

SDG indicator metadata

(Harmonized metadata template - format version 1.0)

0. Indicator information

0.a. Goal

Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

0.b. Target

Target 16.7: Ensure responsive, inclusive, participatory and representative decision-making at all levels

0.c. Indicator

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

0.d. Series

This metadata is for sub-component (a) of the 16.7.1 indicator on legislatures.

Number of chairs of permanent committees, by age sex and focus of the committee, Joint Committees

Number of chairs of permanent committees, by age sex and focus of the committee, Lower Chamber or Unicameral

Number of chairs of permanent committees, by age sex and focus of the committee, Upper Chamber

Ratio for female members of parliaments (Ratio of the proportion of women in parliament in the proportion of women in the national population with the age of eligibility as a lower bound boundary), Lower Chamber or Unicameral

Ratio for female members of parliaments (Ratio of the proportion of women in parliament in the proportion of women in the national population with the age of eligibility as a lower bound boundary), Upper Chamber

Number of speakers in parliament, by age and sex , Lower Chamber or Unicameral

Number of speakers in parliament, by age and sex, Upper Chamber

Number of youth in parliament (age 45 or below), Lower Chamber or Unicameral (Number)

Number of youth in parliament (age 45 or below), Upper Chamber (Number)

Proportion of youth in parliament (age 45 or below), Lower Chamber or Unicameral (%)

Proportion of youth in parliament (age 45 or below), Upper Chamber (%)

Ratio of young members in parliament (Ratio of the proportion of young members in parliament (age 45 or below) in the proportion of the national population (age 45 or below) with the age of eligibility as a lower bound boundary), Lower Chamber or Unicameral

Ratio of young members in parliament (Ratio of the proportion of young members in parliament (age 45 or below) in the proportion of the national population (age 45 or below) with the age of eligibility as a lower bound boundary), Upper Chamber

0.e. Metadata update

2022-03-31

0.f. Related indicators

Indicator 5.5.1(a) looks at the proportion of seats held by women in national parliaments while indicator 5.5.1(b) considers the proportion of women in local governments. The metadata developed for the latter only considers elected positions in legislative bodies of local government, thus focusing on the same positions that would be covered by indicator 16.7.1(a) at sub-national level. The Methodology Development Narrative Report for the present indicator recommends building on the methodology elaborated for indicator 5.5.1(b) for future reporting on indicator 16.7.1(a) at local level.

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:

This metadata sheet is focused only on the first sub-component of indicator 16.7.1, namely on positions in national legislatures held by individuals of each target population (sex, age, persons with disabilities, and contextually relevant population groups).

The legislative sub-component of indicator 16.7.1 aims to measure how representative of the general population are the individuals occupying key decision-making positions in national legislatures. More specifically, this indicator measures the proportional representation of various demographic groups (women, age groups) in the national population amongst individuals occupying the following positions in national legislatures: (1) Members, (2) Speakers and (3) Chairs of permanent committees in charge of the following portfolios: Foreign Affairs, Defence, Finance, Human Rights and Gender Equality. Furthermore, it looks at the electoral and constitutional provisions adopted by countries to secure representation in national legislatures of persons with disabilities and contextually relevant population groups.

Concepts:

The indicator is based on the following key concepts and terms:

- *National legislature*: A legislature (alternatively called ‘assembly’ or ‘parliament’) is the multi-member branch of government that considers public issues, makes laws and oversees the executive.
 - *Unicameral / bicameral parliaments*: A legislature may consist of a single chamber (unicameral parliament) or two chambers (bicameral parliament). The organization of a country’s legislature is prescribed by its constitution. Around the world, about 59% of all countries have unicameral legislatures, while the remaining 41% are bicameral¹. To allow for a comprehensive analysis, this indicator will consider both chambers in bicameral parliaments.

¹ Source: Structure of Parliaments, IPU New Parline database on national parliaments
<https://data.ipu.org/compare?field=country%3A%3Afield_structure_of_parliament#pie>

- *Member of Parliament (MP)*: A person who is formally an elected or appointed member of a national legislature. This metadata considers all members of lower and upper chamber regardless of the selection modality (direct election, indirect election and appointment).
- *Speaker*: A Speaker (alternatively called ‘president’ or ‘chairperson’ of the legislature) is the presiding officer of the legislature.
- *Permanent committee* (alternatively called ‘standing committee’): established for the full duration of the legislature and generally aligned with the specific policy areas of key government departments. For the purpose of SDG indicator 16.7.1(a), the permanent committees in charge of five portfolios are being considered: Foreign Affairs, Defence, Finance, Human Rights and Gender Equality.
- *Permanent Committee Chair*: A person designated to preside over the work of a permanent committee, selected through nomination by political parties, election by MPs, appointment by the Speaker, or other means.
- *Disability*: long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder the full and effective participation of disabled persons in society on an equal basis with others.²
- *Population group*: The population of a country is a mosaic of different population groups that can be identified according to racial or ethnic, language, migration status, religious affiliation, sexual orientation, as well as disability status (UNECE). The indicator adopts a broad definition of population groups, not limited to minorities³ and indigenous peoples⁴, in order to capture all nationally relevant groups tracked by a given parliament, which depends on the constitutional and electoral measures in place to guarantee the representation of certain groups. Such measures sometimes extend to groups other than ‘minorities’, such as, for instance, occupational groups.⁵

2.b. Unit of measure

Number, Ratio, Percent (%)

2.c. Classifications

Not applicable

3. Data source type and data collection method

3.a. Data sources

² UN General Assembly, Convention on the Rights of Persons with Disabilities: resolution / adopted by the General Assembly, 24 January 2007, A/RES/61/106, available at: <http://www.refworld.org/docid/45f973632.html>

³ *Minority group*: a group numerically inferior to the rest of the population of a State, in a non-dominant position, whose members—being nationals of the State—possess ethnic, religious or linguistic characteristics differing from those of the rest of the population and show, if only implicitly, a sense of solidarity, directed towards preserving their culture, traditions, religion or language. Source: UN Office of the High Commissioner for Human Rights (OHCHR), *Minority Rights: International Standards and Guidance for Implementation*, 2010, HR/PUB/10/3, <<http://www.refworld.org/docid/4db80ca52.html>>

⁴ *Indigenous peoples*: peoples in independent countries who are regarded as indigenous on account of their descent from the populations which inhabited the country, or a geographical region to which the country belongs, at the time of conquest or colonization or the establishment of present state boundaries and who, irrespective of their legal status, retain some or all of their own social, economic, cultural and political institutions. Source: C169 - Indigenous and Tribal Peoples Convention, 1989 (No. 169)

⁵ For example, Egypt's electoral law reserves 50 per cent of seats in the People's Assembly for “workers and farmers”.

The multiple data points pertaining to the parliamentary sub-component of indicator 16.7.1 will be compiled by the Inter-Parliamentary Union (IPU) based on information gathered in its New PARLINE database on national parliaments:

Data on age and sex of Members and Speakers:

The IPU already collects data from secretariats of national parliaments on an ongoing basis for New PARLINE. The Platform already provides up-to-date and disaggregated data on the following positions:

- *Members*: data disaggregated by sex and age.
- *Speakers*: data disaggregated by sex and age.
- *Chairs of permanent committees on Human Rights and Gender Equality*: data disaggregated by sex and age.

Data on age and sex of Chairs of permanent committee on Foreign Affairs, Defense and Finance:

Data on the sex and age of Chairs of permanent committees on Foreign Affairs, Defense and Finance New Parline, will be added to Parline in 2020 . This is building on the successful attempt made by the IPU in 2011 to collect sex-disaggregated data on committee Chairs, broken down by area of competence (see IPU, Gender-sensitive parliaments, 2011).

Data on disability and population group status of Members:

In the immediate future, data on the disability and population group status of individual members will not be collected. As explained above, (1) such characteristics are very rarely tracked by parliaments in a systematic way; (2) confidentiality and data protection concerns are likely to make such data collection challenging, if not legally impossible; (3) data on the representation of persons with disabilities or various population groups will likely be of limited potential use.

Instead, lists of electoral or constitutional provisions guaranteeing representation of persons with disabilities and various population groups in parliament are already compiled in the New PARLINE database (see 'Reserved seats and quotas' section) and will be used to report on this indicator.

In the future, it is recommended that the 'Inclusion Survey' (see Annex) be considered by the IPU's network of national parliaments. In this survey, each member is asked to self-report on (1) levels of difficulty in performing activities in five⁶ core functional domains – namely seeing, hearing, walking, cognition and communication (the 'Inclusion Survey' is an adapted version of the standardized Short Set of Questions on Disability elaborated by the Washington Group), and (2) his/her affiliation to a national, ethnic, religious or linguistic minority group, or to an indigenous or occupational group, in keeping with the UN principle of self-identification with regards to indigenous peoples and minorities.

Given the potential sensitivity of disclosing information on population groups and disability, declaring and being transparent as to who is the sponsor of the Inclusion Survey can make respondents more comfortable. It is important for the sponsor to be a neutral entity independent from the employer institution, and to be able to protect the confidentiality of survey respondents. In this regard,

⁶ It was advised by the Washington Group to omit the sixth domain of 'self-care' from the Short Set of Questions on Disability, as this question does not capture additional disability cases but acts more like a 'severity indicator'. Given the target population for this survey (members of parliament), this question was found unnecessary.

organisations such as IPU and National Statistical Offices are particularly well positioned to administer the Inclusion Survey in national parliaments, and to perform subsequent data analysis.

3.b. Data collection method

The compilation of data by the Inter-Parliamentary Union uses the following mechanisms:

- data collection forms sent to Parliaments⁷
- internal review and validation of data obtained from national parliaments by the IPU
- on-line dissemination of data by IPU on New PARLINE

The IPU will apply the data validation procedures developed for New Parline, plus additional checks specifically for SDG indicator 16.7.1(a), prior to submitting data at the international level for SDG reporting.

3.c. Data collection calendar

Data should be collected at least once every legislative term (preferably within 6 months of the opening of a new parliament). If possible, data should be updated annually. This will ensure timely capturing of changes in the composition of parliament and/or permanent committees which may come as a consequence of the electoral cycle, snap elections and by-elections held in selected constituencies to fill vacancies arising from the death or resignation of members.

- Sex and age of members: updated after every election
- Sex and age of Speakers: updated on a daily basis, every time a change occurs
- Sex and age of permanent committee Chairs: updated after every election
- Data on electoral or constitutional provisions guaranteeing representation of persons with disabilities and various population groups: updated at the time of every election
- In addition, all data will be reviewed and updated annually by parliaments.

3.d. Data release calendar

Data will be reported at the international level in February each year, and will provide a snapshot of the situation as at 1 January of that year.

The first full release of data for the indicator will take place in February 2020, on the basis of data as at 1 January 2020.

The IPU will have a rolling schedule of publication of parts of the data for the indicator in the New Parline database. For example, data on the sex of members of parliament is already available; whereas data on the age and sex of the Chairs of permanent committees on Foreign Affairs, Defence and Finance will be published in the database in 2020.

⁷ In case of bicameral parliaments, data will be obtained separately from the secretariat of each chamber, except where the two chambers share a secretariat / contact point.

3.e. Data providers

The Inter-Parliamentary Union is responsible for the provision of data on all dimensions of the indicator. Data is directly provided by national parliaments and then made available on New Parline.

3.f. Data compilers

The Inter-Parliamentary Union is responsible for the compilation of all data points required by this indicator and for the computation of the two ratios for each parliamentary chamber of each country.

3.g. Institutional mandate

The IPU is a global organization of national parliaments founded in 1889 that promotes democracy and sustainable development and helps parliaments to become stronger, younger, gender-balanced and more diverse. The IPU has a historical record of collecting reference data on parliaments since the 1960s. It also maintains the flagship Parline database on national parliaments - an authoritative and up-to-date resource containing over 600 data fields for every functioning parliament in the world.

In 2017 UNDP approached the IPU to jointly develop metadata for the 16.7.1a component of this indicator and in November 2018 the UN-IAEG approved the metadata and confirmed IPU as custodian.

4. Other methodological considerations

4.a. Rationale

The concept of representation

There are different approaches to the concept of representation in parliament, with two of the most widely-known being descriptive and substantive representation (Bird, 2003; Floor Eelbode, 2010). Descriptive representation is concerned with the extent to which the composition of parliament mirrors the various socio-demographic groups in the national population. Substantive representation, meanwhile, is concerned with the extent to which parliament acts in the interest of certain population groups (irrespective of whether or not members of parliament consider themselves as members of those groups).

Indicator 16.7.1 focuses on descriptive representation. The underlying assumption is that when parliament reflects the social diversity of a nation, this may lead to greater legitimacy of the parliament in the eyes of the electorate, as members resemble the people they represent in respect to gender, age, ethnicity and disability. Descriptive representation has been found to be associated with higher levels of trust in public institutions, as people feel closer to elected representatives who resemble them and perceive more visibly representative political bodies with better quality and fairness of policy decisions, and with less undue influence of vested interests over decision-making.⁸ Such descriptive representation should then enhance the substantive influence of population groups.

The methodology for this indicator measures representation in parliamentary decision-making with respect to the sex and age of members of parliament. It identifies the extent to which the proportion of women members of parliament, and the proportion of young members of parliament, corresponds to the proportion of these groups in society as a whole.

⁸ See OECD (2017)

A different approach is taken with regard to disability and population group status, which focuses on electoral and constitutional provisions guaranteeing the representation of persons with disabilities and various population groups in national parliaments (see 'Comments and limitations').

'Decision-making positions' in national parliaments

Target 16.7 focuses on 'decision-making' and the extent to which it is responsive, inclusive, participatory and representative. For the purpose of this indicator, three positions were identified for their importance in decision-making and leadership: Members of parliament, the Speaker of parliament and permanent committee Chairs. Broadly speaking, the decision-making power of individuals holding these positions can be described as follows:

- *Members of parliament* play important roles in public decision-making by voting on laws and holding the government to account.
- *The Speaker* of a legislature presides over the proceedings of parliament and typically plays a significant role in setting the parliamentary agenda and organizing the business of parliament. The Speaker is responsible for ensuring parliamentary business is conducted fairly and effectively, and for protecting the autonomy of the legislature in relation to the other branches of government.
- *Committee Chairs* preside over the work of parliamentary committees, and typically have great influence over the committee agenda and business, including the legislative and oversight work carried out. In addition, committee Chairs often participate in the management boards or bureau that guide the overall work of parliament. As the number and mandates of permanent committees vary between parliaments, for the sake of better-quality data and greater comparability, this indicator only considers five Permanent Committees : Foreign Affairs, Defence, Finance, Human Rights and Gender Equality (see 'Comments and limitations').

