Outcome Document

Towards Regional and National Statistical Capacities for Measuring Peace, Rule of Law and Governance: An Agenda for the Post-2015 Sustainable Development Goals Framework

June 11-12, 2014 at the African Union Commission Addis Ababa, Ethiopia

Summary

"Governance, peace and security are important to measure – and they are measurable". This was the conclusion reached by African statistical offices already producing statistics on these issues, at a meeting held at the African Union on 11-12 June, which brought together 90 experts, including representatives from 24 African National Statistical Offices, data specialists on peace and governance, African Union Commission (AUC) officials, policymakers, civil society organizations and UN agencies.

Drawing on pioneering work on statistics on governance, peace, and security currently taking place in the region, including the AUC's Strategy for the Harmonization of Statistics in Africa's (SHaSA) Group on Governance, Peace and Security (GPS), the City Group on Governance, Peace and Security statistics, the African Peer Review Mechanism (APRM), the Continental Early Warning System (CEWS), Ushahidi and the G7+ grouping, the consultation reviewed the formulation of peace, governance, and rule of law targets proposed by the UN's Open Working Group (OWG) on Sustainable Development Goals, proposed measurable and relevant indicators, and discussed emerging innovative data collection methods. The meeting also served to inform ongoing efforts by the AUC to define specific targets and indicators aligned with the Peace and Security pillar of the Common African Position on the post-2015 Agenda.

By showcasing the emerging success in Africa of the SHaSA GPS group and other initiatives, the meeting showed that measurement of progress in these areas is not only feasible in a wide range of country contexts, but also in high demand by the political leadership of many countries. SHaSA and other African-owned and led initiatives support the call for a 'data revolution' as a central tenet of the post-2015 development agenda. They also offer important models to examine in the context of goal 16 proposed by the OWG, on "Achieving peaceful and inclusive societies, rule of law, effective and capable institutions."

The consultation was co-organized by the Statistical Division of the African Union Commission, the United Nations Development Programme, and Saferworld in collaboration with the African Development Bank, UN Economic Commission for Africa, UN Women, UN Office for Drugs and Crime, UN Peacebuilding Support Office with support from the Government of Finland. The following are the key messages from the consultation.

The need for peace, rule of law, governance and a data revolution

1.1. **Participants welcomed the call made by the Secretary-General's High Level Panel of Eminent Persons on the post-2015 Development Agenda to anchor the post-2015 Development Agenda in transformation and sustainability, and reiterated the critical importance of peace, governance, rule of law, and human security both as development enablers and inherent development outcomes**. The Common African Position on the post-2015 Agenda includes Peace and Security as one of six pillars to highlight this critical link between peace, security and sustainable development outcomes. Where conflict, lack of rule of law and fragile institutions of governance exist within countries, poverty, environmental degradation and the fracturing of social systems are far greater. This reality makes it difficult to imagine how poverty eradication and sustainability can be achieved without focusing on peace, rule of law, and governance.

1.2. **Participants also embraced the call made by the Secretary-General's High Level Panel for the new global framework to be underpinned by a 'data revolution'**, and stressed that such a revolution will only be possible if:

  1.2.1. **National statistical systems play a key role in driving the data revolution**. National statistics offices have the official mandate to coordinate national data production, they hold ample methodological expertise to do so, and are best placed to ensure the sustainability of data collection systems. Furthermore, since governance, peace and security are public goods, there are important benefits to be gained if public bodies produce statistics on these issues. For these figures to be reliable it is essential to ensure the independence of national statistical systems from political interests, so that GPS statistics can facilitate constructive consultation and feedback between governments and societies on these issues.

  1.2.2. **Data is disseminated and used at all levels of society**. The value of statistics is only demonstrated by its usage, and there is an acute need to invest in the capacities of data users – not only policymakers, but also students, civil society organizations, private companies – to use such statistics effectively in policymaking, monitoring, research and advocacy.

2. Progress to date in Africa

2.1. **The remarkable progress made by Special Technical Group 1 (STG 1) of SHaSA on GPS, the APRM and the CEWS of the AUC - all of which are currently monitoring peace, security and governance issues on the continent - demonstrate the relevance and feasibility of producing governance, peace and security statistics**. Internationally driven initiatives to develop indicators and compile data on peacebuilding and statebuilding have also been taken by g7+ African countries and on gender, peace and security in relation to UNSCR 1325. Calls to exclude peace, governance, and rule of law from the post-2015 framework because states lack the capacity to measure them not only fail to recognize the efforts made by African states and other stakeholders in this area, but also threaten progress already made.

