Human Rights Based Approach to Target and Indicator Setting

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Executive Summary

Human Rights Based Approach to Target and Indicator Setting

Development planners rely on statistics when setting targets and indicators. UNDP cautions that statistics alone cannot capture the full picture of human rights and that broader political, social and contextual analysis is needed to augment statistical analysis in order to understand the human rights landscape of a country. UNDP warns that statistics may be *underused*, especially for issues that are incriminating, embarrassing or simply ignored by governments; or *misused* or biased towards institutions and formalized reporting, towards events that occur—and not events that are prevented or suppressed; or *politically abused* or manipulated for political purposes.[1]

The UN Committee on the Rights of the Child recommended the collection of sufficient and reliable data on children disaggregated to enable identification of discrimination and/or disparities in the realization of human rights. Such data collection needs to extend over the whole period of childhood, up to the age of 18 years, and needs to be coordinated throughout the jurisdiction, ensuring nationally applicable indicators. The Committee urged states to collaborate with appropriate research institutes in order to build up a complete picture of progress towards implementation, with qualitative as well as quantitative studies. The Committee stressed: "It is essential not merely to establish effective systems for data collection, but to ensure that the data collected are evaluated and used to assess progress in implementation, to identify problems and to inform all policy development for children. Evaluation requires the development of indicators related to all rights guaranteed by the Convention." The Committee further emphasized that, "in many cases, only children themselves are in a position to indicate whether their rights are being fully recognized and realized. Interviewing children and using children as researchers (with appropriate safeguards) is likely to be an important way of finding out, for example, to what extent their civil rights, including the crucial right set out in article 12, to have their views heard and given due consideration, are respected within the family, in schools and so on."[2]

To ensure the reliability and accuracy of data and statistics, actors in human rights based development planning are urged to apply the *Fundamental Principles of Official Statistics,* adopted in April 1994 by the United Nations Statistical Commission. The *Principles* recognize "that official statistical information is an essential basis for development in the economic, demographic, social and environmental fields and for mutual knowledge and trade among the States and peoples of the world; … that the essential trust of the public in official statistical information depends to a large extent on respect for the fundamental values and principles which are the basis of any

[1] UNDP, *Human Development Report 2000*, Chapter 5: *Using Indicators for Human Rights Accountability.*

[2] General Comment 5, "General measures of implementation of the Convention on the Rights of the Child (Arts. 4, 42 and 44, para. 6)," adopted by the United Nations Committee on the Rights of the Child at its thirty-fourth session, 2003, UN Doc. HRI/GEN/1/Rev. 9 (Vol. II), 27 May 2008.

society which seeks to understand itself and to respect the rights of its members; [and] … that the quality of official statistics, and thus the quality of the information available to the Government, the economy and the public depends largely on the cooperation of citizens, enterprises, and other respondents in providing appropriate and reliable data needed for necessary statistical compilations and on the cooperation between users and producers of statistics in order to meet users' needs."[3]

Fundamental Principles of Official Statistics

Principle 1. Official statistics provide an indispensable element in the information system of a democratic society, serving the Government, the economy and the public with data about the economic, demographic, social and environmental situation. To this end, official statistics that meet the test of practical utility are to be compiled and made available on an impartial basis by official statistical agencies to honor citizens' entitlement to public information.

Principle 2. To retain trust in official statistics, the statistical agencies need to decide according to strictly professional considerations, including scientific principles and professional ethics, on the methods and procedures for the collection, processing, storage and presentation of statistical data.

Principle 3. To facilitate a correct interpretation of the data, the statistical agencies are to present information according to scientific standards on the sources, methods and procedures of the statistics.

Principle 4. The statistical agencies are entitled to comment on erroneous interpretation and misuse of statistics.

Principle 5. Data for statistical purposes may be drawn from all types of sources, be they statistical surveys or administrative records. Statistical agencies are to choose the source with regard to quality, timeliness, costs and the burden on respondents.

Principle 6. Individual data collected by statistical agencies for statistical compilation, whether they refer to natural or legal persons, are to be strictly confidential and used exclusively for statistical purposes.

Principle 7. The laws, regulations and measures under which the statistical systems operate are to be made public.

Principle 8. Coordination among statistical agencies within countries is essential to achieve consistency and efficiency in the statistical system.

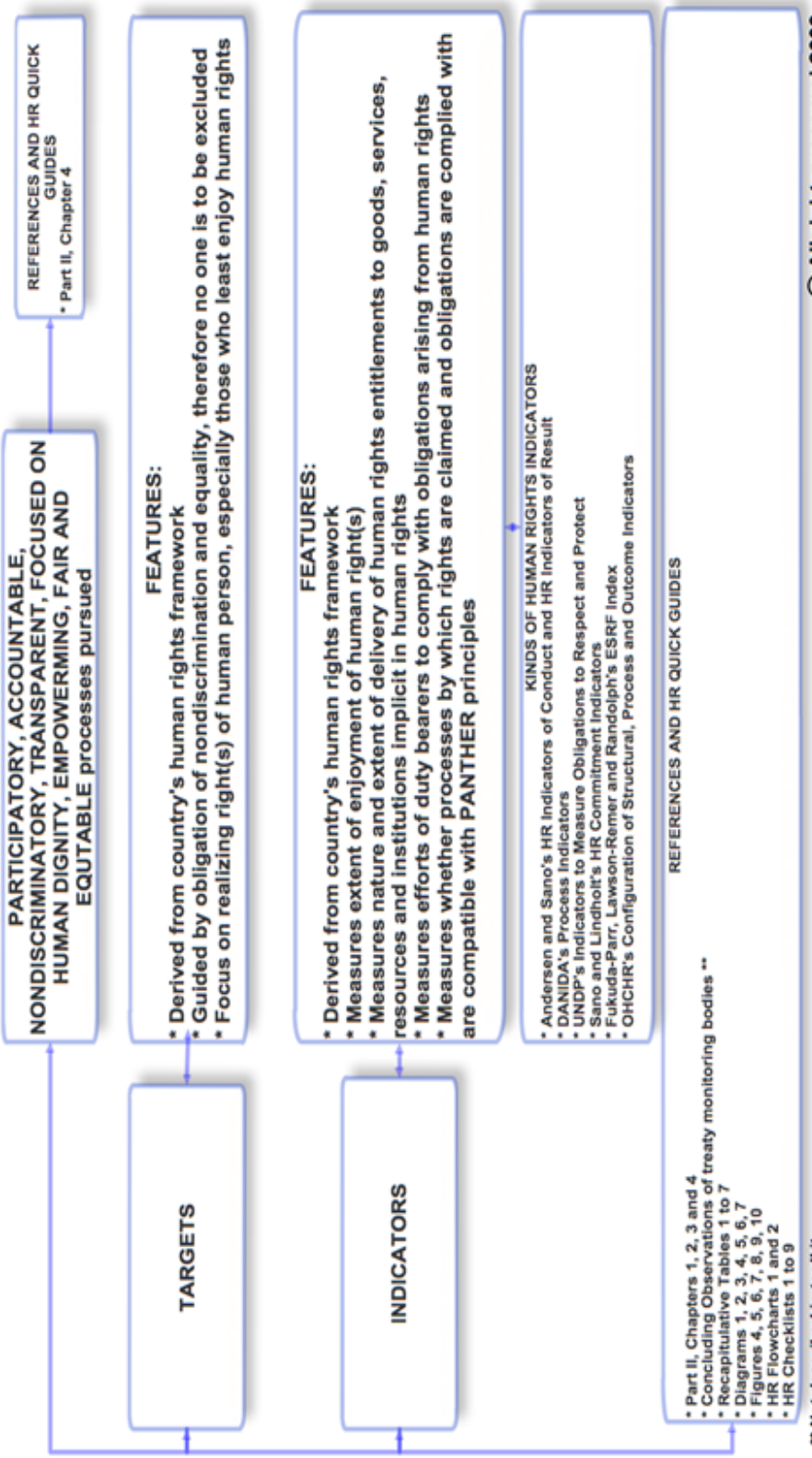
Principle 9. The use by statistical agencies in each country of international concepts, classifications and methods promotes the consistency and efficiency of statistical systems at all official levels.

Principle 10. Bilateral and multilateral cooperation in statistics contributes to the improvement of systems of official statistics in all countries.

[3] First to third preambular paragraphs, Fundamental Principles of Official Statistics, April 1994.

The human rights based approach to target and indicator setting uses human rights norms, standards and principles to guide the adoption of targets and to facilitate the measurement of the nature, processes and extent to which claimholders enjoy their human rights and duty bearers perform their human rights obligations.

HUMAN RIGHTS FLOWCHART 5: HUMAN RIGHTS BASED APPROACH TO TARGET AND INDICATOR SETTING



Human Rights Targets

Targets are defined as the "value that an indicator is supposed to attain at a given point in time."[4] The human rights framework governing a country is a rich source of human rights targets, as these enunciate the standards, objectives and requirements for a quality of human life consistent with human dignity (*see* Part II, Chapter 1). Setting targets in the context of human rights may also require aligning targets with obligations of conduct and of result (*see* Part II, Chapter 3). Targets "should aim for minimum variance to ensure greater equity among individuals."[5]

Some practitioners of the human rights based approach propose that human rights targets should always be pegged at 100 percent because the obligation of nondiscrimination and equality forbid the exclusion of any individual or group in society.[6] This suggests that in targeting all individuals in society and/or all individuals within a group distinguished by the prohibited grounds of discrimination is a key demand of human rights.

