

Measuring Democratic Governance

A framework for selecting pro-poor
and gender sensitive indicators

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Acronyms

ACHPR	African Charter of Human and Peoples' Rights
ACHR	American Convention on Human Rights
CAT	Convention Against Torture
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CERD	International Convention on the Elimination of all Forms of Racial Discrimination
CO	Country Office
COE	Council of Europe
CRC	Convention on the Rights of the Child
ECHR	European Convention on Human Rights
FAO	Food and Agriculture Organization
FIDH	International Federation of Human Rights Leagues
GDP	Gross Domestic Product
HDI	Human Development Index
HRBA	Human Rights Based Approach
HRBP	Human Rights Based Programming
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social, and Cultural Rights
INGOS	International Non-Governmental Organizations
NGOS	Non-Governmental Organizations
NHRI	National Human Rights Institutions
OHCHR	Office of the High Commissioner for Human Rights
OMCT	World Organization Against Torture
PQLI	Physical Quality of Life Index



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A FRAMEWORK FOR SELECTING PRO-POOR
AND GENDER SENSITIVE INDICATORS



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Executive summary

Most indicators of democratic governance in poor countries have been developed by external stakeholders for the purpose of comparing and ranking nation states. These stakeholders include risk assessment agencies working in and for the private sector, as well as international organisations concerned with evaluating the performance of countries receiving overseas development assistance. These indicators have not been designed primarily as tools to assist individual countries undertake governance reforms.

The aim of this guide is to provide a framework for generating pro-poor gender sensitive indicators to assist policy-makers monitor and evaluate democratic governance at the country level. Pro-poor means that indicators should be targeted and focused on those living in poverty. Since poverty can be defined in many different ways, pro-poor can have many different meanings. This guide is sufficiently flexible to accommodate a variety of definitions of poverty. Gender sensitive means that monitoring governance must track both changes in women's empowerment and in gender equality.

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Democratic governance indicators need to be derived directly or indirectly from an underlying set of values. This guide uses International IDEA's Democracy Assessment Framework as the source for the basic principles and mediating values required to derive a set of pro-poor gender sensitive indicators of democratic governance. The framework is extended by distinguishing four senses in which a governance indicator might be considered pro-poor: (i) disaggregated by poverty status; (ii) specific to the poor; (iii) implicitly pro-poor, and (iv) chosen by the poor. Gender sensitive may be understood in similar fashion: (i) disaggregated by sex; (ii) gender specific; (iii) implicitly gendered, and (iv) chosen separately by men and women.

For indicators which are specific to the poor, or specific to either men or women, an improvement in the indicator (which may be an increase or decrease in its value) is sufficient evidence of a pro-poor and/or gender sensitive result. The same is true for indicators selected by the poor and for indicators chosen separately by men and women. Interpreting changes in the values of indicators, which are disaggregated by poverty status and/or by sex, is more controversial.

This framework is completed by presenting three tools for shaping the demand for pro-poor and gender sensitive indicators. These include (i) a set of key questions directed to different areas of governance (ii) a process

flow chart, which may be used to identify indicators for elections, the criminal justice system and the national budget, and (iii) an integrated indicator matrix, which provides an overview of where gender sensitive and pro-poor indicators are needed.

Information sources for governance indicators are reviewed and two distinctions are made. Firstly, poverty data and governance data can be collected from the same instrument (single source strategy) or from different instruments (multiple source strategy). Secondly, first generation indicators should be distinguished from second-generation indicators. First-generation indicators are those for which data currently exist so that they can be used now. However, they may suffer from methodological weaknesses relating to relevance, definition, coverage, frequency of data collection, reliability and timeliness. Second generation indicators are not currently available, but could be produced in the future. They promise to be methodologically superior to some first generation indicators, which they may replace and/or complement once they come on stream. Identifying second-generation indicators provides a mechanism whereby users of data, and policy-makers in particular, can articulate their demands for improving the quality of statistics to monitor governance.

The guide applies this framework to seven areas of democratic governance: parliamentary development, electoral systems and processes, human rights, justice, access to information and the media, decentralisation and local governance, and public administration reform and anti-corruption. After defining the scope of each area of governance, a set of key questions is presented followed by a pair of indicator matrices. The first matrix provides examples of pro-poor indicators, while the second matrix suggests possible gender sensitive indicators.