2.2. The proposal for **establishment of a City Group on Governance, Peace and Security statistics** during the 45th Session of the UN Statistical Commission further demonstrates the willingness and

initiative of member states from the global south to harmonise data on these issues. Participants urged those negotiating the post-2015 Development Agenda to consider that the rapid progress made by African states to harmonise data gathering on these issues demonstrates the feasibility of developing common global metrics in the near future.

2.3. Through the STG 1 of SHaSA on Governance, Peace and Security, **harmonized data collection work is already well underway in 8 African countries**, with Cape Verde being the first country to have launched its report, on 4 June 2014. As of today, nearly half of the continent's countries (20) have officially confirmed to the AU their interest in integrating the production of GPS statistics in their regular programme of work. In addition, the proposed City Group on GPS statistics, if adopted by the international statistical community next year, will bestow on the 'Praia Group' the mandate to develop global measurement standards in the area of governance, peace and security, helping ensure the international comparability of GPS statistics and further promoting GPS data collection.

3. What the data tells us

3.1. In reviewing this work, participants **underlined the essential complementarity of survey data and administrative statistics**. While surveys (including experience and perception surveys) were recognized as essential data collection instruments for measuring progress in the areas of governance, peace and security and could serve as powerful democratic mechanisms by bringing citizens' voice into policy debates, strengthening survey methods should not detract from continuing investments in administrative statistical systems, which often guarantee periodic data production in the long term. These two sources of data complement and validate each other, and therefore neither is dispensable.

3.2. Participants unambiguously stated **the importance of investing in and strengthening national statistical capacities and geospatial information systems for the collection, analysis, production and dissemination of disaggregated data** to measure and evaluate policy effectiveness and therefore promote a culture of evidence-based decision-making. National statistics on peace, governance, and rule of law strengthen government accountability, support evidence-based public dialogues, and address public concerns. These outcomes generated by governments and their people can only help to consolidate the viability of the state as well as sovereignty.

3.3. Existing GPS statistics demonstrate the **strong correlation between peace, governance and rule of law, on the one hand, and socio-economic development and environmental sustainability, on the other hand**. These mechanisms allow for the investigation of, for example, the nexus between corruption and the plundering of natural resources; the effects of fragile institutions on the well-being of women, children, the elderly and other marginalized groups; and the impact of weak rule of law on private investment and low levels of economic development.

4. Building on the OWG targets

4.1. Participants reviewed the targets on peace, governance, and rule of law proposed by the OWG in significant detail. They **proposed improved language** for some of the targets and specific indicators

to measure progress towards each target. The results from these discussions can be found in Annexes 1 and 2.

4.2. Participants **emphasized the importance of incorporating a gender perspective across targets and indicators** of the Common African Position and the SDGs. Women experience peace, security, governance and rule of law differently from men. Where these capacities are less present, women suffer unacceptable levels of violence, and where they are present, women continue to suffer unequal access to security, justice and power compared to men. If the vision is to leave no one behind, it is critical to pay attention to the disaggregated outcomes of development, for women and men, as well as girls and boys.

5. Next steps

5.1. Going forward, participants committed to taking the following actions:

5.1.1. **Produce a Joint Issues Brief** with the AU, the STG 1 of SHaSA on Governance, Peace and Security, the UN co-leads on the peace, governance and rule of law agenda for post-2015, and Saferworld. This brief will showcase results from the SHaSA initiative, as evidence of the measurability of GPS, and lessons of relevance to the SDGs and the CAP, with particular emphasis on capacity building needs of national statistical offices.

5.1.2. **Support the AUC and interested national statistical offices** in expanding the roll-out of the SHaSA instruments for the production of harmonized GPS statistics to other countries, in Africa and beyond;

5.1.3. **Support the Cape Verde proposal to create a City Group on Governance, Peace and Security** Statistics when it will be presented at the next UN Statistical Commission, in March 2015 – and explore the potential for collaboration between the City Group and the efforts of the g7+ to strengthen capacities to monitor their Peacebuilding and Statebuilding Goals and of UN Women to help integrate a gender perspective into this work ;

5.1.4. **Mobilize resources and commitment** to conduct a Special Summit on the Data Revolution in Africa, before the end of 2014;

5.1.5. **Share the African experience** of the STG 1 of SHaSA on Governance, Peace and Security with the Co-Chairs and Member States of the Open Working Group who are tasked with framing the post-2015 development framework, by disseminating this Outcome Document widely and by holding a special event with some representatives of the SHaSA Group on GPS and the proposed City Group on the margins of the 69th Session of the UN General Assembly.

