Statistical Commission
Forty-sixth session
3-6 March 2015
Item 3 (k) of the provisional agenda*
Items for discussion and decision: governance, peace and security statistics

Report of Cabo Verde on governance, peace and security statistics

Note by the Secretary-General

In accordance with Economic and Social Council decision 2014/219, the Secretary-General has the honour to transmit to the Statistical Commission the present report on governance, peace and security statistics, prepared by Cabo Verde with the assistance of the United Nations Development Programme. The report provides a brief overview of the initiatives undertaken in respect of governance statistics since 2000. It describes how the interest in governance has led to the inclusion of goal 16 in the outcome document of the Open Working Group on Sustainable Development Goals. The report contains a proposal for the establishment of a new city group, the Praia group on governance statistics, to address the conceptualization, methodology and instruments for producing such statistics, with the aim of supporting the establishment of international recommendations on governance statistics. The Commission is invited to express its views regarding the proposal to establish a Praia group on governance statistics and its proposed terms of reference.

* E/CN.3/2015/1.
Report of Cabo Verde on governance, peace and security statistics

I. Introduction

History of governance statistics: from the United Nations Millennium Declaration to the proposal for a new city group

1. Although governance featured prominently in the values and principles of the United Nations Millennium Declaration (General Assembly resolution 55/2), it was not included in the Millennium Development Goals monitoring framework owing to a lack of consensus at the time on how and by whom it was to be defined and measured. Following the conference of the International Association for Official Statistics held in Montreux, Switzerland, from 4 to 8 September 2000, on statistics, development and human rights, the Friends of the Chair of the Statistical Commission stated in its report (E/CN.3/2002/26, para. 65) that the development of statistical indicators for human rights and good governance would not be easy and would take time. It recommend that the Commission establish a mechanism (perhaps a city group involving statisticians and others, including policy officials) to develop statistical indicators of human rights and good governance. Whatever was established needed to take account existing initiatives in the field.

2. Pending such attention to the measurement challenge, the United Nations kept the issue of governance firmly on the post-2015 development agenda. For instance, in the outcome document of the high-level plenary meeting of the General Assembly on the Millennium Development Goals entitled “Keeping the promise: united to achieve the Millennium Development Goals” (General Assembly resolution 65/1) adopted in 2010, the General Assembly acknowledged that good governance and the rule of law at the national and international levels were essential for sustained economic growth, sustainable development and the eradication of poverty and hunger.

3. Such developments in United Nations policy have been paralleled and supported since 2000 by a massive expansion of international initiatives directed towards defining and measuring governance and its ingredients or cognates, including citizen participation, transparency and accountability, rule of law and human rights by a number of entities, including UNDP; the United Nations Office

---


3 For instance, the United Nations Development Programme (UNDP) discussion paper on measuring democracy and democratic governance in a post-2015 development framework (Oslo, 2012) is available from its Governance Assessment Portal, (http://www.gaportal.org), together with a wealth of information on governance assessments in general and on the numerous nationally-led governance assessments worldwide, supported by the Oslo Governance Centre through its Global Programme on Democratic Governance Assessments.
on Drugs and Crime (UNODC);\(^4\) the Office of the United Nations High Commissioner for Human Rights (OHCHR);\(^5\) the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women);\(^6\) the World Bank;\(^7\) the Organization for Economic Cooperation and Development (OECD);\(^8\) the Partnership in Statistics for Development in the Twenty-first Century (PARIS21);\(^9\) the African Union;\(^10\) and the Group of Seven Plus involved in the New Deal for Engagement in Fragile States.\(^11\) Governance-related indices with global or regional coverage and general or sectorial scope have also been produced and sustained by

\(^4\) United Nations Office on Drugs and Crime (UNODC) has published a number of relevant publications, including S. Harrendorf, M. Heiskanen and S. Malby, eds., *International Statistics on Crime and Justice* HEUNI Publication Series, No. 64 (Helsinki, European Institute for Crime Prevention and Control, affiliated with the United Nations, 2010).


\(^6\) Security Council resolution 1325 (2000) concerning women and peace and security and its related monitoring framework, which includes issues of governance, peace and security; reports of the Secretary-General on women and peace and security that include indicators to measure progress on the implementation of resolution 1325 (2000); the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) coordinates reporting on these indicators (see S/2010/498, S/2014/693).


