by the GEO and including the devolved administrations, who met several times during the course of the project to review our progress and make recommendations. We also presented work in progress to the GEO Equality Board and the ONS Equality Measurement Group, and received useful feedback.

1.4 Next steps

Collecting and analysing data in relation to the indicators

This project has identified a set of indicators with which the EMF can be populated. In the process, we have collected and analysed data from a wide range of sources. In some cases, no further data collection or analysis is necessary, but in other cases, further work will be needed – to secure access to specific datasets or series, to

combine multiple years of surveys to increase the sample size, or to carry out more intersectional and cross-domain analysis. In some cases, we are recommending new data collection or revisions to existing question wording, and these issues will also need to be taken forward. A summary of recommendations is provided in Chapters 15 (GB and England), 16 (Scotland) and 17 (Wales).

The development of indicators of autonomy to use with the EMF

Whilst the current project has focussed on developing a short list of indicators that relate to outcomes and processes, a number of participants in the current consultation have enquired about the process of developing a short list of indicators that relate to autonomy. The development of indicators of autonomy requires considerable methodological development which was beyond the scope of the current specialist consultation. However, in a parallel project, GEO have commissioned a team at the Centre for Analysis of Social Exclusion (CASE) at the London School of Economics (LSE), together with the Oxford Poverty and Human Development Initiative (OPHI) to develop a good practice survey module on autonomy. This will involve developing questions on autonomy, trialing the questions through cognitive testing, and piloting the revised questions in the ONS omnibus. The outcome of this project will be a set of indicators of autonomy that can be used with the EMF.

The development of a capability list for children

Whilst the current project has focussed on adults, a number of participants in the current consultation have enquired about the process of developing a capability list and a short list of indicators for children (aged 0-17 years). In a parallel project for the EHRC, an LSE team has developed a provisional capability list for children drawing on the following sources:

- Provisional Equalities Review list for children
- Every Child Matters framework and equivalents for Scotland and Wales
- UN Convention on the Rights of the Child, and
- Deliberative consultation with parents and children.

In March 2009, EHRC held a consultation event organised by the LSE team with key stakeholders on the contents of the list of central and valuable capabilities for children, and a revised list will be produced shortly.

1.5 Organisation of this report

Chapter 2 discusses the selection criteria we used to identify indicators and the consultation responses we received on the selection criteria themselves. Chapter 3

examines human rights issues, which pervade all the domains, and the consultation feedback in relation to human rights.

Chapters 4 to 13 each relate to a specific domain and follow a common format. Each begins with a list of the central and valuable substantive freedoms (or capabilities) which that domain covers, as determined by the previous stages of development of the EMF. A summary of the indicators and measures selected for the domain follows. (The distinction between ‘indicators’ and ‘measures’ is described in Box 3 below). Each measure is then discussed in turn, starting with a summary of whether and how it meets the selection criteria, the revisions that were made during the consultation process, and the final recommended form for the indicator and measure. In many cases, we also provide preliminary data analysis, giving breakdowns of the measure by equality characteristics and combinations of characteristics. (The question of statistical significance is discussed in Box 4 below). Each of these chapters concludes with an evaluation of the performance of the indicators against our selection criteria and a summary of the domain-specific recommendations. Recommendations which cut across several domains (for example, in relation to population groups not well represented in conventional household surveys) are reserved for Chapters 15-17, in order to save repetition; readers are asked to bear this in mind when reading individual chapters.

The domain-specific briefing papers which were prepared for the web consultation exercise contained an introductory discussion of the significance of the human rights and equalities issues within each domain, setting the scene for the shortlist of indicators. These discussions have been excluded from the final report to save space, but interested readers are referred to the consultation papers, which will be available on the prechr website shortly

(http://sticerd.lse.ac.uk/case/_new/research/equality/).

Chapter 14 places the indicators selected for the EMF in the context of international indicators for equality and human development.

Box 3: Indicators and measures

We have identified up to five indicators for each domain and each indicator is associated with a number of specific measures. **Indicators** capture and define the **underlying concept** that we are trying to measure. **Measures** capture and define the **specific statistics** that we are using to measure the underlying concept.

For example, in the Standard of Living domain, Indicator 1 is ‘Housing quality and security’. This is the concept that we are trying to measure. Two specific statistics are used to measure this underlying concept. These are:

Measure 1.1 (E,S,W) Percentage of individuals living in sub-standard, overcrowded or unadapted accommodation; and

Measure 1.2 (E,S,W) Percentage of individuals who were a victims of domestic burglary or vandalism to the home in the last 12 months.

Each measure is suffixed to clarify geographic coverage across Great Britain. In the above example, (E,S,W) denotes that the measures cover England, Scotland and Wales. In some cases, the data source and precise definition of the measure differs between the three countries.

Box 4: Status of the data tables included in this report

The remit of the current project at the technical phase was to check sample size rather than to generate final data analysis tables. However, wherever possible, we have presented preliminary results for group means and the significance of the variations in group means, as well as a report on sample size. Significance tests are reported at the 95 per cent level. These results are preliminary and a series of cross-checks are required at the next stage of the development of the EMF before final data tables can be produced.

Establishing the significance of variations between groups

The analysis so far has focused on the cross-sectional analysis of group differences. Time series analysis has **not** been the focus of the project to date, although as a number of stakeholders have reminded us, time-series analysis will in due course be necessary to track change.

