16 PEACE, JUSTICE AND STRONG INSTITUTIONS

Voluntary supplemental indicators for Goal 16 on inclusive, just and peaceful societies

September 2017

I Executive Summary

To achieve the SDGs, the world community has agreed on a set of indicators to measure progress. This process has identified a range of indicators that tap critical aspects of the SDG agenda, but for several of the goals, and perhaps particularly for SDG 16, the current crop of indicators still falls short of covering the full letter and spirit of the goals. Answering the specific call for such efforts set out in the Agenda 2030 Declaration, this voluntary supplemental indicator framework develops a set of SDG 16 indicators to better measure critical aspects of peaceful, just, and inclusive societies.

II Framework

The international and multilateral negotiations that resulted in the final set of official indicators for the Sustainable Development Agenda has produced a sweeping and impressive indicator framework. Nonetheless, as would be expected from any such exercise, the indicator framework contains a number of omissions. This is especially true for issues pertaining to *democratic governance* and *human rights* and, more broadly, to SDG 16 related topics of peaceful, just, and inclusive societies (Nygård, 2017). Moreover, the existing SDG 16 indicator set lives in a somewhat surprising vacuum and has not built on or incorporated knowledge, expertise, and experience found in (1) international normative and legal frameworks and (2) the large body of evidence, from academic study as well as policy and NGO research, on the causes and correlates of peaceful, inclusive, and just societies. We have therefore developed and propose a supplemental indicator set that directly draws on these sources, ensuring that the framework both has legitimacy and rests on a solid body of evidence.

We draw on a range of international normative frameworks to inform the supplementary indicator framework, but put special emphasis on the Community of Democracies Warsaw Declaration. To illustrate, consider the 19 principles enshrined in the Warsaw Declaration. We have classified for each principle in the declaration the extent to which it is covered in the SDG 16 indicator framework. This mapping exercise shows that except for principle 6 on education, none of the Warsaw Declaration principles are completely covered by the existing SDG 16 indicator framework. A small subset of principles do have some coverage, but even when this is the case the coverage is very limited. In general, the principles that have some coverage are connected to issues of corruption and access to due process and competent judicial authorities. Most principles, however, have no coverage. This is especially true for the principles in the Declaration that cover various aspects of democratic governance, specific human rights, and fundamental freedoms. The existing SDG 16 indicators, not surprisingly, are not geared towards measuring the extent to which a country fulfils democratic principles. The Warsaw Declaration principles, in contrast, cover many core democratic institutions, from elections to a right to privacy, as well as the functioning of these democratic institutions.

We can usefully group the aspects not covered in the existing SDG 16 indicator framework in three dimensions. First dimension concerns peace and stability, here issues of human security and a focus on non-violence need better coverage in the existing indicator framework. Next, democratic governance. Democratic governance is mentioned in the preamble to the Sustainable Development Declaration but at the level of targets and indicators it is all but forgotten. This is in spite of the array of international normative frameworks that explicitly make provisions for and promote democratic governance. Democratic governance needs to be robust, it has to contain free and fair elections, but it must also make provisions for rule of law, access to justice, and for competent and accountable decision-making and bureaucracies. These two dimensions still, however, result in only a shallow form of democratic governance. To ensure robust and broad societal participation that does not disintegrate into tyrannical majoritarian rule, human rights and a range of fundamental freedoms that both protect and empower individuals and groups are needed. We show that the supplemental indicator set we propose here covers all or most of these topics, and achieves almost complete coverage of the principles enshrined in the Warsaw Declaration.

III SDG 16: the enabler

Achieving peaceful, just, and inclusive societies might be sustainable goal number 16, but meeting any of the SDGs rests on its shoulders of SDG 16. Consider SDG 4 on ensuring inclusive and equitable quality education. SDG 4 encompasses a range of targets, none of which can be achieved by an exclusive focus on education. Any functioning education system relies on a well-functioning state with a professional, independent but accountable

bureaucracy. In short, good education relies on good governance.

Education is in no way a special case. In a comprehensive study of the development consequences of armed conflict, (Gates et al., 2010), show a fundamental link between a history of conflict and fragility (governance) and poor development outcomes. The overlap is indisputable. Poor development outcomes are most common in Sub-Saharan Africa and in the belt ranging from Iraq in the west to Papua New Guinea in the east, the very same area where conflict and poor governance is most common.

This was a key lesson from the MDG effort: if the international community is to achieve the SDGs, tackling issues of governance and conflict is critical. In many ways, the biggest difference between the MDGs and the SDGs is that the latter attempts to tackle the root causes of lagging development. SDG 16 should rightfully be seen as the enabler of the entire sustainable development agenda.

IV Inter-linkages: SDG 16 and the other SDGs.

Progress toward SDG 16 will affect progress towards the other SDGs, and a supplemental indicator set for SDG 16 will therefore also supplement the other SDG indicators. In the ambitious Pathfinders initiative, the New York University's Center for International Cooperation has set out to map the inter-linkages between SDG 16 and the other SDGs. The inter-linkages do not concern the fundamental enabling effect of SDG 16 laid out above, but the direct overlap between SDG 16 and the other SDGs at the level of the targets. They show, for instance, the link between achieving peaceful societies and SDG 5 on gender-based violence; SDG 5, 8, and 10 on different harmful and abusive practices; SDG 4, 8, and 11 on safe environments; and SDG 4.7 on promoting a culture of peace and non-violence. They also show the link between achieving just societies and SDG 4, 5 and 10 on discrimination and equality; SDG 8 on rights of workers and employees; achieving inclusive societies and various SDGs 1, 5, 10, 11, 16 and 17 targets and indicators covering good governance and inclusive institutions; and SDG 10 on equal participation.

V Data criteria

For an indicator to be considered useful for the supplementary indicator set it is crucial that it is internationally comparable. This means that all indicators are equally relevant to all countries, and that an indicator for one country can be compared to the same indicator for another country, presuming that the same methodology has been used to collect the data. Country-specific indicators, although useful, are beyond the scope of this framework. There may be instances, however, were there is a need to choose between global data in which the same data source and method is used for each country, and data collected using different sources and methods but to measure the same indicator. Moreover, in many instances several potential indicators could be used to measure the different principles. In deciding between indicators, we rely on the principles of relevance, simplicity, feasibility, and policy actionable.

Table of contents

1. Introduction

World leaders agreed on eight transformational goals for development during the United Nations (UN) Millennium Summit in September of 2000. The goals, named the Millennium Development Goals (MDGs), constituted an ambitious effort to focus the attention of the international community, including donor countries, NGOs, and multilateral organizations, on a common shared set of developmental objectives. As the final MDG progress report documents (United Nations, 2015), the unprecedented and concerted efforts of the world community did indeed make a difference. Rates of extreme poverty in the world had, over the 2000 to 2015 MDG period, decreased from 47 % to 14 %, the population of primary-school-age children in the world not attending primary school had decreased from over 100 million to around 57 million, and maternal mortality had decreased from 330 per 100,000 live births in 2000 to 210 per 100,000 in 2014. This, of course, does not mean the work is done. Though impressive, the achievements are uneven across countries and many countries are still lagging behind.

This realization was the catalyst for the work undertaken to define a new set of Sustainable Development Goals (SDGs) that would relieve the MDGs. This new sustainable development agenda is vastly more ambitious than the earlier millennium agenda. The scope of the new agenda is both broader and deeper. Critical here is the inclusion of SDG 16 that calls for the world to achieve peaceful, just, and inclusive societies. The ambition at the heart of SDG 16 is set out in a sweeping article in the Transforming our World: the 2030 Agenda for Sustainable Development Declaration:

We envisage a world in which every country enjoys sustained, inclusive and sustainable economic growth and decent work for all. A world in which consumption and production patterns and use of all natural resources – from air to land, from rivers, lakes and aquifers to oceans and seas – are sustainable. One in which democracy, good governance and the rule of law, as well as an enabling environment at the national and international levels, are essential for sustainable development, including sustained and inclusive economic growth, social development, environmental protection and the eradication of poverty and hunger. One in which development and the application of technology are climate-sensitive, respect biodiversity and are resilient. One in which humanity lives in harmony with nature and in which wildlife and other living species are protected.[1]

1 http://www.un.org/ga/search/view_doc.asp?symbol=A/

To achieve the SDGs the world community has agreed on a set of indicators to measure progress along the sustainable development goals and targets. This has been done through an inclusive process where the UN system, through the Inter-Agency and Expert Group on SDGs, has drawn on expertise from national governments, UN agencies, National Statistical Offices (NSO), academia, civil society, and NGOs. This process has identified a range of indicators that tap critical aspects of the SDG agenda. Nonetheless, for several of the goals, and perhaps particularly for SDG 16, the current set of indicators still falls short of covering the full letter and spirit of the goal.

