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VOICES FROM THE FIELD
AFRICAN EXPERIENCES IN PRODUCING GOVERNANCE, PEACE AND SECURITY STATISTICS

RECOMMENDATIONS FOR NATIONAL STATISTICAL OFFICES FOR MONITORING SUSTAINABLE DEVELOPMENT GOAL 16 ON PEACEFUL, JUST AND INCLUSIVE SOCIETIES

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Photo: Interviewers walking to their next enumeration area for the GPS-SHaSA survey in São Nicolau, Cabo Verde

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Recommendations for National Statistical Offices for Monitoring
Sustainable Development Goal 16 on Peaceful, Just and Inclusive Societies

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- Sautso Wachepa, GPS-SHaSA Focal Point, National Statistical Office of Malawi

This lessons-learned brief captures and synthesizes the experiences of African national statistical offices (NSOs) in producing governance-related statistics. It will be relevant for anyone who is interested in the new statistical domain of governance, peace and security (GPS), whether to monitor SDG 16 or for any other purpose, and who is looking for guidance from those who can speak from experience.

Senior government officials and chief statisticians contemplating the production of official statistics on GPS to enable national reporting on SDG 16, or on other national or regional commitments in this area, will learn from this brief what led their peers to embark on this new stream of data collection, and the strategies they used to muster political commitment and cultivate broad-based demand for GPS statistics throughout the process.

Similarly, international development organizations and donors keen to support sound investments in this new area of official statistics will find in this brief a series of practical recommendations on how best to do so, offered by statisticians who were at the forefront of the SHaSA pilot on GPS statistics (see 'In a Nutshell', p. 10), many of whom have since been producing GPS statistics regularly.

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Photo: Identifying Relevant Targets and Indicators in the Tunisian Context, August 2014

INTRODUCTION

Since 2012, the community of African statisticians has played a leading role in advancing the field of statistics related to governance, human rights, peace and security ('governance statistics' in short). Since the adoption of the Strategy for the Harmonization of Statistics in Africa (SHaSA) in 2010, an increasing number of African countries' national statistical offices (NSOs) are now producing harmonized official statistics on governance.

Through the SHaSA surveys on governance, peace and security (GPS-SHaSA), we can systematically measure what people experience and think about the performance of their government, as well as the peace and security climate in their country. In addition we can situate countries across the African continent on a wide range of indicators in relation to their neighbours, and on their own trajectories over time.

The SHaSA initiative on GPS statistics played a critical role during the United Nations' deliberations around the possible adoption of a specific SDG on peace, justice and strong institutions, which resulted in SDG 16: '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 SHaSA initiative demonstrated the political and practical feasibility of NSOs measuring and monitoring governance, which several Member States had been doubtful about.

Now that all Member States are required to produce periodic reports on their progress in achieving SDG 16,[1] the unique experience of African NSOs in this new domain of official statistics can be valuable to other NSOs as they prepare to establish similar data-collection systems.[2] The key messages and recommendations derived from the SHaSA experience will also be valuable to the Praia Group on Governance Statistics in implementing its mandate to define methodological guidelines for the production of harmonized statistics on governance, notably through the production of a handbook on governance statistics for NSOs.[3]

Voices From the Field examines the full cycle of production of governance statistics:

1. **Managing** the production of governance statistics;
2. **Collecting** governance data;
3. **Reporting** on governance statistics;
4. **Institutionalizing** governance statistics.

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1   The Annex (p. 46) lists the 23 official monitoring indicators for SDG 16, 11 of which will need to be measured by NSOs via household surveys, similarly to the approach adopted by the African NSOs that piloted SHaSA survey modules on GPS.

2   Furthermore, the Agenda 2030 declaration explicitly urges Member States to develop additional indicators to better capture national specificities, mindful of the fact that global indicators are bound to exclude important issues at the country level. The SHaSA survey modules on GPS are a valuable reference in this regard as they provide Member States with tested survey questions which can be readily used to supplement global indicators across nearly all target areas under SDG 16.

3   United Nations Economic and Social Council, Statistical Commission, Report of the Praia Group on governance statistics (E/CN.3/2016/16). Available from https://unstats.un.org/unsd/statcom/47th-session/documents/2016-16-Praia-group-on-governance-statistics-E.pdf

In the same way that governance surveys 'give voice' to citizens who are otherwise rarely heard by policymakers, we want this guide to give voice to those statisticians who were at the forefront of the SHaSA initiative on GPS statistics, but whose insights have not yet been shared with their peers outside Africa. We hope that this first-hand account of their experience, told in their own words, will be a useful complement to the numerous 'how-to' guides on governance measurements that were produced by experts in the wake of the adoption of SDG 16,[4] which do not always interrogate these 'voices from the field'.

These voices from the field further corroborate the general claim, now well established in the scientific literature, that 'governance' is measurable. They also provide important validation, by practitioners themselves, of the conclusive scientific reviews of the SHaSA experience, which state that 'survey-based GPS results that are comparable across countries are feasible, sensible and revealing' and that 'sound statistical surveys of citizens' own experiences and perceptions bring insightful and policy-relevant results'.[5] If anything, this convergence between scientific assessments and statisticians' own appraisal provides an encouraging indication that the methodological approach discussed in this brief holds promise, in terms of both its scientific robustness and its practical viability over the longer term.

4   See, for instance: Milante, Gary and others, *Goal 16—The Indicators We Want: Virtual Network Sourcebook on Measuring Peace, Justice and Effective Institutions* (New York, UNDP, 2015); Institute for Economics and Peace, *Sustainable Development Goal 16: 2016: From Now to 2030: What Is Needed to Measure Goal 16*, IEP Report 43 (Sydney, 2016); Stephanie Trapnell, Matthew Jenkins and Marie Chêne, *Monitoring Corruption and Anti-Corruption in the Sustainable Development Goals: A Resource Guide* (Berlin, Transparency International, 2017); United Nations Office on Drugs and Crime (UNODC), UNODC-INEGI Centre of Excellence in Statistical Information on Government, Crime, Victimization and Justice and United Nations Development Programme, *Manual on Corruption Surveys* (forthcoming); Organisation for Economic Co-operation and Development, *Guidelines on Measuring Trust* (forthcoming).

5   Mark Orkin, Mireille Razafindrakoto and François Roubaud, "Governance, peace and security in Burundi, Mali and Uganda: comparative NSO data for measuring Goal 16 of the SDGs", EU Policy Brief No. 3, Nopoor Project (Paris, DIAL, 2015). Available from www.nopoor.eu/publication/eu-policy-brief-no-3-governance-peace-and-security-burundi-mali-and-uganda-comparative

Photo: Poverty targeting survey for the Hunger Safety Net Programme in Northern Kenya

IN A NUTSHELL:
THE SHASA PILOT ON GOVERNANCE, PEACE AND SECURITY STATISTICS

How did the SHaSA pilot on GPS statistics (GPS-SHaSA) come about?

• The Strategy for the Harmonization of Statistics in Africa (SHaSA) represents the first regional attempt to include the domain of GPS in official statistics, alongside the more traditional domains of social and economic statistics.

• The SHaSA was adopted in 2010 by the community of African national statisticians, under the joint auspices of the African Union Commission, African Development Bank and United Nations Economic Commission for Africa, to support the African integration agenda. The African Union (AU) cannot adopt common policies (not only fiscal, agricultural or industrial policies but also policies that promote good governance, peace and security) if statistics are computed by 55 countries using disparate methodologies, which is often the case currently.

• In 2012, a Specialized Technical Group (STG) on GPS statistics was created to deliver on the SHaSA commitment to develop a harmonized methodology and data-collection instruments for periodic monitoring of GPS by NSOs across the continent.

Who is involved?

• Chaired by Kenya's National Bureau of Statistics, the STG draws together a rich body of experience represented by selected African NSO 'pioneers' that had previously collected governance, human rights, peace and security data, and international researchers with a long track record in this field, such as DIAL.[6]

• The Secretariat of the STG on GPS statistics is housed in the AU's Statistics Division. UNDP provided technical and financial support to the STG and countries involved throughout the pilot phase (2012–15). France's Institut de recherche pour le développement (IRD) provided scientific assistance throughout the process, from the methodological design phase to survey implementation, data analysis and report writing. The survey component of the methodology is based on similar governance survey tools developed by DIAL researchers with African, Latin American and Asian NSOs in the 1990s and 2000s (Razafindrakoto & Roubaud, 2015; see also Selected References).

• The Committee of Directors-General of African NSOs played an important leadership role in encouraging other NSOs—beyond the initial cohort involved in the pilot—to test the instruments. By early 2013, 20 NSOs had officially registered with the AU their interest in embarking on GPS statistical production.

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6   DIAL (Développement, institutions et analyses de long terme) is a Joint Research Unit (UMR in French) that gathers lecturers from Paris-Dauphine University and researchers from the Institut de recherche pour le développement (IRD). It pioneered survey-based measurements of democratic governance as early as in 1995 in Madagascar. It developed a compact module of governance questions that could be added to any household survey. See Javier Herrera, Mireille Razafindrakoto and François Roubaud, "Governance, democracy and poverty reduction: lessons drawn from household surveys in sub-Saharan Africa and Latin America", *International Statistical Review*, vol. 75, no. 1 (2007), pp.70–95.

What has been achieved so far?

- Adopting a participatory approach whereby statisticians themselves led the development of the methodology, with scientific assistance from IRD and UNDP, the STG developed two 'add-on' household survey modules and two administrative-data-collection instruments—one for governance and one for peace and security. The selection of indicators and survey questions was guided by the principles underpinning the AU Charter on Democracy, Elections and Governance, such as human rights, the rule of law, representative government and political pluralism, among others.

- Eleven NSOs[7] piloted the SHaSA instruments on GPS; five received seed funding from UNDP and six used their own national resources. This enthusiastic participation by six 'self-starters' confirmed a growing 'appetite' for nationally owned data sets on GPS among African political leaders.