The significance of the differences of group means can be tested using t-tests when there are two groups. When there are multiple groups, one way analysis of variance (ANOVA) can be used to examine the significance of the differences between each pair of group means. We have run initial ANOVA tests which generally report on the basis of the using the Scheffe threshold for many of the measures and we have indicated our initial view of where significant differences between the achievements of groups are established.

Best practice is to run three tests (Scheffe, Sidak and Bonferroni tests) in the context of ANOVA analysis and to compare the results. It is sometimes argued that significance is only established when all three of these tests indicate a significant difference. However, this position is regarded as too conservative by other analysts. We recommend that consistency checking using all three tests is undertaken in the follow-up project for all measures. Bartlett tests, which establish the confidence with which the ANOVA tests can be reported, should also be reported for each measure in producing final data tables. Supplementary tests to check for violation of the ANOVA assumptions could also be applied.

A number of methodological issues have arisen that could be looked at in more detail as the development of the EMF moves into its next phase and more in-depth analysis of the data is undertaken. In particular, it would also be useful to carry out consistency checks for establishing significance using alternative statistical tests. For example, in the Health domain, our initial finding under measure 1.2 (percentage reporting poor mental health score (GHQ12 score >2)) is that there is a significant difference of the group means between the White and Asian/Asian British groups, but not between the White and Black / Black British, or White and Chinese / Other. The results for Mixed, Black / Black British and Chinese / Other should be examined in more detail to analyse whether significance can, in fact, be established through further analysis and alternative tests.

Complex survey design

Where a survey with a complex design is drawn on, we recommend that the statistical package STATA 'survey' commands (or equivalent commands in other packages which take account of the complex survey design) should be applied. This is the case in the context of the Scottish Household Survey and the Citizenship Survey which both involve boosts. Taking this work forward entails acquiring the necessary additional variables from data providers.

STATA survey commands do not support an ANOVA command. In order to establish significance using the STATA survey commands we have used single regression methods (survey logistic). A number of alternative options are available and we recommend that this methodology is also further developed in producing final data tables. For an example, see the table reporting the results for Health domain measure 3.1, perceptions of treatment with dignity and respect in healthcare (authors' alternative calculations from Citizenship Survey, England and Wales, 2007-8 testing for significance using ANOVA, individual logistic regression method, and individual logistic regression method adjusting for survey design effects).

Intersectional analysis

An important element of the EHRC's work is to analyse inequalities by multiple characteristics (being young, black and male, for example, or being disabled and older). This concern reflects the responsibilities of the EHRC for multiple strands and is reflected in our initial attempts to isolate intersectional effects in the data. In many instances our tables flag up a particular intersectional group that is of particular relevance (for example being female and Bangladeshi/Pakistani in the context of Indicator 2 in the Health domain, subjective evaluation of current health status) and examine sample size as well as the significance of variations of the intersectional group compared to a reference group. However, identifying the relevant intersectional groups and isolating intersectional effects is at a preliminary stage and

further work is required to take the intersectional analysis forward in producing the final data tables.

Further details of the statistical methods used can be found in A. Agresti & B. Finlay (2008) *Statistical Methods for the Social Sciences*, Pearson Prentice Hall and J.S. Long and J. Freese (2006) *Regression Models for Categorical Variables Using Stata*, 2nd Edition: Stata Press.

Chapters 15, 16 and 17 review the progress made on selecting indicators and provides general cross-domain recommendations, with a focus on GB and England (chapter 15), Scotland (chapter 16) and Wales (chapter 17) respectively. These include important issues such as the population coverage of the indicators (including groups not well represented by most sources, such as Gypsies and Travellers, asylum seekers and refugees, people with learning difficulties, homeless people and the non-household population in general), the potential for disaggregating by equality characteristics (including particular issues with respect to transgender status and sexual orientation), and user-friendly and informative ways to present and interpret the data in the EMF.

Five appendices to the report summarise the indicators and data sources in different ways:

- A1 provides a mapping of the list of central and valuable capabilities to the indicators and measures.
- A2 provides an index of data sources and the measures associated with each.
- Finally, A3, A4 and A5 list, for England, Scotland and Wales respectively, each measure the equality characteristics by which disaggregation is currently possible, distinguishing between cases where the information is not collected and cases where the sample size is too small or it cannot be reported for some other reason.

Appendix 1.1 The list of central and valuable freedoms for adults

The capability to be alive

including, for example, being able to:

- avoid premature mortality through disease, neglect, injury or suicide; and
- be protected from being killed or murdered.

The capability to be healthy

including, for example, being able to:

- attain the highest possible standard of physical and mental health, including sexual and reproductive health;
- access to timely and impartial information about health and healthcare options, including contraception;
- access healthcare, without discrimination and in a culturally sensitive way;
- be treated medically, or subject to experiment, only with informed consent;
- be assured of patient confidentiality and be free from the stigmatisation associated with some health conditions;
- maintain a healthy lifestyle including exercise, sleep and nutrition; and
- live in a healthy and safe environment including clean air, clean water, and freedom from pollution and other hazards.

The capability to live in physical security

including, for example, being able to:

- be free from violence including sexual and domestic violence and violence based on who you are;
- be free from cruel, inhuman or degrading treatment or punishment;
- be protected from physical or sexual abuse (especially by those in positions of authority); and
- go out and use public spaces safely and securely without fear.

