



United Nations
Economic Commission for Africa



United Nations Entity for Gender Equality
and the Empowerment of Women

Report of the Workshop on Measuring Women's Representation in Local Government in the ECA Region

29 September 2017, Kampala, Uganda

Introduction

The Workshop on Measuring Women's Representation in Local Government in the ECA Region was jointly organized by UN Women and UNECA (United Nations Economic Commission for Africa) and took place on 29 September 2017, in Kampala, Uganda. It was hosted by the Uganda Bureau of Statistics (UBOS). The workshop provided the opportunity to consult with countries in the region on the methodology of Tier III Sustainable Development Goal (SDG) Indicator 5.5.1b, "proportion of seats held by women in local governments". It had three key objectives:

- 1) Discuss (a) UN Women-led research on local government, (b) local government organization in the region, and (c) their implications for a standardized, global measurement of women's representation in local government;
- 2) Provide input on the methodology of SDG Indicator 5.5.1b, including definitions and terms related to local government, calculation of the indicator, and data sources; and discuss the relevance of the indicator in the ECA region; and
- 3) Reflect on the mechanism for regional and global monitoring of SDG indicator 5.5.1b, including (a) the role of key national actors in data collection and reporting; (b) the use of standardized data request forms for regional and global reporting; and (c) the method for calculating regional and global averages of the indicator.

The workshop engaged national stakeholders with a role in producing and/or using data on women's representation in local government in 8 countries, namely Botswana, Cameroon, Kenya, Nigeria, Senegal, Tanzania, Uganda and Zimbabwe. These national stakeholders included 5 National Statistical Offices (NSOs), 4 Electoral Management Bodies (EMBs), 3 line ministries of local government and 5 women's machineries. The total number of participants from the above-mentioned institutions was 18.¹

¹ Additional 9 persons attended the workshop, including 6 from Uganda Bureau of Statistics and 3 from other local, national or international institutions (UN Women and UNECA excluded). The full list of participants is included in the Annex of this report.

Representatives of the following global, regional and national agencies participated as resource persons: UN Women (including Political Participation Unit in Headquarters and Uganda Country Office), UNECA Statistics Division, and Uganda Bureau of Statistics.

This workshop report presents: (a) the background of the workshop, (b) a summary of the workshop sessions, and (c) conclusions, which include the agreed-upon summary of the workshop discussions. The Annex of the report includes the final agenda of the workshop, the list of participants, and the assignment participants were required to complete prior to the workshop.

a. Background of the workshop

The workshop was part of a larger four-day regional training organized by UNECA on improving the use of existing data for monitoring gender equality and women's empowerment in Africa, taking place in Kampala, Uganda, on 26-29 September 2017.

The one-day workshop on women's representation in local government, jointly organized by UN Women and UNECA, is part of the UN Women-led process to (a) develop the methodology of Tier III SDG Indicator 5.5.1b on women's representation in local government and (b) ensure sustainable collection and reporting of data for the indicator. UN Women has been designated as the custodian agency of SDG Indicator 5.5.1b and is committed to address knowledge and data gaps in women's political participation, including at local level. In this context, the UN Women's Political Participation Unit in Headquarters has undertaken background research, including an original desk review of 80 national legal frameworks; analysis of local government organization in 120 countries; and mapping of current practices in national collection and regional compilation of data on numbers of women and men in local government. It also organized technical and expert group meetings engaging UN agencies, UN regional commissions, research/academic institutions, intergovernmental and non-governmental organizations (NGOs), and National Statistical Systems (NSSs).

The participation of NSSs in the development of the methodology is particularly important for the success of the global monitoring of the indicator: NSSs are going to implement the proposed methodology and report data to international agencies. Within the NSSs, the National Statistical Offices (NSOs) have a key role as coordinators of statistical activities and focal points for SDG data production and reporting. Within this context, UN Women has planned a series of consultations with NSOs and other relevant entities of NSSs, including through the means of regional workshops conducted in collaboration with the Statistics Divisions of UN Regional Commissions.

In the African region, UN Women partnered with the Statistics Division of UNECA, as the first port of call in the development of the SDG indicator 5.5.1b in the region. The Statistics Division has the statistical expertise and long-term partnership with the NSOs in the region not only to fully contribute to the development of the indicator but also as a regional hub for statistical training and future data collection at the global level.

b. Summary of the workshop sessions

The workshop was structured in five sessions: (i) Introduction and overview of work; (ii) Defining local government; (iii) National sources of data on women's and men's representation in local government; (iv) An indicator for global monitoring of women's representation in local government; and (v) Conclusions. The annotated agenda of the meeting is attached in the Annex of the report.

A summary of presentations and discussions in each session is presented below.

Session I: Opening of the workshop and introductory remarks

The opening of the workshop was shared by Ms. Anna Mutavati, Deputy Representative of Uganda UN Women, Ms. Fatouma Sissoko, Gender Statistics Specialist at UNECA, and Ms. Imelda Musana, Deputy Executive Director of Uganda Bureau of Statistics.

