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PILOT INITIATIVE ON NATIONAL-LEVEL MONITORING OF SDG16

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PILOT INITIATIVE ON NATIONAL-LEVEL MONITORING OF SDG16

Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

This report summarizes the findings emerging from a pilot initiative led by the United Nations Development Programme (UNDP), in collaboration with the Open Government Partnership (OGP) and with financial support from the United States Agency for International Development (USAID), from November 2016 to July 2017, to support inclusive processes and methodologies for monitoring SDG16 in six countries: El Salvador, Georgia, Indonesia, South Africa, Tunisia and Uruguay. Additionally, this report presents information from Mexico, which was not part of the pilot initiative but simultaneously developed a similar methodology in coordination with these countries.

The report will be useful to anyone interested in knowing more about the various approaches adopted by participating governments to monitor SDG16 in collaboration with non-governmental actors, the main challenges they faced in doing so and lessons learned from their experiences.

It is hoped that the multi-stakeholder monitoring approaches adopted by the participating countries, which are reviewed in this report, will be instructive in other contexts as more countries prepare to report in the High-Level Political Forum on Sustainable Development.

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EXECUTIVE SUMMARY

Sustainable Development Goal (SDG) 16 breaks new ground in articulating and emphasizing the purpose and outcomes of good governance in development. But governance is a fairly new domain in official statistics, with few international standards defining its measurement and few countries and statistical offices having experience in producing governance statistics.

As countries prepare to fulfil their obligation to report on SDG16, they have an unprecedented opportunity to heed the call of the 2030 Agenda to break down traditional barriers between official and non-official data producers and form new partnerships for the production of governance statistics and information.

While monitoring is often considered one of the last steps in the policy cycle, the 2030 Agenda asks governments to develop national indicators and a monitoring system as a priority—before SDG implementation. Meaningful reporting on SDG16, perhaps more than any other, requires a certain level of analysis and contextualization at the country level if its 12 targets are to be "grounded" in national realities and reflect national development priorities. In turn, SDG monitoring systems can be used to monitor the implementation of existing national plans and budgets where this is not yet happening consistently.

The UNDP pilot initiative aimed to support El Salvador, Georgia, Indonesia, South Africa, Tunisia and Uruguay to translate the global SDG16 indicators into a country-owned monitoring system that is supported by relevant and meaningful governance, peace and security measures, can be accessed by stakeholders and can be used to track progress.

The **three main objectives** of the initiative were to:

1. Develop and implement an inclusive monitoring methodology that includes both government and civil society;
2. Make the monitoring process open and transparent and ensure that data is publicly accessible;
3. Use this inclusive approach to SDG16 monitoring to propel implementation, by engaging stakeholders not only in monitoring but also in identifying solutions to the challenges revealed in the reporting.

More generally, it sought to identify the institutional arrangements that work best for a broad range of national stakeholders, to enable them to collaborate effectively around SDG16 monitoring. It also sought to identify the methodologies that can be used to provide a more comprehensive picture of the specific challenges faced by a given country in implementing SDG16 and of progress.

The key methodology used in the pilot initiative was national scorecards combining three categories of indicators:

1. Global SDG indicators, as officially adopted by the United Nations Statistical Commission;
2. Other relevant internationally comparable indicators;
3. Country-specific indicators developed either by government through the national statistical system or by non-official data producers such as civil society, research institutions or the private sector.

Ahead of the 2019 United Nations High-Level Political Forum on Sustainable Development,[1] which will have a dedicated focus on SDG16, the pilot initiative on monitoring SDG16 offers to other countries interested in replicating a similar approach, five main lessons for consideration:

1. **The national SDG16 monitoring methodology introduced by this pilot initiative has proven to be a useful way for countries to prepare for implementation, and in some cases even to start monitoring and reporting on their SDG16 commitments.** The pilot initiative has already prompted El Salvador and Uruguay to report on SDG16 in their 2017 Voluntary National Review at the 2017 High-Level Political Forum.

2. **Periodic monitoring is vital.** A one-off baseline-setting exercise will not go very far in triggering policy action for the implementation of SDG16. Setting up systems that ensure regular reporting on progress is essential if countries are to design effective national SDG16 strategies and track their implementation over time.

3. **Inclusive and participatory consultations are challenging but unavoidable.** In this new era of public policy formulation, where a variety of state and non-state stakeholders expect to be "co-creators" of policies and their associated programmes, the policy formulation process matters as much as policy content.

4. **Data and indicators are a conversation-starter.** Platforms, portals and scorecards are useful tools to kick-start and/or deepen national discussions around SDG16 and what it means in a given national context.

5. **Policy development and implementation is the ultimate goal.** When designing indicator frameworks and associated data collection strategies, and when filling out national scorecards, stakeholders should not lose sight of the end goal: SDG16 data should trigger action by policymakers and tangible improvements in people's lives.

1. See https://sustainabledevelopment.un.org/hlpf.

INTRODUCTION

Sustainable Development Goal (SDG) 16 recognizes the centrality of effective, responsive and inclusive institutions to meeting societies' aspirations for high-quality public services that are accessible to all. With this focus and emphasis, SDG16 is a foundational condition for several other SDGs to be achieved and can be a key enabler for many others. Sustainable development is built on the foundations of a peaceful, just and inclusive society and institutions.

But unlike many other thematic areas of the 2030 Agenda, producing national data on peace, justice and the effectiveness of institutions is a relatively new area of engagement for national and international actors alike. Few international standards exist for the production of governance statistics, and few countries have experience in producing such statistics. Thus, of the 23 indicators officially adopted by member states at the UN Statistical Commission to monitor SDG 16 at the global level, only six can readily be measured by countries (these are classified as "Tier 1" indicators). The rest either do not have an established methodology ("Tier 3" indicators) or if they do, data is not regularly produced by countries ("Tier 2" indicators).[2]

Considering these significant measurement challenges, the need arose for a pilot initiative to help answer a number of questions related to SDG16 monitoring:

- How can governments translate this new global commitment into tangible improvements in people's lives?
- How can governments measure what truly "matters" at country level?
- What types of SDG16 data are needed to inform national plans and budgets?
- What types of SDG16 data are likely to influence discussions on the implementation of this ambitious Goal?
- How can "progress" on SDG16 be measured in a way that really shows how life is changing for ordinary citizens?[3]

The pilot monitoring methodology tested in the course of this initiative was adapted to suit each country's context, priorities and particular experience with governance monitoring. For instance, Indonesia and Tunisia built on their previous experiences with illustrative measuring of governance, initiated in the run-up to the adoption of SDG16 (2014-15).[4] While national adaptations of the proposed monitoring methodology were encouraged, countries proceeded consistently, in three distinct phases:

---

2. To facilitate the implementation of the global indicator framework, all SDG indicators are classified by the IAEG-SDGs into three tiers on the basis of their level of methodological development and the availability of data at the global level. See "Tier Classification for Global SDG Indicators" at https://unstats.un.org/sdgs/iaeg-sdgs/tier-classification/.
3. See Acuña-Alfaro, Jairo (2017). "Monitoring the implementation of SDG16 for peaceful, just and inclusive societies." Our Perspectives. UNDP. 4 April.
4. See UNDP (2016). "Final report on illustrative work to pilot governance in the context of the SDGs." www.undp.org/content/undp/en/home/librarypage/democratic-governance/final-report-on-illustrative-work-to-pilot-governance-in-the-con.html.

Participants at mid-term meeting in Mexico, March 2017.

1. **Definition of indicators and baseline data collection.** In consultation with national statistical offices (NSOs), and drawing from international SDG16 data platforms and national (official and non-official) data sources.

2. **Multi-stakeholder consultations and review of progress.** Joint review by government and civil society of the proposed indicator framework and of indicator results, and joint formulation of broad policy recommendations.