In conclusion, this guide argues that indicator selection is itself a governance process. A system of indicators can only be used to promote pro-poor and gender sensitive democratic governance if it is fully understood by, and if it commands widespread support among, a broad range of national stakeholders. For these reasons, it is important to ensure that all key decisions including the choice of indicators and the creation of an appropriate institutional framework for data collection and monitoring, derive from an inclusive and participatory debate.

Some guidance is provided on how to engage key stakeholders, identify priority governance issues, and link this UNDP initiative to the Poverty Reduction Strategy process and the African Peer Review Mechanism of the New Partnership for Africa. For those countries where no poverty monitoring system is yet in place, an illustration is provided of a possible sequence of activities (including a timetable) leading up to the choice of a set of pro-poor and gender sensitive governance indicators. Parliament should have a central role in selecting and using governance indicators and in exercising effective oversight over the entire monitoring system.

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1

Introduction

1.1 Aims and outline of the guide

The aim of this guide is to provide a framework for generating pro-poor gender sensitive indicators to assist policy-makers monitor and evaluate democratic governance at the country level. It is hoped that this document will be useful to UNDP staff engaged in democratic governance work as well as to national policy makers and Civil Society Organisations (CSOs) for incorporating poverty and gender dimensions into the measurement of governance.

Measuring democracy, governance and human rights is a broad and complex task, which is currently the subject of much analysis by the international community. The framework outlined here is a contribution to this ongoing work as part of UNDP's pilot project on *Governance Indicators for Pro-Poor and Gender Sensitive Policy Reform*.¹

The guide consists of four parts. Part I reviews the normative foundations of pro-poor and gender sensitive governance indicators. It outlines different conceptions of what is meant by pro-poor and gender sensitive. Part I also introduces three tools that can be used to shape the demand for pro-poor and gender sensitive indicators: (i) a set of key questions that address governance issues from a gender and poverty perspective (ii) a process flow chart, and (iii) an overview of potential indicators using an integrated indicator matrix. The information sources for pro-poor, gender sensitive governance indicators are reviewed and a distinction is made between objective and subjective indicators, as well as between first- and second-generation indicators. The importance of second-generation indicators is to highlight how the indicator base can be improved over time.

Part II applies the methodology using the formulation of key questions to shape the demand for pro-poor and gender sensitive indicators in core areas of democratic governance: parliamentary development, electoral systems and processes, human rights, justice, access to information and the media, decentralisation and local governance, and public administration reform and anti-

corruption. Illustrative indicators are provided for each of these core areas of democratic governance.

Part III of the guide provides advice on how the process of selecting indicators can be made more democratic (inclusive and participatory) to ensure national ownership and use.

Finally, Part IV of the guide contains a list of references and links to additional resources.

1.2 Why are pro-poor and gender sensitive indicators important?

(1)

An indicator is a measure that helps 'answer the question of how much, or whether, progress is being made toward a certain objective'.² Indicators can be used at the highest policy levels to measure progress towards a general goal, such as growth with equity. At a second level, indicators are also commonly used to measure progress towards organisational objectives, such as greater diversity in the work force. At a third level, indicators can be used to measure daily activities through which organisations can attain their objectives, such as the attendance rate of staff. This guide focuses on the first level, specifically the use of indicators to measure progress in meeting democratic governance goals articulated in national development plans.

Most indicators of democratic governance in poor countries have been developed by external stakeholders for the purpose of comparing and ranking countries. These stakeholders include risk assessment agencies working in and for the private sector, as well as international organisations concerned with evaluating the performance of countries receiving overseas development assistance. These indicators have not been designed primarily as tools to assist individual countries undertake governance reforms. The UNDP *Governance Indicators: A Users' Guide* (2004)³ presents an overview of currently available and frequently used indices related to democracy, governance and human rights. Very few of these sources were intended to assist national policy makers

undertake governance reforms, and even fewer of them adopt a pro-poor, gender sensitive approach.

In many countries, even when governance indicators have been developed by national stakeholders, they do not explicitly include a focus on poorer groups in society or on the different experiences that men and women have of government institutions and governance processes. Owing to differences in gender roles and to the impact of gender stereotypes, women and men are likely to have different perspectives and different experiences in many areas of governance. The core components of governance — transparency in decision-making, access to information, accountability of both public and private sectors through mechanisms such as a free press and freedom of expression, efficiency and effectiveness of public administration, popular participation through democratic institutions, and the rule of law based on universally recognized principles of human rights — are important to all. However, they tend to mean different things to different individuals and social groups.

