



Measuring Democratic Governance

A training module for selecting and using democratic governance indicators that are pro-poor and gender sensitive

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that are pro-poor and gender-sensitive

Acronyms

CSOs Civil Society Organizations

GA Group activity

ML Mini-lecture

NGOs Non-Governmental Organizations

SLE Structured Learning Exercise

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Introduction

The development of this module was based on training sessions that were held as part of the **Workshop in Bangkok on Measuring and Assessing Democratic Governance** 15-16 November 2007, jointly held by the UNDP Oslo governance Centre and the UNDP Regional Centre in Bangkok. UNDP Oslo Governance has for long time experienced a need expressed at regional workshops as well as in the form of requests from UNDP country offices for more training on selecting governance indicators that are pro-poor and gender sensitive. This training module is aimed for UNDP staff and national counterparts such as staff at national statistical offices that are interested in conducting country-led governance assessments, collecting and producing governance evidence or selecting indicators for monitoring and evaluation of project or programs. We are hoping that this training module will serve to meet some of this need.

This training module consists of a Powerpoint presentation containing overheads and detailed notes for facilitators, three handouts and two posters for use during the training. The module is designed to be implemented over a full day through learner-centred participatory methods, primarily small group work. Seven small group activities are complemented by six mini-lectures, none longer than 3 overheads. A detailed programme for a one-day workshop is provided. The Powerpoint presentation is designed as the basic structure for the organization and substantive content of the workshop.

The substantive content of the module is drawn from the Oslo Governance Centre publication *Measuring Democratic Governance: A framework for selecting pro-poor and gender-sensitive indicators* and the tools for indicator selection that it provides. Participants will apply the classification system for pro-poor and gender sensitive democratic governance indicators presented in the publication. In the final exercise, they will use the tools developed in *Measuring Democratic Governance* to identify potential pro-poor and gender-sensitive indicators for a specific area of governance. In the process, they will also consider:

- who might use these indicators;
- for what purpose;
- how they could be collected, and disseminated in ways that are consistent with the principles and normative values of democratic governance; and
- how they might contribute to the development of pro-poor and gender sensitive democratic governance at country level.

Aims of the training module

- to assist policy makers, UNDP staff and others to use the framework for developing pro-poor gender-sensitive indicators provided in the publication *Measuring Democratic Governance: A framework for selecting pro-poor and gender-sensitive indicators*
- to assist policy makers, UNDP staff and others to use pro-poor and gender-sensitive indicators to monitor and evaluate democratic governance at the country level.
- to assist users to practice good governance by making the process of selecting indicators more inclusive and participatory and to ensure national ownership and use.

Materials and equipment

- Computer, overhead projector and screen (or blank wall space) for Powerpoint presentations;
- Flexible seating arrangements to facilitate group work while allowing all participants to also see the overheads;
- Sufficient whiteboards and marker pens or similar for group work – if necessary, plain white paper can be used and taped to the walls for sharing with other groups;
- Name tags for participants – preferably self-sticking so that participants can choose a short name by which they would like to be addressed.
- Posters for display around the room. Posters can be used both as reference materials and to reinforce the main messages of the workshop. They may be professionally produced, word-processed or handwritten. In some cases, press cuttings, illustrations etc can be used. Two posters on Governance Areas and Normative Values, derived from *Measuring Democratic Governance: A framework for selecting pro-poor and gender-sensitive indicators*, are provided as reference materials for use in the training. We recommend printing these posters in at least an A-3 size.
- Wall charts as learning tools:
 - Chart for technical terms – used to record new terms and provide a brief definition. It is especially useful for training that involves participants from different language backgrounds. The facilitator can ask participants to write up a translation of each term (if available) and a definition or explanation in their own language. Discussion around this chart often reveals differences in understanding of the underlying concepts among participants from different cultures.
 - "Parking Lot" – this chart can be used, if necessary, to "park" issues or questions that are brought up by participants at a time when it is not convenient (or logical) to discuss them. They are "parked" as a reminder that they are to be addressed by the facilitator or some other resource person later in the workshop.

Learning strategies

This training module uses participatory learner-centred strategies based on problem solving. Substantive content derived from *Measuring Democratic Governance: A framework for selecting pro-poor and gender-sensitive indicators* is presented in the form of mini-lectures based on Powerpoint presentations provided in this training module.

Learning starts with a problem-solving activity in small groups. To avoid lengthy presentations, the output of the group work is posted on the wall at the front of the room or some other suitable location. Participants are invited to view the output of other groups in a "gallery viewing". The combined output is then reviewed in plenary. The review should identify similarities and differences among the presentations, and raise any issues (misunderstandings, mis-interpretations, etc) that might need to be addressed. It may be led by the facilitator or – particularly in later sessions when the facilitator has had an opportunity to identify participants with appropriate skills – by one of the participants. The group work is then synthesized by a presentation to "name and frame" the topic based on material from *Measuring Democratic Governance*.

