SDG 10: Reduce inequalities within and among countries

Levels of income, access to resources and services, and political participation vary widely across and within the Arab States. Inequality runs along class, subnational and gender divides, among others. Despite few official measures of inequality, widening gaps among different social groups and areas can readily be observed. These threaten social cohesion as well as economic prosperity and political stability. Reducing inequalities requires reasserting the role of the State as the guarantor of equal economic and social rights, and implementing policies to equitably redistribute resources. This is a political process first and foremost. At the national level, it necessitates structural changes in economies and institutions as well as social and legal changes to end all forms of discrimination. Supportive global mechanisms must also be in place.

Key facts

- There is a striking disconnect in the region between economic growth at the national level and the relatively sluggish increase in household income, suggesting that economic growth is concentrating wealth and failing to reduce inequality.

GNI per capita

The gaps between GNI per capita and average household income are significant and widening, especially in middle-income countries such as Egypt and Iraq. In the former, households reported a real income growth of 30 per cent over a 25-year period compared to the 70 per cent growth in the economy as a whole.

10% The Arab region has registered some of the highest levels of income inequality in the world. In some countries, the top 10 per cent of earners account for more than 60 per cent of national income.

10% 50% Inequality in the shares of national income between the top 10 per cent and the bottom 50 per cent is particularly high. For example, shares are, respectively, 68 per cent and 9 per cent in Qatar, 62 per cent and 8 per cent in Saudi Arabia, 57 per cent and 11 per cent in Lebanon, 53 per cent and 12 per cent in Bahrain, and 50 per cent and 14 per cent in Yemen.

8.3% women in managerial positions

Arab countries are among those ranked last globally in the World Economic Forum’s Gender Gap Report. The region also has the lowest average in the world for women in managerial positions at 8.3 per cent compared to 27.6 per cent globally.

Taxation

Taxation is generally regressive, consisting mainly of indirect taxes and/or taxes on rents. There is little evidence of more progressive taxation policies targeting the wealthier. Progressive inheritance tax regimes are almost universally absent, contributing to further concentration of wealth and depriving States of additional public funds.

In 2015, 94 per cent of the urban population in the region used a basic drinking water service compared to 77.5 per cent of the rural population; only 80 per cent of people in rural areas could access electricity.

Women from poorer rural areas are more likely than urban women to drop out of school, be married early, give birth at an early age, engage in informal employment, suffer complications during childbirth and experience gender-based violence.
Inequalities among groups

Inequalities in opportunities, including access to health services, education and decent work, have resulted in stark inequalities within and among sociodemographic groups. Fewer than 10 per cent of older people receive pension benefits in Mauritania, the State of Palestine, the Sudan and Yemen. The presence of Arab countries in global financial institutions is comparable to the world average, but voting rights are relatively weaker. The Arab least developed countries are the weakest both in terms of membership and voting rights.

X 20

Intraregional inequality is high and rising. In 2010, the average GNI per capita of Arab countries with a very high human development rating was 13 times that of countries with a low human development rating. By 2017, the gap was 20 times.

The average cost for migrants to send remittances in the Arab region, as a proportion of the amount remitted, stood at 6.8 per cent in 2017, lower than the global average of 8.09 per cent for the same period but more than double the global target.

Bilateral assistance

A third of total bilateral assistance provided by Arab countries in 2016 went to other Arab countries. Among Arab development institutions, 54 per cent of assistance to developing countries went to Arab countries in 2017.

Measuring SDG 10 in the Arab region according to the global SDG indicator framework

Data are available for 3 out of 11 indicators, covering 3 out of 10 targets under SDG 10.

SDG 10 is complex and conceptually challenging. It addresses multiple inequalities that cut across the SDGs. And while it considers income inequality and the importance of increasing the income of the poorest, it does not measure the wealth of the top earners or economic distribution, even though these may be the roots of other forms of exclusion.

More work is needed to conceptualize and design methodologies and tools to measure inequality and identify indicators that reflect the primary distribution of power and resources, and the extent to which they amplify or reduce inequality.