The capability of knowing you will be protected and treated fairly by the law

including, for example, being able to:

- know you will be treated with equality and non-discrimination before the law;
- be secure that the law will protect you from intolerant behaviour, and from reprisals if you make a complaint;
- be free from arbitrary arrest and detention;
- have fair conditions of detention;
- have the right to a fair trial;
- have access to affordable and high-quality information and advocacy as necessary;
- have freedom of movement;
- have the right to name, gender and nationality;
- own property and financial products including insurance, social security, and pensions in your own right; and
- know your privacy will be respected.

The capability to be knowledgeable, to understand and reason, and to have the skills to participate in society

including, for example, being able to:

- attain the highest possible standard of knowledge, understanding and reasoning;
- be fulfilled and stimulated intellectually, including being creative if you so wish;
- develop the skills for participation in productive and valued activities, including parenting;
- learn about a range of cultures and beliefs and acquire the skills to participate in a diverse society, including learning English;
- access education, training and lifelong learning that meets individual needs; and
- access information and technology necessary to participate in society.

The capability to enjoy a comfortable standard of living, with independence and security

including, for example, being able to:

- enjoy an adequate and secure standard of living including nutrition, clothing, housing, warmth, social security, social services and utilities, and being cared for and supported when necessary;
- get around inside and outside the home, and to access transport and public places;
- live with independence, dignity and self-respect;
- have choice and control over where and how you live;
- have control over personal spending;
- enjoy your home in peace and security;
- access green spaces and the natural world; and
- share in the benefits of scientific progress including medical advances and information and technology.

The capability to engage in productive and valued activities

including, for example, being able to:

- have a decent paid job, with support where necessary;
- care for others, including children and parents;
- do something useful and have the value of your work recognised even if unpaid;
- have rest and leisure, including holidays, and respite from caring responsibilities;
- choose a balance between paid and unpaid work, care and leisure on an equal basis with others;
- work in just and favourable conditions, including health and safety, fair treatment during pregnancy, maternity and paternity, fair pay, reasonable hours, and freedom from harassment or discrimination;
- not be forced to work in a particular occupation or without pay; and
- not be prevented from working in a particular occupation without good reason.

The capability to enjoy individual, family and social life

including, for example, being able to:

- develop as a person, including self-identity;
- develop your sense of values and other beliefs;
- formulate and pursue goals and objectives for yourself;
- hope for the future;
- develop and maintain self-respect, self-esteem and self-confidence;
- have a private life and some personal space, including protection of personal data;
- access emotional support;
- know that someone will look out for you;
- have peace of mind;
- form intimate relationships, friendships and a family;
- celebrate on special occasions;
- be confident that your primary relationships will be treated with dignity and respect;
- spend time with, and care for, others, including wider family;
- enjoy independence and equality in primary relationships including marriage;
- be free in matters of sexual relationships and reproduction; and
- enjoy special support during pregnancy, maternity, paternity and adoption.

The capability of being and expressing yourself, and having self-respect

including, for example, being able to:

- have freedom of conscience, belief and religion;
- have freedom of cultural identity and expression of gender
- have freedom of expression;
- communicate, including using information and communication technologies, and use your own language;
- engage in cultural practices, in community with other members of your chosen group or groups and across communities;
- have self-respect;
- live without fear of humiliation, harassment, or abuse based on who you are;
- be confident that you will be treated with dignity and respect; and
- access and use public spaces freely.

The capability to participate in decision-making, have a voice and influence

including, for example, being able to:

- participate in decision-making and make decisions affecting your own life independently;
- participate in the formulation of government policy, locally and nationally;
- participate in non-governmental organisations concerned with public and political life;
- participate in democratic free and fair elections;
- get together with others, peacefully;
- participate in the local community; and
- form and join civil organisations and solidarity groups, including trade unions.

Appendix 1.2 Specialist consultation participation list

Human Rights 11/09/08

Frances Butler (written submission), Vice President of British Institute Human Rights (Kings College) & Age Concern	
Todd Landman	Essex University
Jean Candler	British Institute Human Rights; Head of Policy and Public Affairs
Hartley Dean	LSE
Gillian Fawcett	Office for Public Management
Trish Pashley	Healthcare Commission
Lynn Evans	Law Centres Federation
David Pollock	British Humanist Association
Derek Munn	Stonewall
Nony Ardill	Age Concern England
Amanda Ariss	Equality & Diversity Forum
Mark Ewins	Office for Disability Issues
Alex O'Neil	Joseph Rowntree Foundation
Antonino Barbera Mazzola, GEO	
Stephen Thrower	Office for Disability Issues
Tim Morgan	Communities and Local Government
Sarah Wood	a:gender
Kutub Uddin	Healthcare Commission
Francesca Klug	LSE
Edward Adams	Ministry of Justice
Jiwan Raheja	Ministry of justice

Life and Health 12/09/08

Alison Macfarlane	Department of Midwifery, City University
Patrice Ven Cleemput	
Margaret Greenfields	Bucks New University
Flora Williams	Law Centres Federation
Hanne Stinson	British Humanist Association
Ruth Hunt	Stonewall
Bairbre Kelly	Office for Disability Issues
Jazka Attenbury	Friends, Families & Travellers
Jeremy Burrows	Department of Health
Jon Evans	Audit Commission
Robin Field-Smith	HM Inspector of Constabulary (Personnel, Training and Diversity)
Ray Warburton	Department of Health

