

# Task Team on Participation in Political and Public Affairs

17 November 2021, 9:00 – 10:30 EST

Hosted by the Praia Group on Governance Statistics



## Which organization do you represent?

You can add this information to your  
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- Click on “Rename”

# Outline

## 1. Purpose of this Task Team, building on the Handbook

- Objective
- Conceptual & measurement framework
- Product 1: Survey module on Participation
- Product 2: Guidance on the use of administrative data for producing statistics on Participation

## 2. National experiences in producing statistics on Participation in Political and Public Affairs

- Register-based electoral statistics produced by Statistics Norway
- Survey-based statistics on citizen participation in political & civic life produced by the Institute of Statistics in Tunisia
- Discussion: Other national experiences

## 3. Preliminary mapping of relevant survey sources & sample questions on Participation in Political and Public Affairs

## 4. Next steps



# Normative framework and definition of “Participation in Political and Public Affairs” (from the Handbook)

- Article 25 of the **International Covenant on Civil and Political Rights (ICCPR)** provides for **the right of every citizen** – “without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status” – **to participate in public affairs**, including:
  - a) The right to take part in the conduct of public affairs, directly or through freely chosen representatives;
  - b) The right to vote and to be elected; and
  - c) The right to have access on general terms of equality to public service positions.
- Internationally agreed normative frameworks emphasizing equal rights to participate in political & public affairs for **women, ethnic, religious and linguistic minorities, indigenous people, youth and persons with disabilities**, include the following:



**TABLE IV.1 Internationally agreed normative frameworks on participation of specific groups in political and public affairs**

Participation of women	<p><b>Convention on the Political Rights of Women (1953)</b> Articles I-III state that women shall be entitled to vote in all elections, shall be eligible for election to all publicly elected bodies, and entitled to hold public office and exercise public functions on equal terms with men, without any discrimination.</p> <p><b>Convention on the Elimination of All Forms of Discrimination against Women (1979)</b> Article 7 protects women's right, on equal terms with men, to vote in all elections and public referenda and to be eligible for election to all publicly elected bodies; to participate in the formulation of government policy and the implementation thereof; and to hold public office.</p> <p><b>UN General Assembly Resolution on Women and Political Participation (2011)</b> Article 2 calls on all States to eliminate laws, regulations and practices that, in a discriminatory manner, prevent or restrict women's participation in the political process.</p>
Participation of minorities	<p><b>UN Convention on the Elimination of All Forms of Racial Discrimination (ICERD) (1965)</b> Article 5 requires States Parties to... guarantee the right of everyone, without distinction as to race, colour, or national or ethnic origin, to equality before the law, notably in the enjoyment of ... (c) political rights, in particular the right to participate in elections – to vote and to stand for election – on the basis of universal and equal suffrage, to take part in the Government as well as in the conduct of public affairs at any level and to have equal access to public service.</p> <p><b>Declaration on the Rights of Persons belonging to National or Ethnic, Religious &amp; Linguistic Minorities (1992)</b> Article 2 states that persons belonging to minorities have the right to participate effectively in public life, and in decisions on the national and, where appropriate, regional level.</p> <p><b>UN Declaration on the Rights of Indigenous Peoples (2007)</b> Article 5 states that indigenous peoples have the right to maintain and strengthen their distinct political... institutions, while retaining their right to participate fully, if they so choose, in the political... life of the State.</p>
Participation of youth	<p><b>Security Council Resolution 2250 (2015)</b> Article 1 urges Member States to consider ways to increase inclusive representation of youth in decision-making at all levels in local, national... institutions and in mechanisms for the prevention and resolution of conflict.</p>
Participation of persons with disabilities	<p><b>UN Convention on the Rights of Persons with Disabilities (2006)</b> Article 29 states that States Parties shall ensure that persons with disabilities can effectively and fully participate in political and public life on an equal basis with others, directly or through freely chosen representatives, including the right and opportunity for persons with disabilities to vote and be elected.</p>
Participation of migrants	<p><b>International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (MWC) (1990)</b> Article 41 states that Migrant workers and members of their families shall have the right to participate in public affairs of their State of origin and to vote and to be elected at elections of that State, in accordance with its legislation.</p>

# Working definition of “Participation in Political and Public Affairs” provided in the Handbook

(Based on the aforementioned frameworks)

Taking part in the conduct of public affairs, including by:

- Registering to vote, voting and standing as a candidate in elections;
- Being members of legislative, executive and judicial bodies at all levels of government;
- Accessing positions in the public service; and
- Engaging, individually or as members of political parties and other non-governmental organizations, in political activities such as publicly expressing political opinions, campaigning, holding peaceful demonstrations or taking part in other forms of collective mobilization.



FIGURE IV.1 **Conceptual and measurement framework for participation in political and public affairs**

**Sub-dimensions of participation in political and public affairs**

**A. Participation in electoral processes and referendums, as primary means of exercising the right to participate in political and public affairs**

**AREAS FOR STATISTICAL MEASUREMENT:**

- Voting-age population;
- Registered voters;
- Voter turnout in presidential, legislative and local government elections, and in referendums;
- Candidates standing in elections.