Political representation and disaggregation dimensions

The indicator calls for disaggregation of positions by age, sex, contextually relevant population groups and disability status. The following international human rights instruments contain provisions on enhancing opportunities for political participation by individuals and groups holding such characteristics:

The right and opportunity to participate in public affairs

Article 25 of the International Covenant on Civil and Political Rights (ICCPR) recognizes "the right and opportunity, without distinction of any kind such as race, color, sex, language, religion, political or other opinion, national or social origin, property, birth or other status to take part in the conduct of public affairs, directly or through freely chosen representatives".

Age

The 2015 Security Council Resolution 2250 urges Member States to consider ways to increase inclusive representation of youth in decision-making at all levels in local, national, regional and international institutions and mechanisms to prevent and resolve conflict and counter violent extremism.

Sex

The 2000 Security Council Resolution 1325 and the six supporting resolutions between 2000-2013 on Women, Peace and Security urge member states to increase the numbers of women at all levels of decision-making institutions. The 1979 Convention on the Elimination of All Forms of Discrimination

against Women (CEDAW) provides the basis for realizing equality between women and men through ensuring women's equal access to, and equal opportunities in, political and public life, including the right to vote and to stand for election, as well as to hold public office at all levels of government (Article 7). States parties agree to take all appropriate measures to overcome historical discrimination against women and obstacles to women's participation in decision-making processes (Article 8), including legislation and temporary special measures (Article 4).

Ethnic or minority status

The Declaration on the Rights of Persons belonging to National or Ethnic, Religious and Linguistic Minorities (1992) and the Declaration on the Rights of Indigenous Peoples (2007) provide that persons belonging to minorities and indigenous peoples have the right to participate in the political, economic, social and cultural life of the State.

Disability status

The United Nations Convention on the Rights of Persons with Disabilities (2006) calls upon State Parties to 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. Resolution 2155 (2017) of the Parliamentary Assembly of the Council of Europe (PACE) on the political rights of persons with disabilities recommends for countries to consider the establishment of quotas for the participation of persons with disabilities in parliamentary and local elections, with a view to increasing participation and representation.

4.b. Comment and limitations

Measuring representation

- The significance of descriptive representation has been challenged in different ways. First, there is the question of what and who should be mirrored in the representative body; why be attentive to some groups (women, young people, minorities etc) but not others (the poor, LGBTI, "ethnic" groups who might not be officially recognized etc)? Second, the mirror notion of descriptive representation may be deemed dangerous if it precludes citizens from choosing representatives who do not look like them. One of the base tenets of democracy is freedom of choice at the ballot box and if one is corralled into having to vote for a candidate of your own sex or ethnicity, then that intrinsic liberty is constrained. Third, descriptive representation has the danger of ultimately becoming an end in itself. Concerns about effective representation should not end once parliament has the appropriate number of members for each minority groups. Indeed, at this stage concerns about adequate political representation should be just beginning. These members should be able to articulate minority concerns and have the same opportunities to influence policy as other members. Nevertheless, if a parliament includes none, or very few, women, young people, minorities etc., that is probably a worrying sign that their interests are not being heard.⁹
- Representation needs to go hand in hand with participation, with both concepts being part of target 16.7. Without meaningful opportunities for citizens to participate in parliamentary

⁹ IPU and UNDP, "Frequently Asked Questions on the representation of minorities and indigenous peoples in parliament" (2008) in "Promoting inclusive parliaments: The representation of minorities and indigenous peoples in parliament"

decision-making, representation alone is unlikely to automatically lead to effective popular control of the government - one of the fundamental principles of democracy (International IDEA, 2013).

- The age and sex of individuals holding decision-making positions in parliament provide an indication at the symbolic level of the way in which power is shared within this institution. However, there is no certainty that because a Speaker or committee Chair is young (or old), a woman (or a man), or belongs to a minority group, s/he will bring to the fore issues of interest to groups with the same socio-demographic profile.
- Tracking the age of MPs over time offers some measure of youth representation in parliament. However, in most parliaments around the world, leadership positions such as Speaker and permanent committee Chairs are considered senior functions which require considerable experience, and are awarded in recognition of parliamentary achievement. This means that such positions are by nature unlikely to be held by members below the 'youth' age bracket of '45 years old and under'. As such, for the positions of Speaker and committee Chairs, more relevant insights will be generated on the basis of sex disaggregation.
- IPU studies on women in parliaments¹⁰ have found that committees representing the three 'hard' policy portfolios of Foreign Affairs, Defence and Finance are traditionally male-dominated. The two other committees tracked by this indicator, representing cross-cutting portfolios of Human Rights and Gender Equality, are also of interest given their specific areas of focus. Although not found in every parliament, the very existence of these two committees suggests a particular commitment within parliament to safeguarding human rights and promoting gender equality.
- In certain countries, particularly Small Island Developing States, the number of members of parliament may be very small. Consequently, there may not be a committee system, or the committee system may not contain the same distribution by areas of responsibility as observed in the majority of parliaments. In addition, in parliaments with a very small number of members, the addition or reduction of just one or two people to the number of women or the number of young MPs may have a significant impact on the overall percentage of representation of these groups.

Methodology

- As regards the scope of 'population groups', while representation of minorities and indigenous peoples may be more often tracked by national parliaments due to the availability of internationally accepted definitions, the indicator also invites reporting on any other tracked population groups, including, for instance, occupational groups.
- An obvious limitation of this metadata is that it only considers members of parliament, in keeping with the focus of target 16.7 on 'decision-making'. However, some parliaments may find it useful to also look at the composition of various staff categories such as clerks of the parliament, committee clerks or researchers, etc.
- Who holds the Chairs of parliamentary committees is largely tributary to the overall distribution of seats within the parliament. For example, parliaments with no members under the age of 30 will not have any committee Chairs under that age. Since committee chairs are typically awarded on the basis of experience and seniority,¹¹ higher age groups are expected to be common among committee Chairs and Speakers.

Data collection

¹⁰ See, for example: IPU, "Gender-Sensitive Parliaments" (2011), "Equality in Politics: A Survey of Women and Men in Parliaments" (2008), "Women in Parliament: 20 Years in Review" (2016), "Women in Politics" (2017)

¹¹ See e.g. IPU "Gender-sensitive Parliaments", p. 18 (on committee chairs: "All leaders, irrespective of gender, need to demonstrate their capabilities before they can be accepted as credible and legitimate authority bearers").

- In between reporting dates, it may be difficult to maintain up-to-date information on the results of by-elections held in selected constituencies to fill vacancies arising from the death or resignation of members.
- From one year to another during any given parliamentary term (typically 4 or 5 years), some Members may fall into a different age group amongst those considered for this indicator. For this reason, age of Members is collected at the time of their election to parliament.
- Age of Speakers and permanent committee Chairs is collected at the time of their appointment to the position, then verified and updated as of 1 January each year.

Recommended approach to monitoring disability and population groups:

1) Sensitivity of disability and population group data

- Efforts to promote inclusive parliaments presuppose recognition of ethno-cultural diversity¹². In certain contexts, population group status may prove to be a sensitive and politically charged variable. For example, several countries actively restrict or ban identification of ethnic or religious status, in order to protect vulnerable populations or discourage inter-ethnic conflict. In addition, definitions of groups that constitute a minority vary greatly between countries.
- Furthermore, there is a strong human rights principle that individuals must be able to choose to identify themselves as members of a minority, or not. It would not be appropriate for parliaments (or any other body) to assume or to assign MPs' membership of a particular population group.
- Similarly, discriminatory perceptions and implicit bias against disability can make the collection of data by parliaments on this characteristic equally sensitive. This is partly because parliamentarians with disabilities, like everyone else, have a right to privacy and therefore are not under an obligation to reveal a disability. Moreover, in many states, information concerning disability falls under the umbrella of health data and is therefore confidential, thus preventing parliaments to release this information even on an anonymous basis.¹³
- As a result, currently, next to no countries systematically collect data on disability among members of parliaments. As pointed out by the European Union Agency for Fundamental Rights (FRA), while collecting reliable and accurate statistical data regarding the experiences of persons with disabilities presents numerous challenges, the lack of comparable data hinders the understanding of barriers to political participation.¹⁴

2) Limitations of the descriptive representation approach to tracking disability and population group status

- Unlike for sex and age, monitoring the descriptive representation of members of parliament based on disability or population group status would be neither feasible nor meaningful.
- Considering how broad the concept of disability is, encompassing various types of impairments and various degrees of severity, it would be unrealistic and unwarranted to expect a one-to-one ratio of representation in parliament. Furthermore, since national-level disability statistics are

¹² IPU and UNDP, "The representation of minorities and indigenous peoples in parliament: A global overview" (2010).

¹³ See, for example, the EU General Data Protection Regulation (GDPR, 2016/679) which introduced a particularly broad definition of health data and a range of restrictions on processing it. GDPR took effect in all EU Member States in May 2018.

¹⁴ European Union Agency for Fundamental Rights, "The right to political participation for persons with disabilities: human rights indicators" (2014): <http://fra.europa.eu/en/publication/2014/right-political-participation-persons-disabilities-human-rights-indicators>

not always up-to-date, let alone available, the comparison between the share of disabled in the national population and in parliament could be unsound, or difficult to establish.

- There are similar concerns with respect to monitoring the representation of various population groups. In countries whose populations are a mosaic of many diverse groups (some of which may account for less than 1 percent of the population) an exact reflection of such pluralism in the composition of parliament would be impossible and unnecessary.
- For ethical reasons, data on disability and population group status of MPs could only be collected through individual surveys that meet required standards of confidentiality. Seeing that such practice is currently not in place, the testing of this approach will be explored in the future to establish whether surveying the world's 46,000 parliamentarians is feasible.

3) Adopting an incremental approach

- Given the perceived sensitivity of collecting data on disability and population group status and concerns related to the feasibility and usefulness of monitoring descriptive representation, it is proposed to take stock instead of electoral and constitutional provisions guaranteeing the representation of persons with disabilities and various population groups in national parliaments.
- **Reserved seats and quotas** are among the most commonly utilized electoral means to ensure representation of certain groups in the political process. Above and beyond guaranteeing a minimum number of seats held by persons with disabilities and certain population groups, the existence of such provisions substantiates a country's commitment to the right to equal participation in public and political life.
- Provisions on quotas can be found in countries' constitutions or electoral laws (i.e. legislated quotas).¹⁵ Such electoral measures are used to achieve equal or balanced access to political power by increasing access to political decision-making processes of certain sociodemographic groups. In 2010, the constitutions or electoral laws of more than 30 countries included electoral quotas for various groups (e.g. ethnic, religious) that commonly go under the name of 'minority groups'. A few countries have similar provisions for persons with disabilities¹⁶.
- The impracticality of looking at descriptive representation does not mean there is no merit in producing statistics on disability or population groups in parliament. Even an indicative number of MPs self-reporting disability could help parliamentary administrations around the world to better accommodate their special needs. It could also provide valuable information on the actual exercise (and not only the legal status) of the human right to equal opportunity to participate in the public and political life. When supported by concrete figures, such information can be valuable to a broad range of actors trying to identify and address barriers to political participation, including civil society, community advocates, researchers, development partners and political institutions themselves.
- In line with the proposed incremental approach, an 'Inclusion Survey' (see Annex and Data Sources) was developed to facilitate the collection of self-reported data on disability (using the Short Set of Questions on Disability elaborated by the Washington Group) and population group status by parliaments. This short survey module of 8 questions, developed specifically for the purpose of reporting on indicator 16.7.1(a), could be administered directly to all Members by a neutral sponsor such as a national statistical office or the IPU itself. Importantly, the introduction to the survey reassures respondents of the anonymity and confidentiality of their responses, which is essential to overcome individual reluctance to disclose sensitive personal information.

Recommendations for reporting also on the composition of local parliaments

¹⁵ Voluntary party quotas fall outside the scope of this indicator.

¹⁶ Countries with constitutional or electoral provisions guaranteeing the representation of persons with disabilities in parliaments include Uganda, India, Afghanistan and Rwanda.

While at present the indicator looks only at national parliaments, broadening its scope to include legislative bodies of local governments could be considered in the future, in line with target 16.7 which calls for decision-making to be representative “at all levels”. Local councils or assemblies hold important decision-making powers, including the ability to issue by-laws that influence the lives of their respective local communities. While it is premature at this stage to propose a global methodology to report on representation in local legislatures due to the varying quality of data collection systems in place at the local level, and to a number of methodological complexities (notably with regards to the need for disaggregated population statistics to be available for each administrative division, in order to compute representation ratios in each local parliament), countries should nonetheless be encouraged to track diversity in local parliaments, using methodologies appropriate to their local context. As far as global SDG reporting is concerned, a recommendation for the future inclusion of local legislatures in indicator 16.7.1(a) can be found in Annex 1 to the Methodology Development Narrative. A custodian for this part of the indicator on local legislatures remains to be identified.

4.c. Method of computation

- *Members:*

Indicator 16.7.1(a) aims to compare the proportion of various demographic groups (by sex and age) represented in national parliaments, relative to the proportion of these same groups in the national population above the age of eligibility.

To report on indicator 16.7.1(a), two ratios must be calculated, namely:

- For ‘young’ MPs (aged 45 and below)
- For female MPs

When comparing ratios of ‘young’ MPs and female MPs with corresponding shares of the national population that is aged 45 and below (for the first ratio) and female (for the second ratio), *it is important to consider the population of, or above, the age of eligibility*, the latter being, by definition, the lowest possible age of members of parliament. In other words, if the age of eligibility in a given country is 18 years old, the national population to be used as a comparator for the first ratio (for ‘young’ MPs) will be the national population aged 18-45 (*not* 0-45), and for the second ratio (for female MPs), the female population aged 18 and above.