Ms. Mutavati (UN Women) welcomed the participants and recognized the vital role NSOs, EMBs, ministries of local government and women's affairs play in implementing and monitoring areas of sustainable development, including women's political participation. She emphasized that women's full, equal and effective participation and leadership at all levels of decision-making in public life, one of the SDG targets (5.5) under Goal 5, is key to achieving all sustainable development goals and improving societies everywhere. Yet, existing data show that gender balance is far from being achieved among parliamentarians, ministers or heads of states and governments, while data on women's representation at local level are largely missing. Addressing the major knowledge gap at the local level is part of UN Women's agenda and the workshop is a key step towards achieving this objective. The workshop will provide input to the methodology of indicator 5.5.1b, including perspectives that are unique to the African context. The emerging methodology will be at the basis of having data comparable across all countries, and bringing the millions of invisible women represented at local level into the spotlight.

Ms. Sissoko (UNECA) explained how this one-day workshop fitted into the larger 4-day workshop on use of existing data for monitoring gender equality and women's empowerment in Africa. The previous three days covered a wide range of gender statistics, including, for example, on education, health, violence against women and time use. For many areas of statistics there are international standards on how to collect data and what indicators are best to use, and many countries, including African countries, have data available. These indicators are Tier I indicators, and one example are the statistics on education. For some areas, there are international standards, but countries do not collect data on a regular basis, such as on violence against women and time use. These are Tier II indicators, and ECA is playing a key role in supporting countries to collect the data, including by organizing training and workshops. Finally, there are indicators for which we don't have yet standards of data collection or methodologies. These are tier III indicators, and one of them is the focus of the workshop, the indicator 5.5.1b, on women's representation in local government.

She emphasized that the workshop is about the methodology of indicator 5.5.1b, but also about partnerships and collaborations that need to be developed and maintained - not only between national, regional and global levels, but also between different national agencies within the same country. Within countries, the NSOs, but also other agencies that are part of the national statistical can contribute with information on women's representation in local government, including electoral management bodies, line ministries overseeing local government, and national machineries for gender equality and women's empowerment. Therefore, it is important that the workshop brings together representatives from these different agencies, to ensure a range of views are reflected in the final methodology of the indicator 5.5.1b on women's representation in local government.

Ms. Musana (UBOS) welcomed the organizers and participants to Uganda and emphasized the significance of the workshop within the context of the work NSOs and NSSs are expected to undertake in monitoring the implementation of the SDGs. She showed that many countries in the region have been working on the development and mainstreaming of gender into statistics to support monitoring of Gender Equality and Women's Empowerment and the SDG Goal 5. Uganda is one of the countries that made great strides. Examples of key work undertaken by UBOS include the development of a gender statistics capacity building programme, the National Priority Gender Equality indicators framework, guidelines for mainstreaming

gender in statistical production, and the production of the report *Uganda Women and Men in Figures*. UBOS also engaged in piloting new data collection tools such as the measurement of asset ownership from a gender perspective and gender and SIGI (Social Institutions and Gender Index). Yet, NSOs continue to face technical challenges, such as limited reference methodological materials, and operational, such as inadequate funding and staff, limited support to and prioritization of gender statistics, and poorly defined user needs.

Ms. Musana also commended UN Women and UNECA for organizing the first African workshop that provides input to a key SDG indicator. She explained that NSOs are the responsible agencies for producing data for monitoring SDGs, however, data for SDG Indicator 5.5.1b is primarily produced by EMBs. The EMBs need to embark on activities of data production and include this indicator in their action plan. It is equally important that the NSOs are involved, including in setting up the system, assessing whether the data collection needs improvement and whether the data reported is as needed for the calculation of the indicator. Furthermore, the indicator 5.5.1b should not be considered in isolation, but included in the set of clear and measurable indicators that are part of the strategic plan for statistics developed by NSOs to meet the needs of the country and respond to the demands for monitoring the SDGs. With these remarks, Ms. Musana declared the meeting open.

Ms. Gabriella Borovsky (Policy Specialist at UN Women Headquarters) provided an overview of the SDG indicator 5.5.1b and explained the steps undertaken by UN Women to develop its methodology. She showed that systematic data collection and reporting on women in parliament enabled monitoring of the progress and setbacks in terms of women's representation at that level, but also conditions that facilitate or hinder women's participation—including the types of electoral systems and arrangements most conducive to achieving gender balance, or the efficacy of temporary special measures and their implementation. However, she noted that statistics on women in local government are missing and there is no global baseline of women in local government. To address this knowledge gap, UN Women organized technical and expert group meetings engaging a wide-range of national, regional and global partners. As background research, UN Women has conducted a review of national legal frameworks in 80 countries and analyzed information on local government organization in 120 countries. At this stage, UN Women is seeking input from countries on the methodology of the indicator through regional workshops and individual consultations. In this workshop, participants from different national entities – NSOs, EMBs, ministries of local government, and women's machineries, will each bring a different set of perspectives to accomplish a common set of objectives: (a) discuss findings of UN Women-led research on local government; (b) obtain input on the methodology of the indicator; (c) share country experiences in producing or using data on women's representation in local government; and (d) reflect on the activities and roles of key actors in data collection and reporting.

