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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 (UNDP). The report provides a brief overview of the initiatives on governance statistics since 2000. It describes how the interest in governance led to the inclusion of goal 16 in the outcome document of the Open Working Group on Sustainable Development Goals. The report proposes to form a new City Group, the Praia Group on Governance Statistics, to address the conceptualization, methodology and instruments for producing such statistics with the aim to support 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.
I. Historical background: Governance statistics from the Millennium Declaration to a proposed City Group

1. Although Governance featured prominently in the values and principles of the Millennium Declaration\(^1\) of 2000, it was not included in the MDGs monitoring framework because of lack of consensus at the time on how and by whom it was to be defined and measured. Following the large conference of the International Association for Official Statistics (IAOS) held in Montreux, Switzerland in 2000 on Measuring Democracy, Governance and Human Rights,\(^2\) a Group of Friends of the Chair of the Statistical Commission of 2001\(^3\) recommended that:

"...development of statistical indicators for human rights and good governance will not be easy and will take time. We 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 is established needs to take account of existing initiatives in the field..."

Pending such attention to the measurement challenge, the UN itself kept Governance firmly on the post-2015 development agenda. For instance, on the occasion of the ten-year report “Keeping the Promise: United to Achieve the MDGs”\(^4\) in 2010, the UN General Assembly acknowledged “that good governance and the rule of law at the national and international levels


are essential for sustained economic growth, sustainable development and the eradication of poverty and hunger.

2. These developments in UN policy have been paralleled and supported by a massive expansion of international initiatives since 2000 directed towards defining and measuring Governance and its ingredients or cognates, including citizen participation, transparency and accountability, rule of law and human rights: by UNDP\(^5\), UNODC\(^6\), UNOHCHR\(^7\) and UN Women\(^8\); the World Bank\(^9\); the OECD\(^10\); PARIS21\(^11\), the African Union\(^12\); and the g7+ Group involved in the New Deal for Engagement in Fragile States.\(^13\) Governance-related indices with global or regional coverage and general or sectorial scope have also been produced and sustained by privately funded foundations\(^14\) and academia,\(^15\) such as the multi-country

\(^5\) For instance, UNDP’s “Discussion paper: Measuring democracy and democratic governance in a post-2015 development framework” (Oslo: 2012) is at 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 UNDP Oslo Governance Centre through its Global Programme on Democratic Governance Assessments.

\(^6\) UNODC’s many publications include *International Statistics on Crime and Justice* (New York: 2010).


\(^8\) Security Council Resolution 1325 (2000) on women, peace and security and its related monitoring framework, which includes issues of governance, peace and security (United Nations document, S/RES/1325 (2000). Reports of the Secretary-General on women and peace and security which include indicators to measure progress on the implementation of resolution 1325. UN Women coordinates reporting on these indicators (see United Nations document, S/2010/498, S/2014/693)


\(^10\) The OECD has been releasing indicators covering the full ‘production chain’ of government activities since 2009, with its bi-annual 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 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 the 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.

\(^11\) PARIS21 hosted for five years the “Metagora” process, initiated after the Montreux Conference (see n.2), which sought to test governance and human rights targets and indicators at country level based on nine pilot country processes. The project’s final report “Measuring human rights and democratic governance – Experiences and lessons from Metagora” was published as a special issue of the OECD Journal of Development, 9:2 (2008).


\(^14\) Two prominent indices with worldwide coverage and fairly general Governance scope are Freedom House’s *Freedom in the*
research consortia conducting the regional “Barometer” surveys. Meanwhile, 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 (NAPs) 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, NAPs are increasingly in place at the regional level, and regional organizations such as NATO and the EU Council are requesting their Member States to start reporting data on governance, peace and security periodically. Increasingly also, national statistical offices are assuming new responsibilities in this field, with a view to strengthening “data sovereignty” in this critical area of development. Notably, the French research agency DIAL/IRD collaborated with national statistical offices in several Sub-Saharan African, Andean and other countries in executing a common questionnaire on governance, human rights and participation.


17 Articles on Governance monitoring by governments, including Mongolia’s MDG9, are in Goran Hydén and John Samuel (eds), Making the State Responsive: Experience with Democratic Governance Assessments (New York: UNDP, 2011).

18 Full list of countries with active national action plans: http://peacewomen.org/naps/


20 European Union’s monitoring of implementation of resolution 1325 on women, peace and security: http://www.eplo.org/implementation-of-unscr-1325-in-europe.html

3. Such efforts had received an influential impetus from the “Sarkozy Commission”, led by Professors Stiglitz, Sen and Fitoussi, 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 this vein, in Africa a continent-wide programme 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 harmonised country-level statistics using survey- and administrative-data instruments.

4. Insights from these numerous developments proved timely for the user demands emanating from the commitment of the UN and its agencies to include Governance and Peace in the new development framework for the period after 2015, the target date for most of the original MDGs. This commitment was expressed in the UN Secretary General’s Report of 2013, entitled *A Life of Dignity for All: Accelerating Progress Towards the Millennium Development Goals and Advancing the United Nations Development Agenda Beyond 2015*, which 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.”

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23 See footnote 12.