**B. Participation through association in political parties and other organizations**

**AREAS FOR STATISTICAL MEASUREMENT:**

- Members of political parties, including in leadership positions;
- Members of non-governmental organizations whose aim is to influence the conduct of public affairs.

**C. Representation and participation in political office, including as members of national and sub-national legislative and executive bodies**

**AREAS FOR STATISTICAL MEASUREMENT:**

- Members of parliaments, including in leadership positions; and by manner of selection;
- Ministers, including by type of portfolios held;
- Members of deliberative and executive bodies of local government.

**D. Representation in judicial bodies**

**AREAS FOR STATISTICAL MEASUREMENT:**

- Court staff dealing with criminal, civil, and administrative matters, by level of court and category of occupation.

**E. Representation in bodies of public service/ administration**

**AREAS FOR STATISTICAL MEASUREMENT:**

- Employment in public service by category of occupation.

**F. Representation in informal governance bodies with power or influence over local matters**

**AREAS FOR STATISTICAL MEASUREMENT:**

- Members of informal popular assemblies with decision-making power over local issues and communities.

**G. Enabling environment of participation, including whether other rights are fully respected and enjoyed by all individuals**

**AREAS FOR QUALITATIVE ASSESSMENT:**

- Extent to which national legal frameworks comply with international standards on civil and political rights;
- Existence of Temporary Special Measures (TSMs) to facilitate the access of disadvantaged groups to political and public office;
- Instances of fraud and other irregularities in conduct of elections.

**AREAS FOR STATISTICAL MEASUREMENT:**

- Campaign finances;
- Adult population who fears becoming a victim of political intimidation or violence during electoral campaigns;
- Candidates standing for elections who experienced violence;
- Members of political and public office who experienced violence and discrimination while in the office;
- Adult population with interest, information and knowledge on political and public affairs;
- Adult population with stereotyping attitudes and values;
- Self-reported levels of political efficacy among adult population and youth;
- Perceived levels of freedom to express any political opinion, to join any political organization, and to criticize government actions or performance/to participate in protests/demonstrations.

*(Based on the aforementioned frameworks)*

*Are we missing some measurement areas that would be relevant to cover through household surveys and/or through administrative sources?*

# Task Team on Participation in Political and Public Affairs

## Mandate of the Task Team:

**To support the development of international statistical guidance, standards and instruments for measuring Participation in Political and Public Affairs**, by consolidating international, regional and national experience and knowledge on the measurement of Participation.

## Two products:

- 1) Survey module on Participation in Political & Public Affairs
- 2) Guidance on the use of administrative data for the production of statistics on Participation in Political & Public Affairs

## +/- 5 meetings until the end of 2022:

Members of the Task Team expected to: shape the measurement framework, share national questionnaires / national experiences (survey & admin), provide feedback on drafts, etc.



# Product 1: Survey module on Participation

**Objective: To develop a “model” questionnaire to measure Participation in Political and Public Affairs using household surveys**

- A global reference in the field of governance statistics
- To enable the production of globally comparable statistics on various sub-dimensions of Participation

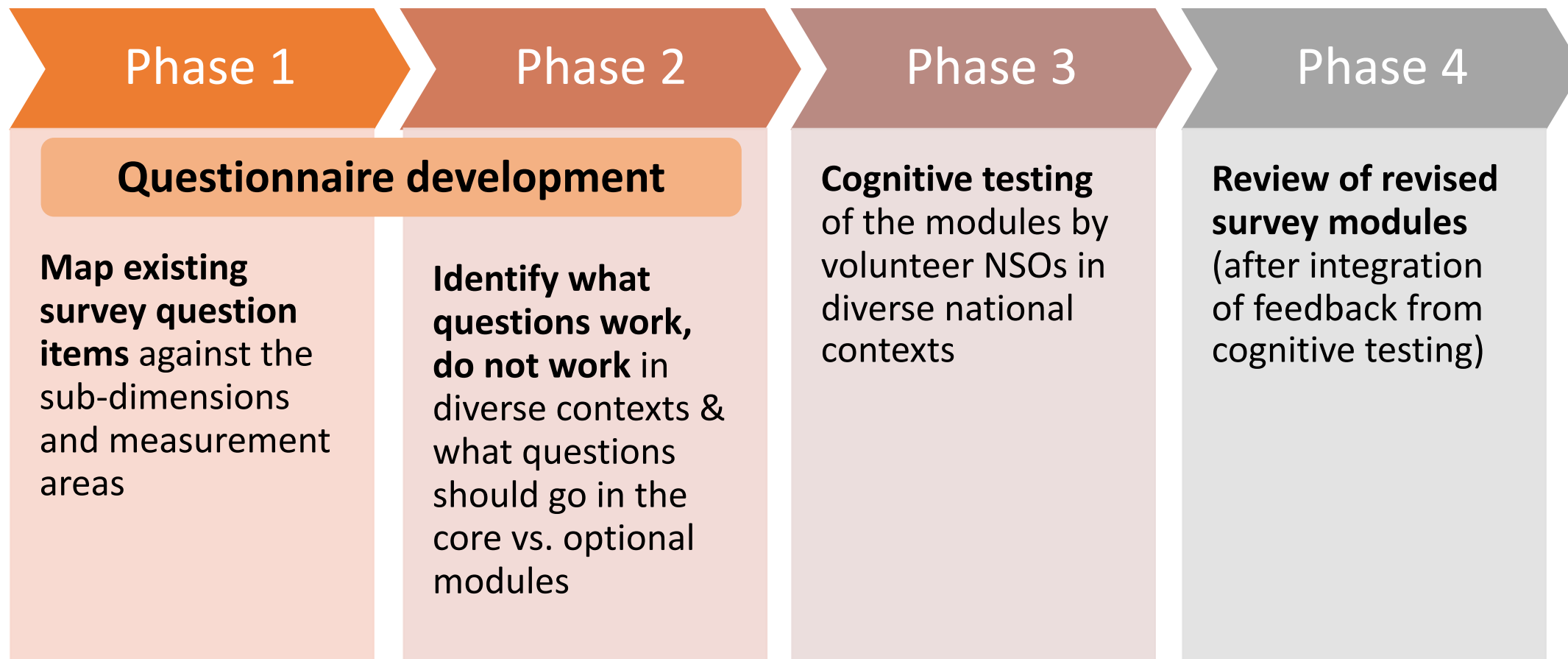
<b>CORE module</b>	<b>Core questions to be asked across all countries</b> → <i>Core module to be used as an add-on to suitable ongoing surveys (piggyback survey)</i>
<b>OPTIONAL modules</b>	<b>Optional questions that NSOs can add to the core module depending on specific information needs and questionnaire space</b> → <i>Core + optional modules to constitute a stand-alone survey on Participation</i>