A particular challenge facing SDG 16 is the sensitive nature of many aspects of its constituent targets. Issues of justice and peace have traditionally not been seen as part of the UN's, or other multilateral agencies, development agenda. Indeed, many countries still strongly uphold their sovereignty on any issues relating to these topics. Consequently, several initiatives are currently undertaken to define additional indicators to the official set. The indicator set proposed here represents such an effort. Specifically, the following presents a supplementary indicator framework that can be used to measure and track progress along dimensions of peace and conflict, human rights, good governance, rule of law, and fundamental freedoms. These are dimensions at the heart of the spirit of SDG 16 that currently are not adequately covered by existing SDG 16 indicators.

It is important to note at the outset that this effort in no way should be seen as being in competition with the global indicator framework. This is solely meant as a supplement and a tool to help states measure progress on SDG 16, indeed, a supplement world leaders themselves asked for. The Agenda 2030 Declaration explicitly urges members states to develop additional indicators to better capture national specificities, mindful of the fact that global indicators are bound to miss important issues at the country level. To that end, this is an effort to support that very process. Moreover, in the following document we propose indicators that are meant to be a direct supplement to the global official indicators. All supplemental indicators proposed can be collected by National Statistical Offices (NSO) and should be nationally owned. This further underscores the importance of national ownership of both data and indicators. Additionally,

RES/70/1&Lang=E.

the proposed indicator framework is designed to be useful to member states doing Voluntary National Reviews (VNR) and as part of the critical discussion of SDG 16 that will take place during the 2019 High Level Political Forum.

The UN Statistical Commission has empowered the Praia Group on Governance Statistics to develop a statistical handbook for SDG 16 indicators. This statistical handbook is meant to be a guide for both national and multilateral stakeholders, as well as NGOs and civil society, in developing frameworks to measure and track progress on SDG 16. In the mandate of the Praia Group, the international community has again made provisions for the generation of supplementary indicators, and tasks the Praia Group with aiding countries in developing context-specific ways of measuring and monitoring progress towards SDG 16 targets. This supplemental indicator framework proposed will further contribute to that effort.

The supplemental indicator framework is the product of a larger SDG 16 initiative between the Community of Democracies (CoD), United Nations Development Fund (UNDP), and the Open Government Partnership (OGP), aimed at creating Voluntary Global Supplemental Indicators for Goal 16 (action led by the CoD) and support national monitoring processes for Goal 16 (action led by the UNDP).

For the development of the supplemental indicators, the Community of Democracies engaged in a consultative process convening a Group of Experts who provided important input and assisted in reviewing the proposed supplemental indicators for the 12 targets under Goal 16.

The Community of Democracies would like to express its profound gratitude to all the individuals, academic institutions and civil society organizations that have contributed to this effort through the expert meetings. This includes in particular Anna Alvazzi, from the Small Arms Survey; Eve de la Mothe Karoubi, from the Sustainable Development Solutions Network, Rukshana Nanayakkara from Transparency International, Quinn McKew from Article 19, Gary Milante from SIPRI, Bill Orme from Global Forum for Media Development, Anselmo Lee from ADN, Carl Henrik Knutsen, Staffan Lindberg and Valeriya Mechkova from V-Dem Institute, Alexandra Wilde from UNDP Oslo Governance Center, the Graduate Institute of Geneva, and Mark Orkin. For a complete list of experts who participated in this process, please see Annex 1.

This process benefited from comments received on behalf of members of the Community of Democracies at two presentations made in Governing Council meetings. Additionally, we want to extend our appreciation to the governments of the United States, Sweden, and Japan for their generous support of this initiative.

1.1. Measuring SDG 16: the voice of the people

Measurement and data will, however be critical to the SDG Agenda as it is fundamental to any results-based approach to policy-making and development. Results-based policies can only be achieved when sufficiently fine-grained data exist to track and measure progress. In this, bodies such as the UN Statistical Commission will play a vital role over the coming years in defining, conceptualizing, and operationalizing the indicators meant to be used to track the SDGs. This effort is a supplement to that official process. In this, SDG 16 presents a particular challenge. Several of the targets can only be meaningfully measured by data that to a large extent is not part of the standard battery of statistics collected by NSOs. Indeed, as the Report of the Conveners of the UNDP/PRIO Expert Meeting on Measuring SDG 16 makes clear: 'the very intention of Goal 16 – to foster peaceful, just societies and inclusive and accountable institutions makes it a *sine qua non* to include the people's voice in monitoring progress towards the Goal. To this end, Goal 16 should where applicable include survey-based evidence as an essential complement to administratively based indicators representing other types of needed information.[2]

NSOs thus need to be equipped and capacitated for the challenge of collecting, collating, and analyzing data that cannot be drawn from official administrative sources. Official statistics, such as estimates of inflation, GDP growth, or education enrollment, are the backbone of modern statistical agencies. To realize the full potential of the SDG agenda, NSOs need to go beyond these official sources of statistics to also collect data on issues such as, for instance, governance, justice, and human rights. These figures are absolutely essential for a results-based orientation to the new SDG agenda to be possible. Many NSOs, however, lack expertise and experience in dealing with such types of data.

Paradoxically, developed-country NSOs in many ways lag behind their colleagues in developing countries when it comes to these kinds of statistics.

2 See https://www.prio.org/Publications/Publication/?x=9182.

Statistical agencies in Latin America, for instance, already have considerable experience in collecting data on peace and justice that go beyond tallies of homicides and crime statistics collected by other NSOs. Similarly, in Africa, NSOs across the continent are involved in the ambitious SHaSA – Strategy for the Harmonization of Statistics in Africa – process that is already leading NSOs to collect data on governance, peace, and security. Presently, such data is collected routinely by Cape Verde, Cote d'Ivoire, Cameroon, Kenya, and Malawi. In addition, Benin, Burundi, Madagascar, Mali, Tunisia, and Uganda have plans to start collecting data. In many ways, this is an area where OECD NSOs need to learn from their African and Latin American colleagues. The Praia City Group on Governance Statistics is a mechanism to achieve just this.

Specifically, NSOs will need to develop expertise in and collect data on (1) peoples' perceptions of, (2) peoples' experiences with, and (3) measure of quality of, for instance, governance, peace, and justice in ways not covered by official statistics. As part of the SDG Agenda new partnerships need to be built among NSOs, and NSOs and civil society, to develop and disseminate best practices on how to tackle these challenges.

2. SDG 16: the enabler

Achieving peaceful, just, and inclusive societies might be Sustainable Goal number 16, but meeting any of other SDGs fundamentally rests on the shoulders of SDG 16. Consider SDG 4 on ensuring inclusive and equitable quality education. SDG 4 includes seven targets covering, for instance, ensuring quality primary and secondary education for all and eliminating gender disparities in education. These targets cannot be achieved by an exclusive focus on education. Any functioning education system relies on a well- functioning state with a professional and independent but accountable bureaucracy. In short, good education relies on good governance.

Moreover, achieving education goals is next to impossible in contexts marked by armed conflict and endemic violence. Indeed, as former Secretary General Ban ki-Moon noted (United Nations, 2015) 'conflict remains the largest obstacle to development'. For primary education, we have concrete evidence of this link. Gates et al. (2012) analyzed the effect of armed conflict on the MDGs and found a detrimental effect of conflict across several of them. They found that a war with 10,000 battle deaths, and average size internal conflict, is associated with a relative decrease in (primary) education attainment of about 7.5 percentage points. Put simply, countries in conflict fail to provide their children with primary education.

Education is in no way a special case. The left panel of Figure 1 aggregates over all 14 MDG indicators used by the UN to measure progress along the MDGs. The map, reproduced from my own work on the development consequences of conflict (Gates et al., 2010), shows the proportion of these 14 indicators for which the country has a worse score than the average country. If a country is missing data for one or more of the indicators, the maps shows the proportion of indicators with data for which the country performs worse than the average. The Democratic Republic of the Congo, for instance, is worse than the average for all indicators for which we have data for that country. Compare this to the right panel of the same Figure that shows the conflict and fragility (governance) history for the same countries. The overlap between the two maps is indisputable. Poor development outcomes are most common in Sub-Saharan Africa and in the belt ranging from Iraq in the west to Papua New Guinea in the east, the very same area where conflict and poor governance is most common.[3]

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3 The two maps reported here simply illustrate the link between development and conflict / governance. Gates et al. (2012) use advanced statistical techniques to show that this link is not merely produced by correlation.