It must, however, be noted that the obligation of progressive realization allows for incremental targets to be set, so long as, in time, the target of 100 percent realization of human rights is met.

In order to realize human rights for all, targets may also be set for every normative element or entitlement inherent in human rights (*see* Part II, Chapter 2). Thus, targets relating to *availability, physical accessibility, economic accessibility, information accessibility, quality, safety* and *cultural acceptability* of goods, services, resources and institutions implicit in human rights may also be considered human rights targets.

Development planners are encouraged to incorporate the human rights (PANTHER) principles when setting human rights based targets and indicators (*see* Part II, Chapter 4).

Human Rights Indicators

Indicators are defined in a variety of ways by a variety of authors:[7]

- Andersen and Sano (2006) define indicators as "data used by analysts or institutions and organizations to describe situations that exist or to measure changes or trends over a period of time; they are communicative descriptions of conditions or of performance that may provide insights into matters of larger significance beyond that which is actually measured."

[4] Erik Andre Andersen and Hans Otto Sano, citing DANIDA, *Human Rights Indicators at Programme and Project Level: Guidelines for Defining Indicators, Monitoring and Evaluation,* 2006.

[5] National Planning and Policy Staff, National Economic and Development Authority, Comments on HRBA Toolkit for Planning, email received by Ms. Maria Socorro I. Diokno on 8 July 2010.

[6] International Save the Children Alliance, *Child Rights Programming: How to Apply Rights Based Approaches in Programming,* 2002.

[7] Erik Andre Andersen and Hans Otto Sano, *Human Rights Indicators at Programme and Project Level: Guidelines for Defining Indicators, Monitoring and Evaluation,* 2006.

- OECD/DAC defines an indicator as "quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention or to help assess the performance of a development actor."

- Abbot and Gujit define indicators as "pieces of information that provide insight into matters of larger significance and make perceptible trends that are not immediately detectable. … Indicators are bits of information that highlight what is happening in a large system. They are small windows that provide a glimpse of the big picture."

- Green defines indicators as "a set of statistics that can serve as a proxy or a metaphor for phenomena that are not directly measurable."

- Mikkelsen defines an indicator as "qualitative or quantitative factor or variable that provides a simple and reliable means to measure achievement, reflect changes connected to an intervention, or help assess the performance of a development actor. Indicators are proxies used to indicate the characteristics of a state of affairs and to measure change. … Indicators can be combined into composite indicators, e.g. the HDI."

- Radstaake and Bronkhorst define indicators as "the aggregated and combined summaries of facts, as 'signposts' for what a situation is and how it is developing. …"

- UNDP defines an indicator as "a device for providing specific information on the state or condition of something."

The definitions cited above refer to indicators as most commonly used within the development community. Yet, while many development indicators measure human outcomes, and to a certain extent measure the enjoyment or non-enjoyment of human rights, these indicators do not measure the extent of compliance to human rights obligations. Hence, development indicators have been found wanting in measuring the full extent of human rights.

UNDP compared the Human Development Index (HDI) indicators against human rights indicators and noted similarities: both share the goal to produce information that will give policy signals on how to better realize human freedoms; both rely on measures of outcomes and inputs; and both use measures of averages and disaggregation, global and local. UNDP also noted significant differences (a) in conceptual foundations: HDI assesses the expansion of people's capabilities while human rights indicators assess whether people enjoy human rights and the state complies with obligations; and (b) in focus of attention: HDI focuses on human outcomes and inputs with attention to unacceptable disparities and suffering while human rights indicators focus on human outcomes but pay additional attention to policies, practices and conduct of public officials. UNDP also noted that human rights indicators require additional information not required by HDI: human rights indicators include information not only on violations but also on processes of justice and place greater emphasis on disaggregated data.[8]

[8] UNDP, *Human Development Report 2000*, Chapter 5: *Using Indicators for Human Rights Accountability.*

Fukuda-Parr, Lawson-Remer and Randolph (2008) explain why development indicators are not sufficient measures of progress in the realization of human rights.[9] The authors begin by differentiating development progress and human rights fulfillment:

> "The essential differences between development progress and human rights fulfillment are that: human rights are legally secured by international and national law; the principle of non-discrimination is at the core of all human rights obligations; human rights carry correlate obligations on the part of duty bearers; and the obligation of human rights fulfillment is contingent on the availability of resources. These characteristics have a few important implications. First, a human rights approach ensures that the end goals of development policies are grounded in a strong normative framework supported by both international law and the consensus of the international community; there can be no dispute that promotion of human rights fulfillment is a worthwhile end in itself. Second, this approach requires that all people be treated as ends in themselves and not merely as means to an end: the fundamental rights of one person cannot be sacrificed to improve the condition of another. A human rights framework still allows for trade-offs, … but the trade-offs cannot (a) involve discrimination, or (b) require a person to give-up his/her fundamental human rights to benefit someone else. And third, unlike the free-floating concept of development, at the core of the human rights framework is the idea of the duty-bearer. … The existence of a defined duty- bearer allows greater clarity regarding who is responsible for promoting economic and social rights, and thus attention can be paid not only to what must be done, but also to who is obligated to do it."

These conceptual differences, the authors maintain, imply "that the evaluation of human rights fulfillment cannot necessarily use the same measurement tools as the evaluation of 'development'." The authors argue that evaluating human rights fulfillment "cannot rely solely on a measure of the well being of the individual. In contrast to development, the concept of human rights must be concerned with both the perspective of the duty-bearer and the perspective of the right-holder, in the context of the key principles of human rights that are explicit in international human rights instruments. … Therefore, evaluation of human rights fulfillment must address the extent of the obligation of the duty-bearers as well as the extent of enjoyment of rights-holders."

[9] Sakiko Fukuda-Parr, Terra Lawson-Remer, Susan Randolph, *Measuring the Progressive Realization of Human Rights Obligations: An Index of Economic and Social Rights Fulûllment,* Journal of Economic Literature, I31, August 2008.

Human Rights Indicators Defined

Human rights indicators are described and defined in a variety of ways. OHCHR (2006) defines human rights indicators as specific information on the state of an event, activity or outcome that (a) can be related to human rights norms and standards; (b) address and reflect human rights concerns and principles; and (c) are used to assess and monitor promotion and protection of human rights. OHCHR emphasizes the contextual relevance of indicators, implying that it may not be possible to have universal set of indicators.[10]

The Humanist Committee on Human Rights in Netherlands describes human rights indicators as "subjects of conflicting interest. Human rights criteria are not neutral in a specific country situation."[11]

Wilson describes rights based indicators as a composite set of human rights information derived from the normative elements of a right, the use of proxy indicators, disaggregated data and measurements of changes in attitudes, behavior, relationships and citizenship plus development indicators. She stresses that human rights indicators measure both the process and outcome of development aid; they relate to human rights principles; and they measure transformative change between claimholders and duty bearers.[12]

According to UNDP, human rights indicators measure whether states respect, protect, fulfill human rights; they point to whether key human rights principles are met; they measure whether there is secure access; and they identify critical non-state actors.[13]

OHCHR emphasizes that human rights indicators are important tools to reinforce accountability, articulate and advance claims on duty bearers in formulating public policies and programs;[14] while UNDP stresses that human rights indicators help strengthen accountability in three dimensions: acceptance of responsibility for action/inaction, cooperation by providing information and entering into dialogue, and adequate response to claims made. UNDP maintains that human rights indicators facilitate better policies and monitoring progress: indicators help identify unintended impacts of laws, policies and practices and specific actors who impact on the realization of human rights; they reveal whether obligations are being met; they provide early warning of potential violations, prompting preventive action; they enhance social consensus on difficult trade-offs in the face of resource constraints; and they expose neglected or silenced issues. UNDP warns, however, that human rights can never be measured fully merely through statistics since rights issues go beyond what can be captured in numbers.[15]

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[10] United Nations Office of the High Commissioner for Human Rights, *Report on Indicators for Monitoring Compliance with International Human Rights Instruments,* 11 May 2006, UN DOC. HRI/MC/2006/7.

[11] Cited in Erik Andre Andersen and Hans Otto Sano, *Human Rights Indicators at Programme and Project Level: Guidelines for Defining Indicators, Monitoring and Evaluation,* 2006.

[12] Emilie Filmer-Wilson, *An Introduction to the Use of Human Rights Indicators for Development Programming,* June 2005.

[13] UNDP, *Human Development Report 2000*, Chapter 5: *Using Indicators for Human Rights Accountability.*

[14] United Nations Office of the High Commissioner for Human Rights, *Report on Indicators for Monitoring Compliance with International Human Rights Instruments,* 11 May 2006, UN DOC. HRI/MC/2006/7.