- The survey component of the GPS-SHaSA methodology has advanced more rapidly than the administrative-data-collection component (which requires extensive intergovernmental coordination mechanisms to be put in place). Nonetheless, there is a strong consensus within the community of African statisticians that both types of instrument are necessary to provide a full picture of the quality of governance, peace and security in any given country.

What's next?

- The STG is currently taking stock of this pilot phase and preparing to scale up the production of harmonized GPS statistics across the continent.

- Importantly, the STG is currently reviewing and making adjustments to the SHaSA instruments on GPS to ensure that they meet the reporting requirements of SDG 16 and of Aspirations 3 and 4 of the AU's *Agenda 2063: The Africa We Want*.[8]

- As at early 2017, at least 12 more African NSOs have officially expressed to the AU their intention to apply the revised instruments in 2017–18.

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7   The NSOs of Benin, Burundi, Cameroon, Cabo Verde, Côte d'Ivoire, Kenya, Madagascar, Malawi, Mali, Tunisia and Uganda.

8   The AU's Agenda 2063 has seven aspirations, including Aspiration 3: 'An Africa of good governance, democracy, respect for human rights, justice and the rule of law' and Aspiration 4: 'A peaceful and secure Africa'. Available from www.un.org/en/africa/osaa/pdf/au/agenda2063.pdf

SUMMARY OF KEY MESSAGES AND RECOMMENDATIONS

1. Managing the production of governance statistics

》 *Key messages*

- There is now broad-based recognition of NSOs' comparative advantage in coordinating the national production of governance statistics.
- Securing the necessary political buy-in to embark on the production of governance statistics is less challenging than you think.

Recommendations

1.1   Keep the process open and participatory, to hedge sensitivities related to governance statistics.

1.2   Ensure you have a 'watchdog' over the process and a 'door-opener' when data is hard to reach (a steering committee on governance statistics can be very helpful in this regard).

1.3   Invest early in administrative-data-collection systems: establish 'collaboration protocols' or collaboration mechanisms between your NSO and data-producing entities.

2. Collecting governance data

》 *Key messages*

- Nationally produced survey-based governance statistics that are comparable across countries are feasible.
- NSOs in both transitioning and consolidated democracy contexts are interested and able—politically, financially and methodologically—to conduct such surveys.
- Governance survey results have revealed important differences in how the rich and the poor, the young and the old, the educated and the uneducated, the employed and the unemployed experience governance and peace in their daily lives.
- Governance survey results have demonstrated the worth of using multiple indicators to obtain 'the full picture', including measures of both perceptions and experiences.
- Governance survey results have proven to be methodologically robust, comparable to other economic and social statistics.

Recommendations

2.1   Keep your governance survey short and well tailored to the local context, and time it smartly.
2.2   Get the sampling right: when it comes to governance statistics, you need a sample of individuals, not of households.
2.3   Do not underestimate the challenge of translating your governance survey questionnaire into local languages.
2.4   Remember that your most critical investment is in interviewer training.
2.5   Remember that even the best survey will not give you the full picture.

3. Reporting on governance statistics

›› **Key messages**

•   Concerns about a potential political backlash when publishing governance statistics are overstated; the key is to strike a balance between the 'good' and the 'bad' news.

Recommendations

3.1   Release a steady flow of well-targeted communication products between data-collection rounds.
3.2   Capitalize on strategic events to disseminate governance statistics.
3.3   Train planners and policymakers on how to use governance statistics.
3.4   Ensure that governance statistics are publicly and easily accessible.

4. Institutionalizing governance statistics

›› **Key messages**

•   Attaching a governance survey module to a support survey offers many advantages—but there are some trade-offs.
•   The main challenge in collecting administrative data is not that government refuses to share data, but rather that data is unavailable, or of poor quality.

Recommendations

4.1   Establish within the NSO a dedicated unit or team with expertise in governance statistics.
4.2   Urge governance-related ministries and agencies to create permanent structures for governance statistics.
4.3   Walk the talk on 'data sovereignty': fund governance statistical production from public resources.

© UNDP Africa Hub / David Omozuafoh
Photo: Electronic Data Capture training in Cabo Verde

1 MANAGING THE PRODUCTION OF GOVERNANCE STATISTICS

The production of GPS statistics takes statisticians into uncharted territory. It calls for not only a new type of technical expertise but also strong partnership-building and communication skills. NSOs must be able to explain to a wide range of actors—and especially to their political leadership—the strategic value to a country of producing its own governance data. They must also be able to build and steer multi-actor partnerships around governance statistics, and to establish the credibility and legitimacy of national statistical agencies to lead such an undertaking.

» *Key messages*

> There is now broad-based recognition of NSOs' comparative advantage in coordinating the national production of governance statistics.

In Africa and beyond, the SHaSA initiative on GPS statistics has contributed to refuting the long-held idea that governance cannot be reliably measured by surveys conducted by public institutions, due to their supposed lack of independence and to the difficulty (some would say impossibility) of measuring such 'highly subjective' phenomena.

> *Not too long ago, the international community was still holding firm on its position that official statistics on governance could not be produced by national statistical offices—that such statistics would be highly subjective and therefore unreliable. Now that a stand-alone SDG has been adopted on governance [SDG 16 on 'peace, justice and strong institutions'], statisticians, politicians and researchers alike are suddenly showing interest in the possibilities for NSOs to produce such statistics. Africa's headway in this area is testimony not only to the technical feasibility of producing official statistics on governance, but also to the political demand there is for such statistics, across very diverse national contexts.*
> — Yeo Dossina, former Head a.i., Statistics Division, African Union Commission

When African statisticians introduced the SHaSA initiative on GPS statistics to their political leadership, relevant ministries, research institutions and civil society actors, they referred to a number of comparative advantages held by NSOs in the production of governance statistics, namely:

- their official legitimacy as public institutions;
- their accumulated expertise in the statistical field and their familiarity with established statistical standards and procedures;
- their ability to draw large, nationally representative samples that allow for fine-grained disaggregation;

- their strategic position, which enables them to ensure the sustainability of data collection and dissemination; and
- the cost-effectiveness of attaching 'add-on' governance modules to regular surveys.

In Cabo Verde, we had already started to produce statistics in the justice and security sectors when the SHaSA pilot on GPS statistics was introduced to us. We chose to embark on the pilot not only because we were convinced that the SHaSA instruments would provide valuable information to authorities, but also to convey our conviction that, contrary to what many think, national statistical agencies are well equipped and strategically placed to produce governance statistics.
— Antonio Duarte, former Presidente, Instituto Nacional de Estatística de Cabo Verde

If governance data is conceived as a public good, similarly to other statistics, the responsibility for institutionalizing the production of such data should fall on official statistical offices.
— François Roubaud, Senior Advisor to GPS-SHaSA, former Director, DIAL, Institut de recherche pour le développement (IRD)

> Securing the necessary political buy-in to embark on the production of governance statistics is less challenging than you think.

A rapidly increasing number of countries—developed, developing, conflict torn and peaceful alike—are starting to implement the SDG Agenda domestically and to align it with national plans. This is evident in the number of countries signing up to the Voluntary National Reviews of the High-level Political Forum on Sustainable Development, which doubled from 2016 (22 countries) to 2017 (43 countries).

When it comes to SDG 16, which calls for promoting 'peace, justice and strong institutions', there is a growing realization among political leaders that, beyond its intrinsic value, it also has important instrumental value, in that the attainment of all other SDGs will require peaceful and inclusive societies for progress to be sustained over the longer term. Thus, the adoption of SDG 16 has triggered heightened interest among planning ministries and sectoral agencies in governance statistics, and NSOs in very diverse settings are being asked to explore this new domain of official statistics.

Statisticians in countries where the political leadership had not expressed a demand for governance data successfully cast the SHaSA initiative on GPS statistics as an opportunity to call attention to existing official commitments on governance and peace, as found in national planning frameworks.

In Cameroon, the production of governance statistics supports our country's 'Long-Term Vision', which states that 'For Cameroon to become an emerging economy by 2035, […] the country needs to achieve political stability, to strengthen national unity, to improve its governance performance and the quality of its public institutions.' The Vision even recognizes that 'track[ing] the quality of democracy and governance and their effects on socioeconomic development […] is critically important to maintain peace and stability in the country.'
— Joseph Tedou, Directeur Général, Institut national de la statistique du Cameroun

In Burundi, we capitalized on the fact that 'Vision Burundi 2025' recognizes governance to be a critical lever for economic development and for improving the living conditions of citizens to assert the need for our NSO to start producing governance statistics.
— Nicolas Ndayishimie, Directeur Général, Institut de statistiques et d'études économiques du Burundi

In other contexts, the pilot was embraced as a means to reinforce a country's 'data sovereignty'. In other words, national governance statistics would give policymakers the means to conduct their own analysis of the governance situation and its evolution over time in their country.

It's become clear to us that we [the Uganda Bureau of Statistics] share with the political leadership of our country a commitment to achieving 'data sovereignty'—a belief that issues of governance, peace and security need to be measured in a manner we own instead of having international scores or methodologies being imposed on us from the outside.
— Ben Paul Mungyereza, Executive Director, Uganda Bureau of Statistics

Governance in Kenya is being assessed by some 20 organizations—and not one of them is Kenyan! This proliferation of externally led, uncoordinated data-collection drives not only marginalizes our national statistical agencies but also creates confusion by applying different methods to measure the same things.
— Zachary Mwangi, Director General, Kenya National Bureau of Statistics

In Benin, our government had expressed unease over an apparent decline in the country's overall score on the Mo Ibrahim Index after 2011. In this context, national funding for the SHaSA survey on GPS was quickly secured, and survey results became a means for our country to engage with external assessors on the basis of our own data, reflecting citizens' lived experience of governance, peace and security rather than approximate ratings given by 'experts' who have probably never set foot in the regional towns and villages of our country.
— Eric Vikey, former GPS-SHaSA Focal Point, Institut national de la statistique et de l'analyse économique, République du Bénin

Recommendations

1.1 **Keep the process open and participatory, to hedge sensitivities related to governance statistics.**

The NSOs involved in the pilot are unanimous about the benefits of investing early in building relationships with a wide range of stakeholders who are likely to understand, value, use and promote the use of governance data within their own policy communities. By keeping the process open and participatory from start to finish, data collection could unfold without any backlash or resistance.