Legend

- ⟋⟋ Industrialized
- ■ Conflict
- ■ Fragile
- ■ Post-conflict/fragile
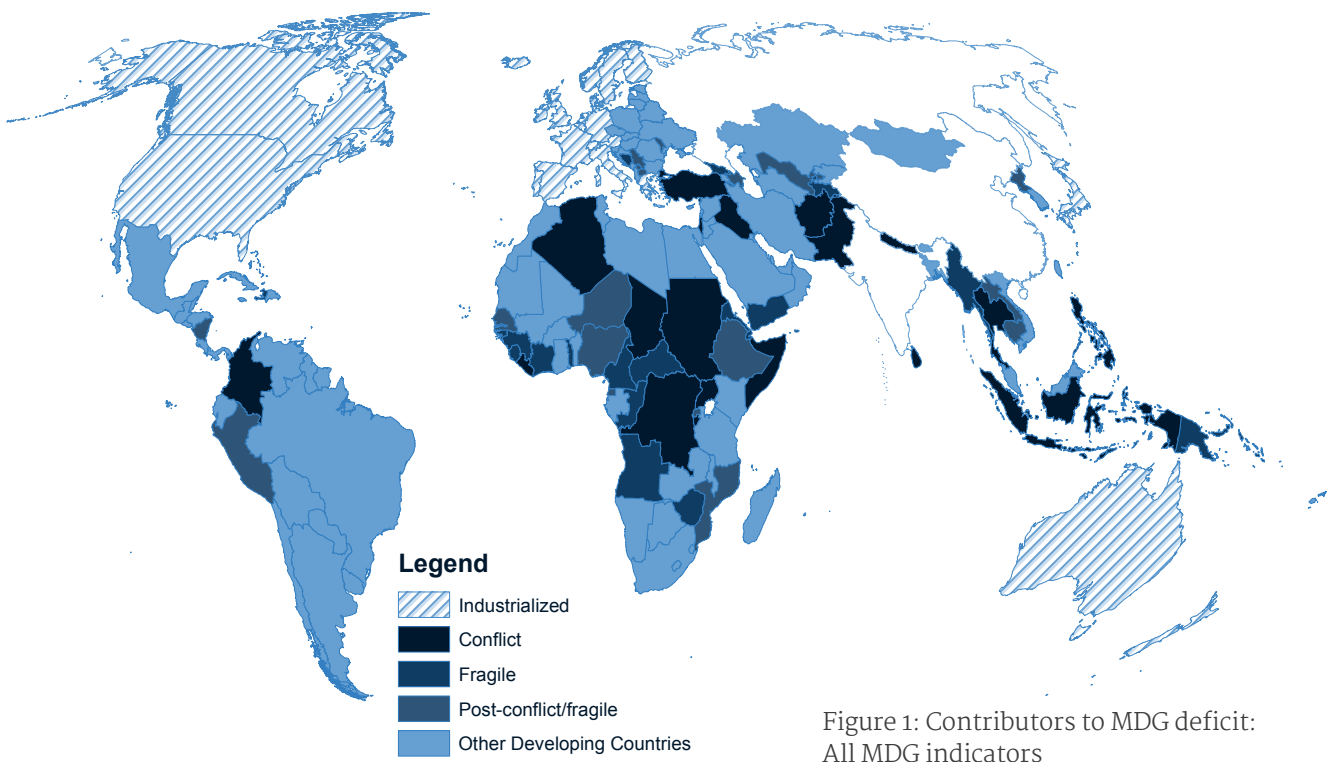- ■ Other Developing Countries

Figure 1: Contributors to MDG deficit: All MDG indicators

In short, the lesson from the MDGs was that if the international community is to achieve the SDGs, tackling issues of governance and conflict is critical. In many ways, the biggest difference between the MDGs and the SDGs is that the latter attempts to tackle the root causes of lagging development. SDG 16 should rightfully be seen as the enabler of the entire Sustainable Development Agenda.

2.1 Inter-linkages: SDG 16 and the other SDGs

Progress toward SDG 16 will affect progress towards the other SDGs and a supplemental indicator set for SDG 16 will therefore also supplement the other SDG indicators. In the ambitious Pathfinders initiative, New York University's Center for International Cooperation has set out to map the inter-linkages between SDG 16 and the other SDGs. The inter-linkages concern not the fundamental enabling effect of SDG 16 laid out above, but the direct overlap between SDG 16 and the other SDGs at the level of the targets. They show, for instance, the clear link between achieving peaceful societies and SDG 5 on gender-based violence, SDG 5, 8, and 10 on different harmful and abusive practices; SDG 4, 8, and 11 on safe environments; and SDG 4.7 on promoting a culture of peace and non-violence. Between achieving just societies and SDGs 4, 5, and 10 on discrimination and equality; SDG 8 on rights of workers and employees; and achieving inclusive societies and SDG 1, 5, 10, 11, 16, and 17 targets and indicators covering good governance and inclusive institutions; and SDG 10 on equal participation.

3. Framework

The international and multilateral negotiations that resulted in the final set of global indicators for the Sustainable Development Agenda has produced a sweeping and impressive indicator framework. Nonetheless, as would be expected from any such exercise, the indicator framework contains a number of omissions. This is especially true for issues pertaining to democratic governance and human rights and, more broadly, to SDG 16 related topics of peaceful, just, and inclusive societies (Nygård, 2017).[4] Moreover, the existing SDG 16 indicator set lives in a somewhat surprising vacuum and has not built on or incorporated knowledge, expertise, and experience found in (1) international normative and legal frameworks and (2) the large body of evidence, from academic study, as well as policy and NGO research, on the causes and correlates of peaceful, inclusive, and just societies. In developing this supplemental indicator set we draw on these sources. This ensures that the resulting framework will have broad legitimacy and rest on a solid body of evidence. Below we discuss the normative frameworks and body of evidence we draw on in developing this framework.

3.1 Normative frameworks for SDG 16

Over the last 70 years the world community has developed an extensive set of normative frameworks that relate to issues of human rights, fundamental freedoms, peace, justice, and governance. Chief among these stand the Universal Declaration of Human Rights– the signal document of the United Nations. Indeed, the document is, according to none other than the Guinness Book of Records, the most translated document in the world.[5] The SDG 16 indicator framework does not, however, explicitly draw on this or any other of the many international legal and/or normative frameworks relevant to peaceful, just, and inclusive societies. This in itself represents a lost opportunity, but more importantly it raises the possibility that critical aspects of these frameworks are not covered by the existing SDG 16 indicators. Many such international frameworks

exist, of particular relevance, but with no pretense of offering a complete listing, we list:

1. The Community of Democracies Warsaw Declaration.

2. The Universal Declaration of Human Rights.

3. Inter-Parliamentary Union Universal Declaration on Democracy.

4. Key conventions such as, Covenant on Civil and Political Rights (ICCPR), Covenant on Economic, Social and Cultural Rights (ICESCR), Convention on the Elimination of Discrimination against Women (CEDAW), and Convention on the Elimination of All Forms of Racial Discrimination (CERD).

5. Security Council Resolution 1325 on gender, peace, security; Resolution 2250 on peace and security; and 2282 on sustaining peace.

6. United Nations conventions that relate to particularly relevant governance issues such as the United Nations Convention against Corruption (UNCAC).

In developing this voluntary supplemental indicator framework, we draw explicitly on these normative frameworks, and especially on the Warsaw Declaration, and use them as a guide to specify indicators not currently in the global set. These normative frameworks serve as guides to what should be included under the heading of peaceful, just, and inclusive societies.

3.2 Mapping exercise: the Warsaw Declaration vs SDG 16 indicators

To what extent do existing SDG 16 indicators provide sufficient coverage for the principles enshrined in the above-mentioned frameworks? A complete review and accounting of this is beyond the scope of this report. But as an example, consider the Warsaw Declaration. Below we list the 19 principles enshrined in that Declaration and classify, for each principle, the extent to which it is covered

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4 The current list of agreed upon indicators for SDG 16 are listed in Table A-1.

5 The UN Office for the High Commission for Human Rights proudly displays the certificate for this   world record here: http://www.ohchr.org/EN/UDHR/pages/WorldRecord.aspx

in the SDG 16 indicator framework. The principles are scored from 1 to 3, where 1 entails no existing coverage, 2 entails partial coverage, and 3 complete coverage.

1. The will of the people shall be the basis of the authority of government, as expressed by exercise of the right and civic duties of citizens to choose their representatives through regular, free and fair elections with universal and equal suffrage, open to multiple parties, conducted by secret ballot, monitored by independent electoral authorities, and free of fraud and intimidation. **(1)**

2. The right of every person to equal access to public service and to take part in the conduct of public affairs, directly or through freely chosen representatives. **(2, 16.7.1 and 16.7.2)**

3. The right of every person to equal protection of the law, without any discrimination as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth, or other status. **(2, 16.3.1 and 16.b.1)**

4. The right of every person to freedom of opinion and of expression, including to exchange and receive ideas and information through any media, regardless of frontiers. **(1, some provision in 16.10.1)**

5. The right of every person to freedom of thought, conscience and religion. **(1, some provision in 16.10.1)**

6. The right of every person to equal access to education. **(3. Broadly covered under SDG 4, various indicators and 16.b.1)**

7. The right of the press to collect, report and disseminate information, news and opinions, subject only to restrictions necessary in a democratic society and pre-scribed by law, while bearing in mind evolving international practices in this field. **(1, some provisions under 16.10.1 and 16.10.2)**

8. The right of every person to respect for private family life, home, correspondence, including electronic communications, free of arbitrary or unlawful interference. **(1)**