[15] UNDP, *Human Development Report 2000*, Chapter 5: *Using Indicators for Human Rights Accountability.*

Criteria for the Selection of Human Rights Indicators

Like the definition of indicators and human rights indicators, there is no generally agreed upon list of criteria to govern the selection of indicators. Some practitioners require that indicators be descriptive of the situation, specific, measurable, insightful, attainable (i.e., anchored on realistic goal or condition), relevant and time-bound.[16]

In 2003, the Vera Institute adopted a checklist on indicator criteria: the Institute recommends that indicators must be (a) valid, i.e., they measure what they purport to measure; (b) balanced, thus reducing ambiguity of measurement; (c) sensitive to desired changes and specific groups; (d) motivating, i.e., they induce intended performance; (e) practical, i.e., they are affordable, accurate, available; (f) owned or legitimate to those affected by them; and (g) clear, i.e., they are easily understood by target groups.[17]

DANIDA, on the other hand, applies the following criteria to indicator selection: (a) valid or directly represent the result it is intended to measure; (b) objective or precise and unambiguous about what is to be measured; (c) reliable or consistent or comparable over time; (d) practical or easy to collect, timely, and with reasonable cost; (e) useful for decision making and learning; and (f) owned by partners and stakeholders.[18]

The Humanist Committee on Human Rights, based in the Netherlands, uses the following criteria for human rights indicators: (a) verifiable and based on reliable and available information; (b) highly significant in terms of right in question; (c) replaceable (e.g., data collected by another actor would yield the same information); (d) valid or measures what it should measure; (e) preferably developed and agreed upon at outset; and (f) cover substantive contents of human rights.[19]

UNDP recommends the following criteria for indicators (a) policy relevant; (b) reliable or yields consistent results if applied by different actors; (c) valid or based on identifiable criteria that measure what they are intended to measure; (d) consistently measurable over time; (e) possible to disaggregate; and (f) designed to separate monitor and monitored where possible in order to minimize conflicts of interest.[20]

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[16] Erik Andre Andersen and Hans Otto Sano, *Human Rights Indicators at Programme and Project Level: Guidelines for Defining Indicators, Monitoring and Evaluation,* 2006.

[17] Erik Andre Andersen and Hans Otto Sano, *Human Rights Indicators at Programme and Project Level: Guidelines for Defining Indicators, Monitoring and Evaluation,* 2006.

[18] Cited in Erik Andre Andersen and Hans Otto Sano, *Human Rights Indicators at Programme and Project Level: Guidelines for Defining Indicators, Monitoring and Evaluation,* 2006.

[19] Cited in Erik Andre Andersen and Hans Otto Sano, *Human Rights Indicators at Programme and Project Level: Guidelines for Defining Indicators, Monitoring and Evaluation,* 2006.

[20] UNDP, *Human Development Report 2000*, Chapter 5: *Using Indicators for Human Rights Accountability.*

Kinds of Human Rights Indicators

A host of human rights indicators of various kinds and species have emerged over the years. Within the human rights community, traditional human rights indicators have relied on events-based data on specific human rights violations (e.g., description of a specific violation of specific right of a named person or persons, at a given location and point of time). In recent years, other kinds of human rights indicators have been proposed:

- Andersen and Sano (2006) propose (a) human rights indicators of conduct or indicators related to obligations of conduct and which measures commitment and compliance of duty bearers with their human rights obligations and (b) human rights indicators of result or indicators related to obligations of result and which measure enjoyment or non-enjoyment of human rights.[21]

- In the programming cycle, DANIDA proposes the adoption of process indicators or those that measure the implementation process rather than results and which primarily concerns input and activity levels but may sometimes also involve output levels.[22]

- UNDP proposes that measuring compliance with the obligation to respect may be facilitated through the use of indicators that measure human rights violations, while measuring compliance with the obligation to protect may be undertaken through human rights indicators that directly measure harmful activity and measure state action to prevent or stop any harmful activity.[23]

- Sano and Lindholt created a country database composed of human rights commitment indicators for use at the Danish Centre for Human Rights. The human rights commitment indicators measure: (a) formal commitment or acceptance of human rights instruments (ratification of fundamental human rights treaties; ratification of other human rights instruments; reservations; Constitution); (b) commitment to civil and political rights through violations of eight human rights standards (extrajudicial executions/enforced disappearances; torture; detention without trial; unfair trial; participation in political process; freedom of association; freedom of expression; and discrimination); (c) commitment to economic, social and cultural rights, which measures whether government fulfills obligations through human rights indicators of conduct (proportion of government expenditures on health and education as proportion of GDP; gross national income in combination with achievements in HDI health and education); and (d) commitment to eradicate gender discrimination, which measures degrees of discrimination against women through government employment of women at all levels and achievements in the Gender Development Index.[24]

[21] Erik Andre Andersen and Hans Otto Sano, *Human Rights Indicators at Programme and Project Level: Guidelines for Defining Indicators, Monitoring and Evaluation,* 2006.
[22] Erik Andre Andersen and Hans Otto Sano, *Human Rights Indicators at Programme and Project Level: Guidelines for Defining Indicators, Monitoring and Evaluation,* 2006.
[23] UNDP, *Human Development Report 2000*, Chapter 5: *Using Indicators for Human Rights Accountability.*
[24] Hans Otto Sano and Lone Lindholt, *Human Rights Indicators Country Data and Methodology,* 2000.

- Fukuda-Parr, Lawson-Remer, and Randolph (2008) developed the Economic and Social Rights Fulfillment (ESRF) Index,[25] which focuses on state obligations for the progressive realization of selected economic and social rights. The index ranks countries by measuring the relationship between the extent to which a population enjoys fundamental economic and social rights, and the resource capacity of the State to fulfill ESR obligations. The ESFR index uses available survey-based objective data, focuses on both state obligations and on individual enjoyment of rights, and captures the progressive realization of human rights subject to maximum available resources.

The index measures the fulfillment of the right to education, food, health, housing, and decent work. The criteria the authors used to select indicators include: relevance to the specific economic and social rights assessed, data reliability, coverage, policy responsiveness, sensitivity to current government policies (flow variables), and the extent to which the indicator is a 'bell weather' determined by low (or high) levels of rights' enjoyment in multiple dimensions. The authors, however, admitted that they exercised their judgment in selecting indicators.

To measure resource capacity, the authors recognized the different factors (e.g., financial resources, strength of administrative and organizational efficiency of state institutions, and human resources (education, skills, and knowledge) within the country) that impact on state capacity to realize human rights. They recognize that while GDP per capita reflects the per person economic resources available in a country, "per capita GDP is somewhat problematic as a proxy for state resource capacity because low GDP may be the result of poor macroeconomic policy choices by governments, rather than externally generated resource constraints. In other words, to the extent that GDP per capita reflects endogenous policy choices rather than exogenous constraints, per capita GDP does not accurately reflect capacity for fulfillment given available resources as intended." The authors did not use total government budget as a proxy for capacity because, they claim "government revenue reflects policy choices, while the obligation of progressive realization is premised on the notion that governments should be pursuing policies so as to realize economic and social rights to the maximum extent possible given the availability of resources. In other words, a State does not have a lesser degree of ESR obligations because it chooses to collect less government revenue; failing to collect revenue necessary to pursue policies promoting ESR fulfillment itself reflects a failure in the State's human rights obligation." To measure resource capacity, the authors used GDP measured in purchasing power parity (PPP) 2000 dollars, since, they maintain "PPP$ more accurately reflects resource availability, and usage of a constant price index was necessary to make the index comparable across time."

The authors utilized two methodologies in constructing the index: the Ratio approach and the Achievement Possibilities Frontier approach, with two variants for each of the approaches.

The Ratio Approach measures "the ESR fulfillment as a ratio between the extent of rights enjoyment (x), and State resource capacity (y). A country's raw index score is determined by $z = x/y$. The ratio thus incorporates both the perspective of the rights-holder (in the numerator)

[25] Sakiko Fukuda-Parr, Terra Lawson-Remer, Susan Randolph, *Measuring the Progressive Realization of Human Rights Obligations: An Index of Economic and Social Rights Fulfillment,* Journal of Economic Literature, 31 August 2008.

and the extent of the obligation of the duty-bearing State (in the denominator). In the numerator, the extent of ESR enjoyment is assessed by looking at socio-economic indicators that measure ESR results, e.g., primary school completion rates, malnutrition rates, etc. In the denominator, the natural log of GDP per capita is used as a proxy for resource capacity, since the concept of 'progressive fulfillment' makes the extent of a State's obligation to fulfill ESRs contingent on resource availability. The natural log is used because the capacity for fulfillment does not increase linearly with per capita GDP, and assuming a linear relationship would penalize higher income countries too heavily. Therefore a country with high GDP but poor socio-economic indicators fares worse on the index than a country with the same poor outcome indicator levels but lower GDP."

The Achievement Possibilities Frontier [APF] Approach estimates an achievement possibility frontier for each economic and social right. "This frontier determines the maximum level of achievement possible in each ESR dimension at a given per capita income level, based on the highest level of the indicator historically achieved by any country at that per capita GDP level. … Once the scores on the individual rights … are determined, they are aggregated into an overall ESR Fulfillment index that is decomposable across rights."

While the authors admit that the ESRF Index "currently does not incorporate a measure of discrimination," they do, however suggest the use of outcome disparities as a proxy indicator for discrimination and propose alternative measurement methodologies, but caution that "outcome inequality is not a perfect proxy for discrimination because differences may be the result of historical circumstances that the current state government is taking proactive steps to address." The authors admit that limited disaggregated inequality data is a major obstacle to measuring discrimination in a country. Given the lack of inequality data, the authors encourage resort to the "Minorities-at-Risk (MAR)" database, which "assesses the political and economic exclusion of ethno-cultural minorities in every country with a population of at least 500,000 (MAR 2008). Numeric codes indicating existence and severity of discrimination, social exclusion, and inequality are assigned for approximately two dozen variables, including higher education and public health conditions. The MAR database explicitly evaluates group discrimination and bias *relative* to other groups within the country."

Human Rights Indicator Setting[26]

OHCHR (2006) proposed a conceptual and methodological framework for identifying indicators to monitor state compliance with human rights. OHCHR stresses that human rights indicator development requires a conceptual framework anchored in the normative content of each human right, reflective of crosscutting human rights norms or principles such as nondiscrimination and equality, and measures efforts of duty bearers to meet their obligations to respect, protect and fulfill human rights.

