

CONCEPT NOTE

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

Addis Abba, Ethiopia 11-12 June, 2014

Summary

The meeting will bring together the African community of statisticians, policy makers and data specialists on measuring peace, rule of law and governance, mostly from Africa, to map various ongoing national, regional and international statistical initiatives, frameworks and strategies on peace, rule of law and governance and build on that experience to advance compelling evidence for incorporating these as goals or targets and indicators in the Post-2015 Sustainable Development Goals Framework. Experts will also exchange experiences and lessons on how to measure country-specific indicators, build national monitoring and reporting capacities, and address the challenges associated with state authorities reporting on their own performance on peace, rule of law, and governance. The meeting will conclude with an agreement on the way forward for scaling-up the ongoing SHaSA pilots on the production of harmonized statistics on governance, peace and security.

Background

The proposed workshop is a follow-up to the Global Thematic Consultations on Conflict, Violence and Disaster, and the Post-2015 Development Framework, a collaborative effort of the United Nations Development Programme (UNDP), United Nations Peacebuilding Support Office (UNPBSO), the United Nations International Strategy for Disaster Reduction (UNISDR) and the United Nations Children's Fund (UNICEF), with financial support from the Government of Finland.

Continuing an inclusive dialogue on post-2015 is a mandate given to the UN by Member States. The Outcome Document of the UNGA68 Special Event on the MDGs and post-2015 reads: "In arriving at an inclusive and people-centered post-2015 development agenda, we look forward to a transparent intergovernmental process which will include inputs from all stakeholders including civil society, scientific and knowledge institutions, parliaments, local authorities, and the private sector [...] We count on the strong support of the UN system throughout all of our work". The UN Secretary General has requested the UN system to keep open the channels of consultations and multi-stakeholders dialogue as the intergovernmental process moves into its next phase. While it made sense in the first phase to focus the consultations on the potential issues and areas to be included in a post-2015 development agenda, there is growing demand from Member States for pragmatic proposals on how to make the agenda work.

In response to that demand, the United Nations system is convening a second phase of consultations that focus on common challenges that countries are expected to face when implementing a new framework for more sustainable and inclusive development. The themes to be discussed in the second phase of consultations are: Localizing the post-2015 development agenda; Helping to strengthen capacities and institutions; Participatory monitoring, existing and new forms of accountability; Partnerships with civil society and other actors; Partnerships with private sector; and Culture and Development. This workshop

will contribute in particular to the themes on strengthen capacities and build effective institutions and new forms of accountability.

The meeting is co-hosted by the African Union Commission, Saferworld and the United Nations Development Programme, in collaboration with the Specialized Technical Group 1 on Governance, Peace and Security of the Strategy for the Harmonization of Statistics in Africa, the African Development Bank, the United Nations Economic Commission for Africa, UNICEF, United Nations Office on Drugs and Crime, UN Women and the United Nations Peacebuilding Support Office.

Global Context

The first round of consultations developed a compelling narrative, evidence-base and common understanding for the inclusion of peace, rule of law, governance and disaster in the Post-2015 Development Agenda. These issues were further reaffirmed at the African Regional Consultation on the Sustainable Development Goals, which took place from 31 October-5 November 2013, in Addis Ababa, Ethiopia. There, African countries stated that poverty eradication can only happen if, among others, good governance and peace and security are in place and articulated a goal on promoting good governance at national and international levels. The Common African Position (CAP) on the Post-2015 Development Agenda, unambiguously states that Peace and Security is one of six essential focus areas for the achievement of the continent's development aspirations.

Participants at the various consultations also recommended that additional work be undertaken to define a common understanding of and track progress towards agreed-upon targets and goals on peace, rule of law, and governance for the post-2015 development agenda. There was also recognition that significant statistical capacity investments are needed in all relevant institutions of Member States to effectively account for these areas. For example in Africa, there are a number of challenges facing national statistics institutions including inadequate resources, and limited institutional framework for coordinating statistical activities. Given the multi-year process of building national statistical capacity, participants at the consultations called on regional organizations, regional banks and civil society, along with international organizations, to collaborate in strengthening the statistical capacity of member states and to facilitate the sharing of data, tools, standards and analysis to improve statistics for monitoring development outcomes, especially those on peace, rule of law and governance.

