

Report of the Praia Group activities on Governance Statistics

Note by the Secretary-General

In accordance with the agreed terms of reference, the Praia City Group on Governance Statistics (the Praia Group) is due to report to the Statistical Commission at its sessions in 2016, 2018 and 2020. The first report of the Praia City Group on Governance Statistics (E/CN.3/2016/16) was endorsed by the UN Statistical Commission at its 47th session in March 2016. This second report describes the progress in the implementation of the activities of the 2016-2020 roadmap and the actions taken to develop the Handbook on Governance Statistics. It also includes the technical-methodological work progressed on the Tier III global indicators of Sustainable Development Goal (SDG) 16 on peaceful and inclusive societies, access to justice for all, and effective, accountable and inclusive institutions. The Praia Group recognizes that although the scope of its endeavors is broader than SDG 16, it is necessary to contribute to and advance the discussion on these indicators through the member countries of the Group, the custodian agencies for the indicators and other members of the Group.

As stated in the roadmap, approved at the 47th Session of the UNSC, the Praia City Group will submit the Handbook to the UN Statistics Division in November 2019 to be presented to the Statistical Commission during its 51th session in March 2020. This report provides a status update on progress in the development of the Handbook. The Commission is invited to express its views on the information contained in this report by the Praia Group.

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I. Background

1. The Report of the Praia City Group on Governance Statistics (E/CN.3/2016/16) was endorsed by the UN Statistical Commission at its 47th session. The report presented its 2016-2020 road map for the development of a Handbook on Governance Statistics for national statistical offices, which is the longer-term task of the Praia Group, including priority activities and rough deadlines. At the second meeting of the Praia Group, which was held from 4 to 6 July 2016 in Paris, Praia City Group members discussed strategies to implement the activities set out in the road map, which resulted in the 2017 workplan containing detailed tasks for each activity, timeframe and resource implications.

2. The Statistical Commission (E/CN.3/2016/34) welcomed and expressed its support for the proposed road map and actions to be taken towards the development of a Handbook on Governance Statistics for national statistical offices, stressed the importance of identifying best practices and developing common standards, and requested the Praia Group to report back to the Statistical Commission at its forty-ninth session, in 2018;

3. The principal output of the Praia Group through to 2020 is to produce “a Handbook on Governance Statistics for national statistical offices, which will cover the conceptualization, measurement methodology and dissemination of Governance Statistics”. The Handbook should be a reference framework for the production of Governance Statistics.

II. Implementation of the 2016-2020 Roadmap

Mapping of existing approaches and actors on Governance Statistics (Activity I of the roadmap)

4. The implementation of the 2016-2020 roadmap actions has been taken forward through annual workplans for each year. The first annual workplan was developed at the end of 2016 to cover activities for 2017. The 2017 workplan was discussed and approved with some modifications in March 2017 by the Praia Group Steering Committee during a side event organized by UNDP at the 48th UN Statistical Commission session.

5. The activity I of the 2016-2020 roadmap, also covered in the 2017 workplan is to produce “a mapping, critical assessment and synthesis of available instances of the conceptualization and measurement of governance by various countries and continents, research institutions, agencies of the United Nations system and other actors using different approaches”. According to the decision taken at the second Praia Group meeting, held in Paris from 4 to 6 July 2016, the purpose of this mapping is to ground the work of the Praia Group in existing initiatives, capitalize on the data revolution for sustainable development, and provide users with documentation referring to relevant work on Governance Statistics. The Praia Group’s work on this activity was informed by the In-Depth Review of Governance Statistics in Europe, prepared by TURKSTAT, OECD and INEGI and discussed by the Conference of European Statisticians Bureau at its meeting in Ottawa, on 11-12 October 2016. The review summarized international activities related to Governance Statistics and noted the increasing demand for Governance Statistics, particularly in the context of the SDGs and its Goal 16. Given the UNECE/OECD mapping of initiatives and activities in the

field of Governance Statistics, the Praia Group decided to focus its attention on a mapping and literature review of governance concepts and of how governance is conceptualized by different institutions.