1) To calculate the ratio for ‘young’ MPs (aged 45 and below), the following formula is to be used:

$$\text{Ratio 1} = \frac{\textit{Proportion of MPs aged 45 and below in parliament}}{\textit{Proportion of the national population aged 45 and below}}$$

(with the age of eligibility as a lower boundary)

where:

- The numerator is the number of seats held by MPs aged 45 and below, divided by the total number of members in parliament
- The denominator can be computed using national population figures as follows:

$$\frac{[\text{Size of national population} \leq 45] - [\text{Size of national population} < \text{age of eligibility}]}{\text{Size of the national population}}$$

The resulting ratio can then be interpreted as follows:

- 0 means no representation at all of 'youth' (45 years and below) in parliament
- 1 means perfectly proportional representation of 'youth' (45 years and below) in parliament
- <1 means under-representation of 'youth' (45 years and below) in parliament
- >1 means over-representation of 'youth' (45 years and below) in parliament

Example:

Say in country A, 30% of the national population is aged 45 or younger (but above the age of eligibility), but only 25% of MPs fall in this age category:

$$\text{Ratio 1} = \frac{\text{Proportion of MPs aged 45 and below in parliament}}{\text{Proportion of the national population aged 45 and below}}$$

(with the age of eligibility as a lower boundary)

$$\text{Ratio} = 0.25 / 0.3 = \mathbf{0.83}$$

(<1 since MPs aged 45 or younger are under-represented amongst MPs compared to the proportion of this age group in the national population. The ratio is close to 1 as the share of 'young' MPs is not too far from the corresponding share of the national population falling in this age group.)

While a simple proportion of 'young' MPs in parliament is not internationally comparable, a ratio computed using the above formula is. For instance, 48% of 'young' MPs (45 years old or younger) may be an overrepresentation of youth in country A where only 30% of the national population above eligibility age falls in this age bracket (Ratio = 48/30 = 1.6), but in country B where 70% of the national population is 45 years old or younger, the same 48% would be interpreted as under-representation (Ratio = 48/70 = 0.69). In this example, the figure of 48% is not internationally comparable in relation to the national population (it means over-representation in one country and under-representation in another), but the ratios 1.6 and 0.69 *are* internationally comparable. They help us understand whether 48% of MPs aged 45 years old or less is close to, or far from, proportional representation of this age group in the national population.

2) To calculate the ratio for female MPs, the following formula is to be used:

$$\text{Ratio 2} = \frac{\text{Proportion of women in parliament}}{\text{Proportion of women in the national population}}$$

(with the age of eligibility as a lower boundary)

where:

- The numerator is the number of seats held by female MPs, divided by the total number of members in parliament
- The denominator can be computed using national population figures as follows:

$$\frac{[\text{Size of female national population} \geq \text{age of eligibility}]}{[\text{Size of the national population} \geq \text{age of eligibility}]}$$

Note: This denominator can be set at 50 in most countries, as women generally represent around 50% of the national population in any given age bracket.

The resulting ratio can be:

- 0, when there is no representation of women at all in parliament
- <1, when the proportion of women in parliament is lower than that in the national population
- =1, when the proportion of women in parliament equals that in the national population
- >1, when the proportion of women in parliament is higher than that in the national population

Example:

Say in the same country A, 10% of seats are held by women MPs and women represent 50% of the national population in the given age bracket):

$$\text{Ratio 2} = \frac{\text{Proportion of women in parliament}}{\text{Proportion of women in the national population}}$$

(with the age of eligibility as a lower boundary)

Ratio = 0.10 / 0.50 = **0.2**

(<1 since women are under-represented amongst MPs, but this time the ratio is much smaller as sex-based representation in parliament is far from parity.)

- **Speakers:** No computation, as most parliaments will only have one Speaker per parliament in unicameral parliaments or one Speaker per chamber in bicameral parliaments¹⁷. Personal

¹⁷ In very rare cases, there are two or more speakers per parliament / chamber. For the sake of clarity and consistency of the analysis, this metadata does not introduce computation for such cases.

characteristics of the individual(s) holding the position of Speaker are recorded (i.e. age group and sex).

- *Chairs of permanent committees on Foreign Affairs, Defence, Finance, Human Rights and Gender Equality*: No computation, as data is collected only on five committee Chairs. Personal characteristics of the five individuals chairing these three committees are recorded (i.e. age group and sex).

Computation in bicameral legislatures

In bicameral parliaments, data will be collected and computed separately for the same set of positions in each chamber.

Regional/global aggregates:

Regional and global aggregates can be calculated on the basis of the data compiled for the indicator.

- **Members**: Regional and global aggregates should be calculated using raw data, not the ratio
- **Speakers**: Regional and global aggregates can be calculated
- **Committee chairs**: When calculating regional and global aggregates, attention must be paid to committees that cover more than one portfolio and/or that are joint committees of both chambers in a bicameral parliament.

Effect of the age of eligibility for upper chambers on the age ratio

While in many bicameral legislatures, the age of eligibility for the upper chamber is significantly higher than that for the lower chamber, some have adopted an equal or similar age requirement for both chambers. However, regardless of the minimum age of eligibility set for upper chambers, members of these chambers throughout the world are older on average than members of lower chambers (see New Parline). As such, those upper chambers that have a low eligibility age are likely to have a lower ratio for 'young' MPs than upper chambers that have a higher eligibility age. In other words, in upper chambers where the eligibility age is lower, the share of MPs who are 45 or younger is likely to be considerably less than the corresponding proportion of the national population that falls between the eligibility age and 45 years old.

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

- **At country level**

There is no treatment of missing values.

- **At regional and global levels**

There is no imputation of missing values.

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

Methods and guidance available to countries for the compilation of data at national level:

Data on the age and sex of Members, Speakers and Committee Chairs, as well as of electoral or constitutional provisions guaranteeing representation of persons with disabilities and various population groups in parliament, will be reported directly by the IPU. The IPU already compiles this data in the New Parline database on national parliaments (<https://data.ipu.org>).

New Parline contains data on the composition, structure and working methods of all national parliaments. New Parline was launched in September 2018, as the successor to the Parline database on national parliaments that was established by the IPU in 1996. New Parline contains some 450 different fields, which are collected or updated at varying intervals, depending on the nature of the data. Data is collected by the IPU directly from national parliaments and other official sources (such as electoral commissions). Data is collected using questionnaires and surveys that are distributed via national IPU Groups in parliament (via the Secretary General of non-member parliaments. As at 19 September 2018, the IPU has 177 members; a further 16 national parliaments are not members). Data is then processed by the IPU prior to inclusion in the database. Some fields are updated daily, while others are updated annually, after each election, or when the constitutional or legal powers of parliament are changed. Parliaments are invited to check and update their data at least annually.

The IPU will inform parliaments that part of the data they provide will be used for the purpose of monitoring this indicator and will provide appropriate guidelines to respondents. In addition, the IPU will extend its data collection to include information on the age and sex of the Chairs of permanent committees on Foreign Affairs, Defense and Finance (data on Chairs of permanent committees on women and human rights is already collected within the scope of New Parline).

Methods and guidance available to countries for the compilation of data at international level:

The Declaration on Parliamentary Openness calls on parliaments to make publicly available information “about the backgrounds, activities and affairs of members, including sufficient information for citizens to make informed judgments regarding their integrity and probity, and potential conflicts of interest.”

The Commonwealth Parliamentary Association (CPA)'s Study Group on 'The Financing and Administration of Parliament' recommended for parliaments to have in place an information strategy detailing how the membership of the Legislature will be communicated to the general public.

Inter-Parliamentary Union (IPU)'s "Guidelines for the Content and Structure of Parliamentary Websites" (2000) recommend that for the sake of informing the electorate about Members, official parliamentary websites should feature biodata of the current speaker and a list of members and permanent committee Chairs as recommended minimum. Biodata of members is a much-welcomed optional element.

Under Article 31 of the Convention on the Rights of Persons with Disabilities, State Parties undertake to collect disaggregated information, including statistical and research data to give effect to the Convention, and assume responsibility for the dissemination of these statistics.

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

Data for the indicator will follow the quality assurance measures put in place by IPU for Parline data. Data is collected directly from national parliaments. Quality controls and "sanity checks" are carried out by the IPU, using comparison against historical records for the same country and comparison between countries. In the case of any inconsistencies, a dialogue is opened with the parliament to clarify and, where necessary, correct the data. In addition, parliaments are invited to review all of their data on New Parline at regular intervals, at least annually and following elections.

4.k Quality assessment

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

5. Data availability and disaggregation

Description and time series:

Data on age and sex:

As a general rule, (nearly) all parliamentary secretariats keep records of basic information on all members. While the format and scope of information provided vary, most feature the MPs' date of birth and sex. As such, parliamentary secretariats are the primary source of data for the **age** and **sex** dimensions of this indicator.

The IPU publishes data points on the sex and age of Members, Speakers and committee Chairs for the following number of countries:

- *Members*: Sex-disaggregated data available for parliaments in 193 countries and split between chambers in case of bicameral parliaments. Data on age is collected at the start of each new legislature, following parliamentary elections. The New PARLINE database provides information on the number of MPs in each parliament across 10 statistical intervals (age 18-20; age 21-30; age 31-40; age 41-45; age 46-50; age 51-60; age 61-70; age 71-80; age 81-90; age 91 and over) and the percentage of members age 45 and younger, with 45 being the cut-off age for ‘young’ MPs.
- *Speakers*: Sex and age of Speakers available on New PARLINE for all parliamentary chambers in 193 countries. This data is updated on a daily basis, every time a change occurs.
- *Permanent committee Chairs*: Sex and age of chairs on committees on Human Rights and Gender Equality are featured on New PARLINE and sex and age data of foreign affairs, defence, and finance committees will be added in 2020. This data is updated after every election and checked with parliaments at the start of each year. In addition, New PARLINE provides information on the age of eligibility in all countries with national parliaments (i.e. the age of eligibility will be the cut-off age above which the demographic profile of the national population will be compared to that of members in parliament). This is required for defining the national population to be used as a comparator for the share of ‘young’ MPs in parliament (see Ratio 1). This data is updated every time a change occurs.
- *National population statistics*: National population statistics are required to calculate the denominator of Ratio 1 (see ‘Computation Method’), namely to calculate the “size of national population ≤ to 45” and the “size of national population < age of eligibility”, for the current year, and for both sexes combined. [The World Population Prospects 2017 database](#) is the most recent official United Nations population estimates and projections¹⁸. It presents population estimates for 233 countries and areas.¹⁹ Estimates are available in annually interpolated series [graduated into single age distributions](#) (0, 1, 2, ..., 99, 100), for both sexes, as of 1 July of the year indicated.

¹⁸ The Population Division of the Department of Economic and Social Affairs of the United Nations issues a new Revision of the *World Population Prospects* every two years, with the next one due in the first half of 2019. Estimates from the *World Population Prospects* sometimes differ from official statistics as “official demographic statistics are affected by incompleteness of coverage, lack of timeliness and errors in the reporting or coding of the basic information. The analysis carried out by the Population Division takes into account those deficiencies and seeks to establish past population trends by resolving the inconsistencies affecting the basic data. Use of the cohort-component method to reconstruct populations is the major tool to ensure that the population trends estimated by the Population Division are internally consistent.” The availability of data gathered by major survey programs, such as the Demographic and Health Surveys or the Multiple-Indicator Cluster Surveys, are useful in generating some of the data that is not currently being produced by official statistics. For more information on the methodology used by the United Nations Population Division to produce the estimates and projections for the *World Population Prospects*, please refer to the publication on Methodology.

¹⁹ About half of those countries or areas do not report official demographic statistics with the detail necessary for the preparation of cohort-component population projections, hence this estimation work undertaken by the Population Division in order to close those gaps.

Data on electoral and constitutional measures for guaranteeing representation of persons with disabilities and population groups in parliament:

The 'Reserved seats and quotas' section of New PARLINE provides details of electoral and constitutional measures in each parliament regarding women, youth, indigenous peoples, minorities, persons with disabilities and other groups. This data is updated every time a change occurs.

Disaggregation:

- Sex (Male/Female)
- Age: Cut-off age of 45 years of age or younger at the time of election, for members of the current legislature. For the Speaker and permanent committee Chairs, same cut-off age of 45 years of age or younger at the time of nomination to the position.²⁰
- Disability: List of electoral or constitutional provisions guaranteeing representation of persons with disabilities in parliament.
- Contextually relevant population groups (e.g. indigenous/linguistic/ethnic/religious/occupational groups): List of electoral or constitutional provisions guaranteeing representation of various population groups in parliament.

6. Comparability / deviation from international standards

Sources of discrepancies:

There is no internationally estimated data for this indicator.

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²⁰ In an attempt to maximize data availability and minimize gaps in submissions of data on age and sex, this indicator is aligned with existing data collection practices of the IPU with regards to age, and adopts IPU's definition of young MPs as those under 45 years old.

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SDG indicator metadata

(Harmonized metadata template - format version 1.0)

0. Indicator information

0.a. Goal

Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

0.b. Target

Target 16.7: Ensure responsive, inclusive, participatory and representative decision-making at all levels

0.c. Indicator

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

0.d. Series

Proportions of positions in the public service compared to national distributions (ratio)

0.e. Metadata update

2022-03-31

0.f. Related indicators

This indicator can also be used to monitor SDG target 5.5 on women's "full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life"¹, which does not have an indicator specifically focused on decision-making in the public service, and SDG target 10.2 on the promotion of the "social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status", which only has one indicator measuring economic exclusion².

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

UNDP Oslo Governance Centre

1. Data reporter

1.a. Organisation

UNDP Oslo Governance Centre

2. Definition, concepts, and classifications

2.a. Definition and concepts

Definitions:

¹ SDG 5.5.1 – Proportion of seats held by women in national parliaments and local governments; and SDG 5.5.2 – Proportion of women in managerial positions.

² SDG 10.2.1 – Proportion of people living below 50 per cent of median income, by age, sex and persons with disabilities.

This metadata is focused only on the public service sub-component of indicator 16.7.1. It measures representation in the public service with respect to the sex, age, disability and population group status of public servants, and assesses how these correspond to the proportion of these groups in society as a whole.

More specifically, this indicator measures the proportional representation of various demographic groups (women, youth, persons with disability, and nationally relevant population groups) across various occupational categories as well as across two administrative levels (national and sub-national).

Concepts:

This indicator builds on various concepts and terms from international statistical standards and classifications as well as normative frameworks:

- ***Institutional units covered:*** The concepts of ‘General Government Sector’ and ‘General Government Employment’³, as found in the 2008 System of National Accounts (SNA) but with some minor modifications⁴, define the boundaries of the institutional units covered under this indicator.
 - The following institutional units should be included: All units of central and “state” (or equivalent sub-central level) government, i.e. all ministries, agencies, departments and non-profit institutions that are controlled by public authorities.
 - The following institutional units should be excluded: local government units⁵, the military, social security funds, public corporations and quasi-corporations that are owned and controlled by government units.