# Survey module on Participation: Proposed phases

*(until the end of 2022)*



*N.B. Piloting of the module will take place later, together with other modules produced by other Teams*



# Questionnaire development (1/2)

## **Phase 1: Map existing survey question items against sub-dimensions and measurement areas in our conceptual & measurement framework**

### a) Review existing survey questionnaires

- International and regional survey programs:

World Values Survey (WVS), International Social Survey Programme (ISSP), Global Barometer Surveys [Afro, Latino, Asian, Arab, Eurasia], European Social Survey (ESS), Eurobarometer, surveys by UN, UNDP, etc.

- **Surveys conducted by NSOs (NSO members of the Task Team to share their questionnaires & experiences)**



# Questionnaire development (2/2)

## **Phase 2 – Identify what questions work, do not work in multinational / multicultural contexts**

- a) Inputs from Task Team members on content (thematic scope and policy relevance) and context (applicability in national/local context)
- b) Analysis of existing questionnaires to check for cross-national variations, and test reliability and validity
- c) Decide what existing questions to adopt or adapt, or develop new questions as needed

## **Phase 3 – Come up with a zero-draft questionnaire for cognitive testing**



# Product 2: Guidance on the use of administrative data for producing statistics on participation

Sub-dimensions of interest	Relevant data sources
<b>Participation in electoral processes</b>	Electoral Management Body (EMB) Registers of political parties Population registers
<b>Representation in political office (e.g. in parliament, among ministers, in local government)</b>	Parliamentary secretariat Ministerial secretariat or President's or Prime Minister's Offices EMB
<b>Representation in the judiciary</b>	Judicial Service Commission or Ministry of Justice
<b>Representation in the public service</b>	Civil Service Commission or Ministry of Public Administration
<b>Etc.</b>	