5. Governance accordingly formed one of the themes of global consultations on the post-2015 framework undertaken by the UN, and the various aspects of Governance, including criteria for the choice of targets and indicators, were considered in several expert meetings organised by different UN entities: on governance and human rights, on conflict, violence and disaster, on security and justice, and on rule of law. Concurrently, the Secretary-General had sought the advice of a High-Level Panel of Eminent Persons on the Post-2015 Development Agenda, whose Report suggested goals and targets for further discussion, including Goal 10: “Ensuring good governance and effective institutions” and Goal 11: “Ensure stable and peaceful societies”, with four targets in each. Other sets of recommendations for post-2015 were published within the UN, NGO and academic sectors, some general and others focussing on governance, peace and security in particular, seeking to take the discussion to the level of indicators.

6. From early 2014, the focus of user needs shifted to the Open Working Group of the General Assembly on Sustainable Development Goals (OWG), consisting of representatives of country groupings set up after the United Nations Conference on Sustainable Development

(Rio+20 conference) to propose goals and targets for sustainable development, including Governance. The Report of the OWG to the General Assembly in September 2014 proposed as Goal 16 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”.

The deliberation of the OWG were supported by a series of Issue Briefs, each with an appended Statistical Note coordinated by the United Nations Statistics Division. The statistical note on “Conflict Prevention, Post-conflict Peacebuilding and the Promotion of Durable Peace, Rule of Law and Governance” usefully overviewed present capacities and future needs for Governance statistics that have evolved from the fifteen-year sequence outlined above; these have informed the proposal and activities proposed below.

II. Proposal

7. At the 45th session of the United Nations Statistical Commission, the 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 (GPS) Statistics’ be discussed at the 46th Session of the Commission. In an effort to achieve a broad-based consensus on the need for this City Group as well as on its mandate and future activities, a draft of the present report was shared with National Statistical Offices (NSOs) of all United Nations Member States, as well as with international organizations, research organizations, civil society organizations and other

organizations with an interest in Governance statistics, with more than forty contributions received by INECV. On 9-10 October 2014, an Expert Consultation meeting on the proposed City Group on Governance Statistics took place in Praia, Cabo Verde, which was attended by more than 30 representatives of NSOs, international organizations and civil society organizations.

8. First and foremost, these consultations reaffirmed a high interest amongst NSOs for GPS as an important ‘new’ domain of official statistics, and for the particular measurement considerations attached to this domain. Another important consensus reached in the course of these 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 this context that the present proposal refers to establishing a ‘Praia Group on Governance Statistics’. Finally, 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 45th Session of the UNSC, in order to avoid duplication of efforts with ongoing work in this area by INEGI Mexico and UNODC.  

9. Governance statistics help to ensure that the relationship between state and 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

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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 of human rights, as defined in universally agreed instruments, and
contribute to their realisation. 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.

10. 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 these issues.

11. A related advantage of national statistical offices is that they participate in highly
organised networks, such as the UN Statistical Commission, regional statistical commissions,
the International Association for Official Statistics and the International Statistical Institute.
Under these umbrellas, NSOs are committed to participating in the formulation of international

12. It is therefore proposed that a new City Group, the Praia Group on Governance Statistics, be established by the UN Statistical Commission to address issues of conceptualisation, 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 existing advances and by enlisting expertise from various countries as well as the international, academic and non-profit sectors concerned with Governance statistics.

13. 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 UNSC and its City Groups, the Praia Group would collaborate with UN and other organisations concerned with specific aspects of Governance statistics, such as anti-corruption, human rights, media freedom and gender-specific aspects of Governance.
III. Objectives

14. 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 to achieve the following:

(a) To serve as a forum among national and international statistical organizations, international agencies, as well as academia, research groups and civil society organisations 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 UNSC 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 amongst potential user constituencies (including policymakers and oversight institutions such as parliaments, national human rights commissions, national anti-corruption commissions, as well as international and regional bodies concerned with Governance, among others) 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

15. 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 conceptualisation, measurement methodology and dissemination of Governance statistics, and which will draw on the various manuals and guidelines on specific aspects of the statistical monitoring of Governance developed by various members of the Praia Group. The production of this Handbook will be informed by the following activities:

(a) A mapping, critical assessment and synthesis of available instances of the conceptualisation and measurement of Governance by various countries and continents, research institutions, UN agencies 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 organisations, research institutions, citizens, international and regional bodies concerned with Governance and others;

(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 national, regional and international levels;

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

V. Method of operation

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

17. The Group would 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.

18. The UNDP, 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 country-level, has officially proposed to provide technical and financial support towards the creation and launch of the Praia Group on Governance Statistics. Other UN specialized agencies might be invited to provide support on their areas of expertise where relevant.
19. 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

21. 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 (Annex 1).
Annex 1: 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 UN 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 the UN bodies and other organisations concerned with specific aspects of Governance statistics. The overall objective of the proposed Praia Group is to encourage countries to produce Governance statistics 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, as well as academia, research groups and civil society organisations 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 demand for Governance statistics amongst potential user constituencies and highlight best-practices in their use;

(e) To advise 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 conceptualisation, measurement methodology and dissemination of Governance statistics. To this end, the Praia Group will carry out:

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

(b) A mapping of 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 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, covering issues of concept definition, data quality, comparability, methodology, possible sources, compilation and dissemination mechanisms, etc.

(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 he Instituto Nacional de Estatística de Cabo Verde (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 as well as a resource mobilization strategy. A steering committee will provide strategic orientations and to 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. UNDP will provide technical and financial support towards the creation and launch of the Praia Group on Governance Statistics. Other UN specialized agencies will be invited to provide support on their areas of expertise where relevant.

7. The first meeting of the Praia Group be held in Praia, Cabo Verde, 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.