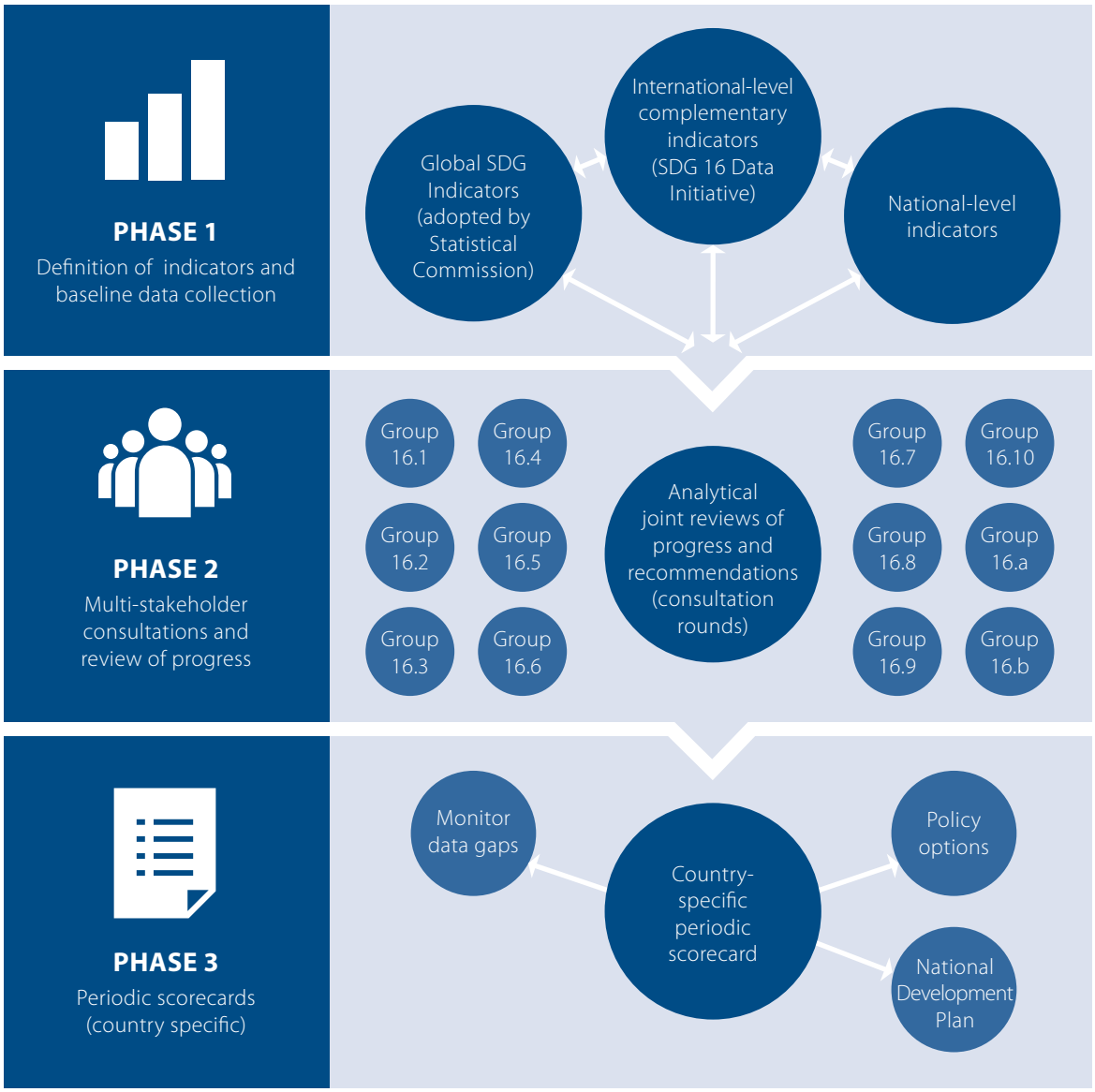
3. **Periodic scorecards.** Periodic tracking of progress using the selected indicators, identifying and addressing data gaps, and formulating specific policy recommendations for each target.

The pilot initiative also allowed for periodic fine-tuning and peer-learning activities, notably through a mid-term meeting of pilot countries hosted by the Office of the President of Mexico and the Secretaría de Relaciones Exteriores and Secretaría de Función Pública.[5] Figure 1 provides an overview of the three phases and the methodology applied.

This report documents the various approaches adopted by participating countries during each of the three stages, and describes the variations applied to the generic methodology to better reflect country specificities and any prior experience with governance monitoring. It also discusses some of the challenges faced in relation to data collection and multi-stakeholder collaboration, and presents a number of lessons learned from the experience.

5. A photographic record of the meeting is available at https://www.flickr.com/photos/pnudmx/sets/72157678371497974

FIGURE 1. NATIONAL PROCESSES FOR MONITORING SDG 16



PHASE 1: DEFINITION OF INDICATORS AND BASELINE DATA COLLECTION

In Phase 1, countries reviewed available indicators of relevance to SDG16 and selected the most pertinent ones in their national context, drawing from three categories of indicators:

1. Global SDG indicators, as officially adopted by the United Nations Statistical Commission (see figure 2);
2. Other relevant internationally comparable indicators;
3. Country-specific indicators developed either by government through the national statistical system or by non-official data producers such as civil society, research institutions or the private sector.

Several countries chose to keep this initial discussion around indicator selection within the governmental sphere. In **El Salvador**, for instance, with the joint work of UNDP and the Ministry of Foreign Affairs and Technical and Planning Secretariat of the Presidency of the Republic, a series of meetings was held with key institutions playing a leading role in the implementation of SDG16, such as the Public Security and Justice Ministry, the Secretariat for Transparency and Anticorruption and the Institute for Access to Public Information, to review global SDG16 indicators and propose additional relevant national indicators. In other countries, such as **Georgia**, **South Africa** and **Tunisia**, conscious efforts were made from the outset to involve civil society and the private sector in the development of the indicator framework. In Georgia, the Institute for Development of Freedom of Information (IDFI), as implementing partner of the UNDP, is actively involved in the process of implementation of the SDGs.

On the other hand, **Uruguay**, **El Salvador** and **Mexico** found it convenient to start by grouping the 12 SDG16 targets into sub-thematic areas.

In **Indonesia**, an exercise to align SDG16 with the National Development Plan identified 34 national indicators that are matched (5), proxy (20) or complementary (9) to SDG16. The "SDGs Indonesia" metadata describe the indicators, including their definition, computation method, frequency of data collection and disaggregation. Metadata were used as a common point of departure for consultations and guidance for all stakeholders at national and subnational levels, to measure indicators, assure comparability among regions and ensure that the "no one left behind" principle was in place. Of the 34 SDG16 indicators, data from 12 indicators were available in Badan Pusat Statistik (BPS-Statistics Indonesia), nine of which are on the BPS dashboard. Data from the other 22 indicators were available in other ministries/bodies.

The integration of quantitative and qualitative indicators in Indonesia's monitoring framework is generally acknowledged as being crucial and appropriate, in order to have comprehensive and more useful substantive measurement of the performance of targets and indicators. However, it will necessitate careful field assessment and data collection, as well as expert judgement. The analysis of disaggregated data by socio-economic status, gender, age group, domicile and administrative level has to be measured as far as possible, to address the "no one left behind" principle. The data sources need to be collected from BPS, technical ministries, research institutions, non-governmental organizations (NGOs) and universities.

FIGURE 2. SDG16 TARGETS AND INDICATORS SHOWING TIER CATEGORY[6]

12 TARGETS	23 INDICATORS		TIER
16.1 Significantly reduce all forms of violence and related death rates everywhere	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	🟡
16.2 End abuse, exploitation, trafficking and all forms of violence against and torture of children	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	🟡
16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all	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	🟢
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	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	🟡
16.5 Substantially reduce corruption and bribery in all their forms	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	🟡
16.6 Develop effective, accountable and transparent institutions at all levels	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	🔴

6. To facilitate the implementation of the global indicator framework, all indicators are classified by the IAEG-SDGs into three tiers on the basis of their level of methodological development and the availability of data at the global level, as follows: Tier 1: Indicator is conceptually clear, has an internationally established methodology and standards are available, and data are regularly produced by countries for at least 50 per cent of countries and of the population in every region where the indicator is relevant. Tier 2: Indicator is conceptually clear, has an internationally established methodology and standards are available, but data are not regularly produced by countries. Tier 3: No internationally established methodology or standards are yet available for the indicator, but methodology/standards are being (or will be) developed or tested. The establishment of the tier system is intended to assist in the development of global implementation strategies. For Tier 1 and Tier 2 indicators, the availability of data at the national level may not necessarily align with the global tier classification and countries can create their own tier classification for implementation. See https://unstats.un.org/sdgs/iaeg-sdgs/tier-classification/.

12 TARGETS	23 INDICATORS		TIER
16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels	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	🔴
16.8 Broaden and strengthen the participation of developing countries in the institutions of global governance	16.8.1	Proportion of members and voting rights of developing countries in international organizations	🟢
16.9 By 2030, provide legal identity for all, including birth registration	16.9.1	Proportion of children under 5 years of age whose births have been registered with a civil authority, by age	🟢
16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements	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	🟡
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	16.A.1	Existence of independent national human rights institutions in compliance with the Paris Principles	🟢
16.B Promote and enforce non-discriminatory laws and policies for sustainable development	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	🔴

NOTE: TIER CLASSIFICATION		No. of Indicators
🟢	Indicator conceptually clear, established methodology and standards available and data regularly produced by countries	6
🟡	Indicator conceptually clear, established methodology and standards available but data are not regularly produced by countries	9
🔴	Indicator for which there are no established methodology and standards or methodology/standards are being developed/tested.	8

After attempting to collect baseline data on the 23 global indicators for SDG16, **El Salvador** determined that only three of these were currently being tracked in the country: 16.3.2, unsentenced detainees as proportion of overall prison population; 16.6.1 on "primary government expenditures as a proportion of the original budget approved, by sector"; and 16.9.1 on the "proportion of children under 5 years of age whose births have been registered with a civil authority". Of the 23 global indicators, only three are measurable as formulated, but for 12 of them there are alternative national indicators that serve as a proxy; thus, only eight global indicators were not measurable. In total, 30 global and alternative/proxy national indicators were defined in El Salvador and selected for use in Phase 1. Data-producing government entities were requested to provide baseline data for these indicators for 2015 (which they did).