More than half of the targets under SDG 10 address dynamics among countries or those related to global financial or trade systems (targets 10.5, 10.6, 10.7, 10.a, 10.b and 10.c). Stronger links between monitoring SDG 10 indicators at the national and global levels therefore have to be established to contextualize and understand the implications.

The following issues arise in measuring SDG 10 in the Arab region:

- Figures are not systematically available to cover the region, and are rarely disaggregated by sex, age, race, ethnicity, origin, religion or economic or other status.
In Lebanon in 2016, the richest 1 per cent and 10 per cent of the adult population had an estimated 24 per cent and 57 per cent of national income on average, respectively, and more than 45 per cent and 70 per cent of total personal wealth. These findings resulted from an innovative study that used fiscal data to correct for downward biases in household surveys.

Source: Assouad, 2018a; updated data from World Inequality Database, 2016a.

The role of the State and fiscal policies

Despite its relevance across the SDGs, safe, orderly and regular migration appears as a target only within SDG 10. The indicators associated with this target, measuring recruitment cost borne by employees (10.7.1) and the number of countries implementing well-managed migration policies (10.7.2), fall short of capturing the extent to which migration is safe, orderly and regular. In addition, the lack of disaggregation by migratory status across the indicators of all 17 SDGs excludes migrants and migration from measurement as well as integrated policy analysis and planning.

The main barriers to reducing inequality within and among countries in the Arab region

Reducing inequality is integral to achieving all 17 SDGs because the goals have to be realized “for all”. SDG 10 promotes an understanding of inequality that cuts across human capabilities, access to services and resources, and representation and participation in social, political and economic life.

Achieving the goal is closely intertwined with accomplishing SDG 16, given the importance of representative politics, and the role of the State in guaranteeing social justice and equality before the law, and ensuring equitable social protection floors and the fair distribution of benefits.

In the Arab region, inequality and marginalization are major concerns. Different social groups and geographical areas have significantly varied access to economic, social and political power, including the power to address the environmental dimension of development. Examples of these groups include women and girls as well as subgroups such as rural women or women with disabilities, ethnic and religious minorities, migrant workers, people in poverty, the geographically marginalized and so on. While constitutional guarantees of equality exist in most Arab countries, robust enforcement mechanisms, transparent State institutions and universal access to justice are less common.

SDG 10 covers a wide geographical scope from the subnational level to the national and global levels, and global structures impinge on national progress. Barriers to its achievement are determined according to each country’s historical development trajectory as well as the impact of geopolitics, conflict and global economic governance systems. Reforming global economic structures to reduce inequalities among countries and regions would directly impact national development. Global and regional commitments to aid developing and least developed countries, to share knowledge and technologies and to support more inclusive global governance structures, as reflected in SDG 17, are other factors elemental to SDG 10.

THE FOLLOWING ARE THE KEY BARRIERS TO ACHIEVING SDG 10 IN THE ARAB REGION

The role of the State and fiscal policies

Despite a history of spending on public services, subsidies and public sector employment in Arab countries, these measures have not diminished inequality among different social groups. Nor have efforts been made to restructure economies to promote prosperity and inclusive growth (SDG 8). Current practices in fiscal and monetary policies have been geared towards containing public expenditures, budget deficits, government debt and inflation. Further, the Arab region has the world’s highest military expenditures as a share of GDP, around 6.2 per cent in 2016, compared with the second highest figure of 2.06 per cent in North America.12 Spending on social protection, on the other hand, is relatively low, hovering at around 2.5 per cent of GDP (excluding health care).13 The distributional impact of such policies on wealth among regions and social groups has been generally limited.
The strong centralization of policymaking in the Arab States exacerbates inequality at the subnational level. Centralization has often translated into policies, budgets and practices that privilege the centre or a few geographical areas at the expense of others. Decentralization and fiscal decentralization also call for an effective and representative central Government, however. Weak political representation, especially of marginalized groups, and the elite’s ability to influence key decisions throughout the region limit the State’s ability to assume its central role in redistributing wealth for development. The result is reduced effectiveness of State institutions and constraints on democratic governance and citizen engagement at the national, subnational and local levels. Uprisings have swept the region since 2010, and the people have expressed deep grievances and articulated a clear call for more transparency and functionality in local government institutions as well as more fairness in the distribution of wealth and quality services.

