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# **LEP Assessments And Measurements**

**Bangkok March 2009**

Oslo Governance Centre  
BDP-Democratic Governance Group



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## OUTLINE

- ❑ **What are the Issues (Challenges)**
- ❑ **Making the Case for Measurement and Indicators**
- ❑ **Methods and Processes**
- ❑ **Ownership**



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## □ **What are the Issues (Challenges)**

# Fundamentals



## ■ Indicators vs Assessments

Assumptions

Concepts & Correlations

Policy Reform

Advocacy & Activism

## ■ Method vs Process

# Assumptions about Power



## How do We Think About Power

- Zero sum or variable
- Economic (global gov of resources)
- Social (global flows of capital, labor etc)
- Legal (global & local values affecting law)

# Assumptions about State & Society



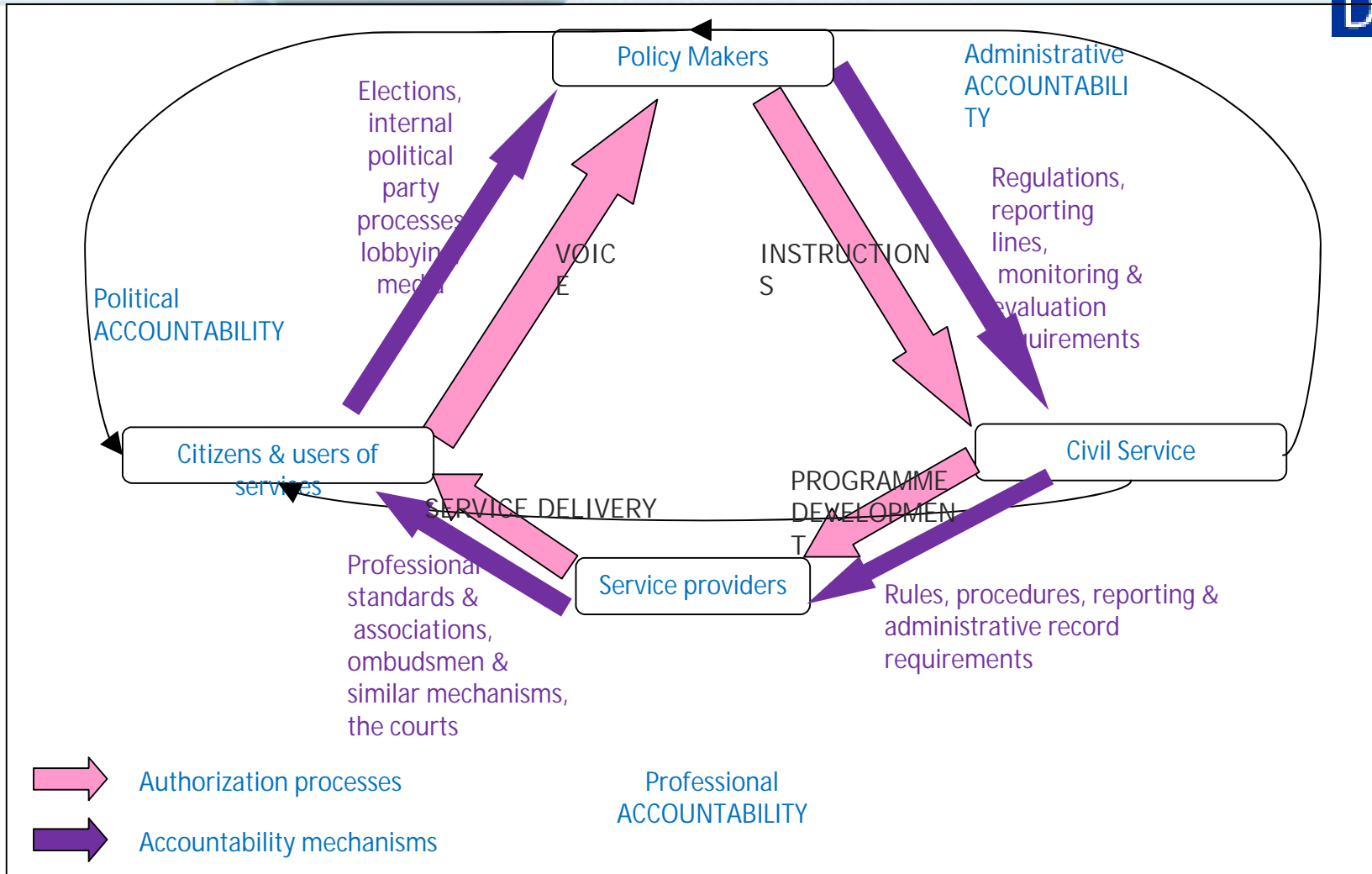
## State Responsibilities

- From efficient government to responsive government
- Minimal government, developmental government, pro poor government (?)

## People's Rights

- UN Human Rights Normative Framework
- Participatory budgeting
- Public expenditure tracking

