

CONFERENCE OF EUROPEAN STATISTICIANS

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For discussion and
recommendations

Item 2 (a) of the Provisional
Agenda

COMMENTS ON THE IN-DEPTH REVIEW ON MEASURING GOVERNANCE

Note by the Secretariat

The note provides comments from UNECE as input to the in-depth review on measuring governance (ECE/CES/BUR/2016/OCT/2).

I. INTRODUCTION

1. The UNECE Secretariat considers that the in-depth review document presents an accurate and comprehensive overview of measuring governance and current data availability. UNECE also agrees with the conclusions and recommendations presented in section V of the in-depth review paper.

2. This note includes some additional information to contribute to the in-depth review discussion, concerning the activities of international organizations in governance statistics, and the SDG targets and indicators related to governance.

II. INTERNATIONAL ORGANIZATIONS AND GROUPS WORKING ON GOVERNANCE STATISTICS

3. Given the growing interest in governance statistics, several groups are undertaking work at the regional and global level in the area, both within the UN-system and in the third sector. To complement the information provided in the in-depth review, some groups are described in this section. In some cases these organizations are not addressing governance and its measurement per se, but there are overlaps between their work and measuring governance (such as measuring corruption and human rights).

A. The Praia City Group

4. At the 64th session of the Statistical Commission, the National Institute of Statistics of Cape Verde proposed the creation of the “Praia Group on Governance, Peace and Security Statistics” (E/CN.3/2015/17). UNSC formally established the group and noted that governance statistics are a “new domain” for official statistics. In the following year, the Praia Group proposed a 2016-2020 road map for the development of a handbook on governance statistics (E/CN.3/2016/16).

5. The draft handbook is planned to be discussed by the Praia Group in October 2018 and presented to regional commissions in 2019 (to UNECE in May 2019). The group’s report

and the handbook on governance statistics will be finalized by November 2019 for presentation to the Statistical Commission in March 2020. The handbook will focus on: (a) institutional coordination; (b) concepts, dimensions and operational definitions; (c) statistical methodologies; (d) questionnaire design; (e) structure of and procedures relating to administrative records; (f) analysis plan; and (g) dissemination.

6. The Praia Group's work excludes crime statistics to avoid duplication of efforts with ongoing work by the National Institute of Statistics of Mexico (INEGI) and the United Nations Office on Drugs and Crime (UNODC).

B. UNODC Center of Excellence in Statistical Information on Government, Crime, Victimization and Justice (CoE)

7. UNODC produces and disseminates statistics on drugs, crime and criminal justice at the international level. In addition, UNODC works to strengthen national capacities to produce, disseminate and use statistics on drugs, crime and criminal justice within the framework of official statistics. While the main focus of the work is on crime, the work addresses also some aspects of governance (e.g. corruption).

8. One of UNODC's initiatives is the Center of Excellence for Government Statistical Information, Public Security, Victimization and Justice¹, which has been set up jointly with INEGI (Mexico) to generate and develop statistical information on these topics, aiming to identify best practices that can serve as a reference point for the creation of public policies, develop and test methodologies, facilitate cooperation between countries, and promote the continuous training and building expertise in the subject.

9. Its specific objectives include: (a) development of data collection instruments; (b) undertaking research and analysis on the topics; (c) improving quantity and quality of data through crime-related surveys and/or administrative records; (d) knowledge dissemination and data exchange through publications; and (e) improvement of institutional frameworks of statistical processes related to crime-related data.

10. Recent activities of the CoE include the Latin America and the Caribbean crime victimization survey initiative (VICLAC-LACSI); work on measuring organised crime; thesis contests on crime-related topics; and the organisation of the third International Conference on Governance, Crime and Justice statistics² on 7-10 June 2016 in Mexico.

11. In 2012, UNODC developed jointly with UNECE the "Principles and framework for an international classification of crimes for statistical purposes"³, which were adopted by the CES on the same year.

C. OHCHR

12. The Office of the United Nations High Commissioner for Human Rights (OHCHR) has developed over the years a "framework of indicators to respond to a longstanding demand to develop and deploy appropriate statistical indicators in furthering the cause of human rights"⁴.

¹ <http://www.cdeunodc.inegi.org.mx/>

² <http://www.gsj.inegi.org.mx/>

³ <http://www.cdeunodc.inegi.org.mx/articulos/doc/reportcrimeclassification2012.pdf>

⁴ <http://www.ohchr.org/EN/Issues/Indicators/Pages/HRIndicatorsIndex.aspx>

13. OHCHR uses six basic principles for a human rights-based approach to data collection and use: (i) participation of population groups, in particular the marginalized groups in the data collection process; (ii) disaggregation of data to prevent discrimination based on sex, age, ethnicity, disability, sexual orientation or religion, which is prohibited by international human rights law; (iii) self-identification, without reinforcing further discrimination of these groups; (iv) transparency to guarantee the right to information; (v) respecting the privacy of respondents and the confidentiality of their personal data; and (vi) accountability in data collection and use. These principles are linked with the SDG's pledge of leaving no-one behind⁵.