The perception that people had of the Uganda Bureau of Statistics changed dramatically when they started to see it as an institution concerned about their daily struggles and aspirations. Suddenly, the numbers began to make sense to them, and people started to really appreciate the role of [the Uganda Bureau of Statistics] in the national statistical system.
— Dorcas Nabukwasi, GPS-SHaSA Focal Point, Uganda Bureau of Statistics

Most countries in the pilot launched the SHaSA initiative on governance statistics by holding a national validation workshop. At this event, likely 'users' of governance statistics—government actors and parliamentarians, as well as civil society organizations and research institutions—and 'data producers' in relevant government ministries and agencies were invited to review the data-collection instruments. Working in multi-stakeholder thematic groups, they had the opportunity to propose country-specific adjustments to the data-collection instruments, for instance changing the terminology used for various institutions in the survey questions to better suit the local context, or adding new survey questions on other aspects of governance and peace that were not addressed in the harmonized questionnaire but important in a given national context.

> *National validation workshops were very effective to build trust in the methodological rigour of the process, and to create demand for governance statistics across a wide range of stakeholders at country level.*
> — Mercy Kanyuka, Commissioner of Statistics, National Statistical Office of Malawi

> *Sometimes, statisticians from more advanced pilot NSOs were invited to validation workshops to share their experience. Such peer-to-peer exchanges not only helped establish a strong team spirit among pilot countries, but also built confidence in the pan-African feasibility of the SHaSA process on GPS.*
> — Yeo Dossina, former Head a.i., Statistics Division, African Union Commission

1.2 **Ensure you have a 'watchdog' over the process and a 'door-opener' when data is hard to reach (a steering committee on governance statistics can be very helpful in this regard).**

Several countries in the pilot established a multi-stakeholder steering committee on GPS statistics, coordinated by the NSO. The membership of such a committee typically includes the statistical (or monitoring and evaluation) units in relevant government ministries, as well as representatives from civil society and academia.

> *Committee members serve as 'SHaSA ambassadors on GPS statistics' within their respective ministry or agency; they help identify specific policy priorities in their respective sector for which there is demand for GPS statistics. Committee members also serve as witnesses and guarantors of methodological rigour throughout the process. This is essential for GPS statistics to be perceived as reliable and trustworthy by future users.*
> — Robert Buluma, GPS-SHaSA Focal Point and Chair of the STG on GPS, Kenya National Bureau of Statistics

Steering committee members also serve as critical interfaces with their respective institution when requesting administrative records. They are responsible for assessing data availability and quality, and for securing the full collaboration of their department in sharing the requested data within agreed timeframes. Importantly, they also help identify specific capacity-building needs in their respective institution, which the NSO then tries to address through targeted training.

In Malawi, the Steering Committee on GPS Statistics acted at three levels. First, members of the Committee checked the accuracy of the translation of the survey questionnaire into the two national languages (Chichewa and Tumbuka). Second, Committee members played a central role in training enumerators on GPS concepts and survey methodology. Finally, Committee members observed interviews during fieldwork and intervened as necessary to clarify questions or concepts.
— Sautso Wachepa, GPS-SHaSA Focal Point, National Statistical Office of Malawi

1.3   Invest early in administrative-data-collection systems: establish 'collaboration protocols' or collaboration mechanisms between your NSO and data-producing entities.

The systematic collection of administrative data on GPS requires structured relationships between the NSO and relevant ministries, departments and agencies—including the parliament, the courts, the anti-corruption commission and police stations. In most countries involved in the pilot, such collaborative arrangements had never been attempted before.

One should not underestimate the task of coordinating between the numerous data repositories and their responsible officers located across numerous ministries and agencies within a given sector. In Kenya, we started off by holding a series of meetings to harmonize definitions, formats and schedules along the 'data production chain' in a given sector, so as to get compatible and consistent data over time. For instance, the Police and the Wildlife Service came together to establish common guidelines for the collection of data pertaining to illegal trade and recovery of light weapons and ammunition. We are now trying to set up computerized, sector-wide data-collection platforms accessible by all actors operating in a given sector. Such platforms would also greatly facilitate overall coordination and quality control by our office.
— Robert Buluma, GPS-SHaSA Focal Point and Chair of the STG on GPS, Kenya National Bureau of Statistics

One of the greatest problems we faced was the lack of comparability of data across administrative levels—institutions operating at the local level often record data differently than at the central level— and between institutions operating in a given sector; for instance, the lack of coordination between the police, the courts and hospitals often leads to the double-counting of homicide cases recorded by each institution.
— Christian Tape, GPS-SHaSA Focal Point, Institut national de la statistique de Côte d'Ivoire

To address this challenge, several countries in the pilot drew from the experience of the Cabo Verde NSO in developing cooperation protocols between the statistical office and various government entities. Such protocols formally state the statistical agency's commitment to build the data-collection capacity of a given ministry, department or agency, and reassure that entity that the microdata shared with the NSO will be kept strictly confidential, in line with existing rules on information confidentiality.

As a first step towards developing a 'cooperation protocol' with a ministry, our NSO and the ministry examine data-collection practices within the government institution, and together we identify specific information needs of the ministry, national and international reporting obligations and data gaps. For instance, when performing such a diagnostic with the National Police, we found out that the sex of crime offenders and victims was not being recorded. With the Ministry of Justice, we identified the need to conduct a prison census. And with the Superior Council of the Magistracy and the Superior Council of the Public Prosecution, we observed that they needed statistics on their performance in order to fulfil their obligation to report back to parliament on the execution of their mandate. The resulting 'cooperation protocol' also details the format and periodicity of data to be shared by the ministry with our NSO.
— Mariana Neves, former GPS-SHaSA Focal Point, Instituto Nacional de Estatística de Cabo Verde

But in spite of strong buy-in by both parties to such cooperation protocols, NSOs' efforts to implement them were often brought to a halt due to insufficient financial resources—especially for training and the development of computerized data-collection systems.

2 COLLECTING GOVERNANCE DATA

How a survey is implemented is crucial to the usefulness of its results. A carelessly implemented governance survey will result in unreliable data, regardless of the quality of the underlying questionnaire. Likewise, for administrative data on governance to be useful to policymakers, it needs to be collected by competent staff assigned to this task on a full-time basis, working in close coordination with other entities collecting governance data in a given sector, in order to harmonize concepts, standards and classifications and to establish common protocols for data exchange.

›› *Key messages*

> Nationally produced survey-based governance statistics that are comparable across countries are feasible.

The most significant message to emerge from the piloting of the SHaSA instruments on GPS is their feasibility, that is, the statistical, political and financial viability of the approach. A few years ago, similar experiments faced widespread resistance from policymakers and statisticians who doubted that citizens' responses would be sincere and robust, and even whether citizens would dare to respond, especially in troubled settings.

The SHaSA pilot has demonstrated the replicability of the process across 11 very diverse countries, the scientific quality of the indicators produced and the usefulness of the results, as acclaimed by policymakers, researchers and civil society.

> *The SHaSA survey questionnaire on GPS benefited from two decades of international experience during which we, at DIAL, tested the 'add-on' approach and similar survey questions in dozens of countries in Latin America, in Africa, and more recently in Viet Nam. By the time we started working with African statisticians on the SHaSA survey modules, we had a fairly solid, 'proven-and-tested' product to build on.*
> — François Roubaud, Senior Advisor to GPS-SHaSA, former Director, DIAL, Institut de recherche pour le développement (IRD)

Importantly, the pilot also demonstrated the affordability of the process. Of the 11 countries involved, five received only modest start-up funds from UNDP and the other six drew on their own financial resources.

When developing the SHaSA methodology on GPS, we were particularly concerned about keeping costs as low as possible, mindful of the already overstretched budgets of African NSOs. Drawing from the DIAL experience, we decided to design two self-contained survey modules—one on governance and one on peace and security—so they could be attached to already-paid-for 'support' surveys. This allowed for considerable economies of scale and dramatically increased the prospects for GPS surveys to be repeated beyond this pilot phase.

—René N'Guettia Kouassi, Director, Economics Affairs Department, African Union Commission

This 'piggy-backing approach' employed by the 11 African NSOs that successfully attached governance survey modules to larger support surveys is now of interest to NSOs around the world, as they have to report on 11 survey-based indicators on very similar issues, under SDG 16 (see Annex).

Similarly to the approach tested as part of the SHaSA pilot on GPS statistics, a single, harmonized add-on household-survey module could be developed and applied by national statistical offices worldwide, after having been standardized under the International Monetary Fund's Special and Enhanced General Data Definition Standards. Such a module would need to include only 15 to 20 questions to cover all survey-based indicators under SDG 16. This would offer the international statistical system the enormous advantage of having integrated, individual-level data on a massive scale for monitoring and researching SDG 16, similarly to what is already being achieved by the World Values Survey and the regional Barometers, with their harmonized time-series data from thousands of respondents.

— Mark Orkin, Senior Advisor to GPS-SHaSA, former Statistician-General, Statistics South Africa, and Associate Fellow, Department of Social Policy and Intervention, Oxford University

NSOs in both transitioning and consolidated democracy contexts are interested and able—politically, financially and methodologically—to conduct such surveys.

The SHaSA instruments on GPS have been successfully applied in a wide and diverse range of national contexts. This diversity extends to countries' geographical size and dispersion across the continent, languages, political climate, democratic maturity and levels of fragility and/or open conflict, and the degree to which the NSO is familiar with governance statistics. Insights generated by this pilot phase can therefore be considered to be fairly applicable to the continent as a whole, and beyond, even to fragile contexts and to countries that have undergone more limited political liberalization.