- ***Administrative levels:*** As outlined above, this indicator covers employment at both central and sub-central levels of government (but excludes local government). Employment data will therefore be collected at two levels:
 - Employment in national/central government; and
 - Employment in ‘state government units’, described in the 2008 SNA as “institutional units whose fiscal, legislative and executive authority extends only over the individual ‘states’ into which the country as a whole may be divided”.⁶

- ***Occupational categories in the public service:*** Target 16.7 calls for responsive, inclusive, participatory and representative decision-making *at all levels*. As such, reporting on indicator

³ It is important to note that data on general government employment is different from data on ‘public sector employment’, calculated under the International Labour Organisation (ILO) framework, which includes employment in public corporations (here to be excluded)

⁴ The following types of government employees are included in the SNA definition of general government, but excluded for the purposes of this indicator: local government units (see also next footnote for further detail), social security funds, military.

⁵ Employment data from local government units should *not* be collected for reporting on indicator 16.7.1. Even though ‘local government units’, defined in the 2008 SNA as “institutional units whose fiscal, legislative and executive authority extends over the smallest geographical areas distinguished for administrative and political purposes”, are, in principle, part of the general government sector, this metadata does *not* require reporting on government employment at this administrative level. In order for local government units to be treated as institutional units, the 2008 SNA specifies that they “must be entitled to own assets, raise funds and incur liabilities by borrowing on their own account; similarly, they must have some discretion over how such funds are spent. They should also be able to appoint their own officers, independently of external administrative control.” Since this is not the case in all countries, global reporting on this indicator excludes this administrative level.

⁶ Such ‘states’ may be described by different terms in different countries. In some countries, especially small countries, individual states and state governments may not exist. However, in large countries, especially those that have federal constitutions, considerable powers and responsibilities may be assigned to state governments.”

16.7.1(b) needs to be done separately for various levels of decision-making. Since there is no international definition of ‘positions’ in the public service and therefore most countries have their own national classification for public service positions, a harmonized set of occupational categories in the public service is needed to ensure the comparability of data reported for this indicator.

- The International Standard Classification of Occupations (ISCO-08) was used to identify four ‘core’ occupational categories in the public service⁷ found to be relatively typical in every government, namely Managers (ISCO-08 Major Group 1), Professionals (ISCO-08 Major Group 2), Technicians and Associate Professionals (ISCO-08 Major Group 3) and Clerical Support Workers (ISCO-08 Major Group 4).
 - Moreover, the rationale of this indicator places a particular focus on ‘front-line service workers’ which frequently interact directly with the public,⁸ such as police personnel, education personnel, health personnel and front-desk administrative personnel. While this list of front-line public service jobs is not exhaustive, these four categories were selected given the substantial portion of public service jobs they account for, and the frequent direct interaction these public servants have with the public.
- ***Appointed/elected positions:*** In order to ensure consistent reporting, it is important to distinguish positions that are appointed (or elected) by the government or the head of government, and career public servant positions obtained on the basis of merit and seniority. This indicator only considers the latter – i.e. positions held by career public servants, obtained on the basis of merit and seniority. NB: This consideration is most likely to affect positions in the ‘managers’ occupational category.⁹
- ***Disability status:*** To disaggregate public servant data by disability status, it is recommended that countries use the [Short Set of Questions on Disability elaborated by the Washington Group](#).¹⁰

⁷ ISCO-08 is a tool for organizing jobs into a clearly defined set of groups according to the tasks and duties undertaken in the job. It is the basis for many national occupation classifications and the standard for labour information worldwide. A job is defined in ISCO-08 as “a set of tasks and duties performed, or meant to be performed, by one person, including for an employer or in self-employment”. Occupation refers to the kind of work performed in a job. More specifically, the concept of occupation is defined in ISCO-08 as a “set of jobs whose main tasks and duties are characterized by a high degree of similarity”.

⁸ Diverse representation among front-line service workers is important as it has been found to help raise the quality of public services by improving the understanding of community needs and ameliorating social dialogue and communication with the wider population. (OECD (2009), *Fostering diversity in the Public Service*, Public Governance and Territorial Directorate – Network on Public Employment and Management)

⁹ This is an important distinction with significant implications for reporting. For instance, appointing more women (or more individuals from a certain disadvantaged population group) to leadership positions that change with elections is fundamentally different (and can be done much more quickly) from promoting women (or a disadvantaged population group) through the ranks to top positions in the public service. As such, if no distinction was made between appointed positions and career public servants, countries deciding to include only on appointed positions may appear more representative than countries reporting on career public servants.

¹⁰ [UNDP’s Disability Based Inclusion Report](#) details a pilot study in partnership with the South African statistical office on an approach for using the Washington Group Short Set on Functioning to maintain data on the disability status of personnel within the public service.

2.b. Unit of measure

Ratio

2.c. Classifications

International Standard Classification of Occupations (ISCO) – The indicator recommends the use of the classification to identify the four requested occupational categories in the public services.

System of National Accounts (SNA) 2008 – The indicator recommends the use of the institutional sector of economy definitions to identify and collect information on the institutional units covered in the indicator.

3. Data source type and data collection method

3.a. Data sources

There are no existing international datasets on the public service with the level of disaggregation required for this indicator i.e. first by administrative level – national vs. sub-national, then by occupational category, and thirdly by socio-demographic characteristics. Data for this indicator must therefore be collected at the country level.

The types of national data sources that provide information on the public service include:

- *Surveys*: Very few countries carry out periodic employment surveys specifically focused on the public service. Generally, survey data on public service employment is a subset of more comprehensive employment datasets collected through other national surveys, such as labour force surveys, household surveys, surveys/censuses of economic establishments, etc. National population censuses are a better source in term of coverage and level of disaggregation, but they happen only every ten years. Given the level of disaggregation required for this indicator, it is unlikely that existing survey data will be sufficient to report on this indicator.¹¹
- *Administrative records*: Centralized registries on public servants tend to be more precise (i.e. no sampling error), more up-to-date and more amenable to disaggregation than public service employment statistics derived from surveys. In most countries, several national institutions produce administrative records on public service employment. These typically include:
 - A Public Service Commission (or related institution such as a Ministry of Public Administration or a Ministry of Finance) maintaining a centralized registry on the public service workforce *at the national/central level*;
 - Another institution maintaining a similar registry on the public service workforce *at the sub-national level* (such as a Ministry of Local Government or of Municipal Affairs);
 - A Police Services Commission or the like maintaining a centralized registry on police personnel; and
 - A National Statistical Office (NSO) producing general government employment statistics from labour force survey data, or from administrative data submitted by the above-mentioned national institutions maintaining public service registers.

¹¹ Countries may also want to consult the ILO's "Quick Guide on Sources and Uses of Labour Statistics"¹¹, which reviews various sources that can be used to produce labour statistics, including labour force surveys and national account statistics. With regards to using administrative records, the ILO Guide notes that while such records "were not designed for statistical purposes, they do have a significant underlying statistical potential, and can be used to produce statistics as a by-product."

The most common and most comprehensive method for collecting public servant data is a Human Resource Management Information System (HRMIS), which is typically maintained by a Public Service Commission (or related institution such as a Ministry of Public Administration or a Ministry of Finance). Such systems have been found to produce the most robust data and to have the greatest potential for expansion on various dimensions of disaggregation. Since administrative data produced by a HRMIS is not considered “official” data in its raw form, it is recommended that the national institution maintaining a HRMIS collaborate with the NSO for the latter to provide the necessary quality assurance over the data produced by the public service body.

3.b. Data collection method

NSOs should coordinate with primary data-producing entities at national and sub-national levels:

- Public Service Commissions (or responsible bodies producing public servant data) should submit all relevant data to the NSO. If a different institution produces public service data at sub-national level (such as a Ministry of Local Government or a Ministry of Municipal Affairs), this institution should submit all relevant data to the NSO.
- Similarly, if a different institution produces data on police personnel (such as a Police Services Commission or the like), this institution should also submit all relevant data to the NSO.
- NSOs, as the main coordinator of the national statistical system, should quality assure the content of the Data Reporting Form before submitting it for SDG reporting at the international level.

3.c. Data collection calendar

Data should be reported to the custodian agency (UNDP) at least once every two years, and annually if possible. This will ensure timely capturing of changes in the composition of the public service.

UNDP will send a data submission request to NSOs in January of every year, requesting data that provides a snapshot of the situation as of 31 December of the preceding year.

3.d. Data release calendar

Data will be reported by UNDP to the international level in April each year, and will provide a snapshot of the situation as at 31 December of the preceding year.

The first full release of data for the indicator will take place in April 2020, on the basis of data as at 31 December 2019.

3.e. Data providers

National Statistical Offices with relevant primary data-producing entities at national and sub-national levels.

3.f. Data compilers

United Nations Development Programme (UNDP)

3.g. Institutional mandate

UNDP supports public service reforms to promote for inclusive and responsive governance, and particularly leads initiatives to support public service reform in transitions, promoting new and more inclusive social contracts. UNDP engagement also includes supporting the advancement of women's equal participation and decision-making in political processes and institutions, promoting youth-focused and youth-led development, advance the rights of persons with disabilities, reduction of inequalities and exclusion of indigenous peoples. UNDP Oslo Governance Centre was mandated to support countries to monitor progress on SDG16 and to produce governance statistics which includes the representation and participation in public service.

4. Other methodological considerations

4.a. Rationale

The public service is the bedrock of government – where the development and implementation of public policies and programmes takes place and where society interacts with the government. In most countries, the public service is also the single largest employer. It is in this context that SDG 16, under its target 16.7, encourages countries to ensure that the public service is representative of the people it serves “at all levels”.

Indicator 16.7.1 focuses on proportional representation in public institutions; it measures the extent to which a country's public institutions are representative of the general population. Proportional representation (also known as ‘descriptive representation’) in the public service is concerned with the extent to which the composition of the public service mirrors the various socio-demographic groups in the national population. The underlying assumption is that when the public service reflects the social diversity of a nation, this may lead to greater legitimacy of the public service in the eyes of citizens, as public servants resemble the people they provide services to. Proportional representation has been found to be associated with higher levels of trust in public institutions, as people perceive more inclusive policymaking processes to improve the quality and fairness of policy decisions, and to help curb the undue influence of vested interests over decision-making.¹²

4.b. Comment and limitations

- **Measuring representation:** The significance of ‘descriptive’ or ‘proportional’ representation has been challenged in different ways:
 - There is the question of why be attentive to some groups (women, young people, minorities, etc.) but not others (the poor, LGBTI, "ethnic" groups who might not be officially recognized, etc.). Moreover, in countries whose populations are a mosaic of many diverse groups (some of which may account for less than 1 percent of the population), an exact reflection of such pluralism in the composition of the public service would be impossible and unnecessary. Finally, descriptive representation has the danger of ultimately becoming an end in itself. Concerns about effective representation should not end once the public service has the appropriate number of public servants representing each minority groups. These public servants should be able to articulate minority concerns and should have the same opportunities as others to have some influence on policy formulation and implementation. Nevertheless, if a public service

¹² See OECD (2017), *Trust and Public Policy: How Better Governance Can Help Rebuild Public Trust*.

includes none, or very few, women, young people or minorities, that is probably a worrying sign that the interests of these particular groups are not being heard.

- The age, sex, disability and population group status of individuals holding positions at various levels of decision-making in the public service provide an indication at the symbolic level of the way in which power is shared within an institution. However, there is no certainty that because a Manager is young (or old), a woman (or a man), or belongs to a minority group, s/he will bring to the fore issues of interest to groups with the same socio-demographic profile.
 - Tracking the age of public servants offers some measure of youth representation in the public service. However, in most ministries and agencies constituting the public service around the world, leadership positions such as those falling in the category of ‘Managers’ are considered senior functions which require considerable experience, and are awarded on the basis of seniority. This means that such positions are by nature unlikely to be held by individuals in the younger age brackets. As such, for positions falling in the category of ‘Managers’, more relevant insights will be generated on the basis of sex disaggregation, or disaggregation based on disability or population group status.
 - Finally, governments use various ways to deliver public services, including through a range of partnerships with the private or not-for-profit sectors, and this indicator does not account for the staffing composition of other such entities which may have been contracted by the government to deliver public services. While in several countries, the large majority of health care providers, teachers and emergency workers are directly employed by the government, in others, public-private service delivery arrangements are in place, which means that many of these professionals are employed by organisations that are not state-owned, or by private contractors. Since this indicator does not account for the outsourcing of public service provision by the government, it may not give a complete picture of the representativeness of those who provide public services – irrespective of who their employer is.
- **Rationale for computing ratios rather than proportions:** It may be noted that the below computation methods lead to ratios rather than simple proportions. The rationale for this is simple: while a simple proportion of ‘young’ public servants is not internationally comparable. For instance, 32% of ‘young’ public servants ([34 years old or younger](#)) may be an over-representation of youth in country A where only 20% of the national population (above eligibility age for a public service job) falls in this age bracket (Ratio = $32/20 = 1.6$), but in country B where 40% of the national population is 34 years old or younger (and above eligibility age for a public service job), the same 32% would be interpreted as under-representation (Ratio = $32/40 = 0.8$). In this example, the figure of 32% is not internationally comparable (it means over-representation in one country and under-representation in another), but the ratios 1.6 and 0.8 are internationally comparable. They help us understand whether 32% of public servants aged 34 years old or less is close to, or far from, proportional representation of this age group in the national population.
- **Sensitivity of collecting disability and population group data in the public service:** In certain contexts, population group status may prove to be a sensitive and politically charged variable. For example, several countries actively restrict or ban identification of ethnic or religious status, in order to protect vulnerable populations or discourage inter-ethnic conflict. In addition, definitions of groups that constitute a minority vary greatly between countries. Furthermore, there is a strong human rights principle that individuals must be able to choose to identify themselves as members

of a minority, or not. It would not be appropriate for public service bodies (or any other body) to assume or to assign public servants a certain membership of a particular population group. As such, administrative data collection systems in the public service should allow public servants to self-report on membership of nationally relevant population groups. Similarly, discriminatory perceptions and implicit bias against disability can make the collection of data by public service bodies on this characteristic equally sensitive. This is partly because public servants with disabilities, like everyone else, have a right to privacy and therefore are not under an obligation to reveal a disability. Moreover, in many states, information concerning disability falls under the umbrella of health data and is therefore confidential, thus preventing public service bodies to release this information even on an anonymous basis.¹³

- **Normative framework:** The indicator calls for disaggregation of positions by age, sex, nationally relevant population groups and disability status. The following international human rights instruments contain provisions on enhancing opportunities for participation by individuals and groups holding such characteristics:
 - *The universal right and opportunity to participate in public affairs:* Article 25 of the International Covenant on Civil and Political Rights (ICCPR) recognizes “the right and opportunity, without distinction of any kind such as race, color, sex, language, religion, political or other opinion, national or social origin, property, birth or other status to take part in the conduct of public affairs, directly or through freely chosen representatives”. General Comment 25 of the Human Rights Committee elaborates that access to public service employment should be based on equal opportunity and general principles of merit, and that the provision of secured tenure would ensure that persons holding public service positions are free from political interference or pressures.
 - *Sex:* The 1979 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) provides the basis for realizing equality between women and men through ensuring women's equal access to, and equal opportunities in, political and public life, including the right to participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government (Article 7). States parties agree to take all appropriate measures to overcome historical discrimination against women and obstacles to women's participation in decision-making processes (Article 8), including legislation and temporary special measures (Article 4). The Beijing Declaration and Platform for Action also call for women's equal access to public service jobs, by setting a target of a minimum of 30 percent of women in leadership positions.
 - *Age:* The 2015 Security Council Resolution 2250 urges Member States to consider ways to increase inclusive representation of *youth* in decision-making at all levels in local, national, regional and international institutions and mechanisms to prevent and resolve conflict and counter violent extremism.
 - *'Population group' status:* The Declaration on the Rights of Persons belonging to National or Ethnic, Religious and Linguistic Minorities (1992) and the Declaration on the Rights of Indigenous Peoples (2007) provide that persons belonging to minorities and indigenous peoples have the right to participate in the political, economic, social and cultural life of the State.