Physical Security 15/09/08

Lawrence Singer	Ministry of Justice
Alison Walker	Home Office
Krista Jansson	Home Office; British Crime Survey
Hanne Stinson	British Humanist Association

Sam Dick	Stonewall
Daphne White	Office for Disability Issues
Stephen Lowe	Age Concern
Sarah Mann	Friends, Families and Travellers
Sarah Wood	a:gender
Jennifer Joseph	Ministry of Justice

Legal Security 15/09/08

Lawrence Singer	Ministry of Justice
Lynn Evans	Law Centres Federation
Hanne Stinson	British Humanist Association
Nat Miles	Stonewall
Nony Ardill	Age Concern
Gay Moon	Equality and Diversity Forum
Peter Nokes	Office for Disability Issues
Antonino Barbera Mazzola, GEO	
Sarah Wood	a:gender
Marije Davidson	RNID
Lawrence Singer	Ministry of Justice
Robert Moore	Ministry of Justice

Education 16/09/08

Ruth Lupton	LSE
Stijn Broecke	Department for Innovation, Universities and Skills
Ruth Hunt	Stonewall
Andrea Baron	Age Concern
Patrick Grattan	Equality & Diversity Forum; Secretary
Lisa Doyle	Refugee Council
Bex Dilley	Friends, Families & Travellers
Matthew West	Communities and Local Government
Nigel Denoronha	Audit Commission
Stephanie Robson	Department for Innovation, Universities and Skills
Annette Johnson	Department for Innovation, Universities and Skills

Standard of Living 17/09/08

Tarani Chandola	University College London
David Piachaud	LSE
Tom Spencer	Scottish Government
Hanne Stinson	British Humanist Association
Sally West	Age Concern
Nat Miles	Stonewall
Patrick Grattan	Equality & Diversity Forum
Lapo Calamai	Office for Disability Issues
Chris Goulden	Joseph Rowntree Foundation
Peter Matejic	Department for Work and Pensions
Saghir Alam	Disability Committee, EHRC
Antonino Barbera Mazzola, GEO	

Valerie Evans	Chair of the Gender Statistics Users Group
Matthew West	Communities and Local Government
Sue Edwards	Citizens Advice
Asif Afridi	Birmingham Race Action Partnership
Sarah Wood	a:gender

Productive and valuable activities 17/09/08

Marie-Pierre Moreau	London Metropolitan University
Peter Matejic	Department for Work and Pensions
Hanne Stinson	British Humanist Association
April Guasp	Stonewall
Ian Shipley	Welsh Assembly Government
Oliver Entwistle	HM Treasury
James Lee	Refugee Council
Matthew West	REED; policy
David Darton	EHRC
Vicky Pearlman	Citizens Advice
Lesley A. Gyford	Head of Equality & Diversity with Derby University
Lee Heley	Audit Commission
Sarah Wood	a:gender

Individual, family and social life 18/09/08

Stephen Lowe	Age Concern
Mark St John Readman	LGBT consortium
Charles Ramsden	GEO
Sarah Wood	a:gender
Carol Flack	Engender

Identity, expression and self-respect 18/09/08

Tariq Modood	Bristol University
Sam Dick	Stonewall
Moira Dustin	Equality & Diversity Forum
Jenny Morris	Office for Disability Issues
Mark St John Readman	LGBT consortium
Lisa Doyle	Refugee Council
Sarah Wood	a:gender
Carol Flack	Engender
Kutub Uddin	Healthcare Commission
Helen Connolly	Communities and Local Government

Participation, influence and voice 19/09/08

Fran Bennett	Oxford University
Hanne Stinson	British Humanist Association
Derek Munn	Stonewall

Gloria Oham	Black Neighbourhood Renewal and Regeneration Network (BNRRN)
Emma Nutall	Friends, Families & Travellers
Tanveer Parnez	Director of National Development; Black and Ethnic Minorities in Scotland (BEMIS)
Mark St John Readman	LGBT consortium
Sujata Ray	Age Concern
Amanda Ariss	Equality & Diversity Forum
Natalie Murr	London Civic Forum
Jennifer Ball	Law Centres Federation
Carol Flack	Engender
Elisabeth Robinson	Office for Disability Issues
Stella Yarrow	Communities and Local Government

Scottish event (Edinburgh, 29th October 2008)

Aidan Collins	Scottish Association for Mental Health
Alastair Pringle	Scottish Government Health Directorates / EHRC
Alison Hosie	Scottish Human Rights Commission
Amy Wilson	Scottish Government
Andrew Meads	EHRC
Bill Scott	Inclusion Scotland
Cameron Cavin	Violence Reduction Unit and Strathclyde Police
Chris Robinson	SWIA
David Darton	EHRC
David McPhee	Scottish Government
Elaine Drennan	Scottish Government
Helen McGuigan	EHRC
Imelda Hametz	Scottish Government
Jane Renton	HMIE
Janice Innes	Association of Chief Police Officers in Scotland (Grampian Police)
Jim Dunsmore	GCSS
Juliet McGhee	EHRC
Laura Blair	Scottish Government
Lesley Irving	Scottish Government
Lewis Morrison	West Dunbartonshire Council
Mal Cooke	Scottish Government
Michael Tornow	NHS Health Scotland - Planning and Equality Directorate
Morag Patrick	EHRC
Nick Croft	City of Edinburgh Council
Nicole Busby	University of Stirling
Peter Kelly	Scottish Government
Ron McLaren	Humanist Society Scotland
Rosemary MacKinnon	HC
Sarah Campbell	Grampian Racial Equality Council
Sheila Riddell	University of Edinburgh
Shona Rennie	Scottish Government
Sue Moody	Crown Office and Procurator Fiscal Service