6. In order to achieve this objective and proceed with activity I of the workplan, the Praia Group took advantage of existing research competencies and activities and promoted a broad technical discussion among Governance Statistics specialists which resulted in a technical note¹ on the components, concepts, and data priorities of governance data. This note brought relevant modifications and enrichments to the recent OECD Statistics Working Paper entitled “Governance Statistics in OECD countries and beyond”² (completing the CES Ottawa review). The Praia Group noted that there is no agreed precise definition of the governance concept. Moreover, the mapping showed a broad range of existing approaches for measurement of governance, directly associated to the scope of application. The Praia Group adopted a pragmatic approach to the mapping of concepts of governance by focusing on components. To this end, the technical note prepared for the Praia Group disaggregates the concept of governance to refocus attention and analysis on its various components (e.g., democracy, human rights, public sector management).

7. The technical note proposed nine dimensions of Governance Statistics which the Handbook would cover in dedicated chapters. These dimensions include:

- a) Participation
- b) Human Rights
- c) Openness
- d) Rule of Law
- e) Accountability
- f) Responsive institutions / Responsiveness
- g) Government effectiveness
- h) Absence of corruption
- i) Safety and security

Development of the Handbook (Activity IV of the roadmap)

8. A draft structure and outline for the Handbook has been developed using these nine dimensions as the basis. Lead authors for the chapters and contributors from the Praia members have been identified and the focus for 2018 will be on the drafting of the chapters and consultations to inform the chapters development.

¹ UNDP Oslo Governance Centre. “The components, conception and data priorities of governance data” Technical Note - A contribution to the Praia City Group on Governance Statistics consideration of the conceptualization of Governance Statistics, June 2017

² S. Gonzalez, L. Fleisher and M. Mira d’Ercole (2017), « Governance Statistics in OECD countries and beyond: what exists, and what would be required to assess their quality? », OECD Statistics Working Papers, 2017/03, OECD Publishing, Paris. <http://dx.doi.org/10.1787/c0d45b5e-en>

Box 1: Draft of Handbook structure

Introduction and summary

- Objectives of the Handbook
- Structure of the report
- What is governance and why it is important?
- Existing international norms and standards

Part 1: Cross cutting themes

- Concepts and dimensions (e.g. review of the frameworks in use, the one used for this handbook, key domains and dimensions, what falls outside the remit of this Handbook, etc.)
- Statistical sources (e.g. censuses, surveys, administrative data, expert assessments, crowdsourcing/webscraping, etc.)
- Operationalisation (e.g. challenges in data collection, data quality, comparability, disaggregation, best practices, etc.)
- Uses (e.g. monitoring, uses in policy process, key indicators, etc.)

Part 2: Measuring various governance dimensions

1. Participation

- Civic engagement;
- Representativeness in organisations;
- Political efficacy etc.

2. Human Rights

- Rights to life, liberty and security
- Fundamental freedoms and participation in public and political life
- Rights to an adequate standard of living, health, education, social security, work and just and favourable conditions of work
- Right to a fair trial and access to justice
- Cross-cutting issues: equality and non-discrimination, right to development
- Rights of specific groups or persons, including women, children, persons with disabilities, minorities, indigenous peoples and migrants

3. Openness

- Media freedom;
- Access to information;
- Open government provisions;
- Trust in state/private media
- Etc.

4. Rule of Law

- Access to justice;
- Constraints on executive power;
- Independent judiciary,
- Policing
- Trust in the courts/judiciary, etc.

5. Accountability

- State capacity; Independent oversight institutions; Performance criteria; Trust in president/parliament, etc.

6. Responsive institutions

- Inclusive decision making; Satisfaction with services; Trust in institutions (summary of the OECD guidelines)

7. Government effectiveness

- Cost effectiveness; Bureaucratic autonomy; Regulatory quality
- Trust in the public service; Trust in local government, etc.