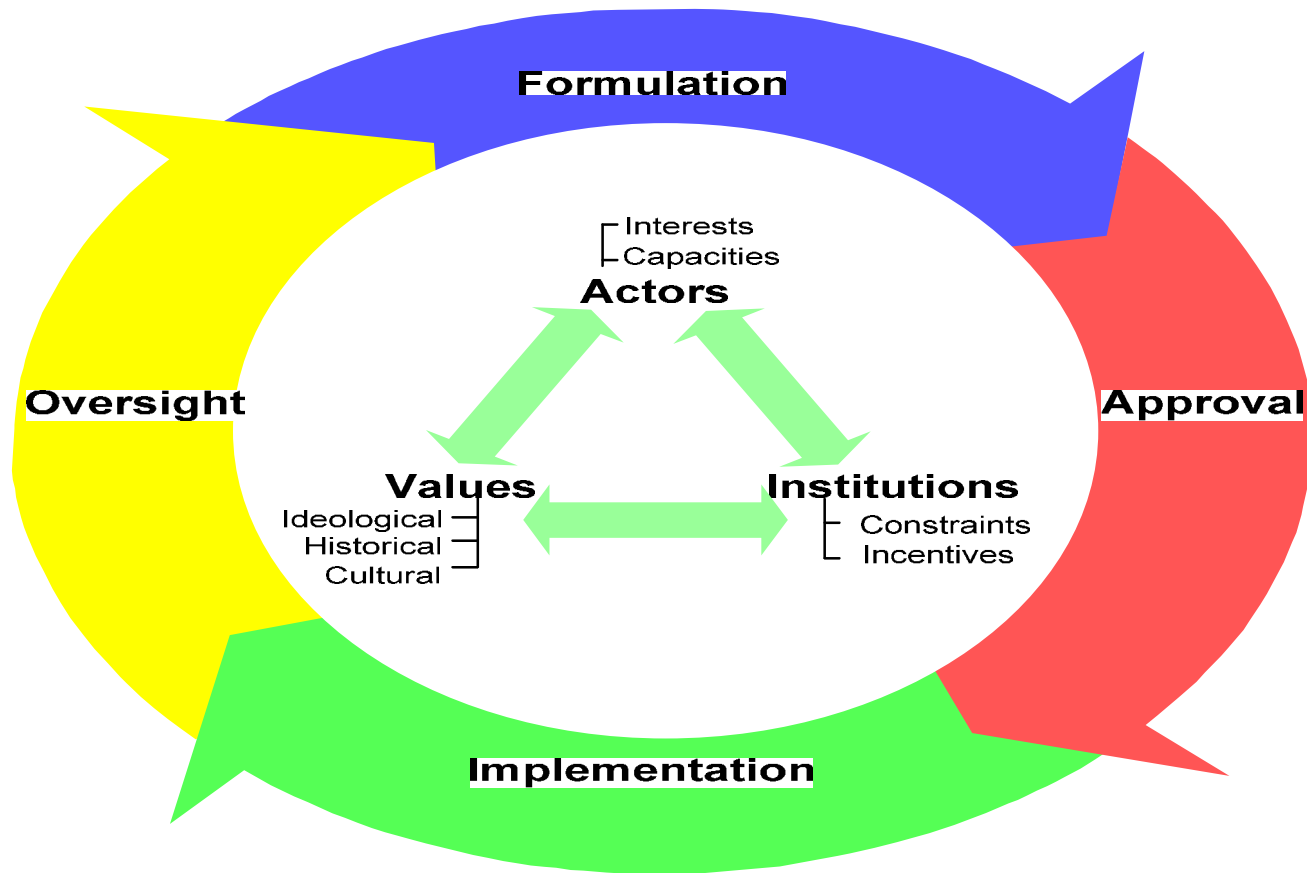
# Assumptions about Stakeholders



# Beyond Stakeholders: Policy, Values, Incentives



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# Assumptions about Empowerment



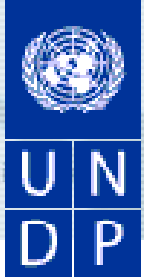
Empowerment as a goal

Empowerment as a process

Modalities of Empowerment

- Voter Power
- Citizen Consultations (participative poverty Assessments)
- Public hearings
- Existing traditional forms and mechanisms
- Constitutional revisions (A2I, PIL, R2F, R2W etc)
- Vertical +horizontal accountability

# Assumptions about Development Interventions



## Electoral and Parliamentary Strengthening

- Property, business and labor rights in elections & party platforms
- Parliamentary role in legislative change

## Public Administration Reform

- Registration services
- Licensing
- Taxation and credit

## Civic Engagement and Empowerment

- Rights Based Approach
- Evidence. Advocacy, Monitoring
- Two Way Communication



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# Making the Case for Evidence, Measurement & Indicators



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## **Is it about evidence?**

**or ideology**

**or interest**

**or time expediency**

## **If it is influential, how?**

**Global index for naming, shaming, agenda setting**

**National and local indices for in country reform prioritization**

**National statistical offices & national think tanks, CSOs, media**

**Regional Agenda Setting, Benchmarking, Capacity Dev.**



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## **What is evidence**

- Anecdotes
- Stylized facts
- Time series / panel data

## **What is evidence used for?**

- Resource allocation (affects baseline and targets)
- Aid effectiveness (affects reporting on results)
- Measuring performance / progress (affects impact reporting)



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## Needed LEP - Specific Assessment Frameworks

- Measuring Business Informality
- Measuring Labor Standards
- Measuring Land Governance
  - Tenure security
  - Titling Programs
  - Registration services
  - Compensation Schemes
- Measuring Access to Justice
- Capacity Assessments
- Measuring Pro Poor & Democratic Governance

# Example: Land Governance At OGC



## Suggested Principles for a land governance framework

- Discussion Papers on rural and urban land distribution, land administration, decentralization, conflict and gender

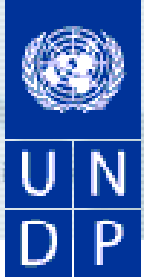
## Linkages of land governance and global crises

- Workshop Report
- Background Papers

## Indicators and Assessments

- Survey of land security measurements
- Governance assessments users' guides
- Gender and services, incl. registration services
- Web Portal GAP

# Example: Suggested Principles



- ❑ Gender sensitive
- ❑ History sensitive (archeology of systems)
- ❑ Tradition sensitive (individual vs community)
- ❑ Livelihood sensitive (inclusive & sustainable growth)
- ❑ Process oriented (as opposed to formal end-point institutions)
- ❑ Empower society based movements
- ❑ Empower champions in the state
- ❑ Link process to outcome (ends vs means)
- ❑ Include people in development of measurement instruments & the use of findings



## Indicator sets Out There (1)

- **International Property Rights Index**
  - Political/Legal, Physical Property, Intellectual Property
  - Access to loans, registration
  - Governance Matters & Doing Business
  
- **WB Impact Indicators**
  
- ***World Bank Doing Business Survey***: Collects information on access to land, tenure and administrative processes that cover urban commercial property. Publishes information on the basis of this information for the purpose of informing and stimulating policies
  
- **USAID/Inter-American Alliance for Real Property Rights Blueprint**: Establishes standards and indicators for the evaluation of rights to property, land markets and systems of land administration in the Americas.
  