Suzi Macpherson Napier University
 Vít Novotný Glasgow Anti Racist Alliance
 Yvonne Strachan Scottish Government

Welsh event (Cardiff, 6th November 2008)

Huw Rees	Wales Audit Office
Tracey Goode	NHS Centre for Equality and Human Rights
Heulwen Blackmore	Welsh Assembly Government
Steve Marshall	Welsh Assembly Government
Wayne Vincent	EHRC
Jessica McQuade	Welsh Assembly Government
Denise Puckett	Welsh Assembly Government
Kaori Onoda	Welsh Assembly Government
Jonathan Brentnall	Welsh Assembly Government
Susan Full	Welsh Assembly Government
Paul Demery	Welsh Assembly Government
Cath Roberts	Welsh Assembly Government
Robin Jones	Welsh Assembly Government
Frank Cuthbert	Welsh Assembly Government
Ann Robinson	Welsh Assembly Government
Jackie McDonald	Welsh Assembly Government
Farrukh Khan	Her Majesty's Inspector of Education and Training in Wales
Caroline Hawkins	Gwent Police Authority
Anna Morgan	Welsh Local Government Association
Alan Burkitt	Gwent County Borough Council
Gareth Jones	Children's Commissioner for Wales
John Ware	Caerphilly County Borough Council
Lea Beckerleg	Department for the Economy and Transport's Equality Support Unit
Linda Smith	Bridgend County Borough Council
Robert Moore	University of Liverpool
Laura Cole	Welsh Assembly Government
Hilary Hopkins	Welsh Assembly Government
Bethan Bateman	Welsh Assembly Government
Amelia John Campbell	EHRC
Rachel Lawrence	
Clare Bosley	Welsh Assembly Government
Heather Dean	Welsh Assembly Government

Web consultation (Written submissions, often with responses to more than one domain)

a:gender
Centre for Innovative Ageing, Swansea University
Chwarae Teg
Crown Office & Procurator Fiscal Service (Scotland)
Department for Work and Pensions
Department of Health
Education Analytical Services Division, Scottish Government
Help the Aged
Home Office
Labour Market Statistics, Scottish Government
Ministry of Justice
Sarah Wood
Scottish Court Service
Scottish Government
Stephen Gorard, University of Birmingham
Stonewall
Wales Audit Office
Welsh Assembly Government

One-to-one meetings, discussions and direct submissions

Steve Bond, Citizen Focus and Neighbourhood Policing Unit Policing Policy and Practice National Policing Improvement Agency
Age Concern (Andrew Harrop)
Audit Commission
Communities and Local Government, Citizenship Survey team
Crown Prosecution Service
Department of Health (Lucy Bonnerjea and Rosemary Main)
Department for Work and Pensions (Peter Matejic)
Lindsey Dyer (Mersey Care Trust)
Equality and Diversity Forum
Fawcett Society
Francesca Klug, LSE, and EHRC Commissioner
Home Office (Lorna Brown, Ravi Chand, Chris Kershaw, Alison Walker)
IDeA (Improvement and Development Agency for Local Government) (Angela Mason)
Institute for Social and Economic Research, University of Essex
John Hills, Chair of National Equality Panel
Legal Services Research Centre (Nigel Balmer and Pascoe Pleasence)
ONS Equality Measurement Group
Partick O'Neill, Joseph Rowntree Foundation
Sarah Wood, a:gender
Sylvia Walby, Lancaster University

2. Selection criteria

This chapter is divided into three sections. Section 1 discusses general principles that can be invoked as a basis for selecting indicators. Section 2 discusses how the general principles have been applied in the context of the current project, the selection of indicators for the EMF, including the revisions that were made following consultation. Section 3 records feedback from the specialist consultation events and the web consultation relating to the selection criteria.

2.1 Principles for selecting indicators

Relatively little research has been devoted to developing criteria for selecting social indicators to monitor poverty, inequality or well-being. The available literature on this topic is reviewed at length in a background paper for this project ('Relevant Criteria for Selecting Social Indicators'), which is available on our website <http://sticerd.lse.ac.uk/case/new/research/equality/>.

In this chapter, we have drawn on the available literature in order to develop principles for choosing between potential spotlight indicators of inequality and disadvantage in Britain today. Given the limitations of existing literature in this area, a certain amount of innovation is required.

The following criteria for choosing between indicators seem particularly relevant in the current context and are briefly discussed in turn:

- **Relevance for assessing equality and human rights.** Indicators should relate to the lives of people experiencing discrimination and disadvantage and should help us track social problems. In gauging relevance, we might consider if the indicator in question is recognised as meaningful by stakeholders, acceptable to the general public and individuals and groups at particular risk of discrimination and disadvantage, understandable in the sense that it is likely to produce results that seem reasonable, and has a clear normative interpretation so that movement in one direction represents an unambiguous improvement.
- **Relevance in terms of coverage versus salience.** Another criterion is relevance for assessing the nature and extent of inequality within specific domains. In this respect, it is important to recognise that most dimensions of inequality and disadvantage are themselves multi-faceted and that choosing the best overall proxy indicator – or combination of indicators – to reflect performance across sub-dimensions is a challenge. For this project, the

relevant criterion has more to do with salience or selecting indicators that highlight specific aspects of inequality which are especially important for one or more groups. This should be kept in mind as there is an important difference between selecting indicators that highlight specific problems in a given domain and choosing indicators that help provide a balanced summary of inequality within that domain.