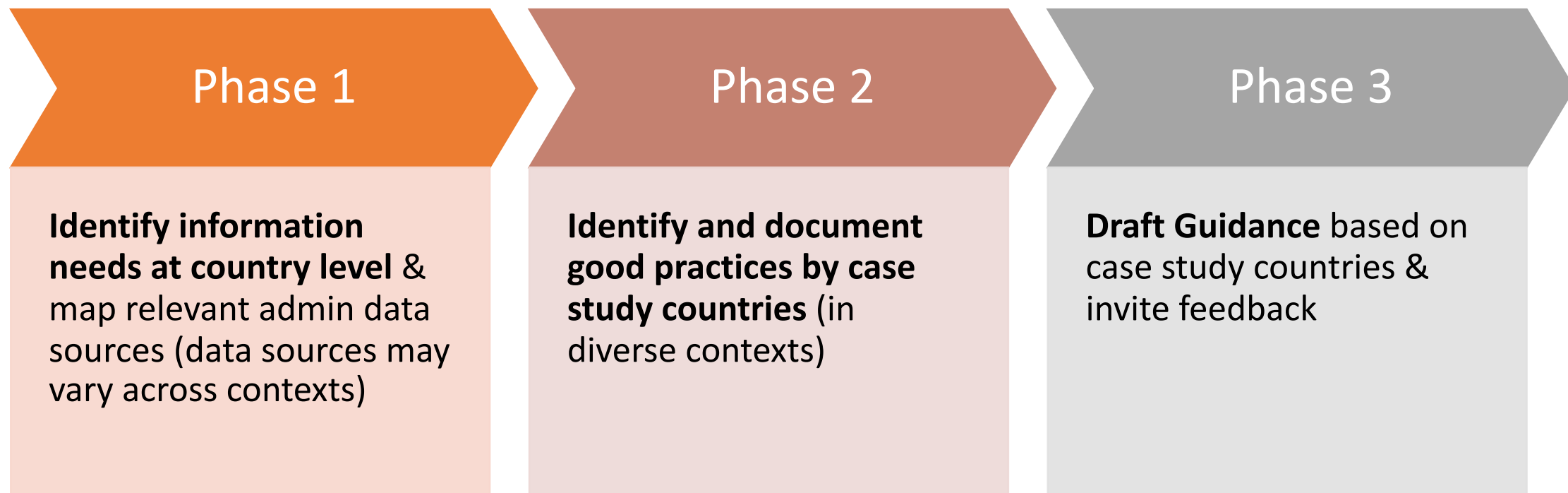


# Example of what the Guidance could cover on EMBs

- How EMBs produce electoral data;
- What steps in the production of electoral data ensure data quality, incl. complete coverage & granularity;
- How to ensure confidentiality and security in the sharing and use of electoral data;
- How electoral data should be shared (format/tabulations)
- Recommendations on indicator calculation
- Recommendations on linking with other sources
- Etc.



# Guidance on the use of administrative data: Proposed phases *(until the end of 2022)*



# Register-based electoral statistics produced by Statistics Norway: Statistics on turnout in elections, disaggregated by demographic groups

- **Challenges with the survey approach: How can administrative data supplement?**
- Survey questions like “*Did you vote in the last election?*” can produce biased estimates:
  - Measurement errors (“overreporting” is of greater concern than “underreporting”)
  - Nonresponse errors (non-voters less willing to participate)
  - Problem with small  $n$



- Over the last 50 years, Statistics Norway has made systematic efforts to **integrate various administrative sources** for statistical purposes.
- Every person living in Norway has a unique identifier – a “**national ID number.**”
- All prospective voters must be included with their national ID number in the **electoral register.**
- **Local election committees** need to maintain a register of each person entitled to vote in the municipality and when a person votes, they record it (to avoid that one person votes several times).

