



Social Justice Policy Gap Assessment Tool



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Economic and Social Commission for Western Asia

Social Justice Policy Gap Assessment Tool



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In conclusion, ESCWA hopes that this tool will receive the necessary support for its development and adoption and for the implementation of capacity-building programmes for its application in Arab countries.

Foreword

Social justice is a noble goal that all countries seek to achieve in order to improve the well-being of the population and establish peace, security and social cohesion. The 2030 Agenda for Sustainable Development established the principles of social justice, albeit implicitly, and prioritized equality as an independent cross-sector goal closely linked to achieving all goals and achieving sustainable development.

In many of its programmes and activities, the Economic and Social Commission for Western Asia (ESCWA) works to define, implement and disseminate the concept of social justice. It has developed a precise definition of social justice, drawing on definitions from various schools of thought and taking into account the specificities and challenges of the Arab region. ESCWA defines social justice as “equal rights and access to resources and opportunities for all, men and women, paying particular attention to the removal of barriers that hinder the empowerment of disadvantaged groups to fulfil their potential to participate in decisions that govern their lives”. In this context, social justice rests on the four pillars of rights, equity, equality and participation. The most significant challenges to the realization of social justice are poverty, geographic inequality, unequal access to social services, unemployment, social exclusion, poor governance and lack of participatory policies.

Many Arab countries identify achieving equality and social solidarity as priorities, however there is no guarantee that national development plans, policies and programmes will have social justice integrated into them, that they will fit the needs and priorities of Arab States or that they will respond to the goals and objectives of the 2030 Agenda for Sustainable Development and other global commitments. Public policies in Arab States suffer from fundamental and inherent obstacles standing in the way of achieving social justice, particularly in countries with limited capacity and those suffering from or affected by conflicts. These obstacles include: increased inequality and social marginalization, lack of equal economic and social opportunities, weak capacities and lack of resources available to combat poverty, failure to adopt a rights-based approach to development, lack of a clear, integrated and long-term national vision, lack of political stability and good governance, poor civic participation in decision-making processes, high unemployment rates and low levels of social protection. Government efforts to achieve social justice are often scattered among different entities and institutions without policy coherence or effective coordination between them. The impact of these obstacles is exacerbated by a lack of statistics and data, limited fiscal space and the lack of the environment needed to carry out the required reforms.

In light of these obstacles, it is particularly important to develop mechanisms and tools to identify, assess and measure social justice gaps in existing public policies in Arab countries as economic and social inequality worsens in the wake of the COVID-19 pandemic. The ability to identify policy gaps in terms of the components of social justice helps to formulate appropriate solutions, including the review of development models and legislative and regulatory frameworks and the integration of social justice principles therein.

In this context, the Social Justice Section of the Social Development Division of ESCWA has since 2016 been implementing a project financed by the Development Account of the United Nations, on “Promoting social justice in selected countries in the Arab region”. This project is aimed at supporting member States in formulating plans, policies and programmes to achieve social justice, and at incorporating gender equality into national development strategies and programmes. ESCWA has developed the Social Justice

Policy Gap Assessment Tool (PGAT) contained in the present document as part of the activities identified in the project.

ESCWA seeks to test the tool and its effectiveness by reviewing its content and testing its methodology and its fit to the political, social and economic peculiarities of the countries of the region in several stages: in the first stage, the tool was tested and applied in the Republic of Tunisia in response to a request by the Ministry of Social Affairs to develop a mechanism to diagnose and assess the extent to which the principles of equality and social justice are included in their policies and plans, throughout multiple sectors. Based on the observations of participants in the virtual workshop held in Tunis on 24-25 September 2020, ESCWA reviewed and amended the draft tool. In a second stage, the tool underwent a series of theoretical reviews and regional consultations and was presented and discussed at a virtual symposium in Beirut on 11 November 2020, in which experts from the Arab region participated. At a later stage, ESCWA presented the tool to member States with a view to ratifying it and circulating it for use in interested States as a practical means of self-assessment.

ESCWA is working to take the tool and its scale and accompanying documentation and transform it into an easy-to-use online tool (online PGAT), for its ultimate adoption in capacity-building workshops at the regional and national levels. In parallel with these activities and in partnership with civil society and other stakeholders, ESCWA will closely work with member States to develop policies that take into account social justice in line with country-specific needs. ESCWA will also provide technical advice and contribute to the implementation of field projects and capacity-building, to pave the way for an effective dialogue and consensus on social justice, to enhance the skills of government officials in mainstreaming social justice concepts into development plans and public policies and to build just and cohesive societies.

The present document is divided into four main sections. The first section provides general information about the tool, its objectives and its development. The second section provides basic information on the concept of social justice and the approach adopted in the tool, as well as a profile of the 2030 Agenda for Sustainable Development adopted by the international community in 2015 and its relationship to social justice. The third section reviews the self-assessment methodology (self-assessment process guide) and presents reference considerations and the applied stages of policy assessment from planning to calculating results. The fourth part of the document contains the assessment tool (self-assessment questionnaire) and provides a set of questions and indicators on the processes, procedures and systems involved in the development and implementation of policies that must incorporate the principles of social justice. The section details the criteria for achieving indicators and meeting requirements, as well as the documents that can be referred to for analysis and response. The first annex contains technical observations and guidance on the use of the indicators and promising examples of the integration of social justice in the Arab region and worldwide to support and simplify the assessment process.

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I. About the tool

A. Background

ESCWA works closely with government officials and civil society institutions to build consensus on the values, principles, policies, approaches and programmes needed to achieve social justice based on its four pillars: rights, equity, equality and participation.

In recent years, the ESCWA Executive Secretariat has developed a rich range of knowledge products and training guides that contain programmes aimed at building the capacity of policymakers in Arab countries and improving their skills in formulating and implementing plans and policies based on the pillars of social justice. These guides include:

- (a) Guide on Mainstreaming Social Justice in Development Plans, Policies and Programmes;
- (b) Guide on Formulating and Implementing Equality-Oriented Policies in Arab States;
- (c) Guide on Building Capacity for Assessing and Measuring Social and Economic Inequality in the Arab Region;
- (d) Toolkit on Building Capacities in Developing Social Protection Policies Using a Participatory Approach;
- (e) Manual on Capacity-Building for Partnership in Democratic Governance;
- (f) Toolkit on Building Capacities of Arab Youth in Participating in Public Policy and Decision-Making Processes.

The development of this tool comes in the context of organization-wide efforts by ESCWA to develop analysis and assessment tools to support member States in their efforts to modernize public policies and develop institutions, with ESCWA having previously developed a methodology for assessing institutional capacities.¹ To complement these efforts, ESCWA is developing a tool to assess the integration of social justice principles into public policies and to identify gaps and shortcomings to help Arab countries study and diagnose their economic and social policies from a social justice perspective. This tool comes under the framework of:

- (a) Implementation of the regional project “Promoting Social Justice in Selected Countries in the Arab Region”, which aims to improve the technical and strategic competencies necessary to develop and implement national policies and programmes aimed at achieving social justice, establish the principles of equality, participation, rights and equity and integrate them into national development strategies and programmes;
- (b) Implementation of the Tunis Declaration on Social Justice in the Arab Region adopted by ESCWA at its 28th ministerial session (Tunis, 15-18 September 2014);

¹ ESCWA, Supporting institutions in tackling weaknesses and fragilities: methodology for institutional capacity assessment, Executive Committee, 6th Meeting, Marrakech, 15-16 June 2019 (E/ESCWA/EC.6/2019/12).

- (c) Responding to the recommendations of the twelfth session of the Committee on Social Development (Beirut, 8-9 October 2019), which recommended to support States' efforts and build their capacity to mainstream a nexus approach to social policies in national plans and programmes aimed at achieving national development and the Sustainable Development Goals (SDGs), and to support member States' efforts to integrate policies on reducing social and economic inequality and multidimensional poverty in national development plans and programmes, in line with the SDGs;
- (d) Responding to the request of an increasing number of ESCWA member States to study and assess their public policies and the degree to which they achieve social justice and equality.

B. Objectives

The Social Justice Policy Gap Assessment Tool (PGAT) seeks to assess the extent to which the principles of social justice are integrated into public policies and development programmes developed and implemented by ministries and public agencies in the Arab region, by identifying, assessing and measuring gaps and shortcomings in policies considered as priorities in terms of their response to the principles of social justice.

This assessment leads to an identification of the strengths that need to be consolidated and institutionalized and the weaknesses that need to be addressed, as well as the provision of the mechanisms and resources needed to overcome them in a systematic and coordinated manner. Based on the results of the assessment and the progress made, the responsible body (ministry or public institution) develops a remedial action plan and adopts practical and concrete steps to address the gaps.

Based on the above, the direct objectives of PGAT can be identified as follows:

- (a) Enable government institutions to self-assess their ability to integrate the principles of social justice into participatory policymaking processes;
- (b) Increase the awareness of decision makers in ministries and public institutions of the need to integrate social justice principles into public policies, awareness-raising programmes, performance assessment and future challenges, so that the assessment system serves as a tool to help support leadership and guide and increase coherence and coordination between different ministries;
- (c) Provide government institutions with a tool and online platform² to assess the extent to which social justice principles are mainstreamed in their national policies and empower them to use this classification as a criterion to improve their capabilities to design plans and policies;
- (d) Enable government institutions to come up with local solutions and reforms to address barriers and overcome challenges to mainstreaming social justice in policymaking processes.

² The tool allows assessment results to be calculated instantly on their own or within working groups. ESCWA is designing an electronic program to facilitate self-assessment and display results on an interactive dashboard.

The results of the assessment can also be determined as follows:

(a) In the short term and directly:

- Determining the extent to which social justice principles and concepts are integrated into policies, plans and programmes;
- Diagnosing and monitoring gaps hampering the formulation of plans and policies based on social justice principles and concepts and impeding the implementation of practical programmes aimed at achieving social justice.

(b) In the medium term:

- Activating mechanisms for cooperation, coordination and integration between sectors and increasing transparency, inclusiveness and participation in policy design and implementation;
- Determining the key areas of intervention needed to fill these gaps and correct policymaking processes;
- Adopting practical and concrete steps to address the gaps.

(c) In the long term:

- Strengthening the ability of member States to mainstream social justice principles in policymaking, planning and programme implementation;
- Improving access to information and the ability to make informed decisions about the design, implementation and assessment of policies;
- Strengthening leadership and guidance and improving policy integration and consistency.

PGAT helps to monitor the status of social justice indicators, with each indicator allocated a set of requirements/standards and basic rules (human resources, material resources, legislative framework, laws, etc.). It also allows for continuous/regular follow-up of progress through a self-assessment process and periodic reporting on what has been achieved and the challenges that remain. It can identify the following gaps:

- (a) Gaps in the knowledge and skills required to design, implement, finance or assess social and economic policies;
- (b) Gaps in consensus building on fair and inclusive policy options based on equality, participation and rights;
- (c) Deficiencies within the enabling/regulatory environment of these processes, and therefore gaps in the legislative and regulatory frameworks that guide these processes;
- (d) Shortcoming in institutional structures and internal mechanisms that ensure coherence, consistency and coordination of policies.

C. PGAT Stakeholders

PGAT seeks to raise the awareness of government stakeholders of the importance of integrating social justice concepts and principles into the formulation of development plans, policies and programmes and improve their ability to assess their success in this process. Use of the tool is accompanied by basic conditions that enable those involved in planning, implementation, monitoring and assessment to ensure

it is used in an active, participatory and positive manner, serving to simultaneously entrench justice, equal rights and duties and a democratic culture. From this point of view, the tool can serve the following constituencies:

- (a) Government officials in charge of developing development plans, policies and programmes;
- (b) Consultants in ministries and State service agencies;
- (c) Experts in the economic and social councils;
- (d) Non-governmental actors working in public affairs seeking to influence decision-making, such as trade unions, civil society organizations, activists and academics.