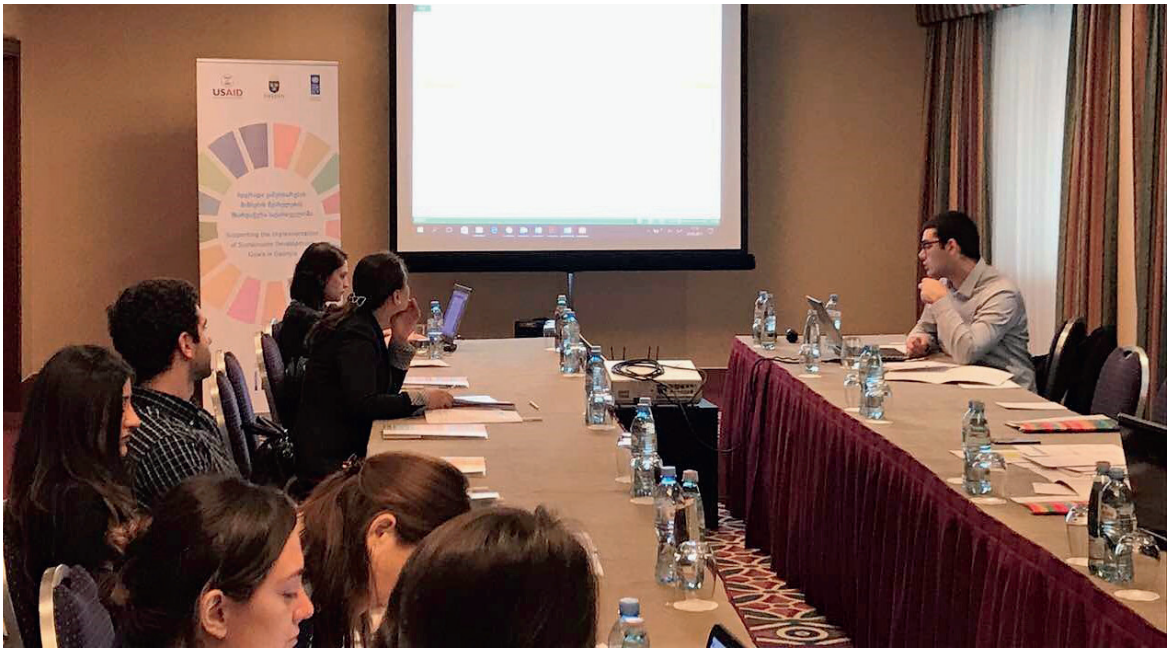
By the time the pilot started in **South Africa**, the NSO (StatsSA) had already embarked on the domestication of the global SDG indicator framework and begun developing a country baseline report. However, this initial "baseline report" had mainly drawn on official data sources. The pilot conducted a comprehensive gap analysis of available data against the global SDG16 indicators. The pilot initiative therefore provided a timely opportunity for South African civil society to contribute to the elaboration of the national SDG16 indicator framework and, subsequently, to data collection.

A mapping of all SDG16- and OGP-related civil society stakeholders, with a specific focus on those performing data collection activities, guided StatsSA's engagement strategy with civil society actors. The initial data gap analysis conducted against the global SDG16 indicators was used in consultations with civil society to identify thematic areas where non-official sources of data might be used to fill out gaps in official data production. These discussions with civil society were informed by a literature review on the national adaptation of global SDG indicators. This research underlined the importance of combining different types of indicators (structural, process and outcome indicators) to get a full picture of progress, discussed the pros and cons of using official and non-official sources of data, and showed how quantitative indicators can be usefully complemented by narrative assessments to better capture the nuances of a particular national context. By the end of Phase 1, after two rounds of consultations with civil society, stakeholders had jointly selected two to three national indicators to complement each global SDG16 indicator.

In **Georgia,** the indicator selection process showed that government institutions are more comfortable using administrative data that is produced by either themselves or independent public agencies, such as the NSO or the Office of the Public Defender, than using data from civil society organizations (CSOs). This can partly be attributed to the fact that the data produced by Georgian CSOs is rarely converted into forms that would be useful to policymakers, such as regularly published summary reports with time series allowing for the tracking of trends. In this context, government stakeholders in Georgia often chose to rely on well-established international rankings when national data sources were unavailable: one quarter (8) of the 35 indicators in the Georgian SDG16 monitoring framework are international indices.[7]

Seventeen of the 23 global SDG16 indicators were retained in their original formulation. For those that could not be measured or were deemed insufficient, a set of criteria was used to guide the selection of 18 complementary national indicators. Such criteria included "whether data is available in open data format" (positive), "whether the indicator is already used for policymaking, planning or M&E" (positive), "whether data is

7. The World Press Freedom Index, the Control of Corruption Index, the Rule of Law Index, the Regulatory Quality Index, the Government Effectiveness Index, the Voice and Accountability index, the Open Budget Index and PEFA (public financial management) indicators.



SDG workshop in Georgia, May 2017

collected through an inclusive approach, i.e. in collaboration with a variety of stakeholders and drawing from a diversity of sources" (positive) and "whether data collection requires additional financial resources" (negative).

In **Tunisia,** Phase 1 started in 2014 when the country was selected by UNDP as a pilot country for an initiative aimed at illustrating the measurability of SDG16 in selected national contexts. During this phase, a broad array of state and non-state stakeholders was invited to tailor the initial proposal of the Open Working Group for SDG16 Targets and Indicators to the Tunisian context. The outcome of this process was a Tunisian Governance Goal, which had nine targets and 89 indicators. This proposal was refined in 2015, and the number of indicators was reduced to 34 based on a rigorous assessment of their relevance and measurement feasibility. One important outcome of the highly participatory process applied in this first phase was the replacement of the peace elements of the global SDG with a Tunisia-specific pillar on civil society's participation in the management of public affairs,[8] which Tunisian stakeholders found critically important to support the democratic transition unfolding in the country.

When collecting baseline data, the Tunisian pilot tested the use of Big Data to monitor the corruption target through social media analysis. The results were encouraging, showing fairly strong convergence between results obtained through social media analysis and survey data generated by the Governance, Peace and Democracy household survey conducted by the NSO of Tunisia. This experiment demonstrated that social media analysis could serve as a useful methodology for real-time monitoring of selected SDG targets.[9]

8. Target 6 of Tunisia's Governance Goal reads: "Promoting a partnership with non-governmental organizations and the media for the promotion of development and good governance".

9. See more at http://europeandcis.undp.org/blog/2015/11/25/diagnose-and-treat-measuring-a-countrys-pulse-with-social-media/.

SDG workshop in Tunisia, January 2017

In **Uruguay** (and, very similarly, in El Salvador), the first step taken in Phase 1 was to categorize SDG16 targets into four sub-thematic areas: Violence and security (targets 16.1, 16.2, 16.4, 16.A); Access to justice and human rights (targets 16.3, 16.9, 16.B); Transparency, governance and access to information (targets 16.5, 16.6, 16.10); and Participation and international inclusiveness (targets 16.7, 16.8). This thematic framework was then used to guide the selection of indicators. Where global SDG16 indicators were classified as Tier 2 or 3, two types of alternative indicators were proposed to stakeholders; some represented slight adjustments of global SDG16 indicators to ensure their measurability in the Uruguayan context, while others were "new", country-specific indicators drawing attention to issues of national importance left unaddressed by the global indicator framework.

In **Mexico**, the same two limitations of global indicators were observed as in Uruguay. So a specific categorization of four sub-thematic areas was determined in order to classify the different national problems and frame the identification of new indicators. The four sub-thematic areas, identified by the Center for Research and Teaching in Economics (CIDE), are: Security and personal peace (targets 16.1, 16.2); Justice and rule of law (targets 16.3, 16.4); Governmental institutions (targets 16.5, 16.6); and Participation, access and inclusiveness (targets 16.7, 16.8, 16.9, 16.10). In Mexico, multi-stakeholder consultations preceded the selection of indicators. These group discussions led to identification of the problems that span the different thematic areas in Mexico's context. As a result, the indicator framework could be directly associated with those problems. Thus, part of the framework arose directly from the consultations. With the technical support of the UNDP country office, the quality of the indicators and their monitoring viability was examined. The first stakeholders' proposition was completed in accordance with a national and international benchmark.

