

SDG indicator metadata

(Harmonized metadata template - format version 1.0)

0. Indicator information

0.a. Goal

Goal 5: Achieve gender equality and empower all women and girls

0.b. Target

Target 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life

0.c. Indicator

Indicator 5.5.1: Proportion of seats held by women in (a) national parliaments and (b) local governments

0.d. Series

Number of seats held by women in national parliaments (number) SG_GEN_PARLN

Current number of seats in national parliaments (number) SG_GEN_PARLNT

Proportion of seats held by women in national parliaments (% of total number of seats) SG_GEN_PARL

0.e. Metadata update

2021-08-24

0.f. Related indicators

Indicator 16.7.1: Proportions of positions (by age group, sex, persons with disabilities and population groups) in public institutions (national and local), including (a) the legislatures; (b) the public service; and (c) the judiciary, compared to national distributions.

0.g. International organisations(s) responsible for global monitoring

Inter-Parliamentary Union (IPU)

1. Data reporter

1.a. Organisation

Inter-Parliamentary Union (IPU)

2. Definition, concepts, and classifications

2.a. Definition and concepts

Definition:

The proportion of seats held by women in (a) national parliaments, currently as at 1 January of reporting year, is currently measured as the number of seats held by women members in single or lower chambers of national parliaments, expressed as a percentage of all occupied seats.

National parliaments can be bicameral or unicameral. This indicator covers the single chamber in unicameral parliaments and the lower chamber in bicameral parliaments. It does not cover the upper chamber of bicameral parliaments. Seats are usually won by members in general parliamentary elections.

Seats may also be filled by nomination, appointment, indirect election, rotation of members and by-election.

Seats refer to the number of parliamentary mandates, or the number of members of parliament.

Concepts:

Seats refer to the number of parliamentary mandates, also known as the number of members of parliament. Seats are usually won by members in general parliamentary elections. Seats may also be filled by nomination, appointment, indirect election, rotation of members and by-election.

2.b. Unit of measure

Number and percentage

2.c. Classifications

Not applicable.

3. Data source type and data collection method

3.a. Data sources

The data used are official statistics received from national parliaments.

3.b. Data collection method

The data are provided by national parliaments and updated after an election or parliamentary renewal. National parliaments also transmit their data to the IPU at least once a year and when the numbers change significantly. IPU member parliaments provide information on changes and updates to the IPU secretariat. After each general election or renewal a questionnaire is dispatched to parliaments to solicit the latest available data. If no response is provided, other methods are used to obtain the information, such as from the electoral management body, parliamentary web sites or Internet searches. Additional information gathered from other sources is regularly crosschecked with parliament.

3.c. Data collection calendar

Data are updated on a monthly basis, up to the last day of the month.

3.d. Data release calendar

Data are updated on a monthly basis, up to the last day of the month.

3.e. Data providers

National parliaments.

3.f. Data compilers

Inter-Parliamentary Union (IPU)

3.g. Institutional mandate

The Inter-Parliamentary Union (IPU) is the global organization of parliaments. It was founded in 1889 as the first multilateral political organization in the world, encouraging cooperation and dialogue between all nations. Today, the IPU comprises 179 national Member Parliaments and 13 regional parliamentary bodies. It promotes democracy and helps parliaments become stronger, younger, gender-balanced and more diverse.

The IPU recognizes gender equality as a key component of democracy. It works to achieve equal participation of men and women in politics and supports parliaments in advancing gender equality. This includes the collection and dissemination of quantitative and qualitative data on women in politics. In particular, the IPU has tracked the percentage of women in national parliaments since 1945 and is the authority for this data. See historical and comparative data on women in parliament at <https://data.ipu.org/historical-women>.

4. Other methodological considerations

4.a. Rationale

The indicator measures the degree to which women have equal access to parliamentary decision making. Women's participation in parliaments is a key aspect of women's opportunities in political and public life, and is therefore linked to women's empowerment. Equal numbers of women and men in lower chambers would give an indicator value of 50 per cent.

A stronger presence of women in parliament allows new concerns to be highlighted on political agendas, and new priorities to be put into practice through the adoption and implementation of policies and laws. The inclusion of the perspectives and interests of women is a prerequisite for democracy and gender equality, and contributes to good governance. A representative parliament also allows the different experiences of men and women to affect the social, political and economic future of societies.

Changes in the indicator have been tracked over time. Although the international community has supported and promoted women's participation in political decision-making structures for several decades, improvement in women's access to parliament has been slow. This has led to the introduction of special policy and legal measures to increase women's shares of parliamentary seats in several countries. Those countries that have adopted special measures generally have greater representation of women in parliament than countries without special measures.