In order to increase the usefulness of this tool, it is recommended that users have a very good level of theoretical and practical knowledge of public policy and good experience in public affairs and developing and implementing development plans.

II. Social justice and its relation to the 2030 Agenda for Sustainable Development

This section contains a brief explanation of the concept of social justice and how to approach and integrate this topic into policymaking and programme design, leading to a transition from the logic of philanthropy and social assistance to the activation of the various economic, social, cultural and political rights, and the consolidation of the values of citizenship. For more information on this topic and its various schools of thought, see the Guide on Mainstreaming Social Justice in Development Policies (E/ESCWA/SDD/2017/Technical Paper.10).

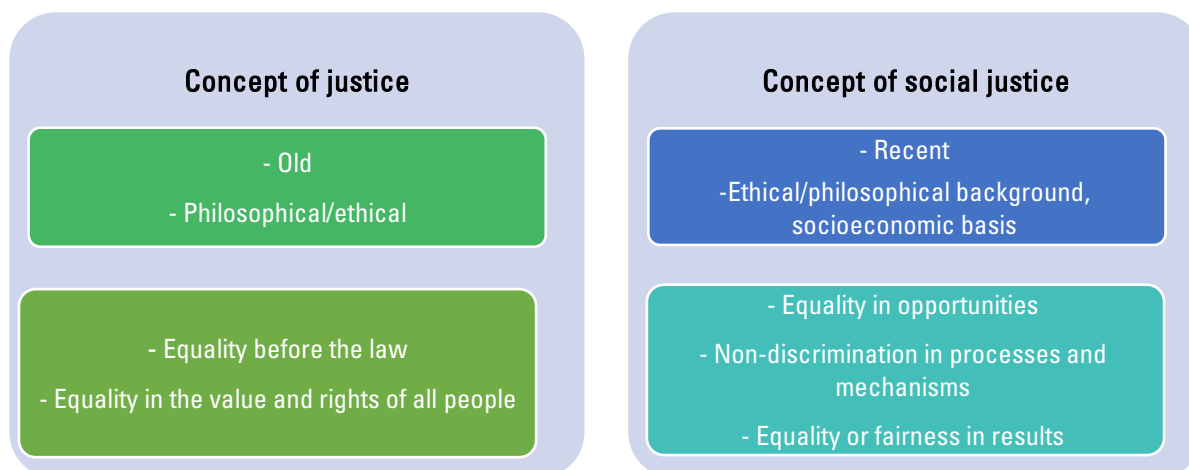
The concepts of equality and social justice in the Sustainable Development Plan adopted by the United Nations General Assembly on 25 September 2015, entitled “[Transforming our world: The 2030 Agenda for Sustainable Development](#)”, are also reviewed in this section.

A. Introduction

The concept of social justice in the sense now common in the contemporary world was not widely present before the twentieth century. When the modern state was taking shape after the industrial revolution, attention focused on equality before the law, the protection of private property and the elimination of the legal hierarchy that characterized people in the feudal age. Issues of poverty, social inequality and the distribution of wealth were often viewed from a charitable perspective, or were the focus of radical philosophical and social movements, trade unions and organizations that defended the rights of the poor. Therefore, the concept of social justice has lagged in coming to prominence behind the concept of justice in the legal/judicial sense.

Social justice is linked to the fair and equitable distribution of economic growth (and development).

Figure 1. From the concept of justice to the concept of social justice



Source: ESCWA.

However, ensuring equality before the law did not mean an equal standard of living or wealth, and the idea of equal rights did not automatically lead to quantitative equality of resources, burdens and living standards, which indicates a strong link between the concept of justice and economic, social and other inequalities.

B. The conceptual approach to social justice adopted in the tool

This tool directly addresses social justice and associated positive concepts or values such as equality, equity, equal opportunity, social inclusion, etc. It also addresses it indirectly through its shortcomings such as injustice, inequality, inequality, discrimination, exclusion, marginalization, etc.

Box 1. The approach of ESCWA to social justice

ESCWA defines social justice as “equal rights and access to resources and opportunities for all, men and women, paying particular attention to the removal of barriers that hinder the empowerment of disadvantaged groups to fulfil their potential to participate in decisions that govern their lives”. Social justice is therefore based on the principles of equality, equity, rights and participation. The achievement of social justice is based on three guiding principles:

- Equal rights (institutional and legislative framework);
- Equal opportunities (mechanisms and parity in the starting line, including capabilities);
- Equal living conditions for all individuals (parity at the outcome level).

The following key factors must be taken into consideration for the success of a social justice approach:

- (a) Sustainability of growth and achieving it with the participation of different segments of society;
- (b) Approaching development as constituting freedom for people and a broadening of the range of choices available to them;
- (c) Respect for the natural environment and rational use of non-renewable resources;
- (d) Respect for the rights of future generations;
- (e) Respect for cultural differences, minorities and different segments of society.

C. Rights-based approach to social justice

PGAT adopts a human rights-based development approach to the concept of social justice and its requirements, as the contemporary concept of social justice is organically linked to the fundamental human entitlement to enjoy a range of social, economic, political and cultural rights. These rights have been enshrined in the Universal Declaration of Human Rights and in a wide range of international covenants, conventions and agreements, such as the International Covenant on Economic and Social Rights and agreements on the rights of children, women and minorities. This approach embraces the full and indivisible interdependence of rights, including economic, social, political and cultural rights.³

³ For basic international human rights instruments, visit the following link: <https://www.ohchr.org/EN/pages/home.aspx>.

Box 2. Issues that must be heeded

A social justice-based approach may sometimes be referenced to add a positive spin to a particular policy, which helps it to be accepted by stakeholders or the public without it including effective mechanisms for application. In these cases, authorities often face a challenge during the policy implementation phase, particularly in terms of achieving real returns on addressing a particular social problem such as poverty, unemployment or inequality, if they lack the ability to implement the approach in practice.

Social justice may sometimes be handled in a vague and abstract way, divorced from realistic policies and indicators that show whether it has been achieved. In these cases, it is difficult to implement an approach based on social justice as a technical, policy-related idea and not just an issue of values or ideology.

The concept and its applications may be confined to a particular entry point, for example, wage equity, which is only part of the overall concept of social justice, leading to a fragmented approach.

D. 2030 Agenda for Sustainable Development: an approach and framework that enshrines equality and justice

In September 2015, the United Nations General Assembly approved a global sustainable development plan entitled “Transforming our world: the 2030 Agenda for Sustainable Development”, including the Sustainable Development Goals that will frame development efforts and policies for the next 15 years. The Agenda begins with a declaration containing the guiding principles and frame of reference and contains 17 Goals and 169 targets dealing with a wide range of issues, such as poverty eradication, education for all, combating hunger, gender equality, environmental aspects (clean energy, biodiversity, climate), economic aspects (growth, decent work, industrialization) and goals related to institution-building and the promotion of peace and justice.

The 2030 Agenda for Sustainable Development was formulated from a rights perspective, which is clearly reflected in the overall thrust of the Agenda for development where no one is left behind. However despite its strength, the text of the Agenda does not contain the term “social justice” even once. The combined use of a number of terms in the Agenda demonstrates a pragmatic approach and the fact that the concept of justice encompasses many elements, such that it cannot be understood by a single normative definition and must instead be understood through multiple different concepts and angles. The text is also strong and explicit in referring to the problem of inequality, with repeated use of terms such as equality, inequality, inclusiveness, inclusion, justice, non-discrimination and the eradication of poverty. These terms are linked to the broader conception of social justice, which includes parity of opportunities, results, power and participation in decision-making. It can be said that the majority of the 17 goals are inherently and directly linked to the concept of social justice or are indirectly linked to it through its opposite.

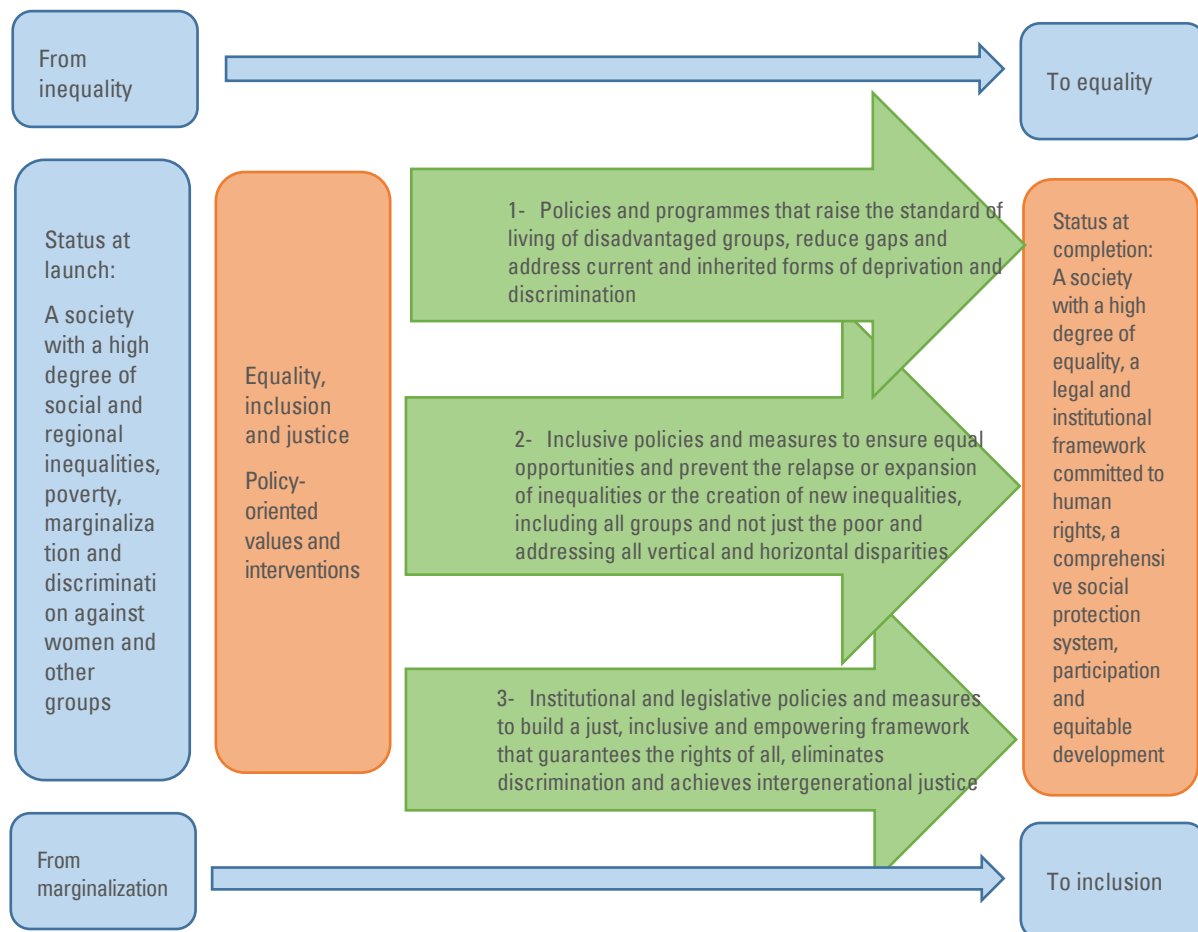
E. Integrated policies

From a policy perspective, achieving the central development goal of social justice and reducing inequality means moving from inequality to equality, from marginalization to inclusion, and to institutionalization so as to ensure that the achievement is sustainable. Achieving the ultimate development goal requires the

adoption of a range of policies that respond to different sub-dimensions. These policies can be defined along three axes as follows:

- (a) Equality: adopt appropriate policies and interventions to deal with current inequalities and problems, reduce poverty, deprivation and inequality as a current and inherited reality and develop indicators to measure performance and results;
- (b) Inclusion: adopt inclusive and enabling policies that guarantee equal opportunities and allow stakeholders to use their capabilities to improve their standard of living with their own efforts, while providing a supportive environment that contributes to bridging the social gap and reducing poverty and works in opposition to mechanisms of polarization within society;
- (c) Justice: develop an institutional and legislative framework for rights that prevents violations and discrimination against any segment of the population and ensures a sustainable path for development and intergenerational justice.