Significant progress has been made in recent years on defining goals, targets, and indicators on peace, rule of law and governance at national and international levels in the context of development, including among others the indicators for the New Deal for Peacebuilding and Statebuilding Goals for fragile and conflict affected states, the Global Peace Index and the Mo Ibrahim Governance Index. Basic standard methodologies have been developed for example for victimization surveys, violence against women, homicide, and mortality statistics, human rights, and rule of law. There are also considerable ongoing data development activities on governance, security and violence, crime and criminal justice, which can build on global data collection activities such as the UN Crime Trends Survey (managed by the United Nations Office for Drugs Control UNODC) and global methodological advances, such as the forthcoming International Classification of Crime for Statistical Purposes (ICCS).

Drawing on the experience of the MDGs implementation and monitoring, the success of future Sustainable Development Goals (SDGs) will depend on how ready and willing Member States are to incorporate these emerging areas as development outcomes and track and report progress on them. To address this challenge, many suggested in previous consultations that regional inter-governmental organizations are the best entry points to initiate conversations and define a roadmap for engaging and supporting Member States in enhancing their statistical capacity for monitoring and reporting progress on governance, rule of law, and conflict and violence prevention as development outcomes. In Africa, the

community of African statisticians, with the support of the African Union Commission, the African Development Bank (AfDB) and the United Nations Economic Commission for Africa (ECA), has called for the production of harmonized statistics across the continent, through the Strategy for the Harmonization of Statistics in Africa (SHaSA). Furthermore, the Common African Position on the Post-2015 Development Agenda unambiguously states 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.

Efforts underway in Africa

High-quality, nationally-produced governance data is an essential tool for national planning and for preventing and managing conflict, yet very few African countries have official monitoring systems that supply timely and robust governance, peace & security (GPS) statistics to national policymakers. The *Strategy for the Harmonization of Statistics in Africa* (SHaSA), developed by the community of African statisticians and supported by the AUC, the AfDB and the UNECA, addresses this gap, and positions Africa as a world leader: no other continent has invested in such a comprehensive strategy to harmonize governance, peace and security statistics regionally.

A Specialized Technical Group (STG) on Governance, Peace and Security Statistics was established in May 2012, chaired by the Kenya National Board of Statistics, constituted by NSO representatives from all regions, and supported by UNDP. Four data-collection instruments have been developed by this Group through several expert meetings (with inputs from DIAL/IRD, the Afrobarometer, UNODC, the Mo Ibrahim Foundation and other experts) – namely two ‘add-on’ household survey modules (one on Governance and one on Peace & Security) and likewise two administrative data collection instruments. Additionally, countries may wish to complement the SHaSA sets of ‘core indicators’ common to all countries with country-specific indicators, to capture additional priority data needs identified by national actors.

NSOs are strategically positioned to institutionalize the production of GPS statistics at country level, given their official mandate, legitimacy, expertise in this area, and their proximity to national policymakers. So far, as many as 20 NSOs have officially confirmed interest in piloting the SHaSA instruments for producing GPS statistics: Benin, Burundi, Cameroon, Cape-Verde, Chad, Congo-Brazzaville, Democratic Republic of Congo, Gabon, Guinea-Conakry, Côte d’Ivoire, Kenya, Madagascar, Malawi, Mali, Niger, Senegal, Seychelles, Togo, Tunisia and Uganda. Seven (7) of those have already started to apply the data collection instruments.

This strong interest confirms the simple yet essential idea that ‘political sovereignty begins with data autonomy’. The current proliferation of externally-led, uncoordinated data collection drives marginalizes national statistical offices and proposes different methods for measuring the same issues. Statistical harmonization agendas such as the SHaSA are vitally important for countries (and donors) to stay focused on standards set at the continental level.

UNDP is currently supporting 5 pilot countries – one in each region of Africa, namely Cote d’Ivoire, Cape Verde, Malawi, Cameroon and Kenya – to test the applicability and relevance of the instruments across the continent, before expanding the roll-out in 2014 and beyond. In addition to the 5 UNDP-supported pilots, 3 ‘self-starter’ NSOs also piloted the instruments, using their own resources: Mali, Uganda and Burundi.

Four countries have completed the SHaSA survey on GPS, and are currently analysis results: Burundi, Uganda, Cape Verde and Mali. Other pilot countries are mainly invested in administrative data

collection. With support from UNWomen, a gender-sensitive analysis of the SHaSA dataset on GPS will soon be available.

Above and beyond sound statistical production, the ultimate objective of this initiative is to promote a culture of evidence-based policymaking and monitoring, and to strengthen accountability, by making GPS statistics easily accessible to – and used by – citizens, parliamentarians and other oversight institutions.