\(^8\) The Organization for Economic Cooperation and Development (OECD) has been releasing indicators covering the full “production chain” of government activities since 2009, with its biannual publication *Government at a Glance*. The OECD report *How’s Life?*, first released in 2011, also includes “civic engagement and governance” among the 11 dimensions of people’s well-being, and relies on small set of indicators to benchmark countries’ performance in this field. In May 2013, OECD ministers discussed the importance of restoring citizens’ trust in public institutions, and asked OECD to develop a “trust strategy” with a focus on both measurement and policies. The sequence of OECD World Forums on Statistics, Knowledge and Policy have also included sessions on the measurement of governance.

\(^9\) The Partnership in Statistics for Development in the Twenty-first Century (PARIS21) hosted the “Metagora” process for five years, initiated after the Montreux Conference (see footnote 2 above), which sought to test governance and human rights targets and indicators at the country level, based on nine pilot country processes. The project’s final report, entitled *Measuring Human Rights And Democratic Governance: Experiences And Lessons From Metagora* was published as a special issue of the OECD *Journal of Development*, vol. 9, No. 2 (2008).

\(^10\) The African Union, with support from UNDP, launched an initiative entitled Strategy of Harmonization of Statistics in Africa: Governance, Peace and Security in 2012 (see http://austat.org/htmlstat/eventstat_GPS.html). By January 2015, tabulated survey results on governance, peace and security had been publicly released by the national statistical offices of Cabo Verde, Burundi, Mali and Uganda, and administrative statistics had been published by the Kenya National Bureau of Statistics.

privately funded foundations and academia, such as the multi-country research consortia conducting the regional “Barometer” surveys. In addition, a growing number of national Governments are investing in the development of national governance monitoring systems, with dedicated bodies being established to coordinate and monitor the implementation of national programmes or strategies on good governance. For instance, national action plans on women, peace and security are currently in place in a growing number of countries and are often accompanied by indicator sets to monitor implementation. Similarly, national action plans are increasingly in place at the regional level, and regional organizations such as the North Atlantic Treaty Organization (NATO) and the Council of the European Union are requesting their member States to start periodically reporting data on governance, peace and security. National statistical offices are also increasingly assuming new responsibilities in that field, with a view to strengthening “data sovereignty” in this critical area of development. For example, the French Joint Research Unit that gathers lecturers from Paris-Dauphine University and researchers from the Institut de recherche pour le développement (DIAL/IRD) collaborated with the national statistical offices of several countries, including in sub-Saharan Africa and in the Andean region of South America, to prepare a common questionnaire on governance, human rights and participation.

4. Such efforts had received an influential impetus from the Commission on the Measurement of Economic Performance and Social Progress (Sarkozy Commission), which recommended that political voice and governance alongside other dimensions of well-being should be measured by official statistical offices through the development of reliable and robust indicators. In that context, a


14 The most notable examples are the regional governance and democratization barometer surveys, conducted by consortia of university and non-profit research agencies: Afrobarometer, (www.afrobarometer.org); Latinobarómetro (www.latinobarometro.org/lat.jsp); AsiaBarometer (www.asiabarometer.org); and Arab Barometer (www.arabbarometer.org).

15 Articles on governance monitoring by Governments, including Hashbat Hulan, “Multi-stakeholder governance assessments in Mongolia and the MDG-9”, are in *Making the State Responsive: Experience with Democratic Governance Assessments* (see footnote 1 above).

16 For the full list of countries with active national action plans, see peacewomen.org/naps.


continent-wide programme in Africa, led by the community of African national statisticians, is under way, with the support of the African Union, UNDP and the African Development Bank, and has started to generate harmonized country-level statistics using survey- and administrative-data instruments.\footnote{10}

5. The insights gained from such numerous developments have proved beneficial in addressing user demands emanating from the commitment of the United Nations and its agencies to include governance and peace in the new post-2015 development framework for the period after 2015, the target date for achievement of most of the Millennium Development Goals. That commitment was expressed by the Secretary-General in his 2013 report entitled “A life of dignity for all: accelerating progress towards the Millennium Development Goals and advancing the United Nations development agenda beyond 2015” (A/68/202), in which he noted that “upholding human rights and freeing people from fear and want are inseparable; it is imperative that we do more to act on this basic truth”.