Session II: Defining Local Government

The Session aimed to (a) provide participants with key definitions and terms related to local government, (ii) promote understanding of the organization of local government in the world, and (iii) reflect on the implications of the diversity of local government for a standardized measurement of women's representation in local government.

The main presentation of the session, "What is local government and how is it organized?" was delivered by Ms. Ionica Berevoescu (UN Women). Ms. Berevoescu summarized the methodological requirements for developing the indicator 5.5.1b and how the UN Women research on local government organization provided key information in filling in these requirements. She showed that some methodological aspects of the

indicator have already been decided through the intergovernmental process at the basis of SDG monitoring frameworks. For instance, the indicator is the share of women among women and men in local government, and the calculation of the indicator is simple and straightforward, expressing the indicator as a percentage. However, other aspects need to be defined and/or identified.

First, use of common terms and definitions across all countries is a at the basis of having harmonized data for global monitoring. These terms and definitions refer to spheres of government, local government, local government tiers and types, local government members and their manner of selection (elected or appointed). Most importantly, local government and its organization are identified according to the national legal frameworks, including constitutions and local government acts or equivalent legislation. Results of UN Women's analysis of local government organization in 120 countries showed that local government organization is more diverse and complex than central government and may include from 1 to 4 tiers of local government. In addition, in more than a fifth of countries with local government the number of tiers of local government varies within countries, often between different states or regions of a country, or between the urban and rural areas. Each local government unit consists of a deliberative body (council/ assembly), usually elected by universal suffrage, that has decision-making power, including the ability to issue by-laws, on a range of local aspects of public affairs; and an executive body, elected, appointed or nominated, such as an executive committee or a mayor that prepares and executes decisions made by the deliberative body.

A second aspect of methodological development refers to the decision on which positions of local government and what tiers should be covered by measurement, for example, (i) only councilors or mayors as well; and (ii) only elected or appointed positions as well. The implications of the findings on local government organization, for the measurement of indicator 5.5.1b, were also discussed. For instance, the distribution of functions across tiers of local government is very different from one country to another and no clear correspondence could be established between selected tiers in one country and those of another country. Therefore, the indicator proposed for 5.5.1b should account for all tiers of local government, as defined by national legal frameworks. Another finding of the research was that most local government members are elected and only a few are appointed. Therefore, an indicator covering elected positions in local government would be a good and cost-effective proxy for 5.5.1b, because statistics on elected positions are readily available based on electoral records upheld by EMBs. Other methodological aspects such as sources of data and the mechanism for global reporting would be discussed in the later sessions of the workshop.

Key points of the session:

- ✓ UN Women's research on local government organization was well received and the participants emphasized the importance of having national legal frameworks as basis for identifying local government.
- ✓ The consistent use of terms and definitions across countries was acknowledged as a key requirement in obtaining a harmonized measurement of indicator 5.5.1b and comparable data. The terms and definitions presented were found clear and relevant.
- ✓ The group recognized that the organization of government at local level is much more diverse than at the national level, particularly in terms of tier/levels. Choosing only one tier of local government to be covered by SDG 5.5.1b may pose comparability challenges, as the distribution of functions across tiers and the role of women at each tier of government may vary across countries. Nevertheless, covering all tiers of local government would capture the representation of women in the overall local government, as defined by national legal frameworks.

- ✓ The participants pointed out that the indicator 5.5.1b on women in local government could mirror the indicator 5.5.1a on women in parliaments, and refer to the deliberative bodies of local government.

Session III: Sources of Data on Women's and Men's Representation in Local Government

The session explored advantages and challenges of using different sources of data for producing statistics on women's representation in local government, reviewed the data flow in countries, and discussed the importance of creating national partnerships to improve users' access to quality data.

In the introduction to the session, Ms. Berevoescu (UN Women) overviewed the main sources of official statistics on women's representation in local government and the flow of data within countries and from countries to regional and global agencies. Three types of sources of official data were described: (a) administrative data based on electoral records; (b) administrative data based on public administration records, and (c) surveys/censuses using local government units as units of observation. Administrative data based on electoral records held by EMBs or line ministries tasked with organizing local elections are low-cost, however, in some countries the results of elections may not be in electronic format or not centralized. Data based on public administration records maintained by ministries of local government may require additional resources for data processing and may be covering only positions in local government that are on the government payroll. Finally, data based on surveys/censuses of local government (taking the form of censuses/surveys of local government, establishment surveys, or municipality surveys) are costly and may be biased by sampling errors and/or low response rates. Other data, such as those provided by associations of local governments are not considered official statistics and may be biased due to their incomplete coverage.