- **Millennium Challenge Corporation (MCC): Land Rights and Access Index**. MCC relies upon a set of indicators used by other organisations, e.g. WB (IFC), IFAD and others.
  
- **Natural Resources Institute (NRI)**: Has developed sets of indicators through work with other organisations
  
- **International Land Coalition**: currently working on commercial pressures on land report



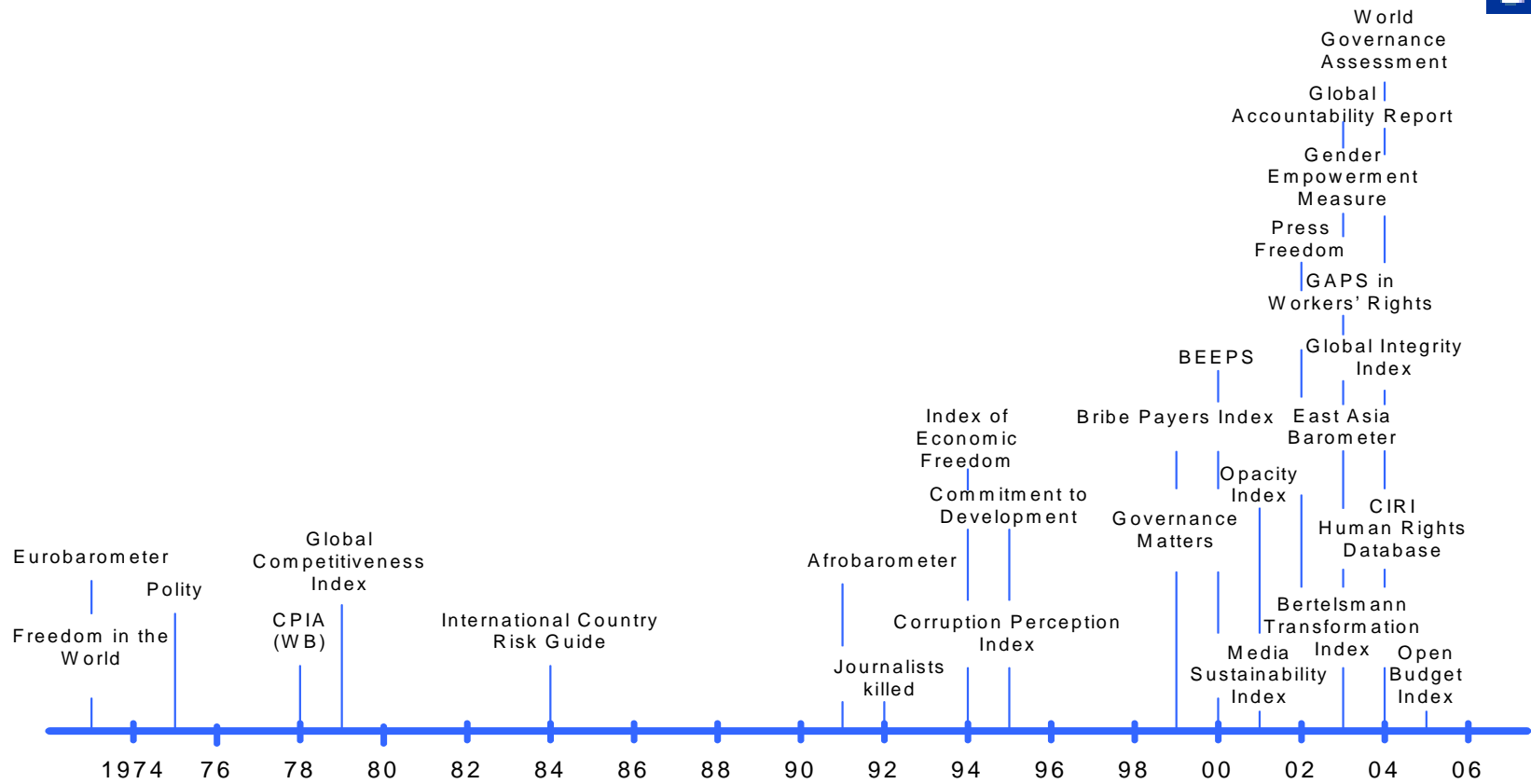
## Indicator Sets Out There (2)

- **A2J (Asia Region)**
- **UN-Habitat:** Elaborates a household survey and groups together expert opinions on tenure security to property in urban areas, with the goal of monitoring progress on MDG 7 (improve the lives of urban slum dwellers).
- **FAO:** Guide on good governance in land tenure and administration, including some discussion on indicators and what should be monitored.
- **IFAD:** collects studies and expert opinions on the access of land by poor and vulnerable households, tenure security, land market functioning, and management of common property in rural areas. A number of indicators on land exist at each level. Some project-level indicators are developed specifically for each project.
- **AU-ECA-ADB Land Policy Initiative:** aiming at developing a pan-African land policy framework that will lead to the development of viable indicators and mechanisms for monitoring land policy/land reform implementation.

# On Governance at Large: The mushrooming industry



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# 'Herd effect' in expert surveys



I heard  
corruption is  
getting really  
bad



Really?  
I guess I  
think so as  
well....