14. OHCHR also undertakes methodological work, such as practical guides on human rights and statistics⁶, as a response to the demand for human rights sensitive indicators and to strengthen the integration and measurement for human rights in development and governance policy efforts.

D. UNDP Oslo Governance Centre

15. The Oslo Governance Centre (OGC) of the United Nations Development Programme (UNDP) is one of six UNDP Global Policy Centres, established in 2002 and working since 2015 with a renewed mandate. It is part of the UNDP Governance and Peacebuilding Cluster in the Bureau for Policy and Programme Support (BPPS). OGC's main mandate, according to the latest strategic plan (2014-2017) is to support the implementation of SDG 16.

16. Among its activities on measuring governance for development⁷, it convenes a Virtual Network for discussions on improvement of SDG 16 indicators⁸ nationally and globally. OGC also engages with other UN and international actors, such as the Praia Group on Governance Statistics. In addition, OGC supports pilot countries development frameworks and systems to report on Goal 16 indicators, in partnership with civil society and intergovernmental process. These pilot initiatives will supplement and complement the official SDG data by integrating other governance related monitoring initiatives.

E. SDG16 Data Initiative

17. The SDG16 Data Initiative⁹ is a collective project by numerous organisations and NGOs, including the Governance Data Alliance, Open Society Foundations, Saferworld, Small Arms Survey, Sustainable Development Solutions Network (SDSN), Transparency International, among others.

18. Its objective is to compile existing global data that can help track progress towards the achievement of SDG16. The official SDG indicators list is presented with complementary indicators for each target in a web platform. Numerous data providers are used, to highlight gaps and propose alternative data sources to measure achievement of SDG16 targets.

⁵ <http://www.ohchr.org/Documents/Issues/HRIndicators/GuidanceNoteonApproachtoData.pdf>

⁶ http://www.ohchr.org/Documents/Publications/Human_rights_indicators_en.pdf

⁷ http://www.undp.org/content/dam/norway/undp-ogc/documents/16_peace_Jan15_digital.pdf

⁸ <http://www.undp.org/content/dam/norway/undp-ogc/documents/Virtual%20Network%20on%20Goal%2016%20indicators%20-%20Indicators%20we%20want%20Report.pdf>

⁹ <http://www.sdg16.org/>

III. GOVERNANCE STATISTICS AND SDGS

19. Strong governance is a major component of the Sustainable Development Goals (SDGs). In fact, issues of governance were considered during the setting up of the Millennium Development Goals but they were not included due to “lack of consensus at the time on how and by whom it was to be defined and measured” (E/CN.3/2015/17).

20. Governance in SDGs is addressed mainly in Goal 16 “Peace, justice and strong institutions”. The targets and indicators for Goal 16 are presented in Table 1. Many of the 23 indicators of Goal 16 are lacking data and need methodological development. 26% (6) of those indicators are in Tier I, 39% (9) are in Tier II and 35% (8) in Tier III¹⁰. Table 1 shows also the possible custodian agencies for the indicators who are responsible for the development of the measurement methodology. Most of Goal 16 indicators are to be developed by UNODC and OHCHR.

21. Targets 16.1 to 16.4 mainly address reducing crime and violence and the indicators for these targets are part of crime statistics. From target 16.5 on, the targets are more focused on governance. Some indicators are about corruption which can be considered to be both a crime and governance issue. Several indicators address the target only partly.

22. In addition, issues related to governance are addressed under some other Goals, such as Goal 10 “Reduce inequality within and among countries” and Goal 17 on means of implementation. In the global SDG list, there are a number of qualitative indicators on the existence of certain policies, implementation plans and legal frameworks (e.g. indicator 13.2.1 “Number of countries that have communicated the establishment or operationalisation of an integrated policy/strategy/plan .. to adapt to .. climate change ..”). The question is whether such indicators are part of measuring governance.