Therefore, indicators of governance need to capture and reflect the potentially different impacts that the mechanisms and processes of governance have on different social groups. To determine the kinds of governance indicators that are required, the needs, situation and capabilities of users must be taken into consideration. This is important because the effective use of indicators by those governed is, in itself, an integral part of governance processes, including participation and accountability. *The role of national or local users is vital because democratic governance is essentially demand driven.* Other things being equal, the governed will get the quality of governance that they demand. Gov-

ernance will be honest, transparent, accountable and responsive to the needs of the governed, if, and only if, citizens from all significant social groups demand that it be so. Such demands will be made effective, among other means, by the cogent use of indicators in monitoring, evaluation, advocacy and lobbying. Therefore, governance indicators need to incorporate a strong role for the governed in their design and use. This will require changes in both the nature of governance indicators and in the capabilities of users. The objectives of democratic governance can only be achieved if governance indicators are gender sensitive and pro-poor, as well as user-friendly and designed to meet the needs and match the capabilities of a diverse range of users among the governed. Equally importantly, the capacity of such users, including women and the poor, must be developed to enable them to make more effective use of such indicators.

It is only at the national and sub-national levels that it is possible to focus on specific mechanisms of governance and to develop new indicators that can capture the different experiences of women and men in general, and poor women and poor men in particular. A gender sensitive governance indicator must capture the different experiences and/or interests of women and men, but some may focus on differences between non-poor women and men. Thus, the proportion of Parliamentarians who are women is a valid gender sensitive indicator, but it may not be pro-poor in orientation. However, any indicator focusing specifically on the needs of the poor must be gender sensitive because a majority of the poor are women, and because women play particularly strategic roles in the eradication of poverty in poor households.

(2)



part one

The framework
for selecting
pro-poor and
gender sensitive
governance
indicators

2

The democratic values and principles which underlie pro-poor and gender sensitive governance indicators

The articulation of a set of values provides the normative context for selecting governance indicators and for framing key questions to focus the demand for such indicators.

2.1 International IDEA's Democracy Assessment Framework

Two basic principles of democracy drawn from International IDEA's Democracy Assessment Framework (*the State of Democracy Project*) have been used to identify the democratic values, which underlie pro-poor and gender sensitive indicators.⁴ These values are:

1. Popular control over public decision making and decision makers
2. Equality between citizens in the exercise of that control

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In order to apply these principles to assessing a country's system of governance from a poverty and gender perspective, it is necessary to specify a set of mediating values through which they are realised in practice. These values include *participation, representation, accountability, transparency, responsiveness, efficiency and equity*.⁵

Taken together, these mediating democratic values serve as a useful normative base for a set of pro-poor, gender sensitive governance indicators by focusing attention on selected research questions directed at different areas of governance. Indicators provide evidence of the extent to which these values are being realised in particular countries at a specific point in time. The link between democratic principles and what is required to make these principles effective in a pro-poor and gender sensitive manner is set out in Table 1.

For example, to realise the principle of representation in a pro-poor and gender sensitive manner requires that Parliamentarians at national and sub-national level articulate the concerns and priorities of women and the poor. One institutional mechanism for realising this requirement could be political party quotas for female electoral candidates.

BOX 1. International IDEA's State of Democracy methodology*

International IDEA with the University of Essex (http://www2.essex.ac.uk/human_rights_centre/) has developed a framework for assessing the condition of democracy and progress towards democratization. Its main purpose is to contribute to the process of democratisation through: raising public awareness about what democracy involves, and public debate about what standards of performance people should expect from their government; providing systematic evidence to substantiate citizens' concerns about how they are governed, and set these in perspective by identifying both strengths and weaknesses; contributing to public debate about ongoing reform, and helping to identify priorities for a reform programme and providing an instrument for assessing how effectively reforms are working in practice. The methodology seeks qualitative answers to a set of questions complemented by quantitative data where appropriate. Citizens of the country being assessed carry out the assessment. The methodology is based on two basic democratic principles, i.e. popular control of public decision-making and decision makers and political equality between citizens. Currently the project is promoting the application and use of the methodology by different users with the aim of catalyzing national dialogue about democracy. The University of Essex's Human Rights Centre provides the institutional home for continued research and methodological refinement.