¹³ See, for example, the EU General Data Protection Regulation (GDPR, 2016/679) which introduced a particularly broad definition of health data and a range of restrictions on processing it. GDPR took effect in all EU Member States in May 2018.

- *Disability status:* The United Nations Convention on the Rights of Persons with Disabilities (2006) calls upon State Parties to ensure that persons with disabilities can effectively and fully participate in political and public life on an equal basis with others. Under Article 31 of the Convention, State Parties commit to collecting disaggregated information, including statistical and research data to give effect to the Convention, and assume responsibility for the dissemination of these statistics.
- ***Transposing national classifications of public service jobs into ISCO-08 based occupational categories for the public service:*** The ISCO-08 based occupational categories proposed above for this indicator are meant to be broad enough to accommodate considerable diversity among national classifications. When transposing their national classifications, countries should strive to respect the criteria listed for each occupational category and the references provided to specific ISCO-08 codes, while noting any divergence when reporting. A list of specific criteria is provided below to guide the transposition from national classifications to the ISCO-08-based occupational categories in the public service prioritized for this indicator.

Table 1: Transposition from national classification into ISCO-08-based occupational categories for bureaucratic positions in the public service

CLASSIFICATION	CORRESPONDING ISCO-08 CODES	CRITERIA
<i>Bureaucratic positions within the public service</i>		
Managers	1112, 1120, 121	<ul style="list-style-type: none"> • They are career public servants who have gradually moved up the ranks to top positions. <u>They are NOT appointed</u> by the government or head of government. • This category includes the top public servants (sometimes referred to as Director Generals) just below the Minister or Secretary, but not part of the Cabinet/council of ministers, as well as lower-level managers. • Responsibilities of high-level managers range from providing overall direction to a ministry or special directorate/unit and overseeing the interpretation and implementation of government policies, to determine the objectives, strategies, and programmes for the particular administrative unit/department under their supervision. Lower-level managers manage and evaluate the implementation of these departmental programmes, including budget management functions. They also control the selection of professionals working in their department and evaluate their performance.
Professionals	Mainly 242, possibly 21, 25, 26	<ul style="list-style-type: none"> • At the central/national level, professionals in the public service perform analytical, conceptual and practical tasks to support government policymaking and service delivery operations. • They typically have some level of leadership responsibilities over a field of work or various projects. • Among other tasks, professionals working at the central level and in ministries

		review existing policies and legislation in order to identify anomalies and out-of-day provisions, formulate and analyze policy options and make recommendations for policy changes. They can also prepare financial statements and conduct audits; develop and review financial plans and strategies; or develop, implement and evaluate staff recruitment.
Technicians and Associate Professionals	Mainly 33, possibly 31, 34, 35	<ul style="list-style-type: none"> • Technicians and associate professionals in the public service perform technical and related tasks connected with government regulations and operations. • Among other tasks, they perform mostly technical tasks connected with enforcing or applying government rules, financial accounting, human resource development, specialized secretarial tasks, etc.
Clerical Support Workers	41	<ul style="list-style-type: none"> • They are sometimes referred to as general office clerks. • They are generally not required to have a university degree, although they may. • They perform a wide range of clerical and administrative tasks such as travel arrangements, preparation of reports and correspondence, money-handling operations, requests for information, and appointments. • Some assist in the preparation of budgets, monitoring of expenditures, drafting of contracts and purchasing or acquisition orders.

Table 2: Transposition from national classification into ISCO-08-based occupational categories for front-line service workers in the public service

Front-Line Service Workers

		Examples
Police Personnel	<ul style="list-style-type: none"> • Managers: 1112, 121, 134 • Professionals: 241-242, 25 • Technicians and Associate Professionals: 3355, 5412, 5413, 334 • Clerical Support Workers: 41 	<ul style="list-style-type: none"> • Managers (i.e. career public servants – NOT appointed): e.g. Police Inspector-General, police chief constable, police commissioner, police inspector-general, police superintendent, finance manager, human resources manager, policy and planning manager (in a police facility). • Professionals: e.g. Finance professionals, administration professional, information and communications technology professionals (in a police facility). • Technicians and Associate Professionals: e.g. Constable, police officer police patrol office, police inspector and detective, prison guard. • Clerical Support Workers: e.g. General office clerks (in a police facility).

<p>Education Personnel</p>	<ul style="list-style-type: none"> • Managers: 121, 1345 • Professionals: 231-235, 241-242 • Technicians and Associate Professionals: 531, 334 • Clerical Support Workers: 41 	<ul style="list-style-type: none"> • Managers (i.e. career public servants – NOT appointed): e.g. University dean, college director, school principal, childcare centre manager, finance manager, human resources manager, policy and planning manager (in an education facility). • Professionals: e.g. University and higher education teachers, vocational education teachers, primary/secondary school teachers, primary school and early childhood teachers. • Technicians and Associate Professionals: e.g. Child care workers and teachers' aides. • Clerical Support Workers: e.g. General office clerks (in an education facility).
<p>Health Personnel</p>	<ul style="list-style-type: none"> • Managers: 121, 1342, 1343 • Professionals: 22, 241-242 • Technicians and Associate Professionals: 32, 532, 3344 • Clerical Support Workers: 41 	<ul style="list-style-type: none"> • Managers (i.e. career public servants – NOT appointed): e.g. Hospital director, health facility administrator, clinical director, community health care coordinator, aged care service manager, finance manager, human resources manager, policy and planning manager (in a health facility). • Professionals: e.g. Medical doctors, nursing and midwifery professionals, veterinarians, dentists, pharmacists. • Technicians and Associate Professionals: e.g. Health associate professionals, ambulance workers, personal care workers in health services, medical secretaries. • Clerical Support Workers: e.g. General office clerks (in a health facility).
<p>Front-Desk Administrative Personnel</p>	<ul style="list-style-type: none"> • Managers: 112, 121 • Professionals: 241-242, 25 • Technicians and Associate Professionals: 334, 335 • Clerical Support Workers: 41 	<ul style="list-style-type: none"> • Managers (i.e. career public servants – NOT appointed): e.g. Managing directors of government offices providing a wide range of administrative services, including registration services (e.g. delivery of personal identity documents, various types of licenses, building permits, etc.) taxation, social benefits, customs and border inspection, etc.; finance manager, human resources manager, policy and planning manager (in a government office). • Professionals: e.g. Finance professionals, administration professionals, information and communications technology professionals (in a government office). • Technicians and Associate Professionals: e.g. Customs and border inspectors, government tax and excise officials, government social benefits officials, government licensing officials. • Clerical Support Workers: e.g. General office clerks (in a government office).

4.c. Method of computation

Indicator 16.7.1(b) aims to compare the proportion of various demographic groups (by sex, age, disability and population groups) represented in the public service, with the proportion of these same groups in the national population. More specifically, the proportional representation of these demographic groups is assessed across various occupational categories as well as across two administrative levels.

When computing these proportions, all the considerations detailed above in the section “concepts and definitions” should be respected, including on institutional units covered, administrative levels, occupational categories and appointed/elected positions.

- *An online SDG 16 Data Reporting Platform* (<https://sdg16reporting.undp.org> – to be launched in April 2020) was developed by custodian agency UNDP to assist countries in reporting on this indicator, at the level of both national and sub-national government, and on the basis of sex, location (urban/rural), income or expenditure quintiles, age groups, nationally relevant population groups and disability status. Countries should use the online data forms and accompanying guidance provided on this platform to report on this indicator.
- *Countries are encouraged to report data that is available*, understanding that public servant disaggregated data for disability status and nationally-relevant population groups may not be currently available in many jurisdictions. Countries are encouraged to build additional capacities to disaggregate data by these demographic groups.
- *Information for part-time positions should be given in full-time equivalents* and should be counted only for permanent posts actually filled. It is important to consider the part-time or full-time status of posts to address the risk that some target groups may be underemployed and over-reported (e.g. If women are more likely to receive part-time posts than full-time posts, there might be a false impression that women are equally represented in those posts, when in reality they work less than their male counterparts due to their part-time status).

Global reporting on indicator 16.7.1(b) can be done in three steps:

Step 1 requires data producers to compile the raw numbers of personnel in the public service, disaggregated along administrative level, occupational categories, and the various demographic characteristics. The table below provides an illustration of how this “raw” data can be compiled. (NB: For ease of presentation, this table excludes ‘total’ columns and rows, which data producers may wish to include).

			Sex		Age group					Disability status		Population subgroup			
			Male	Female	<35	35-44	45-54	55-64	65+	Disabled	Not disabled	Group A	Group B	Group C	Group D
National level	Police Personnel	Managers													
		Professionals													
		Technicians and Associate Professionals													
		Clerical Support Workers													
	Educational Personnel	Managers													
		Professionals													
		Technicians and Associate Professionals													
		Clerical Support Workers													
	Health Personnel	Managers													
		Professionals													
		Technicians and Associate Professionals													
		Clerical Support Workers													
	Front-Desk Administrative Personnel	Managers													
		Professionals													
		Technicians and Associate Professionals													
		Clerical Support Workers													
	All other public service personnel in bureaucratic positions	Managers													
		Professionals													
		Technicians and Associate Professionals													
		Clerical Support Workers													
	Police Personnel	Managers													

Subnational level	Professionals														
		Technicians and Associate Professionals													
		Clerical Support Workers													
	Educational Personnel	Managers													
		Professionals													
		Technicians and Associate Professionals													
		Clerical Support Workers													
	Health Personnel	Managers													
		Professionals													
		Technicians and Associate Professionals													
		Clerical Support Workers													
	Front-Desk Administrative Personnel	Managers													
		Professionals													
		Technicians and Associate Professionals													
		Clerical Support Workers													
	All other public service personnel in bureaucratic positions	Managers													
Professionals															
Technicians and Associate Professionals															
Clerical Support Workers															

Step 2 then requires computing simple proportions of women, ‘youth’, persons with a disability, and specific population groups across each occupational category in the public service and at both national and sub-national government levels.

Employment in public service at NATIONAL/CENTRAL level

(Same proportions to be calculated for employment in public service at SUB-NATIONAL level, in separate table)

	Proportion of female public servants	Proportion of ‘young’ public servants aged 34 and below	Proportion of public servants with a disability	Proportion of public servants in population group A (and B,C,D, etc.)
<i>Occupational categories (ISCO-08) for bureaucratic positions</i>				
Managers	<i>Example calculation: Female Managers at national level / All Managers at national level</i>	...	...	...
Professionals
Technicians and Associate Professionals
Clerical Support Workers
<i>Occupational categories (ISCO-08) for front-line service positions</i>				
Police personnel
Education personnel
Health personnel
Front-desk administrative personnel
<i>Overall (across all occupational categories)</i>

Step 3 then requires generating ratios comparing the proportion of women, ‘youth’, persons with a disability, and specific population groups in the public service relative to the proportion of the same groups in the national population, across each occupational category, at both national and sub-national government levels

The World Population Prospects database, published by the United Nations Population Division, provides official statistics collected from over 230 national statistical offices on national population sizes disaggregated by age (groups) and sex. These statistics are required to calculate the denominators of the sex and age-related ratios.

It should be noted that when comparing ratios of certain groups in the public service with corresponding shares of the same groups in the national population, it is important to use the working-age population of that group in the national population as a comparator i.e. above the minimum age required to apply for a public servant job, and below the mandatory retirement age for public servants¹⁴. These lower and upper age boundaries will vary depending on the country, and need to be defined by each country in the below formula. For instance, if the minimum age to be eligible for a public service job in a given country is 18

¹⁴ In the event that a mandatory retirement age (MRA) has not been set for the public service specifically in a given country, the “default retirement age” (DRA) could be used as an alternative. The DRA applies to all employment in a given country, and “is the minimum age at which employers can (if they choose to) set a mandatory retirement age, requiring employees to retire.” If neither a MRA nor a DRA exist in a country, it is suggested to use the age of 65 as a ceiling, which is a common MRA across countries.

years old, and the mandatory retirement age for public servants is 65 years old, then comparing public servants belonging to a particular population group (say, a particular ethnic group) with the corresponding share of this ethnic group in the national population, then it is important to focus only on those members of this ethnic group aged between 18 and 65.