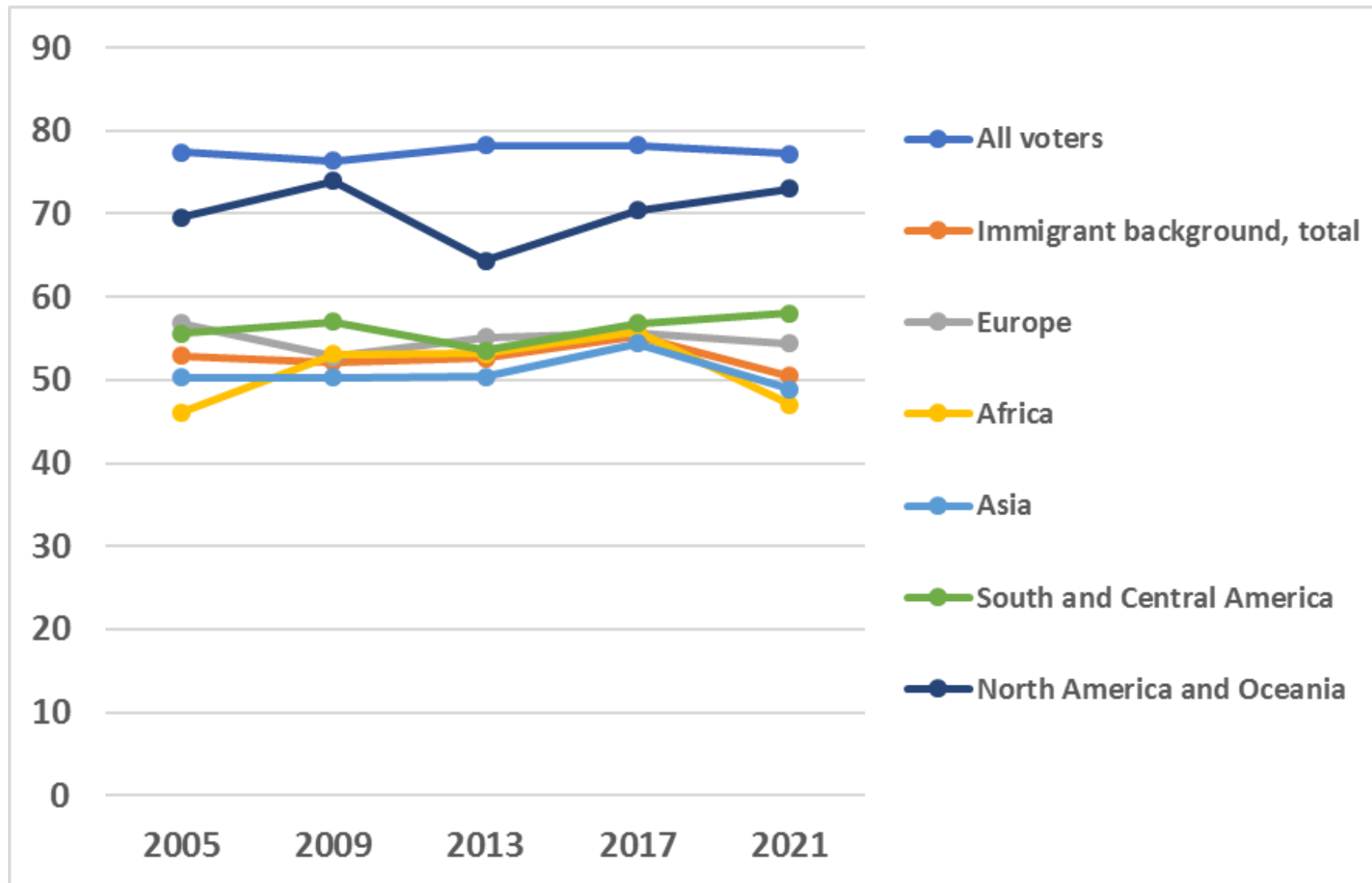




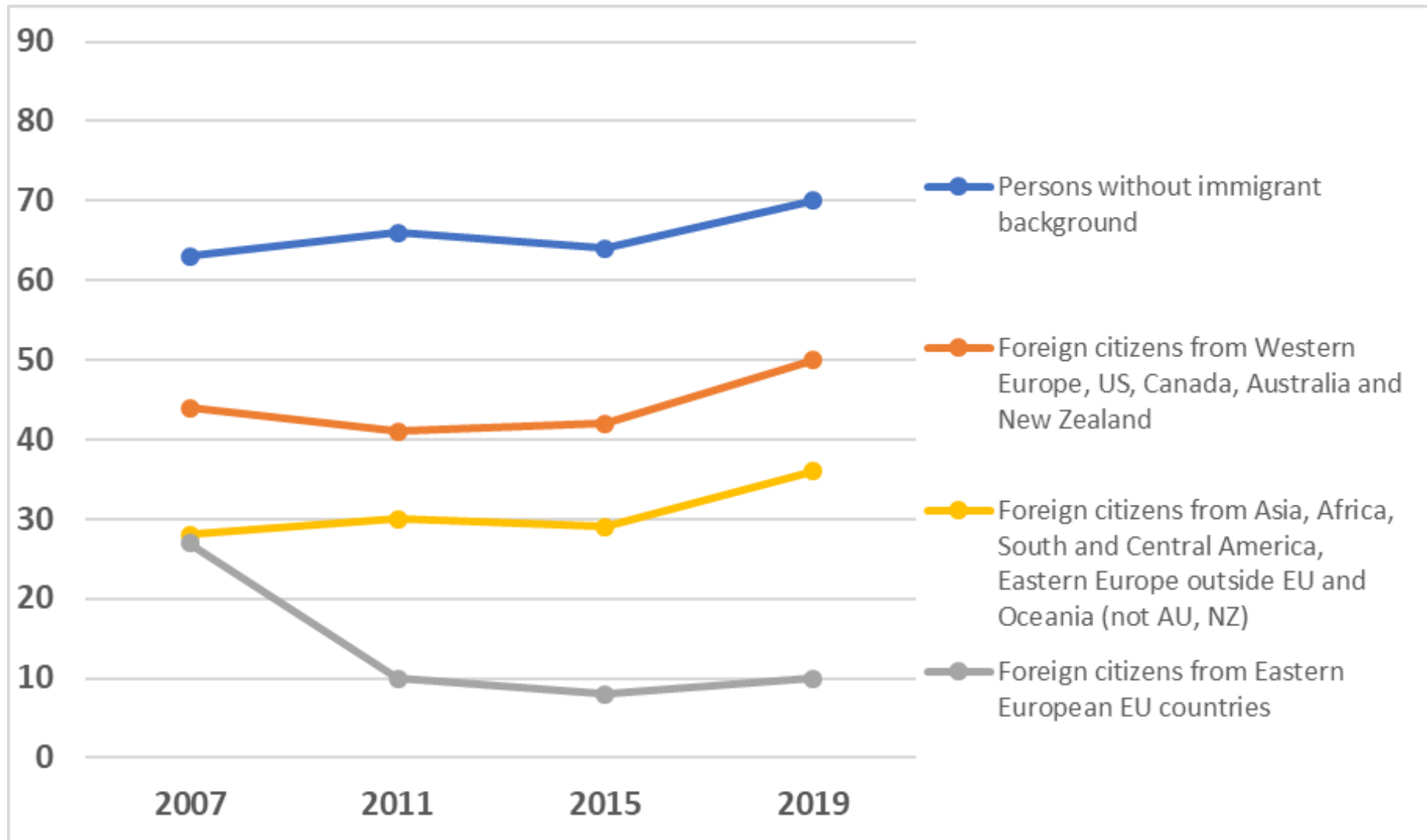
- The Statistics Act of Norway states that Statistics Norway shall have **access to all official registers** in Norway.
- From 1969 to 2018, Statistics Norway produced election turnout statistics disaggregated by demographic groups **based on admin data *samples*** from the electoral registers held by the local election committees.
- Since 2019, election turnout statistics are produced **based on the full electoral register**.