Figure 2. Achieving social justice through integrated policies



Source: ESCWA, Implementation of the 2030 Agenda for Sustainable Development in the Arab States, twenty-ninth session, Doha, 13-15 December 2016 (E/ESCWA/29/11).

Box 3. Key factors to promote social justice in the Arab region

- Growth and economic development: Including transformation of the economic model to promote decent jobs and participation, especially participation by women in the labour market and access to opportunities;
- Employment and human development: long and healthy lives, access to knowledge, access to a good standard of living and demographics;
- Inclusive growth (including diverse sources of growth) and equal opportunities (including women's participation in economic areas);
- Food security and meeting the basic needs of families;
- Governance frameworks and the role of the state: including the development of judicial systems and the management of public finances.

III. Assessment methodology

A. Introduction

The detailed methodology in this section aims to present the reference and applied considerations for assessing public policy from a social justice perspective, as understood by ESCWA, i.e. by assessing the extent to which the principles of equality, equity, rights and participation are mainstreamed in public policies.

The methodology is based on academic methods of studying public policy and describes the practical steps of assessment, from guidelines on planning and implementation to the assessment instrument and results. This process aims to provide the assessment team with a clear instrument allowing for measurement by answering a set of questions about the degree to which a particular policy being studied and assessed is compatible with the principles of social justice.⁴

In addition to the basic goal of objectively measuring compliance with the principles of social justice, the methodology identifies policy gaps in relation to social justice and allows for the collection and analysis of proposed interventions. In a second phase, the tool could be used for institutional self-assessment.

The assessment's approach is based on the accumulated knowledge and expertise of the assessment team and is accurate, objective and effective. The methodology aims to operationalize the conceptual frameworks of social justice, as understood according to the definition of social justice in ESCWA documents (Annex II), the concept of public policy in the specialized literature and particularly in the field of practical applications⁵ and in its political views and aspects,⁶ the ESCWA Guide to the integration of social justice⁷ and the ESCWA Social Expenditure Monitor (SEM).⁸

B. Basis of the assessment

The methodology is based on the following pillars, in particular in terms of its practical aspects:

⁴ Assessment, distinctly from the more elaborate "Evaluation" endeavors that are thoroughly undertaken regarding public policies, sometimes by third parties. Assessment means to sum up the assessors' judgment (those involved in the use of the tool) with regard to the policy in question.

⁵ Eugene Bardach, *A Practical Guide for Policy Analysis*, fourth edition, (CQ Press, 2012); Peter John, *Making Policy Work*, first edition (Routledge, 2011); Ann Majchrzak and Lynne Markus, *Methods for Policy Research: Taking Socially Responsible Action (Applied Social Research Methods)*, second edition (SAGE Publications, 2013).

⁶ John Kingdon, *Agendas, Alternatives, and Public Policies*, second edition (PEARSON, 2002); James Anderson, *Public Policymaking*, eighth edition, (Cengage Learning, 2014); Scott Furlong and Michael Kraft, *Public Policy Politics, Analysis, and Alternatives*, sixth edition (CQ Press, 2017).

⁷ الإسكوا، دليل المدرب لبناء القدرات حول تصميم وتنفيذ سياسات قائمة على المساواة في الدول العربية (E/ESCWA/SDD/2017/Technical Paper.10).

⁸ ESCWA, *Social Expenditure Monitor for Arab States*, Executive Committee, sixth meeting, Marrakech, 15-16 June 2019 (E/ESCWA/EC.6/2019/8/Rev.1).

1. Social justice is a fundamental goal that governments are committed to providing resources and capabilities to implement, not just a declaration of intent or a plan that remains merely words on a piece of paper.
2. Public policy is a real political act, not just political discourse.
3. There is a hierarchy from general principles to specifics, taking into account the political vision, background and context, thus avoiding confusion between different levels or assuming similarity between different countries or situations.
4. A social science-based methodology is used to distinguish between causes and results and between evidence and indicators.
5. Primacy is given to evidence-based public policy, not advocacy or promotion based on abstract theoretical principles alone.

C. The assessment supervision team

In order to properly prepare and assist in planning and implementation, the national entity responsible for the assessment appoints a small team to supervise the following tasks:

1. Planning of the assessment process.
2. Selection of the subject (policy) of the assessment.
3. Proposal and appointment of the assessment team.
4. Collection and preparation of general and detailed data on the subject of the assessment.
5. Facilitation of the assessment workshop and collection of proposals.
6. Drawing conclusions.

Table 1. Activities assigned to the supervisory team and practical details related to appropriate preparation and assistance in planning and implementation⁹

Activities	Central issue(s)	Tools	Role of the facilitator	Methods
Planning of the assessment process Selection of the subject of the assessment Proposal and appointment of the Assessment Team	Setting the objectives and selecting the core team According to what background and priority and in the light of what studies and reviews is the assessment process carried out	Methodology and samples of previous assessments	If any, explain and attach	Meetings, consultations and materials
Collection and preparation of general and detailed data on the subject of the assessment	How to assess priorities in established planning and understand public policy in light of its planning and results	According to the subject: review of topical reports, comparative conditions, monitoring of socioeconomic spending, etc.	Discussion, analysis and research	Combining appropriate and available sources of expertise

⁹ Despite the sequence of stages mentioned in the table, any of the phases can be returned to if further scrutiny or reconsideration is needed before moving on to later stages.

Activities	Central issue(s)	Tools	Role of the facilitator	Methods
Facilitation of the assessment workshop and collection of proposals	Does the assessment team have the necessary data and qualifications to participate in an accurate and objective assessment?	Tool, rules and guidelines	Management of the assessment, explanation and promotion of recommendations	One or more workshops
Drawing conclusions	What are the criteria for assessment and drawing conclusions?	Methodology and samples of previous assessments	Presentation and research	Reports and conclusions

D. Assessment Team

The assessment is performed by a team of staff members from the government agency performing the assessment who are experienced in the public policy subject or the programme in question, members of governmental or non-governmental institutions and relevant persons with experience in the subject or who participate in its implementation or coordination. To actively participate in the assessment process, it is recommended that the Assessment Team have a good level of theoretical and practical knowledge of relevant technical subjects and good experience in public affairs and developing and implementing development plans. Assessment Team members should take note of the following concepts, in general and in practice:

1. Social justice.
2. Public policy.
3. Local background and context.
4. Social policy or programme subject to assessment.

Table 2. General issues and concepts that should be taken into account by the members of the assessment team to make the process more productive and effective

Concepts	Main question	Bibliography
Social justice	How to handle social justice in practice	Social justice literature (ESCWA, etc.) Social justice guide
Public policy	How to objectively assess public policy	Public policy literature (ESCWA, etc.)
Local background and context	What are the basic policy data in the specified scope and at the relevant stage	If available: Public plans or programmes Public budgets Reports and studies on public policy planning

Concepts	Main question	Bibliography
Social policy or programme being assessed	How to identify gaps in the policy being assessed	Studies, thematic reports and technical tools Comparative studies, if any Other data compiled by the Core Team

E. Guidelines for the assessment process

1. Phase 1 (preparation): planning the assessment process

The assessment process begins with setting the objectives of the policy assessment. To precisely determine the subject of the assessment, the relevant officials examine the current priority.

Training to acquire assessment skills in a particular management unit, such as the planning unit or quality measurement unit, can be considered a priority in itself. It is important that the priority and the topic be fully clear to all participants in the assessment process to avoid wasting effort or time from confusion over the purpose of the process.

The parties responsible for the assessment appoints a core team coordinated by an official in the competent department. This team is comprised of experienced officials and administrators able to take responsibility for the planning process from implementation to drawing conclusions, and one or more members of the team should have the necessary skill to serve as a workshop facilitator.

This phase aims to develop a detailed assessment plan that can be amended if needed. The plan/design includes the following elements:

- (a) Special sessions of the core team: when they are held and who attends (consultants, experts, officials, other entities);
- (b) Proposal of members of the assessment team by gathering information, discussing practical situations, communication and follow-up and formal appointment. Members of the assessment team are selected from both inside and outside of the organization, including from relevant governmental institutions and non-governmental entities, in light of the following considerations:
 - 1. Individuals with knowledge and/or expertise in the specific subject area;
 - 2. A team whose members cover different functions related to the identified priority (financial, administrative, central planning, subsidiary or regional implementation, expertise of individuals or specialized organizations, etc.);
 - 3. Balance in the number of team members, with a sufficient number of members to manage the assessment workshop, at a proportion of not more than fifteen members per facilitator.
- (c) Resources available to perform the assessment (possible participation of proposed individuals, time available, funds and equipment needed, etc.).

Hypothetical example

Because of the Coronavirus pandemic, the Ministry of Social Affairs believes that priority should be given to the assessment of the social protection policy for elderly individuals without health coverage, so they will receive care and treatment on an equal basis with insured persons. In light of the priority identified (the COVID-19 pandemic and protection of the elderly), officials at the Department of Social Protection are considering the formation of a core team.

It was decided to create a core team of: the official responsible for retirement home programme planning, the official responsible for social protection finance, the official responsible for elderly medical care programmes, the official responsible for the elderly mental health programme, the officials responsible for eldercare homes in six different areas, three of which are urban and three rural, an epidemiologist from the Ministry of Health, the coordinator of the emergency anti-Coronavirus programme at the Ministry and officials from civil society organizations working in the field of elder care. The officials were selected by the head of the training unit at the Ministry of Social Affairs to serve as facilitators, assisted by a trainer from the Ministry's health emergency unit who excelled in his performance in the trainers' training workshop last year. The work of the core team is coordinated by the Assistant Programme Manager of the Ministry, assisted by the Director of the Elderly Protection Programme.

The assessment process is supported by a financial budget of one tenth of the total wages of team members and officials, as well as the cost of transportation and equipment. The assessment work is to be completed within two months, for which the team staff devotes no more than one fifth of their regular working hours, or twice that figure in the case of the facilitators.

The officials decided to hold three planning sessions for the core team with the assistance of the head of the training unit at the Ministry of Social Affairs, who had previously participated in two similar assessments. They also decided to request the assistance of the human resources officer and the Ministry's programme manager to propose team members and facilitators. The two facilitators, in collaboration with the Director of the Ministry's Research and Statistics Department, were tasked with collecting and preparing the data for team members, as well as proposing a three-day workshop plan. The head of the Ministry's planning unit was tasked with developing the model report of results to be used.

2. Phase 2: Collection and preparation of general and detailed data

At this stage, general and detailed documents relating to the subject of the assessment are collected from all available sources. The availability of the minimum amount of data is a necessary resource, and the assessment plan will allocate the necessary time, effort and funds for data collection.