[26] United Nations Office of the High Commissioner for Human Rights, *Report on Indicators for Monitoring Compliance with International Human Rights Instruments,* 11 May 2006, UN DOC. HRI/MC/2006/7.

OHCHR proposes the following steps to human rights indicator setting:

Step 1. Identify the major attributes of every human right. For every human right, translate the legal standard of the right into a limited number of characteristic attributes that facilitate the identification of appropriate indicators for monitoring the implementation of the right. To translate the legal standard, it is necessary to understand the normative content of the right, which is elaborated in General Comments and General Recommendations adopted by treaty monitoring bodies (*see* Part II, Chapter 2). OHCHR stresses the importance of basing attributes on an exhaustive reading of the legal standard of the right and in a mutually exclusive manner.

Step 2. Configure structural, process and outcome indicators for the selected attributes of a human right to capture the steps taken by States to address human rights obligations, from intent to efforts and to outcomes of efforts.

- Structural indicators or those that capture the *intent* or acceptance of human rights standards, and may include the ratification or adoption of legal instruments, the existence of basic institutional mechanisms, domestic laws, policy frameworks and indicated strategies;

- Process indicators or those that capture the progressive realization of the right or reflect the efforts of the State in protecting human rights; process indicators are those that relate policy instruments and actions to milestones or outcomes and represent concrete cause-and-effect relationship. Note that process indicators reflect the State's *effort* to make progress and are thus more sensitive to change;

- Outcome indicators or those that capture individual and collective *attainments* that reflect the status of realization of human rights and represent a more direct measure of realization and enjoyment of human rights; outcome indicators consolidate over time the impact of various underlying processes that can be captured by one or more process indicators.

OHCHR suggests a configuration of the structural, process and outcome indicators for a variety of reasons: to simplify the selection of indicators; to encourage the use of contextually relevant information and facilitate a more comprehensive coverage of the different attributes or aspects of the realization of the right; and to help assess the implementation of the obligations to respect, protect and fulfill human rights.

OHCHR notes, however, that process and outcome indicators may not be mutually exclusive, meaning a process indicator for one human right may be an outcome indicator in the context of another right (for example, the proportion of the population below a minimum level of dietary energy consumption may be an outcome indicator for the right to adequate food and a process indicator for the right to life). OHCHR stresses the importance of identifying at least one outcome indicator for each human right that can be closely related to the realization or enjoyment of that right or its attributes and of identifying process indicators that can reflect the effort of duty bearers in meeting or making progress to attain the identified outcome. OHCHR

also emphasizes that the selection of indicators must be primarily guided by empirical evidence on the use of those indicators.

Step 3. Define indicators for crosscutting norms. Note that crosscutting human rights norms or principles do not necessarily relate exclusively to the realization of any specific human right, but are meant to capture the extent to which the process to implement and realize human rights is participatory, inclusionary, empowering, non-discriminatory, accountable or, where required, supported by international cooperation.

To reflect human rights norms of non-discrimination and equality in the selection of structural, process and outcome indicators, it is important to use data disaggregated by the prohibited grounds of discrimination, and to use indicators that capture the nature of access, not just availability, to goods and services that allow an individual to realize human rights.

To reflect the human rights norm of participation, OHCHR suggests looking into "whether the vulnerable and marginalized segments of the population in a country have had a voice in the selection of indicators included in the reporting procedure of the State, or the extent to which they have participated in identifying measures that are being taken by the duty-holder in meeting its obligations."

OHCHR also suggests the use of indicators like the Gini coefficient "to assess whether the development process in a country is encouraging participation, inclusion and equality in the distribution of returns from development. Indicators on work participation rates and educational attainment of the population, in general, and of specific groups, in particular (for instance, women, minorities and other social groups) could help in providing an assessment of the extent to which the norms on empowerment are being respected and promoted by the duty-bearer."

To reflect the role of international cooperation in the implementation of human rights, OHCHR proposes the use of indicators on the contribution of donors, and share of aid/technical cooperation in the efforts of the recipient country to implement the right concerned.

OHCHR also proposed a methodological framework to human rights indicator setting, addressing the main methodological issues of data sources and generating mechanisms, criteria for selection of indicators and the amenability of the framework to support contextually relevant indicators.

OHCHR recommends the use of socio economic and other administrative statistics generally produced by duty bearers supplemented by events based data on human rights violations generally produced by non-governmental organizations. OHCHR defines events based data as "data on alleged or reported cases of human rights violations, identified victims and perpetrators," and may include alleged incidence of arbitrary deprivations of life, enforced or involuntary disappearances, arbitrary detention and torture. OHCHR recognizes that while events based data may "underestimate the incidence of violations and may even prevent valid comparisons over time or across regions, yet it may provide relevant indications to the treaty bodies in undertaking their assessment of the human rights situation in a given country."

OHCHR recommends the application of the following criteria to select quantitative data in the context of human rights: (a) relevant, valid and reliable; (b) simple, timely and few in number; (c) based on objective information (directly observed or verifiable) and data generating mechanisms (produced in independent, impartial and transparent manner based on sound methodology, procedures and expertise); (d) suitable for temporal and spatial comparison and follows relevant international statistical standards; (e) amenable to disaggregation in terms of sex, age, and other vulnerable population segments; and (f) opportunity cost of compilation of relevant information.

The final leg of OHCHR's proposed methodological framework relates to the contextual relevance of indicators, which OHCHR considers a key consideration in the acceptability and use of indicators. OHCHR recognizes the differences among countries, cautions against the adoption of a universal set of indicators to assess the realization of human rights, and suggests that indicators may need to be customized to fit the country context.

UNFPA's Suggested Human Rights Based Indicators[27]

Drawing from the work of the UN and the World Health Organization, UNFPA suggests the following structural, process and outcome/impact indicators to measure the availability, accessibility and quality of health facilities, goods and services related to RH and maternal health:

[27] United Nations. *Handbook on Reproductive Health Indicators*. Bangkok, Thailand: The United Nations Economic and Social Commission for Asia and the Pacific (ESCAP), 2003. *http://www.unescap.org/esid/psis/publications/handbookhealth/toc.asp*.; *see also* World Health Organization. *Accelerating Progress towards the attainment of international reproductive health goals: a framework for implementing the WHO Global Reproductive Health Strategy*. Geneva, WHO, 2006. Note: This is not meant to be an exhaustive list. UNFPA Country Office Philippines, *Reproductive Rights and Development Planning*, 2010.

SETTING A HUMAN RIGHTS FRAMEWORK FOR INDICATORS
NEDA REGIONAL OFFICE XI

Right to Education | **Major Attribute 1: Education Availability**

Human Rights Indicators	Indicator	Description	Data Sources	Methods of Collection	Frequency	Duty Bearer
Structural Indicators	Education for All	Focus on the following UN goals as espoused in the 34th UNESCO Conference: - Early childhood education - Universal free primary education - Preparation of secondary education for further study and - Use of technology to promote learning and bridge access and resource	DSWD, DepEd DepEd DepEd; TESDA DepEd, CHED DepEd, CHED	Regular and established methods of data collection by official sources	Annual School year School Year Annual	DepEd, CHED, DSWD, LGUs, DPWH, NEDA, TESDA, DOST, National Computer Center (NCC), CICT, LGUs
	Multi-grade program	Improve access to and quality elementary education through the opening of complete multigrade classes and completion of incomplete schools in far-flung barangays Provides instructional materials, training, school buildings and introduces community support schemes	DepEd	Regular and established methods of data collection by official sources	School Year School Year	DepEd; DPWH; LGUs, TESDA
	Non-formal education program	Reduce the number of illiterate out-of-school youth and adults through provision of vocational training; adult reading The Technical Education and Skills Development Authority (TESDA) regulates non-degree technical-vocational	DepEd; TESDA TESDA	Regular and established methods of data collection by official sources; disaggregated by gender and by	School Year Annual	DepEd, TESDA, LGUs

SETTING A HUMAN RIGHTS FRAMEWORK FOR INDICATORS
NEDA REGIONAL OFFICE XI

Right to Education — **Major Attribute 1: Education Availability**

Human Rights Indicators	Indicator	Description	Data Sources	Methods of Collection	Frequency	Duty Bearer
Structural Indicators	Drop-out intervention program	Aims to curb the high drop out rates in public schools by offering alternative modes of education for students at risk of	DepEd	Regular and established methods of data collection by official sources	School Year	DepEd, LGUs, TESDA, DSWD
		Focus are given to: 1) a formal structured distance learning program for high school; and, 2) program for regular high school students who intermittently miss classes due to various reasons	DepEd		School Year	
	Pre-school education program	The Early Childhood Care and Development (ECCD) Law, 2000	DepEd, DSWD	Regular and established methods of data collection by official sources	One-time establishment	DepEd, DSWD, LGUs
		The Law requires the establishment of a National Coordinating Council for the Welfare of Children	DepEd, DSWD			
		Republic Act 6972, the "*Barangay* Total Protection of Children Act", requires all local government units to establish a 1) day-care center in every barangay; 2) institutionalize the day-care program	M/PPDO, DSWD		Annual	
		DepEd Order No. 107-1989 provides standards for the operation of pre-schools; provides guidelines for the establishment of private pre-schools	DepEd		Annual	
	Special education program	The goal of special education shall be the mainstreaming of learners with special needs into the regular school system and eventually in the community	DepEd	Regular and established methods of data collection by official sources	School Year	DepEd, LGUs
		Production and distribution of Braille books and other education materials; Schools with programs for the visually impaired children and youth	DepEd		School Year	