# Lack of comparability over time

## Some indexes

- do not include the same set of countries from one year to the next
- provide rankings, (not scores) which makes it difficult to track absolute progress
- Use a method that does not allow for longitudinal comparison: e.g. the Worldwide Governance Indicators produced by WBI sets the average value of the indicator across all countries worldwide as always zero, and its standard deviation as always one

Oh no, my country  
dropped three  
places on the index  
this year



Stop crying, it's just  
because we have  
added three more  
countries



# Lack of action-orientation



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**Your score on  
control of  
corruption is  
1.2**

**How does this  
information help  
me to reduce  
corruption in my  
country?**



# Lack of pro-poor & gender-sensitivity



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# The Method: What for?



## COMPARISON ?

- Only helpful at the level of agenda setting and kicking off discussions for change.
- Not helpful for prioritizing exact policy options for change within public services.
- Less useful than in-country comparisons among country's own regions/provinces

## RANKING ?

- Unreliable because highly dependent on country sample size and comparability of exact data which is never the same across countries and over time.

## Country Reform?

- Not useful for region specific, group specific or policy area specific policy recommendations.
- Will need to be localized to capture in-country experience
- If disaggregated by gender, then not specifically responsive to various women needs, experience, expectations
- Are often based on complicated aggregation and weighting formula, not understandable to policy makers and civil society advocates

# The Method: Useful?



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- Ambiguities of definitions & assumptions embedded in indicators and weighting
- Most aggregate global indices place pillars of indicators next to each other, without advancing understanding on the interaction between economic, social, cultural and political spheres of governance in order to advance equitable service delivery.



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# How to Measure? Six basic guidelines

*when developing indicators*

# Validity \*



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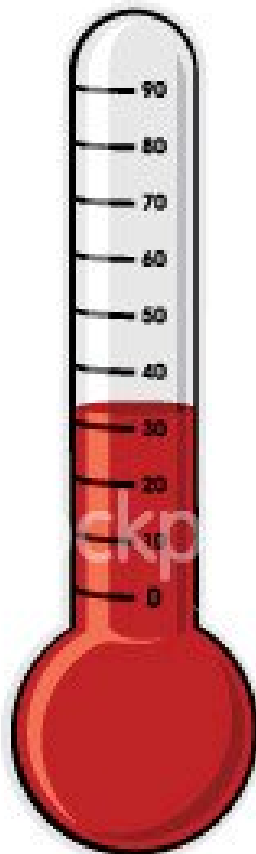
Are you really measuring what you intend (or claim) to measure?

Are your indicators likely to record progress towards your objective?

# Sensitivity \*



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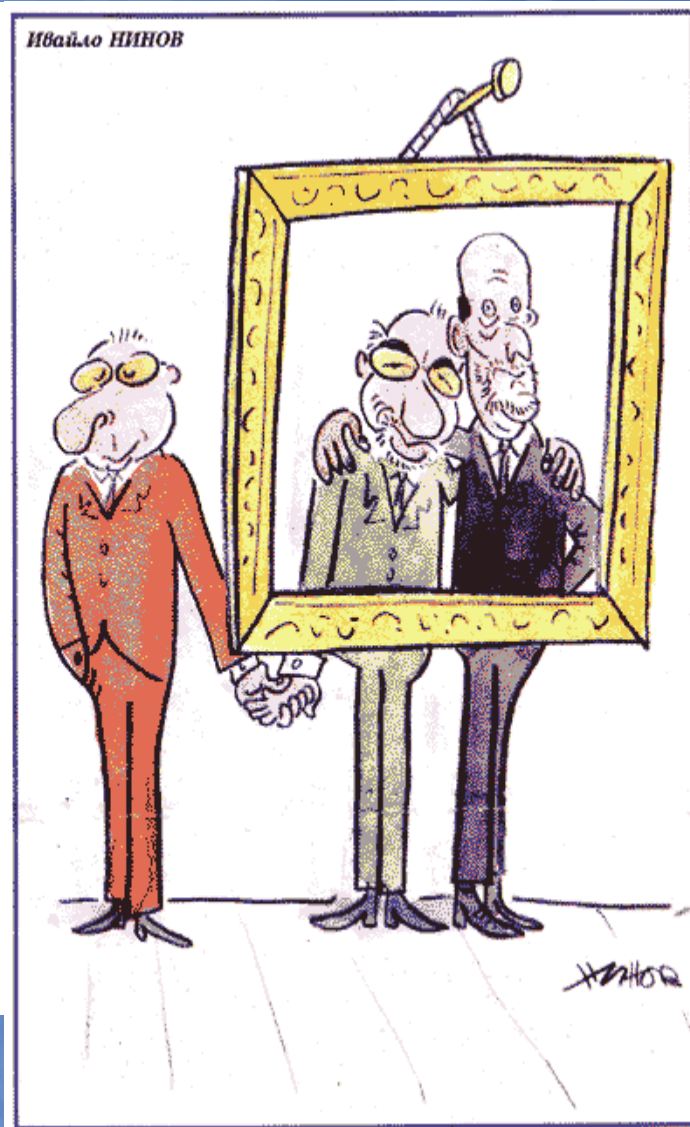


Are your indicators sensitive to the changes your interventions are most likely to produce?

# Equality



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Do your indicators specifically capture the experience of vulnerable / minority groups?

Can your indicators that capture general experience be disaggregated to isolate the experience of particular groups?

# Practicality \*



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Can you afford to collect the necessary data on a regular basis?

Are simpler, less expensive ways to collect data available?

# Clarity



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Do your indicators make sense to all of your audiences, including the poor & minorities?

Are your measures expressed in units that are familiar to most citizens?

# Balance \*



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Do you have a balanced basket of indicators that measures progress towards a single aim?

Is the ambiguity inherent in each indicator reduced by the presence of the others?