The session was structured in three parts reflecting country experiences in data collection and use by (I) EMBs and line ministries of local government; (II) NSOs; and (III) Women's Affairs/Gender equality ministries.

Part I: Electoral Management Bodies and Line Ministries of Local Government

The first part of the session on data sources focused on the role of electoral management bodies and line ministries of local government. Country experiences in producing data on women's political participation at local level were shared by representatives from Cameroon (Ms. Patience Fule-Buang Elango), Kenya (Mr. Masiga Asunza), Nigeria (Ms. Hauwa Olaleye), Tanzania (Ms. Jesca Francis Mongi), Zimbabwe (Ms. Ruvarashe Primrose Pambayi-Chigiya). A summary of presentations and discussions is shown below.

In **Cameroon**, ELECAM, the first independent entity tasked with organizing elections and referendums in the country, has a key role in producing data on women's participation in electoral processes and representation in local government. Local elections are legislated by several laws, including the Electoral Code (1/2012) and Law 17/2012 which modifies and adds to the electoral law. ELECAM is the first in the country to introduce biometrics in electoral processes; reject candidate lists that are not complying with the rules of including women candidates; and ensure accessibility of disabled persons to electoral processes. Sex-disaggregated data are available for registered voters, candidates, voter turnout, election officials, and winners of elections, including at municipal level. Some of the information is included in election reports issued post-elections.

In **Kenya**, the government is organized at central level and county level. Article 81(b) of the 2010 Constitution stipulates that no more than two-thirds of the members of elected public bodies shall be of the same gender.

At county level, there are 47 government units, each comprising a deliberative body (the county assembly), an executive body and a public service board. The county assembly consists of elected members, reserved seats to ensure that no more than two thirds are of the same sex, reserved seats for youth and persons with disabilities, and the speaker, who is an ex officio member. The executive body is headed by an elected governor.

One of the functions of the Council of Governors, established in 2012, is to collect data from county governments through emails, letters and phone calls. These data are collected, disaggregated by sex and types of positions in government, for programming purposes, when new appointments or new administrations come into place. Such data show, for example, that women represent 6 per cent of governors, 11 per cent of county assembly speakers, 7 per cent of elected members of county assemblies, and 34 per cent of appointed and elected members of county assemblies. Information is stored both electronically and in hard copies but is not disseminated.

In **Nigeria**, a federal state with central, state and local government, the Independent National Election Commission is tasked with organizing elections at the national and federal levels. Elections at local government level are conducted by the State Independent Electoral Commissions of the 36 States. Election related information on gender is captured in all forms used during electoral processes, including voter registration, candidate registration, voter turnout and elected officials. In addition to sex, other characteristics are collected for election candidates and winners, including, for example, party affiliation, education, and working experience. After elections, the information is stored in an electronic database and disseminated as General Election Results. The data are used for the strategic planning of next elections, review of electoral legal framework, and academia and research purposes. The Commission maintains partnerships with the National Bureau of Statistics, National Population Commission, Nigeria Identity Management Commission and the Inter Consultative Committee on election security.

In **Tanzania**, the National Electoral Commission organizes presidential and parliamentary elections in the United Republic of Tanzania and councillors' elections in Mainland Tanzania. The Commission is committed to ensure that all available data – including on voter registration, voter turnout, candidates, and winners – are disaggregated by sex, well recorded, and reflected in election reports. Nevertheless, in practice, only data on candidates and winners of elections are available disaggregated by sex. For instance, in 2015 local elections, women represented 6 per cent of candidates and 5 per cent of elected local councillors. The Commission is also tasked with nominating women on reserved seats based on the list of candidates submitted by political parties and the number of seats won by each political party; and has the statistical information on number of nominated women for reserved seats in the local councils. For instance, in 2015, in addition to the 204 elected women councillors, 1.4 thousand women were nominated as council members.

The information on elected and nominated council members is collected on paper based system and entered in the electronic database system by staff of the Commission. Election data are disseminated through publication in the Commission's Election Report, and published online through its website. The main users of election data are Academic Researchers, Non-governmental Organisations, political parties or any other stakeholders. The Election Commission also maintains partnerships with the NSO, which supplies the Commission with statistics on population of voting age, and the ministry of local government.

In **Zimbabwe**, the Ministry of Local Government, Public Works and National Housing is overseeing 32 urban local authorities. An additional 60 local authorities are from rural areas. Urban local authorities have no executive committees of councillors and the mayors or chairpersons do not have executive powers. Local

authorities exercise power through appointed executives who are public servants who implement decisions on their behalf.