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Right to Education — **Major Attribute 1: Education Availability**

Human Rights Indicators	Indicator	Description	Data Sources	Methods of Collection	Frequency	Duty Bearer
Process Indicators	Ratio of DCC to barangay	# of DCC/ brgy; standard is 1/brgy	DSWD, DepEd, LGU	Regular and established methods of data collection by	Annual	DSWD, DepEd, LGU
	Ratio of pre-schools to barangay	# of public and private pre-schools /brgy	DepEd, LGU		Annual	DepEd, LGU
	Classroom-pupil ratio	# of classrooms vis total enrolment	DepEd, LGU		School Year	DepEd, LGU
	Textbook-pupil ratio	# of textbooks vis total enrolment	DepEd, LGU		School Year	DepEd, LGU
	Teacher-pupil ratio	# of teachers vis total enrolment	DepEd, LGU		School Year	DepEd, LGU
	Ratio of public schools with computer laboratories	Computer laboratories and hands-on lessons in public elem and secondary schools	DepEd, LGU		School Year	DepEd, LGU, NCC, DOTC, CICT/NCC
	Ratio of public schools with complete grade levels	# of public schools with complete grade levels including multi-grade vis total # of public elem schools	DepEd, LGU		School Year	DepEd, LGU
	Ratio and location of public schools with incomplete grade levels	# and location of public with incomplete grade levels vis total public elem schools	DepEd, LGU		School Year	DepEd, LGU
	Drop out intervention programs in public schools	# of programs/ personnel and budget dedicated to this program	DepEd, LGU	Regular and established methods of data collection by official sources	School Year	DepEd, LGU
	Tec/voc curriculum in secondary schools	Relevant/market-oriented tec/voc curriculum in secondary schools	DepEd, LGU, TESDA		School Year	DepEd, LGU, TESDA
	Tec/voc schools and trainings	1 Tec/voc school/ province; types and frequency of trainings	DepEd, LGU, TESDA		Annual	DepEd, LGU, TESDA
	Ratio of SPED schools to province	# of SPED schools; 1 SPED school/municipality	DepEd, LGU		School Year	DepEd, LGU
	Ratio of Braille books-special student	# of Braille books produced vis # of SPED students	DepEd, LGU		School Year	DepEd, LGU
	B/M/C/P/RCWC and operational budget	1 CRC/barangay and budget for its operations	DSWD, LGU		Annual	DSWD, LGU
	Local/agency/national budget for education	Ratio of budget dedicated to education at the local/ agency and national levels; budget per capita (school-age population)	DepEd, LGU, TESDA, DSWD (Day Care)		Annual	DepEd, LGU, TESDA, DSWD (Day Care)
	SUCs per province	# of SUCs in provinces	CHED		Annual	CHED, LGU

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Human Rights Indicators	Indicator	Description	Data Sources	Methods of Collection	Frequency	Duty Bearer
Outcome Indicators	Proportion of children in Day Care Centers	Children enrolled in DCCs vis # of DC-age children	DSWD, LGUs		Annual	LGU, DSWD
	Proportion of children in pre-school level	Children enrolled in pre-school vis # of pre-school age children	DepEd, LGUs		School Year	DepEd, LGU
	Participation rate	# children enrolled in elem and secondary schools vis total children ages 7-16	DepEd		School Year	DepEd, LGU
	Graduation rate	# of graduates in the elem and secondary school levels	DepEd		School Year	DepEd, LGU
	Drop-out rate	# of children in elem and secondary schools who drop out of school vis total # of students enrolled	DepEd		School Year	DepEd, LGU
	Enrolment rate in tec/voc schools	# of students enrolled in tec/voc schools	DepEd, TESDA		Annual	DepEd, LGU, TESDA,
	Computer literacy rate	# of enrolled school-age children (elem and secondary) who can do simple word and spreadsheet computer operations	DepEd		School Year	DepEd, LGU, NCC, DOTC
	Participation and tertiary graduation rates	# of students in tertiary education vis # of children ages 17-21				
	Functional literacy rate	# of persons who can read and write and do simple math problems vis # of population ages 7 and above	DepEd		Annual	DepEd, LGU
	Children in labor force	# of school-age children who are working and not in school	DepEd, DSWD, B/MC/P/RCWCs, LGUs		Annual	DepEd, LGU, B/MC/P/RCWCs

Aligning Development Indicators with Human Rights

UN Special Rapporteur on the right of everyone to the enjoyment of the highest attainable standard of physical and mental health, Paul Hunt, proposed a human rights based approach to health indicators, which not only monitors key health outcomes, but also some processes by which they are achieved. He suggests that existing health indicators may be used to monitor the right to health, so long as:[28]

(a) They correspond, with some precision, to a right to health norm;

(b) They are disaggregated by at least sex, race, ethnicity, rural/urban and socio economic status; and

(c) They are supplemented by additional indicators that monitor five essential and interrelated features of the right to health:

1. A national strategy and plan of action that includes the right to health;

2. The participation of individuals and groups, especially the most vulnerable and disadvantaged, in relation to the formulation of health policies and programs;

3. Access to health information, as well as confidentiality of personal health data;

4. International assistance and cooperation of donors in relation to the enjoyment of the right to health in developing countries; and

5. Accessible and effective monitoring and accountability mechanisms.

While UN Special Rapporteur Hunt's guidelines are limited to aligning health indicators to the right to health, these guidelines could equally apply to aligning current development indicators to human rights.

Philippine Examples of Human Rights Indicators

At the **HRBA Applied Learning Workshops**, held from February through April 2010, NEDA sector and regional staff proposed a human rights framework for indicators, aligned development indicators with human rights, and conducted data sets analysis in the context of human rights. Below are some of their proposals.

[28] Paul Hunt, *Report of the Special Rapporteur on the right of everyone to the enjoyment of the highest attainable standard of physical and mental health,* March 2006. UN Doc. E/CN.4/2006/48.

SETTING A HUMAN RIGHTS FRAMEWORK FOR INDICATORS
NEDA REGIONAL OFFICE XI

Right to Education | **Major Attribute 1: Education Availability**

Human Rights Indicators	Indicator	Description	Data Sources	Methods of Collection	Frequency	Duty Bearer
Structural Indicators	Education for All	Focus on the following UN goals as espoused in the 34th UNESCO Conference: - Early childhood education - Universal free primary education - Preparation of secondary education for further study and sustainable livelihood - Use of technology to promote learning and bridge access and resource gaps	DSWD, DepEd DepEd DepEd; TESDA DepEd, CHED DepEd, CHED	Regular and established methods of data collection by official sources	Annual School year School Year Annual	DepEd, CHED, DSWD, LGUs, DPWH, NEDA, TESDA, DOST, National Computer Center (NCC), CICT, LGUs
	Multi-grade program	Improve access to and quality elementary education through the opening of complete multigrade classes and completion of incomplete schools in far-flung barangays Provides instructional materials, training, school buildings and introduces community support schemes	DepEd	Regular and established methods of data collection by official sources	School Year School Year	DepEd; DPWH; LGUs, TESDA
	Non-formal education program	Reduce the number of illiterate out-of-school youth and adults through provision of vocational training; adult reading classes; The Technical Education and Skills Development Authority (TESDA) regulates non-degree technical-vocational programs	DepEd; TESDA TESDA	Regular and established methods of data collection by official sources; disaggregated by gender and by cultural	School Year Annual	DepEd, TESDA, LGUs

Education

Major Attribute 1: Education Availability

s	Indicator	Description	Data Sources	Methods of Collection	Frequency	Duty Bearer
	Drop-out intervention program	Aims to curb the high drop out rates in public schools by offering alternative modes of education for students at risk of dropping out	DepEd	Regular and established methods of data collection by official sources	School Year	DepEd, LGUs, TESDA, DSWD
		Focus are given to: 1) a formal structured distance learning program for high school; and, 2) program for regular high school students who intermittently miss classes due to various reasons	DepEd		School Year	
	Pre-school education program	The Early Childhood Care and Development (ECCD) Law, 2000	DepEd, DSWD	Regular and established methods of data collection by official sources	One-time establishment	DepEd, DSWD, LGUs
		The Law requires the establishment of a National Coordinating Council for the Welfare of Children	DepEd, DSWD			
		Republic Act 6972, the "*Barangay* Total Protection of Children Act", requires all local government units to establish a 1) day-care center in every barangay; 2) institutionalize the day-care program	M/PPDO, DSWD		Annual	
		DepEd Order No. 107-1989 provides standards for the operation of pre-schools; provides guidelines for the establishment of private pre-schools	DepEd		Annual	
	Special education program	The goal of special education shall be the mainstreaming of learners with special needs into the regular school system and eventually in the community	DepEd	Regular and established methods of data collection by official sources	School Year	DepEd, LGUs
		Production and distribution of Braille books and other education materials; Schools with programs for the visually impaired children and youth	DepEd		School Year	