5.1.6. Participants requested that results from this meeting and the agreed follow-up activities be used to **inform global discussions to shape a new development framework** that upholds peace, rule of law and governance as part of an integrated and holistic vision of human development that is responsive to the priorities and experiences of Africa.

Annex One: Proposed indicators for OWG Zero Draft targets

- The following are indicators identified by representatives from 24 African National Statistical Offices, data specialists on peace and governance, AUC officials, policymakers, civil society organizations and UN agencies.
- Six working groups were formed to identify indicators under three groupings of targets:
    - Peace, security, social cohesion, global factors
    - Governance, civil and political freedom, justice, corruption, illicit flows
    - Gender, peace and security
- While a range source of indicator sets and data sources were drawn on, the working groups placed special attention on the existing indicators that are already being used through the SHaSA initiative.
- The OWG Zero Draft targets (June 2014) were used as the basis for discussion. They were largely drawn from goal area 16 but also goal area 5 on gender.
- Specific comments and improvements were made to OWG target language - these will be shared in a separate briefing.
- It was also stressed that a basket of indicators which captures a range of issues (eg: perceptions, structures, objective reality, capacities) must be used for each target if progress in meeting them is to be accurately measured. As such, a wide range of indicators have been proposed.

Disaggregation
Participants emphasised the importance of disaggregating indicators by sex wherever possible and relevant. Disaggregation by ethnicity/tribe/clan, age, religion, urban/rural location, class/caste, income group and disability should also be mainstreamed wherever possible.

Target 16.1: By 2030 reduce levels of violence and related death rate by x%
Indicators
- Number of violent deaths per 100,000 people (disaggregating data for both victims *and* perpetrators)   - Percentage of people who have been subject to physical or psychological violence in the past 12 months (disaggregating data for both victims *and* perpetrators)   - Percentage of people who have been subject to sexual violence in the past 12 months, (disaggregating data for both victims *and* perpetrators)   - Percentage of people admitting being victims of sexual and gender based violence that reported it to the national security system   - Proportion of people who feel safe walking in the area where they live   - Proportion of people who feel safe at home   - Percentage of people who believe that security services (including police and judiciary) discriminate against them   - Proportion of people who don't feel protected by the national security system   - Proportion of people who don't feel protected by the national justice system   - Number of national security forces personnel (including police and gendarmerie) per 100,000 people, by sex   - Proportion of managerial positions in national security institutions filled by women   - Number of judiciary personnel per 100,000 people   - Proportion of government funds allocated to national security systems (police and gendarmerie)   - Proportion of government funds allocated to security systems (military)   - Proportion of government funds allocated to the justice system   - Median age at marriage.

Target 16.2: By 2030 end abuse, exploitation and violence against children
Indicators

- Proportion of total official personnel devoted to child protection per 100,000 of population
- Proportion of police or gendarmerie that received trained on human rights
- Overcrowding rate in youth detention centres
- Ratio of prison guards to children incarcerated
- Proportion of child offenders in adult prisons
- Number of War-Displaced Children per 100, 000 children
- Number of child soldiers, "bush wives" and child labour victims per 100,000 children
- Proportion of child exploitation, violence or abuse cases that underwent public hearing
- Civil registration rate for children under five
- Number of child specialized judges per 100,000 people
- Proportion of public budget allocated to child protection, to address child abuse and exploitation, and child violence
- Number of child abuse cases declared to the police in the last 12 months, per 100,000 people (disaggregating data for both victims *and* perpetrators)
- Proportion of detained minors who benefited from lawyer or other juridical services
- Proportion of minors involved in illegal child work
- Number of child right violations registered in the last 12 months by police, judiciary, hospitals or other public body
- Proportion of adult population (per 100,000) tried for abuse, exploitation or violence against children (disaggregating data for both victims *and* perpetrators)
- Proportion of adult population (per 100,000) condemned for abuse, exploitation or violence against children (disaggregating data for both victims *and* perpetrators)
- Proportion of people who report feeling satisfied with public child protection services
- Proportion of people who report knowing a child who has been abused, exploited or a victim of violence Existence of legislation on child rights.