At continental level, several AU mechanisms require GPS statistics, such as the Continental Early Warning System (CEWS), the mechanism currently being established by the AU Department of Political Affairs to monitor the implementation of the African Charter on Democracy, Elections and Governance, the African Peer Review Mechanism, etc.

At the 7th Meeting of the Committee of Directors General of National Statistics Offices, held in Johannesburg from 5-7 Dec. 2013, the DGs *“encouraged the STG1 to secure funding for a regional project of support to NSOs for the institutionalization of GPS data collection across the continent.”*

Finally, at the last UN Statistical Commission, a proposal was made by Cape Verde (a SHaSA pilot) to establish a ‘City Group’ on Governance, Peace & Security Statistics [‘City Groups’ – of which there are nearly a dozen currently – play a leadership role in defining international best practices and methodological guidelines in ‘emerging areas’ of official statistics.] The Cape Verde proposal received broad support, and UNDP responded positively to a request for support by the President of the Cape Verde NSO. Cape Verde will be presenting a concept document to set up the City Group at the next meeting of the Commission (March 2015).

Meeting objectives

The overarching goal of this meeting is twofold: (1) to take stock of ongoing efforts by the community of African statistics to produce harmonized statistics on governance, peace and security, and to collectively agree on a way forward and on the support required for scaling-up the production of such statistics across the continent, and (2) to distill from this African pioneering experiment some practical recommendations for the international community, and particularly for the Open Working Group, on the measurement framework for a possible Goal on “Peaceful and inclusive societies, rule of law and capable institutions” in the post-2015 agenda.

Specifically, the workshop will aim to achieve the following outcomes:

- A noting of the various demands for locally-generated and harmonized statistics on governance, peace and security (GPS), at national, regional (in the RECs) and continental levels (i.e. in various departments of the AUC, e.g. mechanism to monitor the implementation of the African Charter on Democracy, Elections and Governance being established by the AU Department of Political Affairs, continental early warnings system managed by the AU Department on Peace & Security, etc.);
- A report on the concrete progress that has been achieved by the Specialized Technical Group 1 (STG1) on GPS of the Strategy for the Harmonization of Statistics in Africa (SHaSA), and a proposal on the way forward for the harmonization of governance, peace and security statistics in Africa;
- A broad review of other existing and emerging methodologies and innovations for measuring indicators on peace, rule of law and governance, with an eye on what works and does not work in Africa and consistent with existing international frameworks;
- A briefing from the community of African statisticians on the technical and financial support required for the progressive scaling-up of NSOs’ efforts across the continent for the regular

collection of harmonized statistics on GPS, and notably the work programme by the STG1 of the SHaSA;

- The establishment of a virtual network of experts (national statisticians, statisticians, researchers, policymakers, development agencies, etc.) – across countries and regions – to promote the exchange of information and experiences regarding the monitoring of peace, rule of law and governance;
- Selected examples of substantive and evidence-based contributions from Africa to the debate around the importance of peace, rule of law and governance in the post-2015 sustainable development framework including promising experiences and lessons that could be shared with other continents, notably via the international-level Praia City Group on Governance, Peace and Security Statistics proposed for consideration at the UN Statistical Commission in 2015 by the Cape Verde NSO at the 2014 UNSC; and
- A work programme for briefing Member States on the margins of the 69th Session of the UNGA, the high-level segment of ECOSOC, and other relevant forums on the post-2015 agenda in 2014, to disseminate the recommendations from this and other regional workshops.

Participants

Participants at the Regional Consultation will include statisticians from national statistics offices; the SHaSA Specialized Technical Group 1 on Governance, Peace and Security; data experts and ‘data users’ from various Departments of the African Union Commission (AUC); African Development Bank (AfDB); the UNECA’s African Centre for Statistics; regional statistical training institutes such as AFRISTAT; data experts from various African Regional Economic Commissions; World Bank (WB); experts from Paris21 (Partnership in Statistics for Development in the 21st Century); academic and research centers; Pan-African Parliament; civil society; and policy makers of countries involved in the drafting of the peace and security pillar of the African Common Position (Algeria, Chad, Congo, Ethiopia, Guinea, Liberia, Mauritania, Mauritius, Namibia, and South Africa). Relevant United Nations agencies will also participate.

With support from the Governments of Finland and Saferworld, UNDP will provide support to participants from governments and civil society organizations to cover travel, lodging, and other costs associated with their participation.