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Right to Education				Major Attribute 1: Education Availability		
Human Rights Indicators	**Indicator**	**Description**	**Data Sources**	**Methods of Collection**	**Frequency**	**Duty Bearer**
Process Indicators	Ratio of DCC to barangay	# of DCC/ brgy; standard is 1/brgy	DSWD, DepEd, LGU	Regular and established methods of data collection by official	Annual	DSWD, DepEd, LGU
	Ratio of pre-schools to barangay	# of public and private pre-schools /brgy	DepEd, LGU		Annual	DepEd, LGU
	Classroom-pupil ratio	# of classrooms vis total enrolment	DepEd, LGU		School Year	DepEd, LGU
	Textbook-pupil ratio	# of textbooks vis total enrolment	DepEd, LGU		School Year	DepEd, LGU
	Teacher-pupil ratio	# of teachers vis total enrolment	DepEd, LGU		School Year	DepEd, LGU
	Ratio of public schools with computer laboratories	Computer laboratories and hands-on lessons in public elem and secondary schools	DepEd, LGU		School Year	DepEd, LGU, NCC, DOTC, CICT/NCC
	Ratio of public schools with complete grade levels	# of public schools with complete grade levels including multi-grade vis total # of public elem schools	DepEd, LGU		School Year	DepEd, LGU
	Ratio and location of public schools with incomplete grade levels	# and location of public with incomplete grade levels vis total public elem schools	DepEd, LGU		School Year	DepEd, LGU
	Drop out intervention programs in public schools	# of programs/ personnel and budget dedicated to this program	DepEd, LGU	Regular and established methods of data collection by official sources	School Year	DepEd, LGU
	Tec/voc curriculum in secondary schools	Relevant/market-oriented tec/voc curriculum in secondary schools	DepEd, LGU, TESDA		School Year	DepEd, LGU, TESDA
	Tec/voc schools and trainings	1 Tec/voc school/ province; types and frequency of trainings	DepEd, LGU, TESDA		Annual	DepEd, LGU, TESDA
	Ratio of SPED schools to province	# of SPED schools; 1 SPED school/municipality	DepEd, LGU		School Year	DepEd, LGU
	Ratio of Braille books-special student	# of Braille books produced vis # of SPED students	DepEd, LGU		School Year	DepEd, LGU
	B/M/C/P/RCWC and operational budget	1 CRC/barangay and budget for its operations	DSWD, LGU		Annual	DSWD, LGU
	Local/agency/national budget for education	Ratio of budget dedicated to education at the local/ agency and national levels; budget per capita (school-age population)	DepEd, LGU, TESDA, DSWD (Day Care)		Annual	DepEd, LGU, TESDA, DSWD (Day Care)
	SUCs per province	# of SUCs in provinces	CHED		Annual	CHED, LGU

Human Rights Indicators	Indicator	Description	Data Sources	Methods of Collection	Frequency	Duty Bearer
Process Indicators	Ratio of DCC to barangay	# of DCC/ brgy; standard is 1/brgy	DSWD, DepEd, LGU	Regular and established methods of data collection by official sources	Annual	DSWD, DepEd, LGU
	Ratio of pre-schools to barangay	# of public and private pre-schools /brgy	DepEd, LGU		Annual	DepEd, LGU
	Classroom-pupil ratio	# of classrooms vis total enrolment	DepEd, LGU		School Year	DepEd, LGU
	Textbook-pupil ratio	# of textbooks vis total enrolment	DepEd, LGU		School Year	DepEd, LGU
	Teacher-pupil ratio	# of teachers vis total enrolment	DepEd, LGU		School Year	DepEd, LGU
	Ratio of public schools with computer laboratories	Computer laboratories and hands-on lessons in public elem and secondary schools	DepEd, LGU		School Year	DepEd, LGU, NCC, DOTC, CICT/NCC
	Ratio of public schools with complete grade levels	# of public schools with complete grade levels including multi-grade vis total # of public elem schools	DepEd, LGU		School Year	DepEd, LGU
	Ratio and location of public schools with incomplete grade levels	# and location of public with incomplete grade levels vis total public elem schools	DepEd, LGU		School Year	DepEd, LGU
	Drop out intervention programs in public schools	# of programs/ personnel and budget dedicated to this program	DepEd, LGU	Regular and established methods of data collection by official sources	School Year	DepEd, LGU
	Tec/voc curriculum in secondary schools	Relevant/market-oriented tec/voc curriculum in secondary schools	DepEd, LGU, TESDA		School Year	DepEd, LGU, TESDA
	Tec/voc schools and trainings	1 Tec/voc school/ province; types and frequency of trainings	DepEd, LGU, TESDA		Annual	DepEd, LGU, TESDA
	Ratio of SPED schools to province	# of SPED schools; 1 SPED school/municipality	DepEd, LGU		School Year	DepEd, LGU
	Ratio of Braille books-special student	# of Braille books produced vis # of SPED students	DepEd, LGU		School Year	DepEd, LGU
	B/M/C/P/RCWC and operational budget	1 CRC/barangay and budget for its operations	DSWD, LGU		Annual	DSWD, LGU
	Local/agency/national budget for education	Ratio of budget dedicated to education at the local/ agency and national levels; budget per capita (school-age	DepEd, LGU, TESDA, DSWD		Annual	DepEd, LGU, TESDA, DSWD (Day Care)
	SUCs per province	# of SUCs in provinces	CHED		Annual	CHED, LGU

SETTING A HUMAN RIGHTS FRAMEWORK FOR INDICATORS
NEDA REGIONAL OFFICE XI

Right to Education				Major Attribute 1: Education Availability		
Human Rights Indicators	**Indicator**	**Description**	**Data Sources**	**Methods of Collection**	**Frequency**	**Duty Bearer**
Outcome Indicators	Proportion of children in Day Care Centers	Children enrolled in DCCs vis # of DC-age children	DSWD, LGUs		Annual	LGU, DSWD
	Proportion of children in pre-school level	Children enrolled in pre-school vis # of pre-school age children	DepEd, LGUs		School Year	DepEd, LGU
	Participation rate	# children enrolled in elem and secondary schools vis total children ages 7-16	DepEd		School Year	DepEd, LGU
	Graduation rate	# of graduates in the elem and secondary school levels	DepEd		School Year	DepEd, LGU
	Drop-out rate	# of children in elem and secondary schools who drop out of school vis total # of students enrolled	DepEd		School Year	DepEd, LGU
	Enrolment rate in tec/voc schools	# of students enrolled in tec/voc schools	DepEd, TESDA		Annual	DepEd, LGU, TESDA,
	Computer literacy rate	# of enrolled school-age children (elem and secondary) who can do simple word and spreadsheet computer operations	DepEd		School Year	DepEd, LGU, NCC, DOTC
	Participation and tertiary graduation rates	# of students in tertiary education vis # of children ages 17-21				
	Functional literacy rate	# of persons who can read and write and do simple math problems vis # of population ages 7 and above	DepEd		Annual	DepEd, LGU
	Children in labor force	# of school-age children who are working and not in school	DepEd, DSWD, B/MC/P/RCWCs, LGUs		Annual	DepEd, LGU, B/MC/P/RCWCs

Development Indicators in Context of Human Rights	Indicator	In Relation to	Description	Data Disaggregation by Prohibited Grounds of Discrimination	Data Sources	Methods of Collection	Timing	Duty Bearer
I. Outcome Indicators								
PARTICIPATION: participation and inclusion of parents, teachers, children in meetings, activities, planning, decision making in relation to education	number of organizations attended by students and parents in school activities	environment		sex, ethnicity, PWDs & other vulnerable groups	DepEd, CHED, TESDA	agency reports	annually	DepEd, CHED, TESDA, PTAs, Student Councils
	minutes of meetings, school regulations, etc reflecting attendance & contribution of students and parents	environment		-do-	-do-	-do-	-do-	-do-
	Parents-Teachers meetings	environment		-do-	-do-	-do-	-do-	-do-
ACCOUNTABILITY: use resources wisely; treat everyone fairly	increased expenditure of LGUs for education:							
	percentage of funds allocated by LGUs for education	availability	total amount & percent of education funds viz-a-viz other sectors		BLGF, LGUs, DepEd, CHED, TESDA	LGUs & agency reports	annually	BLGF, LGUs, DepEd, CHED, TESDA
ACCOUNTABILITY: use resources wisely; treat everyone fairly	percentage of funds spent by LGUs for education	availability	total amount & percent of education funds viz-a-viz other sectors		-do-	-do-	-do-	-do-
	number of programs/ projects/ activities on the utilization of SEF	availability	total amount & number of PPAs utilizing SEF		-do-	-do-	-do-	-do-

ALIGNING DEVELOPMENT INDICATORS WITH HUMAN RIGHTS
NEDA REGIONAL OFFICE VI

RIGHT TO EDUCATION: Right to Quality Education

Development Indicators in Context of Human Rights	Indicator	In Relation to	Description	Data Disaggregation by Prohibited Grounds of Discrimination	Data Sources	Methods of Collection	Timing	Duty Bearer
I. Outcome Indicators								
NONDISCRIMINATION: all inclusive (school going population, OSYs, adults, IPs, economic status, PWDs, illegitimate children); address factors that could inhibit participation of vulnerable sectors	- labor force participation rate	economic accessibility	number of men/women who are actively looking for work	sex, ethnicity, PWDs & other vulnerable groups	DOLE; Labor Force Survey	agency reports gathered	annually	DOLE
	- employment rate	economic accessibility	number of men/women who are employed	sex, ethnicity, PWDs & other vulnerable groups	DOLE; LFS	agency reports gathered	annually	DOLE
TRANSPARENCY: on the use of resources (no tolerance on corruption in education sector); minimized political interventions; aggressive information dissemination	functioning Local School Boards in the LGUs:							
TRANSPARENCY: on the use of resources (no tolerance on corruption in education sector); minimized political interventions; aggressive information dissemination	- number of projects proposed and implemented by the Local School Boards	availability & environment	total amount & number of projects proposed & implemented by the Local School Boards	beneficiaries by sex, ethnicity, PWDs, & other vulnerable groups	DepEd, CHED, TESDA LGUs	agency reports gathered	annually	DepEd, CHED, TESDA LGUs
	- percent of private sector representatives in the local school board	environment	Membership of PSRs in the Local School Boards	sex, ethnicity, PWDs & other vulnerable groups	-do-	-do-	-do-	-do-
HUMAN DIGNITY: looks at value and worth of human person	reduced prevalence of malnourished preschoolers & school children:							
	- prevalence rate of underweight children >5YOs	environment		sex, ethnicity, PWDs	National Nutrition Council, LGUs, DOH, DSWD	agency reports	annually	National Nutrition Council, LGUs, DOH, DSWD