The Ministry firmly believes that the participation of women in local decision-making is the foundation of global development, has embraced gender mainstreaming in its activities, and supports the activities of Women in Local Government Forum. Data on women's representation in local government are obtained from Zimbabwe Electoral Commission and human resources reports submitted by local authorities. For example, in 2013, women represented 16 per cent of elected councillors (urban and rural areas combined). Among the 32 mayors in urban areas, 4 are women (12 per cent of mayors). The purpose of collecting information on councillors and mayors is to assist with planning and interventions for service delivery and development, induction of councillors, service level benchmarking, Integrated Results Based Management and capacity building programmes. The information is collected by the Ministry monthly, quarterly, and after elections for councillors. The Ministry also maintains a data partnership with Zimstats (the NSO of the country).

The session also included a presentation from Ms. Regine Amougou Noma, mayor of one of local government units in **Cameroon** (within **Yaounde** district), on the underrepresentation of women in the local council (28 per cent) and the need to support increased participation of women in local politics, including through awareness campaigns, mentoring, and legislation promoting women's equal access in decision-making positions (for example, listing of women in candidate lists in alternate ranking with men).

Key points of Part I of the session:

- ✓ Independent election commissions or ministries of local government are primary producers of data disaggregated by sex on candidates and elected candidates. They can also produce data on nominated women for reserved seats.
- ✓ Electoral records of winners of elections are available in electronic format and centralized for countries with a unitary state structure. However, in countries with federal structure, local elections are organized by states or equivalent intermediate level of government, and the electoral records may not be centralized at national level.
- ✓ Quality of sex-disaggregated data on winners of local elections is impacted when using manual coding of "sex" based on names, including when the candidate lists fail to indicate whether the candidates are female or male.
- ✓ Data produced by EMBs may be underutilized. Data analysis may not necessarily be part of the mandate of the electoral management bodies and it may need to be undertaken by separate departments in line ministries or in collaboration with national statistical offices.
- ✓ Coordination and partnership between EMBs and NSOs need to improve to include regular sharing of sex-disaggregated data on candidates and elected candidates in local elections and data analysis.

Part II: National Statistical Offices

Part II of the session on data sources focused on the role of National Statistical Offices (NSOs) in producing or using data on women in local government. Country experiences were shared by representatives from Botswana (Ms. Oabona Machete), Cameroon (Ms. Rosalie Epse Niekou Ndjonkam), Tanzania (Ms. Mariam

Jumanne Kitembe), **Uganda** (), and Zimbabwe (Ms. Taizivei Mungate). A few highlights from their presentations are shown below.

In **Botswana**, the national statistical office is tasked with collecting and disseminating all official statistics. Statistics Botswana produces statistics on public sector and public administration at local level based on employment/ labour force surveys. Data on candidates and elected officials in local elections, however, are produced by the Independent Election Commission. Local government in Botswana consists of 2 city councils, 4 town councils and 10 district councils. Overall, women represent 22 per cent of councilors; 19 per cent of council chairs, deputy chairs and council executives; and 21 per cent of committee heads. These proportions are higher compared to women's representation in parliament. The source of data on women in local government is different from one level of government to another: data on cabinet membership are collected from the Office of the President; data on women in parliament was collected from the Parliament Office; and data on women in local government are collected from the Local Government Office.

In **Cameroon**, the NSO coordinates statistical activities across all entities of the NSS, ensuring the use of common terms and definitions, calculation of indicators and statistics, and specific statistical roles for individual ministries. It also works on integrating data from different sources of information, and linking indicators and statistics with gender and development plans. The statistical office produces data on local government based on a survey of districts (the geographical level at which local government is organized). However, these data collected are restricted to number of mayors and deputy mayors disaggregated by sex and other individual characteristics. Data can also be obtained from administrative sources such as the EMB (ELECAM), however, there are challenges, including no systematic transmission of data and underuse of existing information in the ELECAM database. Data on women's representation in local government are included by NSO in *Women and Men* reports.

In **Tanzania**, the National Bureau of Statistics advises the Government and public at large on all matters related to statistics and statistical development; develops methods, standards, concepts and definitions needed to produce official statistics; and coordinates and supervises the National Statistical System in the country. One of its key objectives is ensuring quality of data and setting up the system of data collection in other agencies. The Bureau does not produce data on women's representation in local government, however, it maintains partnership with the National Election Commission, which produces data on women's political participation at the time of elections. The Bureau of Statistics provides the Election Commission with information on voting population in the pre-election period. It also uses the data produced by the Election Commission for analysis and dissemination in the booklet *Tanzania in Figures*. Nevertheless, the data produced by the Election Commission is not always accessible, particularly data referring to previous elections, and not made available on a predetermined regular schedule. Data on elected members of local government are available disaggregated by sex, but not by other characteristics. In 2015, women's representation among elected local councilors was 5 per cent. By comparison, women's representation in parliament for the same year was 10 per cent.