PHASE 2: MULTI-STAKEHOLDER CONSULTATIONS AND REVIEW OF PROGRESS

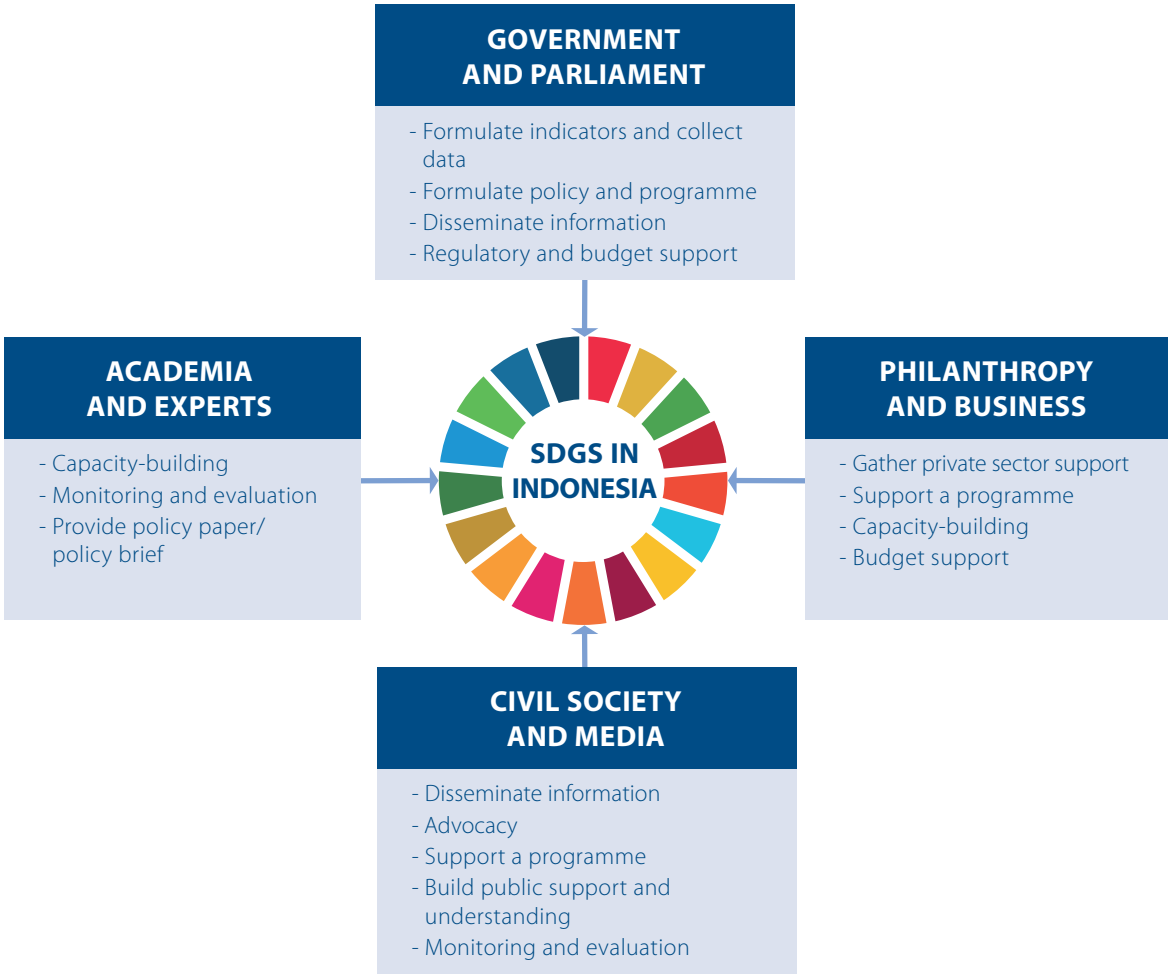
Phase 2 focused on inclusive multi-stakeholder consultations to enable government and civil society to jointly review the proposed indicator framework and take stock of SDG16 progress as measured by the selected indicators. These consultations were also aimed at obtaining multi-stakeholder input to the formulation of legal, policy and programmatic recommendations for the implementation of SDG16. While not all governments had involved non-state actors in their initial design of a national SDG16 indicator framework (Phase 1), they all did so when the time came to assess the robustness of the proposed framework and to analyse the baseline situation as measured by the chosen mix of indicators.

The consultation process in **Indonesia** consisted of a series of workshops and focus group discussions convened with governance and monitoring and evaluation experts, SDG16 monitoring stakeholders and key partners of the initiative (figure 3). The purpose was to analyse how participants' existing commitments align with SDG16 targets and to develop the tools for monitoring how these commitments contribute to progress on SDG16. The consultations aimed to involve all interested parties from the planning stage to the decision-making stage, in choosing the monitoring and evaluation approach and developing the tools and instruments, including their trial application. Seven workshops and focus groups discussions, involving different sets of stakeholders, were conducted between February and June 2017. They generally consisted of discussion and information dissemination, with some having a more technical focus.

SDG16 consultation in El Salvador, May 2017

The consultation and participation approach taken in **Indonesia** through the four SDGs platforms is reflected in the structure of the SDG National Coordination Team led by the President. The four platforms participated in the process of metadata development; however, it was recognized that more attention is needed to optimize such participation as the level of interest and commitment differs between platforms. In Indonesia's experience, the philanthropy and business sector was less engaged than other stakeholders. To improve its participation in the SDG16 monitoring and evaluation process, special attention will be given to linking with the Philanthropy and Business Indonesia for SDGs (FBI4SDGs) initiative, through which private sector actors routinely hold meetings every month to coordinate, share information and "socialize" the SDGs. Indonesia recognizes the important role to be played by the media in raising public awareness and increasing interest and commitment from all stakeholders.

FIGURE 3. INDONESIA: SDGs PLATFORMS



In March and April 2017, **Uruguay** held a cycle of four workshops mirroring the four thematic areas of its SDG16 indicator framework. These consultations were organized by the national government, UNDP and the Uruguayan Center of Information and Studies (CIESU) and assembled more than 140 representatives from all three branches of government, academic institutions and civil society. A weakness of these consultations was the absence—despite their having been invited—of representatives from political parties, subnational governments and the private sector. On the other hand, the richness of discussions and recommendations that emanated from these consultations can largely be attributed to a series of expert interventions made by academics and other experts from government agencies at the beginning of each meeting, which proved very useful in calling attention to key issues and framing subsequent discussions.

In **El Salvador**, the government chose to hold two separate consultations—one with civil society (including CSOs, think tanks, universities and churches) and the other with the private sector (including business associations, entrepreneurs and a national foundation for corporate social responsibility)—to introduce and receive feedback on the proposed national SDG16 indicator framework. Working in thematic groups, participants in these consultations were asked to provide feedback on two aspects. First, they were asked to identify "specific Salvadorian issues" related to each global SDG16 target and, on this basis, encouraged to propose additional national indicators. Second, they were asked to discuss their ongoing or future plans to collect SDG16-related data and to suggest how CSOs and the private sector could be better involved in SDG16 monitoring efforts.

In **South Africa,** consultations brought together key government stakeholders, experts and civil society actors to discuss ways to strengthen civil society participation in monitoring the national indicator framework

SDG workshop in South Africa, July 2017

developed by StatsSA. Civil society actors stressed the importance of StatsSA and the government developing two distinct civil society engagement strategies: one for research-oriented civil society bodies that have the capacity to provide expert input to the elaboration of the SDG16 monitoring framework, and another for organizations oriented towards service delivery, whose strong community ties position them as powerful "SDG16 ambassadors" who can raise awareness of SDG16 and the progress achieved in a way that resonates at the local level.

In **Georgia,** the Council of Public Administration Reform and Sustainable Development Goals (along with the Permanent Working Group on Sustainable Development Goals) was established as an institutional mechanism to help coordinate SDG processes. In an effort to replicate good practices developed through the OGP process, the statute of the Council provides for civil society and development partner representation on the Council. In practice, however, the inclusive aspect of the OGP approach is not fully reflected in the Council: civil society representatives on the Council only have a consultative mandate rather than the voting rights of others. The Georgian pilot showed that, until and unless CSOs are made equal partners in the statute of the Council and have a real and equal voice on the body that will ultimately approve the national SDG16 indicator framework, the incentives for civil society to actively contribute to the domestication of SDG16 (or any other SDG) will be lacking.

SDG workshop in Georgia, May 2017

In **Mexico**, collective discussions were conducted, led by UNDP and the CIDE, to analyse the global indicators and targets and contextualize them within the national situation. The indicators were organized into four sub-thematic subjects and representatives of government, public institutions, universities, research centres and think tanks were invited to join the eight discussion groups. It was decided to separate the input from government representatives and research experts (figure 4). The aim of the participatory consultations was to generate consensus among actors who had a strong knowledge of peace, justice and institutional issues and to identify their needs and challenges at the local level. This consultative phase led to the identification of national problems and their associated indicators framework

FIGURE 4. MEXICO: THEMATIC DISAGGREGATION OF INDICATORS

PHASE 3: PERIODIC SCORECARDS

In Phase 3, pilot countries designed scorecards and analytical assessment frameworks to track indicators and to identify and address any data gaps. They also used indicator results to identify a number of policy, legislative and programmatic recommendations to accelerate progress on individual SDG16 targets.