# Example 1: Do *foreign-born Norwegian citizens* vote in general elections?



## Example 2: Do *foreign citizens living in Norway* vote in local elections?



## Task Team on Participation in Political and Public Affairs

### How to measure participation in political and public affairs?

Through National Household Survey

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# 01 Outline

1. Legal basis
2. Measuring tools
3. Participation module
4. How to follow progress?
5. National survey measuring Governance, Peace and Democracy
6. Further steps



## 02 Legal basis

The Tunisian constitution guarantees the fundamental rights (Articles 31, 32, 35,36, 38, 39, 47, 48, 49, 127, 130, 137) and **encourages** citizen participation in political and civic life, especially that of youth and women (Articles 8, 14, 15, 34,46,133) at the local level.

### Article 139

“Local communities adopt the mechanisms of participatory democracy and the principles of open governance in order to guarantee the widest participation of citizens and civil society in the preparation of planning and development projects and the monitoring of their execution, in accordance with the law ”

## 03 Measuring tools

National household survey: « Citizen perceptions towards security, freedom and governance »

- Held three times: 2014, 2017, 2021.
  
- Countrywide exercise:
  1. 4800 hh in 2014
  
  2. 4800 hh in 2017
  
  3. 10.000 hh in 2021 (in progress; data collection phase)
  
- Covers 9 sections; Participation is the first



## 04 Participation module

- Membership in organizations, political parties, civil society organizations
- Participation in civil society meetings to discuss population issues
- Influence of civil society, political parties, associations on politics
- Influence of citizens on political decision-making
- Participation in presidential election
- Participation in legislative election
- Participation in municipal election
- Women participation in decision-making
- Participation in designing programmes to enhance development at local level