8. Absence of corruption

- Public and private sector governance;
- Sound administrative procedures;
- Trust in tax/customs authorities, etc.

9. Safety and security

- Absence of violence;
- Functional defense system;
- Functional criminal justice system;
- Trust in defense force, etc.

Support by the Praia Group to Goal 16 of the Sustainable Development Goals (activity V of the roadmap)

9. The Statistical Commission (E/CN.3/2016/34) at its 47th session welcomed the support of the Praia Group for the relevant development of indicators for the targets of the SDG 16. The Praia Group stands ready to assist the IAEG-SDGs and the SDG 16 custodian agencies regarding governance indicators for the Goals.

10. At the second meeting of the Praia Group held in Paris in July 2016, the Group acknowledged the urgency in the methodological development of the 7 Tier III indicators of the SDG 16. In this regard, the Praia Group set up working groups for each of the SDG16 Tier III indicators to respond to requests from the IAEG for information, to provide methodology and technical guidance and respond to other relevant concerns and needs. Chairs of working groups for each Tier III indicator include OHCHR (16.1.2, 16.10.1, 16.b.1), UNODC (16.5.1) and UNDP (16.6.2, 16.7.1, 16.7.2). In accordance with the workplan and timeframe agreed at the 4th IAEG-SDG meeting, the Chairs of each working group should facilitate discussion promptly in order to produce a workplan and metadata sheet that should be submitted to the IAEG-SDGs.

11. Work on SDG16 Tier III indicators is included in the 2017 workplan of the Praia Group and reflected in the establishment of dedicated Praia working groups for each of the seven Tier III indicators. Chairs of each Working Group are required to share information on relevant processes and work ongoing in the methodological development for the indicator. In most cases the Chair of each working group is also the custodian agency for the indicator.

12. An expert group meeting of statisticians and governance experts was convened on 9-10 May 2017 by UNDP and the Praia Group Secretariat, and hosted by Statistics Norway (a Praia Group member), to further the methodological development of three tier 3 indicators under SDG16 on Peace, Justice and Strong Institutions: 16.6.2 – proportion of the population satisfied with their last experience of public services; 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; 16.7.2 – proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group. This meeting focused on conceptual, definitional, methodological, and practical issues to be considered in developing the methodology for each indicator, and identified areas of consensus and aspects requiring further research and/or consultation. The meeting identified critical areas for further research and consultation which has been advanced through detailed workplans. A second expert group meeting to validate the activities progressed above was held in December 2017 with concerted efforts on the tier reclassification for the 3 indicators.

13. From 5-6 September 2017, OHCHR convened in Geneva a multi-stakeholder consultation that helped validate the main elements of the conceptual, definitional, methodological and data collection frameworks for three SDG indicators for which OHCHR has custodianship under Goal 16. These Tier III indicators are the 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 (10.3.1 and 16.b.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 (16.10.1); and the number of conflict-related deaths per 100,000 population, by sex, age and cause (16.1.2). The meeting brought together members of the Praia Group and in particular senior-level experts from national statistical offices (Cabo Verde, Colombia, Kenya, Mexico, Philippines, Palestine, South Africa and United Kingdom), national human rights institutions (from the same countries, plus Denmark), international human rights mechanisms, UN agencies (ILO, OCHA,

UNAIDS, UNDP, UNESCO, UNFPA, UNODC, WHO), and a number of other international/regional institutions and civil society organisations, including ICRC, ITUC, Front Line Defenders, SMS, PRIO, HRDAG and the EU FRA. Based on the conclusions and recommendations of this meeting, OHCHR started submitting requests to the IAEG-SDG group for tier reclassification of the indicators.