9. The right of every person to freedom of peaceful assembly and association, including to establish or join their own political parties, civic groups, trade unions or other organizations with the necessary legal guarantees to allow them to operate freely on a basis of equal treatment before the law. **(1, some provision under 16.10.1)**

10. The right of persons belonging to minorities or disadvantaged groups to equal protection of the law, and the freedom to enjoy their own culture, to profess and practice their own religion, and use their own language. **(1, some provision under 16.b.1)**

11. The right of every person to be free from arbitrary arrest or detention; to be free from torture and other cruel, inhumane or degrading treatment or punishment; and to receive due process of law, including to be presumed innocent until proven guilty in a court of law. **(2 16.3.2 and 16.10.1)**

12. That the aforementioned rights, which are essential to full and effective participation in a democratic society, be enforced by a competent, independent and impartial judiciary open to the public, established and protected by law. **(1)**

13. That elected leaders uphold the law and function strictly in accordance with the constitution of the country concerned and procedures established by law. **(1)**

14. The right of those duly elected to form a government, assume office and fulfil the term of office as legally established. **(1)**

15. The obligation of an elected government to refrain from extra-constitutional actions, to allow the holding of periodic elections and to respect their results, and to relinquish power when its legal mandate ends. **(1)**

16. That government institutions be transparent, participatory and fully accountable to the citizenry of the country and take steps to combat corruption, which corrodes democracy. **(2, 16.5.1, 16.5.2 and 16.7.2)**

17. That the legislature be duly elected and transparent and accountable to the people. **(1)**

18. That civilian, democratic control over the military be established and preserved. **(1)**

19. That all human rights – civil, cultural, economic, political and social – be promoted and protected as set forth in the Universal Declaration of Human Rights and other relevant

human rights instruments. **(2, 16.10.1, 16.a.1, and 16.b.1)**

This mapping exercise shows that except for principle 6 on education, none of the Warsaw Declaration principles are completely covered by the existing SDG 16 indicator framework. A small subset of principles does have some coverage, but even when this is the case coverage is very limited. In general, the principles that have some coverage are connected to issues of corruption and access to due process and competent judicial authorities. Most principles, however, have no coverage. This is especially true for the principles in the Declaration that cover various aspects of democratic governance, specific human rights, and fundamental freedoms. The existing SDG 16 indicators, not surprisingly, are not geared towards measuring the extent to which a country fulfills democratic principles. The Warsaw Declaration's principles, in contrast, cover many core democratic institutions, from elections to a right to privacy, as well as the functioning of these democratic institutions.[6]

3.3 Knowledge base for SDG 16

Utilizing only these normative frameworks would constitute a lost opportunity. We should also consider the large, and growing, body of literature on causes of peaceful, just, and inclusive societies. What factors enable such societies to develop and what sustains them? In short, we need to consider what we know about how to build peaceful, just, and inclusive societies, and the extent to which these *causal* factors are adequately covered in the SDG 16 indicator set. Here we rest on the scientific literature, mainly drawn from political science, sociology, economics, and history, that has investigated the causes and correlates of peaceful, just, and inclusive societies. A full review of that literature is far beyond the scope of this report, below we list a set of key findings, with references to what particular SDG 16 target they are relevant to, that will inform the framework.[7]

A strong competent state with a monopoly

on the legitimate use of force (SDG 16.1 and 16.4) provides the foundation on which it is possible for people to thrive, express, and realize themselves (recent works include: Acemoglu and Robinson, 2012; North, Wallis and Weingast, 2009). Without peace and stability achieving any sustainable development is next to impossible, and a strong capable state is the primary entity for ensuring such stability. But stability can also be crippling, the state can become corrupt and patrimonial, overtaken by special interest. It is therefore crucial that the state is checked by a a vibrant civil society (SDG 16.7 and 16.10) that is free to actively mobilize and organize for change, as well as a rule of law (SDG 16.3, 16.5, and 16.10) that ensures accountability of all – from president and prime minister down (Fukuyama, 2011). In this, regular free and fair elections (SDG 16.7) that allow civil society to affect change to ensure that political institutions are also accountable, is fundamental (Dahl, 1989). Accountable political institutions are important in all sectors of the state, but the lack of accountability is particularly devastating to peaceful, inclusive, and just politics in a state's security sector. Civil and democratic control of the military and security forces of the state (Huntington, 1957; Levi, 1997; Feaver, 2003) is key to ensure a civil peace that is not simply a tyrannical peace (Davenport, 2007). These mechanisms all help ensure a government of the people, by the people, for the people. But they do not provide for effective governance, for this a wider set of autonomous, but accountable, bureaucracies (SDG 16.6) staffed with competent civil servants that are hired and promoted on a meritocratic basis is absolutely critical (Evans, 1995; Fukuyama, 2014). The above references to SDG 16 targets testify to the extent to which these core aspects are all covered, at least in spirit, by the SDG 16 framework. When we come to the level of indicators, however the focus becomes shallower and narrower. No provisions are made in the existing indicators, for instance, for control of the security forces, or for that matter, for free and fair elections, and a number of the fundamental freedoms that are foundational to democratic governance.

We can usefully group the aspects that are part of the SDG 16 targets but not covered by the existing SDG 16 global indicators in three dimensions. The first dimension concerns *peace and stability*, here issues of human security and a focus on non-violence need better coverage in the existing indicator framework. Next, *democratic governance*. As mentioned above, democratic governance is mentioned in the preamble to the sustainable development declaration but at the level of indicators it is all but forgotten. This is in spite of the array of international normative frameworks, also mentioned above, that explicitly

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6 Institutions here understood broadly as the 'humanly devised constraints that structure political, economic and social interactions' (North, 1990)

7 Useful reviews abound. For instance: Blattman and Miguel (2010) cover peace and conflict, Przeworski et al. (2000) cover inclusive governance, and Knutsen (2012) looks at inclusive governance and economic growth.

make provisions for and promote democratic governance. Democratic governance needs to be robust, it has to contain free and fair elections, but must also make provisions for rule of law, access to justice, and for competent and accountable decision-making and bureaucracies. These two dimensions still, however, result in only a shallow form of democratic governance. To ensure robust and broad societal participation that does not disintegrate into tyrannical majoritarian rule, human rights and a range of fundamental freedoms that both protect and empower individuals and groups are needed. Below we propose a supplemental indicator set, by focusing on each particular SDG 16 target, that attempts to capture these dimensions.

4. Methodology

The academic literature, especially within political science, already contains substantial work on how to measure many of these factors. Consequently, for both methodological (measurement) issues and issues of data availability we are not starting from scratch. A range of databases exist that already cover many relevant factors. These include both expert coded databases such as the massive *Varieties of Democracy* project (Coppedge et al., 2011) and the *World Bank Governance Indicators*; more limited databases coded on basis of, for instance, constitutions and laws (Marshall, n.d.); and highly specialized databases that cover, for instance, principle 18 of the Warsaw Declaration on civilian control of the military (Croissant, Eschenauer and Kamerling, 2017). This comes in addition to the considerable substantive expertise that exists among civil society organizations that have experience in collecting data on and measuring the extent to which democracies live up to their democratic standards. The supplementary indicator framework proposed here draws on all of these sources.

For the indicator set to be useful for policy makers, it is necessary to develop it in a manner that lets us understand links between inputs and outcomes. The indicator should thus cover measures of a state's capabilities, its ability to provide relevant services and maintain relevant institutions, and measures of societies' experiences with and perceptions of the state's abilities and capabilities, as well perceptions of the extent to which core outcomes are delivered. This necessarily entails a mixture of objective, administratively based, and subjective, perceptions based, measures.

4.1 Criteria for indicator selection in the framework

To guide the selection for the supplemental indicator framework developed here we have drawn on a set of standard criteria. To this end, for an indicator to be considered useful for the supplementary indicator set we rely on these criteria:

1. International comparability

The criterion that the indicator is internationally comparable is more or less absolute. This means that all indicators should be equally relevant, at least in theory, to all countries, and that an indicator for one country can be compared to the same indicator for another country, presuming that the same methodology has been used to collect the data.

2. Validity/Relevance

Indicators will invariably be simplifications of the principles in question, but the chosen indicator must be relevant to the overall target and cover issues not adequately covered by existing indicators. We consider especially the extent to which an indicator is relevant both for the overall target and for principles in the Warsaw Declaration. Implicit in our understanding of relevance is that the indicator is also a reliable measure of the target and/or principle.

3. Simplicity

Indicators should be simple to communicate and easy to interpret. However, when relevant and necessary, composite indicators, essentially indices, may be used. In specific instances, it will be useful to consider sets of indicators instead of one 'gold standard' indicator.

4. Feasibility

Data must either already exist for the indicator, meaning that NSOs, NGOs, or academic institutions have established methodologies and are regularly collecting data, or it must be clear that it is feasible to collect the proposed indicator. Generally, indicators

are prioritized that are already used and in existence, and in which there is experience with the behavior of the indicator and an experience base or established methodology or cross-country data for the indicator. Several of the indicators in the proposed framework come from the SDG 16 Virtual Network – Indicators We Want source.