Data collection, and determination of the quantity and quality of the data, is aimed at enabling the assessment team, as it begins its work, to be able to develop an accurate, scientific view of specific aspects of the public policy and may include, where possible and as needed:

- (a) The status of the public policy, or the subject of it, in the Ministry's general plan, resources and timetables and the order of the objectives;
- (b) Specialized reports, comparative studies, monitoring of socioeconomic spending, etc.;

- (c) Information on the knowledge and expertise available within the Ministry and other ministries, institutions and local administrations, as well as within other civil society and private sector entities;
- (d) Additional data on actual knowledge and expertise pertaining to coordination of the public policy between the above institutions and entities responsible for planning, implementation and assessment;
- (e) In addition to local data, data on the subject can be found in reports and studies of international organizations, research centres or similar government institutions in other countries.

It is useful to track the evolution of the data mentioned, in quantity and/or in quality, over time, particularly in the final stages of plans being implemented. It is recommended to build an appropriate information system to store the collected data to return to it and update it. This step aims to arrange information in a form and content that are useful to the members of the assessment team when they receive materials for preparation from the core team before the workshop and in the policy assessment.

Hypothetical example

Since the policy under assessment is to protect the elderly in light of the COVID-19 pandemic, it was decided to collect the following data:

The background of the policy, particularly: official legislative and executive documents, plans coordinated with WHO and other international organizations, relevant administrative decisions, plans and programmes pertaining to the elder protection policy with accompanying explanations of the programmes, information on the activities of local non-governmental organizations in the field of care or treatment of the elderly, etc.

Related quantitative data: number of elder care institutions, their coverage, the number of elderly, budgets for health care for the elderly, information on preparations and actions taken against the Coronavirus, statistics directly related to the pandemic and the elderly, social and psychological effects, health care workers, physical and scientific preparations, equipment in elder care centres, etc.

Data pertaining to the assessment of elder protection policy compared to documented cases from other countries or regions.

Topical studies and research issued by international or regional organizations, specialized institutes or private sector entities.

3. *Phase 3: Organizing and facilitating the assessment workshop and collecting proposals*

The assessment workshop has three main axes. Each axis can include more than one session of the assessment team, and facilitators can divide the work of the second and third axis into mini-task forces, at the discretion of the core team based on the assessment team's preparation in terms of knowledge and experience, and in terms of the number of team members.

- (a) **Axis one:** Presentation of the workshop, the objectives, subject and priorities of the assessment and the general principles of public policy and social justice (table 2).

- (b) **Axis two:** Explanation of the guidelines for the assessment and beginning of the assessment process through the assessment tool or questionnaire.¹⁰

The facilitator explains the scope and approach of the assessment, including the steps taken in preparation for the workshop, explains the methodology and encourages effective participation. The facilitator also presents the assessment tool as a means of sharing information and views and explains how to use it, including how to calculate the total final points.

It is important for the facilitator to make it clear that the points are designed to assess policy gaps and not to judge the performance of individuals or officials, and that the aim of the assessment is to guide the process of improving institutional work.

- (c) **Axis three:** Discussion and agreement on the team's responses.

The facilitator collects the results of the estimates of the assessment team members (or the mini-team) from the responses recorded in the forms and seeks to discuss and analyse the results of the forms with the participants, assist in the collective decision-making process and assign points.

4. *Phase 4: Drawing conclusions*

I. Follow the order of the form: Each question is discussed separately in the assessment workshop, following the order of the form.

The facilitator is responsible for managing the discussion, motivating the members of the assessment team to explain their answers, particularly those that differ from other answers, and reconciling disparate opinions and estimates to reach the team's unified scores.

Analysis of the qualitative results is of great importance as it contributes to the exploration of experiences and knowledge through the explanations provided, and the facilitator has a significant role to play in stimulating in-depth and substantive debate and in pushing for consideration of all views presented to reach the greatest degree of consensus possible in the responses. Differences in the end result are also important in identifying and explaining points of view.

II. Method of calculation: The following scores are given for possible assessments:

- Meets and exceeds the requirements: 5;
- Meets the requirements: 4;
- Approaches the requirements: 3;
- Does not meet the requirements: 2;
- Not applicable: 1.

¹⁰ Guidelines for filling out the questionnaire are attached.

The question is scored based on the choice selected for the answer. Given the importance of the implementation and follow-up of a policy or general programme, a greater weight/measurement is assigned to these processes in the overall total score. To ensure objectivity and realism, questions concerning the implementation and follow-up phases are given double the weight/measurement compared to general questions and questions about the policy development phase for the subject of the assessment.

For example: If all questions are answered as “meets and exceeds the requirements”, the total score is as follows (maximum of five points per question):

- ✓ General questions: $6 \times 5 \times 1 = 30$;
- ✓ Questions pertaining to the planning phase: $2 \times 5 = 10$;
- ✓ Questions pertaining to the implementation phase: $(9 \times 5 = 45) \times 2 = 90$;
- ✓ Questions pertaining to the follow-up phase: $(5 \times 5 = 25) \times 2 = 50$.

In this case, the maximum score is 180 points ($30+10+90+50$).

III. General assessment/total score: Social justice barometer

The final phase of the assessment aims to calculate the total score assigned to all questions to reach a social justice index/barometer measuring gaps and compliance with social justice principles at all stages of the public policy, including planning, implementation and follow-up. A high index/total score is a sign that the policy or programme being assessed complies with the principles of social justice.

This measure is of great importance as it identifies absences/shortcomings of social justice at various stages of public policy so that decision makers can pay the necessary attention and make appropriate reforms to address them.

The same method is used in calculating the average of questionnaire responses, i.e. for the subject of the assessment as a whole, by totalling the score for each question to reach the overall assessment score.

For example: If the results of the policy gap assessment process were as follows:

General questions	Planning stage questions	Implementation stage questions	Follow-up stage questions
“Meets the requirements”: four responses	“Meets and exceeds the requirements”: one response	“Meets the requirements”: one response	“Approaches the requirements”: two responses
“Approaches the requirements”: two responses	“Meets the requirements”: one response	“Approaches the requirements”: three responses “Does not meet the requirements”: five responses	“Does not meet the requirements”: three responses
Total: $(4 \times 4) + (3 \times 2) = 22$	Total: $5 + 4 = 9$	Total: $4 + (3 \times 3) + (5 \times 2) = 23$	Total: $(2 \times 3) + (3 \times 2) = 12$

In this case, the total score is $22+9+(23*2) +(12*2) = 101$ out of a **maximum possible score of 180 points**.

IV. Notes on gaps and suggestions of possible solutions

The observations and suggestions collected from the assessment team are presented at the closing session and included in the final report of the assessment process and an action plan to fill the gaps is submitted for consideration by responsible authorities and decision makers (those concerned can use the attached model to prepare the action plan).

IV. PGAT and how to use it¹¹

The tool addresses a range of questions about processes, procedures and systems that are involved in the development and implementation of public policies that should integrate social justice principles. The explicit and clear reference to “social justice” or “equality” in planning documents, for example, necessitates setting clear objectives, including specific activities aimed at equal rights and equal opportunities and living conditions for all individuals, thereby enhancing accountability for progress in achieving these objectives.

Questions are divided into two levels of assessment: the first level presents a set of general questions about general performance indicators for public policies, i.e. the national vision and institutional and legislative frameworks that must take social justice concepts into account. The second level addresses a more specialized set of questions focusing on the integration of social justice concepts into the stages of the preparation, implementation, financing and follow-up of a public policy or programme.

It should be noted that the specialized questions are designed to apply to all public policies and programmes, i.e. the topic or subject of the public policy or programme is subject to change at each assessment.

The tool is based on the principle of integration and interaction between policy stages in order to reach the desired goal, such that these components are based on each other and allow results to be maximized. For example, working to clearly and explicitly integrate the concept of social justice into planning documents pays off only if it is incorporated into the reports and assessment process. Entities should have the capacity needed to carry out integration operations. This is why it is important to assess and build capacities according to the specific needs of institutions.

The tool monitors progress in indicators of the integration of social justice principles and assigns to each indicator a set of specific procedures, processes, laws and rules that clearly describe how it is analysed and assessed. Assessors are asked to answer a standard list of questions designed to that end. **The list is not comprehensive, i.e. each State can adapt questions and add new questions to suit the needs of national institutions and build capacities within them.**

It should be noted that the **guidelines/technical observations** accompanying the tool specify, for each indicator, the reference and mandate on which it is based. The concerned State institutions that use this tool should define the relevant references, i.e. the constitution, laws or national plans governing their work. The assessment system contains five levels:

- Meets and exceeds the requirements;
- Meets the requirements;
- Approaches the requirements;
- Does not meet the requirements, not applicable.

¹¹ In its design, PGAT used the framework of the **System-wide Action Plan for Gender Equality and Empowerment of Women**, based on the success of ESCWA in implementing the plan, transferring it to national institutions concerned with women's affairs in Arab States and adapting it to measure progress towards gender equality in public institutions. For more information, see the document E/ESCWA/C.7/2019/6.

The responses to the questions within each indicator should reach a **minimum level of “meets the requirements” in order to achieve social justice**. However, this is the lowest level or starting point on the path towards integrating social justice principles into public policies and programmes.

The level is classified as “approaches the requirements” if the indicator contains the “**either/or**” option and the assessment shows that the organization meets one of the requirements for achieving social justice. It is classified as “**meets the requirements**” if the assessment shows that the organization meets all of the requirements. It is classified as “**does not meet the requirements**” if the assessment shows that the organization does not meet any of the requirements, even though the performance index is required and achievable but nevertheless the institution has not reached the level of “**approaches the requirements**”. It is classified as “**meets and exceeds the requirements**” if the assessment shows that the organization meets all of the requirements and more. Finally, it is classified as “**not applicable**” if the performance indicator is not required in the policy in question or is outside its scope. If the indicator contains two or more elements and one item is classified as “**approaches the requirements**” while another is classified as “**meets and exceeds the requirements**”, the performance should then be classified as “**approaches the requirements**”.

The process, as with all assessment processes, is not without an element of subjectivity and bias. To minimize the impact of this element, the indicators were clearly identified in preparation for testing. Each entity performing an assessment is expected to establish a clear logical basis for each assessment process. The tool does not set a timeframe for achieving the goals.

Social Justice Policy Gap Assessment Tool (self-assessment questionnaire)

I. General questions: Vision and institutional frameworks for integrating social justice issues

Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/ suggestions of possible solutions
1	Do the Constitution and the legislative framework related to the public policy stipulate that social justice and its principles must be incorporated into public policies and programmes?	<p>To meet the requirements, the following must be true:</p> <p>(1) The Constitution or legislative framework on public policy contains a clear and specific text (laws, regulations, decisions and decrees protecting fundamental rights, etc.) on the inclusion and achievement of social justice and its principles;</p> <p>or</p> <p>(2) The Constitution and other legislation provide for the rights of citizens, particularly economic and social rights, and the obligation to</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • The Constitution, laws, regulations, decisions and decrees; <p>For example:</p> <ul style="list-style-type: none"> • Labour/employment law; • Minimum wage law; • Tax laws; • Disability laws; • Children's rights laws or code; • Social protection floor; • Investment law. 	In the absence of a legislative framework on this subject, please identify the resources required to meet this requirement and resources may be allocated, for example, to build the capacity of those involved in this area.	

Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/ suggestions of possible solutions
		<p>enforce these rights and seek to reduce social and geographic inequalities;</p> <p>and</p> <p>(3) A government mechanism is established to implement the articles of the Constitution on the implementation of social justice and reduction of inequality.</p> <p>To meet and exceed the requirements, the following must be true:</p> <p>(1) New laws have been introduced or amended to ensure the integration of social justice and its principles;</p> <p>or</p> <p>(2) The Constitution guarantees that specific resources are allocated to social justice;</p>				

Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/ suggestions of possible solutions
		<p>or</p> <p>(3) The laws include a quota system aimed at empowering marginalized social groups or when, for example, parliament is reviewing a tax policy or a public budget, it works from a perspective that considers the social justice implications;</p> <p>or</p> <p>(4) The government has been asked to impose a tax to support a particular social objective, or to adjust the sectoral and regional allocations to be closer to achieving balanced and equitable development.</p>				

Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/ suggestions of possible solutions
2	Does the government have a clear vision of the need to integrate social justice and its principles into public policies and programmes?	<p>To meet the requirements, the five-year national plan, future vision, national development strategy or the Government's annual or multi-year action plan must clearly include axes, programmes or objectives on the integration of social justice and its principles and associated positive concepts and values such as equality, equity, equal opportunity, social inclusion, elimination of discrimination, full participation of all, equitable distribution of wealth and the enforcement of various rights in their economic, political, social, cultural and other dimensions.</p> <p>To approach the requirements, the five-year national plan, future vision, national</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Updated five-year national plan; • Future vision; • National strategy for sustainable development; • Government action plan. 	If the five-year plan or national vision do not address the importance and necessity of achieving social justice, what resources are required to achieve this goal and formulate a national plan that considers social justice?	

Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/ suggestions of possible solutions
		<p>development strategy, annual or multi-year government action plan must clearly include a reference to achieving social justice.</p> <p>To meet and exceed the requirements, the national plan or strategy must clearly include the human and financial resources and institutional and legislative frameworks to achieve social justice.</p>				
3	Do the constitution, national vision or national five-year plan stipulate achieving growth and social justice in a sustainable framework that respects the environment?	<p>To meet the requirements, the constitution, the national five-year plan, future vision, national development strategy or annual or multi-year government action plan must clearly include the following four conditions:</p> <p>(1) Sustainability of growth and achieving it with the participation of different</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Updated national five-year plan; • Future vision; • National strategy for sustainable development; • Government action plan; • Constitution. 	If the five-year plan, national vision or constitution do not address the importance and necessity of achieving social justice and ensuring sustainable growth while respecting natural resources and the rights of future generations, what resources are required to achieve this goal?	

Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/ suggestions of possible solutions
		<p>segments of society;</p> <p>(2) Respect for the natural environment and rational use of non-renewable resources;</p> <p>(3) Respect for the rights of future generations;</p> <p>(4) Respect for cultural differences, minorities and different segments of society.</p> <p>To approach the requirements, the constitution, the national five-year plan, future vision, national development strategy or annual or multi-year government action plan must clearly include two of the four conditions.</p> <p>To meet and exceed the requirements, the constitution, national plan or strategy must</p>				

Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/ suggestions of possible solutions
		clearly include the financial resources to achieve the conditions.				
4	Do institutions and ministries at different levels of government cooperate through a coordination mechanism aimed at effectively and consistently integrating and achieving social justice principles?	<p>To meet the requirements, there must be a clear coordination mechanism/structure between government structures and ministries at the central level to work and consult to integrate social justice principles into public policies and programmes.</p> <p>To approach the requirements, the structure must be present without a statement and the coordination mechanism is adjusted.</p> <p>To meet and exceed the requirements, the coordination mechanism/structure must be clearly institutionalized at two levels:</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Legal documents (resolutions, decrees, etc.) institutionalizing the coordination mechanism; • Reports and minutes of meetings of members of the coordination mechanism; • The frame of reference that determines the work of the coordination mechanism. 	In the absence of a clear coordination mechanism between institutions and ministries, please specify the resources (human, financial, legislative) required to meet this requirement. Resources may be allocated, for example, to build the capacity of those involved in this area.	

Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/ suggestions of possible solutions
		<p>(1) Coordination to integrate social justice principles at all central/national as well as regional levels;</p> <p>and</p> <p>(2) Presence of a reference framework defining how it works and its objectives and components.</p>				
5	Does the decentralization policy or the local authorities act aim to promote social justice?	<p>To meet the requirements, the decentralization policy document or the local authorities act must include a clear indication promoting social justice through increased public participation, empowerment of local authorities and participation in decision-making.</p> <p>To meet and exceed the requirements, the decentralization policy</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Public policy document for decentralization; • Local authorities act organizations code. 	<p>If this requirement is not met, please specify the resources required.</p> <p>Resources may be devoted, for example, to capacity-building in methods of social dialogue and building consensus between local and central authorities.</p>	

Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/ suggestions of possible solutions
		document or the local authorities act must clearly include the human and financial resources needed to increase public participation, empower local authorities and enable participation in decision-making.				
6	Do government institutions and ministries have the capacity, competencies and human resources needed to develop policies and programmes to achieve social justice?	<p>To meet the requirements, at least 50 per cent of Government staff (general managers, cabinet advisers, directors, heads of agencies and departments) must have acquired the necessary competencies and skills after participating in training workshops and obtained certificates thereof (both conditions must be met):</p> <p>(1) To establish an inclusive vision of social justice concepts and national</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Number of training courses in this area; • Number of Government staff participating in training courses. 	<p>If the necessary capacity and human resources are absent, please identify the resources required to build the capacity of those involved in this area.</p> <p>Meeting these requirements may require more advanced knowledge, requiring a concomitant review of recruitment criteria, the organization of training and retraining courses for employees, the promotion of the</p>	

Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		<p>development goals;</p> <p>and</p> <p>(2) To design policies and programmes based on the principles of equality and social justice;</p> <p>To meet and exceed the requirements, more than 75 per cent of the ministry's staff must have participated in training courses in this field and obtained certificates.</p>			appropriate professional culture, knowledge and skills, the ability to initiate and adapt to emergencies and changes and the ability to plan based on a culture of rights and equality.	

II. Specialized questions: policy planning, implementation and follow-up

A. The policy planning phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
7	Has the principle of partnership with non-governmental entities, including beneficiaries, civil society organizations, labour	To meet the requirements, the government body must show that it has met the following two conditions:	<ul style="list-style-type: none"> Meets and exceeds the requirements; Meets the requirements; 	<ul style="list-style-type: none"> Policy planning documents containing proposals from non-governmental organizations; 	If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to capacity-building in social dialogue and	

A. The policy planning phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
	unions and non-governmental organizations, been adopted in the implementation of the public policy?	<p>(1) It has consulted and cooperated with multiple civil-society organizations (such as non-governmental organizations, labour unions, beneficiaries, social activists, the private sector or cultural and social organizations) and engaged them in the policy's design;</p> <p>and</p> <p>(2) It has incorporated some ideas and proposals from civil society and non-governmental organizations into the policy design process.</p> <p>To approach the requirements, the government body must have met one of the above requirements.</p>	<ul style="list-style-type: none"> Approaches the requirements; Does not meet the requirements; Not applicable. 	<ul style="list-style-type: none"> Reports and minutes of meetings and working sessions documenting the participation of civil society and non-governmental organizations at all stages; Partnership documents between government bodies and non-governmental organizations at the central and decentralized level; Mechanisms that allow beneficiaries and civil society organizations to contribute to the development of the policy (coordination mechanisms, cooperation agreements, etc.); Number of non-governmental and 	<p>consensus-building, the adoption of participatory budgets and minutes or the establishment of advisory committees and councils, specialized working groups, focus groups, workshops, public hearings, etc.</p> <p>Support can also be provided for the preparation of a national report on the vision of the participatory context, coordination between ministries and civil society institutions and the system of work between different parties.</p>	

A. The policy planning phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		<p>To meet and exceed the requirements, it must show that:</p> <p>(1) A broad and well-developed partnership such as delegating to citizens and concerned groups larger responsibility in making choices and engaging them in policymaking processes;</p> <p>or</p> <p>(2) An institution for a three-way social dialogue (between the government, labour organizations and employer organizations) has been activated at the central and decentralized level.</p>		civil society organizations participating in the policy development process.		
8	Has a comprehensive whole-of-society and human rights-based	To meet the requirements, the policy document must meet two conditions:	<ul style="list-style-type: none"> Meets and exceeds the requirements; 	<ul style="list-style-type: none"> Policy planning documents; 	If the public policy does not address social justice principles at the planning stage, please	

A. The policy planning phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
	approach been adopted in the formulation of the public policy?	<p>(1) It must include a clear reference to non-discrimination in implementation and must respect the principles of equity, equality and human rights;</p> <p>(2) It must not be based on a partial or sectoral approach and must not be targeted at a narrow range, i.e. the policy must be all-inclusive, taking into account the specific needs and importance of targeted actions of some of the most vulnerable groups within society.</p> <p>To approach the requirements, the public policy document must have met one of the above requirements.</p>	<ul style="list-style-type: none"> • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Detailed information on the target groups before and after the public policy (classified statistical data, survey results, etc.); • Existing programmes and mechanisms to target all groups. 	specify the resources required to meet this requirement. Resources may be allocated, for example, to build the capacity of those involved in this area.	

B. The policy implementation phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
9	Has the policy implementation process upheld and ensured the principle of leaving no one behind?	To meet the requirements, the policy must directly target the groups most vulnerable to discrimination and marginalization (women and girls, persons with disabilities, the unemployed, the elderly, etc.).	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Evidence must be provided from detailed statistics and studies that the groups most vulnerable to discrimination and marginalization have benefited from the policy. It is preferable to provide statistics on the socioeconomic status of these groups before and after the implementation of the policy. 	If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to build the capacities of those involved in this area.	
10	Has the implementation of the public policy taken into account social justice principles to ensure equality, equal opportunity and social inclusion among different segments of society?	To meet the requirements and in order for the implementation of the public policy to be considered effective in guaranteeing equality and equal opportunity, the policy must achieve at least 70 per cent of the desired/planned results.	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; 	<ul style="list-style-type: none"> • Detailed information and statistics on the number of beneficiaries of the policy, particularly marginalized groups; • Qualitative indicators of the policy's impact; 	If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to build the capacities of those involved in this area.	

B. The policy implementation phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		<p>To approach the requirements, the public policy must succeed in achieving between 50 and 70 per cent of the desired/planned results.</p> <p>To meet and exceed the requirements, the public policy must succeed in achieving more than 90 per cent of the desired/planned results.</p>	<ul style="list-style-type: none"> • Not applicable. 	<ul style="list-style-type: none"> • Surveys. 		
11	Do government agencies apply human rights standards and principles and respect fundamental freedoms in the implementation of public policy and programmes?	<p>To meet the requirements, government agencies must meet the following three conditions:</p> <p>(1) They must have ratified the nine core international human rights instruments;</p> <p>and</p> <p>(2) They must have established an accountability mechanism to ensure that</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Government documents indicating the use of human rights guidelines with regard to the implementation of public policies; • Comprehensive regular review, and review of human rights records; • International covenants, conventions and 	<p>If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to build the capacity of those involved in this area.</p>	

B. The policy implementation phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		<p>policies comply with ratified agreements;</p> <p>and</p> <p>(3) Human rights guidelines must have been followed in the implementation of public policies.</p> <p>To approach the requirements, government agencies must meet two of the conditions.</p> <p>To meet and exceed the requirements, the following three conditions must be met:</p> <p>(1) More than the nine core international human rights instruments must have been ratified;</p> <p>and</p>		<p>agreements followed by official bodies when implementing public policy (e.g. the International Covenant on Economic and Social Rights);</p> <ul style="list-style-type: none"> • Special agreements on: the rights of persons with disabilities; children and women; migrants and refugees; elimination of all forms of racial discrimination; minorities. 		