*For more information on the State of Democracy project see www.idea.int/democracy/sod.cfm

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2.2 Defining pro-poor

Since poverty is multidimensional and can be defined in many different ways, 'pro-poor' can have many different meanings. For the purpose of this guide, the use of the term 'pro-poor' is to make indicators more targeted and focused on those living in poverty. Poverty can be measured objectively or subjectively. Objective measures include absolute income poverty (calculated by reference to a poverty line) and relative income poverty (calculated by reference to mean or median incomes). Other approaches to objective poverty measurement are based on asset ownership and unfulfilled basic needs. Subjective measures are derived from surveys that ask respondents how they define poverty and whether they themselves feel that they are poor or experience poverty. This guide is sufficiently flexible to accommodate any one of these definitions of poverty.⁶

2.3 Defining gender sensitive: distinguishing women's empowerment from gender equality

Gender sensitive monitoring has two related, but distinct dimensions. Firstly, some interventions are designed to strengthen women's capacity to access resources and opportunities in order to overcome a historical backlog of discrimination and exclusion. Monitoring such policies tracks changes in *women's empowerment*. Indicators of female empowerment might include government spending per head of female population on programmes to reduce discrimination against women, and the proportion of national Parliamentary seats reserved for women.

Secondly, a particular policy or governance practice may have a different impact on men as compared to women. Measuring such differential impacts is important in order to prevent (unintended) discrimination against either men or women on grounds of gender. Monitoring such policies tracks changes in *gender equality*. Indicators of gender equality might include the ratio of parliamentary attendance rates among male and female legislators. If this ratio is persistently greater (or less) than unity, it may indicate that certain governance practices, such as the proportion of time Parliament is in session outside normal working hours, are having a disequalising impact on men and women.

The relationship between these two dimensions of gender sensitive monitoring and different classes of indicator is described and explained in section 3.2 below.



TABLE 1: REALISING DEMOCRATIC VALUES IN A PRO-POOR AND GENDER SENSITIVE MANNER

MEDIATING VALUES	REQUIREMENTS TO BE PRO-POOR AND GENDER SENSITIVE	INSTITUTIONAL MEANS OF REALISING THESE REQUIREMENTS
PARTICIPATION	<ul style="list-style-type: none"> » Women/men and poor/non-poor enjoy and exercise same rights to participate » Women/men and poor/non-poor possess the capacities and resources to participate » An inclusive participatory culture exists which encourages women and the poor to be active politically 	<ul style="list-style-type: none"> » Civil and political rights are enforced and safeguarded for all citizens » Electoral quotas for women and groups experiencing severe social disadvantage, e.g. Scheduled Castes/Tribes in India. » Civic and voter education programmes targeted at women and the poor
REPRESENTATION	<ul style="list-style-type: none"> » Parliamentarians at national and sub-national level articulate the concerns and priorities of women and the poor » Civil service is representative of social composition of electorate, including women and the poor 	<ul style="list-style-type: none"> » Political party quotas for female electoral candidates » Anti-discrimination legislation and equal opportunity policies in the civil service » Affirmative action policies
ACCOUNTABILITY	<ul style="list-style-type: none"> » Clear and effective lines of accountability (legal, financial, administrative and political) to safeguard judicial integrity, and to ensure honest and efficient performance by civil servants in the delivery of public services to women and low income groups 	<ul style="list-style-type: none"> » Speedy and low cost access to law courts, administrative tribunals and Ombudsmen by the poor » - Existence and enforcement of legislation against domestic violence » Anti-corruption programmes » Procedural initiatives to strengthen budgetary oversight by National Parliaments with support of Auditor-General and Accountant-General » Public Expenditure Tracking of spending on health and education » Robust political parties, civil society organisations and pressure groups to promote the interests of women and the poor
TRANSPARENCY	<ul style="list-style-type: none"> » Government decision-making in areas of particular concern to women and low income groups should be open to legislative and public scrutiny 	<ul style="list-style-type: none"> » Freedom of information legislation » Independent media allowing journalists to report on gender and poverty issues » Gender sensitive budgeting (at local level) » Benefit incidence analysis of major items of public expenditure
RESPONSIVENESS	<ul style="list-style-type: none"> » Accessibility of government to advocates of pro-poor, gender sensitive policy formation, implementation and service delivery 	<ul style="list-style-type: none"> » Systematic and open procedures of public consultation on issues of particular concern to women and the poor » Effective legal redress for women and members of low income groups » Local governments' policy agenda and decisions includes local priorities of women and the poor
EFFICIENCY	<ul style="list-style-type: none"> » Goods and services provided by the public sector at least cost and in the quantities/qualities desired by citizens 	<ul style="list-style-type: none"> » Procedural initiatives to strengthen budgetary oversight by National Parliaments with support of Auditor-General and Accountant-General
EQUITY	<ul style="list-style-type: none"> » State redistributes entitlements through taxation and public expenditure in accordance with a democratically expressed social welfare function 	<ul style="list-style-type: none"> » Progressive system of taxation and expenditure » Use of targeted welfare programmes