Target 16.3: By 2030 reduce illicit financial flows by x% and reduce money laundering and all forms of transnational and national organized crime including human and drug trafficking and illicit trade in arms, and natural resources and wildlife
Indicators

- Proportion of public budget allocated to fight illicit flows and money laundering
- Structural indicator: existence of a public body to fight money laundering and illicit financial flows
- Total number of cases analysed by the body in charge of fighting money laundering and illicit flows in the last 12 months
- Total number of reported cases to the body in charge of fighting money laundering and illicit flows that were addressed by the justice system
- Proportion of tax revenues due to tax adjustments
- Proportion of public personnel in managerial positions who have publicly released a declaration of assets
- Proportion of population who believe that public policies to fight illicit financial flows are effective
- Existence of legislation to fight illicit financial flows and money laundering.
- USD PPP value of seized illicit goods in the past 12 months
- Proportion of people who reported feeling unsafe due to the existence of human trafficking
- Proportion of people who reported feeling unsafe due to the existence of organized drug crime
- Proportion of people who reported feeling unsafe due to the existence of illicit commodity trading, including humans, drugs, arms and wildlife
- Number of arrests/convictions for organized crime per 100,000 population
- Proportion of police, customs, justice and security personnel trained to address issues of organized crime, including human trafficking, illicit arm trade, drugs and wildlife
- Proportion of police, customs, justice and security personnel specifically in charge of addressing issues of organized crime, including human trafficking, illicit arm trade, drugs and wildlife

- Proportion of national public budget allocated to fight all forms of organized crime, including human trafficking, illicit arm trade, drugs and wildlife
- Total number of registered cases of organized crime, including human trafficking, illicit arm trade, drugs and wildlife
- Total number of tried cases of organized crime, including human trafficking, illicit arm trade, drugs and wildlife
- Proportion of the population reporting feeling satisfied with police, customs, security and justice personnel's behaviour in the fight against all forms of organized crime, including human trafficking, illicit arm trade, drugs and wildlife
- Proportion of the population reporting feeling satisfied with police, customs, security and justice personnel's accountability in the fight against all forms of organized crime, including human trafficking, illicit arm trade, drugs and wildlife
- The African Convention on all forms of organized crime, including human trafficking, illicit arm trade, drugs and wildlife, has been ratified
- National legislation on all forms of organized crime, including human trafficking, illicit arm trade, drugs and wildlife, exists.

Target 16.4: By 2030 ensure inclusive, participatory and representative decision making at all levels, taking into account the interests of present and future generations

Indicators

- Proportion of local government bodies who implemented participatory processes for the design of local development plans and related budget
- Proportion of public funds allocated to public participation in decision making
- Proportion of public funds allocated to support civil society organizations
- Proportion of the population who participated in the last 12 months in village/neighbourhood/municipal council meetings
- Percentage of the population who think public authorities take their interests/suggestions into consideration for local decision making, by sex, urban/rural and social group
- Percentage of the population who think public authorities take their interests/suggestions into consideration for national decision making, by sex, urban/rural and social group
- Percentage of population who think that government decision making at all levels is inclusive of all groups
- Number of women and men that formally participate in peace processes (where relevant)
- Proportion of local government positions occupied by women
- Percentage of people voting/participating in election processes
- Existence of constituencies (mechanisms or bodies) and enforcement agencies (e.g., youth, women, traditional leaders) to ensure consultative, bottom-up process of representation in decision-making; existence and enforcement of legislation for ensuring representation of specific groups.

Target 16.8: Strengthen mechanisms for formal and non-formal dispute resolution at all levels

Indicators

- Percentage of respondents reporting concern about violence in the area where they live
- Percentage of respondents reporting concern about ethnic, religious or political discrimination in the area where they live
- Percentage of respondents reporting concern about inter-communal violence in the area where they live.
- Percentage of people who are aware of alternative dispute resolution processes.
- Proportion of respondents who have successfully used alternative dispute resolution processes.
- Alternative dispute resolution legislation exists.