B. The policy implementation phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		<p>(2) The guidelines in these instruments must have been followed in the implementation of public policies.</p> <p>and</p> <p>(3) A government mechanism must have been established to implement the ratified agreement</p>				
12	Has the principle of partnership with non-governmental organizations, beneficiaries, civil society organizations and labour unions been adopted in the implementation of the public policy?	<p>To meet the requirements, the government agency must indicate that the following conditions are met (both conditions must be met):</p> <p>(1) It has consulted and cooperated with various components of civil society and has engaged them in the implementation of the public policy and its programmes;</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Reports and minutes of meetings and working sessions documenting the participation of civil society and non-governmental organizations at all stages of implementation; • Partnership documents between government agencies and non- 	<p>If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to capacity-building in social dialogue and consensus-building, the adoption of participatory budgets and minutes or the establishment of advisory committees and councils, specialized working groups, focus groups, workshops, public hearings, etc.</p>	

B. The policy implementation phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		<p>(2) It has incorporated some ideas and proposals from civil society and non-governmental organizations into the policy implementation process.</p> <p>To approach the requirements, government agencies must have met one of these requirements.</p> <p>To meet and exceed the requirements, it must show that:</p> <p>(1) A broad and well-developed partnership has been established and the decisions of citizens and concerned groups have been implemented;</p> <p>or</p> <p>(2) An institution for a three-way dialogue (between the government,</p>		<p>governmental organizations at the central and decentralized level;</p> <ul style="list-style-type: none"> • Mechanisms that allow beneficiaries and civil society organizations to contribute to the implementation of policy (coordination mechanisms, cooperation agreements, etc.); • Number of non-governmental and civil society organizations participating in the policy implementation process. 		

B. The policy implementation phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		labour organizations and employer organizations) has been implemented at the central and decentralized level.				
13	Have local policy programmes guaranteed the principles of social justice?	<p>To meet the requirements, local policy implementation programmes must meet five conditions:</p> <p>(1) The local programme's design must consider the principles of social justice through the use of indicators measuring equal access to programme benefits, must include the active participation of civil society in its design and must respect the rights of beneficiaries</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Local programme design documents; • Local programme assessment documents; • Circulation of the assessment results (via the ministry's website); • Studies on beneficiaries of local programmes. 	Please specify the resources required to meet this goal.	

B. The policy implementation phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		<p>and the principle of non-discrimination;</p> <p>(2) Local policy implementation programmes must be extended nationwide, i.e. without neglecting any geographical area;</p> <p>(3) The programme assessment must show the achievement of 70 per cent of the desired objectives;</p> <p>(4) Information on beneficiaries of local programmes from vulnerable and marginalized groups must be analysed through specialized studies, particularly opinion polls;</p> <p>(5) The results of the local program assessment must be circulated to all.</p>				

B. The policy implementation phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		To approach the requirements, three of the five conditions must be met.				
14	Is the public policy aimed at achieving the Sustainable Development Goals by 2030 in general and Goal 10 (Reduce inequality) and its targets in particular?	<p>To meet the requirements, the policy document must include a clear reference to achieving the Sustainable Development Goals in general and to achieving Goal 10 and its targets, in particular targets 10.1, 10.2, 10.3 and 10.4.</p> <p>To approach the requirements, the policy document must include a general reference to the 2030 Agenda without specifying the Sustainable Development Goals to be achieved.</p> <p>To meet and exceed the requirements, the policy must include the necessary mechanisms and a detailed action</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Information and statistics on the Sustainable Development Goals; • Voluntary National Review; • Information on the extent to which the targets within Goal 10 have been met; • 10-2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status; • 10-3 Ensure equal opportunity and reduce inequalities of outcome, 	If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to build the capacity of those involved in this area.	

B. The policy implementation phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		plan to achieve the Sustainable Development Goals and all targets within Goal 10.		including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard; <ul style="list-style-type: none"> 10-4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality. 		
15	Does the public policy allocate in the budget the financial resources needed to achieve social justice?	To meet the requirements, the public policy must allocate at least 30 per cent of its public budget to social justice-oriented programmes and projects and sources of funding for them. To approach the requirements, the public policy must	<ul style="list-style-type: none"> Meets and exceeds the requirements; Meets the requirements; Approaches the requirements; Does not meet the requirements; Not applicable. 	<ul style="list-style-type: none"> Detailed budget or other sources of funding (external/internal). 	If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to build the capacities of those involved in this area.	

B. The policy implementation phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		<p>allocate between 15 and 30 per cent of its public budget to develop social justice-oriented programmes and projects.</p> <p>To meet and exceed the requirements, it must:</p> <p>(1) Exceed the financing threshold of 30 per cent;</p> <p>or</p> <p>(2) Ensure sustainable funding by relying on stable sources of funding.</p>				
16	Does the public policy allocate the human resources needed to achieve social justice?	To meet the requirements, the public policy must include competency training plans on the integration of social justice principles targeting public officials directly or indirectly involved in various aspects of its development and implementation.	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Training plans and the number of staff benefiting; • Budget allocated for training. 	If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to build the capacities of those involved in this area.	

B. The policy implementation phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		To meet and exceed the requirements, it must include a training plan with a dedicated budget for officials to acquire competencies in the integration of the principles of social justice.				
17	Is there any official recognition that social justice goals and issues were identified when the public policy was developed but were not implemented or achieved through it?	<p>To meet the requirements, the policy assessment document must detail the social justice principles and issues identified when developing the policy that have not been furthered or achieved in its implementation.</p> <p>To meet and exceed the requirements, the causes and difficulties must be explained.</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Public policy document; • Information and statistics on the extent to which the public policy and its projects are accomplished. 	If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to build the capacities of those involved in this area.	

C. The policy follow-up phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
18	Has the extent to which the public policy incorporates the principles of social justice been regularly assessed and monitored within a clear institutional framework?	<p>To meet the requirements, authorities must indicate that the following conditions are met (both conditions must be met):</p> <p>(1) Social justice indicators are used in the monitoring and assessment process;</p> <p>and</p> <p>(2) It is updated regularly.</p> <p>To approach the requirements, government agencies must have met one of these requirements.</p> <p>To meet and exceed the requirements, it must be shown that there was investigation of the indicators and measures used in the policy to follow up and assess to what extent they incorporate the principles of social justice.</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Monitoring and assessment documents indicating the use of social justice indicators (e.g. indicators of equality, gender inequality, the Gini index, etc.); • Social justice monitoring. 	<p>If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to build the capacity of those involved in this area.</p>	

C. The policy follow-up phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
19	If assessments were performed of the extent to which policies incorporated social justice principles, have the monitoring and assessment results been integrated into future policy planning?	<p>To meet the requirements, the government agency must have incorporated the results of the monitoring and assessment into future planning and included lessons learned.</p> <p>To approach the requirements, the government agency must have conducted the monitoring and assessment process but not incorporated the results into future planning.</p> <p>To meet and exceed the requirements, the following must be true:</p> <p>(1) The results of the monitoring and assessment and the lessons learned must have been incorporated into future planning;</p> <p>and</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Future planning documents for the policy that include lessons learned; • Mechanisms to collect existing information; • Statistical data and assessment analysis reports. 	If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to build the capacities of those involved in this area.	

C. The policy follow-up phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		(2) Follow-up indicators, objectives and measurements must have been identified using relevant sources of validation.				
20	If assessment processes were performed of the extent to which public policies include social justice principles, has the principle of partnership with non-governmental entities, including beneficiaries, civil society organizations, labour unions and non-governmental organizations, been adopted in the assessment and follow-up of the public policy?	<p>To meet the requirements, the government agency must indicate that the following conditions are met (both conditions must be met):</p> <p>(1) It has consulted and cooperated with various components of civil society and has engaged them in the assessment and follow-up of the public policy and its programmes;</p> <p>and</p> <p>(2) It has incorporated some proposals from civil society and non-</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Reports and minutes of meetings and working sessions documenting the participation of civil society and non-governmental organizations at all stages; • Partnership documents between government agencies and non-governmental organizations at the central and decentralized level; • Mechanisms that allow beneficiaries 	<p>If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to capacity-building in social dialogue and consensus-building, the adoption of participatory budgets and minutes or the establishment of advisory committees and councils, specialized working groups, focus groups, workshops, public hearings, etc.</p>	

C. The policy follow-up phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		<p>governmental organizations into the policy assessment and follow-up process.</p> <p>To approach the requirements, the government agency must have met one of these requirements.</p> <p>(1) To meet and exceed the requirements, it must show that: A broad and well-developed partnership has been established and the results of the assessment and proposals from citizens and concerned groups have been considered;</p> <p>or</p> <p>(2) An institution for a three-way dialogue (between the government, labour</p>		<p>and civil society organizations to contribute to the development, implementation and follow-up of policy (coordination mechanisms, cooperation agreements, etc.);</p> <ul style="list-style-type: none"> • Number of non-governmental and civil society organizations participating in the policy follow-up process. 		

C. The policy follow-up phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		organizations and employer organizations) has been activated at the central and decentralized level.				
21	Do government agencies regularly update data and information systems to follow up on public policies and monitor their incorporation of social justice principles in partnership with universities and non-governmental institutions?	<p>To meet the requirements, the government body must update the database regularly (every 5 years), in partnership with universities and non-governmental institutions.</p> <p>To approach the requirements, the government agency must update the database irregularly.</p> <p>To meet and exceed the requirements, the government agency must have established a formal mechanism/structure to update the database on a regular basis, in partnership with universities and non-</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • A database for the policy using several governmental and non-governmental sources; • Administrative record data. 	If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to build the capacities of those involved in this area.	

C. The policy follow-up phase						
Question number	Question/indicator	How to assign the performance indicator rating	Response	Reference documents to explain the answer	Challenges and lack of required resources	Notes on gaps/suggestions of possible solutions
		governmental organizations.				
22	Do government agencies publish detailed and accurate data and information on the extent to which the public policy achieves social justice to ensure accountability and transparency?	<p>To meet the requirements, the government agency must publish on its website information and data on the extent to which the public policy achieves social justice.</p> <p>To approach the requirements, the government agency must irregularly (occasionally) publish information and data on the extent to which the public policy achieves social justice on its website.</p> <p>To meet and exceed the requirements, the government agency must publish data annually measuring the public policy's impact on social justice.</p>	<ul style="list-style-type: none"> • Meets and exceeds the requirements; • Meets the requirements; • Approaches the requirements; • Does not meet the requirements; • Not applicable. 	<ul style="list-style-type: none"> • Government website; • Social justice monitoring. 	If this requirement is not met, please specify the resources required. Resources may be allocated, for example, to build the capacities of those involved in this area.	