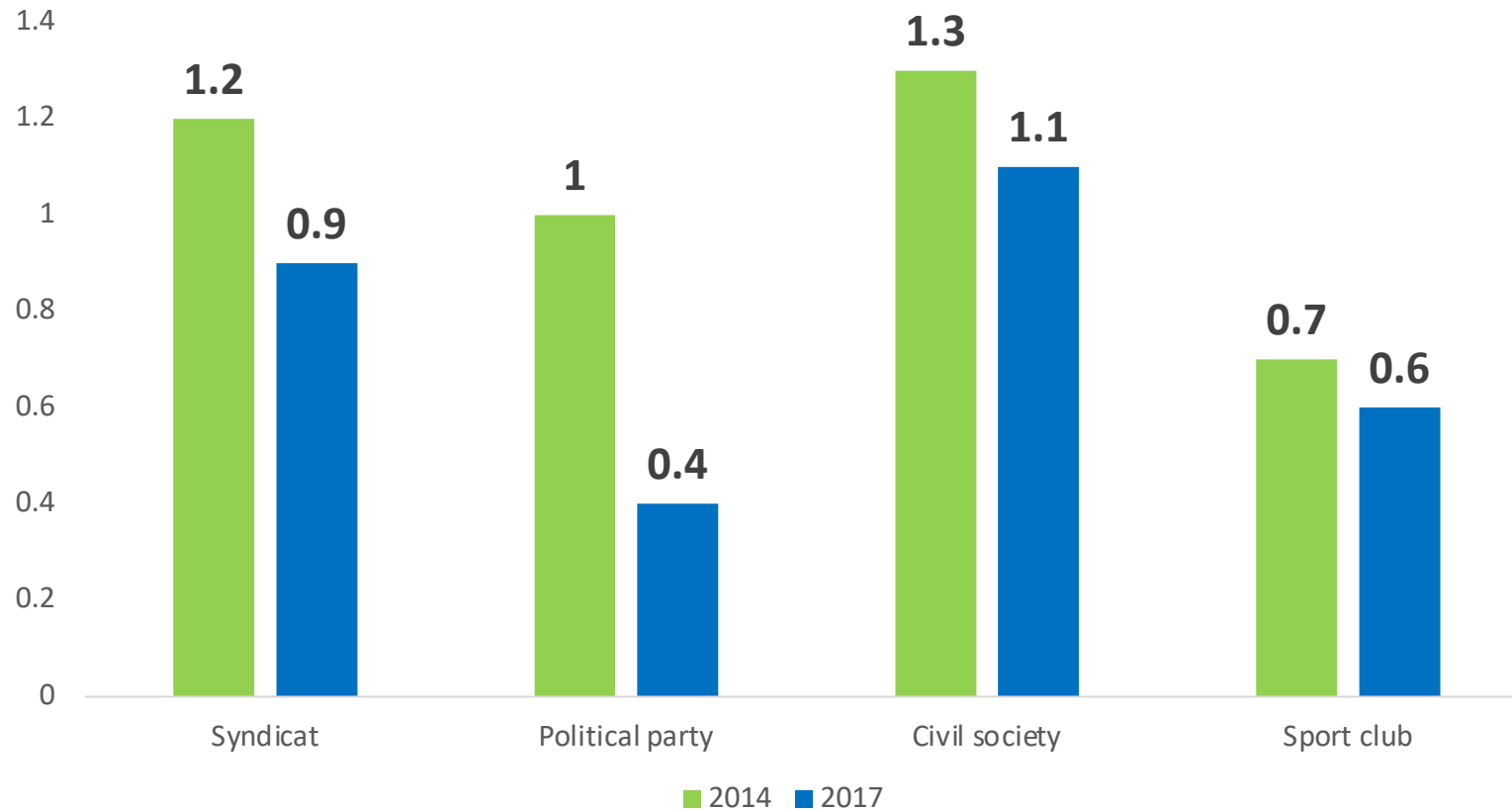


## 05 Results and the use of it

- ❑ Results are widely disseminated
- ❑ The key result was: Participation in political and public affairs is very weak in Tunisia, mainly among women, youth and in rural area
- ❑ Results are widely disaggregated: by sex, age, marital status, level of education, activity, wealth -- this enables an in-depth analysis to understand citizen reluctance to participate
- ❑ Results are widely used by/among:
  - Municipalities
  - Political parties
  - Government
  - Governmental and non-governmental organizations
  - International organizations
  - Researchers

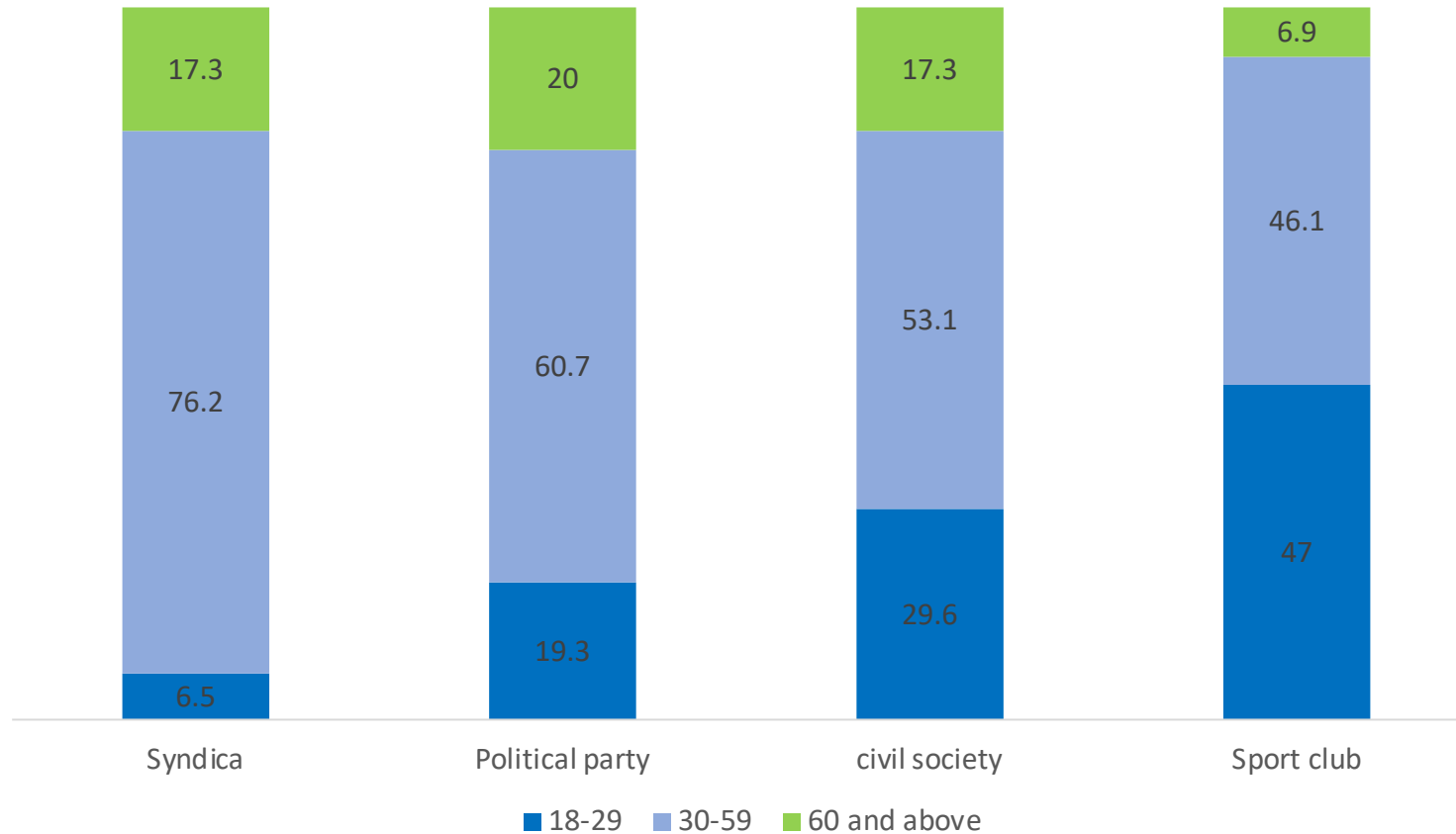
## 05 Results and the use of it

Proportion of citizen actively participating in political and public life, among the population aged 18 years and above (%)