3

Identifying pro-poor and gender sensitive indicators

3.1 What is a pro-poor indicator?

Pro-poor requires a focus on those living in poverty. For the purposes of selecting indicators, there are four senses in which a governance indicator might be considered pro-poor: (i) *Disaggregated by poverty status* (ii) *Specific to the poor* (iii) *Implicitly pro-poor* and (iv) *Chosen by the poor*.

3.1.1 Disaggregated by poverty status

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The value of the indicator is calculated separately for the part of the population or the electorate characterised as poor, and for the non-poor. As indicated in section 2.2, poverty can be defined in a variety of different ways and this guide can be used with any definition. Disaggregation is important because it allows the value of an indicator for the poor to be compared with the value of the same indicator for the non-poor.

Example: Ratio of voter turnout among the electorate living in poor households to that of the electorate living in non-poor households.

3.1.2 Specific to the poor

The indicator measures a governance practice, which is specifically targeted at the poor, such as low cost law courts.

Example: Coverage of the poor population by People's Courts (Lok Adalats) in India (%). Proportion of cases brought to trial at People's Courts, which were initiated by non-poor households (%).⁷

3.1.3 Implicitly pro-poor

The indicator makes no explicit reference to the poor. However, if it is interpreted within a wider economic,

social and political context, it is clear that the indicator is of particular relevance to low income groups.

Example: Number of hours per day that polling booths are open during election periods. [The higher the number of hours, the greater the opportunities for casual labourers and shift workers to vote without loss of earnings.]

3.1.4 Chosen by the poor

The integration of participatory techniques with survey methods provides an opportunity for low-income groups to identify and have measured governance indicators considered to be of particular interest to the poor.

Example: Acceptance by the authorities of documentation other than birth certificates in the process of voter registration.

3.2 What is a gender sensitive indicator?

As explained in section 2.3, gender sensitive monitoring needs to track changes in women's empowerment and in gender equality. There are four senses in which a governance indicator might be considered gender sensitive:⁸ (i) *Disaggregated by sex* (ii) *Gender specific* (iii) *Implicitly gendered*, and (iv) *Chosen separately by men and women*.

3.2.1 Disaggregated by sex

The value of the indicator is calculated separately for men and women, and so allows comparisons to be made between the two groups. Such disaggregation is important because it may reveal the differential impact on men and women of a given policy or governance practice that may pose a challenge to achieving gender equality. It is important to note that large differences in the value of certain governance indicators, such as the propensity to vote, may exist between subgroups of

both men and women (by age, income or ethnic group). In such circumstances, the high variance of the indicator across subgroups of the same sex may be as relevant to policy as a large difference in the mean value of the indicator between the sexes.

Example: Ratio of voter turnout among men to that of voter turnout among women.

3.2.2 Gender-specific

This group of indicators measures governance practices which are specifically targeted at women or men. In practice, it is likely to be made up largely of the inputs, outputs and outcomes of policies designed to increase women’s empowerment.

Example: Proportion of seats in National Parliament reserved for women (%).