Indonesia's approach to the scorecard is the development of a traffic light system, building on its strong legacy of development monitoring. The scorecard incorporates three levels of data sources (global, international and national indicators) and both quantitative and qualitative (narrative) assessment, which together track the status of activities, measure performance and demonstrate achievement (figure 5). This type of scorecard enables the provision of more than quantitative measurements. Stakeholders can also report on factors that support or hamper the achievement of specific programmes and targets, on the parties responsible for the

FIGURE 5. INDONESIA: SAMPLE SCORECARD

REPORT CARD FOR SDG 16 MONITORING — Indonesia

A report card with a traffic light system has been agreed as the monitoring mechanism as it provides for qualitative assessment

OBJECTIVES
- To identify the status of activities, **on/off track**
- To measure performance of process
- To estimate achievement of programme/activities

TARGET	TARGET 16.7. Ensure responsive, inclusive, participatory and representative decision-making at all levels				
Indicator 16.7.2a. Democratic Institutions Index	2011 47.54	2012 46.33	2013 46.25	2014 63.72	2015 66.87
Indicator 16.7.2b. Civil Liberties Index	80.79	77.94	79	82.62	80.3
Indicator 16.7.2c. Political Rights Index	74.72	69.28	72.24	75.81	70.63

NARRATIVE ASSESSMENT	
What is working?	How is it working?
Challenge of implementation	
What are the bottlenecks?	
Responsible implementers	Commitments
Summary and way forward	
Recommendation and next step	

Note: Edited for publication.

implementation and success of each programme, and on recommendations and follow-up to improve the programme and its success in the future, in a brief, simple but comprehensive manner.

The data and information presented on the scorecard, and its interpretation and analysis, will not only indicate the achievement of specific programmes and targets but also portray stakeholders' institutional situation and conditions. These tools are expected to serve as a simple but comprehensive framework for the systematic monitoring and review of progress against SDG16 targets and indicators over time. The framework complements other monitoring mechanisms, including the compilation and dissemination of statistical indicators related to SDG16. A challenge still remains, however: whether to maintain a single framework or develop separate scorecards with a national, international or global focus.

Indonesia has also developed a technical SDGs Monitoring Guideline to assist stakeholders to monitor and evaluate their SDG16 performance and achievement at national and local levels using the tools and framework. The Monitoring Guideline was developed through a stakeholders workshop and will be officially adopted by the Ministry of National Development Planning and stipulated in a ministerial decree. To finalize development of the monitoring tools and instrument, a trial will be conducted on three indicators, which will be selected according to the following criteria: (i) the level of difficulty they present for data collection and unit analysis and data segregation, especially from a government administrative point of view (up to provincial and district levels); (ii) the level of public participation and monitoring and evaluation in the development process to date; and (iii) the availability of data and its sustainability in the future.

In **Uruguay**, the Uruguayan Center of Information and Studies (CIESU) designed scorecards that incorporate global indicators (i.e. official SDG16 indicators), supplementary indicators (i.e. global SDG16 indicators slightly adjusted to optimize measurement in the Uruguayan context) and complementary indicators (i.e. additional, country-specific SDG16 indicators measuring aspects not addressed by the global indicators). Since supplementary indicators are only a "variation" of global indicators, CIESU decided to display these two types of indicators in the same table (figure 6) and to present complementary indicators in a separate table. The scorecards show trends in the evolution of indicators over time using ascending, neutral or descending arrows. The global tier classification was extended to national indicators and a colour code was used to classify indicators as Tier 1 (green), Tier 2 (yellow) and Tier 3 (red). In addition, a narrative describes the main actions taken to accelerate progress on each target and lists the responsible actors.

It is noteworthy that Uruguay included a specific chapter on SDG16 in its 2017 Voluntary National Review presented at the 2017 High-Level Political Forum, while other countries did not. This chapter explicitly referred to the indicator scorecards produced as part of the national SDG16 pilot initiative, along with a number of recommendations to improve SDG16 monitoring and implementation:

> *Recognizing the central character of SDG16 in the framework of the 2030 Agenda, Uruguay started, together with five other countries, a pilot initiative with the objective of identifying the current situation in a country with respect to SDG16, and to discuss and propose national-level indicators and establish a national monitoring system for this Goal.*[10]

10. "Al reconocer el carácter central del ods 16 en el marco de la Agenda 2030, Uruguay se embarcó, junto con otros países, en una experiencia piloto cuyo fin es avanzar en la identificación del estado de situación del país en esta materia, discutir y proponer indicadores nacionales, y transitar hacia la generación de un sistema de monitoreo de este objetivo." Uruguay 2017 Voluntary National Review report, available (in Spanish) at https://sustainabledevelopment.un.org/content/documents/15781Uruguay2.pdf.

FIGURE 6. URUGUAY: SAMPLE SCORECARD

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

GLOBAL INDICATORS	DATE (YEAR) AND INDICATOR SCORE	TREND	SOURCE (GEOGRAPHICAL REACH)	SUPPLEMENTARY INDICATORS	DATE (YEAR)	TREND	SOURCE (GEOGRAPHICAL REACH)
16.1.1 Number of victims of intentional homicide per 100,000 population, by sex and age	7.6 (2016)	↘	Ministry of Interior (national)				
16.1.2 Conflict-related deaths per 100,000 population, by sex, age and cause.	0 (2015)	→	Ministry of Interior (national)				
16.1.3 Proportion of population subjected to physical, psychological or sexual violence in the previous 12 months.				Percentage of population that were a victim of violent robbery in the previous 12 months	5% (2011)	↘	National Victimization Survey (national)
16.1.4 Proportion of population that feel safe walking alone around the area they live.				Proportion of population that feel very or rather safe when thinking about the possibility of being a victim of robbery or assault in his/her residential area.	58.5% (2014)	↗	LAPOP (regional)

ONGOING ACHIEVEMENTS AND PROCESSES

The establishment of the new Penal Procedural Code (to be implemented during 2017) is a significant reform aimed to have important consequences regarding this target. In addition, FGN [Fiscalia General de la Nacion–Attorney General Office] is currently developing the National Inquisitive System of Penal Procedures in Uruguay (SIPPAU), with the objective of strengthening the coordination with other institutions, including the Ministry of the Interior and the Judicial Branch. Some recent policies from the Ministry of Interior to combat criminality that deserve credit are at the preventive level, the Policing Oriented towards Problems (POP) and at the repressive level, the High Operation Dedication Programme (PADO).

BOTTLENECKS AND CHALLENGES

A first level of bottlenecks and challenge refers to the definition of indicators for the target. In particular, indicator 16.1.3 includes psychological violence, which is difficult to measure. Regarding indicator 16.1.4, most relevant data is available from non-official sources (LAPOP, for example). Nevertheless, the National Victimization Survey that is currently under implementation (2017) with the support of the National Statistics Institute includes a question on this matter. A challenge would be to ensure the periodicity of this survey in order to capture the evaluation of the indicator over time. Secondly, there are inherent challenges to the implementation of the new Procedural Penal Code. Such a reform requires significant efforts to minimize implementation problems.

RESPONSIBLE IMPLEMENTERS

Ministry of the Interior
Judiciary
Attorney General

COMMITMENTS

Implementation of the new Penal Procedural Code.
Set up a defined periodicity for the National Victimization Survey.

NEXT STEPS

To start implementation of the new Penal Procedural Code, the SIPPAU and its coordination with the information systems from the Ministry of Interior and the Judiciary require important efforts from the Government to guarantee its success.
On the other hand, the National Victimization Survey should be produced regularly and periodically keeping the support of the National Institute of Statistics.

Note: Edited for publication.

Georgia's scorecard (figure 7) specifies national benchmarks. For example, under target 16.1 (Significantly reduce all forms of violence and related death rates everywhere), indicator 16.1.1 (Number of victims of intentional homicide per 100,000 population), multi-stakeholder consultations in Georgia determined that it would be realistic to work towards a 10–15% reduction in the number of homicide victims per 100,000 population in Georgia.

Georgia's scorecard also explicitly ranks each indicator according to its national policy relevance. Indicators monitored in connection with an existing national policy document or strategy have "high policy relevance"; those not monitored in connection with a national policy or strategy but which are nonetheless important for overall policymaking and/or reporting have "medium policy relevance"; and those not currently integrated into any strategic or policy document have "low policy relevance"

The Georgia pilot also stressed the importance of developing detailed metadata sheets for each national supplementary indicator, similar to the metadata sheets developed for global SDG16 indicators,[11] which clearly outline the rationale, method of computation, limitations and recommended frequency of data collection. Such metadata sheets were highlighted as essential complements to the summary indicator scorecards to ensure that national SDG16 indicators would be clearly communicated to both data producers and data users, as well as the broader public.

The scorecard used in **Tunisia** (figure 8) categorizes indicators into three groups: those measuring "results" (of state efforts to improve governance); those measuring "capacities" (of state actors to implement policies, legislation and programmes); and those measuring people's "perceptions" (of progress in tackling any given issue).