The resulting ratios can be interpreted as follows:

- 0, when there is no representation at all in the respective sub-category of the public service
- <1, when the representation in the respective sub-category is lower in the public service than in the working-age population
- =1, when the representation in the respective sub-category is equal across the public service and the working-age population
- >1, when the representation in the respective sub-category is higher in the public service than in the working-age population

Employment in public service at NATIONAL/CENTRAL level

(Same ratios to be calculated for employment in public service at SUB-NATIONAL level, in separate table)

	Female representation ratios: Proportion of female public servants in [occupational category x] / Proportion of women in the working-age population	'Youth' representation ratios: Proportion of 'young' public servants aged 34 and below in [occupational category x] / Proportion of the working-age population aged above the eligibility age for a public service job and below 35	Disabled persons representation ratios: Proportion of disabled public servants in [occupational category x] / Proportion of disabled persons in the working-age population	Population group A representation ratios: Proportion of public servants belonging to population group A in [occupational category x] / Proportion of population group A in the working-age population
<i>Occupational categories (ISCO-08) for bureaucratic positions</i>				
Managers	[Priority ratio 1a]	...	...	...
Professionals	...	...	<i>Example calculation: 3% disabled Professionals at national level / 9% disabled in the working-age population = 0.33 → Under-representation (<1)</i>	...
Technicians and Associate Professionals	...	...	...	...
Clerical Support Workers	...	...	...	...
<i>Occupational categories (ISCO-08) for front-line service positions</i>				
Police personnel	...	...	...	...
Education personnel	...	...	...	...
Health personnel	...	...	...	...
Front-desk administrative personnel	...	...	...	...
<i>Overall (across all occupational categories)</i>	[Priority ratio 1b]	[Priority ratio 2]	[Priority ratio 3]	[Priority ratio 4]

Prioritization:

Countries are expected to fill out the above table to the best of their ability, and to report as many representation ratios as possible, for women, 'youth', persons with a disability, and specific population groups, across all occupational categories, at both national and sub-national levels.

Meanwhile, global reporting on indicator 16.7.1(b) will focus on 4 ‘priority ratios’ (see cells highlighted in green in the table above), namely:

- **Ratios 1a) and b): Representation of female public servants ‘overall’ (across all occupational categories) and representation of women in the ‘Manager’ category** (*separate ratios for national and sub-national levels*): These two ratios are important because women remain significantly underrepresented in the public service across all regions, both in the public service as a whole and in the top levels of the public service (UNDP, Gender Equality in Public Administration – GEPA, 2014). The target of a minimum of 30 percent of women in leadership positions, originally endorsed by ECOSOC in 1990 and reaffirmed in the Beijing Platform for Action in 1995, remains unmet in most countries. For instance, according to the Worldwide Index of Women as Public Sector Leaders developed (Ernst & Young, 2013), across the G20 major economies, women represent less than 20 percent of public sector leadership.
- **Ratio 2: Representation of ‘young’ public servants aged 34 and below across all occupational categories** (*separate ratios for national and sub-national levels*): This ratio is important because in several countries, there is a significant age gap between those in public service and the people they serve (UNDP GEPA, 2014), which has been found to undermine young people’s trust in public institutions (OECD, 2017). To remedy this situation, the UN Security Council has urged Member States to “consider ways to increase inclusive representation of youth in decision-making at all levels in local, national, regional and international institutions” (UN SC Resolution 2250, 2015).
- **Ratio 3: Representation of public servants with a disability across all occupational categories** (*separate ratios for national and sub-national levels*): This ratio is important because persons with disabilities remain significantly underrepresented in the public service, and under Article 31 of the UN Convention on the Rights of Persons with Disabilities (2006), State Parties have committed to collecting disaggregated information to give effect to the Convention’s call to ensure that persons with disabilities can effectively and fully participate in public life on an equal basis with others.
- **Ratio 4: Representation of public servants belonging to Population Group A (B,C,D, etc.) across all occupational categories** (*separate ratios for national and sub-national levels*): This ratio is important because evidence shows that when public servants resemble the people they provide services to, with respect to their ethnic, linguistic or religious affiliations, or to their indigenous status, citizens perceive the public service to be more legitimate. Proportional representation of nationally-relevant population groups in the public service has been found to be associated with higher levels of public trust in public institutions.

4.d. Validation

The countries are requested to input the indicator in a reporting platform that provides separate fields for the metadata and statistics. By providing the metadata and statistics the custodian can identify possible inconsistencies and have further consultation with the national partner to validate the statistics provided. The fields used to comprehend/verify and validate refer to: the primary source of information; the excluded units¹⁵ and public servants¹⁶; the corresponding grades and levels in the cases of countries

¹⁵ It is recommended to exclude local government units, military and Public corporations and quasi-corporations owned and controlled by government units.

¹⁶ It is recommended to excluded the appointed senior managers and other managers.

that have not implemented ISCO-08; the inclusion/exclusion of appointed civil servants in the reported statistics; information and sources of disaggregation on sex, age and disability. Additionally, the reporting platform requests any additional methodological deviation that might exist between the collected statistics and the recommendations provided in the metadata. In addition to the metadata the countries are requested to input the nominator and denominator separately, as well as the disaggregated statistics, thus allowing to collect the information at a refined level.

4.e. Adjustments

Not applicable

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

- **At country level**

There is no treatment of missing values.

- **At regional and global levels**

There is no imputation of missing values.

4.g. Regional aggregations

The simple average of each one of the priority ratios will be provided for each region, and globally.

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

Methods and guidance available to countries for the compilation of data at national level:

To disaggregate survey results by disability status, it is recommended that countries use the [Short Set of Questions on Disability elaborated by the Washington Group](#).

Further guidance can be found in the reporting platform that provides additional information in the requested fields.

4.i. Quality management

Statistics for this indicator is inputted in the reporting platform (<https://sdg16reporting.undp.org/login>). UNDP has dedicated staff to verify the collected data and liaise with the data officers in the agency in the countries.

4.j Quality assurance

It is recommended that NSOs serve as the main contact for compiling the necessary data to report on 16.7.1(b), in close coordination with relevant public service bodies in the country. This is to leverage and further consolidate the important quality assurance role played by NSOs in reviewing and 'vetting' data produced by other parts of the national statistical system. It has been shown that official data sourced from NSOs tend to have more influence over policy analysis and decision-making at national level than

other sources that have not gone through the appropriate vetting and quality assurance processes managed by NSOs.¹⁷

4.k Quality assessment

The quality assessment is conducted based on the information provided in the reporting platform in an assessment of the metadata and statistics provided. When necessary and requested by the country the agency can support in designing a protocol for assessing the alignment of data produced with users' needs, the compliance with guidelines in terms of computations, the timeliness of data production, the accessibility of statistics produced, the consistent use of methodology both in terms of geographic representation and through time, the coherence in terms of data production, and the architecture of data production.

5. Data availability and disaggregation

Data availability:

Most countries already have a Human Resource Management Information System (HRMIS) in place to track the composition of the public service. However, each HRMIS produces different types of data, using different definitions and different formats. This metadata file as well as additional guidance material provided by the custodian agency (UNDP) aims to facilitate harmonized reporting on this indicator.

Time series:

Disaggregation:

As mentioned throughout the above discussions, a three-way disaggregation of the data is recommended, along the following cumulative levels:

1. Administrative level (*central level; "state" level or equivalent*)
2. Occupational categories (*four ISCO-based categories, and select "front-line service" categories*)
3. Various demographic characteristics:
 - Sex (*male; female*)
 - Age group (*below 35 years; 35-44; 45-54; 55-64; 65 and above*)
 - Disability status (*disability; no disability*)
 - Population subgroup (*country-specific*)¹⁸

6. Comparability / deviation from international standards

Sources of discrepancies:

¹⁷ UN Statistical Division (2017): [Guiding Principles of Data Reporting and Data Sharing for the Global Monitoring of the 2030 Agenda for Sustainable Development](#).

¹⁸ The population of a country is a mosaic of different population groups that can be identified according to racial, ethnic, language, indigenous or migration status, religious affiliation, or sexual orientation, amongst other characteristics. For the purpose of this indicator, particular focus is placed on minorities. *Minority groups are* groups that are numerically inferior to the rest of the population of a state, in a non-dominant position, whose members—being nationals of the state—possess ethnic, religious or linguistic characteristics differing from those of the rest of the population and show, even if only implicitly, a sense of solidarity directed towards preserving their culture, traditions, religion or language.¹⁸ While the nationality criterion included in the above definition has often been challenged, the requirement to be in a non-dominant position remains important (United Nations, 2010).¹⁸ Collecting public servant data disaggregated by population groups should be subject to the legality of compiling such data in a particular national context and to a careful assessment of the potential risks of collecting such data for the safety of respondents).

There is no internationally estimated data for this indicator.

7. References and Documentation

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SDG indicator metadata

(Harmonized metadata template - format version 1.0)

0. Indicator information

0.a. Goal

Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

0.b. Target

Target 16.7: Ensure responsive, inclusive, participatory and representative decision-making at all levels

0.c. Indicator

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

0.d. Series

Proportions of positions in the judiciary compared to national distributions (ratio)

Proportions of positions in the judiciary compared to national distributions, Higher Courts (ratio)

Proportions of positions in the judiciary compared to national distributions, Lower Courts (ratio)

Proportions of positions in the judiciary compared to national distributions, Constitutional Court (ratio)

0.e. Metadata update

2022-03-31

0.f. Related indicators

This indicator can also be used to monitor SDG target 5.5 on women's "full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life,"¹ which does not have an indicator specifically focused on decision-making in the judiciary, and SDG target 10.2 on the promotion of the "social, economic and political inclusion of all, irrespective of sex, age, disability, race, ethnicity, origin, religion or economic or other status", which only has one indicator measuring economic exclusion.²

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

UNDP Oslo Governance Centre

1. Data reporter

1.a. Organisation

UNDP Oslo Governance Centre

2. Definition, concepts, and classifications

2.a. Definition and concepts

¹ SDG 5.5.1 – Proportion of seats held by women in national parliaments and local governments; and SDG 5.5.2 – Proportion of women in managerial positions.

² SDG 10.2.1 – Proportion of people living below 50% of median income, by sex, age, and persons with disabilities.

Definition:

This metadata is focused only on the judiciary sub-component of indicator 16.7.1. It measures representation in the judiciary with respect to the sex, age, disability and population group status, and assesses how these correspond to the proportion of these groups in society as a whole.

More specifically, this indicator measures the proportional representation of various demographic groups (women, youth, persons with disability, and nationally relevant population groups) across two key decision-making positions in the judiciary (judges and registrars) as well as across three 'levels' of courts, namely 'supreme/constitutional courts,' 'higher-level courts' and 'lower-level courts'.

Concepts:

This indicator builds on various concepts and terms from international statistical standards and classifications as well as normative frameworks. The concepts and terms used for this indicator reflect general features of judiciaries around the world, while recognizing that different countries have their own legal systems informed by their specific histories and cultures, which in turn determine the specific functions and form of the judiciary in a given country. The below concepts and definitions were elaborated with a view to being broad enough to accommodate these national specificities:

- **Focus on formal court system:** The *judiciary* is the system of courts that constitutes the branch of central authority in a country concerned with the administration of justice. The judiciary sub-component of SDG indicator 16.7.1 focuses on the *formal* court system and does not include within its scope informal mechanisms (e.g., religious, tribal, or traditional dispute resolution mechanisms).
- **Levels of courts:** The indicator disaggregates between three 'levels' of courts to reflect the way in which courts are used, namely 'supreme/constitutional courts,' 'higher-level courts' (courts that handle national issues or appeals), and 'lower-level courts' (courts – typically of first instance – that commonly handle local issues, such as disputes involving family, land, and government benefits and services). This broad categorization is elaborated to encompass the diversity of judicial systems across the world, including across different types of legal systems (common law, civil law, etc.) and across different types of government (unitary, federal, etc.):
 - **Supreme/constitutional courts:** Supreme/constitutional courts are the courts within a country with the highest authority to interpret the law. The category includes both supreme courts (i.e., the highest judicial bodies in the domain of civil and criminal jurisdiction) and constitutional courts (i.e., the legal bodies responsible for ensuring the compatibility of legislation with the provisions and principles of the constitution in each country, in particular to protect constitutionally-established rights and freedoms). Constitutional courts include those courts that sit only on constitutional issues, as well as courts that sit as constitutional courts only on occasion when constitutional issues arise. In federal court systems, highest courts include supreme courts and constitutional courts at the national level, but excludes any supreme courts that may exist at sub-national levels, as these should be included within the category of higher-level courts. In certain jurisdictions, the supreme court and constitutional court might be one and the same and therefore there would be just one court for the category of supreme/constitutional courts.
 - **Higher-level courts:** Higher-level courts include other high courts, high-level courts, and courts of appeal. In federal court systems, higher-level courts include higher-level courts

at both the national and sub-national levels, and also include supreme courts at sub-national levels.

- *Lower-level courts*: Lower-level courts encompass first-instance or frontline courts of local jurisdiction. This category includes local courts, district courts, magisterial courts, and magistrate courts. In federal court systems, lower-level courts include lower-level courts of both national and sub-national court systems.
- Finally, a note about *specialized courts* is in order: The determination of whether specialized courts or tribunals, or a subset thereof, fall within supreme/constitutional, higher-level, or lower-level courts is left to the discretion of countries. Specialized courts are courts that have limited jurisdiction over a specialized subject matter, and may include, but are not limited to, war crimes courts, gender-based violence courts, commercial courts, finance courts, labour courts, family courts, property courts, military courts, administrative courts, social welfare courts, juvenile courts, courts for organized crime, narcotics, and corruption, etc. In many jurisdictions, specialized courts are considered higher-level courts. In such jurisdictions, these specialized courts might have exclusive or original jurisdiction over certain claims, and therefore act in the first instance for those claims, but are nevertheless considered higher-level courts. In other jurisdictions, specialized courts might be considered lower-level courts or supreme courts. Some jurisdictions might categorize a subset of specialized courts as higher-level courts and another subset as lower-level courts.