3.2.3 Implicitly gendered

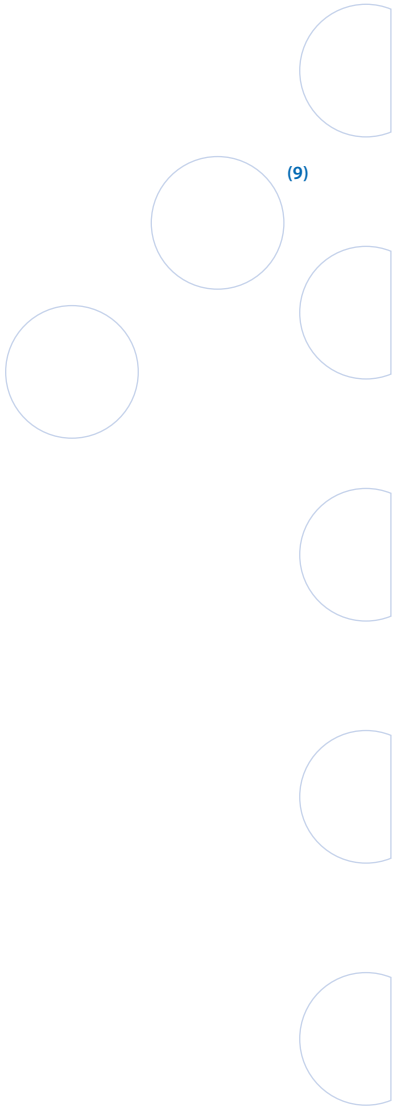
In this case, the indicator makes no explicit reference to gender. However, if it is interpreted within a broader context, it is clear that the indicator is of particular relevance to women or men.

Example: Number and proportion (%) of reported rape cases prosecuted in courts (victims almost exclusively female); Number and proportion (%) of reported cases of domestic violence prosecuted in courts (victims predominantly female).

3.2.4 Chosen by women

These two groups of indicators need not refer to gender at all. They may simply reflect differences in men’s and women’s preferences and priorities regarding different areas of governance.

Example: Percentage of women who say that they receive adequate information from the government on policies and laws that affect them.



4

Tools for shaping the demand for pro-poor, gender sensitive governance indicators

This section presents three tools for shaping the demand for pro-poor and gender sensitive indicators:

1. A set of key questions for selecting pro-poor and gender sensitive indicators;
2. A process flow chart to use as a tool for identifying indicators;
3. An integrated indicator matrix to provide an overview of where gender sensitive and pro-poor indicators are needed.

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key questions to shape the demand for pro-poor, gender sensitive indicators in different areas of governance. Some of these questions will be answered by using objective indicators based on survey or administrative data. Other questions will be answered by drawing on subjective indicators that measure respondents' perceptions and attitudes. (See also section 5.4 on subjective and objective indicators).

As an illustration, Table 2 lists some questions that can help in selecting pro-poor, gender sensitive indicators in the area of justice.

4.1 Formulation of key questions for selecting pro-poor and gender sensitive indicators

Once the normative foundations of the methodology have been made explicit, it is useful to formulate sets of

4.2 Use of a process flow chart as a tool for identifying indicators

An additional tool to shape the demand for indicators is a process flow chart. This provides a framework for asking questions about a specific governance process, such

TABLE 2: KEY QUESTIONS ON JUSTICE

LEGAL PROTECTION	Are women and the poor effectively protected by the rule of law? Do women enjoy the same property rights (particularly to land) as men?
LEGAL AWARENESS	Are women and the poor aware of (i) their right to seek redress through the justice system; (ii) the officials and institutions entrusted to protect their access to justice; and (iii) the steps involved in starting legal procedures?
LEGAL ACCESS	What legal aid and counsel are available to women and the poor to access the justice system? Do the poor make significant use of informal mechanisms of dispute resolution?
ADJUDICATION	How do women and the poor assess the formal systems of justice as victims, complainants, accused persons, witnesses and jury members? How effective is the justice system in detecting crimes of domestic violence, convicting the perpetrators and preventing them from re-offending? Are men and women treated as equals by informal mechanisms of dispute resolution? How do women and the poor assess and access informal and alternative dispute resolution systems at local levels?
ENFORCEMENT	Are women's property rights (particularly to land) enforced as stringently as those of men?
PARLIAMENTARY AND CIVIL SOCIETY OVERSIGHT	What institutional mechanisms exist in Parliament to oversee the justice system? How effective are NGOs in improving the treatment of the poor and women by the justice system?

as the holding of elections, the operation of the criminal justice system or the passage of the budget. The process flow chart maps a chronological sequence of steps (actions and decisions) in a specific legal, administrative or political process and can be a useful entry-point for identifying pro-poor, gender sensitive governance indicators, particularly those based on administrative data. The charts can be generated by professionally moderated multi-stakeholder group discussions on priority governance processes.