In Burundi, we were able to conduct the survey in 2014, a few months before the eruption of the violent political crisis in March 2015, and the results provided the only means to gauge citizens' real concerns, frustrations and aspirations. The data showed that, even while some politicians were trying to propel the 'myth' that Burundian society was deeply divided, no such intercommunal tension actually existed at the local level. Rather, survey results showed a profound distrust of the political class among citizens, and very clear demands for greater respect of democratic principles, for public services to be brought up to acceptable standards and for serious action to be taken against rampant corruption.

— Joseph Butoyi, GPS-SHaSA Focal Point, Institut de statistiques et d'études économiques du Burundi

> Governance survey results have revealed important differences in how the rich and the poor, the young and the old, the educated and the uneducated, the employed and the unemployed experience governance and peace in their daily lives.

When they adopted the 2030 Agenda for Sustainable Development, Member States committed to leaving no one behind: 'Recognizing that the dignity of the human person is fundamental, we wish to see the Goals and targets met for all nations and peoples and for all segments of society. And we will endeavour to reach the furthest behind first.'[9] To implement this vision, the General Assembly adopted as an overarching principle of data disaggregation that all SDG indicators should be disaggregated, where relevant, by income, sex, age, race, ethnicity, migratory status, disability and geographic location.[10]

Governance survey modules attached to large-sample official surveys are particularly well suited to this requirement. They allow for the fairly precise identification of specific population groups (such as women, university graduates, northerners, urbanites, the unemployed, the poorest quintile, young people, etc.) that are most affected by the dysfunctions of governance systems. This is a major advantage of working with NSOs, compared with other (independently run) governance surveys run on smaller samples, such as those run by the regional Barometers, which have a higher margin of sampling error given their smaller sample sizes. As a result, such smaller surveys cannot claim that results about a subgroup in the sample (say, citizens of a certain subregion, or those earning a certain level of income) are representative of that subgroup in the national population with the same level of confidence that a large-scale survey run by an NSO can.

For the vast majority of people—the uneducated, low-income labourers living in rural areas who rarely get a chance to participate in national policymaking, except for casting a ballot once every four or five years, but even that may turn out to be useless—for the vast majority of these people, participating in a governance survey represents a rare chance to have their voice heard by power-holders, particularly in countries where civil society or other intermediary bodies are poorly organized …

Piggy-backing governance modules onto a support survey also offers the advantage of mobilizing other variables available in the support survey to investigate interactions between measures of governance and broader measures of development outcomes, such as health-related measures collected by a demographic and health survey or food-security measures collected by a living-conditions survey.
— Mark Orkin, Senior Advisor to GPS-SHaSA, former Statistician-General, Statistics South Africa, and Associate Fellow, Department of Social Policy and Intervention, Oxford University

> Governance survey results have demonstrated the worth of using multiple indicators to obtain 'the full picture', including measures of both perceptions and experiences.

The SHaSA methodology, with its two components on survey data and administrative records, was designed to show the links between inputs—capabilities and efforts by the State to be inclusive, accountable and effective

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9   A/RES/70/1.

10   General Assembly resolution 68/261.

in managing public affairs—and outcomes—the lived experiences of citizens, their satisfaction with how public affairs are managed, their trust in institutions, their freedom and ability to participate in and influence decision-making, etc.

> *It's a myth that policymakers are not interested in, or distrust, data because it's based on citizen perceptions rather than on 'real' experiences or other 'objective' information. The fact of the matter is, regardless of whether a government institution is actually a hotbed of nepotism (for example), the popular perception that it is one is probably more important than the actual state of affairs—because this perception shapes citizens' behaviour and attitudes towards the government.*
> — Ben Paul Mungyereza, Executive Director, Uganda Bureau of Statistics

There are also important insights to be gained when survey measures of perceptions are far apart from survey measures of actual experiences.

> *It is critically important to notice gaps between perceptions (which can be tainted by rumours, false assumptions, fake news, prejudice, etc.) and actual experiences, as this can suggest a deficit of communication between state actors and populations. Often, people are simply not informed about efforts made by the State to improve governance, peace and security in the country.*
> — Institut national de la statistique du Cameroun, DIAL and United Nations Development Programme, 'Statistics on Governance, Peace and Security in Cameroon in 2014: SHaSA Pilot on GPS Statistics', June 2016

> Governance survey results have proven to be methodologically robust, comparable to other economic and social statistics.

The methodological robustness of the SHaSA survey on GPS statistics can be illustrated in a number of ways. First, questions on governance are not regarded as particularly challenging or awkward by respondents, particularly when compared with questions on some more commonly asked topics, such as income. The rates of refusal to respond to governance questions are generally comparable to those for questions regarding marital status, education and labour market status in other surveys (at around 2%), and are much lower than those for questions on measures of income.

> *In Mali, we have conducted the SHaSA survey on GPS three times and, every time, respondents have shown a lot of interest in the topics covered by the survey. They appreciate the fact that the government 'cares' about their day-to-day experiences of governance, peace and security. So, quite strikingly, our most recent labour market survey had a 2% non-response rate, but that rate was almost 0% for the GPS survey. And at the end of the GPS survey, respondents often tell enumerators that they look forward to being interviewed again on similar topics.*
> — Arouna Sougane, Directeur Général, Centre de formation et de perfectionnement en statistique du Mali, and former GPS-SHaSA Focal Point, Institut national de la statistique du Mali

Second, a comparative analysis of results for similar questions posed by the (NSO-led) SHaSA survey and the (independently run) Afrobarometer survey has shown that SHaSA results are often more critical of national

authorities than those of the Afrobarometer survey.[11] This challenges the assumption held in some quarters that NSOs, as official institutions of the State, cannot be trusted to produce independent results on governance, or that citizens will not dare to provide honest responses when interviewed by a state institution.

> *The Afrobarometer survey, at the end, asks respondents who they think is running this survey. Even if it is clearly mentioned by enumerators in their introduction that the survey is conducted by a non-governmental research outfit, more than half of the respondents still assume that the survey is run by the government. So, if Afrobarometer survey results are seen as independent and impartial even if most respondents think it is run by the government, then why would similar surveys run by public institutions such as NSOs be any less reliable?*
> — Mireille Razafindrakoto, Senior Advisor to GPS-SHaSA, Senior Research Fellow, DIAL, Institut de recherche pour le développement (IRD)

Third, a comparative analysis of the quality of estimators for governance, human rights, peace and security variables shows that sampling errors[12] are not systematically different from those observed for conventional socioeconomic variables (such as for the labour market participation rate). Furthermore, strong internal consistency of responses to various SHaSA questions that are conceptually related (such as a question asking about the 'likelihood of being a victim' and another asking respondents about their 'level of concern' about criminal violence) also confirms the robustness of the survey.

Recommendations

2.1 **Keep your governance survey short and well tailored to the local context, and time it smartly.**

Respondent burden must be taken into account when designing an 'add-on' survey module. Since it comes as a supplement to an already lengthy support survey, the quality of results will suffer if it is too long. Compared with longer modules, which end up being rarely used and producing low-quality data, as respondents' motivation soon starts to dwindle after a two- or three-hour support survey, 'lighter' modules can be attached more regularly to various support surveys throughout the year, thus allowing for the production of useful time-series data. Concise survey modules also tend to generate higher quality data as the respondent's full attention can be mobilized when interview time is kept to a minimum.

> *To minimize respondent fatigue and facilitate the regular tracking of governance and peace-related issues, we selected a subset of 'core' questions from the SHaSA survey modules and made it a standard component in a large household survey run by our office. It takes 20 to 30 minutes to answer these few questions. Of course, we lose out on several other interesting governance and peace-related variables in the initial questionnaire, but at least we will be able to track trends regularly on several strategic issues.*
> — Dorcas Nabukwosi, GPS-SHaSA Focal Point, Uganda Bureau of Statistics

In addition to keeping the modules short and running them regularly, there is also a need to tailor questionnaires to the local context, and there is scope for doing so even when applying a harmonized methodology. Some

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11   See Mireille Razafindrakoto and François Roubaud, « Gouvernance, démocratie et lutte contre la pauvreté : enseignements tirés des enquêtes 1-2-3 en Afrique francophone », *Statéco*, No. 99 (2005), pp. 117–141.

12   Ibid.

NSOs involved in the pilot gained important insights on local issues by adding country-specific questions to the harmonized SHaSA questionnaire on GPS. This was a key focus of the national validation workshops (see p. 18), during which stakeholders were invited to split into thematic working groups on the basis of their institutional mandate, and to propose additional questions and/or response modalities to investigate particular issues of local interest.

> *In Cameroon, the survey question soliciting people's experience of various forms of discrimination was expanded to also include linguistic discrimination against people speaking in vernacular languages (Cameroon is home to nearly 250 indigenous languages). Similarly, the victimization question was expanded to capture abuses perpetrated against older women accused of practising witchcraft. By giving government officials and civil society actors alike the opportunity to contextualize the harmonized survey modules, we were able to create strong 'user demand' from the outset for the information to be generated through these additional questions.*
> — Rosalie Niekou, GPS-SHaSA Focal Point, Institut national de la statistique du Cameroun

Finally, governance surveys, more than any other type of survey, must take place in as politically neutral a period as possible. Essentially, this means not conducting surveys immediately before or after elections, and avoiding any other times in which the national mood might be artificially optimistic or pessimistic, such as during or in the aftermath of a major political scandal or event.

2.2   Get the sampling right: when it comes to governance statistics, you need a sample of individuals, not of households.

Piggy-backing governance survey modules onto regular socioeconomic household surveys (such as a living-standards survey, a labour-force survey or the like) is not only advantageous in terms of cost-saving; it also enables the collection of governance data on very large samples.