4.b. Comment and limitations

- The number of countries covered varies with suspensions or dissolutions of parliaments. As of 1 February 2016, 193 countries are included.
- There can be difficulties in obtaining information on by-election results and replacements due to death or resignation. These changes are ad hoc events which are more difficult to keep track of. By-elections, for instance, are often not announced internationally as general elections are.
- The data excludes the numbers and percentages of women in upper chambers of parliament. The information is available on the IPU website at <https://data.ipu.org/women-ranking>.

- Parliaments vary considerably in their internal workings and procedures, however, generally legislate, oversee government and represent the electorate. In terms of measuring women's contribution to political decision making, this indicator may not be sufficient because some women may face obstacles in fully and efficiently carrying out their parliamentary mandate.

4.c. Method of computation

The proportion of seats held by women in national parliament is derived by dividing the total number of seats occupied by women by the total number of seats in parliament.

There is no weighting or normalising of statistics.

4.d. Validation

IPU member parliaments provide information on changes and updates to the IPU secretariat via IPU Groups within each parliamentary chamber or via the Parline Correspondent's Network.

Parline Correspondents are staff members of national parliaments who act as the IPU focal point for IPU's Parline database within each chamber or parliament. Their main role is to make sure that all the data in Parline for their parliament is up-to-date and correct, including for this indicator. If no response is provided to questionnaires, other methods are used to obtain the information, such as from the electoral management body, parliamentary web sites or Internet searches. Additional information gathered from other sources is regularly crosschecked with parliaments.

4.e. Adjustments

Not applicable.

4.f. Treatment of missing values (i) at country level and (ii) at regional level

No adjustments are made for missing values.

- **At country level**
- **At regional and global levels**

4.g. Regional aggregations

Regional aggregations are a simple sum of country and chamber level data. A weighting structure is not applied.

4.h. Methods and guidance available to countries for the compilation of the data at the national level

Guidance is not required to provide information for this indicator (i.e. current number of members and total number of women members in a given single or lower chamber of a national parliament).

A "Checklist for Parline Correspondents" is provided to remind parliaments to inform the IPU of changes to the number of seats or the total number of women in a parliamentary chamber, every time there is a change.

4.i. Quality management

Data for this indicator is input and housed within the Parline database (data.ipu.org).

IPU has dedicated staff for data collection and management, a Network of Parline Correspondents to provide data updates, and a constant exchange with parliaments via IPU groups housed within member parliaments.

4.j Quality assurance

There is no significant statistical processing required for this indicator aside from checking coherence overtime.

4.k Quality assessment

IPU data is housed within the Parline database which automatically generates calculations on the number and percentage of women to ensure accuracy. Exports from the database are utilised for SDG reporting.

5. Data availability and disaggregation

Data availability:

Data are available for 193 countries. Information is available in all countries where a national legislature exists and therefore does not include parliaments that have been dissolved or suspended for an indefinite period.

Time series:

According to the IPU website the data extraction has changed over time as follows;

2020 – Present	As at 1 January
2013 – 2019	As at 1 February
1999	As at 5 February
2002	As at 4 February
2003, 2005 – 2007, 2009 - 2012	As at 31 January
2001, 2004	As at 30 January
2008	As at 29 January
1998, 2000	As at 25 January
1997	As at 1 January
Prior to 1997	Unknown

Disaggregation:

The indicator can be disaggregated for analysis by geographical region and sub-region, legislature type (single or lower, parliamentary or presidential), the method of filling seats (directly elected, indirectly elected, appointed) and the use of special measures.

6. Comparability / deviation from international standards

Sources of discrepancies:

Data are not adjusted for international comparability. Though, for international comparisons, generally only the single or lower house is considered in calculating the indicator.

7. References and Documentation

URL:

<https://data.ipu.org/women-ranking>

<http://www.ipu.org/wmn-e/classif-arc.htm>

References:

Inter-parliamentary Union (2008). Equality in Politics: A Survey of Women and Men in Parliaments.

Geneva. Available from <http://www.ipu.org/english/surveys.htm#equality08>

Inter-parliamentary Union (2010). Is Parliament Open to Women? Available from

<http://www.ipu.org/PDF/publications/wmn09-e.pdf>

Inter-parliamentary Union (2011). Gender-Sensitive Parliaments. A Global Review of Good Practice.