6. Accordingly, the issue of governance formed one of the themes of the global thematic consultations on the post-2015 development framework undertaken by the United Nations,\footnote{20} and the various aspects of governance, including criteria for the choice of targets and indicators,\footnote{21} were considered in several expert meetings organized by different United Nations entities, on governance and human rights; on conflict, violence and disaster; on security and justice; and on the rule of law.\footnote{22} Concurrently, the Secretary-General sought the advice of the High-level Panel of Eminent Persons on the Post-2015 Development Agenda, co-chaired by the Presidents of Indonesia and Liberia and the Prime Minister of the United Kingdom of Great Britain and Northern Ireland. In its report, entitled “A new global partnership: eradicate poverty and transform economies through sustainable development (A/67/890), the High-level Panel suggested goals and targets for further discussion, including goal 10, on ensuring good governance and effective institutions, and goal 11, on ensuring stable and peaceful societies, with four targets in each. Other sets of recommendations for the post-2015 era were published by bodies and organizations of the United Nations system and within non-governmental organizations and academic sectors. Some of the recommendations were general in nature, while others focused on governance, peace and security, with the aim of seeking to take the discussion to the level of indicators. Examples include the joint publication of OHCHR and the Center for Economic and Social Rights entitled *Who Will be Accountable?*; a 2013 report issued by Saferworld entitled “Addressing conflict and violence from 2015: a vision of goals, targets and indicators (2013); and a paper issued by the Centre for International Governance Innovation entitled “The


7. Since early 2014, the focus of user needs has shifted to the Open Working Group of the General Assembly on Sustainable Development Goals, which comprises representatives of country groupings set up after the United Nations Conference on Sustainable Development, held in Rio de Janeiro, Brazil, from 20 to 22 June 2012, to propose goals and targets for sustainable development, including governance. The report of the Open Working Group to the General Assembly in September 2014 proposed that goal 16 be to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels (see A/68/970). The deliberations of the Open Working Group were supported by a series of issue briefs, accompanied by a statistical note coordinated by the Statistics Division of the Department of Economic and Social Affairs of the United Nations. The statistical note on conflict prevention, post-conflict peacebuilding and the promotion of durable peace, rule of law and governance,23 provided an overview of the present capacities of, and the future needs for, governance statistics, taking into account their evolution since the establishment of the Millennium Development Goals 15 years ago. That information has informed the proposal and activities described below.

II. Proposal

8. At the forty-fifth session of the Statistical Commission, the National Institute of Statistics of Cabo Verde (Instituto Nacional de Estatística de Cabo Verde (INECV)) proposed that the creation of a new city group, the “Praia group on governance, peace and security statistics” be discussed at the forty-sixth session of the Commission. In an effort to achieve a broad-based consensus on the need for the group and on its mandate and future activities, a draft of the present report was shared with national statistical offices of all States Members of the United Nations, as well as with international organizations, research organizations, civil society organizations and other organizations with an interest in governance statistics. The Institute received more than 40 contributions. On 9 and 10 October 2014, an expert consultation meeting on the proposed city group was held in Praia. It was attended by more than 30 representatives of national statistical offices, international organizations and civil society organizations.

9. First and foremost, the consultations reaffirmed the high interest among national statistical offices for governance, peace and security statistics as an important “new” domain of official statistics, and for the particular measurement considerations attached to the domain. Another important consensus reached in the course of the deliberations was conceptual: the vast majority of actors consulted

were of the view that peace and security are in fact constitutive dimensions of governance and should be investigated under the broad conceptual framework of governance. It is in that context that the present proposal refers to establishing a Praia group on governance statistics. Last, the decision to exclude crime statistics from the thematic scope of the Praia group was maintained, in accordance with the proposal made by INECV at the forty-fifth session of the Statistical Commission, in order to avoid duplication of efforts with ongoing work in the area by National Institute of Statistics and Geography of Mexico (INEGI) and UNODC.24

10. Governance statistics help to ensure that the relationship between the State and its citizenry is transparent and accountable. They assist in the monitoring of governance for its own sake and in monitoring the contribution of governance in its various dimensions to development and development planning, including mechanisms for inclusive citizen participation, service delivery and the fight against corruption. Governance statistics can help to identify groups or sub-groups in the population that are most affected by the dysfunctions of governance systems, with a view to putting in place appropriately targeted policies. Governance statistics should be developed with due respect for human rights, as defined in universally agreed instruments, and contribute to their realization. Governance statistics can also contribute to preventing and managing conflict, when used as early warning systems, and can help build peace, by periodically informing on State-society relations, which lie at the centre of sustainable peace. Finally, they equip countries and their partners in establishing predictable and trusting relationships.