> *In Benin, we had the biggest sample size for the SHaSA survey on GPS—close to 40,000 individuals—but the average sample size across pilot countries was around 12,000 individuals. This is five to 10 times the typical size of similar independent surveys on governance, such as those run by the regional Barometers. When drawn from such large samples, sample results at the subnational level can be generalized to subnational populations with a fairly high degree of confidence, which allows for robust comparisons to be made between various regions of a country. This always attracts a lot of public attention.*
> — Alexandre Biaou, Directeur Général, Institut national de la statistique et de l'analyse économique, République du Bénin

Yet there is a critical difference between the standard sampling procedures of many socioeconomic support surveys and the sampling design required for a governance survey. While for a socioeconomic survey the head of household is selected to act as an informant about the status and experiences of the entire household, for a governance survey you need a sample of individuals, not of households. Therefore, all adults in a household should have an equal chance to be interviewed for a governance survey.

When it comes to democracy and governance, there is no reason to favour the experiences and opinions of the household head (who is more likely to be older, employed and male) over others in the household. By definition, democracy stresses that all citizens should have equal influence on the affairs of government; the same thinking should therefore be applied to the sampling strategy for a governance survey, and all adults in a household should have an equal chance to be selected.

— Nadia Touihri, GPS-SHaSA Focal Point, Institut national de la statistique de Tunisie

This means that the sample for a governance survey module should be a random subsample of the entire adult population in the households targeted by the support survey.

The household head who responds to the support survey will sometimes exert pressure on the interviewer to have them also be the person who responds to the governance survey module, to assert status or authority. But this would bias the sample for the governance survey, as a male household head has a different experience of governance than his wife, his father or his daughter-in-law. It is therefore important not to underestimate the role played by interviewers and field supervisors in the selection of respondents for the governance modules—and to acknowledge the implication of this selection for the representativity of the governance survey in the end. When training fieldworkers, we need to brief them on sampling design, and on the importance of strictly adhering to sampling protocols.

— Norah Madaya, Director, Statistics Coordination Services, Uganda Bureau of Statistics

Another 'golden rule' of governance surveys is that enumerators should minimize as much as possible the substitution of selected respondents who refuse to be interviewed, or else there is a risk of ending up with a biased sample that underrepresents groups who do not feel comfortable talking about their political attitudes. This being said, if the respondent insists on not participating, even after having been properly briefed on the purpose and confidentiality of the survey, substitution of one household for another can be done—but never substitution within a household.

Sampling design is an easy target for those wanting to discredit a governance survey, so, paradoxically, the more transparent you are about it, the more protected you become to unproven criticism. It is therefore critical that enumerators keep accurate data on substitution during fieldwork, to allow for a post hoc comparison of the responses of substituted and non-substituted respondents. And when governance results are published, your accompanying methodological documentation must clearly describe differences between the ex ante sample design and the ex post fieldwork assessment.

— Christian Tape, GPS-SHaSA Focal Point, Institut national de la statistique de Côte d'Ivoire

2.3 Do not underestimate the challenge of translating your governance survey questionnaire into local languages.

Given the complexity of the topics covered by a governance survey and the importance of respondents fully understanding the concepts at play, interviews should be conducted in the language of the respondent's choice. In the end, harmonized governance data is only as good—and as comparable within and across countries—as the quality and consistency of the local language translations used to collect it. Yet getting good-quality local language translations of the SHaSA modules on GPS proved to be one of the most challenging steps in the piloting process.

NSOs should work with translators who are experienced doing translations based on everyday use of the languages, such as journalists working at local radio stations, rather than with professional translators who focus on formal or 'academically correct' versions of local languages.

— Iary Rakotondradany, GPS-SHaSA Focal Point, Institut national de la statistique de Madagascar

To ensure consistency in the way questions are posed, survey questionnaires should be translated into local languages word for word, not just expressed as key concepts. It is also helpful to recruit local interviewers who are fluent in the local language of the areas assigned to them, and who are familiar with the local culture and traditions. Training programmes for enumerators should include mock interviews in local languages with 'real' respondents.

The local language translations should not be considered finalized and ready for photocopying until after interviewer training and fieldwork pre-tests in local languages. Next time, we will also ask translators to attend the interviewer training and mock interviews to help make adjustments to the local language questionnaires in real time.

— Sautso Wachepa, GPS-SHaSA Focal Point, National Statistical Office of Malawi

2.4   Remember that your most critical investment is in interviewer training.

Interviewer training is crucial to the quality of responses in any survey—and it is all the more so in governance surveys, as most interviewers are unfamiliar with the subject matter.

Ironically, even if national statistical agencies have a permanent force of field interviewers, they may not feel entirely comfortable running a governance survey, at least at the beginning. In Uganda, we chose to partner with the School of Statistics and Planning of Makerere University to train interviewers. They also developed a comprehensive training package, so our NSO staff is now well equipped to deliver such training in the next round.

— Norah Madaya, Director, Statistics Coordination Services, Uganda Bureau of Statistics

Typically, countries will need at least five days to train fieldworkers (survey coordinators, interviewers and field supervisors) so that they are familiar and confident with the questionnaires and the overall objectives of the survey.

Instructions given to interviewers have a big impact on the way people respond to a survey—bigger than you would expect, actually. It is therefore critically important that these instructions be recorded word by word in a survey manual, and that they be delivered in the same way across countries, and over time, when a country repeats the survey year after year.

— Iary Rakotondradany, GPS-SHaSA Focal Point, Institut national de la statistique de Madagascar

One critical skill that interviewers must have is the ability to create an atmosphere that makes respondents feel comfortable, even when asked to answer what some may regard as sensitive questions.

> *The introduction of the governance survey to the respondent should be made exactly as written in the standard introductory text. This is a critical time for interviewers to create a positive rapport with respondents, by explaining to them why collecting such information is important, and how it will be used, and by reassuring them with respect to the confidentiality of their responses. Most importantly, interviewers also need to underline the neutrality of the NSO in this process.*
> — Mariana Neves, former GPS-SHaSA Focal Point, Instituto Nacional de Estatística de Cabo Verde

A detailed enumerators' manual is needed to ensure that questions are posed in a standardized way, and that some of the more technical terms used in the questionnaire ('democracy', 'human rights', etc.) are explained in the same way by all enumerators. When training enumerators, it is critical to refer to such a manual as their 'one and only reference'; any change in the phrasing of the questionnaire will compromise survey comparability over time and across countries.

> *To minimize the non-response rate, enumerators should not read out the 'Do not know' answer choice, as this gives respondents an easy way to avoid responding to more sensitive questions. If a respondent answers 'I don't know', interviewers must persist by repeating the question and making clear that there are no right or wrong answers. Respondents have opinions, and well-trained interviewers know how to put them at ease to express these opinions. The 'Do not know' option should be used only if a respondent is totally unable or unwilling to provide an answer, as a last resort.*
> — Mireille Razafindrakoto, Senior Advisor to GPS-SHaSA, Senior Research Fellow, DIAL, Institut de recherche pour le développement (IRD)

> *One more thing to emphasize when training enumerators is the importance of asking survey questions always in the same order, as question order influences which information and emotions are brought to respondents' minds when forming answers. For example, if questions about (potentially negative) experiences are asked just before questions on general satisfaction with the way democracy works in the country, a respondent might answer the democracy question more negatively. To guarantee the comparability of results, we must ensure that this effect plays out the same way across countries and over time, by strictly observing the order in which questions appear in the questionnaire.*
> — Djabar Adechian, GPS-SHaSA Focal Point, Institut national de la statistique et de l'analyse, République du Bénin

2.5 Remember that even the best survey will not give you the full picture.

The next frontier in governance statistics is to integrate administrative data with survey data.

In order to obtain a complete picture of the state of governance in a given country, one has to consider both the efforts of the State (on the 'supply side') and the actual experiences of citizens (on the 'demand side'). In other words, administrative and survey data are equally indispensable.

In Côte d'Ivoire, administrative indicators helped to contextualize survey data. For instance, we could look at the variations between regions in the level of people's trust in the courts of justice in light of regional variations in relevant administrative data, such as the ratio of judges per 100,000 people, the proportion of the justice sector budget allocated to legal aid services and the proportion of defendants who had legal or other representation in courts. This complementary administrative data focused policymakers' attention on some of the reasons why people might be more or less satisfied with court services in the regions, thereby giving them the information they need to address the situation.
— Gabriel Doffou N'guessan, Directeur Général, Institut national de la statistique de Côte d'Ivoire

While running surveys may be operationally easier, NSOs involved in the SHaSA pilot—and the greater community of African statisticians—are unanimous: investing in administrative-data-collection systems on governance is no less important, even if the investments required are more consequential.

When it comes to administrative-data-collection systems, we essentially have four challenges at hand. First, we need to invest in building staff capacity in the statistical units of ministries and agencies. Second, we need to finance the technological infrastructure needed. Third, we need to invest considerable time in establishing common protocols for harmonized data-collection practices by a myriad of actors, from the local level all the way up to the centre. Finally, and perhaps most importantly, we need to 'educate' our political leadership about the usefulness of this data, so they are convinced that investing staff time and resources in this work is good value for money.
— Macdonald Obudho, Director, Population and Social Statistics, Kenya National Bureau of Statistics

The three NSOs in the pilot that tested the administrative-data-collection instruments (Burundi, Côte d'Ivoire and Kenya) confirmed the feasibility and usefulness of the exercise. Even Burundi, which has the least developed statistical system of all countries in the pilot, was able to measure 80% of the core set of SHaSA administrative indicators on GPS, and to obtain data points for the three years preceding the survey year (2013–15).