In **Uganda**, the Bureau of Statistics (UBOS) is the principal agency responsible for data collection, processing, analysis and dissemination of official statistics; as well as statistical coordination within the NSS. Its mission is to provide quality and demand-driven statistics that support policy, decision making, research and development initiatives. Data on women's representation in local government are obtained from the Electoral Commission and the Ministry of local government, and refer to elected positions at the time of the elections. By-election information is not available. A recent study of women in local government by UBOS and the Ministry of Local Government (*Women in local government. A Baseline (Sex Disaggregated) Data of LC:III-V in Uganda*) showed that women represent 46 per cent of elected members of local government, including

42 per cent at municipality and district level and 47 per cent at sub-county level. This proportion covers women directly elected as well as the reserved seats allocated to women. However, women represent less than 1 per cent of chairpersons at district and sub-county level and 6 per cent at municipality level. For this position in local government, no gender quota applies. The study also featured results of a qualitative analysis based on focus groups with members of local government and members of communities in selected districts of the country. For example, one of the findings referred to challenges women face in participating in local politics, including financial constraints, child care during election period, sexual harassment and violence during the campaign.

In **Zimbabwe**, the National Statistical Agency ZIMSTAT advises the Government on all matters related to statistics; collects data through censuses and surveys; coordinates the statistical activities of the NSS, including by developing and promoting use of statistical standards and methodologies; compiles, analyses and disseminates statistical information; develops and maintains a comprehensive national statistics database; and provides a focal point of contact on statistical matters for international agencies. Data on women's representation in local government is collected by ZIMSTAT through the Inventory of Facilities and Social Facilities Survey, which gathers information based on a questionnaire sent to district administrators. For example, results of the survey in 2014 showed that women represented 16 per cent of district councilors.

Key points of Part II of the session:

- ✓ NSOs ensure the production of quality official statistics. They coordinate statistical activities undertaken by NSSs; develop statistical standards and promote their consistent use; collect data through censuses and surveys and integrate data from additional sources, including administrative sources of data; analyze data and disseminate statistics; ensure the link between statistics and gender and development plans; and report official statistics to international agencies, including in the context of SDG monitoring.
- ✓ Data on women's representation in local government are sometimes produced directly by NSOs, by undertaking municipality or equivalent surveys. However, such data may be covering only leadership positions in local government, such as heads of councils or mayors.
- ✓ More often, data are obtained from administrative sources maintained by EMBs or line ministries of local government. Such data are typically disaggregated by sex and other characteristics of councilors and integrated by NSOs in indicator databases and reports on *Women and Men in Statistics/Figures*.
- ✓ However, NSOs face challenges in accessing administrative data, particularly data referring to previous elections. Improved partnerships, data sharing agreements, and better archiving of data from previous elections are needed to ensure systematic access to data and full utilization of the administrative data produced by EMBs/ministries of local government.

Part III: Women's Affairs/Gender Equality Ministries

Part III of the session on data sources focused on the role of Women's Affairs/Gender Equality Ministries in improving women's political participation and the production/use of statistics on women's representation in local government. Country experiences were shared by representatives from Nigeria (Mr. Idris Mohammed), Senegal (Mr. Badara Amar), Tanzania (Ms. Dorah George Neema) and Cameroon (Mr. Pierre Debret Mengata). A few highlights are presented below.

In **Nigeria**, the Federal Ministry of Women's Affairs and Social Development formulates policies and strategies supporting women's representation in decision-making positions, consistent with existing international treaties and laws. One of the provisions in the National Gender Policy refer to ensuring 35 per cent representation of women in elected and appointed decision-making positions. The implementation of this provision is enabled through partnerships with state governments, the national assembly, political parties, the National Orientation Agency, the Independent National Electoral Commission, and development partners such as UN Women and UNDP.

Several activities aim to ensure the enhanced political participation and representation of women in Nigeria, including, for example, establishing six zonal Women's Political Empowerment Offices, the Nigerian Women Trust Fund, an NGO designed to boost women's political participation, and the Hundred Women Group, advocating women's participation in politics and governance. Other activities include multi stakeholder dialogue on reforms to increase women's representation in local and national offices. The Ministry has also cultivated strategic partnerships with producers of data on women's representation, including the Independent National Electoral Commission, the National Bureau of Statistics, the National Centre for Women Development and the National Population Commission.

Despite such interventions, women's representation in decision making continues to be dismal. Some key challenges in sustaining these efforts are lack of funds and personnel, poor representation of women in the legislative arms of national and state governments, as well as misperceptions and stereotypes on women's participation in decision-making.

In **Senegal**, the National Parity Observatory undertakes a range of activities to promote gender parity in public policies. The Observatory identifies obstacles to the implementation of gender parity in all spheres and formulates recommendations for legislative, regulatory and program reforms. Among its key activities are (i) to gather, in collaboration with relevant ministries, institutions and civil society organizations, all data, research and analysis on the situation of women at all levels of economic, social and political life; and (ii) conduct research and studies on the application of parity law. A key type of information collected is the representation of women in local decision-making bodies. Such data are disaggregated by sex, age, and educational attainment. For example, the share of women among elected county councilors is 46.5 per cent.