5. Policy actionable

Indicators should, at least in theory, be susceptible to policy interventions so policy makers can monitor and effect change. This also entails that indicators be sufficiently specific. The indicator should first and foremost be nationally useful and be able to inform national policies, as is the case with the global indicator set. Country-specific indicators, although useful, are beyond the scope for this framework.

There may be instances, however, were there is a need to choose between global data in which the same data source and method is used for each country and data collected using different sources and methods but that measure the same indicator. This happens, for instance, when different countries use different methodologies or, sometimes, different standards to measure an indicator. This can result in broadly globally consistent estimates, but can also result in numbers that are not comparable across countries.

Moreover, in many instances several potential indicators could be used to measure the same targets. In deciding between indicators, then, the five criteria will inform the conceptual framework.

4.2 Burden of reporting

In all considerations of which indicators to include, it is necessary to keep the burden of reporting on the indicators, a burden that will be born by national governments, to a minimum both in terms of cost and time implications. This entails in particular that: (1) if an official SDG 16 indicator exists that has sufficient coverage for the target there is no need for an additional indicator, (2) if an indicator exists that is already routinely collected by National Statistical Offices (such as the SHaSA GPS surveys) it should be used, and (3) if an indicator is already routinely collected by a reputable academic body, that adheres to rigorous scientific standards, it should be used.

4.3 Disaggregation

The SDG framework, puts disaggregation center-stage – as far as possible all indicators should be measured and broken down by age and gender as a minimum level of disaggregation. In addition, indicators should also be disaggregated geographically since for many indicators there will be substantial sub-national variation. This disaggregation is critical to achieve the underlying goal of the Sustainable Development Agenda of 'leaving no one behind'. Several of the principles in the Warsaw Declaration could be disaggregated in a similar fashion. We follow this lead below, and suggest wherever relevant that the supplementary indicators be disaggregated by age and sex. We also recognize that in many countries there will be substantial regional variation along many of these indicators. To the extent possible, indicators should therefore also be geographically disaggregated.

It is also important to note the critical importance of outcome indicators (supported by citizen survey data) the importance of bringing in the 'voice of the people', measured through perception surveys, into the framework. A particular issue here relates to the use of citizen surveys, expert surveys and administrative data. The following framework includes indicators based on both expert assessments and citizen surveys. Such perception surveys, that ask people about their experience with or perception of a particular topic, are routinely carried out by NSOs, NGOs, and academic organizations, and rest on a solid scientific foundation. It is important to note, however, that just as administrative data only tells part of the full story, so do perception-based surveys. Both perception surveys and administrative data have strengths and weaknesses. They contain important useful information but also potentially misleading information (often called noise). By utilizing both sources we are able to put the SDG 16 Agenda on a much firmer footing.

5. Voluntary supplemental indicators

Below we suggest, for each SDG 16 target, a set of voluntary supplemental indicators. In this, we take all existing SDG 16 global indicators as given, including those currently labeled by the Inter-Agency and Expert Group (IAEG) as tier 3. The IAEG has categorized the global indicators into one of three tiers:

Tier 1: Indicator conceptually clear, established methodology and standards available and data regularly produced by countries.

Tier 2: Indicator conceptually clear, established methodology and standards available but data are not regularly produced by countries.

Tier 3: Indicator for which there is no established methodology and standards or methodology/ standards are being developed/tested.

Currently, there is still a debate within the IAEG and the UN Statistical Commission on how to deal adequately with the Tier 3 indicators.

Target 16.1: Significantly reduce all forms of violence and related death rates everywhere

Global indicators:

16.1.1: Number of victims of intentional homicide per 100,000 population, by sex and age
16.1.2: Conflict-related deaths per 100,000 population, by sex, age and cause
16.1.3: Proportion of population subjected to physical, psychological or sexual violence in the previous 12 months
16.1.4: Proportion of population that feel safe walking alone around the area they live

Supplemental indicators:

Suggested indicator: Total number of refugees by country of origin, due to conflict and violence

Relevance:
An abundance of research exists establishing that violence and conflict leads to increased numbers of refugees. The number of refugees thus is an important element in the overall measure of how peaceful a country is. The indicator captures the effect of violence on individuals and societies.

Simplicity:
This is a simple structural variable that, in theory, can easily be counted. The indicator is easily understood and communicated.

Feasibility:
Readily available data already exists, produced, for instance, regularly by the UN High Commissioner for Refugees. The indicator could and should be collected by NSOs.

Policy actionable:
The indicator can be used to directly track the efficiency and effectiveness of policies aimed at reducing refugee flows. The indicator can directly inform policies, both short and long term.

Suggested indicator: Total number of internally displaced persons due to conflict and violence

Relevance:
As for refugees, there is a clear link between violence and conflict and the production of internally displaced persons (IDPs). Presently, there are many more IDPs than refugees in the world, a full accounting of the extent of conflict in a society thus necessitates data on both IDPs and refugees.

Simplicity:
This is a simple structural variable that, in theory, can easily be counted. The indicator is easily understood and communicated.

Feasibility:
Data is not as routinely and regularly collected as data for refugees, but established data collection efforts exists through, for instance, the Internal Displacement Monitoring Centre. Data collection could and should be handled by NSOs.

Policy actionable:
The indicator can be used to directly track the efficiency and effectiveness of policies aimed at reducing and managing IDPs. The indicator can directly inform policies, both short and long term.

Suggested indicator: Firearms related injuries per 100,000 populations

Relevance:
Countries with a large number of firearms related injuries are inherently more violent than other societies. This aspect of the degree to which a country is "peaceful" is poorly covered in the existing global indicators. It is an important supplement to the global indicators' focus on homicides and direct conflict deaths.

Simplicity:
This is a simple structural variable that, in theory, can easily be counted. The indicator is easily understood and communicated.

Feasibility:
Firearms related injuries are routinely tracked in many developed countries by law enforcement and health authorities and appear in disaggregated statistics, either as administrative or survey data. The data can and should be collected at the national level by NSOs.

Policy actionable:
The extent of firearms related injuries is an important bench- mark for evaluating the efficiency of policies aimed at addressing violence. This proposed indicator directly captures this without producing perverse incentives.

Suggested indicator: Total number of extra-judicial killings

Relevance:
The indicator speaks directly to several principles in the Warsaw Declaration, especially principles 11 and 15. Countries with regular occurrence of extra-judicial killings are not peaceful and not governed by just institutions (this indicator is consequently also relevant under 16.10).

Simplicity:
This is a simple structural variable that, in theory, can easily be counted. The indicator is easily understood and communicated.

Feasibility:
This indicator is not routinely collected by NSOs. By its very nature, the indicator represents information that many governments would not want to release. Several international data collection efforts exist, however. In particular, the Varieties of Democracy (V-DEM) project regularly collects an indicator that could be used to directly measure this (v2clkill).

Policy actionable:
 The indicator can be used to directly track the efficiency and effectiveness of policies attempting to reduce rates of extra-judicial killings.

Target 16.2: End abuse, exploitation, trafficking and all forms of violence against and torture of children

Global indicators:

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

16.2.2: Number of victims of human trafficking per 100,000 population, by sex, age and form of exploitation

16.2.3: Proportion of young women and men aged 18–29 years who experienced sexual violence by age 18

Supplemental indicators:

Suggested indicator: Number of child soldiers in state and non-state armed groups

Relevance:
Using children as soldiers is prohibited by the Convention of the Rights of the Child.
Yet, both state and non-state groups routinely make use of child soldiers, many of these forcibly recruited and retained. Child soldiering has dramatic effects for the physical and mental health and development of children. As such it represents a particularly egregious violation of 16.2, yet it is not covered by the global indicator set.

Simplicity:
The indicator we propose is simple and easy to understand.

Feasibility:
Presently, no systematic and routine data collection efforts exist that measure the number of child soldiers. There has been attempts by several NGOs to ascertain the number of child soldiers, but these estimates are not reliable. A way forward could be for the UN Special Representative of the Secretary General for Children and Armed Conflict to begin work towards developing the methodology necessary to collect this data, which in theory is eminently feasible to collect. In this, NSOs and the international community will be able to draw on solid research to aid such efforts.

Policy actionable:
When collected the indicator will be easily tracked and can be used directly in the formulation and evaluation of policies.

Suggested indicator: Number of children out of school due to conflict and violence

Relevance:
The right to access to education is a principle in the Warsaw Declaration (principle 6).
A large body of research has shown that conflict and violence, under specific circumstances, deprive large amounts of children access to education, and that the effect, in terms of lost opportunities and income, of this access can linger on throughout the person's life.

Simplicity:
The indicator is simple and easy to understand.

Feasibility:
Both UNICEF and UNESCO have done research on children, education, and armed conflict. Several data collection efforts thus exist that could be used as a basis for large scale routine data collection. This should and could be handled by NSOs.

Policy actionable:
The indicator is critical for developing and evaluating policy in fragile and conflict-affected settings. When data is produced it can be used to directly track progress.