Based on our experience in Kenya, we can attest that the 'core' set of administrative SHaSA indicators is robust and suitable for adoption elsewhere. We were able to measure more than 75% of these indicators, and the remaining missing data can be made available in the medium term. Our intention is to measure these indicators annually, but this will depend on whether we can secure sufficient national funding to ensure continuity in governance-data-collection activities. We also decided to complement the core indicator set with a few indicators on environmental governance to track a number of issues that are particularly important to Kenya's development at this point in time, such as wildlife conservation, illegal trade in endangered species, illegal noise, water and soil pollution, and illegal dumping of waste. So we now have a dedicated working group on environmental governance statistics, constituted by the National Environmental Management Authority, the Wildlife Service and the Forest Service.
— Robert Buluma, GPS-SHaSA Focal Point and Chair of the STG on GPS, Kenya National Bureau of Statistics

Photo: Poverty targeting survey for the Hunger Safety Net Programme in Northern Kenya

3 REPORTING ON GOVERNANCE STATISTICS

NSOs in the SHaSA pilot readily admit that data collection is the 'easier' part of the process; the real challenge starts with data analysis and dissemination of results. A number of those NSOs have not yet been able to finalize their analysis or publish reports, even though some have gone on to repeat the survey twice, sometimes even three times. Among reasons for this delay, two are common across the board: GPS-SHaSA focal points are overburdened with many other responsibilities, and there is only limited existing expertise on governance statistics within NSOs.

Compounding these challenges is a general lack of a 'data culture' in government agencies. The NSOs involved in the pilot note that policymakers do not always have time, nor incentives, to consider what the 'hard data' says about a given issue. Reporting on governance statistics must therefore be done in such a way as to spur action by policymakers. As observed by the NSOs in the pilot, policymakers actually want to see the 'less rosy' picture that lies behind the pleasing numbers, so statisticians can be fairly 'bold' in their reporting on governance statistics, and do not need to shy away from headlines pointing to a situation that needs fixing.

» Key messages

> Concerns about a potential political backlash when publishing governance statistics are overstated; the key is to strike a balance between the 'good' and the 'bad' news.

Those NSOs in the SHaSA pilot that published reports on GPS statistics tried to show balance in their reporting, citing both what people think works and what they think does not work. In addition to presenting findings that reveal problems or challenges, improvements and success stories were also highlighted where they existed, which further reinforced the perceived neutrality of the NSO in the process.

We learned that NSOs should not shy away from exposing undercurrents of dissatisfaction. Senior officials will actually ask for those, as they want to know which policies and programmes may need some tweaking. We launched survey results in Burundi in a rather tense political climate, so we intentionally presented only national averages. To our surprise, provincial governors in attendance asked us to disaggregate results by province. They were mindful that regional discrepancies in the way people experienced governance, peace and security issues would have to be thoroughly addressed for stability to return to the country.
— Joseph Butoyi, GPS-SHaSA Focal Point, Institut de statistiques et d'études économiques du Burundi

The national statistical office of Cabo Verde engaged with potential 'users' of governance statistics to brainstorm around dissemination strategies before the release of results. We discussed with them the best ways and best times to present those findings, and which particular findings to highlight. For example, in countries where corruption is an important national issue, the NSO can brainstorm with individuals in the national anti-corruption commission who have been tasked with implementing an anti-corruption strategy.
— Osvaldo Borges, Presidente, Instituto Nacional de Estatística de Cabo Verde

Recommendations

3.1   **Release a steady flow of well-targeted communication products between data-collection rounds.**

Mindful of the need to better communicate with planners and policymakers, and to tailor the presentation of governance statistics to their specific information needs and interests, NSOs in the pilot recommend that at least three 'products' be released over the 12 months following a governance survey: (i) the immediate release of key results, soon after the completion of fieldwork; (ii) the publication of (ideally) quarterly issue-based policy briefs; and (iii) the publication of all survey results, in tables cross-tabulating each variable with key sociodemographic characteristics, such as sex, region, income and age. These 'products' are described in the table on p. 36.

When reporting on governance statistics, zoom in on specific issues of interest to policymakers in your country, keeping in mind current policy debates in parliament or elsewhere. One way to do so is to reach out to relevant research institutions or universities and suggest that they produce short policy-oriented papers on specific topics of national importance and interest. A good starting point for such papers could be to look at fast-declining or fast-improving trends over time, significant cross-country comparisons with neighbours, or striking differences in breakdowns of attitudes or behaviours by key demographic factors, such as region or income.
— Arouna Sougane, Directeur Général, Centre de formation et de perfectionnement en statistique du Mali, and former GPS-SHaSA Focal Point, Institut national de la statistique du Mali

In Uganda, we produced—in collaboration with UNWomen—a series of three policy briefs to highlight the specific experiences of women and girls with governance, peace and security, touching on issues of corruption, crime, access to public institutions and political participation. These briefs offered powerful graphical illustrations of how different were women's experiences of governance and security, when compared with men's.
— Dorcas Nabukwosi, GPS-SHaSA Focal Point, Uganda Bureau of Statistics

Always check that the data is correctly described by the narrative, in your reports. Results about 'satisfaction with government performance', or even 'satisfaction with democracy', for instance, cannot be used to comment on 'support for democracy'. In other words, each concept is measured with a separate indicator in the questionnaire, and we must maintain these important distinctions in our analysis. Make sure also that the exact wording of the survey questions is easily found next to your tables or graphs. This way, you can avoid a lot of unnecessary confusion.
— Nadia Touihri, GPS-SHaSA Focal Point, Institut national de la statistique de Tunisie

Publication Schedule Following a Governance Survey, as Suggested by NSOs in the GPS-SHaSA Pilot		
Timing	Product	Format
Three months after the end of fieldwork	Fact sheets on 'Key Indicators'	This first release of 'Key Indicators', containing a few key tables and figures, should alert potential users of governance statistics to initial valuable findings of the survey, thus building interest for forthcoming policy briefs and for the full set of results.
	Media brief	The media brief (including a press release) should provide a quick and easy-to-read overview of key findings on selected topics of current interest.
Every three months (ideally) after the end of fieldwork	Issue-based policy briefs	Policy briefs (max. 10 pages) can be jointly produced by an NSO and a national research institution or university. They are effective in raising interest among policymakers and the general public for governance statistics, by shedding new light on topical issues.
Within 12 months of the end of fieldwork	Aggregate survey results (tables cross-tabulating each governance variable with key sociodemographic characteristics)	This full set of aggregate results should provide breakdowns of results for each question by key demographic and socioeconomic variables (sex, income, urban–rural location, ethnic group, employment status and other factors relevant to the national context). Once made publicly available, such results can be further analysed by researchers and journalists in relation to specific issues of interest.
		Note: The NSOs in the pilot suggest that this 'product' be released at the end of a one-year embargo over the data set, to allow initial in-house analysis, as is often the case for the release of tabular outputs for socioeconomic statistics.

Be selective in the way you present survey results. Big tables that mechanically display the effects of gender, age, urbanity, region, education, etc. for each question are pointless. Rather, tell the 'real' story by finding out—from research or from your own local knowledge—which few factors are likely to be most influential, and build your tables around those.
— Guy Ndeffo, GPS-SHaSA Focal Point, Institut national de la statistique du Cameroun

In Madagascar, we have been producing governance statistics since 1995. When time-series data are becoming available, we need to be cautious about a few things when inferring 'change' in attitudes or behaviours across time. Variation in results may also be due to the momentary influences of some salient events, or to sampling error.
— Gérard Ravelomanantsoa, former Directeur Général, Institut national de la statistique de Madagascar

Remember that a statistically significant relationship between two variables does not necessarily mean that one causes the other! For example, a statistically significant relationship between being male and voter turnout may have nothing to do with the sex of the respondent, but, rather, may be related to the respondent's educational level, which remains unequal between men and women. We have to be very careful not to see causation patterns where there are none, as such statements can lead to policymakers investing in the wrong programmes. It is our responsibility as trained statisticians to dig deeper into these underlying influences, and to conduct multivariate regression analysis to isolate and rank the most powerful explanatory factors for a given phenomenon.
— Celso Herminio Soares Ribeiro, Vice-presidente, Instituto Nacional de Estatística de Cabo Verde

3.2   Capitalize on strategic events to disseminate governance statistics.

In the next round of the SHaSA pilot, NSOs intend to apply various strategies to help inject governance statistics into national policy debates. For instance, they plan to release reports and policy briefs at national (or regional) events or meetings of topical relevance, such as an SDG planning or monitoring exercise, a meeting of the Open Government Partnership, a review of progress in implementing a national human rights or anti-corruption strategy, or the like.

In Mali, we launched SHaSA statistics on GPS on African Statistics Day, and invited government officials, parliamentarians, civil society organizations and the media to attend our presentation. After seeing the results, all actors made a strong plea for the survey to be repeated on a regular basis to help guide the implementation of the country's new peacebuilding strategy. Parliamentarians also requested that copies of the report be sent to the National Assembly. In our post-crisis context, there is a dire need for such a monitoring system to track tensions and violence over time and across regions, especially in the more fragile regions of the country.
— Seydou Moussa Traoré, former Directeur Général, Institut national de la statistique du Mali, now Secrétaire Général, Ministère de l'administration territoriale et de la population

In other settings, a more effective way for NSOs to engage with policymakers is to hold a presentation of key findings in a private meeting. Depending on the issues at stake, such presentations can be held for senior staff in a relevant government ministry, members of a particular parliamentary committee or representatives of local governments or municipal councils, among others.

In Cabo Verde, we chose to launch SHaSA statistics on GPS to elected representatives in the National Assembly. Having citizen survey results discussed in the parliament was a powerful symbol of 'direct democracy', and it attracted a lot of media attention. The President of Cabo Verde even quoted some of the less-pleasing survey results on the occasion of the country's anniversary celebrations of independence, and reminded us that 'we need to exert vigilance over the direction our country is taking.'
— Antonio Duarte, former Presidente, Instituto Nacional de Estatística de Cabo Verde

3.3   Train planners and policymakers on how to use governance statistics.

Merely releasing governance statistics in the public domain is no guarantee that those who need them will know what to do with them. Potential users of governance statistics need to be trained on how to analyse and apply such statistics to planning and policymaking, especially governmental bodies with a specific mandate on governance-related issues, such as national governance commissions, national anti-corruption commissions, national human rights commissions, parliamentary committees on governance-related issues, and the like.