evelopment Indicators in ontext of Human Rights	Indicator	In Relation to	Description	Data Disaggregation by Prohibited Grounds of Discrimination	Data Sources	Methods of Collection	Timing	Duty Bearer
Outcome Indicators								
MAN DIGNITY: looks at ue and worth of human son	- prevalence rate of underweight school children	environment		sex, ethnicity, PWDs	National Nutrition Council, LGUs, DOH, DSWD	agency reports	annually	National Nutrition Council, LGUs, DOH, DSWD
	increased enrolment in technical-vocational education and training (TVET) programs	accessibility & availability	increased enrolment in technical-vocational education and training (TVET) programs: school-based, non-school based & community-based trainings	sex, ethnicity, PWDs & other vulnerable groups	TESDA & LGUs	TESDA & LGU reports	annually	TESDA & LGUs
	subsistence incidence among population	economic accessibility	percent of population living below subsistence or food threshold	sex, ethnicity, PWDs & other vulnerable groups	NSO, NSCB (RSET), FEIS	agency reports	annually & FEIS (every 3 years)	NSO, NSCB, LGUs
	poverty incidence among population	economic accessibility	percent of population considered poor or living below poverty threshold	sex, ethnicity, PWDs & other vulnerable groups	NSO, NSCB (RSET), FEIS	agency reports	annually & FEIS (every 3 years)	NSO, NSCB, LGUs
	family income	economic accessibility	number of families by income class	Income class	NSO, NSCB (RSET), FEIS	agency reports	annually & FEIS (every 3 years)	NSO, NSCB, LGUs

ALIGNING DEVELOPMENT INDICATORS WITH HUMAN RIGHTS
NEDA REGIONAL OFFICE VI

RIGHT TO EDUCATION: Right to Quality Education

Development Indicators in Context of Human Rights	Indicator	In Relation to	Description	Data Disaggregation by Prohibited Grounds of Discrimination	Data Sources	Methods of Collection	Timing	Duty Bearer
I. Outcome Indicators								
EMPOWERMENT: continued upgrading of teaching materials and methods of instructions in consultation with stakeholders	simple literacy rate		percentage of population who are able to read & write with understanding a simple message in any language or dialect	Sex	DepEd, NSCB (RSET), FLEMMS	agency reports	annually	DepEd, LGUs, DSWD
	increased participation rate of 3-5 year olds in public pre-school	accessibility & availability	number of 3-5YO children; pre-school enrolment	sex, ethnicity, PWDs & other vulnerable groups	DepEd, DSWD	agency reports	annually	DepEd, DSWD
	reduced drop-out rates in elementary, secondary & tertiary school levels	accessibility & availability & environment	Elementary & secondary schools enrolment; number of drop-outs	sex, ethnicity, PWDs & other vulnerable groups	DepEd, CHED, TESDA, DSWD, RSET	agency reports	annually	DepEd, CHED, TESDA, DSWD
	completion rates in elementary and secondary levels	accessibility & availability & environment		Sex	DepEd, RSET	DepEd reports gathered	annually	DepEd
	- functional literacy rate	accessibility & availability & environment	percentage of functionally literates who are able to read, write and do simple arithmetic computations with comprehension; one factor to measure Human Development Index; Western Visayas targets to improve HDI from .590 in 2000 to .798 in 2010	Sex	NSCB, NEDA & DepEd; FLEMMS (Functional Literacy Survey	agency reports gathered	After completion of literacy mapping	DepEd

elopment Indicators in text of Human Rights	Indicator	In Relation to	Description	Data Disaggregation by Prohibited Grounds of Discrimination	Data Sources	Methods of Collection	Timing	Duty Bearer
come Indicators								
OF LAW: institutionalize acking mechanism under tional component of the	number of organizations within school where students and parents are members	environment		sex, ethnicity, PWDs & other vulnerable groups	DepEd, CHED, TESDA	agency reports	annually	DepEd, CHED, TESDA, PTCAs, Student Councils
	presence of feedback system developed in school e.g. grievance service committee to report abuses (sexual or otherwise)	environment		types of abuses & perpetrators by sex, age, ethnicity	DepEd, CHED, TESDA	agency reports	annually	DepEd, CHED, TESDA, PTCAs, Student Councils
	Parents-Teachers meetings							
tput Indicators								
ICIPATION	percent of activities, meetings attended by students and parents in school activities	environment		sex, ethnicity, PWDs & other vulnerable groups	DepEd, CHED, TESDA	agency reports	annually	DepEd, CHED, TESDA, PTAs, Student Councils
	percent of membership of students and parents in school activities and organizations	environment		sex, ethnicity, PWDs & other vulnerable groups	DepEd, CHED, TESDA	agency reports	annually	
UNTABILITY	increased expenditure of LGUs for education: number of bills or ordinances pertaining to a bigger budget allocation and/or programs, projects & activities for education	environment	list of resolutions, bills or ordinances passed by SP/SB pertaining to education e.g. budget allocation, teacher salaries, etc.		BLGF, DILG, LGUS	agency reports, provincial/ municipal reports	annually	DepEd, LGUs, BLGF

ALIGNING DEVELOPMENT INDICATORS WITH HUMAN RIGHTS
NEDA REGIONAL OFFICE VI

RIGHT TO EDUCATION: Right to Quality Education

Development Indicators in Context of Human Rights	Indicator	In Relation to	Description	Data Disaggregation by Prohibited Grounds of Discrimination	Data Sources	Methods of Collection	Timing	Duty Bearer
II. Output Indicators								
NONDISCRIMINATION	- placement rate of TVET graduates	availability, accessibility & environment	Tech-Voc graduates and job placements	sex, ethnicity, PWDs & other vulnerable groups	TESDA	TESDA report	annually	TESDA
TRANSPARENCY	utilization of Special Education Fund: list of programs/ projects/ activities on the utilization of SEF	availability	total amount & number of PPAs utilizing SEF	beneficiaries by sex, ethnicity, PWDs, & other vulnerable groups	DepEd, LGUs, BLGF	agency reports, provincial/ municipal reports	annually	DepEd, LGUs, BLGF
HUMAN DIGNITY	Increased HEI enrolment and graduates by program level:							
HUMAN DIGNITY	- number of enrolees & graduates by program level, by type and by gender	availability, accessibility & environment		sex, ethnicity, PWDs, income class	CHED, TESDA	agency reports	annually	CHED, LGUs
	- number of scholarships granted for deserving students	availability & accessibility		sex, ethnicity, PWDs, income class	CHED, TESDA	agency reports	annually	CHED, LGUs
	Increased enrolment in higher education alternative training system:							
	- number of enrolees in higher education alternative training systems	availability, accessibility & acceptability		sex, ethnicity, PWDs, & other vulnerable groups	CHED, TESDA	agency reports	annually	CHED, LGUs
	- number of programs offered for higher education alternative training systems	acceptability		sex, ethnicity, PWDs, & other vulnerable groups	CHED, TESDA	agency reports	annually	CHED, LGUs

opment Indicators in ext of Human Rights	Indicator	In Relation to	Description	Data Disaggregation by Prohibited Grounds of Discrimination	Data Sources	Methods of Collection	Timing	Duty Bearer
tput Indicators								
OWERMENT: cations of teachers for ntary, secondary & y levels	qualifications of teachers for elementary, secondary, vocational & tertiary levels: percent of teachers with masters and doctorate degrees	availability		sex, ethnicity, PWDs, & other vulnerable groups	DepEd, CHED, TESDA	agency reports	annually	DepEd, CHED, TESDA
OF LAW	number & type of abuses, complaints reported and acted upon	environment		complainants by sex, age, ethnicity, PWDs & other vulnerable groups	DepEd, CHED, TESDA	agency reports	annually	DepEd, CHED, TESDA
put Indicators								
essive realization	number of elementary school buildings in remote areas/ hinterlands & island barangays	education availability, accessibility	school in every barangay		DepEd, DPWH, LGUs	agency & LGU reports	annually	DepEd, DPWH, LGUS
	number of classrooms built, rehabilitated	availability, accessibility			DepEd, DPWH, LGUs	agency & LGU reports	annually	DepEd, DPWH, LGUS
	- LGU literacy programs implemented/ incorporation of literacy education in livelihood skills training	acceptability		beneficiaries by sex, ethnicity, PWDs, & other vulnerable groups	DepEd, LGU reports	municipal/ provincial reports	annually	DepEd, LGUs
essive realization	- number of literacy programs/ projects submitted during Search for Outstanding Literacy Program	acceptability		beneficiaries by sex, ethnicity, PWDs, & other vulnerable groups	DepEd, LGU reports	municipal/ provincial reports	annually	DepEd, LGUs