Suggested indicator: Number of children in detention per 100,000 population

Relevance:
Detaining children potentially robs them of the opportunity to get an education and can inhibit their mental development. Detention of children can also be directly physically detrimental to the child. In short, detaining children is inherently abusive. As such, states should go to extreme lengths to avoid detaining children.

Simplicity:
The indicator is a simple structural indicator that is easily constructed and communicated.

Feasibility:
Developed as well as many developing countries keep detailed track of the people they detain. As such, collecting data on children in detention is eminently feasible and should be handled by NSOs.

Policy actionable:
The indicator is directly useful to both develop and evaluate policy.

Target 16.3: Promote the rule of law at the national and international levels and ensure equal access to justice for all

Global indicators:

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

16.3.2: Unsentenced detainees as a proportion of overall prison population

Supplemental indicators:

Suggested indicator: Proportion of people that believe, in their country, that people are treated unequally under the law

Relevance:
This indicator is a perception-based indicator based on a survey of a sample of the population. It provides an important balance to indicators based on administrative data. The proposed indicator brings the 'voice of the people' squarely in line with 16.3 and its focus on equal treatment under the law and the absence of discrimination as well as fairness and equitable outcomes in the delivery of justice services. It speaks directly to principle 3 of the Warsaw Declaration, referring to the right to equal protection of the law.

Simplicity:
The indicator is simple to construct and easy to communicate.

Feasibility:
The indicator is already regularly collected by Afrobarometer in a large number of African countries, and similar data has been or is collected by the World Values Survey. Data exists for multiple rounds. As such, detailed and developed methodologies exist that could be used by NSOs to collect this indicator in their respective countries. This indicator can be included as a question in a survey conducted by the NSO or by civil society.

Policy actionable:
The indicator can inform policy in two ways: it provides important information on citizens perception of discrimination whether actually experienced or perceived. However, without additional survey questions it will not be possible to understand the nature of the discrimination i.e. whether there is discrimination based on socio-economic status, gender, ethnicity, religion, national origin, or sexual orientation, or gender identity or in which areas of societal life discrimination is perceived to exist i.e. access to public services; employment, court proceedings, and the justice system etc.

Suggested indicator: Percentage of people who experienced a dispute and had access to a formal or informal dispute mechanism, and feel it was just

Relevance:
The indicator speaks directly to principles in the Warsaw Declaration, especially principles 2, 11 and 12. Moreover, it provides an important supplement to administrative data on access to justice by directly measuring people's perceptions of/and experience with dispute resolutions mechanisms.

Simplicity:
The indicator is simple and easily interpretable. It does not suffer from time -lag, reporting and recall issues.

Feasibility:
The indicator is not routinely collected, but could be collected as part of regular surveys. The Transparency, Accountability & Participation (TAP) Network has mapped available data on this issue.

Policy actionable:
The indicator is an important supplement to administrative data. Using the data, policy-makers will be able to track progress in this area.

Suggested indicator: Percentage of criminal cases in which the defendant does not have legal representation or other

Relevance:
Access to legal representation is critical to people facing criminal charges. A large body of research has shown that such representation is needed to ensure justice. The indicator thus speaks directly to a neglected part of SDG 16.3.

Simplicity:
This is a simple and easy to interpret indicator.

Feasibility:
Many countries already collect this indicator as part of their regular administrative data. Established methodologies thus exist, and the indicator could be collected by most NSOs without substantively adding to their reporting burden.

Policy actionable:
The indicator is a necessary supplement to perceptions-based data for both developing and evaluating policy.

Suggested indicator: The accessibility, affordability, impartiality, and effectiveness of civil justice systems

Relevance:
The index speaks directly to several of the principles of the Warsaw Declaration, including principles 2, 11 and 12, and as such is a useful indicator. The indicator, technically and index, measures aspects of SDG 16.3 that can only be measured by multi-dimensional expert-based methods. As such, it is an important complement to the supplemental and global indicators.

Simplicity:
The indicator is not especially simple. In this case it is necessary to use such an index to measure the underlying concept in SDG 16.3 more fully.

Feasibility:
The World Justice Project has a developed and tested methodology for collecting this index. The methodology could be used by NSOs, tailored to their country-specific needs and constraints, to allow collecting this data at the national level.

Policy actionable:
The index is not directly policy actionable, but analysis of the sub-indices can provide important information for informing policy reform and remedial action. It is necessary for a full and comprehensive evaluation of a justice system. As such, it speaks naturally to long-term policy planning.

Suggested indicator: To what extent [always, usually, about half the time, seldom, or never] is the high / low court independent to make their own decisions when they rule in cases that are salient to the government

Relevance:
The indicator speaks to core aspects of the rule of law. Without an independent court system, rule of law cannot exist. The indicator also speaks directly to several of the principles in the Warsaw Declaration, including principles 12 and 13.

Simplicity:
By its very nature, this indicator can only be collected through expert surveys. As such it is reasonably simple and easy to communicate.

Feasibility:
Regular and systematic data collection of this indicator is already carried out by V-Dem (v2juhcind). A detailed and established methodology exists. The methodology used by V-Dem could be further developed by NSOs and tailored to their specific needs.

Policy actionable:
The indicator can be used to both develop and evaluate policies aimed at improving the independence of the court system.

Suggested indicator: The extent to which public officials are rigorous and impartial in the performance of their duties

Relevance:
Impartiality is at the heart of inclusive and just governance, and also part of the Warsaw Declaration, principles 2 and 3. Neither can be realized without impartial state institutions. The indicator covers an important gap in the existing agenda, and as such is an important complement to it.

Simplicity:
By its very nature, this indicator can only be collected through expert surveys. As such it is reasonably simple and easy to communicate.

Feasibility:
Regular and systematic data collection of this indicator is already carried out by V-Dem (v2juhcind). A detailed and established methodology exists. The methodology used by V-Dem could be further developed by NSOs and altered to their specific needs.

Policy actionable:
The indicator can be used to both develop and evaluate policies aimed at improving in particular the independence of state-governing institutions.

Target 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

Global indicators:

16.4.1: Total value of inward and outward illicit financial flows (in current United States dollars)
16.4.2: Proportion of seized small arms and light weapons that are recorded and traced, in accordance with international standards and legal instruments

Supplemental indicators:

Suggested indicator: Proportion of stolen assets that are recovered and returned among all stolen assets

Relevance:
Tracking stolen assets is necessary to fully capture SDG 16.4. The indicator speaks directly to a neglected part of 16.4. The indicator also speaks to larger issues connected to this target, including issues related to organized crime.

Simplicity:
The indicator is easily understood and communicated.

Feasibility:
Presently no routine and regular collection of this indicator occurs. There is no data on the recovery of money/assets, but there are indicators that measure the flow of money. The Stolen Asset Recovery Initiative (StAR), partnership between UNODC and the World Bank, collects data on relevant related issues. These methodologies could be amended for this purpose.

Policy actionable:
The indicator can be used to develop and evaluate policy. It does not create perverse incentives.

Suggested indicator: Number of homicides due to organized crime

Relevance:
The indicator speaks to both this target as well as 16.1 on violence. Homicides due to organized crime can be different in fundamental ways from homicides in general. Tracking is critical to understand the level and intensity of organized crime in a society, as well as to get a fuller understanding of the amount violence a society is subject to.

Simplicity:
The indicator is simple to construct and easy to communicate.

Feasibility:
 Several countries already collect this data as part of their routine work on crime statistics. The UNODC also use such data (Homicide related to organized criminal groups or gangs). Established methodologies thus exist that could be tailored by individual NSOs for their purposes.

Policy actionable:
The indicator is critical for policy planning aimed at preventing homicides and dealing with organized crime.

Suggested indicator: Countries that regulate and make publicly available the declaration of beneficial ownership

Relevance:
Beneficial ownership, the practice by which someone enjoys the benefit of owning an asset without legally owning the asset, can have deleterious effect for the rule of law, and especially for people's sense of justice, if and when it is used to conceal and hide assets. As such, properly regulating beneficial ownership is necessary to achieve just societies.

Simplicity:
The indicator is easy to construct and communicate.

Feasibility:
Few countries presently produce this data, but established methodologies for collecting it have been developed by, for instance, Transparency International. The data can be collected by NSOs based on routine administrative sources.

Policy actionable:
The indicator is not subject to perverse incentives, and will respond directly to policy interventions.

Suggested indicator: Arms Trade Transparency scores

Relevance:
Transparency in the international trade of arms is necessary to develop policies aimed at reducing illicit arms flows. In this, such transparency also has implications for 16.1 on armed conflict and armed violence. The proposed indicator measures the extent to which countries are transparent on this issue directly, for preventing diversion of arms into illicit markets.

Simplicity:
The indicator is easily constructed and communicated.

Feasibility:
The Small Arms Survey has developed a methodology for collecting this data, and they regularly collect the indicator on major exporters. We propose to expand the use of this data to all countries as a complement to global and supplemental indicators. NSOs could make use of the methodology to collect and report this data on their own.

