

Governance indicators project



Presentation to the Land Governance Workshop

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Why are governance indicators needed ?



1. To assess the state of governance in a country at one point in time and compare it to other countries
2. To measure whether democracy is growing stronger or weaker over time in a single country.
3. To compare the experience of democracy within a country between different groups: men/women, poor/non-poor, regions/districts, ethnic groups.
4. To introduce new incentives into the public sector
 - Indicators not only measure the quality of democratic governance, but also provide a mechanism for promoting democratic governance.
 - They serve as an instrument to change the behaviour of individuals/organisations, so that it is more consistent with a particular set of values
 - Changes in indicator magnitudes must have consequences for someone or something if they are to be relevant for policy-making.

Why do different sets of governance indicators exist for the same country?



Several reasons:

1. Different users prefer different methodologies:
eg.
 - World Bank Governance Matters = ranking
 - IDEA, UN Habitat Urban Governance Index = shared framework but no ranking
 - Issue: Balance strengths and weaknesses of ranking vs. non ranking
2. Different users are accountable to different constituencies, e.g.
 - partner governments \Rightarrow domestic electorate
 - donor governments \Rightarrow donor country electorate
3. Different users have different values, eg. Freedom House (higher weighting given to political rights) - see next slide.

Governance Indicator selection



- ✓ Selecting/using governance indicators raises particular problems:
 - γ Addresses political issues explicitly, so often highly contentious.
 - γ Covers very broad range of processes/institutions
 - γ Requires identification of practical measures to capture abstract concepts, such as transparency and accountability.

What are the values underlying democratic governance indicators ?



- √ We draw on International IDEA's Democracy Assessment Framework
- √ Two basic democratic principles:
 1. Popular control over public decision making and decision makers
 2. Equality between citizens in the exercise of that control
- √ Applying these principles to assess a country's governance requires the identification of a set of values and imperatives (e.g. women and the poor)

Realising democratic values in a pro-poor and gender sensitive manner

Value/principle	Requirements to be pro-poor and gender sensitive	Means of realising these requirements
<i>Participation</i>	<ul style="list-style-type: none"> -Women/men and poor/non-poor enjoy and exercise same rights to participate - An inclusive participatory culture exists which encourages women and the poor to be active politically 	<ul style="list-style-type: none"> - Electoral quotas for women and groups experiencing severe social disadvantage, e.g. Scheduled Castes/Tribes in India - Civic and voter education programmes targeted at women and the poor
<i>Representation</i>	<ul style="list-style-type: none"> -Parliamentarians at national and sub-national level articulate the concerns and priorities of women and the poor 	<ul style="list-style-type: none"> -Political party quotas for female electoral candidates
<i>Accountability</i>	<ul style="list-style-type: none"> -Clear and effective lines of accountability (legal, financial, administrative and political) to safeguard judicial integrity, and to ensure honest and efficient performance by civil servants in the delivery of public services to women and low income groups 	<ul style="list-style-type: none"> -Speedy and low cost access to law courts, administrative tribunals and Ombudsmen by the poor
<i>Transparency</i>	<ul style="list-style-type: none"> -Government decision-making in areas of particular concern to women and low income groups should be open to legislative and public scrutiny 	<ul style="list-style-type: none"> -Gender sensitive budgeting (at local level)
<i>Responsiveness</i>	<ul style="list-style-type: none"> -Accessibility of government to advocates of pro-poor, gender sensitive policy formation, implementation and service delivery 	<ul style="list-style-type: none"> -Systematic and open procedures of public consultation on issues of particular concern to women and the poor
<i>Equity</i>	<ul style="list-style-type: none"> -State redistributes entitlements through taxation and public expenditure in accordance with a democratically expressed social welfare function 	<ul style="list-style-type: none"> -Progressive system of taxation and expenditure -Use of targeted welfare programmes

Indicator framework for land governance



- ✓ **Concepts and definitions**
 - Agreement on the scope

- ✓ **Values and imperatives**
 - Equity & equality, transparency, accountability, participation

- ✓ **Indicator coverage**
 - Primary indicators vs. secondary indicators
 - e.g. **APRM** = only primary indicators: Here's an example: 'extent to which rural communities are empowered to manage their own development'. Need to implicate institutions, policies and processes.

- ✓ **Method and approach**
 - Pre-defined indicators vs. indicators defined by national stakeholders
 - Weighting
 - Approach to data collection (expert assessments, focus groups, surveys etc)

Considerations for land governance indicators



v **Strategy**

- Global to local, or local to global: should an international framework for monitoring land governance be introduced (e.g. anchored in the APRM) or should this be specifically tailored for each country? Ranking or non-ranking?

v **Concepts and definitions**

- Agreement on the scope of land governance (implicating processes, institutions and policies)

v **Values and imperatives**

- Is there a defined set of principles and values within which equitable national land policies and policy reforms could be framed? Other important values include: equality, transparency, accountability, participation

v **Indicator coverage**

- Primary indicators vs. secondary indicators

e.g. **APRM** = only primary indicators: Here's an example: 'extent to which rural communities are empowered to manage their own development'. Need to implicate institutions, policies and processes.

v **Method and approach**

- Pre-defined indicators vs. indicators defined by national stakeholders

- Weighting

- Approach to data collection (expert assessments, focus groups, surveys etc)