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## And do not forget to:

- Mix input, output, process & impact
- Mix methods (Ql. Qt. Partic.)
- Mix perception with experience
- Go down to sector & policy level

# The Process: Enhancing Ownership



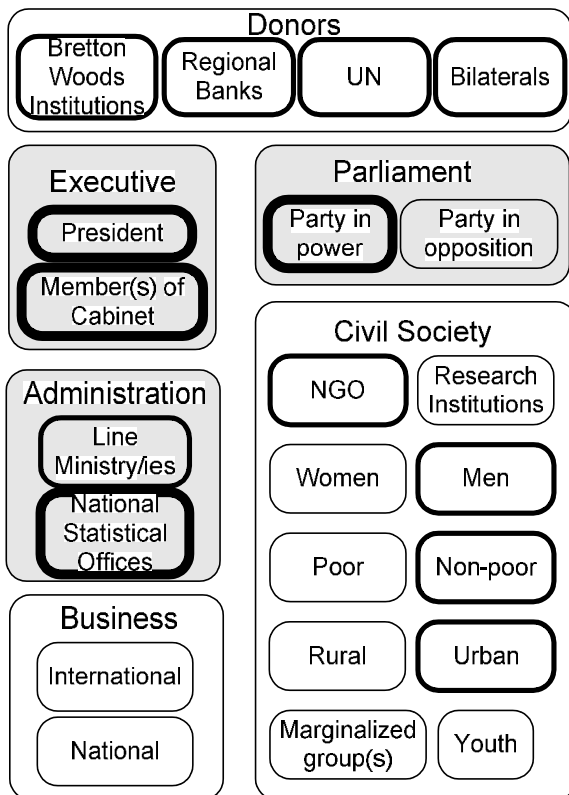
- Many Producers, Few Users
- Accra, Doha etc...
- Measuring Progress & Democratic Global Governance (new multilateralism )
- But what is “ownership”