- **Decision-making positions:** Target 16.7 focuses on ‘decision-making’ and the extent to which it is responsive, inclusive, and representative. In the judiciary, decision-making power and leadership roles are essentially held by individuals in two types of positions, namely judges and registrars. Judges play important roles in decision-making by carrying out their core functions of interpreting laws and adjudicating controversies over the application of laws to particular circumstances. Registrars assist judges in performing their functions and play an important role in case management, including by scheduling hearing dates, registering court documents, receiving fees emanating from court matters, preparing case files, drafting decisions, and executing court decisions. Additionally, in certain circumstances, they can perform judicial or quasi-judicial functions themselves, including making decisions on interlocutory applications, assessment of damages, and applications for the entry of default judgments. The judiciary sub-component of SDG indicator 16.7.1 does not cover other positions such as: court-annexed alternative dispute resolution professionals (individuals appointed by the state to decide upon an adjudicatory dispute resolution process, such as arbitrators and mediators); non-legal court personnel (part-time or full-time individuals paid by the state to support the administration of the judicial system, such as bailiffs, tipstaff, secretaries, notaries, paralegals, and administrators); or state-funded legal professionals within the justice sector (individuals paid by the state to carry out the representation or prosecution of an individual in a legal proceeding, including prosecutors, public defenders, and legal aid service providers). While these individuals play some role in the functioning of the justice system as a whole and are supported by state funds, they do not constitute the judiciary as it is understood by most countries. Additionally, they are typically accounted for in the public service sub-component of SDG indicator 16.7.1 (i.e. SDG 16.7.1b).

- *Judge* (alternatively called ‘justice’, ‘magistrate’, or ‘jurist’): A judge is a person authorized to decide cases in a court of law. UN DESA’s Manual for the Development of a System of Criminal Justice Statistics defines ‘professional judges or magistrates’ as both full-time and part-time officials authorized to hear civil, criminal, and other cases, including in appeal

courts, and to make dispositions in a court of law. This category includes associate judges and magistrates who may be so authorized.³

- *Registrar* (alternatively called ‘clerk’, ‘judicial officer’, ‘*Rechtspfleger*’, ‘*secretario de estudio y cuenta*’, ‘*secretario general*’, ‘*secretario de acuerdos*’, ‘*greffiers*’, ‘المسجلون’): A registrar is a judicial officer of the court entrusted with judicial or quasi-judicial functions who has autonomous competence. A registrar’s decisions may be subject to appeal in certain circumstances.
- **Definition of “youth”:** youth for the purpose of this indicator is defined as 44 years old and below, because positions in the judiciary require training and experience. This cutoff also provides consistency with sub-component (a) of SDG 16.7.1 on parliaments which uses a similar cutoff for ‘youth’, based on the Interparliamentary Union’s definition of ‘young MPs’ as MPs aged 45 and below (see metadata for SDG indicator 16.7.1(a)).
 - **Information for part-time positions should be given in full-time equivalents** and should be counted only for permanent posts actually filled. *It is important to consider the part-time or full-time status of posts* to address the risk that some target groups may be underemployed and over-reported (e.g., if women are more likely to receive part-time posts than full-time posts, there might be a false impression that women are equally represented in those posts, when in reality they adjudicate a smaller portion of cases than their male counterparts due to their part-time status).
 - **Disability status:** To disaggregate data on judges and registrars by disability status, it is recommended that countries use the [Short Set of Questions on Disability elaborated by the Washington Group](#).⁴

2.b. Unit of measure

Ratio

2.c. Classifications

Not applicable

3. Data source type and data collection method

3.a. Data sources

³ UN DESA, Manual for the Development of a System of Criminal Justice Statistics (2003), https://unstats.un.org/unsd/publication/SeriesF/SeriesF_89e.pdf

⁴ A report on Disability Inclusive Development in UNDP (2018) details a pilot study in partnership with the South African statistical office on an approach for integrating the Washington Group Short Set on Functioning into the human resources management information system used to maintain data on personnel within the public service. The findings from this pilot experience suggest that using the Washington Group questions for the measurement of disability in the public service is possible. In the experience of the South African public service, it was also a marked improvement over the existing administrative data system, which captures the disability status of employees upon their recruitment but is not regularly updated thereafter, unless an employee chooses to disclose, update, or change his or her disability status. This pilot experience also confirmed that national statistical offices are ideally placed to guarantee the confidentiality of the responses provided by public servants to such a survey, which is essential to overcome individual reluctance to disclose sensitive personal information.

Human Resource Management Information System (HRMIS) of Judicial Service Commissions, Ministries of Justice, or other similar competent bodies with oversight over the judiciary for data collection are most likely to collect data on the staffing of the judiciary.

3.b. Data collection method

NSOs should coordinate with primary data-producing entities to report on this indicator. Data obtained from national judiciaries will be compiled, reviewed and validated by NSOs.

3.c. Data collection calendar

Data should be reported to the custodian agency (UNDP) at least once every two years, and annually if possible. This will ensure timely capturing of changes in the composition of the judiciary.

UNDP will send a data submission request to NSOs in January of every year, requesting data that provides a snapshot of the situation as of 31 December of the preceding year.

3.d. Data release calendar

Data will be reported by UNDP to the international level in April each year, and will provide a snapshot of the situation as at 31 December of the preceding year.

The first full release of data for the indicator will take place in April 2020, on the basis of data as at 31 December 2019.

3.e. Data providers

National Statistical Offices (NSOs) with relevant primary data-producing entities (Judicial Services Commissions - also referred to as Councils of Justice, Councils of the Judiciary, Judicial Offices, Federal Judicial Centres, Ministries of Justice, or other similar competent bodies managing human resources for the judiciary, handling the appointment of judges and registrars, or otherwise having some oversight role over the judiciary).

3.f. Data compilers

United Nations Development Programme (UNDP)

3.g. Institutional mandate

UNDP promotes representative and participatory decision making in the judiciary, as one of its key engagement in strengthening the rule of law. UNDP engagement also includes supporting the advancement of women's equal participation and decision-making in political processes and institutions, promoting youth-focused and youth-led development, advance the rights of persons with disabilities, reduction of inequalities and exclusion of indigenous peoples. UNDP Oslo Governance Centre was mandated to support countries to monitor progress on SDG16 and to produce governance statistics which includes the representation and participation in the judiciary.

4. Other methodological considerations

4.a. Rationale

In order for decision-making by the judiciary to be responsive, inclusive, participatory, and representative at all levels, as called for by target 16.7, it is important to ensure diversity in key positions in national- and local-level courts. Diversity in judicial positions renders decision-making by the judiciary more legitimate in the eyes of citizens and more responsive to the concerns of the whole population.⁵

Furthermore, it has been shown that judicial diversity in terms of ethnicity, race, and economic class, in addition to gender, helps address public image issues and trust deficits that hamper the efficiency and efficacy of judiciaries, particularly in conflict-affected environments.⁶ Where judiciaries are perceived to be representative of certain groups to the exclusion of other groups, individuals from excluded groups may be less willing to turn to courts to access justice, thus undermining the justice system.

In cases where a group is significantly under-represented or has experienced historical discrimination, temporary special measures including minimum quotas on representation may be introduced to redress such discrimination.⁷

4.b. Comment and limitations

- **Tokenism:** While the indicator provides a good measure of progress in overcoming historical or ongoing discrimination, it cannot detect tokenism where official job titles mask a lack of influence in practice or other forms of discrimination within the judiciary that may affect the ability of certain judges or registrars to participate in decision-making. For example, women in the judiciary may face institutional, cultural, or other constraints that restrict them from exercising their decision-making power.⁸ IDLO's Women Delivering Justice Report (2018) notes that stereotypes in certain

⁵ For example, with respect to representation of population groups, scholars have noted that an individual's respect and trust in the judiciary increases when court personnel include individuals like themselves. See, e.g., Iyiola Solanke, *Diversity and Independence in the European Court of Justice*, Columbia Journal of European Law vol. 15, no. 1, p. 112 (2009) ("Racial and ethnic diversity have been encouraged as constituting a necessary feature of a legal system's collective legitimacy, paramount to the maintenance of public confidence in it. A lack of diversity amongst those playing key roles in the justice system can result in a deficit of confidence in that system as a whole... At a symbolic level, diversity provides a guarantee of continued fairness and sensitivity in decision-making. The preservation of a public perception of fairness is crucial to all legal systems."). Additionally, diversity in the judiciary improves the quality of decision-making within the court system. See, e.g., Joy Milligan, *Pluralism In America: Why Judicial Diversity Improves Legal Decisions About Political Morality*, New York University Law Review vol. 8, p. 1206 (2006) ("Racial and ethnic diversity is likely to improve the judiciary's institutional capacity for openness to alternative views—not because judges of any given race will 'represent' a monolithic viewpoint, but because of the likelihood that judges of a particular race or ethnicity will be better positioned to understand and take seriously views held within their own racial or ethnic communities. Judicial dialogue, taking place within appellate panels and across courts, serves to diffuse alternative viewpoints more broadly."). See further scholarship on the impact of diversity on judicial decision-making at the Judicial Diversity Initiative's research repository at <https://judicialdiversityinitiative.org/research>.

⁶ See IDLO (2018), *Women Delivering Justice: Contributions, Barriers, Pathways* <https://www.idlo.int/publications/women-delivering-justice-contributions-barriers-pathways>

⁷ For instance, Brazil's government introduced a quota system for federal jobs that require 20% of all government positions be filled by people of colour.

⁸ The International Commission of Jurists' Women and the Judiciary Report (2014) notes that women face discriminatory and restrictive social norms concerning the role of women in society that create resistance to their exercise of judicial authority. The report points to incidents where individuals have refused to have their legal matters determined by women judges and where junior officers and court staff have refused to implement orders determined by women judges.

jurisdictions might dictate that women can rule on family court cases, but that they are not suited to decide criminal cases because of the perceived danger of such roles.⁹

- ***Rationale for computing ratios rather than proportions:*** It may be noted that the below computation methods lead to ratios rather than simple proportions. The rationale for this is simple: While a simple proportion of ‘young’ judges in the judiciary is not internationally comparable, a ratio computed using the above formula is. For instance, 48% of ‘young’ judges (aged 44 or below) may be an overrepresentation of youth in country A where only 30% of the national population of working-age falls in this age bracket (Ratio = $48/30 = 1.6$), but in country B where 70% of the national population of working-age is aged 44 and below, the same 48% would be interpreted as under-representation (Ratio = $48/70 = 0.69$). In this example, the figure of 48% is not internationally comparable in relation to the national population (it means over-representation in one country and under-representation in another), but the ratios 1.6 and 0.69 *are* internationally comparable. They help us understand whether 48% of judges aged 44 and below is close to, or far from, proportional representation of this age group in the national population.
- ***Sensitivity of collecting disability and population group data:*** Data disaggregated by disability and population group may not be readily available in many countries. Collecting this data for judges and registrars may therefore require additional investment in data collection systems, with a corresponding investment in human capacity to analyse the data and use the information generated in recruitment and human resources policies for the judiciary. Moreover, some countries may impose legal restrictions on collecting data on certain target groups (e.g. disability often falls under the umbrella of health data, and is therefore confidential, thus preventing Judicial Services Commissions, Ministries of Justice, or other similar competent bodies from releasing this information even on an anonymous basis; likewise, several countries actively restrict or ban identification of ethnic or religious status, in order to protect vulnerable populations or discourage inter-ethnic conflict. As such, it is left to the discretion of each country to determine which groups should be highlighted when disaggregating totals for judges and registrars).¹⁰ Collecting disaggregated data should be subject to the legality of compiling such data in a particular national context and to a careful assessment of the potential risks of collecting such data for the safety and privacy of respondents. Meanwhile, most countries already produce sex-disaggregated data on judges and registrars and therefore countries are expected at a minimum to be able to report sex-disaggregated data for overall totals of individuals occupying these two positions, as well as for overall totals disaggregated by the three levels of courts cited above.

⁹ The report also notes that even when women judges might have full autonomy to exercise their decision-making power, they may nevertheless be unable to make decisions that bring to bear their lived experiences if legal frameworks do not allow for the introduction of concerns about gender justice, for instance, in common law contexts where judges are bound by precedent.

¹⁰ Where information relevant for disaggregation is collected directly from individuals, the principle of self-identification should be considered, as should the use of survey questionnaires administered by relevant civil society organizations or the integration of data produced by community-based mechanisms. When these data partnerships are explored, responsibilities, particularly in relation to data privacy and management, must be clearly defined. This is necessary both for the data collection process and to preserve the interests and privacy of respondents. Applying a participatory approach, and the principle of self-identification, can help improve response rates. OHCHR, A Human-Rights Based Approach to Data: Leaving No One Behind in the 2030 Agenda for Sustainable Development (2018): <https://www.ohchr.org/Documents/Issues/HRIndicators/GuidanceNoteonApproachtoData.pdf>.

- **Rationale for the age disaggregation:** The number of young persons in the judiciary tends to be relatively small, particularly in contexts where judges typically assume their position based on seniority. While in such contexts disaggregation on the basis of age may not be very insightful, in others contexts, such as that of new democracies where judges are typically younger, age-disaggregation can be a more meaningful measure of representation. The presence of a large proportion of ‘young’ judges in post-conflict countries, for example, can indicate a country’s investment in its justice system. Even if null values for the number of ‘young’ judges are likely to be common in many countries, there is an inherent awareness-raising value in tracking representation of ‘young’ judges and registrars, to help call attention to the challenges faced by younger age-brackets in accessing decision-making positions. Additionally, age-disaggregated data becomes particularly relevant when considering the intersectionality of age with other demographic variables (e.g. a growing proportion of ‘young’ female judges could signal that a country is making concerted efforts to invest in increasing female participation in decision-making positions over the longer-term).

- **Normative framework:** Global reporting on this indicator includes data disaggregated by sex, age, disability, and population group. Disaggregated data that allows for comparison of these target groups to understand the situations of specific groups are central to a human-rights based approach to data and form part of countries’ obligations under international human rights treaties. OHCHR guidance on data collection and disaggregation for SDG monitoring urges that capacities and partnerships be developed to enable countries to meet their obligation to collect and publish disaggregated data:¹¹
 - Sex is an important component of SDG indicator 16.7.1(c), as it tracks the extent to which judiciaries are inclusive and representative of women with a view to achieving equal representation of women and men. Women are largely underrepresented in judiciaries, particularly in the highest-level positions, according to A Practitioner’s Toolkit on Women’s Access to Justice Programming (2018), published by UN Women, UNDP, UNODC, and OHCHR. Sex-disaggregated data on individuals occupying decision-making and leadership positions in the judiciary can shed light on the existence of gender-based inequalities in accessing such positions. The Convention on the Elimination of All Forms of Discrimination Against Women (1979) provides the basis for realizing equality between women and men through ensuring women’s equal access to, and equal opportunities in, political and public life, including the right to participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government (Article 7). States parties agree to take all appropriate measures to overcome historical discrimination against women and obstacles to women’s participation in decision-making processes (Article 8), including legislation and temporary special measures (Article 4). The Beijing Declaration and Platform for Action (1995) also calls on governments to ensure women’s equal access to and full participation in power structures and decision-making, including in the judiciary, by setting specific targets and implementing measures to substantially increase the number of women in all governmental positions.
 - Age: Security Council Resolution 2250 of 2015 urges Member States to consider ways to increase inclusive representation of youth in decision-making at all levels in local, national,

¹¹ OHCHR, A Human-Rights Based Approach to Data: Leaving No One Behind in the 2030 Agenda for Sustainable Development (2018): <https://www.ohchr.org/Documents/Issues/HRIndicators/GuidanceNoteonApproachtoData.pdf>.

regional, and international institutions and mechanisms for the prevention and resolution of conflict and to counter violent extremism.