Annexes

Annex I. Guidance Notes

I. General questions: Vision and institutional frameworks for integrating social justice issues

Question number	Question/indicator	Notes and examples of the indicator
1	Do the Constitution and the legislative framework stipulate that social justice and its principles must be incorporated into public policies and programmes?	<p>First: To meet the requirements, the Constitution or legislative framework must contain a clear and specific text (laws, regulations, decisions and decrees protecting fundamental rights, etc.) on the inclusion and achievement of social justice principles.</p> <p>➤ Example of chapter 12 of the Tunisian Constitution:</p> <p>“The state shall seek to make good use of national resources and achieve social justice, sustainable development and balance between regions based on development indicators and the principle of positive discrimination”.</p> <p>➤ Example of article 8 of the Egyptian Constitution:</p> <p>“Society is based on social solidarity. The State commits to achieving social justice and providing the means to achieve social solidarity to ensure a decent life for all citizens, as governed by law.”</p> <p>➤ Example of the preface of the Constitution of Morocco:</p> <p>“With fidelity to its irreversible choice to build a democratic state of law, the Kingdom of Morocco resolutely pursues the consolidation and reinforcement of the institutions of a modern State, based on the principles of participation, pluralism and good governance. It develops a society of solidarity where all enjoy security, liberty, dignity, equality, equal opportunities, social justice and the elements of a decent life, within the framework of the balance of the rights and the duties of citizenship.”</p> <p>➤ Example of the Qatari Constitution:</p> <p>The Qatari Constitution emphasizes social justice in many articles in chapter II and chapter III.</p> <p>Article 28</p> <p>The State guarantees the freedom of economic activity on the basis of social justice and balanced cooperation between public and private activity, to achieve economic and social development, increase production, achieve prosperity for citizens, raise their standard of living and provide them with employment opportunities, in accordance with the provisions of the law.</p>

Question number	Question/indicator	Notes and examples of the indicator
		<p>Article 30 The relationship between employees and employers is based upon social justice and is regulated by law.</p> <p>Article 43 Taxes are based on social justice and may only be imposed by law.</p> <p>Second: To meet and exceed the requirements, (1) new laws must be introduced or existing laws must be amended to ensure the integration of social justice and its principles; or the Constitution must guarantee the allocation of specific resources to achieve social justice:</p> <ul style="list-style-type: none"> ➤ Example of the Egyptian Constitution, which stipulates a certain value (percentage) of public spending for health and education. <p>(2) The laws include a quota system aimed at empowering marginalized groups:</p> <ul style="list-style-type: none"> ➤ Example of Lebanese Law No. 220/2000, which stipulates a mandatory 3 per cent quota for employment of people with special needs in the public and private sectors.
2	<p>Does the government have a clear vision of the need to integrate social justice and its principles into public policies and programmes?</p>	<p>First: To meet the requirements, the vision must clearly include axes, programmes or objectives on the integration of social justice and its principles into public policies and programmes.</p> <p>Second: To meet and exceed the requirements, the national plan or strategy must clearly include the human and financial resources and institutional and legislative frameworks to achieve social justice.</p> <ul style="list-style-type: none"> ➤ An example of the inclusion of social justice is Egypt Vision 2030 (Sustainable Development Strategy), where social justice is a dimension of the strategy. <p>Axis Five: Social Justice</p> <p>By 2030, the goal is to build a just and solidarity-based society characterized by equal rights, economic, social and political opportunities and the highest degree of social integration, a society capable of ensuring the right of citizens to participation and an equitable distribution in light of the standards of efficiency, achievement and the rule of law, stimulating opportunities for ability-based social mobility, providing protection mechanisms against risks to life and health, supporting marginalized segments of society and protecting the most vulnerable groups.</p> <p>Strategic Objectives</p> <ul style="list-style-type: none"> • Promote community integration and reduce negative polarization; • Increase community integration, reduce negative polarization and establish an effective partnership between development partners (state – civil society – private sector); • Achieve equality of rights and opportunities;

Question number	Question/indicator	Notes and examples of the indicator
		<ul style="list-style-type: none"> Promote opportunities for social mobility through an institutional system that achieves equality of economic, social and political rights and opportunities; Protect the most vulnerable groups; Ensure an equitable distribution and reduce class gaps by supporting marginalized segments of society and protecting the most vulnerable groups. <p>➤ Example of the Tunisian National Development Plan 2016-2020 (Volume 1: General Content), in which social justice is one of the priorities.</p> <p>Section IV: Priorities and Reforms</p> <p>The development approach for 2016-2020 is part of the strategic vision of a new Tunisia as a societal project governed by growth-driven values and an alternative model of development based on economic efficiency, social justice and sustainability.</p> <p>It should be noted that the national orientations, objectives and priorities prepared for the period of the development plan were amended through a participatory approach that invited dialogue and consensus among all segments of political forces, economic actors and civil society as the only way to build trust and achieve integration in order to have a successful transition and build a democratic Tunisia. The extreme importance of a participatory approach prioritizing the human dimension in development is confirmed by the fact that human beings are an active element in the development process, which gives them the right to actively participate in power and decision-making and enables them to foster a spirit of citizenship, initiative and responsibility with a view to establishing the foundations of a stable and healthy society and enshrining the principle of equal opportunity and social justice.</p>
3	Do the constitution, national vision or national five-year plan stipulate achieving growth and social justice in a sustainable framework that respects the environment?	<p>➤ Take the example of the Tunisian Constitution above:</p> <p>It should be noted that the concept of future generations and its implications are incorporated into the Constitution at multiple levels, there is an explicit recognition of the rights of future generations and environmental rights and the rights of future generations are linked to environmental and sustainable development rights.</p> <p>This is reflected in the foreword, which links “the need to contribute to climate integrity and preserve the environment to ensure the sustainability of our natural resources” to the continued provision of a safe life for future generations. This is confirmed by chapter 42 of the Constitution, which states that the State “protects... cultural heritage and guarantees the right of future generations to it.” This has been expressly strengthened at the institutional level, where article 129 of the Constitution provides for the creation of the Commission for Sustainable Development and the Rights of Future Generations.</p>

Question number	Question/indicator	Notes and examples of the indicator
		<p>➤ Example of Qatar National Vision 2030:</p> <p>The preamble states:</p> <p>Qatar National Vision 2030 identified five key challenges: modernizing and preserving traditions, balancing the needs of current and future generations, controlling targeted economic growth and avoiding uncontrolled expansion, matching the volume and quality of migrant workers and the target development path and harmonizing economic development, social development and environmental protection.</p> <p>The introduction states:</p> <p>It builds a bridge from the present to the future and paints a vision of a vibrant and prosperous society of economic and social justice that preserves balance between the environment and people and where the core pillars are its values and strong family ties.</p>
4	<p>Do institutions and ministries at different levels of government cooperate through a coordination mechanism aimed at effectively and consistently integrating and achieving social justice principles?</p>	<p>First: The requirements are approached if, for example, a joint working group is established between the concerned ministries, institutions and governmental and non-governmental entities to consolidate and promote social justice and equality in national plans, policies and programmes, and to activate cooperation and integration between the various ministries and parties involved in this area.</p> <p>Second: The requirements are met when the team is institutionalized and its members appointed by a ministerial decision setting out its functions and system of work.</p> <p>➤ Example from Tunisia: the establishment of an inter-ministerial working group in 2019.</p>
5	<p>Does the decentralization policy or the local authorities act aim to promote social justice?</p>	<p>First: To meet the requirements, the decentralization policy or the local authorities act must clearly include axes, programmes or objectives on the integration of social justice and its principles.</p> <p>➤ Example of the Local Authorities Code in Tunisia, which calls for ensuring social justice, local democracy and equal opportunities.</p> <p>➤ Example from Spain.</p> <p>Among its priorities for 2009-2013, the local Basque government worked to implement the principles of governance in housing policy, particularly the principles of consensus, transparency and participation.</p> <p>A number of tracks were adopted with the aim of enshrining the principle of broad community participation in the development of strategy, policy and related legislation, in particular:</p> <ul style="list-style-type: none"> • Social Contract for Housing: in which social and political institutional actors participated; • Renewal of city and housing organization: in which citizens and experts participated. • Basque Housing Act: in which citizens participated.

Question number	Question/indicator	Notes and examples of the indicator
		As a result, 78 social and economic actors signed the social housing contract; 45 proposals from citizens for the urban and housing planning scheme were studied, 30 of which were adopted; and 17,187 website visits were recorded for the Basque Housing Act as well as 2,223 opinions, 188 proposals and 312 social follow-up.
6	Do government institutions and ministries have the capacity, competencies and human resources needed to develop policies and programmes to achieve social justice?	<p>For example, consideration is given to the number of training courses in the area of social justice and the number of government staff (general managers, ministerial advisers, directors, heads of agencies and departments) participating in the training courses.</p> <p>First: To meet the requirements, at least 50 per cent of Government staff (general managers, cabinet advisers, directors, heads of agencies and departments) must have completed and received certificates for training courses to obtain the necessary competencies and skills.</p> <p>Second: To meet and exceed the requirements, more than 75 per cent of the ministry's staff must have participated in training courses in this field and obtained certificates.</p> <p>➤ Example from Chile:</p> <p>The International Labour Organization (ILO) report Social Security for Social Justice and a Fair Globalization provides a model of the policy adopted by Chile from 2006 to 2008 to achieve the desired reform of the retirement system and to ensure better coverage, particularly for agricultural workers, the self-employed, part-time workers and women.</p> <p>After decades of trying to reform the retirement system with major efforts and investments, results have remained limited in terms of improving coverage and gender equality. Therefore, focus has shifted to capacity-building through technical cooperation with experts from the ILO in the conception and implementation of new legislation for a new social protection legislation that is effective in combating poverty and achieving equity.</p>

^a European Union (2017). Quality of Public Administration, A Toolbox for Practitioners, Policymaking, Implementation, and Innovation, p. 44.

II. Specialized questions: policy planning, implementation and follow-up

Question number	Question/indicator	Notes and examples of the indicator
Policy planning phase		
7	Has the principle of partnership with non-governmental entities, including beneficiaries, civil society organizations, labour unions and non-governmental organizations, been adopted in the design of the public policy?	<p>➤ Example of the Qatar National Health Strategy 2018-2020:</p> <p>The second national health strategy was developed through a major participatory process led by the Ministry of Public Health, which included the widespread participation of stakeholders within the health sector and across sectors. The process included an analysis of the current results-based situation, regional and international benchmarking and a report on a transitional programme of lessons learned from the first national health strategy.</p> <p>➤ Example of Oman Five-Year Development Plan 2016-2020:</p> <p>The five-year plan states that “the Plan’s objectives and dimensions were based on ... dialogue with the concerned parties, especially the ministries and government authorities to ensure reflection of their long-term strategies in the objectives of the Plan, and dialogue with youth people, academics and non-governmental organizations. In addition, studies conducted by international organizations, global research centres and specialized consulting firms were also utilized. The Plan methodology also took into consideration the international reports that monitor the ranking of the Sultanate according to comparative international indicators.”</p>
8	Was a comprehensive approach adopted in the formulation of the policy not only for the poorest or most vulnerable groups or individuals, but rather encompassing all members of society based on a human rights approach?	<p>To meet the requirements, the policy document in the field of service delivery must include a clear reference to ensuring the provision of quality services to all without discrimination, especially the most marginalized groups, through targeted mechanisms and programmes.</p> <p>➤ Example of the national multi-sectoral early childhood development strategy in Tunisia, which explains its objectives and orientation to all children in all regions:</p> <p>The multi-sectoral national strategy presents a general vision and objectives formulated in the form of axes, and in their current formulation they are only possible by respecting the following general principles:</p> <ul style="list-style-type: none"> • Basing the best interests of the child as the primary consideration in any intervention concerning him/her; • Considering equitable access to early childhood development services and non-discrimination as among the basic conditions for respecting the basic principle of equal opportunities to development and child protection in Tunisia; • The strategy and the proposed services are based on proven scientific foundations that represent a desire for positive change in favour of early childhood development and the environment for it; • A comprehensive approach to early childhood development that covers all areas of development (physical, cognitive, social and linguistic) is essential since these areas intersect with and complement each other and are of equal importance;