An example of a process flow chart is given in Figure 1 that has been used to identify potential performance indicators of the criminal justice system. The chart identifies 19 indicators of which three are implicitly gendered (#2,#8,#9) and one is specific to women (#16). Of the remaining 15 indicators, eleven can be disaggregated by sex (#4-7,#11,#13-15,#17-19). This leaves only four indicators that are gender-blind (#1,#3,#10 and #12). Most of these indicators can be constructed from administrative records held by the police, the courts, the prison service and the probation service.

Developing pro-poor indicators of the criminal justice system is more challenging because information on prisoners' poverty status is less readily available from administrative records. Of the 19 indicators listed in Figure 1, three are specific to the poor (#5,#10 and #14), while two are implicitly pro-poor (#6,#18). However, as is shown in section 10 in Part II which focuses on the justice sector, it should be possible in many countries to disaggregate the performance of the criminal justice system between poor and non-poor districts (rather than individuals) using information from spatially disaggregated poverty maps (see section 5.2.2).

4.3 Use of an integrated indicator matrix

When designing a governance indicator system for a specific area such as justice or electoral processes, it may be useful to classify potential indicators according to whether they are pro-poor, gender sensitive, poverty blind or gender blind. Figure 2 is an integrated indicator matrix that can be used as a template to provide an overview of the range of proposed indicators in order to identify any gaps. *For example, it can highlight where there are too few poverty and gender sensitive indicators, and too many gender and poverty blind indicators.* Part II of the guide provides examples of pro-poor and gender sensitive indicators that can be inserted directly into the matrix, or can be used to inspire discussion of new indicators.



FIGURE 2. ILLUSTRATIVE INTEGRATED MATRIX FOR THE CRIMINAL JUSTICE SYSTEM

GENDER SENSITIVE					
		GENDER-SPECIFIC			CHOSEN BY WOMEN(MEN)
		SEX-DISAGGREGATED		IMPLICITLY GENDERED	
PRO-POOR	Poverty-status disaggregated	Objective	» Ratio of (% of judges & magistrates who are female attending court in poorest 40% of districts/ % of judges & magistrates who are female attending court in other districts)	» Ratio of (% of police stations in poor districts staffed by policewomen trained to interview victims of rape & domestic violence with separate rooms to conduct such interviews/ % of police stations in nonpoor districts with similar facilities)	.....
		Subjective	» Ratio of (time on remand of male prisoners in poor districts/ time on remand of male prisoners in nonpoor districts)	» Ratio of (% of rape cases reported in poor districts which are prosecuted in the courts/ % of rape cases reported in nonpoor districts which are prosecuted)	.....
			» Ratio of (time on remand of female prisoners in poor districts/ time on remand of female prisoners in nonpoor districts)	» Ratio of (% of domestic violence cases reported in poor districts which are prosecuted in the courts/ % of domestic violence cases reported in nonpoor districts which are prosecuted)	
			» Level of trust in the police, the law courts and the criminal justice system among the poor		
Specific to poor	Objective Subjective	» Ratio of (% of male prisoners receiving free legal advice/ % of female prisoners receiving such advice)	.....	.....	» % of the poor population covered by special courts for low income groups
		» Ratio of (% of male suspects unemployed when charged/ % of female suspects unemployed when charged)	.....	.....	» % of suspects unemployed when charged
		» Ratio of (% of male ex-prisoners unemployed 12 months after release / % of female ex-prisoners similarly unemployed)	.....	.....	» Unemployment rate (%) among ex-prisoners 12 months after release
Chosen by poor	Objective Subjective	.....	.....	.....	.....
	
	
POVERTY-BLIND	Objective Subjective	» Ratio of (% of male prisoners in overcrowded cells/ % of female prisoners in such cells)	» % of prisons with special facilities for prisoners who are pregnant or give birth in prison	» % of police stations staffed by policewomen trained to interview victims of rape & domestic violence with separate rooms to conduct such interviews.	.....
			» % of reported rape cases prosecuted in the courts	» % of reported cases of domestic violence prosecuted in the courts	.....
			» Number & % of female lawyers experiencing sexual harassment at work		.....