- **Public participation, legitimacy and ownership.** The selection of indicators should be scrutinised and endorsed by the public in general and by individuals and groups at risk of discrimination and disadvantage in particular. While there should be a general consensus about the importance of indicators, an effort should be made to incorporate differences of opinion and to facilitate socially- or culturally-specific needs. In short, the drive for consensus should not become a straitjacket. These concerns reflect the belief that any reasonable list of indicators should be endorsed from the bottom up. There is also a strong case for consulting interest groups, users and other stakeholders. Apart from promoting legitimacy and ownership of the final portfolio of indicators, consultation is a means of ensuring that selected indicators are relevant and salient.
- **Disaggregation of statistics by population sub-groups.** Indicators, where possible and meaningful, should be additively decomposable by population sub-groups. In other words, it should in principle be possible to disaggregate statistics at least by gender, transgender, disability, religion and belief, ethnicity, sexual orientation, age and social class for the purpose of analysis. In the context of inequality and disadvantage, it is necessary to consider a particularly wide range of social divisions (for instance occupation, education level) some of which may be quite fine (for instance family type, immigration status).
- **Comparability across space and over time.** As a bare minimum, selected indicators must be available across Britain. For our purposes it is important to be able to compare indicators across England, Scotland and Wales and highly desirable to breakdown indicators by region and local area. In an ideal world selected indicators would also be comparable internationally. A great deal of emphasis is typically placed on the capacity to compare indicators across countries, although this is less of a priority for our purposes. Moreover, an indicator should be timely (in the sense that it provides up-to-date information) and revisable in terms of data and underlying concepts.

- **Ideally indicators should relate to individuals.** Whenever possible, indicators should relate to individuals rather than households. Among other things, this helps facilitate the analysis of intra-household inequalities (which are particularly relevant for studying some forms of discrimination), avoids the methodological problems associated with counting households of different sizes/ compositions, and improves the scope for making comparisons (as we are comparing indicators that relate to individuals only rather than indicators that relate to individuals and households). More fundamentally, the focus on individuals is more consistent with the capability approach and human rights perspectives, which place people at the centre of analysis by focusing on the substantive freedoms or rights of value.
- **Indicators should emphasise results in terms of outcomes, processes or autonomy.** Indicators for measuring inequality and disadvantage among individuals and groups should focus on results rather than inputs. This is because inequality and disadvantage ultimately should be judged in terms of what people can or cannot 'do' and 'be' rather than in terms of the assets and resources they can command or the institutional and policy context in which they live. As mentioned above, such indicators might relate to inequality of outcome (disparities in achievement), inequality of process (unequal treatment by other people or institutions) or inequality of autonomy (in terms of independence, choice or control).
- **Whenever possible and appropriate indicators should be dynamic rather than static.** In other words, it is useful to select indicators that allow us to identify change or lack of change in an individual's capabilities over time. Such an approach allows us to move beyond static comparisons of poverty trends (how many overall became richer or poorer) to a more nuanced approach that considers poverty dynamics (which people or groups moved into or out of poverty over time and which people or groups remain trapped in persistent poverty). This permits a much richer analysis of the causes of inequality and disadvantage as well as corresponding policy options. Indicators may also be forward looking in the sense that they allow for the fact that people are disadvantaged not just because they are deprived in some sense (for instance unemployed), but because they lack effective opportunities to overcome their deprivation (for instance find employment) in the future.
- **Relevance for public policy.** Selected indicators should be sensitive to effective policy interventions, especially in the area of equality and human

rights. Having said this, care must be taken not to exclude highly relevant indicators of inequality on the grounds that they are not especially sensitive to policy interventions (perhaps, because the results of successful interventions only show up in official statistics over relatively long periods of time – an example might be life expectancy among disadvantaged groups, especially if these groups are starting from relatively high base rates). The design and selection of indicators should also try to minimize possible incentives to improve scores through artificial policy changes or the manipulation of statistics.

- **Accuracy, reliability, and validity.** Ideally selected indicators should have been previously tested and found to be adequate for research purposes. In particular, indicators should be accurate, reliable and valid, although most existing criteria for selecting indicators do not explicitly define these terms. For our purposes key statistical properties of indicators are defined as follows: (1) **accuracy** in terms of sample size – the available data supports analyses of relevant population sub-groups; (2) **reliability** in terms of responses to questions and test/ re-test – it has been shown that respondents provide consistent answers to the same question; and (3) **validity** in terms of inherent meaning – the indicator has been shown to capture what it purports to measure and its intrinsic meaning is understood by different people.
- **Selected indicators should not impose too large a burden on government agencies or the general public.** Proposals for new indicators should take account of the cost implications and should be proportionate to the needs of users. In addition, they should not place an excessive burden on respondents.