Structure of the economy, job creation and quality of education

The structure of Arab economies, relying on rents or locked in low value added activities with limited job creation, excludes significant shares of the population. The region in 2016 had the world’s highest unemployment rate at 10.3 per cent, double the world average.17 The poor are often trapped in informal or intermittent employment, increasing their vulnerability and accentuating inequality in access to services. Different methods estimate informal employment in the region, excluding the agricultural sector, at 45 or 65 per cent.24 Other evidence of exclusion comes from the limited share of small and medium-sized enterprises with access to a loan or credit. At around 16 per cent in the region, it is the lowest share among all regions worldwide.25

While in some Arab countries, especially the GCC countries, oil resources have been used to reduce poverty and extend access to health care and education, these advances have not been matched by progress towards political inclusion and the realization of human rights. Flagrant inequalities exist between nationals and the large shares of non-national migrant workers in oil-rich countries. Furthermore, in a challenge to intergenerational equity, the benefits from oil and public spending will likely not accrue to future generations, given diminishing or depleted reserves.

Within middle-income countries and the least developed countries, weak social protection (SDG 1) and the declining quality of public education (SDG 4) further marginalize the poor. The rapid expansion of private education in the past decade, along with the extra resources for private tutoring and other elements needed to succeed, have essentially closed the door to higher education for children from disadvantaged backgrounds. The situation poses particular challenges to students from rural areas who have fewer options. In Egypt, the probability that a young person from a most advantaged background will attend university is 97 per cent, compared to only 9 per cent for a youth from a most vulnerable background.26

Laws, norms and attitudes

Discrimination on the basis of gender and other attributes, including religious, sectarian and ethnic identities, combines with weak representative political structures to foster social and political exclusion. For example, legal discrimination against women is bolstered by social norms that marginalize their economic and political participation and increase their vulnerability to violence. Few laws criminalize discrimination on the basis of gender, disability, or religious, sectarian or other identity. Where such laws do exist, they may not be properly enforced, undermining constitutional articles committing to equality regardless of social identity or status. The region has the world’s lowest participation rates of women in the economy as well as in parliaments, with their share of national legislative seats reaching only 19.4 per cent.21

Persons with disabilities face social stigma and exclusion in addition to physical barriers to integration in the labour market, educational systems and public life. In 9 of 10 countries with available data, the employment rate for persons with disabilities is no higher than 14 per cent for women and 34 per cent for men, and often it is much lower than that.22

The integration of universal human rights in educational curricula to promote the values of equality, acceptance and rights for all, regardless of identity or status, remains limited (SDG 4).

Imbalanced international system

Biased global economic governance systems restrict the representation and participation of developing countries in decision-making, and weaken global accountability, especially on issues of trade and intellectual property. SDGs 10 and 17 attempt to address these shortfalls. Global conditions shape Arab countries’ macroeconomic and policy frameworks, and the structure of their economies, and constrain their ability to mobilize resources. Imbalanced global trade governance is felt not only at the national level but by the most vulnerable within countries, such as small farmers, who face extreme disadvantages due in part to protectionist measures by richer and more powerful countries.

This imbalance has a particularly negative effect on the least developed countries, which are most in need of additional international resources but have the most limited representation in the forums that decide how these are used. Such countries require substantial international aid, for example, yet this has been decreasing globally. The State of Palestine has no membership or voting rights in any global financial institution.23
**Violent conflicts and war economies**

Conflicts in the region deepen exclusion and marginalization. Worsening economic and political conditions cause regressions in development gains. The material and human costs of conflict, in addition to the damage to institutions and infrastructure, further widen gaps within conflict countries, and between conflict countries and others. Internally displaced people face multiple hurdles in accessing services and securing employment. The region’s large population of refugees also confronts many forms of exclusion, which are often exacerbated by their lack of official documentation, and deepened by discriminatory policies and social intolerance. By 2016, an estimated 15 million children aged 5 to 14 in the region were being deprived of schooling because of conflict, mainly in Iraq, the Syrian Arab Republic and Yemen.\(^{24}\)

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The total wealth of the 42 richest Arabs in 2017, at $123 billion, was approximately equal to the combined GDP of the Comoros, Mauritania, the Sudan and Yemen.