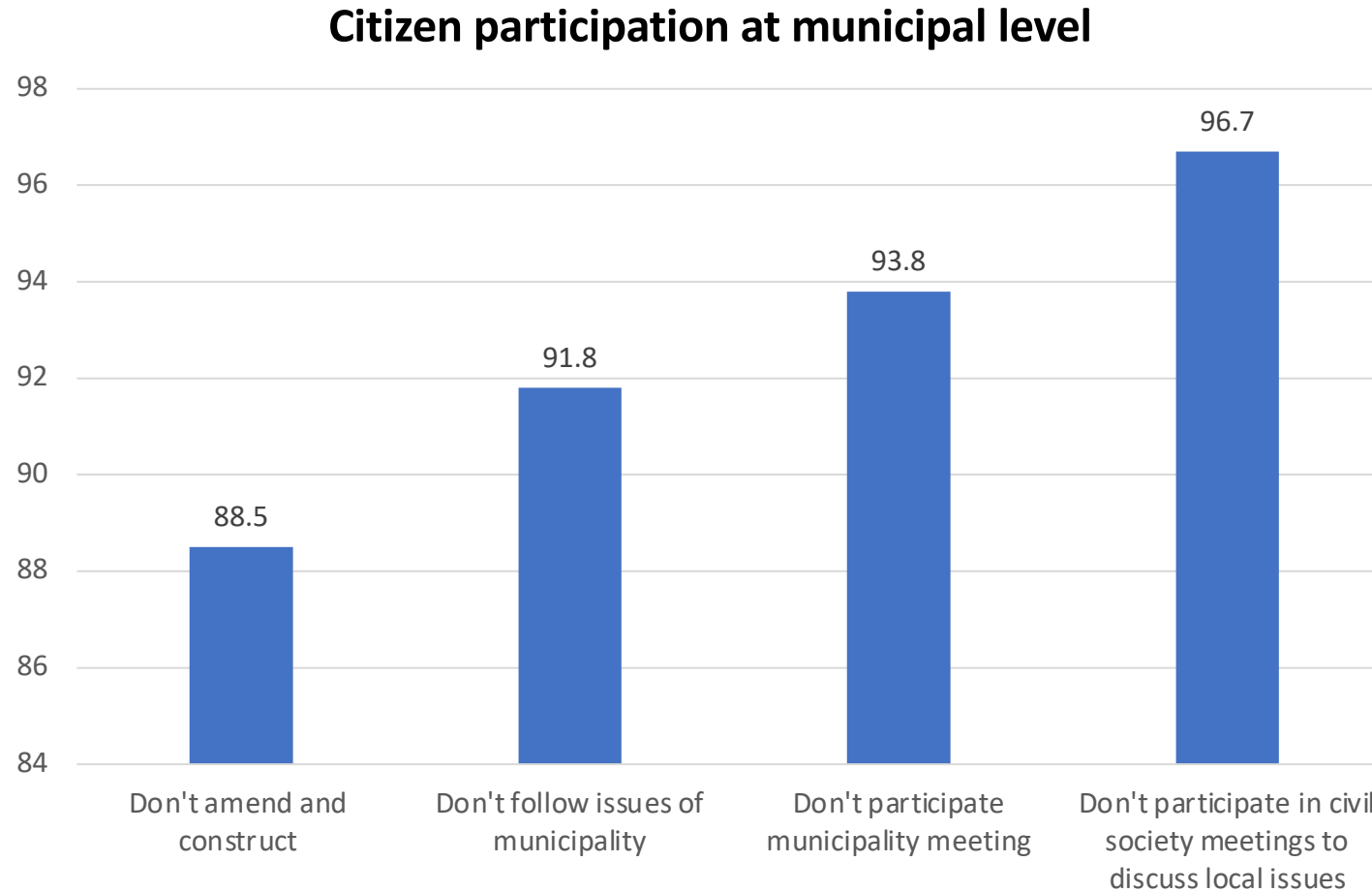


## 05 Results and the use of it

Proportion of citizens actively participating among the population aged 18 years and above (%), by age group



## 05 Results and the use of it



# Next steps: Two requests to members

1. Your feedback on the **conceptual & measurement framework**
  - *Are we missing some measurement areas that would be relevant to cover through household surveys and/or through administrative sources?*
2. Your inputs on **priority setting**
  - *Which measurement areas should we cover as priorities in the population/household survey module?*
  - *Which administrative sources should we address first? What would be a top priority for you and what aspects would be most relevant?*

Grateful for your inputs latest by **Friday, 26 November:**

[Malene.Almeida@ine.gov.cv](mailto:Malene.Almeida@ine.gov.cv)



# Next meeting

- Tentatively in 3 weeks (Wed, 8 December)
- Building on your inputs until then
  - Zero-draft of **core questionnaire & possible focus for optional modules**  
→ *Your feedback*
  - Country presentations on **national experiences in using admin sources** to produce statistics on specific sub-dimensions/areas, to identify issues to be addressed in the Guidance on the Use of Admin Data for Statistics on Participation → *Please let us know if you would like to share your country's experience*