# Variation in ownership

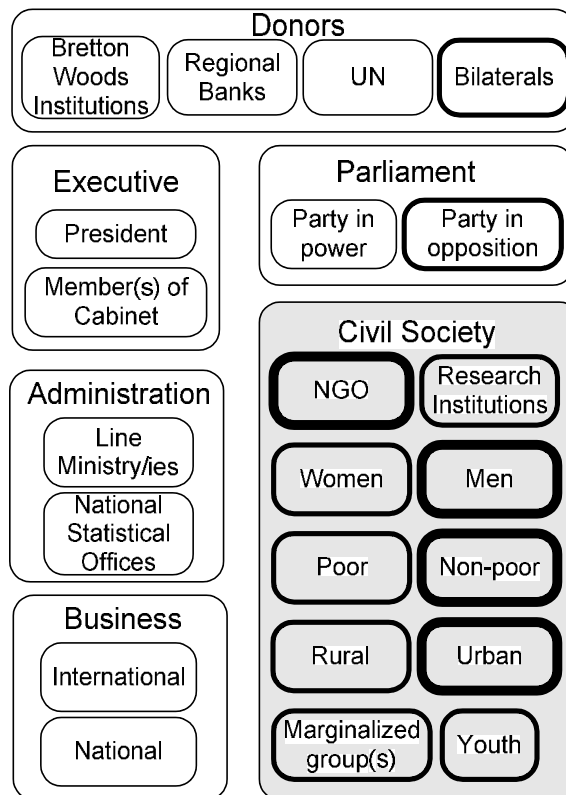


## Examples of what ownership of governance assessments could look like

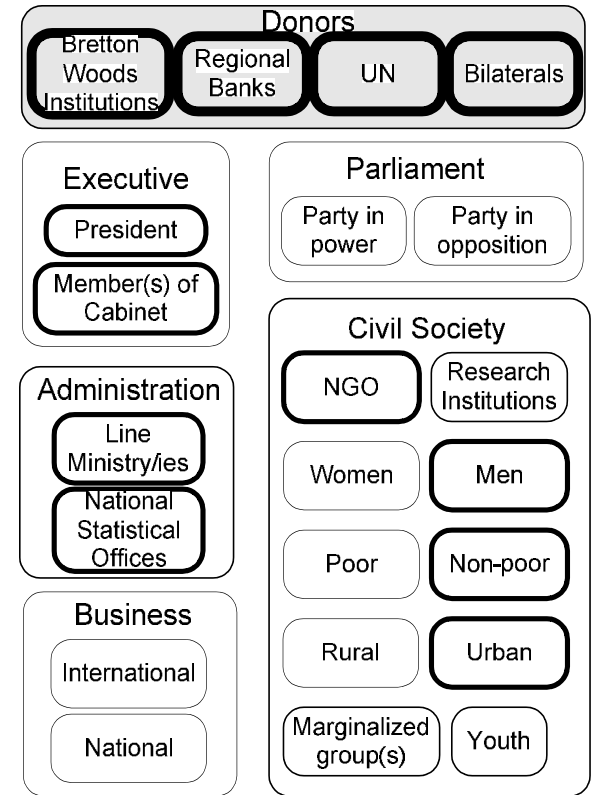
Mostly owned by Government<sup>a</sup>



Mostly owned by Civil Society<sup>a</sup>



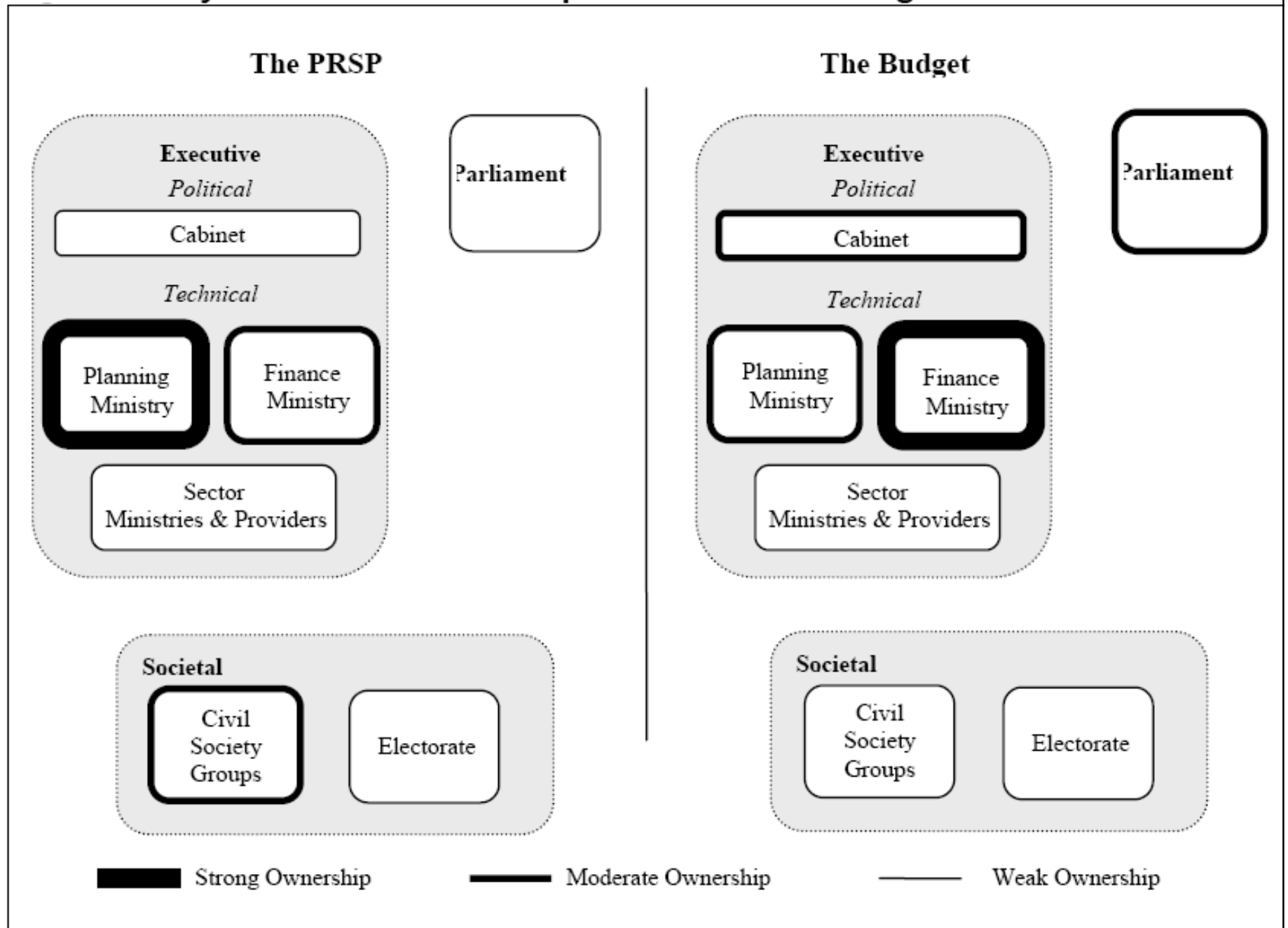
Mostly owned by Donors<sup>a</sup>



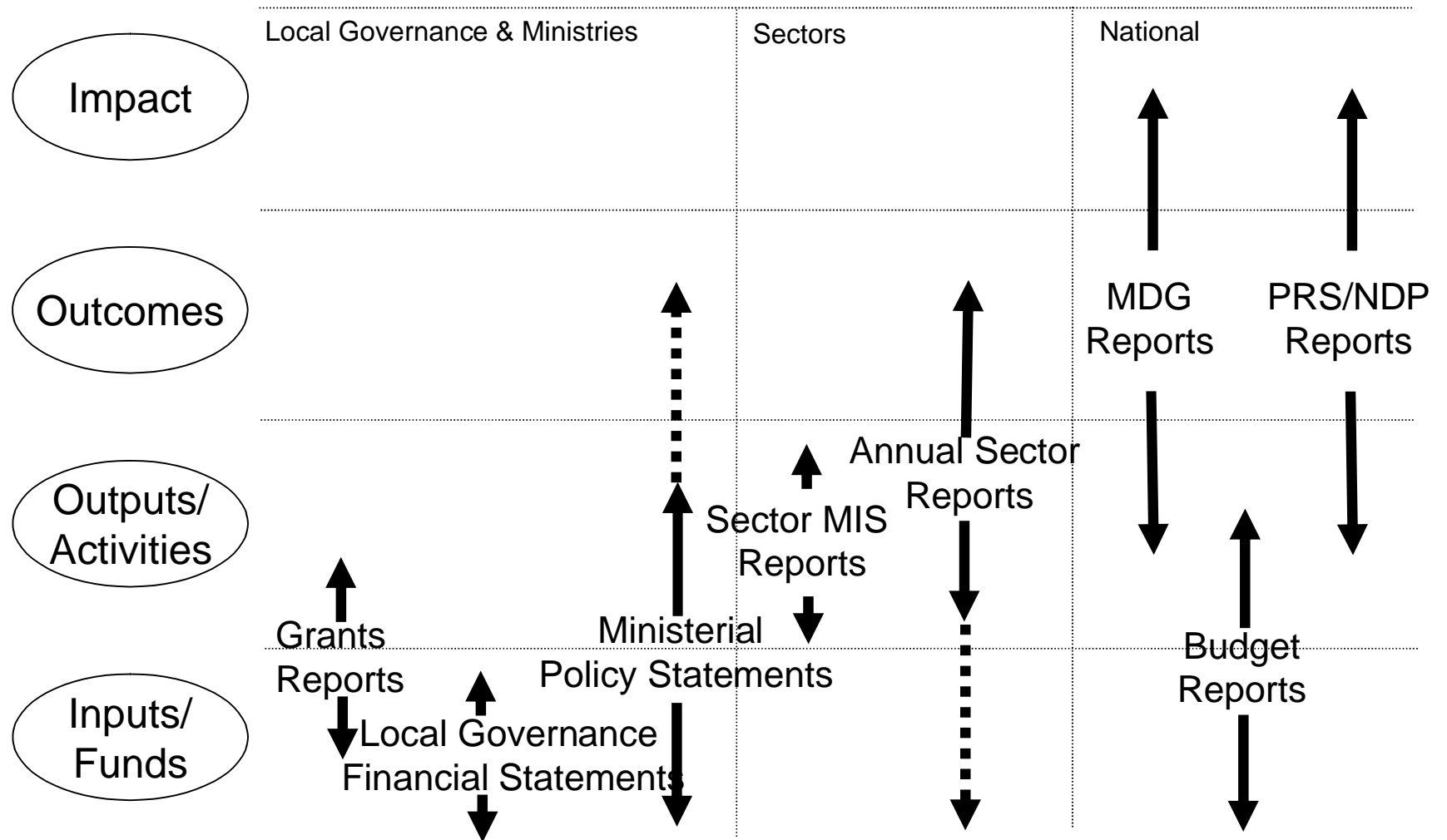
— Strong ownership — Moderate ownership — Weak ownership