Forty per cent of the richest Arabs had, or previously had, government or political affiliations, suggesting a concentration and conflation of political and economic power.

Source: ESCWA and ERF, 2019.

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**Inequality of opportunity in education** is high in the region. For example, the most advantaged children in Egypt, Jordan and Tunisia have more than 90 per cent chance of reaching secondary school, whereas the least advantaged children in those countries have a 30 to 68 per cent chance depending on whether they are boys or girls. In Iraq, the least advantaged children have a 13 per cent probability of reaching secondary school versus 64 to 71 per cent for the most advantaged.

**Inequality of outcome in education** is reflected in secondary cycle completion rates that vary between urban and rural areas, with Comoros, Mauritania, Morocco, the Sudan, Tunisia and Yemen reporting some of the highest rural-urban gaps.

Source: Assaad and others, 2019; ESCWA and ERF, 2019.

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The Arab region hosted 40 million migrants in 2019, almost 15 per cent of the total of 272 million international migrants worldwide. An estimated 32 million people migrated from Arab countries; 45 per cent migrated within the region. Complex migration patterns and trends offer opportunities for development yet pose challenges if not well managed. The Arab region received more than $54 billion in remittances in 2018, almost double the amount of official development assistance and aid. States across the region, however, continue to face considerable challenges that hinder development and aid. States across the region, however, continue to face considerable challenges that hinder development and aid.

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**At risk of being left behind**

Inequality in the Arab region manifests in part through the lack of social protection systems that could buffer marginalization and exclusion. It is amplified by legal and social discrimination. Therefore, many social groups and categories are at risk of being left behind, on issues across the SDGs. Prominent examples include women and girls, the poor, persons with disabilities, older persons, children, youth, those outside of formal employment, migrant workers, refugees, internally displaced persons and slum dwellers.

In Morocco, maternal mortality rates declined considerably, mainly due to declines in rural areas. However, the number of maternal deaths per 100,000 live births was 44.6 in urban areas in 2015 to 2016, compared to 111.4 in rural areas. This rural-urban divide is also reflected in variations in the number of women who benefit from care during childbirth as well as ante- and postnatal care.

Source: Ministry of Health in Morocco, 2018.
The urban-rural divide cuts across the goals. For example, children in rural areas are 3.6 times more likely to be acutely poor than children in urban areas, reflecting rural-urban inequality.26 The majority of the undernourished in the Arab region live in rural areas where agriculture is often the main source of income (SDG 2). While access to electricity is close to universal in cities, it is only around 80 per cent in rural areas (SDG 7). Among persons with disabilities, girls and women in rural areas have the lowest rates of literacy, educational attainment and school attendance (SDG 5).

In considering SDG 10, two categories are particularly challenging and face heightened risks:

**People locked in intersecting inequalities** face multiple barriers that reinforce and exacerbate each other. Migrant domestic workers are at an increased risk of exploitation and violence. A disabled and illiterate woman living in a rural area faces multiple challenges, yet her constraints are rarely captured or estimated by conventional methodologies, leading to further marginalization.

**The least developed countries** lag well behind other countries in the region on all of the SDGs. For example, maternal mortality in the least developed countries is 493 deaths per 100,000 live births, almost three times the rate for the second highest Arab subregion, the Maghreb, at 113 deaths per 100,000 live births. Health worker density in the least developed countries, measured as the number of physicians per 1,000 people, is about a fifth of the regional average (SDG 3). The participation rate in organized learning one year before the official primary entry age is 5.62 per cent in these countries compared to the regional average of 47.16 per cent (SDG 4). The almost universal access to electricity across the region drops to 48 per cent for the least developed countries (SDG 7). The proportion of children engaged in economic activity is 14.8 per cent there compared to 3.7 per cent in the Mashreq and 3.3 per cent in the Maghreb (SDG 8).26

Weak production capacities and knowledge and financing constraints impede progress for the least developed countries. They need a structural transformation of their economies to break the vicious cycle of high poverty and low growth that, in some cases, is further aggravated by conflict. They also need support to enhance human capabilities and institutional capacity. Moreover, without levelling the playing field globally and regionally to allow these countries more voice and representation in international trade and financial systems, they will remain in a precarious position and unable to compete equitably with others in global markets.