Question number	Question/indicator	Notes and examples of the indicator
		<ul style="list-style-type: none"> The multi-sectoral approach and the tailoring of programmes to children's needs according to their stages of life and their social, health and cultural characteristics are among the keys to the success of this strategy.
Policy implementation phase		
9	Has the policy implementation process upheld and ensured the principle of leaving no one behind?	To meet the requirements, the policy must directly target the groups most vulnerable to discrimination and marginalization (women and girls, persons with disabilities, the unemployed, the elderly, etc.).
10	Has the implementation of the public policy taken into account social justice principles to ensure equality, equal opportunity and social inclusion among different segments of society?	<p>To meet the requirements, the implementation of the public policy is considered to be effective and to guarantee equality and equal opportunity when the policy achieves at least 70 per cent of the desired/planned results.</p> <p>The government authority must provide data and statistics confirming that the policy has achieved at least 70 per cent of the planned results. For example, in the area of social defence, statistics can be provided on the number of at-risk children that centres for defence and social inclusion have supported over the past two years, the rate of increase can be calculated and the results achieved can be compared with the goals.</p> <p>➤ Example from South Africa:</p> <p>In 2003, the Unemployment Insurance Fund expanded coverage to include domestic workers in order to provide equal compensation with regular workers, as provided for by law.</p> <p>Between 2003 and 2008, 633,000 domestic workers, mostly women, benefited from this policy.^a</p> <p>In order to classify the programme as meeting the requirements, it must be established that the number of domestic workers who benefited from it represented at least 70 per cent of the target groups.</p>
11	Do government agencies apply human rights standards and principles and respect fundamental freedoms in the implementation of public policy and programmes?	<p>To meet the requirements, the following must be true:</p> <ul style="list-style-type: none"> In provision of health services, the human rights standards of the United Nations must be followed (general comment No. 14) as well as general comment No. 17 on the rights of the child, article 24; In implementing programmes that help meet children's basic needs and provide care to them, the framework of the Convention on the Rights of the Child must be adhered to; The state must have ratified the nine core international human rights instruments.
12	Has the principle of partnership with non-governmental entities, including beneficiaries, civil society organizations, labour unions and non-governmental organizations, been	<p>To meet the requirements, the policy implementation process must be carried out in a participatory manner involving the different actors.</p> <p>➤ Example of the national multi-sectoral early childhood development strategy in Tunisia.</p> <p>The strategy was developed based on available data and interventions that must be included in line with international standards, beginning with a detailed analysis of the current situation, allowing for the identification of weaknesses and strengths by adopting a participatory and consensual methodology at all stages through</p>

Question number	Question/indicator	Notes and examples of the indicator
	adopted in the implementation of the public policy?	consultation and high-level meetings to determine perceptions and expectations, and continuing to the second phase of the discussion of the draft strategy. The same participatory methodology was adopted in meetings, workshops and meetings of national and technical committees involved in the development and implementation of the strategy.
13	Have local policy programmes guaranteed the principles of social justice?	<p>To meet the requirements, policy implementation programmes at the local level must follow social justice principles.</p> <p>➤ Example of the “Solidarity and Dignity” programme in Egypt:</p> <p>It is a conditional cash transfer programme under the umbrella of developing social safety nets and implementing social protection policy. The programme aims to provide cash support to all poor and eligible groups (poor families, women, children, persons with disabilities, the elderly and young people) in all provinces.</p> <p>The number of beneficiaries of the “Solidarity and Dignity” programme increased from 63,880 in 2015 to 3.6 million in 2020. In the context of decentralization and equitable geographical distribution, 70 per cent of the total allocations for cash support were directed to tribal governorates, which contain 58 per cent of beneficiaries, or about 1.98 million citizens.</p>
14	Is the public policy aimed at achieving the 2030 Sustainable Development Goals in general and Goal 10 (Reduce inequality) and its targets in particular?	<p>To meet the requirements, information and statistics on the Sustainable Development Goals must be provided, particularly on the extent to which the Goal 10 targets have been achieved:</p> <p>➤ SDG 10: Reduce inequality within and among countries</p> <ul style="list-style-type: none"> • 10-1 By 2030, progressively achieve and sustain income growth of the bottom 40 per cent of the population at a rate higher than the national average; • 10-2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status; • 10-3 Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard; • 10-4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality. <p>➤ Example: Oman is on its way to achieving the targets under Goal 10^b.</p> <p>The first voluntary national review of Oman in 2019 shows the progress in achieving SDG 10 and its targets. It includes the most prominent initiatives, challenges and future plans. Goal 10 is linked to the strategic directions of Oman Vision 2040, and the strategic orientation of “A Decent and Sustainable Life for All” within the national priority of “Welfare and Social Protection” is based on the idea that the cohesion and strength of societies and the realization of societal peace require social justice through maintaining the sustainability and quality of social</p>

Question number	Question/indicator	Notes and examples of the indicator
		welfare services, such as health and education services, and providing social safety nets that ensure sustainable livelihoods for both present and future generations.
15	Does public policy allocate in the budget the financial resources needed to achieve social justice?	<p>To meet the requirements, the budget and financial resources needed to achieve social justice must be allocated.</p> <p>➤ Take the example of the national multi-sectoral strategy for early childhood development in Tunisia, which sets estimated budgets in Tunisian dinars for each axis of the strategy each year. The strategy does not meet the requirements because the budget does not separate the resources required to achieve social justice. However, it approaches the requirements as it allocates the budget and financial resources needed to improve the integration of children in fragile situations (Axis 3).</p> <ul style="list-style-type: none"> • Axis 1: Early childhood development facilities and services: 152,625,000; • Axis 2: Family and parental education: 6,403,000; • Axis 3: Integrated activities and services for children in fragile situations: 23,145,000; • Axis 4: Standards and basic and ongoing training: 3,548,000; • Axis 5: Quality, follow-up-assessment and research: 3,860,000; • Axis 6: Advocacy, training and communication for early childhood and family development: 1,052,000; • Axis 7: Governance, finance, coordination and partnership: 4,709,000.
16	Does public policy allocate the human resources needed to achieve social justice?	To meet the requirements, the policy document must clearly identify the human resources needed to achieve social justice.
17	Is there any official recognition that social justice goals and issues were identified when the public policy was developed but were not implemented or achieved through it?	To meet the requirements, the policy assessment document must set out the social justice objectives (as relate to equality, equity, participation and rights) that were identified in the development of the policy but not achieved in its implementation and include lessons learned.
Policy follow-up phase		
18	Has the extent to which the public policy incorporates the principles of social justice been regularly assessed and monitored within a clear institutional framework?	<p>To meet the requirements, monitoring and assessment documents and reports (annual, mid-point, final) must make use of social justice indicators.</p> <p>➤ Example from the European Union:</p> <p>EU countries use social justice indicators in the report Social Justice in the EU – Index Report 2017^c.</p>

Question number	Question/indicator	Notes and examples of the indicator
19	If assessments were performed, have the monitoring and assessment results been integrated into future policy planning?	<p>To meet the requirements, be sure that future policy planning documents include lessons learned and identify unrealized goals:</p> <p>➤ Example of the ninth Omani five-year development plan (2016-2020), which outlined the challenges to which the plan responded as including:</p> <p>In light of the previous assessment of development plans and achievements with respect to the overall development goals targeted in Vision 2020, and in the absence of being able to achieve some of the goals of the future vision in a number of aspects to a sufficient degree, in addition to the increasing development requirements on the one hand and fluctuations in world oil prices on the other, there remain major challenges to be taken into account in the development of the ninth five-year development plan for 2016-2020, the most important of which can be summarized as follows:</p> <ul style="list-style-type: none"> • Regional and global economic variables; • Providing employment opportunities to accommodate current job seekers; • Accelerating economic diversification; • Creating an effective and competitive private sector.
20	If assessment processes of public policies were performed, has the principle of partnership with non-governmental entities, including beneficiaries, civil society organizations, labour unions and non-governmental organizations, been adopted in the assessment and follow-up of the public policy?	<p>To meet the requirements, the assessment and follow-up process must be conducted in a participatory manner involving non-governmental entities, and reports and minutes of meetings and working sessions must document the participation of civil society and non-governmental entities at all stages as must partnership documents between official bodies and non-governmental entities at the central and decentralized levels.</p> <p>➤ Example from Uruguay:</p> <p>In 2007, the National Social Dialogue was established to research social protection policies and included 80 representatives of public sector institutions, employers, workers, beneficiaries and international and academic organizations.</p> <p>The Dialogue lasted nine months and gave rise to intensive coordination between government agencies and social programmes. At the conclusion, agreement was reached on 10 points, most notably pension reform, including a grant equivalent to a year of retirement for women for each child they had and a support programme for the unemployed. The package of reforms concluded by the expanded dialogue has achieved extensive coverage in the area of social protection and anti-poverty.^d</p>
21	Do government agencies update data and information systems to regularly follow up on public policies in	<p>To meet the requirements, indicators, objectives and measurements must be determined based on sources of verification and must be updated on a regular basis.</p> <p>➤ The example of the National Multi-Sector Early Childhood Development Strategy in Tunisia details 253 activities listed under seven axes. Indicators, objectives and measurements were determined based on</p>

Question number	Question/indicator	Notes and examples of the indicator
	partnership with universities and non-governmental institutions?	relevant sources of verification. Implementation deadlines were set for the five-year period of the plan by the responsible department as well as the other partners. The estimated annual budget for each activity was also set.
22	Do government agencies publish detailed and accurate data and information on the extent to which the public policy achieves social justice to ensure accountability and transparency?	<p>To meet the requirements, statistical data on the degree to which the public policy achieves social justice must be published.</p> <p>➤ Example from Australia:</p> <p>As part of the follow-up of the results of public policies to achieve social justice, particularly with regard to aboriginal Australians, the Government has published an annual report since 1993.^e</p>

^a International Labour Organization (2011). Social security for social justice and a fair globalization: Recurrent Discussion On Social Protection (Social Security) Under the ILO Declaration on Social Justice For a Fair Globalization, Geneva: International Labour Office. p. 78.

^b Sultanate of Oman (2019). First Voluntary National Review of the Sultanate of Oman 2019, High-Level Political Forum.

^c Daniel Schraad-Tischler and others, Social Justice in the EU – Index Report 2017 (Gütersloh, Germany, Bertelsmann Stiftung, 2017).

^d International Labour Organization (2011). Social security for social justice and a fair globalization: Recurrent Discussion On Social Protection (Social Security) Under the ILO Declaration on Social Justice For a Fair Globalization, Geneva: International Labour Office.

^e Australian Human Rights Commission, *Social Justice and Native Title Report 2016* (2016).

Annex II. Sample Plan of Action

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Annex III. ESCWA references and publications on issues of social justice and equality

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_____ (2013a). Manual on capacity-building for partnership in democratic governance (E/ESCWA/SDD/2012/3/Manual).

_____ (2013b). Information Kit – Effective Indicators to Measure Public Civil Participation (E/ESCWA/SDD/2013/Technical Paper.6).

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_____ (2013g). Women and participation in the Arab uprisings: A struggle for justice (E/ESCWA/SDD/2013/Technical Paper.13).

_____ (2014a). Civil society development in transition: Lessons from Egypt, Libya, Tunisia and Yemen (E/ESCWA/SDD/2014/Pamphlet.3).

_____ (2014b). Emerging Channels of Public Participation After the Arab Uprisings: Participation in Public Policy Processes, Issue No. 3 (E/ESCWA/SDD/2014/Brief.3).

_____ (2014c). Social justice in Arab countries: Challenges and recommended courses of action (E/ESCWA/SDD/2014/Technical Paper.2).

_____ (2014d). Social justice in the Arab world, by Jihad Azour (E/ESCWA/SDD/2014/Background Paper.1).

_____ (2015a). Priority issues in achieving social development in the Arab region: Participation as a lever for social justice (E/ESCWA/SDD/2015/IG.1/4(Part III)).

_____ (2015b). Social and Solidarity Economy as a Tool for Justice, Participation in Public Policy Process Policy Brief, Issue No. 4 (E/ESCWA/SDD/2014/Brief.4).

_____ (2015c). Social Protection as a Tool for Justice, Vol. 5, Issue No. 2 (E/ESCWA/SDD/2015/Technical Paper.3).

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- _____ (2016). Equality in the New Global Agenda: Integrating a Gender-perspective in Implementation of SDG 1 and 2 in the Arab region (E/ESCWA/SDD/2016/TECHNICAL PAPER.2).
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