14. UNODC is the custodian agency for Tier III indicator 16.5.1 – proportion of persons who had at least one contact with 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 and is a member of the Praia Group. Work on 16.5.1 is being taken forward within the UNODC project on the measurement of corruption to meet the objectives of the roadmap to improve crime statistics at the international and national level (E/CN.3/2013/11). To this purpose, a Task Force has been established by UNODC and UNDP - in partnership and with the support of the INEGI-UNODC Centre of Excellence for Statistical Information on Government, Crime, Victimization and Justice (Mexico City) – to develop a manual for the measurement of corruption through surveys. The Task Force is formed of representatives of national statistical offices, international organizations, individual experts, private sector and NGOs and it held two meetings in 2016 and 2017. The manual will be finalized by mid-2018. All this is being done with the active participation of several members of the Praia Group.

Praia Group promotion activities (Activity VI of the roadmap)

15. In order to raise awareness of the importance of Governance Statistics as well as the role of the Praia Group in developing guidance on Governance Statistics and according to the 2017 workplan, the Praia Group has already carried out a series of promotional activities. In this regard, it is essential to make the Group more visible on the national, regional and international stages and to disseminate its products including the Handbook.

16. The Praia Group Secretariat has published a brochure in different languages (English, French and Portuguese) containing a brief introduction and history of the Praia Group, a summary of its roadmap and the main aspects of the 2017 workplan in digital and paper format. The brochure was delivered to members of the Praia Group and distributed at various national and international conferences.

17. In the restructuring of the INE-Cabo Verde website, a webpage for the Praia Group was created providing all the information and monitoring the progress of the Praia Group's activities³. The development of this page allows promoting better information sharing among the national and/or international members of the Praia Group, as well as the collaborative work, allowing the members access to all the relevant information and share knowledge on Governance Statistics.

18. Another promotion activity of the Praia Group consists of participating in national and international conferences, presenting papers on the activities of the Praia Group on Governance Statistics. In Cabo Verde, several meetings were held at universities and public and private institutions to raise awareness of the Group's initiatives and to promote national stakeholder engagement. At the international level, Praia Group members have engaged in several conferences and meetings to advance the development of international standards in Governance Statistics and promote the work and role of the Praia Group:

- a) 1st Meeting of the Task Force on Corruption Measurement, Vienna, 12-14 October 2016;
- b) Conference on Understanding Effective Access to Everyday Justice, Paris 3-4 November 2016;
- c) Meeting of the Expert Group on ITEGS, New York, 29 November to 1 December 2016;

³ See <http://www.ine.cv/praiagroup/>

- d) 1st World Data Forum in South Africa, Cape Town, 15-18, January 2017;
- e) Meeting “Understanding Civil Justice through Survey Methodologies”, Paris, 24 May 2017;
- f) 2nd Meeting of the Task Force on Corruption Measurement, Vienna, 4-6 April 2017;
- g) 4th Stockholm Forum on Peace and Development, Stockholm, 3-4 May 2017;
- h) IAEG-SDGs: WGGI 2nd Expert Group Meeting, Kunming China, 8-10 May 2017;
- i) Expert Group Meeting on Tier III Indicators for SDG 16.6 and 16.7, Oslo, 9-10 May 2017;
- j) Seminar on Accounting for Global Value Chains, Luxembourg, 6-8 June 2017;
- k) VII Statistical Conference of the CPLP, São Tomé, 12-14, June 2017;
- l) 61st World statistics Congress, Marrakesh, 16-21 July 2017;
- m) Multi-stakeholder Consultation on Human Rights Indicators for the 2030 Agenda for Sustainable Development, Geneva, 5-6 September 2017.

III. Future activities of the Group Praia

19. The Praia Group will submit the final version of the Handbook to the UNDESA Statistics Division in November 2019, to be presented to the Statistical Commission in March 2020.

20. To this end, the Praia Group will develop a 2018 Praia Group workplan focused on the development of the Handbook informed by active consultations across the membership. A meeting of the Group will take place in 2018.