IV. SOME CONCLUSIONS

23. Some conclusions that can be drawn from the information presented above are:

- (a) There is no clear definition and framework for governance statistics. Without this, it is difficult to decide what to cover under measuring governance as there are many borderline areas, such as crime, corruption, human rights, institutions, legal frameworks, etc.;
- (b) There are some initiatives to measure different aspects of governance but the work is scattered among various international organizations and groups, there is no overall coordination and official statistics is often not involved;
- (c) The SDG indicators reflect the need to develop (better) statistics on governance: about one third of them belong to Tier III (that is, there is no agreed methodology) and several indicators do not fully address the target;
- (d) The issue related to qualitative indicators on the existence of certain policies – these indicators are used by many international organizations and there are a number of such indicators in the global SDG indicator list. Are these part of measuring governance? Who can provide information on these indicators?

¹⁰ **Tier I:** Indicator conceptually clear, established methodology and standards available and data regularly produced by countries; **Tier II:** Indicator conceptually clear, established methodology and standards available but data are not regularly produced by countries; **Tier III:** Indicator for which there are no established methodology and standards or methodology/standards are being developed/tested.

Table 1. Indicators for SDG Goal 16 (“Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”)

Target	Indicator	Updated Tier Classification (by IAEG-SDG Members)	Possible Custodian Agency(ies)	Other Involved Agencies
16.1 Significantly reduce all forms of violence and related death rates everywhere	16.1.1 Number of victims of intentional homicide per 100,000 population, by sex and age	Tier I	UNODC	DESA-Pop Division
	16.1.2 Conflict-related deaths per 100,000 population, by sex, age and cause	Tier III	OHCHR	UNMAS, DESA-Pop Division,
	16.1.3 Proportion of population subjected to physical, psychological or sexual violence in the previous 12 months	Tier II	UNODC	UN-Women, UNFPA, WHO
	16.1.4 Proportion of population that feel safe walking alone around the area they live	Tier II	UNODC	
16.2 End abuse, exploitation, trafficking and all forms of violence against and torture of children	16.2.1 Proportion of children aged 1-17 years who experienced any physical punishment and/or psychological aggression by caregivers in the past month	Tier III	UNICEF	
	16.2.2 Number of victims of human trafficking per 100,000 population, by sex, age and form of exploitation	Tier II	UNODC	
	16.2.3 Proportion of young women and men aged 18-29 years who experienced sexual violence by age 18	Tier II	UNICEF	UNSD, UNODC
16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all	16.3.1 Proportion of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms	Tier II	UNODC	
	16.3.2 Unsensetenced detainees as a proportion of overall prison population	Tier I	UNODC	
16.4 By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime	16.4.1 Total value of inward and outward illicit financial flows (in current United States dollars)	Tier III	UNODC	IMF
	16.4.2 Proportion of seized small arms and light weapons that are recorded and traced, in accordance with international standards and legal instruments	Tier II	UNODC	UNODA
16.5 Substantially reduce corruption and bribery in all their forms	16.5.1 Proportion of persons who had at least one contact with a public official and who paid a bribe to a public official, or were asked for a bribe by those public officials, during the previous 12 months	Tier II	UNODC	
	16.5.2 Proportion of businesses that had at least one contact with a public official and that paid a bribe to a public official, or were asked for a bribe by those public officials during the previous 12 months	Tier II	World Bank	UNODC

16.6 Develop effective, accountable and transparent institutions at all levels	16.6.1 Primary government expenditures as a proportion of original approved budget, by sector (or by budget codes or similar)	Tier I	World Bank	
	16.6.2 Proportion of the population satisfied with their last experience of public services	Tier III		UNDP
16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels	16.7.1 Proportions of positions (by sex, age, persons with disabilities and population groups) in public institutions (national and local legislatures, public service, and judiciary) compared to national distributions	Tier III		UN-Women
	16.7.2 Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group	Tier III		UNDP
16.8 Broaden and strengthen the participation of developing countries in the institutions of global governance	16.8.1 Proportion of members and voting rights of developing countries in international organizations	Tier I (repeat of 10.6.1)		
16.9 By 2030, provide legal identity for all, including birth registration	16.9.1 Proportion of children under 5 years of age whose births have been registered with a civil authority, by age	Tier I	UNSD UNICEF	UNFPA, DESA-Pop Division
16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements	16.10.1 Number of verified cases of killing, kidnapping, enforced disappearance, arbitrary detention and torture of journalists, associated media personnel, trade unionists and human rights advocates in the previous 12 months	Tier III	OHCHR	ILO, UNESCO
	16.10.2 Number of countries that adopt and implement constitutional, statutory and/or policy guarantees for public access to information	Tier II	UNESCO	World Bank, UNEP
16.a Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime	16.a.1 Existence of independent national human rights institutions in compliance with the Paris Principles	Tier I	OHCHR	
16.b Promote and enforce non-discriminatory laws and policies for sustainable development	16.b.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	Tier III (repeat of 10.3.1)	OHCHR	

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