The framework for selecting indicators provided in *Measuring Democratic Governance* is deliberately provided only after participants have attempted to address the issue from their own resources. This provides an opportunity for them to review their work in the light of the framework, identify where the framework might have led to different outcomes and thus to see the value of the framework from a very practical perspective. The final exercise in the module allows participants to then apply the framework to a specific aspect of governance.

The module is based on active learning principles

This module is based on the principles of active learning which are especially relevant to adult learners.

How do we learn?

Studies show that over a period of three days, learners retained

- 10% of what they read;
- 20% of what they heard;
- 30% of what they saw;
- 50% of what they saw and heard;
- 70% of what they said; and
- 90% of what they said as they actively applied the information by, for example, verbally working through a problem (Pike 1989).

Passive learning methods are not very efficient

Passive teaching methods, such as lectures, readings and handouts, are neither effective nor efficient vehicles for learning.

- Most people can only concentrate on the spoken word and take in new information for around 20 minutes. After 20 minutes, a lecturer is effectively speaking to her/himself!
- Reading has the lowest rate of recall, followed by listening and seeing; use of overheads (listening and seeing) increases recall.

Mini-lectures with focused overheads are useful for introducing new material

- Lectures remain a useful vehicle for introducing new information but they should be short (15 minutes) and accompanied by well-designed overheads (not more than 6).
- Overheads should be limited to around 30 words because that is all that the average person can read in the time (approximately 2 minutes) that each overhead is usually shown.
- Overheads should also be limited to 5 - 6 bullet points, again due to the limited time provided for reading and digesting the contents.

Active learning methods are more effective

The most effective ways of learning are active and involve providing opportunities for learners to both process and apply new knowledge.

- Processing may involve discussions, reviews or critiques.
- Application may involve working through a problem using the new information.
- Recall is highest when learners have an immediate opportunity to both process and apply the new knowledge.
- The most effective method of learning is teaching! Teaching as a learning strategy can be incorporated into a training programme by involving participants as co-facilitators.

Synthesis and feedback are important – the circle of learning

Synthesis and feedback are vital elements to promote effective learning. The circle of learning includes 5 steps:

1. Learning activity – such as a mini-lecture, a role play, a reading activity;
2. Processing the new material through group or plenary discussions, reviews, critiques, etc;
3. Synthesis – naming & framing the learning through the introduction of more formal terminology and concepts;
4. Application to a real situation – problem solving, case studies etc;
5. Review – revision and feedback, often in plenary.

Outline and timing

TYPE OF ACTIVITY	DESCRIPTION	SUGGESTED TIME ¹ (minutes)
START – 9:00		
Group Activity 1	Introduction of participants	20
Plenary	Introduction to training methods	5
Plenary	Outline	5
Mini-lecture 1	Areas of governance covered (also presented as Poster 1)	5
Group Activity 2 (Plenary review)	Why should democratic governance indicators be pro-poor & gender-sensitive?	20 (15)
Mini-lecture 2	Overview of Framework for selecting governance indicators	15
SUGGESTED BREAK 10:30 – 11:00		
Group Activity 3 (Plenary review)	What makes governance indicators gender sensitive?	20 (15)
Mini-lecture 3	Characteristics of gender-sensitive indicators	5
Group Activity 4 (Plenary review)	Applying the Framework gender-sensitive categories to an area of governance	20 (15)
Group Activity 5 (Plenary review)	What makes democratic governance indicators pro-poor?	15 (15)
Mini-lecture 4	Characteristics of pro-poor democratic governance indicators	10
SUGGESTED LUNCH BREAK 13:00 – 14:00		
Plenary activity	Structured learning exercise	30
Group Activity 6 (Plenary review)	Applying the Framework pro-poor categories to an area of governance	20 (15)
Mini-lecture 5	Other dimensions of disaggregation	5
Mini-lecture 6	Framework tools to select pro-poor and gender-sensitive indicators	10
SUGGESTED WORKING TEA BREAK 15:30 (during GA7)		
Group Activity 7 (Plenary review)	Applying the tools for indicator selection to an area of democratic governance	45 (15)
Plenary activity	What have we learned?	10
Plenary activity	Final sharing	10
FINISH 17:00		
		Approx. 6 hours

¹ Conservative estimates of maximum time needed

Handout 1 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?