ALIGNING DEVELOPMENT INDICATORS WITH HUMAN RIGHTS
NEDA REGIONAL OFFICE VI

RIGHT TO EDUCATION: Right to Quality Education

Development Indicators in Context of Human Rights	Indicator	In Relation to	Description	Data Disaggregation by Prohibited Grounds of Discrimination	Data Sources	Methods of Collection	Timing	Duty Bearer
III. Input Indicators								
Progressive realization	number of elementary school buildings in remote areas/ hinterlands & island barangays	education availability, accessibility	school in every barangay		DepEd, DPWH, LGUs	agency & LGU reports	annually	DepEd, DPWH, LGUS
	number of classrooms built, rehabilitated	availability, accessibility			DepEd, DPWH, LGUs	agency & LGU reports	annually	DepEd, DPWH, LGUS
	- LGU literacy programs implemented/ incorporation of literacy education in livelihood skills training	acceptability		beneficiaries by sex, ethnicity, PWDs, & other vulnerable groups	DepEd, LGU reports	municipal/ provincial reports	annually	DepEd, LGUs
	- number of literacy programs/ projects submitted during Search for Outstanding Literacy Program	acceptability		beneficiaries by sex, ethnicity, PWDs, & other vulnerable groups	DepEd, LGU reports	municipal/ provincial reports	annually	DepEd, LGUs
Obligation of equality & nondiscrimination	number of TVET scholars	availability		sex, ethnicity, PWDs, & other vulnerable groups	TESDA, LGUs	agency & LGU reports	annually	TESDA, LGUs
	classroom to pupil ratio	availability, accessibility & environment	standard set for classroom to pupil ratio is 1 per 40 pupils in elementary level & 1 per 40-45 pupils in secondary level		DepEd	agency report	annually	DepEd, DPWH, LGUS
	teacher to pupil ratio	availability, accessibility & environment	standard set for teacher to pupil ratio is 1 per 40 pupils in elementary level & 1 per 40-45 pupils in secondary level		DepEd	agency report	annually	DepEd, LGUS
	pupil-textbook ratio	availability, acceptability	1 per 5 students		DepEd	agency report	annually	DepEd, LGUS
	programs offered by TESDA	acceptability		enrolees by program disaggregated by sex, ethnicity, PWDs, & other vulnerable groups	TESDA, LGUs	agency & LGU reports	annually	TESDA, LGUs

ent Indicators t of Human ghts	Indicator	In Relation to	Description	Data Disaggregation by Prohibited Grounds of Discrimination	Data Sources	Methods of Collection	Timing	Duty Bearer
dicators								
o fulfill	number of TESDA accredited institutions in Region 6				TESDA, LGUs	agency & LGU reports	annually	TESDA, LGUs
	presence of science lab and computer rooms in elementary & secondary schools & higher education institutions	availability			DepEd, TESDA, CHED, LGUs	agency & LGU reports	annually	DepEd, TESDA, CHED, LGUs, PTCA
	presence of facilities for persons with disabilities	availability			DepEd, TESDA, CHED, LGUs, DSWD	agency & LGU reports	annually	DepEd, TESDA, CHED, LGUs, DSWD, DPWH, PTCA
	presence of water and sanitation facilities present in school compound	availability			DepEd, TESDA, CHED, LGUs	agency & LGU reports	annually	DepEd, TESDA, CHED, LGUs, DSWD, DPWH, PTCA
	number of trainings availed by teachers & staff each year	availability		Sex, ethnicity, PWDs, & other vulnerable groups	DepEd, LGU reports	municipal/ provincial reports	annually	DepEd, LGUs

DATA SETS ANALYSIS IN THE CONTEXT OF HUMAN RIGHTS
NEDA REGIONAL OFFICE VII

RIGHT TO SOCIAL SECURITY
Obligation: Social Security Coverage

Data Sets Analysis in Context of Human Rights	Indicator	In Relation to	Description	Data Disaggregation by Prohibited Grounds o Discrimination	Data Sources	Methods of Collection	Timing	Duty Bearer
Indicators for Cross Temporal Analysis	Proportion of population covered by the social security system and other social insurance programs	Proportion of paying and non-paying insured population	Categorizing the paying and non-paying population provides info on the estimated proportion of indigent members	Disaggregated data by gender, geography, urban/rural, age group	Service providers	Company/ agency records	Annual	NSO, Service providers
	Total amount of contributions received/ collected by GSIS, SSS, other service providers	Availment rate of social insurance	Compares total contributions collected against total benefits paid	Disaggregated data by geography, urban/rural, gender, ethnic groups, nature of work	Statistical info	Company/ agency records/ reports	Annual	NSO
	No. of MOAs/ partnerships forged with service providers for the enrollment of indigents in the social security system and other social insurance programs	No. of members enrolled through partnerships with LGUs, GOCCs and private groups	Some MOAs remain unimplemented. By providing data on no. of members enrolled thru MOAs, this gives a clearer picture of the effectivity of partnership in expanding coverage.	Disaggregated data by age group, geography, urban/rural, gender	Service providers	Company/ agency records	Annual	NSO, Service providers
Indicators for Cross Temporal Analysis	Population	Population of elderly, employed/ unemployed persons, persons with disabilities, children, women, workers in the informal sector,etc.	Population by groups of people allow the development of a package of services that meet specific requirements of groups	Disaggregated data by gender, income class, ethnic groups, age groups, rural/urban, formal/informal sector	Statistical info	Census, survey	Annual	NSO
Indicators for Geographic Variance Analysis	Wage rate	Disposable income	Disposable income, which is net of personal current tax, provides more info on person's capacity to spend than wage rate, the amount of which does not all go to the employee.	Disaggregated data by income class, gender, geography, urban/rural	Statistical info	Census, survey	Annual	NSO
	Total amount of social security benefits paid to beneficiaries	Percentage of claims paid to beneficiaries	Of the total number of claims received, what percentage was ultimately paid to beneficiaries?	Disaggregated data by age group, geography, urban/rural	Statistical info	Company/ agency records	Annual	NSO, Service providers

gation: Social Security Coverage

Sets Analysis in ntext of Human Rights	Indicator	In Relation to	Description	Data Disaggregation by Prohibited Grounds o Discrimination	Data Sources	Methods of Collection	Timing	Duty Bearer
ators for raphic Variance sis	Amount of public funds allocated for membership in social security system and other social insurance programs	Proportion of public funds spent on membership of indigents in social security system	Given a budget allocation for social security, what proportion or share of the budget went to membership of indigents in the social security system?	Disaggregated data by age group (e.g. children, elderly), gender, and different groups of people (ethnic groups, urban/ rural)	Service providers	Agency records/ reports	Annual	DBM; GSIS, SSS, Philhealth, other service providers
ators for Group nce Analysis	Population	Population of elderly, employed/ unemployed persons, persons with disabilities, children, women, workers in the informal sector, etc.	Population by groups of people allow the development of a package of services that meet specific requirements of groups	Disaggregated data by gender. Income, class, ethnic group, age groups, rural/ urban, formal/ informal sector	Statistical info	Census, survey	Annual	NSO
ators for Group nce Analysis	Proportion of population covered by the social security system and other social insurance programs	Population of paying and non-paying insured population	Categorizing the paying & non-paying population provides info on the estimated proportion of indigent members	Disaggregated data by gender, geography, urban/ rural, age group	Service providers	Company/ agency records	Annual	NSO, Service providers
	No. of risks covered by social security scheme	Types and no. of social security schemes available for specific groups of people (elderly, formal/ informal workers)	Special groups have special needs. A regular social security scheme may discriminate against certain groups. Hence, special programs for specific groups may be in order.	Disaggregated data by gender, age group, nature of work	Service providers	Information materials	Annual	Agency with oversight/ regulatory function
ators for Gender nce Analysis	No. of persons covered by the social security system & other social insurance programs	Percentage of women covered by the social security system & other social insurance programs	Of the total number of the insured population, how many are women?	Disaggregated data by age group, geography, urban/rural, gender	Statistical info	Company/ agency records	Annual	NSO

DATA SETS ANALYSIS IN THE CONTEXT OF HUMAN RIGHTS
NEDA REGIONAL OFFICE VII

RIGHT TO SOCIAL SECURITY

Obligation: Social Security Coverage

Data Sets Analysis in Context of Human Rights	Indicator	In Relation to	Description	Data Disaggregation by Prohibited Grounds o Discrimination	Data Sources	Methods of Collection	Timing	Duty Bearer
Indicators for Gender Variance Analysis	No. of paying members of a social security scheme	Proportion of women paying members	Info on women paying members indicates financial capacity of women to take measures to ensure adequate protection from social risks	Disaggregated data by geography, urban/rural, nature/type of work or profession	Statistical info	Company/ agency records & reports	Annual	NSO
	No. of requirements to enroll in a social security scheme and to avail of services	Expanded list of requirements for women members	Additional (more) requirements for women to enroll in a social security scheme or to avail of services may indicate discrimination	Disaggregated data by geography, urban/rural, nature/type of work or profession	Service providers	Information materials on programs	Annual	Agency with oversight/ regulatory function

Human Rights Indicators	Indicator	Description	Data Sources	Methods of Collection	Frequency	Duty Bearer
Process Indicators						

EXECUTIVE SUMMARY

Chapter 7, Human Rights Based Approach to Target and Indicator Setting, introduces the human rights based approach to target and indicator setting, emphasizes the UN Statistical Commission's *Fundamental Principles of Official Statistics*, compares and contrasts development and human rights indicators, presents criteria to select human rights indicators, identifies different kinds of human rights indicators, and presents a framework to set human rights indicators and align development indicators with human rights. Chapter 7 includes Human Rights Flowchart 5 (*Human Rights Based Approach to Target and Indicator Setting*) and provides Philippine examples of human rights indicators.