In **Tanzania**, the Ministry of Health, Community Development, Gender, Elderly and Children promotes women's participation in leadership at all levels. Some of its achievements include strengthening gender mainstreaming in national government ministries, departments, agencies and institutions, as well as local government authorities, by setting up gender desks in those entities; development of sensitization and awareness programs towards increasing women's participation in leadership; and development of the National Strategy for Gender Development. Monitoring women's political participation is one of the roles of the Ministry, however, it is not done at the local level. Regarding data use, the next steps of the Ministry include strengthening the existing partnerships, including with the National Bureau of Statistics and Electoral Commission, and ensuring that indicators are adequately and regularly reported.

In **Cameroon**, the Ministry of Women's Empowerment and Family has undertaken a series of activities to support women's political participation at local level, including, for example, sensitization and training on gender and political issues, advocacy at all levels, and the development of a manual on women's political training. Such activities are important in the context of cultural beliefs and traditions claiming public space and issues as men's domain. Existing data on women's political participation are used in producing gender publications such as the report on *Women and Men*. However, while the Ministry has access to some data on women in local government, through its partnerships with the EMB and the NSO in the country, access to

more and better-quality data needs to be improved to support the policies and strategies developed by the Ministry.

Key points of Part III of the session:

- ✓ Women’s Affairs/Gender Equality Ministries in Africa play a key role in formulating policies and strategies on improving women’s political participation and ensuring their successful implementation.
- ✓ Some of their work include training and other capacity building activities targeted to women, sensitization campaigns on the role of women in public life, initiating multi-stakeholder dialogue, mainstreaming gender in government agencies, and maintaining partnerships with other ministries, NSOs and EMBs.
- ✓ More and better-quality data are needed to reform and monitor gender equality policies and strategies for improving women’s political participation. Data on women’s representation in local government are often not available, not of good quality, or not used to inform decision-making. Access to quality data and data analysis could be improved by improving partnerships with NSOs and EMBs.
- ✓ Women’s Affairs/Gender Equality Ministries can play a key role in awareness raising about why measuring women’s representation in local government matters, as well as helping to monitor a broader range of issues related to women’s political participation.

Session IV: An Indicator for Global Monitoring

The session aimed to obtain participants’ input on proposed SDG indicator 5.5.1b in terms of what tier(s) of local government and what types of local government members should be covered. It consisted of one presentation, on “SDG indicator 5.5.1b: what and whom to measure”, and group discussions. At the beginning of the presentation, Ms. Ionica Berevoescu (UN Women) reminded the group that only one indicator can be proposed for 5.5.1b and that indicator should refer to the seats held by women in local governments, as already specified in the SDG monitoring framework and agreed upon by countries through an intergovernmental process. However, the group can discuss what types of seats should be covered by the indicator – seats at all tiers of local government or only selected tiers?; only elected positions or appointed positions as well?; only positions in the deliberative bodies, similar to the indicator 5.5.1a on women’s representation in parliament or positions in the executive bodies as well? Pro and cons were discussed for each pair or options, including by reference to criteria for a good indicator, such as, (i) relevance for policy making and alignment with national and global policy goals and targets; (ii) clarity and ease of understanding; (iii) direct and unambiguous interpretation of trends and differences across countries; (iv) cost-effectiveness of producing the data; (v) comparability across countries; and (vi) complementarity to other indicators included in the monitoring framework.

The distinction between indicators for national monitoring and indicators for global monitoring was also emphasized. While one indicator would be proposed for SDG monitoring, additional indicators may be used for national monitoring and policymaking and even for global monitoring. Un Women is embarking on compiling a wider set of statistics and indicators relevant for local political participation. This set will be used to better understand the context of each individual country and interpret cross-country comparisons and

trends, as well as to support country programming and activities towards gender equality in political participation. Countries are also encouraged to collect data for a wider range of statistics and indicators and combine them with additional research and qualitative studies. This approach should be done in partnership among the key national entities with a role of producing or using data on women's representation in local government.

A strong candidate for SDG global monitoring of 5.5.1b, is an indicator focused on elected positions in deliberative bodies at all tiers of local government. The focus on elected positions will capture political participation and accountability to citizens; increase comparability across countries; and use low-cost data sources (administrative data supplied by Electoral Management Bodies). Covering only members of deliberative bodies will also increase comparability across countries and mirror the SDG Indicator 5.5.1a on women in parliament. Consistent with national definitions of local government, all tiers of local government with legislative, executive, and financial authority over some local policy areas should be covered, thus capturing the millions of women in position of decision-making at local level.