Policy actionable:
The indicator is not subject to perverse incentives and will respond directly to policy interventions.

Target 16.5: Substantially reduce corruption and bribery in all their forms

Global indicators:

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.

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.

Supplemental indicators:

Suggested indicator: Proportion of people who believe corruption is widespread in their country

Relevance:
Both actual and perceived levels of corruption shape people's perceptions of the level of corruption in society. We propose a corruption perception indicator as a useful supplement to the administratively based corruption measures in the global indicators.

Simplicity:
This is a simple and easily communicated indicator.

Feasibility:
A number of regular data collection efforts exist that collect this or comparable indicators. Both Transparency International and Afrobarometer, for instance, have established methodologies for collecting this data that could readily be adapted by NSOs and used to produce data at the national level.

Policy actionable:
The indicator will respond to policy intervention and can be used both to develop and evaluate policy.

Suggested indicator: Extent of corruption in the country

Relevance:
Some aspects of corruption are hard to uncover by use of administrative data and perception surveys. To this end, expert-based surveys represent a useful supplement. We propose using Transparency International's Corruption Perception Index to supplement the perception measure proposed above.

Simplicity:
The corruption perception index produces a simple score that is easily understood and communicated.

Feasibility:
TI has a long-established methodology for collecting this data. NSOs can adapt this methodology to their own circumstances to ensure national ownership and relevance.

Policy actionable:
The indicator will respond to policy intervention, but the effect is likely to be indirect and mediated by other factors.

Suggested indicator: To what extent do multinational companies have transparency and accountability standards?

Relevance:
The proposed indicators for the most part focus on peoples' and experts' experience with corrupt practices. We propose a supplemental indicator that also considers one potential type of corrupter in the private sector.

Simplicity:
This is a simple and easily communicated indicator.

Feasibility:
No regular data collection efforts exists for this indicator, but the indictator is easily constructed from corporate data. Transparency International has methodologies that could be amended for the specific purposes of this indicator.

Policy actionable:
The indicator will respond to policy intervention and be used both to develop and evaluate policies.

Target 16.6: Develop effective, accountable and transparent institutions at all levels

Global indicators:

16.6.1: Primary government expenditures as a proportion of original approved budget, by sector (or by budget codes or similar)

16.6.2: Proportion of the population satisfied with their last experience of public services

Supplemental indicators:

Suggested indicator: Degree of civilian and parliamentary oversight of security institutions and budgets

Relevance:
The behaviour of formal state institutions, including the military, is an essential determinant of the degree of success or failure of developmental and democratic processes.
The military has overturned or compromised democratic rule in many developing countries. It often continues to control significant financial resources and productive assets during political transitions, enabling it to exercise power independently of civilian authorities. Civilian and parliamentary oversight of security institutions and budgets is fundamental to democratic governance, yet remains poorly covered in the existing global indicator framework.

Simplicity:
The indicator is easily understood and communicated.

Feasibility:
A large body of academic research exists which attempts to measure such oversight. Regular data collection is currently carried out by V-Dem (v2lgotovst).

Policy actionable:
The indicator is not likely to create perverse incentives, it will react to policy interventions, and can be used to develop and evaluate policies.

Suggested indicator: To what extent are the legislature and government agencies (e.g. Controller General, General Prosecutor, or Ombudsman) capable of questioning, investigating, and exercising oversight over the Executive?

Relevance:
The indicator speaks to several Warsaw Declaration principles on accountable government, including principles 12, 16 and 18. Moreover, effective executive constraints, and checks and balances between institutions are widely found in the academic literature to be critical to democratic governance and, perhaps especially, for the protection of human rights and fundamental freedoms. As such it goes to the heart of SDG 16.

Simplicity:
The proposed indicator is easily constructed and communicated.

Feasibility:
As far as we know, no NSOs presently collect this indicator. However, V-Dem (v2xlg legcon) has developed a methodology for producing the data, and is currently regularly collecting the indicator. NSOs could adapt this methodology to their specific contexts and constraints.

Policy actionable:
The indicator will react to policy interventions, and can be used to develop and evaluate policies.

Suggested indicator: To what extent are elections free and fair?

Relevance:
Free and fair elections are a cornerstone of democratic governance, and are enshrined in the first principle of the Warsaw Declaration. Free and fair elections are fundamental to any meaningfully inclusive, accountable, and just society.

Simplicity:
The indicator can be constructed as a simple scale that is easy to understand and communicate.

Feasibility:
The de-facto extent to which an election is free and fair can only be ascertained by expert judgement. There are multiple academic data collection efforts with established methodologies who do this. We propose that NSOs adapt the methodology developed by V-Dem (v2elfrfair) for these purposes.

Policy actionable:
The indicator is not likely to create perverse incentives, it will react to policy interventions, and can be used to develop and evaluate policy.

Suggested indicator: Are elections monitored by independent and / or international election monitors

Relevance:
Election monitoring is a crucial mechanism by which civil society can ascertain the extent to which elections are free and fair. As such, the principle is included in the first principle of the Warsaw Declaration.

Simplicity:
This is a simple binary indicator that is easily understood and communicated.

Feasibility:
Several international organizations, such as International IDEA, already collect this data. Data collection can easily be done by NSOs as part of their regular administrative data production without adding substantively to the reporting burden.

Policy actionable:
The indicator is not likely to create perverse incentives, it will react to policy interventions, and can be used to develop and evaluate policy.

Target 16.7: Ensure responsive, inclusive, participatory and representative decision-making at all levels

Global indicators:

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

16.7.2: Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group

Supplemental indicators:

Suggested indicator: Election turnout as a share of voting-age population in national elections

Relevance:
Turning out for an election and voting is a fundamental part of people's civic responsibility. Election turnout by itself is a poor measure of democratic performance and inclusive government, but as a supplement to the many other indicators of democratic governance proposed here and in the global indicator set, it plays an important role.

Simplicity:
This is simple indicator that people are already well used to and relate to.

Feasibility:
Election turnout is already routinely produced by NSOs or other competent government authorities.

Policy actionable:
The indicator is not likely to create perverse incentives, it will react to policy interventions, and can be used to develop and evaluate policies.

Suggested indicator: Are major civil society organizations (CSOs) routinely consulted by policymakers

Relevance:
Active civil society participation is important for inclusive and just societies. The Community of Democracies puts special emphasis on the importance of civil society for democratic governance including principles 9 and 16. The indicator proposed here measures the extent to which civil society has an actual voice in important decision-making processes. We focus on major organizations for issues of feasibility.

Simplicity:
This is a simple binary indicator that is easily understood and communicated.

Feasibility:
Many governments already mandate CSO participation in such processes, for these, collecting data will be fairly easy. In addition, groups such as V-Dem are collecting indicators that speak to parts of this indicator (v2x cspart). This methodology could be augmented by NSOs.

Policy actionable:
The indicator is not likely to create perverse incentives, it will react to policy interventions, and can be used to develop and evaluate policies.

Target 16.8: Broaden and strengthen the participation of developing countries in the institutions of global governance

Global indicator:

16.8.1: Proportion of members and voting rights of developing countries in international organizations

Supplemental indicator:

Suggested indicator: Number of NGOs in developing countries that hold consultative status with UN ECOSOC

Relevance:
The proposed indicator ensures that we measure not just the participation of developing countries' governments in institutions of global governance, but also civil society in those countries. This is important for ensuring the "leave no one behind" principle. The focus on civil society also speaks to core values of the Community of Democracies.

Simplicity:
This is a simple structural variable that, in theory, can easily be counted. The indicators are easily understood and communicated.

Feasibility:
Collecting the data can be done using UN ECOSOC records. Data could be collected by NSOs without adding much to their reporting burden.

Policy actionable:
The indicator is not likely to create perverse incentives, it will react to policy interventions, and can be used to develop and evaluate policies.

Target 16.9: By 2030, provide legal identity for all, including birth registration

Global indicator:

16.9.1: Proportion of children under 5 years of age whose births have been registered with a civil authority, by age

Supplemental indicators:

Suggested indicator: Proportion of the population with a national identity document

Relevance:
National identity documents are necessary for people to be able to fully participate in their country's governance, as such it is fundamental to an inclusive government.

Simplicity:
This is a simple structural variable that can easily be counted. The indicator is easily understood and communicated.

Feasibility:
Many if not most countries already collect this data as part of their standard record keeping. Such methods could be augmented to more directly track this indicator at the national level.

Policy actionable:
The indicator is not likely to create perverse incentives, it will react to policy interventions, and can be used to develop and evaluate policies.

Suggested indicator: Proportion of people over 5 years of age who do not have a birth certificate but received a legal identity

Relevance:
The indicator speaks to the fact that some people may not have a birth certificate even though they have a legal identity. The right to a birth certificate is a fundamental issue of human rights, as such it is covered by the Warsaw Declaration and enshrined in, for instance, Human Rights Council resolutions.