11. National statistical offices offer important comparative advantages for the production of official statistics on governance. They have the official mandate to coordinate national statistical production, they hold ample methodological expertise to do so and they are best placed to ensure the sustainability of national data collection systems. Furthermore, since governance is a public good, there are important benefits to be gained if public bodies produce statistics on those issues.

12. A related advantage of national statistical offices is that they participate in highly organized networks, such as the Statistical Commission, regional statistical commissions, the International Association for Official Statistics and the International Statistical Institute. Under these umbrellas, national statistical offices are committed to participating in the formulation of international statistical standards and their application at the national level, based on the Fundamental Principles of Official Statistics.

13. It is therefore proposed that a new city group, the Praia group on governance statistics, be established by the Statistical Commission to address issues of conceptualization, methodology and instruments in the domain of governance statistics. The Praia group would contribute to establishing international standards and methods for the compilation of such statistics, by reviewing and extending

---

24 Specifically, ongoing work on crime statistics led by the National Institute of Statistics and Geography of Mexico (INEGI) and UNODC include the road map to improve the quality and availability of crime statistics at national and international levels (see E/CN.3/2013/11); the International Classification of Crimes for Statistical Purposes (see E/CN.3/2015/7); and the Manual on Victimization Surveys (Geneva, UNODC and Economic Commission for Europe, 2010), available from https://www.unodc.org/unodc/en/data-and-analysis/Manual-on-victim-surveys.html).
existing advances and by enlisting expertise from various countries as well as the international, academic and non-profit sectors concerned with governance statistics.

14. The Praia group would deal with statistics on the major dimensions of governance, including (but not limited to) statistics on effective, accountable and inclusive institutions, rule of law, public services, citizen trust in government institutions, access to justice, equal access to information for all, human rights, local governance, inclusive citizen participation and leadership representation, universal freedom to participate in civil society, citizen perceptions and experiences of public safety, non-discriminatory responsiveness of national security institutions, inclusive participation in conflict resolution and peacebuilding, interpersonal trust, discrimination and other determinants of peace. Additionally, given the broad statistical remit of the Statistical Commission and its city groups, the Praia group would collaborate with the United Nations and other organizations concerned with specific aspects of governance statistics, such as anti-corruption, human rights, freedom of the press and the gender-specific aspects of governance.

III. Objectives

15. The overall objective of the proposed Praia group is to encourage countries to produce governance statistics based on sound and documented methodologies. More specifically, the group will aim:

(a) To serve as a forum among national and international statistical organizations, international agencies, academia, research groups and civil society organizations for sharing and developing expertise in governance statistics;

(b) To review, propose and promote the definition and harmonization of governance indicators, through the development of manuals and methodological guidelines;

(c) To assist the Statistical Commission Friends of the Chair group on broader measures of progress in proposing an indicator framework for the measurement and monitoring of the goals and targets related to peace and governance in the post-2015 development framework; and to document sound practices on the monitoring of goals and targets related to peace and governance in the post-2015 development framework and in other global initiatives;

(d) To assess demand for governance statistics among potential user constituencies (including policymakers and oversight institutions such as parliaments, national human rights commissions, national anti-corruption commissions, and international and regional bodies concerned with governance) and highlight best practices in their use;

(e) To advise on ways to enhance processes and standards for the public dissemination of governance statistics.

IV. Activities

16. In order to meet the objectives set out above, the Praia group will focus its efforts on the development, by the end of the process, of a handbook on governance statistics for national statistical offices, which will cover the conceptualization,
measurement methodology and dissemination of governance statistics and will draw on the various manuals and guidelines addressing specific aspects of the statistical monitoring of governance developed by various members of the Praia group. The production of the handbook will be informed by the following activities:

(a) 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;

(b) A mapping of demand for governance statistics by various user constituencies, such as policymakers, parliamentarians, national human rights commissions, national anti-corruption commissions, national security systems, civil society organizations, research institutions, citizens, and international and regional bodies concerned with governance;

(c) Expert consultations on the various constitutive dimensions of governance statistics, as well as user consultations with ministries or other entities responsible for the governance agenda at the national, regional and international levels;

(d) Development of background documents containing methodological and practical guidelines for improved gathering and compilation of governance statistics at all levels, covering issues of concept definition, data quality, comparability, methodology, possible sources, and compilation and dissemination mechanisms;

(e) Dissemination of the group’s activities and products through existing relevant portals.