Available from <http://www.ipu.org/pdf/publications/gsp11-e.pdf>

Inter-parliamentary Union (2020). Women in parliament: 1995–2020 - 25 years in review. Available from

<https://www.ipu.org/resources/publications/reports/2020-03/women-in-parliament-1995-2020-25-years-in-review>

Inter-parliamentary Union and UN Women (2021). Women in Politics: 2021. Available from

<https://www.ipu.org/women-in-politics-2021>

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0. Indicator information

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0.b. Target

Target 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life

0.c. Indicator

Indicator 5.5.1: Proportion of seats held by women in (a) national parliaments and (b) local governments

0.d. Series

0.e. Metadata update

2018-01-30

0.f. Related indicators

0.g. International organisations(s) responsible for global monitoring

UN-Women

1. Data reporter

1.a. Organisation

UN-Women

2. Definition, concepts, and classifications

2.a. Definition and concepts

Definition:

Indicator 5.5.1(b) measures the proportion of positions held by women in local government. It is expressed as a percentage of elected positions held by women in legislative/ deliberative bodies of local government.

Concepts:

Local government is one of the sub-national spheres of government and a result of decentralization, a process of transferring political, fiscal, and administrative powers from the central government to sub-national units of government distributed across the territory of a country to regulate and/or run certain government functions or public services on their own.

The definition of local government follows the 2008 System of National Accounts (SNA) distinction between central, state, and local government (para 4.129). Local government consists of local

government units, defined in the SNA as “institutional units whose fiscal, legislative and executive authority extends over the smallest geographical areas distinguished for administrative and political purposes” (para 4.145). What constitutes local government of a given country is defined by that country’s national legal framework, including national constitutions and local government acts or equivalent legislation.

Each local government unit typically includes a legislative/ deliberative body and an executive body. Legislative/ deliberative bodies, such as councils or assemblies, are formal entities with a prescribed number of members as per national or state legislation. They are usually elected by universal suffrage and have decision-making power, including the ability to issue by-laws, on a range of local aspects of public affairs.

Executive bodies, consisting of an executive committee or a mayor, may be elected, appointed or nominated and they prepare and execute decisions made by the legislative/ deliberative body.

Elected positions are the most common manner of selection of local government members. They are selected in local elections, based on a system of choosing political office holders in which the voters cast ballots for the person, persons or political party that they desire to see elected. The category of elected positions includes both elected persons who competed on openly contested seats and persons selected during the electoral processes on reserved seats or through a candidate quota.

By comparison, members selected on appointed positions (the least common manner of selection of local government members) are nominated, typically by government officials from higher-ranking tiers of government. Appointed members of local government are more frequent among the leadership positions, such as the heads of the executive body, representatives of specific groups (e.g., women, disadvantaged groups, youth); and, temporary committees/delegations/caretakers appointed by government officials when a council has been dissolved.

2.b. Unit of measure

2.c. Classifications

3. Data source type and data collection method

3.a. Data sources

Administrative data based on electoral records are the main source of data on elected members of local government, and the recommended data source for Indicator 5.5.1(b). Electoral records are produced and upheld by Electoral Management Bodies (EMBs) or equivalent bodies tasked with organizing elections at local level. EMBs are part of the National Statistical System, and often specifically mentioned in the national statistics acts as producers of official statistics.

The use of electoral records to measure women's representation in local government and monitoring of Indicator 5.5.1(b) is cost-effective, straightforward and timely. No adjustments or estimates are necessary to transform the administrative information into statistics for monitoring the indicator. The conceptual framework at the basis of Indicator 5.5.1(b) is consistent with the conceptual framework at the basis of local elections, as both are provided by national legal framework. The data used to calculate Indicator 5.5.1(b) refer to information on election winners, disaggregated by sex, and the coverage of the reference population (in this case, the elected officials) should be complete. In countries where the electoral records are electronic and centralized, information on numbers of women and men in elected positions can be made available as soon as the official results of elections are released.

Two other types of sources of data may be used in the few instances where electoral records are not electronic or not centralized. One additional type of source is also administrative, and refers to public administration data available to line ministries overseeing local government. However, its use for statistics may be less straightforward compared to centralized electoral records. The scope of public administration records is beyond the elected positions, and information on women and men in elected positions of local government may be mixed with information on public administration employees, which are not covered by this indicator. Therefore, additional data processing and resources may be required to carefully extract the information needed. In some cases, the forms used as the basis for administrative records may need to be modified to ensure recording of the positions as being elected, in legislative/deliberative bodies, as well as the sex of persons in those positions. In other cases, some elected positions may not be covered in the records maintained, for example, if the administrative records are restricted to only those positions that are on the government payroll.

Another type of data source that may provide information on women and men in local government in the absence of centralized electronic election records, refers to existing surveys or censuses using local government units as units of observation. These surveys or censuses may be undertaken by National Statistical Offices and/or line ministries and may take the form of (a) local government censuses or surveys; (b) establishment survey; and (c) municipality surveys. These surveys/census may already include, in the data collection tool dedicated to their main purpose, a few questions on the number of members of local legislative/deliberative and executive bodies by sex and other individual characteristics such as age and education; or may require the integration of such questions. Similar to other censuses and surveys, a low response rate can result in bias of the statistics obtained. Sampling errors may also add to the bias, in ways that cannot be assessed in the absence of a good understanding of distribution of women's and men's representation across different local government units across the territory of a country.