- **Disability:** The United Nations Convention on the Rights of Persons with Disabilities (2006) calls upon State Parties to ensure that persons with disabilities¹² can effectively and fully participate in political and public life on an equal basis with others. General Comment No. 7 (2018) on Article 4.3 and 33.3 on the participation of persons with disabilities in the implementation and monitoring of the Convention, drafted by the Committee on the Rights of Persons with Disabilities, acknowledges the positive impact that the participation of persons with disabilities has on decision-making processes. Their involvement in all forms of decision-making empowers persons with disability to convey their views and lived experiences, enabling them to advocate for their rights and realize their aspirations. Moreover, participation of persons with disability is a critical component of good governance and democracy, as it helps to hold authorities accountable to their commitments in this area, to make them more responsive to the requirements of persons with disability, and to promote and protect the rights of such persons. Persons with disabilities are consistently under-represented in decision-making processes, as is noted in UNDP's Disability Inclusive Development Report: Guidance and Entry Points (2018). Persons with disabilities face significant challenges and barriers to their inclusion and ability to fully participate in society. Employment rates for persons with disability are lower than for persons without disabilities, and equal and effective access to justice can be a significant obstacle for persons with disabilities. As part of the emphasis across the 2030 Agenda to 'leave no one behind,' participation and representation of persons with disability in public institutions and decision-making processes, including in the judiciary, is crucial to reaching those that are often left furthest behind.
- **Population groups:** The collection of data on relevant population groups¹³ occupying decision-making and leadership positions in the judiciary is critical to assessing the inclusivity and representativeness of judiciaries. Increased judicial diversity with respect to populations groups strengthens the ability of judicial mechanisms to consider and respond to varied social contexts and experiences, which improves the justice sector's responses to the needs of vulnerable and marginalized groups. When various national population groups are well-represented among judges and registrars, this can in turn improve access to justice by these various groups. Representative decision-making builds confidence among population groups and supports social cohesion and the 'sustaining peace' framework.¹⁴ Notably, the World Bank's Pathways for Peace study stressed the centrality of inclusion in the justice and security sectors to the prevention of conflict. The

¹² 'Disability' is an umbrella term covering long-term physical, mental, intellectual, or sensory impairments which, in interaction with various barriers, may hinder the full and effective participation of disabled persons in society on an equal basis with others. UN General Assembly, Resolution on Convention on the Rights of Persons with Disabilities, A/RES/61/106 (24 January 2007).

¹³ The population of a country is a mosaic of different population groups that can be identified according to racial, ethnic, language, indigenous or migration status, religious affiliation, or sexual orientation, amongst other characteristics. For the purpose of this indicator, particular focus is placed on minorities. Minority groups are groups that are numerically lower compared to the rest of the population of a state, in a non-dominant position, whose members—being nationals of the state—possess ethnic, religious or linguistic characteristics differing from those of the rest of the population and show, even if only implicitly, a sense of solidarity directed towards preserving their culture, traditions, religion or language. While the nationality criterion included in the above definition has often been challenged, the requirement to be in a non-dominant position remains important. (OHCHR, *Minority Rights: International Standards and Guidance for Implementation*, HR/PUB/10/3 (2010), <http://www.refworld.org/docid/4db80ca52.html>).

¹⁴ UN General Assembly, Resolution on Review of the United Nations Peacebuilding Architecture, A/RES/70/262 (12 May 2016); UN Security Council, Resolution 2282, S/RES/2282 (2016).

International Convention on the Elimination of All Forms of Racial Discrimination (1965); Declaration on the Rights of Persons belonging to National or Ethnic, Religious and Linguistic Minorities (1992); and the Declaration on the Rights of Indigenous Peoples (2007) provide that persons belonging to racial and minority groups and indigenous peoples have the right to participate in the political, economic, social, and cultural life of the State.

4.c. Method of computation

Indicator 16.7.1(c) aims to compare the proportion of various demographic groups (by sex, age, disability status, and population group) represented in the judiciary, with the proportion of these same groups in the national population. More specifically, the proportional representation of these groups assessed across two key decision-making positions in the judiciary (judges and registrars) as well as across three ‘levels’ of courts.

Global reporting on indicator 16.7.1(c) for judges can be done in three steps:

Step 1 requires data producers to compile the raw numbers of personnel in the judiciary, disaggregated along the two position types and three levels of courts. The table below provides an illustration of how this “raw” data can be compiled. (NB: For ease of presentation, this table excludes ‘total’ columns and rows, which data producers may wish to include).

		Sex		Age group				Disability status		Population subgroup			
		Male	Female	<45	45-54	55-64	65+	Disabled	Not disabled	Group A	Group B	Group C	Group D
Constitutional/ supreme courts	Judges												
	Registrars												
Higher-level courts	Judges												
	Registrars												
Lower-level courts	Judges												
	Registrars												

Step 2 then requires computing simple proportions of women, ‘youth’, persons with a disability, and specific population groups across the two position types and at each level of court.

	Proportion of <u>female</u> personnel		Proportion of ‘ <u>young</u> ’ personnel aged 44 and below		Proportion of personnel <u>with a disability</u>		Proportion of personnel in <u>population group(s)</u>	
	Judges	Registrars	Judges	Registrars	Judges	Registrars	Judges	Registrars
Constitutional/ supreme courts	...	...	...	...	...	...	...	...
Higher-level courts	...	...	...	...	...	...	...	...
Lower-level courts	...	...	...	...	...	...	...	...
Overall (across all levels of courts)	<i>Example calculation: Female judges at all levels / All judges at all levels</i>		...	...	...	...	...	...

Step 3 then requires generating ratios comparing the proportion of women, ‘youth’, persons with a disability, and specific population groups in the judiciary relative to the proportion of the same groups in the national population of working age, across the two position types and at each level of court.

The World Population Prospects database, published by the United Nations Population Division, provides official statistics collected from over 230 national statistical offices on national population sizes disaggregated by age (groups) and sex. These statistics are required to calculate the denominators of the sex and age-related ratios.

It should be noted that when comparing ratios of certain groups in the judiciary with corresponding shares of the same groups in the national population, it is important to use the working-age population of that group in the national population as a comparator i.e. the age range above the age of eligibility for that position and below the mandatory age of retirement for that position. These lower and upper age boundaries will vary depending on the country, and need to be defined by each country in the below formula.

The resulting ratios can be interpreted as follows:

- 0, when there is no representation at all in the respective sub-category of the judiciary
- <1, when the representation in the respective sub-category is lower in the judiciary than in the working-age population
- =1, when the representation in the respective sub-category is equal across the judiciary and the working-age population
- >1, when the representation in the respective sub-category is higher in the judiciary than in the working-age population

	Female representation ratio: Proportion of female personnel at respective level of courts / Proportion of women in the working-age population		‘Youth’ representation ratio: Proportion of ‘young’ personnel aged 44 and below at respective level of courts / Proportion of the working-age population aged above the eligibility age and below 45		Disability representation ratio: Proportion of personnel with a disability at respective level of courts / Proportion of persons with a disability in the working-age population		Population group(s) representation ratio: Proportion of personnel in population group(s) at respective level of courts / Proportion of persons in given population group in the working-age population	
	Judges	Registrars	Judges	Registrars	Judges	Registrars	Judges	Registrars
Constitutional/supreme courts
Higher-level courts	Example calculation: <i>3% disabled judges at higher-level courts / 9% disabled in the working-age population = 0.33</i> → Under-representation (<1)	...	...	...
Lower-level courts
Overall (across all levels of courts)

Prioritization:

Countries are expected to fill out the above table to the best of their ability, and to report as many representation ratios as possible, for women, 'youth', persons with a disability, and specific population groups, across all position types and court levels. Meanwhile, global reporting on indicator 16.7.1(c) will focus on the ratios calculated across all levels of courts (i.e. the bottom row in the above table).

4.d. Validation

The countries are requested to input the indicator in a reporting platform that provides separate fields for the metadata and statistics. By providing the metadata and statistics the custodian can identify possible inconsistencies and have further consultation with the national partner to validate the statistics provided. The fields used to comprehend/verify and validate refer to: the primary source of information; the levels of courts and positions; information and sources of disaggregation on sex, age and disability. Additionally, the reporting platform requests any additional methodological deviation that might exist between the collected statistics and the recommendations provided in the metadata. In addition to the metadata the countries are requested to input the aggregated and disaggregated data across sex, age group, disability status and nationally relevant populations groups.

4.e. Adjustments

Not applicable

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

- **At country level**
 - There is no treatment of missing values.
- **At regional and global levels**
 - At regional and global levels: There is no imputation of missing values.

4.g. Regional aggregations

The simple average of each one of the priority ratios will be provided for each region, and globally.

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

Methods and guidance available to countries for the compilation of data at national level:

To disaggregate survey results by disability status, it is recommended that countries use the [Short Set of Questions on Disability elaborated by the Washington Group](#).

To create administrative data collection protocols, it is recommended to use [Manual for the Development of A System of Criminal Justice Statistics](#)

To integrate gender statistics, it is recommended to use [Integrating a Gender Perspective into Statistics](#). Further guidance can be found in the reporting platform that provides additional information in the requested fields.

4.i. Quality management

Statistics for this indicator is inputted in the reporting platform (<https://sdg16reporting.undp.org/login>). UNDP has dedicated staff to verify the collected data and liaise with the data officers in the agency in the countries.

4.j Quality assurance

It is recommended that NSOs serve as the main contact for reporting the necessary data on 16.7.1(c), in close coordination with relevant judicial bodies in the country such as the judicial services commission or the Ministry of Justice. This is to leverage and further consolidate the important quality assurance role played by NSOs in reviewing and ‘vetting’ data produced by other parts of the national statistical system. It has been shown that official data sourced from NSOs tend to have more influence over policy analysis and decision-making at the national level compared to other sources that have not gone through the appropriate vetting and quality assurance processes managed by NSOs.¹⁵

4.k Quality assessment

The quality assessment is conducted based on the information provided in the reporting platform in an assessment of the metadata and statistics provided. When necessary and requested by the country the agency can support in designing a protocol for assessing the alignment of data produced with users’ needs, the compliance with guidelines in terms of computations, the timeliness of data production, the accessibility of statistics produced, the consistent use of methodology both in terms of geographic representation and through time, the coherence in terms of data production, and the architecture of data production.

5. Data availability and disaggregation

Data availability:

No global source of data that comprehensively covers this indicator is available at this point.

However, there are three existing data collection efforts, but they only partially cover the scope of the indicator.

- **UNODC Survey on Crime Trends and the Operations of Criminal Justice Systems (CTS):**¹⁶ The CTS, through focal points/ coordinating officers, gathers data from UN Member States on the number of ‘professional judges or magistrates’, including authorized associate judges and magistrates, defined as full-time and part-time officials authorized to hear specifically criminal cases, including in appeal courts, and to make dispositions in a court of law. Data is disaggregated by sex only. The CTS is confined to criminal courts, which include any legal body authorized to pronounce a conviction under national criminal law. Data on all levels of criminal courts is collected, but the survey does not disaggregate data to distinguish between judges in higher-level courts from those

¹⁵ UN Statistical Division, Guiding Principles of Data Reporting and Data Sharing for the Global Monitoring of the 2030 Agenda for Sustainable Development (2017).

¹⁶ <https://www.unodc.org/unodc/en/data-and-analysis/United-Nations-Surveys-on-Crime-Trends-and-the-Operations-of-Criminal-Justice-Systems.html>

in lower-level courts. Data collection through the CTS is conducted on an annual basis. The most recent available data is for 2018.

- **World Bank, Women, Business and the Law Report:**¹⁷ The Women, Business and the Law Report includes data on the percentage of female judges and chief justices in constitutional courts for the 153 economies where constitutional courts exist. The most recent report was published in 2021, and it is the fifth edition in a series of biennial reports.
- **CEPEJ, European Judicial Systems – Efficiency and Quality of Justice Report:**¹⁸ The Efficiency and Quality of Justice Report includes data on the percentage of women working at all levels of courts, including first instance, second instance, and supreme courts, and it includes data on the proportion of female ‘court presidents’ and ‘professional judges’ for 47 countries within Europe. ‘Professional judges’ are part-time and full-time judges who have been trained, who are paid as such, and whose main function is to work as a judge and not as a prosecutor. The report also collects data on the percentage of female ‘non-judge staff’ disaggregated by the *Rechtspfleger* function (or similar bodies) for 47 countries within Europe. The most recent report was published in 2020 and is updated every two years.

Time series:

No global source of data that comprehensively covers this indicator is available at this point.

Disaggregation:

As mentioned throughout the above discussions, a three-way disaggregation of the data is recommended, along the following cumulative levels:

1. Type of position (*judges; registrars*)
2. Level of court (*‘supreme/constitutional courts,’ ‘higher-level courts’ and ‘lower-level courts’*)
3. Various demographic characteristics:
 - Sex (*male; female*)
 - Age group (*below 45 years; 45-54; 55-64; 65 and above*)
 - Disability status (*disability; no disability*)
 - Population subgroup (*country-specific*)¹⁹

6. Comparability / deviation from international standards

Sources of discrepancies:

There is no internationally estimated data for this indicator.

7. References and Documentation

¹⁷ <https://wbl.worldbank.org>

¹⁸ <https://www.coe.int/en/web/cepej/cepej-work/evaluation-of-judicial-systems>

¹⁹ Population groups would be defined at the country level as relevant to the country context and could include indigenous, linguistic, ethnic, racial, social, income, cultural, geographic, nationality, migrant, displaced, refugee, political, sexual orientation, civil status, and/or religious groups, using guidance from OHCHR’s A Human-Rights Based Approach to Data on countries’ obligation to collect and publish data disaggregated by grounds of discrimination recognized in international human rights law.

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