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**What the region can do to accelerate progress on SDG 10**

Progress on SDG 10 is linked to all of the SDGs. Achievement is specifically intertwined with reducing economic inequality, strengthening political participation and addressing discrimination.

1. **Strengthen the State’s central role in redistribution, and as a guarantor of equal political, social and economic rights:**

   - Build political consensus and administrative capacities in policymaking for redistribution and inclusion.
   - Bolster accountability mechanisms, including audit and watchdog institutions, and improve transparency to curb corruption, such as through regulation of the relationship between government and the private sector.
   - Enhance governance at all levels, including locally.
   - Introduce antidiscrimination legislation and change discriminatory laws in line with international human rights laws, in particular to ensure gender equality.
   - Introduce, evaluate and strengthen enforcement mechanisms for existing and new antidiscrimination laws, and enhance the independence of the judiciary.

2. **Address political and economic deficits by applying redistributive policies and taking action accordingly:**

   - Introduce a comprehensive set of macroeconomic policies and fiscal reforms that will effectively drive employment growth and generate new, decent employment opportunities.
   - Introduce and enforce progressive taxation to expand public expenditure and decrease the wealth gap at the national level.
   - Encourage the allocation of domestic and foreign direct investment to high value added segments of the economy.
   - Establish, reform and progressively expand national social protection floors to provide a minimum level of income security to all.
   - Expand non-contributory, tax-financed protection schemes given significant employment in the informal sector, especially in the least developed countries where poverty rates are high.
3. **Expand civic space and strengthen representative institutions:**

- Remove limitations on civil society, including on assembly and resource mobilization.
- Lift constraints on the participation and representation of youth, women and all social groups in political processes, especially at the local level.

4. **Push for regional and global partnerships in favour of the least developed countries:**

- Fulfil international commitments to support the least developed countries, including through ODA, and in line with the Istanbul Programme of Action for the Least Developed Countries.
- Lower technical trade and other barriers facing these countries, including through reducing restrictions on or allowing duty-free exports from them, and engaging them in regional and global value chains.

5. **Collect systematic data to study the distributional impact of public policy, primarily fiscal policy:**

- Increase efforts in national statistical offices to collect disaggregated data related to SDG 10.
- Analyse the distributional impact of proposed policies, such as those defining the composition and impact of spending on inequality, the impact of taxes on inequality, and the amount of tax that can be collected.

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### SDG 10 targets and indicators in the Arab region

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<th>Target</th>
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| **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 | 10.1.1 Growth rates of household expenditure or income per capita among the bottom 40 per cent of the population and the total population | Adopted criteria to obtain a regional average are not met for this indicator. |
| **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 | 10.2.1 Proportion of people living below 50 per cent of median income, by sex, age and persons with disabilities | Adopted criteria to obtain a regional average are not met for this indicator. |
| **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 | 10.3.1 Proportion of population reporting having personally felt discriminated against or harassed in the previous 12 months on the basis of a ground of discrimination prohibited under international human rights law | Adopted criteria to obtain a regional average are not met for this indicator. |
10.4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality

10.5 Improve the regulation and monitoring of global financial markets and institutions and strengthen the implementation of such regulations

10.6 Ensure enhanced representation and voice for developing countries in decision-making in global international economic and financial institutions in order to deliver more effective, credible, accountable and legitimate institutions

10.7 Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies

10.4.1 Labour share of GDP, comprising wages and social protection transfers

10.5.1 Financial Soundness Indicators

10.6.1 Proportion of members and voting rights of developing countries in international organizations

Notes: Aggregates are unweighted means of country values. The calculated Arab regional aggregate includes the data values for all Arab countries in 2017. We visualize and analyse the two subindicators of SDG 10.6.1 separately, since they are at a different scale and unit; and represent different concepts. The index of the first subindicator is the simple arithmetic mean of seven dummy variables, one for each international organization, which take a value of 1 if the country is a member and a 0 if not. The index of the second subindicator is the simple arithmetic mean of seven variables depicting the voting power of the countries in each of the seven international organizations, as calculated/reported by the data sources in the annex to this chapter.
10.a
Implement the principle of special and differential treatment for developing countries, in particular least developed countries, in accordance with World Trade Organization agreements.