Target 16.10: Enhance the capacity, professionalism and accountability of the security forces, police and judiciary

Indicators

- Percentage of people who believe the public security system is effective
- Percentage of people who believe the police are corrupt
- Percentage of people who felt discriminated by police, justice or other security institution
- Percentage of people who were threatened/assaulted with a gun or other weapon in the last 12 months

- Sex distribution in managerial positions in national security forces, police and judiciary
- Number of police, security and judiciary personnel per 100,000 people
- Proportion of security personnel trained on how to address gender based violence
- Ratio of official security personnel specifically dedicated to the fight against gender based violence per 100 000 people
- Percentage of people admitting being victims of sexual and gender based violence that reported it to the national security system
- Proportion of security personnel prosecuted over the total number of reported cases of misconduct
- Percentage of cases of gender based violence that are cleared (i.e. there has been investigation and a decision)
- Time gap between violence case filing and hearing
- Time gap between homicide case filing and hearing
- Percentage of people who believe public security forces in the country are effective in addressing violence against women
- Percentage of people who are satisfied with the professionalism/efficiency/accountability of public security forces
- Proportion of public budget allocated to police, security and justice
- Percentage of police, security and judiciary personnel tried on misbehaviour
- Percentage of police, security and judiciary personnel sanctioned due to misbehaviour.

Target 16.11: Develop effective, accountable and transparent public institutions at all levels

Indicators

- Proportion of personnel to beneficiaries in all categories of public services (number of students per teacher, number of health care professionals per 100,000 population, etc.)
- Proportion of people who affirm being able access to different public services when needed (education, healthcare, justice, etc.)
- Proportion of people who affirm trusting public institutions (calculate separately for different institutions)
- Percentage of people who believe the government delivers services effectively
- Proportion of people satisfied with basic social services (education, health, etc.)
- Percentage of government institutions that closed their accounts in a timely manner during the last financial cycle
- Number of independent oversight bodies and mechanisms for ensuring government accountability
- Proportion of formal right-to-information requests responded to by the government
- Proportion of government procurement (financial value) awarded through an open and competitive process.
- Existence of law on access to information, which specifies a time limit for responding to requests.
- Time lapsed after end of fiscal year before last audit report on government budget implementation was published.

Target 16.12: By 2030 provide equal access for all to independent, effective, and responsive justice systems that respect due-process rights, and equal access to legal aid

Indicators

- Proportion of people who don't feel protected by the national justice system
- Proportion of people who felt discriminated by the national justice system
- Average time gap between case filing and clearing
- Average time gap between case filing and clearing for SGBV cases
- Ratio of justice personnel per 100,000 people
- Proportion of public budget allocated to justice
- Proportion of public budget allocated to legal aid
- Proportion of total prisoners currently awaiting trial
- Proportion of accused who benefited from a public defender
- Proportion of the population who affirm being satisfied with justice services
- Proportion of the population who trust justice systems
- Number of judges, prosecutors, and defence lawyers per 100,000 people
- Percentage of people who have access to a legal representation
- Percentage of people who have access to free legal aid
- Number of reported "mob justice" cases

Target 16.16: By 2030, establish and implement effective regimes to decrease and provide

accountability for corruption and bribery in all its forms and levels
Indicators
- Proportion of public budget allocated to anti-corruption activities - Proportion of security personnel working mainly on anti-corruption activities - Proportion of the population admitting having paid bribes in the last 12 months - Proportion of the population admitting knowing someone who has paid bribes in the last 12 months - Proportion of corruption cases that are cleared by the judiciary system within 12 months - Proportion of the population that consider that the following institution (police, judiciary, military, etc) is corrupt - Proportion of the populations that consider anti-corruption policies are effective - Anti-corruption organ/agency exists - Anti-corruption legislation exists - Existence of legislation that requires public officials to declare assets

Target 16.17: Promote freedom of media, association and speech
Indicators
- Number of media groups per 100,000 people, by affiliation (public, private, in line with party in power, opposition) - Number of civil society organizations formally registered - Proportion of journalists that affirm having been victims of threats, violence or imprisonment during the last 12 months - Proportion of people who report being involved in some form of civil society organization - Proportion of people who perceive freedom of speech is granted in their country - Proportion of people who report being free to join a civil society organization - Constitution includes specific legislation guaranteeing freedom of expression - Existence of legislation on hate speech and incitement to violence - Existence of media regulatory bodies

Target 5.7: Ensure equal access to, control and ownership of assets and natural and other productive resources
Indicators
- Proportion of people who own land (name appears in land title) - Proportion of people who manage benefits obtained from land use - Proportion of people with a bank account - Proportion of people with access to credit - Proportion of people who affirm having decision making power over household expenditure