V. Method of operation

17. It is proposed that the presidency of the group be assumed by INECV. The secretariat for the group will be provided for by three to five institutions, including INECV, and will support the group’s activities, including the development of a communication strategy and a resource mobilization strategy. A steering committee will also be created, whose functions will be to provide strategic orientations and validate the technical work produced by the group.

18. The group will carry out its work by holding face-to-face meetings with technical sessions (at least once a year); through task team meetings and electronic discussion forums on specific themes, with designated membership from national statistical offices and other participants in the group; through commissioned documents; and through representation and information-sharing at governance-related conferences and proceedings.

19. In view of its long-standing commitment to enhance the quality and impact of governance assessments and to strengthen national capacities for the production of high-quality governance data at the country-level, UNDP has officially proposed to provide technical and financial support towards the creation and launch of the Praia group on governance statistics. Other specialized agencies of the United Nations system may be invited to provide support on their areas of expertise, where relevant.

20. It is proposed that the first meeting of the group be held in Praia in the first half of 2015. It is also proposed that the group operate for a five-year period, from
2015 to 2020, after which time a review would be carried out to assess whether the group is still needed.


VI. Points for discussion

22. The Commission is invited to express its views regarding the proposal to establish a Praia group on governance statistics and its proposed terms of reference (see annex).
Annex

Proposed terms of reference for the Praia group on governance statistics

1. The Praia group on governance statistics (the “Praia group”) is created by the Statistical Commission to contribute to establishing international standards and methods for the compilation of statistics on the major dimensions of governance, and to collaborate with United Nations bodies and other organizations concerned with specific aspects of governance statistics. The overall objective of the proposed Praia group is to encourage countries to produce governance statistics that are based on sound and documented methodologies.

2. The specific objectives of the Praia group are:

   (a) To provide a forum for national and international statistical organizations, international agencies, academia, research groups and civil society organizations to share and develop expertise in governance statistics;

   (b) To review, propose and promote the definition and harmonization of governance indicators, through the development of manuals and methodological guidelines;

   (c) To document sound practices and provide inputs for the development of an indicator framework for the measurement and monitoring of the goals and targets related to peace and governance in the post-2015 development agenda and in other global initiatives;

   (d) To assess the demand for governance statistics among potential user constituencies and highlight best-practices in their use;

   (e) To provide advice on ways to enhance processes and standards for the public dissemination of governance statistics.

3. The Praia group will develop a handbook on governance statistics for national statistical offices, which will cover the conceptualization, measurement methodology and dissemination of governance statistics. To that end, the Praia group will carry out:

   (a) A mapping, critical assessment and synthesis of available instances of the conceptualization and measurement of governance, using different approaches;

   (b) A mapping of the demand for Governance statistics by various user constituencies;

   (c) Expert consultations on the various constitutive dimensions of governance statistics, as well as user consultations with entities responsible for the governance agenda at the national, regional and international levels;

   (d) The development of background documents containing methodological and practical guidelines for the improved gathering and compilation of governance statistics at all levels, including covering issues of concept definition, data quality, comparability, methodology, possible sources, compilation and dissemination mechanisms.
(e) The dissemination of the group’s activities and products through existing relevant portals.

4. The presidency of the Praia group will be assumed by the National Institute of Statistics of Cabo Verde (Instituto Nacional de Estatística (INECV)). The secretariat for the group will be provided for by three to five institutions, including the Institute, and will support the group’s activities, including the development of a communication strategy and a resource mobilization strategy. A steering committee will provide strategic orientations and will validate the technical work produced by the group.

5. The Praia group will carry out its work through:
   (a) Face-to-face meetings with technical sessions (at least once a year);
   (b) Task team meetings and electronic discussion forums on specific themes, with designated group members;
   (c) Commissioned documents;
   (d) Representation and information-sharing at Governance-related conferences and proceedings.

6. The United Nations Development Programme will provide technical and financial support towards the creation and launch of the Praia group on governance statistics. Other specialized agencies of the United Nations system will be invited to provide support on their areas of expertise, where relevant.

7. The first meeting of the Praia group will be held in Praia in the first half of 2015. The group will initially operate for a five-year period, from 2015 to 2020, after which time a review will be carried out to assess whether the Praia group is still needed.

8. The Praia group will report to the Statistical Commission at its sessions in 2016, 2018 and 2020.