Simplicity:
This is a simple structural variable that can easily be counted. The indicator is easily understood and communicated.

Feasibility:
Many countries already collect this data, albeit often indirectly, as part of their standard record-keeping. Such methods could be augmented to more directly track this indicator at the national level.

Policy actionable:
The indicator is not likely to create perverse incentives, it will react to policy interventions, and can be used to develop and evaluate policy.

Target 16.10: Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements

Global indicators:

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

16.10.2: Number of countries that adopt and implement constitutional, statutory and/or policy guarantees for public access to information

Supplemental indicators:

Suggested indicator: Proportion of people that report they are free to say what they think

Relevance:
This speaks directly to Warsaw Declaration principles on freedom of expression and freedom of opinion (principles 4 and 5). They are fundamental freedoms without which democratic governance is impossible. It is absolutely necessary to include people's perceptions of the degree to which they feel they have freedom of expression. The proposed indicator as such, fills an important gap in the global indicator set.

Simplicity:
The indicator is simple to understand and communicate.

Feasibility:
The indicator can be collected using standard survey methodologies. NSOs can add specific questions to routine surveys they are already carrying out. Moreover, multiple academic entities and NGOs already collect this data, and their methods could be further developed to fit national level needs.

Policy actionable:
The indicator will respond to policy interventions and can be used for both developing and evaluating policies.

Suggested indicator: Proportion of the people that report feeling free to join civil society organizations

Relevance:
As with freedom of expression, freedom of association and freedom to join civil society organizations is vital for democratic and inclusive governance. A vibrant civil society is a cornerstone of democracy, but civil society cannot perform this function without people being free to join. The proposed indicator speaks directly to a number of principles in the Warsaw Declaration on fundamental freedoms and civil society including principles 4, 5 and 9.

Simplicity:
The indicator is simple to understand and communicate.

Feasibility:
As above, the indicator can be collected using standard survey methodologies. NSOs can add specific questions to routine surveys they are already carrying out.

Moreover, multiple academic entities and NGOs already collect this data, and their methods could be further developed to fit national-level needs.

Policy actionable:
The indicator will respond to policy interventions and can be used for both developing and evaluating policy.

Suggested indicator: To what extent does the government respect press and media freedom, the freedom of ordinary people to discuss political matters at home and in the public sphere, as well as the freedom of academic and cultural expression?

Relevance:
Expert-based evaluations are an important and a useful supplement to administrative data and perception surveys, especially when it comes to evaluating harder to observe concepts such as the extent to which government respects a free press. The proposed index draws on several of the Warsaw Declaration principles on the freedom of the press and freedom of expression (principles 5 and 7).

Simplicity:
The index can be reported as a simple to understand scale that is easy to communicate.

Feasibility:
The V-Dem project has an established methodology for collecting this index, and regularly produces data on it (v2x freexp). NSOs should adapt this methodology to their own needs and specific context.

Policy actionable:
The indicator will respond to policy interventions and can be used for both developing and evaluating policies.

Target 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

Global indicator:

16.a.1: Existence of independent national human rights institutions in compliance with the Paris Principles

Supplemental indicators:

Suggested indicator: Percentage of requests for international legal cooperation (law enforcement cooperation, mutual legal assistance and extraditions) made through existing conventions that were met during the reporting year

Relevance:
The indicator signifies the capacity of a state to afford mutual legal assistance and extraditions in relation to the requests submitted by other states.

Feasibility:
A universal coverage of the indicator is considered feasible, taking into account that most countries have concluded a large number of bilateral and/or multilateral mutual legal assistance and extradition agreements. They also have designated institutional focal points for incoming and outgoing requests for mutual legal assistance and extraditions.

Policy actionable:
The indicator will respond to policy interventions and can be used for both developing and evaluating policy.

Target 16.b: Promote and enforce non-discriminatory laws and policies for sustainable development

Global indicators:

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

Supplemental indicator:

Suggested indicator: The Constitution, or other basic law, has a clause that prohibits discrimination as a fundamental human right

Relevance:
Non-discrimination is a central part of the Warsaw Declaration principles, including principles 3 and 19, and goes to the heart of just governance and peoples' right to fundamental freedoms. Inclusive and just societies should have legislation in place that prohibits discrimination as a fundamental human right.

Simplicity:
This is a simple binary indicator that is easily understood and communicated.

Feasibility:
No databases currently exist that codify this information, but given that it is easily extracted from a country's legislation, it is highly feasible to develop, produce, and maintain data for the proposed indicator.

Policy actionable:
The indicator will respond to policy interventions and can be used for both developing and evaluating policies.

5.1 Revisiting the Warsaw Declaration

Having developed supplemental indicators for SDG 16, we now revisit and update the mapping exercise performed at the beginning of the process, to check the extent to which this proposed supplemental indicator set provides better coverage of the principles of the Warsaw Declaration. As before, we list the 19 principles enshrined in the Declaration and classify, for each principle, the extent to which it is now covered. The principles are scored from 1 to 3, where 1 entails no coverage, 2 partial coverage, and 3 complete coverage. For comparison purposes, in italics, we show how the principles were covered before by the global global indicators.

1. The will of the people shall be the basis of the authority of government, as expressed by exercise of the right and civic duties of citizens to choose their representatives through regular, free and fair elections with universal and equal suffrage, open to multiple parties, conducted by secret ballot, monitored by independent electoral authorities, and free of fraud and intimidation. 3, 16.6, (1)

2. The right of every person to equal access to public service and to take part in the conduct of public affairs, directly or through freely chosen representatives. 3, 16.3, (2, 16.7.1 and 16.7.2)

3. The right of every person to equal protection of the law, without any discrimination as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth, or other status. 3, 16.3, (2, 16.3.1 and 16.b.1)

4. The right of every person to freedom of opinion and of expression, including to exchange and receive ideas and information through any media, regardless of frontiers. 3, 16.10, (1, some provision in 16.10.1)

5. The right of every person to freedom of thought, conscience and religion. 3, 16.10, (1, some provision in 16.10.1)

6. The right of every person to equal access to education. 3, no change, (3. Broadly covered under SDG 4, various indicators and 16.b.1)

7. The right of the press to collect, report and disseminate information, news and opinions, subject only to restrictions necessary in a democratic society and prescribed by law, while bearing in mind evolving international practices in this field. 3, 16.10, (1, some provisions under 16.10.1 and 16.10.2)

8. The right of every person to respect for private family life, home, correspondence, including electronic communications, free of arbitrary or unlawful interference. no change, (1)

9. The right of every person to freedom of peaceful assembly and association, including to establish or join their own political parties, civic groups, trade unions or other organizations with the necessary legal guarantees to allow them to operate freely on a basis of equal treatment before the law. 3, 16.7 and 16.10, (1, some provision under 16.10.1)

10. The right of persons belonging to minorities or disadvantaged groups to equal protection of the law, and the freedom to enjoy their own culture, to profess and practice their own religion, and use their own language. 3, 16.3, (1, some provision under 16.b.1)

11. The right of every person to be free from arbitrary arrest or detention; to be free from torture and other cruel, inhumane or degrading treatment or punishment; and to receive due process of law, including to be presumed innocent until proven guilty in a court of law. 3, 16.2, 16.3, (2 16.3.2 and 16.10.1)

12. That the aforementioned rights, which are essential to full and effective participation in a democratic society, be enforced by a competent, independent and impartial judiciary open to the public, established and protected by law. 3, 16.3, (1)

13. That elected leaders uphold the law and function strictly in accordance with the constitution of the country concerned and procedures established by law. no change, (1)

14. The right of those duly elected to form a government, assume office and fulfil the term of office as legally established. no change, (1)

15. The obligation of an elected government to refrain from extra-constitutional actions, to allow the holding of periodic elections and to respect their results, and to relinquish power when its legal mandate ends. 2, 16.1, (1)

16. That government institutions be transparent, participatory and fully accountable to the citizenry of the country and take steps to combat corruption, which corrodes democracy. 3, 16.5, 16.6 (2, 16.5.1, 16.5.2 and 16.7.2)

17. That the legislature be duly elected and transparent and accountable to the people. 3, 16.6, (1)

18. That civilian, democratic control over the military be established and preserved.3, 16.6, (1)

19. That all human rights – civil, cultural, economic, political and social be promoted and protected as set forth in the Universal Declaration of Human Rights and other relevant human rights instruments. no change, (2, 16.10.1, 16.a.1, and 16.b.1)

Given the above, we can conclude that except for principle 6 on education, none of the Warsaw Declaration principles are completely covered by the existing global SDG 16 indicator framework. However, the picture now looks very different, except for a few principles, we can see that the proposed supplemental indicator set covers most of the Warsaw Declaration. More importantly, the proposed indicators ensure that we have a tool that provides sufficient coverage of fundamental issues related to governance and human rights.

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Community
of Democracies

Al. Ujazdowskie 41
00-540 Warsaw, Poland

Tel.　　+48 22 375 90 00
Fax.　　+48 22 319 56 28

info@community-democracies.org

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