Source: *Measuring Democratic Governance: A framework for selecting pro-poor and gender-sensitive indicators*, UNDP Oslo Governance Centre; Section 4

Handout 2 Illustrative pro-poor indicators for Parliamentary Development

ILLUSTRATIVE PRO-POOR INDICATORS		POSSIBLE DATA SOURCES
POVERTY-STATUS DISAGGREGATED	<ul style="list-style-type: none"> » Percentage of legislators in national Parliament from an under-privileged background. » Level of confidence among poor citizens that the Parliament represents their interests. » Average number of meetings Parliamentarians from poorer electorates have with their constituents compared with the average for Parliamentarians from all districts. » Percentage of Parliamentarians from poorer electorates that have functioning and accessible regional or local offices to meet with constituents. 	<ul style="list-style-type: none"> » Survey of Parliamentarians » Perception survey of poor households (Annex 1 [1],[2])¹⁸ » Survey of Parliamentarians from poorer electorates » Survey of Parliamentarians from poorer electorates; survey of constituents in poorer electorates
SPECIFIC TO THE POOR	<ul style="list-style-type: none"> » Percentage of new laws that as bills were accompanied by a written technical analysis, opinion papers, and/or legislative study on the impact of such laws on poorer groups in society. 	<ul style="list-style-type: none"> » Identify key laws passed during the year or take a random sample
IMPLICITLY PRO-POOR	<ul style="list-style-type: none"> » Frequency of engagement of pro-poor CSOs in consultations on the legislation making process (e.g. drafting, select committee input). » Percentage of legislative sessions (plenary and committee) during which translation services are provided for minority languages. 	<ul style="list-style-type: none"> » Survey of CSOs; participatory assessment » Survey of minority language Parliamentarians
CHOSEN BY THE POOR	<ul style="list-style-type: none"> » Views of the poor on the problems that they consider to be most important compared with those issues that are given priority in the national agenda. 	<ul style="list-style-type: none"> » Perceptions based survey of poor households or households in poorer geographic areas

Source: *Measuring Democratic Governance: A framework for selecting pro-poor and gender-sensitive indicators*, UNDP Oslo Governance Centre; Section 7

Handout 3 Illustrative gender sensitive indicators for Parliamentary Development

ILLUSTRATIVE GENDER SENSITIVE INDICATORS	POSSIBLE DATA SOURCES
<p>SEX DISAGGREGATED</p> <ul style="list-style-type: none"> » Percentage of seats held by women in national Parliament. » Percentage of Parliamentary Committees chaired by women. » Level of confidence among female citizens (poor and non-poor) that the Parliament represents their interests. views of women/men on the problems that they consider to be most important compared with those issues that are given priority in the national agenda. 	<ul style="list-style-type: none"> » Administrative data, as well as international data-bases: www.ipu.org/wmn-e/world.htm, www.quotaproject.org » Administrative data » Perceptions based survey of women (poor and non-poor) in a sample of electorates » Perceptions based survey of households
<p>GENDER SPECIFIC</p> <ul style="list-style-type: none"> » Percentage of Parliamentary sessions held outside normal working hours. » Proportion of seats in National Parliament reserved for women. » Percentage of new laws that which as bills were accompanied by a written technical analysis, opinion papers, and/or legislative study on the impact of such laws on women /men. » Number of Parliamentarians subject to gender sensitivity training, including gender budgeting. 	<ul style="list-style-type: none"> » Administrative data » Administrative data » Observation and analysis of public meetings and hearings and legislative debates; interviews with relevant CSOs » Administrative data
<p>IMPLICITLY GENDERED</p> <ul style="list-style-type: none"> » Legislation against domestic violence. » Legislation on workforce/workplace issues that can affect such areas as maternity leave. 	<ul style="list-style-type: none"> » Analysis of legislation » Analysis of legislation
<p>CHOSEN BY WOMEN</p> <ul style="list-style-type: none"> » Level of confidence among women on whether the Parliament is adequately addressing issues that affect women. 	<ul style="list-style-type: none"> » Perceptions based survey of women

Source: *Measuring Democratic Governance: A framework for selecting pro-poor and gender-sensitive indicators*, UNDP Oslo Governance Centre; Section 7

POSTER 1



Democratic governance areas

- Parliamentary Development
- Electoral Systems
- Human Rights
- Justice
- Access to Information & the Media
- Decentralisation & Local Governance
- Public Administration Reform & Anti-corruption

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Source: Based on *Measuring Democratic Governance: A framework for selecting pro-poor and gender-sensitive indicators*, UNDP Oslo Governance Centre; Section 6 (19)



Principles of democracy & mediating normative values

- Citizens control decision-making & makers
- Citizens equal in exercising such control
 - Women/men
 - Poor/non-poor
- Mediating normative values of democratic governance
 - Participation
 - Representation
 - Accountability
 - Transparency
 - Responsiveness
 - Efficiency
 - Equity

Source: Based on *Measuring Democratic Governance: A framework for selecting pro-poor and gender-sensitive indicators*, UNDP Oslo Governance Centre; Section 2 and Table 1.