We have a responsibility to familiarize government officials with governance statistics, which are still very new to them. We need to build their skills in extracting from data sets the key findings that are of immediate relevance to them. And we need to think not only about planners and policymakers in central-level government ministries and agencies, but also about government officials at the subnational level, who rarely have access to reliable local-level data on governance and peace for their specific province or even district.
— Joseph Butoyi, GPS-SHaSA Focal Point, Institut de statistiques et d'études économiques du Burundi

We also need to invest in the capacities of the media and civil society organizations. Training CSOs on using governance data for policy advocacy, or training the media on drawing from a governance-statistics data set to monitor specific government programmes can go a long way in demonstrating the usefulness of governance statistics, and in triggering further similar applications by other actors.
— Dorcas Nabukwasi, GPS-SHaSA Focal Point, Uganda Bureau of Statistics

The high appetite of government officials in Cabo Verde for using governance statistics in their day-to-day work is probably related to the active role they played in analysing the results. Instead of analysing survey results in-house, our office organized a 'SHaSA retreat on GPS statistics', during which government agencies, together with research institutions and civil society organizations, examined results in light of their specific policy interests. These retreats allowed for the perspectives of all actors to be considered in the analysis of results, thus greatly enriching the final report. They were also important opportunities to raise awareness about the importance of GPS statistics in key institutions.
— Antonio Duarte, former Presidente, Instituto Nacional de Estatística de Cabo Verde

3.4   Ensure that governance statistics are publicly and easily accessible.

NSOs in the SHaSA pilot have embarked on the production of governance statistics because they saw this work as a continuation of their official mandate to generate a trusted source of statistics on all matters of importance to the development their country and the well-being of its people. After all, matters of governance, peace and security touch on core issues of sovereignty, and have direct and profound effects on the development trajectory of any country.

Governance statistics, like any other official statistics, are a public good. They are aimed at informing government decisions for the management of public affairs, and they provide citizens with a window on the work and performance of government. Public goods, by definition, should be accessible to all—which is also a central attribute of official statistics, as reaffirmed by Principle 1 of the United Nations' Fundamental Principles of Official Statistics, which states that 'official statistics provide an indispensable element in the information system of a democratic society' and that they should be made publicly available 'to honour citizens' entitlement to public information.'[13]

NSOs producing governance statistics should therefore release on their website, at a minimum, the full set of aggregate results for each survey question, showing in a clear manner how different population groups (disaggregated by sex, region, income, employment status, etc.) compare with each other. Unlike summary fact sheets on key indicators or policy briefs, such tabular outputs provide the base information—the 'public good'—that any researcher can then use to draw his or her own analysis.

Understanding the drivers of differences in results between various population subgroups requires access not only to aggregate statistics, but also to microdata at the level of individual respondents. Depending on existing national legislation on the matter, some NSOs, like ours in Côte d'Ivoire, may be able to share microdata files upon request (while preserving the privacy and confidentiality of respondents, of course), or at least to make them available for on-site consultation. At a very minimum, policies for access and use of microdata should not be any more restrictive for governance statistics than for economic or social statistics, or else the entire exercise risks being discredited as not truly serving the democratic ideals encapsulated by the survey.
— Gabriel Doffou N'guessan, Directeur Général, Institut national de la statistique de Côte d'Ivoire

In addition to publicly releasing aggregate results, NSOs are also responsible for releasing relevant information on survey methodology, sampling frame and correct application of survey weights, as well as a description of each variable (the survey question(s) used to measure it, how the data is coded, etc.). In short, the scientific credibility of NSOs producing governance statistics hinges on their adherence to the same standards and procedures they usually apply when producing social or economic statistics.
— Arouna Sougane, Directeur Général, Centre de formation et de perfectionnement en statistique du Mali, and former GPS-SHaSA Focal Point, Institut national de la statistique du Mali

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13   A/RES/68/261.

4 INSTITUTIONALIZING GOVERNANCE STATISTICS

While the modular 'add-on' design proved to be a valuable cost-saving measure for cash-strapped African NSOs, and facilitated the repeat of such surveys, the needs are more acute for administrative-data collection, in terms of both capacity development for weak (or non-existent) statistical units in government agencies, and the financial commitments needed to enable the computerization of data-collection systems.

》 Key messages

> Attaching a governance survey module to a support survey offers many advantages—but there are some trade-offs.

The 'add-on' technique continues to appear to be the most feasible in most countries. It has well-established advantages as a cost-cutting measure, and it enables fine-grained disaggregation of governance survey results thanks to the large sample size of the support survey (in cases where the governance module is run on the entire sample of the support survey). The 'add-on' technique also allows for the cross-tabulation of governance data with other socioeconomic variables found in the support survey, such as the poverty level or health condition of the respondent, thereby enabling a much more comprehensive analysis of the determinants and effects of governance in the day-to-day lives of respondents.

In some cases, however, this piggy-backing approach may be difficult to implement, for example if there are no household surveys scheduled at the time when a governance survey is required, or if support surveys are repeatedly postponed due to insufficient funding. In other cases still, donors who are funding a support survey may not allow for additional modules to be attached to it, notably because of a fear of increasing the non-response rate if a survey is too long.

Some NSOs in the SHaSA pilot are therefore considering the possibility of running stand-alone governance surveys. While this alternative approach will obviously reduce the sample size of the data set and its disaggregation potential, it might nonetheless help ensure that the survey is repeated at regular periodicity—a non-negligible advantage—provided funding is available.

Stand-alone governance surveys on smaller—but still statistically significant—samples of roughly 1,200 respondents would cost around $100,000, which might still be affordable to NSOs if government makes it a priority. And samples of this size can still produce estimates that are accurate within a margin of sampling error of about three percentage points, which remains quite acceptable.
— Robert Buluma, GPS-SHaSA Focal Point and Chair of the STG on GPS, Kenya National Bureau of Statistics

> The main challenge in collecting administrative data is not that government refuses to share data, but that data is unavailable, or of poor quality.

In most African countries, budgets for statistical data production by government institutions are dismally low. Statistical units in governance-related ministries and agencies are therefore understaffed and underresourced and, as a result, data sets tend to be inconsistent or incomplete, arithmetical errors are not uncommon, and individual focal points have many additional responsibilities and limited time to liaise with the NSO.

> *In Kenya, we used the SHaSA pilot on GPS to expose the lacunae of data-collection systems in governance-related ministries and agencies, especially the incompatibility of formats and definitions used by various institutions in a given sector, and we were able to secure dedicated budget allocations to remedy the situation. The Kenyan Police, for instance, worked with our NSO to establish a statistical unit at their headquarters office which coordinates statistical data production across police offices throughout the country, and compiles, analyses and makes police statistics available to any interested stakeholder.*
> — Robert Buluma, GPS-SHaSA Focal Point and Chair of the STG on GPS, Kenya National Bureau of Statistics

> *With very limited (if not non-existent) budgets available for statistical units, most government offices in Burundi have yet to computerize data-collection, quality-control and processing systems. This is particularly the case for offices located outside the capital, which continue to process data manually, and to generate various types of errors in doing so.*
> — Joseph Butoyi, GPS-SHaSA Focal Point, Institut de statistiques et d'études économiques du Burundi

Recommendations

4.1 — **Establish within the NSO a dedicated unit or team with expertise in governance statistics.**

Of the 11 NSOs that took part in the SHaSA pilot, only three (Cabo Verde, Côte d'Ivoire and Kenya) already had some sort of dedicated unit/team in place on 'governance statistics' or 'crime and justice statistics' when they started the pilot. For the eight other NSOs, the production of governance statistics became an additional responsibility assigned to staff already busy with many other tasks. These NSOs acknowledge that the production of governance statistics is a demanding new undertaking that requires staff working full time on the subject matter.

> *Expertise about governance, human rights, peace and security statistics, when concentrated among a few statisticians for whom governance statistics is not part of their formal responsibilities, will evaporate as soon as these staff leave the institution. We need a dedicated unit on governance statistics and staff working full time on the subject matter. At the Kenya National Bureau of Statistics we established a Crime Statistics Unit in 2001, which has now grown into a fully fledged Governance Statistics Section. The Section produces governance, peace and security statistics from administrative-data sources in line ministries, departments and agencies, and these statistics get published in the Annual Economic Survey and the Statistical Abstracts.*
> — Zachary Mwangi, Director General, Kenya National Bureau of Statistics

Merely nominating a governance statistics focal point with pre-existing responsibilities and insufficient time to dedicate to this new area is overbearing on this individual and may not generate sustainable partnerships with data-producing ministries, departments and agencies. In the next round, we will need staff to be assigned on a full-time basis to this new statistical domain, or else we risk compromising quality standards and this would discredit official statistics on governance from the outset.
— Norah Madaya, Director, Statistics Coordination Services, Uganda Bureau of Statistics

Alternatively to creating a permanent structure on governance, peace and security statistics within the NSO, the domain of GPS statistics can be added to an existing structure, such as the unit running large-scale socioeconomic surveys. This is what we did in Cameroon. If the governance survey module becomes a regular component of an annual household survey, capacity to implement this module and to analyse and disseminate governance statistics can sit in that same unit.
— Joseph Tedou, Directeur Général, Institut national de la statistique du Cameroun

4.2 Urge governance-related ministries and agencies to create permanent structures for governance statistics.

A taxing challenge that the NSOs in the pilot encountered in their interactions with ministries and agencies for the collection of administrative data was the frequent redeployment of personnel within and across institutions (or their loss to more lucrative jobs in the private or non-governmental sectors). This left NSOs without statistical focal points in ministries, sometimes after having invested considerable time and resources in building the skills of certain employees.

To tackle this challenge, governance-related ministries and agencies need to be sensitized to the strategic importance of creating permanent statistical units within their institutions.