10.b 1
Encourage official development assistance and financial flows, including foreign direct investment, to States where the need is greatest, in particular least developed countries, African countries, small island developing States and landlocked developing countries, in accordance with their national plans and programmes.

10.b.1
Total resource flows for development, by recipient and donor countries and type of flow (e.g. official development assistance, foreign direct investment and other flows)

10.c
By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent.

10.c.1
Remittance costs as a proportion of the amount remitted

Adopted criteria to obtain a regional average are not met for this indicator.

Notes: Aggregates are the total sum of country values (United Nations Statistics Division, 2019). The calculated Arab regional aggregate includes the data values of the following Arab countries for 2016: Algeria, Comoros, Djibouti, Egypt, Iraq, Jordan, Lebanon, Libya, Mauritania, Morocco, Somalia, Sudan, Syrian Arab Republic, Tunisia and Yemen, with 2010 data for Oman. This indicator only covers recipient countries and excludes 41 donor countries from different regions that are either listed by the OECD or included in the data set of the second subindicator of SDG 10.b.1 as donors.

The indicator comprises both positive and negative (and economically significant) values across observations as it measures net ODA, which includes loan repayments that are “recorded as negative and deducted from ODA and loans”. “In some cases loan repayments are higher than new ODA and net ODA will show as a negative number” (OECD 2019).

Notes: Aggregates are unweighted means of country values. The calculated Arab regional aggregate includes the data values for the following Arab countries for 2017: Algeria, Comoros, Egypt, Jordan, Lebanon, Morocco, Somalia, State of Palestine, Sudan, Syrian Arab Republic, Tunisia and Yemen. According to the SDG Indicators Metadata Repository, this indicator aims to make the “transaction costs for migrant remittances be 3% or less, by 2030” and “to eliminate corridors where cost is 5% or higher” by that time (United Nations Statistics Division, 2019).

Notes: Central and Southern Asia (CSA); Eastern and South-Eastern Asia (ESEA); Europe and Northern America (ENA); Gulf Cooperation Council (GCC); Latin America and the Caribbean (LAC); Arab Least Developed Countries (Arab LDCs); Oceania (excluding Australia and New Zealand); Sub-Saharan Africa (SSA).

All figures are based on the Global SDG Indicators Database (United Nations Statistics Division, 2018).
ENDNOTES

1. ESCWA and ERF, 2019.
2. Ibid.
3. World Inequality Lab, 2018. Note: Arab countries included in the report are: Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Oman, Qatar, Saudi Arabia, State of Palestine, Syrian Arab Republic, United Arab Emirates and Yemen. It also covers Iran and Turkey.
4. World Inequality Database, 2016b.
5. ESCWA, 2017. An indirect tax is collected by an intermediary from the person who bears the ultimate economic burden of the tax. This type of tax raises the prices of products on which they are imposed. Customs duties, central excise taxes, service taxes and value added taxes are examples of indirect taxes.
6. Assouad, 2018b.
8. Calculated by ESCWA, see the chapter on SDG 5.
9. ESCWA, 2018c.
10. Calculated by ESCWA, see figure 3.
11. Analysis by ESCWA, see figure 1.
12. AFED, 2018; AMF, 2016.
13. According to the methodology used in this report.
14. For further reading, refer to ESCWA, 2014.
15. ESCWA calculations based on GDP data from World Bank, 2019; SIPRI, 2018.
17. Calculated by ESCWA, see the chapter on SDG 8.
19. Calculated by ESCWA, see the chapter on SDG 9.
20. ESCWA, 2018b.
21. Calculated by ESCWA, see the chapter on SDG 5.
22. ESCWA, 2018a.
23. Analysis by ESCWA, see figure 1. For more details on country values, please see the annex complementing this chapter.
26. Calculated by ESCWA, see the chapter on SDG 8.

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