The Tunisian scorecard was supplemented by a policy gap analysis, which mapped existing SDG16-related national strategies and policies[12] onto the specific targets and indicators of the Tunisian Governance Goal. The aim of this exercise was to design a monitoring dashboard that would link SDG16 data to relevant national policy frameworks and make it easy for policymakers and other stakeholders to track progress in implementing these national commitments of relevance to SDG16.

Moreover, while the SDG16 indicator scorecard was mainly aimed at providing a snapshot of the current state of affairs in respect to the various targets, the policy gap analysis showed the "means of implementation" currently in place (and how well they are being used) to advance the Tunisian Governance Goal. This exercise revealed a lack of national strategies and policies to steer the implementation of Pillar 3 of Tunisia's Governance Goal, which aims to promote an "awakened, vigilant, supportive and participative society". Also with a view to strengthening the link between data and action, three policy briefs summarizing key trends under the three pillars of Tunisia's Governance Goal[13] were produced by the NSO, in collaboration with other stakeholders.

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11. See United Nations Statistics Division, Global Metadata for SDG16 Indicators, updated 3 March 2016
12. Policies and strategies reviewed as part of the policy gap analysis included the 2016–2020 National Development Plan, the National Vision and Action Plan for the reform of the judiciary and the penitentiary 2016–2020, the National Anti-Terrorism Strategy adopted in 2016, the National Strategy on Good Governance and Anti-Corruption for 2016–2020 and its Action Plan for 2017–2018, and the Second National Action Plan for 2016–2018 within the framework of the Open Government Partnership.
13. The three pillars of the Tunisian Governance Goal are: (1) A State guaranteeing fundamental rights and freedoms; (2) Effective, transparent and accountable institutions promoting the rule of law; and (3) An awakened, vigilant, supportive and participative society.

FIGURE 7. GEORGIA: SAMPLE SCORECARD

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

DESCRIPTION AND CLASSIFICATION							
1. Indicator		**2. Target**	**3. Custodian Agency**	**3. Other Target(s)**	**4. Global Monitoring Indicators**	**5. National Complementary and Supplementary Indicator**	**6. Tier National**
16.1.1	Number of victims of intentional homicide per 100,000 population, by sex and age By 2030 baseline is reduced by 10-15%	16.1 Reduce all forms of violence and related death rates everywhere	Ministry of Internal Affairs	16.3	Yes	No	1
16.1.2	Registered crime on the administrative border and neighborhood of the occupied territories	16.1 Reduce all forms of violence and related death rates everywhere	Ministry of Internal Affairs	16.2/16.3	No	Yes	1
16.1.3	Proportion of women and men subjected to physical, psychological or sexual violence in the previous 12 months	16.1 Reduce all forms of violence and related death rates everywhere	Administration of Government / Inter-sectorial Commission for Gender Equality, Combatting Violence against Women and Domestic Violence	16.2/16.3/ 5.2/16.B	Yes	No	TBD
16.1.4	Proportion of people that feel safe walking alone around the area they live	16.1 Reduce all forms of violence and related death rates everywhere	All of Government of Georgia	16.2/5.2	Yes	No	TBD

MEETING THE CRITERIA								
	7.1. Single-variable indicator	**7.2. Policy Implications**	**7.3. Baseline**	**7.4. Established annual monitoring based on existing data reporting mechanisms**	**7.5. Methodology based on international standards**	**7.6. From well-established data sources**	**7.7. Disaggregated (according to the definition)**	**7.8. Thematic Area**
16.1.1	No	High	Yes	Yes	Yes	Yes	Limited	Human Security and Rule of Law
16.1.2	No	Medium	Yes	Yes	Yes	Yes	No	Human Security and Rule of Law
16.1.3	TBD	High	TBD in 2018	No	Yes	No	Yes	Human Security and Rule of Law
16.1.4	TBD	High	TBD in 2018	No	Yes	No	Yes	Human Security and Rule of Law

	QUESTIONS FOR SELF-ASSESSMENT				STATUS ON RELEVANCE
	8.1. Collection of data requires additional financial resources	8.2. Was the data collected using inclusive approach (variety of sources and stakeholders)?	8.3. Is the indicator used for policy planning, monitoring and evaluation?	8.4. Is the data available in an open data format?	8.5. Does the indicator remain relevant?
16.1.1	No	Yes	Yes	Yes	Yes
16.1.2	No	Yes	Yes	Yes	Yes
16.1.3	Yes	Yes	Yes	Yes	Yes
16.1.4	Yes	Yes	Yes	Yes	Yes

Note: Edited for publication.

FIGURE 8. TUNISIA: SAMPLE SCORECARD

INDICATOR CODE	INDICATOR	GLOBAL INDICATOR (GREEN)	INDICATOR CATEGORY I (RESULT, CAPACITY OR PERCEPTION)	INDICATOR CATEGORY II (TIER I, II OR III)	FORMULA	UNIT OF MEASURE	PERIODICITY	AVAILABILITY	STRUCTURE
Target 1: Promote the rule of law and ensure equal access to justice									
01/16/01	Number of victims of voluntary homicide per 100,000 population	Indicator 16.1.1	Result	III	Number of victims of voluntary homicide per 100,000 population	Number	Annually		Ministry of the Interior
01/16/02	Percentage of inmate population awaiting trial	Indicator 16.3.2	Result	I	The number of detainees awaiting trial, expressed as a percentage of the total inmate population, as of July 15 of each year	Number	Annually		Ministry of Justice
01/16/03	Percentage of Tunisians stating they have full confidence in justice		Perception	III	The number of Tunisians in the age group 18 and over declaring their confidence in justice as a percentage of the total number of Tunisians in the same age group	Percentage	Every three years	Yes	National Institute of Statistics
01/16/04	Percentage of Tunisians who declare that all citizens are equal before the law		Perception	III	The number of Tunisians in the age group 18 and over who declare that all citizens are equal before the law, expressed as a percentage of the total number of Tunisians of the same age group	Percentage	Every three years	Yes	National Institute of Statistics
Target 2: Eradicate terrorism, money laundering and all forms of cross-border crime, including trafficking in human beings and cybercrime.									
02/16/01	Total value of inward and outward illicit financial flows (in current US dollars)	Indicator 16.4.1	Result	III	Estimated monetary value of drug seizures; counterfeit goods and goods illegally entering the country and seized by the customs authorities in the past 12 months	Millon dinars	Annually	Yes	General Directorate of Customs
02/16/02	Proportion of suspicious transaction reports sent by the Tunisian Financial Analysis Commission (CTAF) to the public prosecutor in the past 12 months		Result	III	The number of reports of suspicions transmitted by the CTAF to the public prosecutor expressed as a percentage of the total number of reports of suspicions handled by the operational unit of the CTAF	Number	Annually	Yes	Tunisian Commission for Financial Analysis
02/16/03	Percentage of Tunisians declaring terrorism a potential threat to their security in their daily lives		Perception	III	The number of Tunisians in the age group 18 and over who declare that terrorism is a potential threat to their security in their daily lives, expressed as a percentage of the total number of Tunisians in the same age group	Percentage	Every three years	Yes	National Institute of Statistics

Note: Edited for publication.

Similarly, to Tunisia, **El Salvador** found it useful to link its national SDG16 indicator framework to the main national policies and programmes of relevance. El Salvador's scorecard allows for a combination of quantitative and qualitative information (figure 9). Like Uruguay, El Salvador included a specific reference to the SDG16 pilot initiative in its 2017 Voluntary National Review submitted at the 2017 High-Level Political Forum:

> *The Government of El Salvador has established a partnership with the United Nations System for the implementation of the 2030 Agenda through a "Collaboration Agreement" established in December 2015. Under this framework, El Salvador is part of a group of 15 countries selected to participate in a programme for the accelerated implementation of the SDGs and is also one of six countries participating in a pilot initiative for the monitoring of SDG16 at the national level.*[14]

Like Georgia, El Salvador felt the need to develop detailed metadata sheets to facilitate communication around each national SDG16 indicator. A distinctive feature of these metadata sheets was their focus on disaggregation, and the recording of variations in indicator scores depending on the type of disaggregation applied (by sex, age group, income group, etc.)

The **Mexico** scorecards link identified national problems to official and complementary indicators (figure 10). The pilot revealed that some of these problems are associated with more than one indicator and, conversely, some global indicators are not related to any problem. In response, Mexico designed additional indicators, directly associated with identified national problems, to complement the global indicators.

The main sources of these indicators are the NSO (INEGI) and other public institutions, such as the Ministry of the Interior, National Institute of Women, National Electoral Institute, National Commission for Human Rights and National Council to Prevent Discrimination. Some of the indicators have been elaborated by think tanks or universities, and incorporate components from a primary public source. Mexico elaborated a separate scorecard for each SDG16 target, including associated national indicators linked to identified national problems.