<sup>a</sup>Real country examples will vary greatly. Illustration does not attempt in any way to depict what are the most common ownership modalities.

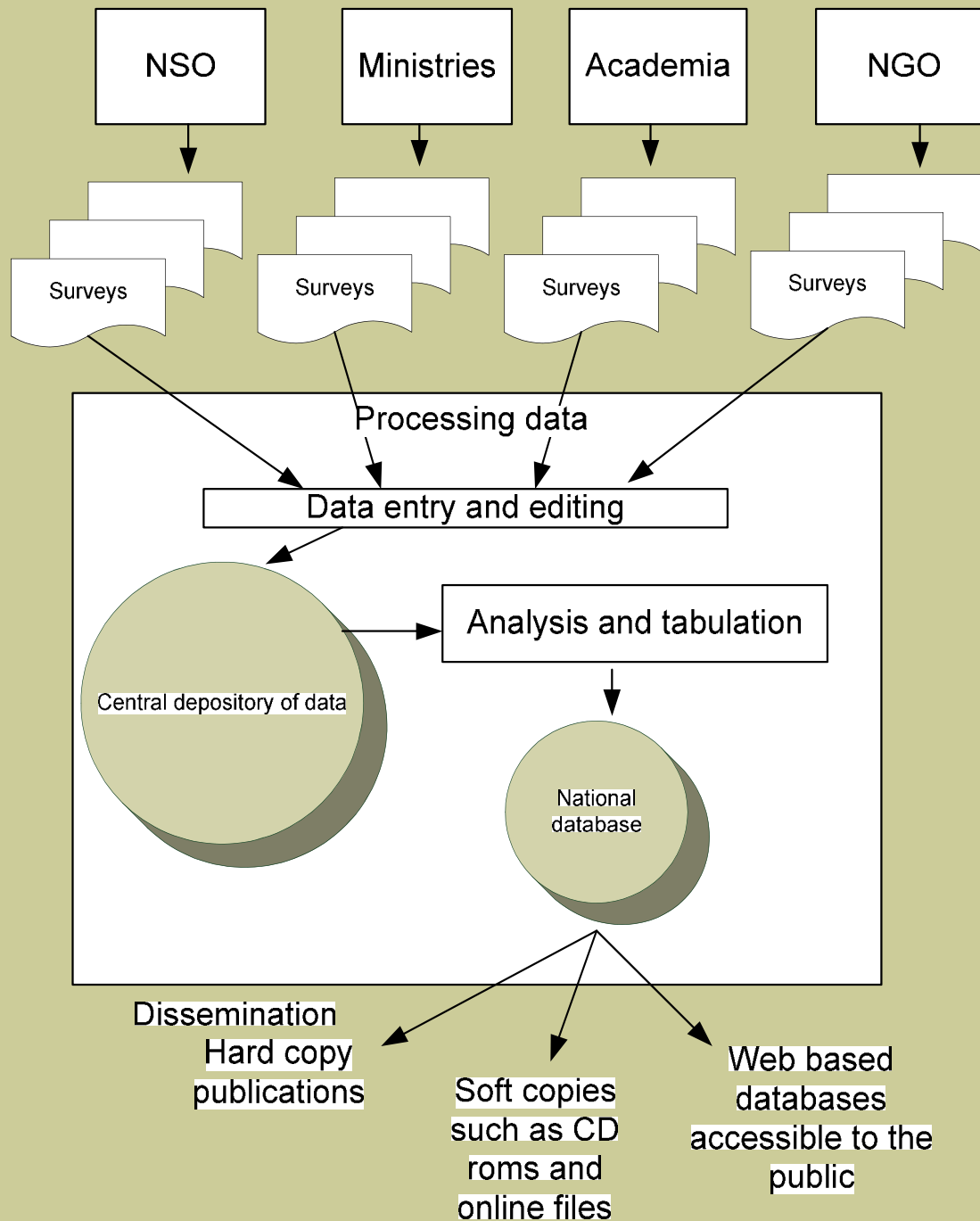
# Asymmetries of ownership in the PRS and budget