Key points of the session:

- ✓ The group discussed the value of focusing SDG indicator 5.5.1b on elected positions in local legislative/deliberative bodies, ultimately determining that this approach would serve as a low-cost source of data that would ensure comparability of the indicator across countries.
- ✓ The group agreed that the SDG Indicator 5.5.1b should cover elected positions only; members of legislative/deliberative bodies only; and all tiers of local government with legislative, executive and financial authority over some local policy areas as defined by national legislation. This will provide basic statistical evidence on gender parity in representation in local government, at low cost, and will help build the first-ever global measurement of women's representation in local government.
- ✓ However, the participants noted the importance of producing a wider range of data – e.g. additional sex-disaggregated statistics and indicators on political participation and in electoral management, including voter turnout, candidates, election staff – to support national policy-making, research, and monitoring at regional and global levels. The importance of having the SDG indicator disaggregated by tier of government, manner of selection and leadership positions was also noted.

Conclusions

These conclusions include the summary of the workshop as agreed-upon by the participants in the last session of the workshop.

Workshop summary

Kampala, 29 September 2017

A workshop on “Measuring Women's Representation in Local Government in the ECA Region,” jointly convened by UN Women and UNECA on 29 September 2017 in Kampala, Uganda, and hosted by Uganda Bureau of Statistics, gathered national representatives of national statistical offices (NSOs), electoral management bodies (EMBs), line ministries overseeing local government and national women's machineries, to:

- 1) Discuss (a) UN Women-led research on local government and (b) local government organization in the region and (c) their implications for a standardized, global measurement of women's representation in local government;
- 2) Provide input on the methodology of SDG Indicator 5.5.1b, "*proportion of seats held by women in local government*," including definitions and terms related to local government, calculation of the indicator and data sources and discuss the relevance of the indicator in the ECA region; and
- 3) Reflect on the mechanism for regional and global monitoring of SDG indicator 5.5.1b, including (a) the role of key national actors in data collection and reporting, (b) the use of standardized data request forms for regional and global reporting, and (c) the method for calculating regional and global averages of the indicator.

During the workshop, the group:

- Acknowledged the importance of involving all types of agencies in the production or use of data on women and men in local government in discussions around the methodological aspects of SDG indicator 5.5.1b.
- Positively received UN Women's research on local government organization across the world, and acknowledged the need for clear and common definitions across countries, and the importance of defining local government based on national constitutions and laws.
- Recognized the complementary roles played by national entities in the production, dissemination and use of data, and the need for strengthening partnerships between NSOs, EMBs, line ministries overseeing local government and national women's machineries.
- Noted the importance of using official data produced by the national statistical system, including by EMBs, line ministries, and NSOs, as relevant to the country context, particularly given the diversity of local government structures and leadership types across African countries.
- Agreed there are emerging good practices regarding technology application in electoral administration which enables data to be disaggregated by sex, age, education and other categories.
- Recognized that, in general:
 - (1) permanent EMBs and line ministries of local government overseeing local elections are the key primary sources of data in the ECA region; however, the group noted some challenges may need to be addressed, including: accessibility of data, insufficient use/exploitation of data, and lack of archiving of updated results of local elections in regularly maintained databases.
 - (2) NSOs play a key role as overall coordinators of statistics' production, in ensuring the same concepts and methodologies are used within the statistical system, and generally, in data quality assurance of the combination of data on women's representation in local government with other relevant statistics produced at sub-national levels;
 - (3) women's machineries play a key role in advocating for data production and using the data for policy making, awareness raising of the public about why measuring women's representation in local government matters, as well as helping to monitor a broader range of issues related to women's political participation overall.
- Noted that by covering all local government tiers, SDG Indicator 5.5.1b would increase visibility of the contributions and influence of millions of women as members of local government.
- Discussed the value of focusing SDG indicator 5.5.1b on elected positions in local legislative/deliberative bodies, ultimately determining that this approach would serve as a low-cost source of data that would ensure comparability of the indicator across countries.

- Agreed, therefore, that SDG Indicator 5.5.1b should cover:
 - elected positions only;
 - members of legislative/deliberative bodies only;
 - all tiers of local government with legislative, executive and financial authority over some local policy areas as defined by national legislation.
- Noted the importance of data processing and dissemination as a means of informing policy planning and decision-making, as well as the importance of producing a wider range of data – e.g. additional statistics and indicators on political participation and in electoral management, including voter turnout, women in election administration and the influence of women on policy making at national and sub-national level, disaggregated by types of positions – to support national policy-making, research, and monitoring at regional and global levels.
- Agreed regular and effective communication about this indicator is key to advocacy for its application at national level, as well as for producing a wider range of data on women’s political participation.
- Emphasized that although having data on women’s representation in local government across all countries is an important accomplishment, it is critical that policies and programmes to realize gender equality in political participation are also developed, implemented, monitored and enforced.
- Underscored the importance of accountability of member states to enforce policies and programmes for gender equality and women’s political participation.

ANNEXES

1. Annotated agenda
2. List of participants
3. Pre-workshop assignments