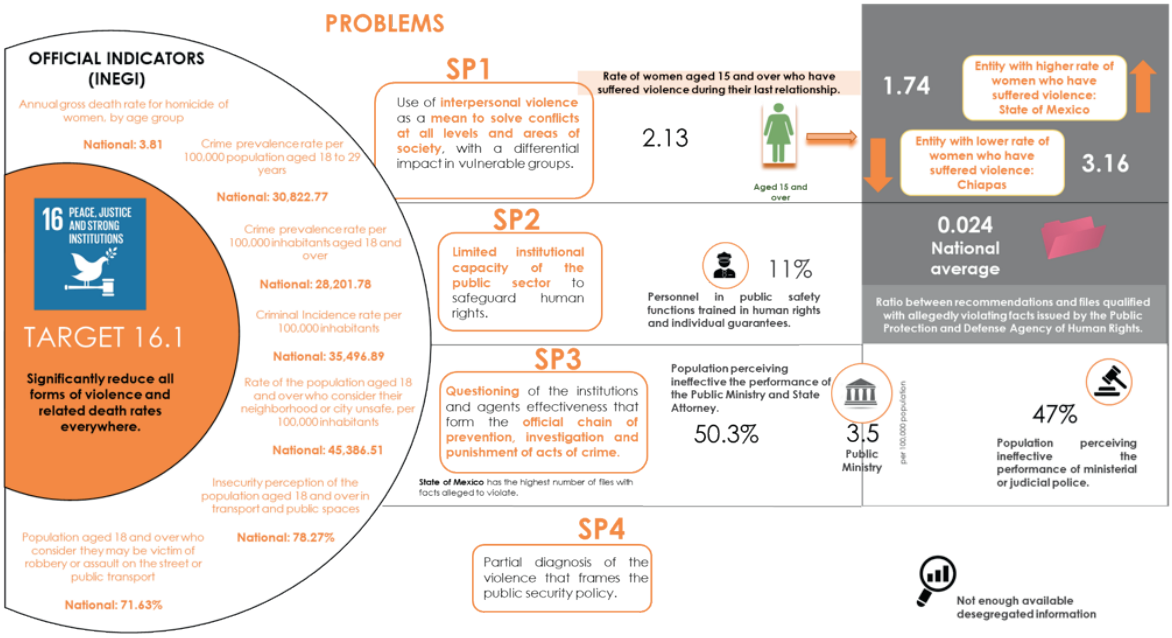
14. "El gobierno de El Salvador ha establecido una alianza con el Sistema de Naciones Unidas para la implementación de la 'Agenda 2030' a través de un 'Acuerdo de Colaboración' firmado en diciembre de 2015. En este marco, El Salvador se posiciona como uno de los quince países seleccionados que participan en el programa de implementación acelerada de los ODS, y además participa junto a otros seis países en una Iniciativa piloto para el monitoreo del ODS16 a nivel nacional." El Salvador 2017 Voluntary National Review report, available (in Spanish) at https://sustainabledevelopment.un.org/content/documents/16649RNV_El_Salvador_1307_2011_2PP.pdf.

FIGURE 9. EL SALVADOR: SAMPLE SCORECARD

REPORT CARD FOR TARGET					
SDG16: Promote just, peaceful and inclusive societies					
Date:	July 14, 2017		Update:		
Target:	**16.1** Significantly reduce all forms of violence and related death rates everywhere				
LIST OF INDICATORS					
a. Global indicators with official sources			**b. National alternative indicators**		
Code	Name of indicator		Code	Name of indicator	
16.1.1	Number of victims of intentional homicide per 100,000 population, by sex and age	N.A.	**16.1.1a**	Homicide rate per 100,000 population, by sex and age	◌
				Baseline	
				Goal	
16.1.2	Conflict-related deaths per 100,000 population, by sex, age and cause	N.A			
16.1.3	Proportion of population subjected to physical, psychological or sexual violence in the previous 12 months	N.A	**16.1.3a**	Number of victims of physical violence in judicial cases	◌
				Baseline	
				Goal	
			16.1.3b	Number of victims of sexual violence in judicial cases	◌
				Baseline	
				Goal	
16.1.4	Proportion of population that feel safe walking alone around the area they live	N.A	**16.1.4a**	Percentage of households with persons victims of crime	◌
				Baseline	
				Goal	
			16.1.4b	Percentage of households that perceive insecurity in the community	◌
				Baseline	
				Goal	
NARRATIVE ASSESSMENT					
Main policies and programmes					
Implementation responsible					
Main results achieved					
Challenges					
Recommendations/next steps					

Note: Edited for publication.

FIGURE 10. MEXICO: SAMPLE SCORECARD



LESSONS LEARNED

Through the pilot initiative participants gained experience and generated knowledge which became the basis for reflection on the various challenges faced and outcomes achieved. This has in turn identified lessons learned and recommendations for the institutionalization of this monitoring approach and to indicate a way forward to support and facilitate countries to monitor and report on SDG16 and the 2030 Agenda more generally. These are partly (but not only) drawn from the experiences described above.

- **The three-phase methodological framework is very useful.** Pilot countries found the monitoring methodology introduced by this pilot initiative very useful. It helped organize the process of establishing a national SDG16 monitoring system into a coherent and clear sequence of activities.

- **Leveraging existing multi-stakeholder consultative frameworks is useful.** A number of pilot countries attempted to replicate the multi-stakeholder consultative structures already established by the OGP, or built on consultation processes established during the intergovernmental process to draft the 2030 Agenda, which provided useful institutional frameworks to build on.

- **It is necessary to tailor stakeholder engagement strategies to the specific interests of various categories of stakeholders.** Three categories of stakeholders (political parties, local governments and business actors) were underrepresented in consultations that took place in most pilot countries. This may be symptomatic of a general lack of awareness about the 2030 Agenda and SDG16 in particular, and of a limited understanding of how SDG16 can be used by these actors to mobilize political commitments and financial resources towards issues that are of interest to them. The lack of engagement by local governments—especially at municipal level—proved particularly problematic when the time came to collect data, which was sometimes only accessible at the local level. Future outreach efforts directed at these three underrepresented constituencies will need to refer more specifically to the strategic value of national SDG16 data in advancing their specific interests (e.g. to inform political party policy platforms, business investment strategies and strategies to improve local service delivery) at the same time as highlighting their own responsibilities for advancing SDG16.

- **Investing in the groundwork to make the most out of multi-stakeholder consultations is important.** Sufficient time and resources should be invested in the design of the proposed indicator framework and the measurement of baselines prior to presenting the proposal to stakeholders. For instance, a number of countries found it useful to work with a national and/or international expert to enhance the robustness of the initial version of their indicator framework—notably, in terms of indicator relevance to targets and data collection feasibility—before presenting it to stakeholders. This intermediate "quality check" sharpened the focus of stakeholder consultations through prior identification of certain key issues for discussion. Higher quality indicator frameworks also tended to be more positively received by civil society actors, who were then more likely to be interested in partnering with state actors on data collection and monitoring of progress.

- **Peer-to-peer exchanges among pilot countries are important.** The mid-term pilot project meeting held in Mexico City in March 2017, and the First International Workshop on the Global Alliance for Reporting SDG16: Peaceful, Just and Inclusive Societies held in Buenos Aires in June 2017, provided pilot countries with an invaluable opportunity to learn from each other and to "import" relevant approaches to their national settings. Pilot countries requested that a more permanent mechanism (in the form of an online platform) be established to support such cross-fertilization of ideas and experiences on a more systematic basis.

- **Securing high-level political ownership to ensure collaboration between data-producing government institutions is important.** Throughout the pilot project, the high-level representation of executive agencies (such as the President's Office in Tunisia and the Technical Planning Secretariat in the President's Office in El Salvador) proved effective in addressing institutional resistance to data sharing as per the timeline and format specified in the national indicator metadata sheets. Strong ownership and active engagement at the most senior level of government is also essential in securing the high-level attention and financial resources required if national SDG16 scorecards are to influence decision-making at the highest level and have meaningful impact on people's lives on the ground.

- **Leveraging the distinct skills and comparative advantages of different "types" of civil society entities is useful.** While some CSOs enjoy strong community ties that can be leveraged to spread awareness of SDG16 and to validate and disseminate SDG16 monitoring results, others, such as research-oriented CSOs and think tanks, may not and so should be involved from the outset in the design of the national indicator framework and the mapping of available data sources, including non-official sources generated by civil society actors.

- **It is important to guard against the pitfalls of using international indices when no national indicator source is available.** The main shortcomings of international indices is that they rarely disaggregate population groups (rural vs. urban populations, and by age group, income quintile, ethnic affiliation, etc.) and thus run counter to one of the most distinctive features of Agenda 2030, namely, its emphasis on "leaving no one behind". The elaboration of a national SDG16 monitoring system offers a valuable opportunity to identify national data gaps and to incentivize the production of new national datasets by state and civil society actors to better reflect the specific experiences of the various specific population groups.