2.2 Selection criteria check-list

The principles described above have been refined and prioritised in line with the requirements of the EMF and are synthesised into a more practical and manageable checklist. This involves distinguishing between essential and desirable criteria for selecting individual indicators on the one hand and criteria that apply to the balance of indicators within domains and to the portfolio of indicators as a whole on the other hand.

The checklist below is the final version. An earlier version was presented to the first round of specialist consultation and was then revised in the light of feedback.

Criteria that apply to single indicators

Essential criteria

1. **Relevance.** Relevance for assessing equality and human rights, which is likely to be particularly important for one or more groups of people.
2. **Legitimacy.** The indicator in question qualifies as relevant and legitimate in the sense that it is endorsed (and rated highly vis-à-vis other potential indicators) by relevant stakeholders.
3. **Disaggregation by equality characteristics.** The indicator can be disaggregated by population sub-group – the most relevant for our purposes are gender, ethnicity, disability, age, sexual orientation, transgender, religion and belief, and social class.
4. **Geographical coverage.** For each indicator, measures are available that permit monitoring across all three countries that constitute Britain (that is, England, Scotland and Wales), although the sources and technical specification of some measures may differ. In this respect, some indicators will be strictly comparable across Britain, while others are only broadly or loosely comparable.
5. **Aspect of inequality.** The indicator captures a result in terms of an outcome (achievement) or process (discrimination or other forms of disadvantage such as lack of dignity or respect).
6. **Frequency.** The indicator is (or could be) collected reasonably frequently (at least every three years) for monitoring purposes.
7. **Individual level.** The indicator relates where appropriate to individuals rather than households or broader social units.
8. **Robustness.** The indicator is subject to the standard statistical requirements of accuracy, reliability and validity.

Note on the robustness rule adopted

We have developed a robustness rule for the project which establishes a minimum cell size below which a statistic is deemed unreportable. For sample case counts (for example, the number of victims) the robustness rule requires a minimum of 30 positive cases in the sample. For statistics reported as percentages of a given sub-group (eg percentage of Pakistani/Bangladeshi ethnic group who perceive they can influence decisions in the their local area), this robustness rule requires a minimum sample size of 30 respondents in each sub-group. Where a measure fails this test, we consider whether a broader classification (for example Asian) would permit the statistic to be reported, or whether combining more than one year of data could help.

This robustness rule is in line with recognized good practice (for instance LFS 2008: 39-40).

For published administrative data which is not based on a sample (for example, police recorded crime), we have not applied any minimum threshold.

Note that robustness does not imply that differences will be statistically significant, either when comparing between groups or when looking at change over time. Statistical significance is assessed separately for each analysis; see chapter 1 box 4 for a discussion.

For Wales, we were given invaluable assistance in assessing the sample sizes across a range of sources by a statistician from the Welsh Assembly Government. This assessment applied the same rule as the rule used elsewhere in the project for statistics reported as sample percentages and sample case counts, except that a higher threshold of 40 was applied to sub-groups defined by ethnicity or by religion/belief. Moreover, consideration was given in the Welsh assessment to the likelihood of being able to detect change over time in a given measure, and this was applied to administrative data as well as survey data.

Desirable criteria

9. Within the broad equality characteristics, the indicator can be disaggregated into narrow bands.
10. The indicator can be disaggregated by additional population sub-groups such as family type, asylum and refugee status.
11. The indicator can be disaggregated by regions and local areas.
12. The indicator is comparable over time in the sense that existing time series data is available.
13. The indicator is comparable internationally – especially with other EU states. When appropriate, the indicator should be *dynamic* in the sense that it helps identify change or lack of change in valuable capabilities over time – this involves being able to track individuals over time and distinguish between those who become disadvantaged, those who manage to escape disadvantage and those who are persistently disadvantaged.
14. The indicator is derived from a source that allows inter-sectionalities to be investigated.
15. The indicator is derived from a source that allows cross-domain analysis.

16. When appropriate, the indicator should be sensitive to effective policy interventions without being readily susceptible to manipulation.
17. Proposals for new indicators should take account of cost implications and should be proportional to the needs of stakeholders. New indicators should be proposed only in cases where reasonably close alternatives or suitable proxy indicators are not available.

Criteria that apply to the balance of indicators within each domain:

Essential criteria

18. The selected indicators for each domain should highlight the most important aspects of disadvantage and inequality in that domain for each and every group of people.
19. The selected indicators for each domain should include measures that either focus on the whole distribution (for instance the Gini coefficient) or different parts of the same distribution (for instance the proportion of people on low incomes, middle incomes and high incomes).

Desirable criterion

20. The selected indicators for each domain should include some objective and some subjective indicators.

Criteria that apply to the portfolio of indicators as a whole:

Essential criteria

21. The portfolio of indicators should be easy to communicate, interpret and comprehend.
22. The portfolio of indicators should be balanced across domains, avoiding overlaps and gaps.

Desirable criterion

23. The portfolio as a whole should include at least some indicators of particular human rights concerns.

These criteria were applied to the selection of indicators in each domain and overall. In practice, the essential criteria proved difficult to meet, so that the 'desirable' criteria were rarely decisive in choosing one indicator over another. An evaluation of each selected indicator against the essential selection criteria is provided in the summary tables at the beginning of the discussion of each indicator in the domain-specific chapters and the 'balancing' criteria applying to domains as a whole are discussed in the conclusion to each chapter.