3.b. Data collection method

The compilation of data, coordinated by UN Women and undertaken with the support of UN Regional Commissions, uses two mechanisms:

- data request forms sent to EMBs and NSOs directly or through UN Regional Commissions
- on-line dissemination of data by NSS entities who are the primary source of data or in charge with coordination of SDGs, including EMBs and/or NSOs. This process will be done in a transparent manner, based on communication with NSS focal points, so that the NSS has a chance to validate or dismiss a country's compiled data.

3.c. Data collection calendar

After establishing the global baseline, the data will be compiled every year, in January of each year, and/or after local elections have taken place.

3.d. Data release calendar

Second quarter of the year.

3.e. Data providers

Data are provided by Electoral Management Bodies and/or in coordination with National Statistical Offices.

3.f. Data compilers

UN Women with the support of UN Regional Commissions.

3.g. Institutional mandate

4. Other methodological considerations

4.a. Rationale

Women's and men's right to exercise their political rights on an equal basis, and at all levels of decision-making, is recognized in the SDGs and enshrined in many human and political rights declarations, conventions and resolutions agreed to by most countries in the world. Indicator 5.5.1(b) measures the degree to which gender balance has been achieved in, and women have equal access to, political decision-making in local government.

Indicator 5.5.1(b) complements the Indicator 5.5.1(a) on women in national parliaments, and accounts for the representation of women among the millions of members of local governments that influence (or have the potential to influence) the lives of local communities around the world. All tiers of local government are covered by the indicator, consistent with national legal frameworks defining local government.

4.b. Comment and limitations

Indicator 5.5.1(b) refers to the representation of women among elected positions of legislative/deliberative bodies of local government. This is a strength, because it ensures comparability across countries, at low cost, and mirrors the SDG indicator measuring women's representation at national level, in parliament. This is also a limitation in that the indicator does not consider other positions in local government. Local government officials holding executive positions who are not simultaneously holding a position within the legislative/deliberative body, or who are appointed and not elected, are not considered in this indicator.

It is recommended that women's representation in executive positions, particularly at the level of the head of the executive (such as mayor), is monitored separately at national and global levels, but not as a headline SDG indicator.

Importantly, the indicator refers to representation among members of local government and not the quality of their participation. Countries may therefore consider assessing political participation through national or subnational studies involving qualitative and/or quantitative methods of research. Additional indicators of political participation may also be monitored at national level, such as women's share among voters and candidates in local elections, to monitor the closing of other gaps on women's political participation.

Finally, aspects of local governance beyond the formal institutions of local government, such as public administration staff, are not included in the indicator 5.5.1(b), and may be covered by other indicators in the SDG framework, particularly within the Goal 16 on inclusive societies.

4.c. Method of computation

The method of computation is as follows:

$$\text{Indicator 5.5.1(b)} = \frac{(\text{Number of seats held by women}) \times 100}{\text{Total number of seats held by women and men}}$$

Unit:

%

4.d. Validation

4.e. Adjustments

4.f. Treatment of missing values (i) at country level and (ii) at regional level

- **At country level**
Not Imputed
- **At regional and global levels**
Not Imputed

4.g. Regional aggregations

4.h. Methods and guidance available to countries for the compilation of the data at the national level

4.i. Quality management

4.j Quality assurance

4.k Quality assessment

5. Data availability and disaggregation

Data availability:

Data on women's and men's representation in elected positions of legislative/ deliberative bodies of local government are currently estimated as available for 89 of countries in the world. This estimate is based on a count of countries covered by regional databases in Europe, Latin America and the Caribbean, and ad-hoc studies in Asia and Pacific. However, the indicator used vary from one region to another. The count of countries is expected to change after the methodology of the indicator is used consistently across countries and regions.

Time series:

Disaggregation:

Data on elected positions in legislative/deliberative bodies of local government have to be disaggregated by sex to enable the calculation of the indicator. No additional disaggregation is required for SDG reporting.

6. Comparability / deviation from international standards

Sources of discrepancies:

There are no discrepancies. Data are reported by entities of National Statistical Systems, including Electoral Management Bodies and National Statistical Offices.

7. References and Documentation

ECLAC, 2016a. CEPALSTAT: Databases and statistical publications.

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UN Women, 2017. Review of National Constitutions and Local Government Acts. Unpublished.

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