- **The "real test" before adopting a national SDG16 indicator is to actually start collecting the data that will measure it.** Endlessly debating the pros and cons of any given indicator will only go so far in shedding light on the actual feasibility of the data collection work that underpins its measurement. Complementary national indicators should only be integrated into the national framework after pilot-testing data collection, which can sometimes prove to be more challenging than anticipated.

- **It is important to recognize and meet the challenges of using administrative data.** Most pilot countries encountered considerable challenges when having to draw from administrative sources to measure their SDG16 indicators. Broadly speaking, countries were confronted with two issues: (i) administrative records were often found to be incomplete or not consistent across time or across administrative levels (e.g. different data entry or coding protocols are sometimes applied at central and local levels); and (ii) weak (or non-existent) coordination mechanisms for data collection on a given issue

FIGURE 11. KEY ACTIONS, OPPORTUNITIES AND CHALLENGES IDENTIFIED BY THE PILOT PROJECT

	KEY ACTIONS	OPPORTUNITIES	CHALLENGES
PHASE 1 Definition of indicators and baseline data collection	**Data gap analysis:** » **El Salvador:** Used workshops with relevant government agencies to solicit baseline data and time series with a view to constructing benchmarks » **Tunisia:** Used data from SHaSA survey modules and tested use of Big Data	» Engaging senior government representatives early on and continuity of focal points facilitated collaboration on data (El Salvador) » Analysing available data in the form of a training workshop with public institutions and CSOs was useful to transfer skills and to allow for future replication (Tunisia) » Results of Big Data analysis and of SHaSA surveys proved to be fairly consistent (Tunisia) » Disaggregated data is critical and needs to be sourced from NSO, ministries, academia and civil society (Indonesia) » A Specialized Technical Committee of the Information System of the SDGs, formed by representatives coming from all federal ministries defining the national official indicators for each SDG (Mexico)	» Lack of coordination of government institutions on their respective data, causing delays (El Salvador, Georgia) » Government hesitation regarding non-official data (Georgia, Mexico) » Data by non-state actors does not have full geographical coverage (Indonesia)
	Policy gap analysis: » **Uruguay:** Distinguished three types of policies: (1) those providing normative framework on issue; (2) those providing guidance and information on issue; (3) those addressing issue directly » **Tunisia:** Developed a dashboard that links targets and indicators with existing national strategies and policies	» Policy inventory useful for indicator development but also in itself, e.g. to see policy linkages (Uruguay, Tunisia) » Policy analysis shows which issues are not sufficiently addressed, i.e. where policy action may be needed (Tunisia)	
	Indicator gap analysis/identification of indicators: » **El Salvador**, **Uruguay**, **Mexico:** Clustered targets within thematic areas » **Uruguay:** Linked indicators with international agreements country has signed up to » **El Salvador**, **Tunisia**, **South Africa:** Review based on national relevance » **Uruguay**, **El Salvador**, **Indonesia:** Distinguished three types of indicators: (1) globally agreed; (2) proxies for globally agreed; (3) additional national indicators	» Thematic clustering of targets/indicators allowed engagement with more stakeholders and deeper discussions (Uruguay) » Suggestion to link better with relevant processes, e.g. through indicator on national OGP performance (Georgia) » A technical workshop with government, UN and civil society helped assess not just data availability but also national relevance of indicators (South Africa, Tunisia, Uruguay, El Salvador) » Availability and openness to stretching out the measurement of complementary indicators, which can be more relevant to the national reality (Mexico)	» Balance between ensuring national relevance and integrity of SDG16 (Tunisia) » No consultation with non-state actors (Indonesia, Georgia) » Determining the ideal number of complementary indicators to measure, to avoid the risk of having an unmanageable number of indicators (Mexico)

	KEY ACTIONS	OPPORTUNITIES	CHALLENGES
PHASE 2 Multi-stakeholder consultations and review of progress	**Engaging multiple stakeholders:** » All countries: Government engaged with civil society and academia » **South Africa:** Developed an accessibility toolkit (Training Manual and Activity Book) to raise awareness on SDG16 among communities and provide communities with skills to monitor SDG16 progress » **Indonesia:** Developed monitoring guidelines	» Sharing introduction on SDG as part of invitation reduced information imbalance (Uruguay) » Linking SDG monitoring with M&E of the National Development Plan makes it easier to institutionalize consultations (El Salvador) » Consultations helped distinguish between technical and service delivery CSOs (South Africa) » Consultations built trust between government and civil society: NSO ended up inviting CSOs into Sector Working Group on SDG16 (South Africa) » Toolkit helps take SDG16 from national/technical to local/action level	» Institutionalization (El Salvador, Uruguay) » Engaging private sector, parliamentarians, political parties and local government (El Salvador, Uruguay, Indonesia) » Financial means to hold consultations, including at local level (Tunisia) » Agreeing on common ground to conceptualize every national problem (Mexico)
PHASE 3 Periodic scorecards (country specific)	**Template and format development for scorecards:** » **Uruguay**, **Indonesia:** Included indicators and narrative based on qualitative and quantitative data » **Georgia:** Included indicators only » **El Salvador:** Included indicators and relevant policies » **Mexico:** Included information on national problems, aligned with the indicators	» Focus on indicators (yes/no format) makes responding easier (Georgia) » Narrative includes responsibilities and recommendations and was considered key by all actors to ensure follow-up (Indonesia) » Linking monitoring with national budget ensures continuity (Uruguay) » Alignment of scorecards with existing government regulations on M&E and consultation will facilitate buy-in and continuity (Indonesia) » Public accessibility of scorecard results is as important as their availability (Indonesia)	» Results need to be translated into policy action (Georgia, Uruguay, Mexico) » Results not fully public (Georgia and Mexico)

(e.g. homicide) by various institutions (e.g. police, prisons, hospitals) make it difficult to reconcile related datasets and to compute indicators that require data from more than one institution. In view of these challenges, survey data was found to be a valuable complement to administrative data. The national representativeness of surveys allows for the disaggregation of survey results by specific population groups, as called for by the 2030 Agenda principle of "leaving no one behind". In addition, survey data, which captures people's "voice", has intrinsic value when monitoring a country's commitment to enhancing public participation in the management of public affairs.

- **Establishing electronic data portals is challenging.** Countries that invested in the development of electronic monitoring systems (EMS) struggled to design systems that were able to simultaneously meet the multiple purposes envisaged for such systems, including improving inter-agency coordination in monitoring SDG16 indicators, enabling public access to data and supporting active public participation in the monitoring process. Separate systems might be needed in future to serve these various purposes.

- **Financial sustainability is required.** The sustainability of the national SDG16 monitoring architecture established by this pilot initiative requires strong multi-year financial commitments from national sources. In line with the principles of national ownership and data sovereignty promoted by the 2030 Agenda, national resources will need to be mobilized to ensure that the necessary investments in national SDG16 data production are made early on. Private sector actors might be approached in this regard, in view of their vested interest in supporting efforts to improve the governance climate in which they do business.

Each of the three phases of the pilot initiative provided important lessons arising out of key actions undertaken, indicated opportunities for consolidation and replication, and identified challenges to implementation and sustainability, as demonstrated in figure 11.

THE WAY AHEAD

The 2030 Agenda makes it clear that developing national indicators and preparing monitoring systems is a priority, which should be undertaken before SDG implementation. Doing so gives countries the opportunity to "ground" the global agenda in their national realities and development priorities, monitor the implementation of existing national plans and budgets and more broadly enable the achievement of the 2030 Agenda.
Ahead of the 2019 High-Level Political Forum, which will have a dedicated focus on SDG16, the pilot initiative on monitoring SDG16 offers to other countries interested in replicating a similar approach, five key points for consideration:

- **The national SDG16 monitoring methodology introduced by this pilot initiative has proven to be a useful way for countries to prepare for implementation, and in some cases even to start monitoring and reporting on their SDG16 commitments.** The pilot initiative has already prompted El Salvador and Uruguay to report on SDG16 in their 2017 Voluntary National Review at the 2017 High-Level Political Forum, while many other (non-pilot) countries did not.

- **Periodic monitoring is vital.** A one-off baseline-setting exercise will not go very far in triggering policy action for the implementation of SDG16. Setting up systems that ensure regular reporting on progress is essential if countries are to design effective national SDG16 strategies and track their implementation over time.

- **Inclusive and participatory consultations are challenging but unavoidable.** In this new era of public policy formulation where a variety of state and non-state stakeholders expect to be "co-creators" of policies and their associated programmes, the policy formulation process matters as much as policy content.

- **Data and indicators are a conversation-starter.** Platforms, portals and scorecards are useful tools to kick-start and/or deepen national discussions around SDG16 and what it means in a given national context.

- **Policy development and implementation is the ultimate goal.** When designing indicator frameworks and associated data collection strategies, and when filling out national scorecards, stakeholders should not lose sight of the end goal: SDG16 data should trigger action by policymakers and tangible improvements in people's lives.

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