Once the political will—and financial commitment—of an institution is secured for the creation of a permanent statistical unit, a two-year on-the-job training programme would typically be needed to create and sustain the necessary capacity for governance data collection within the unit. This type of 'on-the-job accompaniment' could be supplied by the NSO itself, and priority areas of focus for the training programme can be fleshed out in a 'collaboration protocol' [see p. 19] developed between the NSO and the given government institution.
— Joseph Butoyi, GPS-SHaSA Focal Point, Institut de statistiques et d'études économiques du Burundi

Investments in the computerization of administrative-data collection is also a sine qua non. In Cabo Verde and Kenya, the creation of sector-wide online repositories hosting all data collected by the various institutions operating in a given sector has proven to greatly facilitate sector-wide coordination around governance data production.

In Kenya, we were able to establish a network of governance statistical focal points across more than 30 ministries and agencies. But in most of these agencies, data continues to be transmitted mainly through a complex paper trail, or at best through email. Only on rare occasions did we find systems that store and share data electronically with multiple actors through web platforms. This is what we are currently working on, in selected sectors: using computerization to enhance controls and minimize errors, and to minimize delays in forwarding returns to headquarters. Computerization also enriches analysis, for instance by enabling the layering of demographic data over governance data.
— Robert Buluma, GPS-SHaSA Focal Point and Chair of the STG on GPS, Kenya National Bureau of Statistics

But above and beyond advocating for investments in better technology to collect and manage administrative data, NSOs in the pilot have identified an even more urgent priority: to sensitize data-producing institutions to the importance of moving beyond just collecting data, to actually using it in their day-to-day work. And for this to happen, institutions will need to create new incentives to encourage staff to be more 'data driven' in their work.

Most importantly, we need to 'enlighten' our political leadership to the usefulness of this data, and to the need to reward those who use it in their work: if data driven analysis is not expected or rewarded by managers, why would someone spend time and effort doing it? As your power to act on information diminishes, so does your interest in creating (or using) it. Without financial and political backing to do something differently in response to what the data says, data driven policy changes become impossible, and the value of governance data will be greatly diminished.
— Macdonald Obudho, Director, Population and Social Statistics, Kenya National Bureau of Statistics

4.3 Walk the talk on 'data sovereignty': fund governance statistical production from public resources.

Because governance, human rights, peace and security are domains that lie at the core of national sovereignty, a consensus has emerged among countries in the pilot and the greater African statistical community around the strategic necessity for governance statistical production to be funded from public resources, so as to not depend on external actors for the steady production of such critical information.

To secure regular budgetary allocations to this end, the NSO leadership must engage with its political principals and with top-level directors in governance-related ministries and agencies. By sharing with them summary results and analytical briefs of relevance to their immediate priorities, we can demonstrate how small investments in governance statistical production on a regular basis can generate big payoffs over the longer term.
— Zachary Mwangi, Director General, Kenya National Bureau of Statistics

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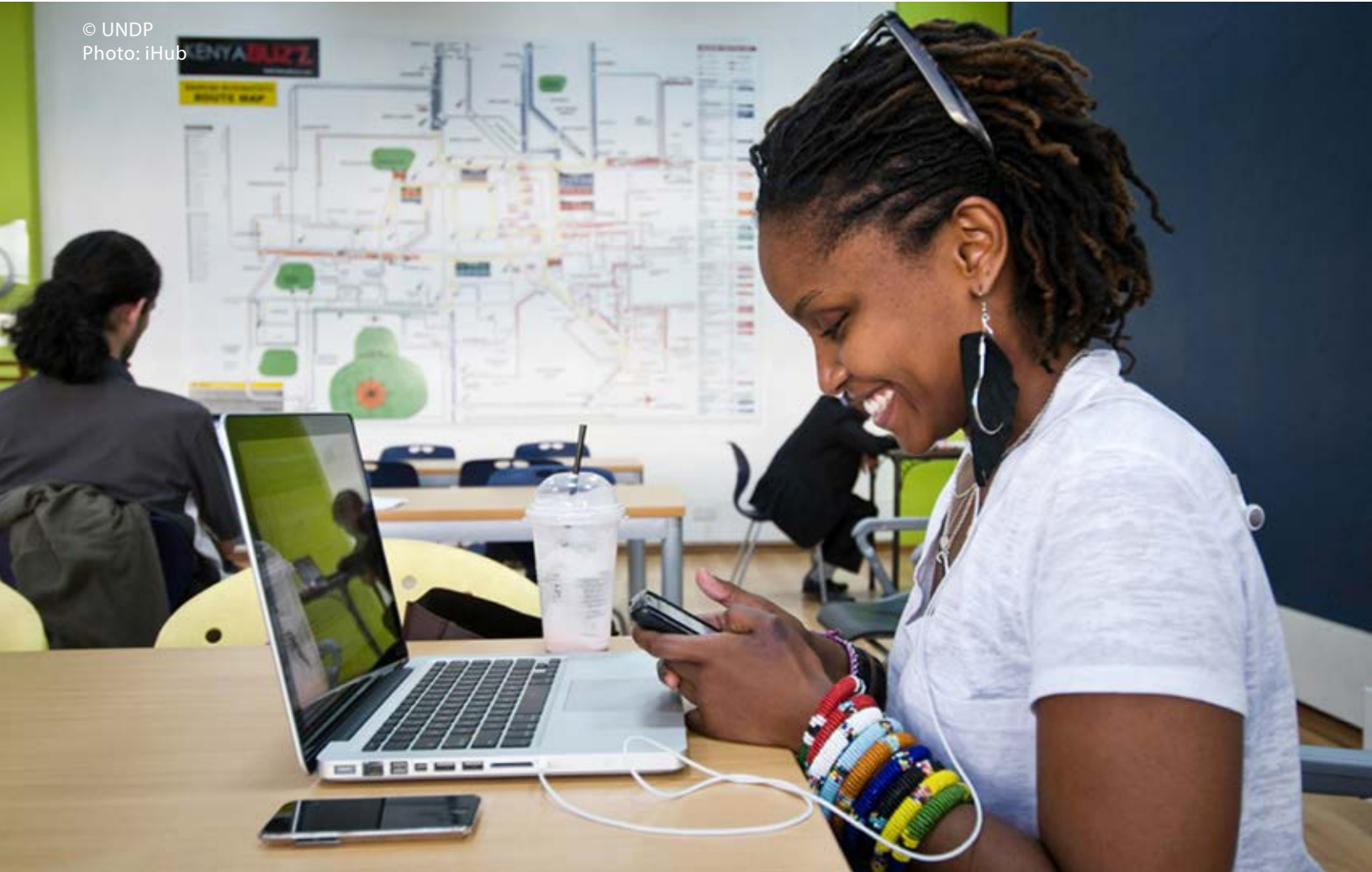
ANNEX: OFFICIAL SDG 16 INDICATORS
(AS OF MARCH 2017)

NB. Nearly half these indicators (11 of 23, highlighted below) will have to be measured through household surveys run by NSOs.

SDG 16 Target	Means of Measurement	SDG 16 Indicator
16.1 Significantly reduce all forms of violence and related death rates everywhere	NSO survey	16.1.1 Number of victims of intentional homicide per 100,000 population, by sex and age
	Other source	16.1.2 Conflict-related deaths per 100,000 population, by sex, age and cause
	NSO survey	16.1.3 Proportion of population subjected to physical, psychological or sexual violence in the previous 12 months
	NSO survey	16.1.4 Proportion of population that feel safe walking alone around the area they live
16.2 End abuse, exploitation, trafficking and all forms of violence against and torture of children	NSO survey	16.2.1 Proportion of children aged 1-17 years who experienced any physical punishment and/or psychological aggression by caregivers in the past month
	Other source	16.2.2 Number of victims of human trafficking per 100,000 population, by sex, age and form of exploitation
	NSO survey	16.2.3 Proportion of young women and men aged 18-29 years who experienced sexual violence by age 18
16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all	NSO survey	16.3.1 Proportion of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms
	Other source	16.3.2 Unsentenced detainees as a proportion of overall prison population
16.4 By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime	Other source	16.4.1 Total value of inward and outward illicit financial flows (in current United States dollars)
	Other source	16.4.2 Proportion of seized small arms and light weapons that are recorded and traced, in accordance with international standards and legal instruments
16.5 Substantially reduce corruption and bribery in all their forms	NSO survey	16.5.1 Proportion of persons who had at least one contact with a public official and who paid a bribe to a public official, or were asked for a bribe by those public officials, during the previous 12 months
	NSO survey	16.5.2 Proportion of businesses that had at least one contact with a public official and that paid a bribe to a public official, or were asked for a bribe by those public officials during the previous 12 months

SDG 16 Target	Means of Measurement	SDG 16 Indicator
16.6 Develop effective, accountable and transparent institutions at all levels	Other source	16.6.1 Primary government expenditures as a proportion of original approved budget, by sector (or by budget codes or similar)
	NSO survey	16.6.2 Proportion of the population satisfied with their last experience of public services
16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels	Other source	16.7.1 Proportions of positions (by sex, age, persons with disabilities and population groups) in public institutions (national and local legislatures, public service, and judiciary) compared to national distributions
	NSO survey	16.7.2 Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group
16.8 Broaden and strengthen the participation of developing countries in the institutions of global governance	Other source	16.8.1 Proportion of members and voting rights of developing countries in international organizations
16.9 By 2030, provide legal identity for all, including birth registration	Other source	16.9.1 Proportion of children under 5 years of age whose births have been registered with a civil authority, by age
16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements	Other source	16.10.1 Number of verified cases of killing, kidnapping, enforced disappearance, arbitrary detention and torture of journalists, associated media personnel, trade unionists and human rights advocates in the previous 12 months
	Other source	16.10.2 Number of countries that adopt and implement constitutional, statutory and/or policy guarantees for public access to information
16. A Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime	Other source	16.A.1 Existence of independent national human rights institutions in compliance with the Paris Principles
16.B Promote and enforce non-discriminatory laws and policies for sustainable development	NSO survey	16.B.1 Proportion of population reporting having personally felt discriminated against or harassed in the previous 12 months on the basis of a ground of discrimination prohibited under international human rights law

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