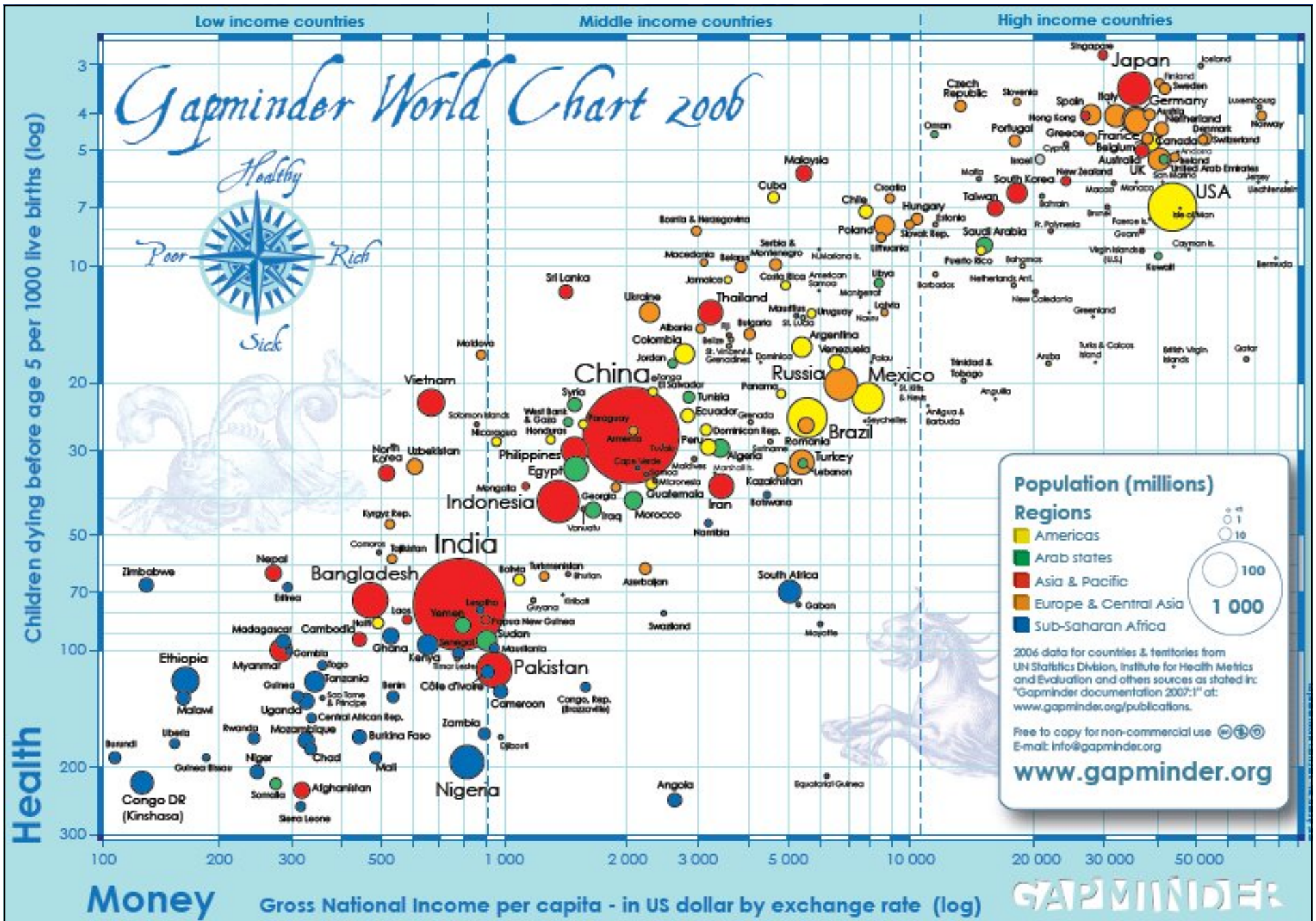


# Aligning governance indicators with other reporting mechanisms



Governance data producers





# Using plain language & cartoons



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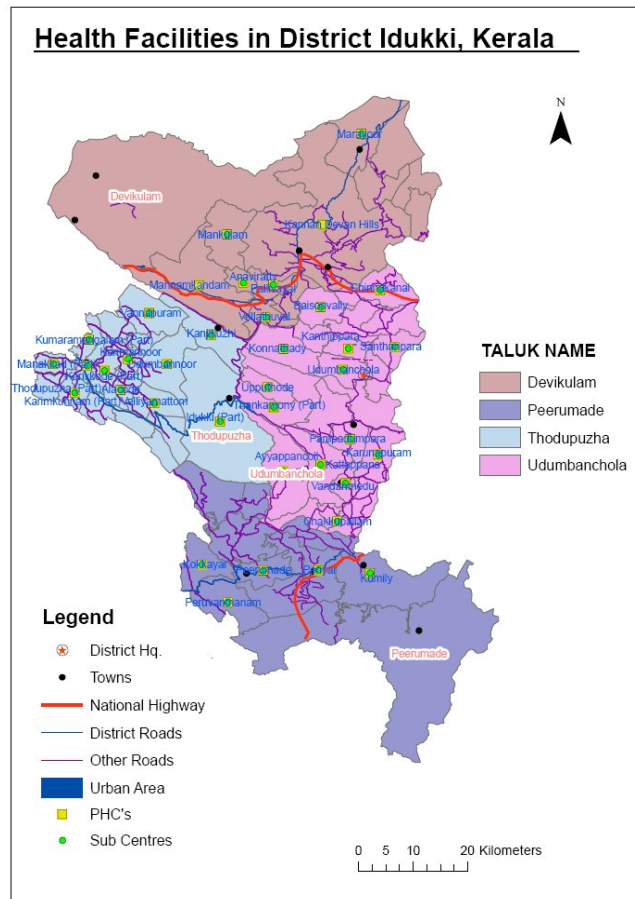


# Using interactive maps



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**Health Facilities in District Idukki, Kerala**



Map composed by NIC  
Source - RGI , SOI



# Using community radio



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information  
empowerment

Learning and capacity



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United Nations Development Programme  
Oslo Governance Centre