2.3 The specialist consultation: feedback, suggestions and recommendations on selection criteria

Three key issues emerged:

- The need to add an additional human rights criterion
- The desirability of having a balance of objective and subjective indicators overall
- A strong preference for individual over household level indicators

These were incorporated into the final version of the selection criteria, as listed above. Other more specific feedback is summarised below.

- Disaggregate by detailed age groups.
- Want to capture variation, therefore use continuous variables, not grouped data, whenever possible.
- Although simplicity is attractive, it may be that more sophisticated measures are necessary in order to pin down discrimination, for example the residual from a logistic regression to identify discrimination in employment of disabled people. The task then is to explain it clearly in non-technical terms.
- Should we be measuring outcomes rather than perceptions, or are perceptions also interesting?
- Qualitative data should be used, not just quantitative.
- Add the affordability etc criteria from International Convention on Economic Social and Cultural Rights to selection criteria - include “adaptability” which is also used in Committee’s conceptual framework.
- Should comparability over time be essential? Should availability of a time series be essential?
- Indicators should be about more than just the individual impact, should necessarily look at the household level. E.g. impact of domestic violence on children can be picked up at the household level.
- Perceptions / objective measures – there should be a spread across the portfolio. For example, expectations are important in shaping subjective measures - for example, dignity and respect and older people. For this reason, dignity and respect figures could be useful in tracking changes over time. Take note, subjective expectations profile will change for different cohorts.
- Importance of segregated areas – actual processes are different, for example Gypsies and Travellers face entirely different processes because of geographical separation.

- Importance of good practice principles of better regulation and the need to reduce, not increase, the burden of data collection. Need to weave these principles into the selection criteria e.g. as new data replaces older data, equalities concerns should be a consideration.
- Is criterion 10 (comparable internationally) achievable in practice? [A lot of scepticism expressed.] This criterion is likely to become more important as EU equality legislation develops. The issue of what counts as comparable was also raised.
- How are we going to ensure representative monitoring of population sub-groups (equality strands)? There is no GB survey that includes sexual orientation. Some people may 'self-exclude' themselves and will be missed altogether. (Note that sexual orientation is being included in the Integrated Household Survey on a trial basis).
- We need to look at inter-dependencies between households and individuals. Household and individual indicators capture different issues.
- Are we looking beyond existing datasets and/or making recommendations for new indicators? [Some discussion of balancing costs with needs of stakeholders followed.]
- Criterion 9 was challenged – sometimes one-off surveys can provide useful information. We should not discount indicators only available at one point in time. [This point was contentious.]
- We need to be careful about extrapolating results – some equality groups (for instance the disabled/ people with learning difficulties) are very diverse. (Take note that there is more than one question on disability in the Scottish Census, which makes it possible to identify 10 sub-groupings – this is worth looking into.)
- Being able to disaggregate down to the local level should be essential.
- Is there a problem of disclosure control with national statistics?
- Need to ensure that the research is not guided by the measurability and availability of certain groups.
- Religion and belief – need to ensure that the question used is not biased or leading. 'What is your religion?' is a leading question and should not be the entry point question in any survey. The question must ask about religion and belief, and must differentiate between those who would state that they belong to a religion, those who are practicing and those who are not religious at all. One example of slightly different wording is – what religion are you now?
- Discrimination can be different between those who come under the category of being religious, but are practising or not practising.
- It is important to be able to measure over time so that change can be measured. This is particularly useful when combined with research at a local

level. There are not robust datasets for Lesbian, Gay and Bisexual (LGB) groups so there will need to be supplementary research until sexual orientation questions are standardised and common practice. Stonewall estimate that it takes 3 years once a new question has been added before people have the confidence to answer it honestly.

- Criteria 11 on individual vs household – individual should be essential. Measuring autonomy within the household is important.
- Perhaps there should be a middle ground between the essential and desirable criteria which are high priority.
- Difficulty of using disability as a sub-group – researchers need to be aware that the definition of a disability changes between surveys. ODI and ONS are working together to produce a definition which should hopefully become the standard.
- Need to ensure that ethnicity can be broken down into different countries – for example the use of Southern Asian is not helpful because the countries have such different experiences.
- Refugees and asylum seekers should have their own category.
- Ethnicity is a UK concept. Other EU countries use – country of birth, length of time in the country / since migration.
- Department of Health – a new system is being developed which will mean that there is a spine set of records which includes ethnicity. Every new patient will have this record set up for them. It is called the Direct Enhanced Service.
- The selection criteria for indicators says that indicators should reveal equality and human rights issues - the relationship between these two approaches is not addressed. Will the indicators tend more towards human rights concerns following the 'capabilities' paradigm - which is as yet untested in developed countries?
- Criteria used to select indicators need to contain a method for prioritising between the findings of inequalities of outcome - to avoid a 'strand' competition (for example, between disability, ethnicity etc.) for policy and resource allocation based on indicators. For example, which inequalities will be judged to be in need of most urgent redress - issues of economic disadvantage or issues of valuing diversity? Beyond that observation, Chwarae Teg's view is that it is not possible to assess whether the scope of criteria for selection of indicators in the ten domains is adequate until a pilot to test is completed showing what kind of quality, breadth and depth of information arises from using the indicators. If a pilot revealed inequalities already evidenced, and some new areas for further investigation, it might be possible to assess the adequacy of the scope of the criteria on which indicators may be based.