

# Sustainable Development Goal 5: Achieve Gender Equality and Empower All Women and Girls

*Briefing Paper*



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PILDAT is an independent, non-partisan and not-for-profit indigenous research and training institution with the mission to strengthen democracy and democratic institutions in Pakistan.

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Consolidating  
Democracy  
in Pakistan **تہذیب**

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## Preface

Political Parties are an essential component of any democratic system and the foundation of a strong Parliament. Tabeer-Consolidating Democracy in Pakistan (CDIP) programme is working to support the democratic processes by strengthening the capacity of the country's political institutions to be more effective, accountable and responsive to the needs of Pakistani people.

The Briefing Papers on Sustainable Development Goal 5: Achieve Gender Equality and Empower All Women and Girls has been prepared to provide background information to political party officials on Pakistan's international commitments under Sustainable Development Goals (SDGs) and the state of gender equality in Pakistan.

Pakistan has adopted SDGs as Pakistan's National Development Goals. These goals are being aligned with the national, provincial and local planning and financing frameworks. Political parties have a key role to play in overseeing and monitoring of the SDGs implementation at various levels and it is important that they involve with and oversee State's planning and implementation of SDGs agenda.

This Briefing Paper has been authored by Ms. Aasiya Riaz, Joint Director, PILDAT.

We hope that the paper will be useful for workers and officials of various political parties in Pakistan to fully comprehend SDG-5 and then oversee the efforts being made to achieve this goal.

### Disclaimer

Every effort has been made to ensure the accuracy of the data contained in this paper. Any error or omission, therefore, is not deliberate. The views expressed in this paper belong to the author and do not necessarily represent the views of Tabeer-Consolidating Democracy in Pakistan.

Islamabad  
February 2019



## Introduction and Context

The Sustainable Development Goals (SDGs), also known as the Global Goals, are defined as 'a universal call to action to end poverty, protect the planet and ensure that all people enjoy peace and prosperity.'<sup>1</sup>

The Sustainable Development Goals, 17 in total, build on the earlier Millennium Development Goals (MDGs) by including new areas such as climate change, economic inequality, innovation, sustainable consumption, peace and justice, among other priorities. The objective behind SDGs has been to produce a set of universal goals that meet the urgent environmental, political and economic challenges of the world.

While each of the 17 SDGs addresses a distinct area, the goals are interconnected in a manner that accomplishing one goal requires tackling issues more commonly associated with one or all SDGs.

**Figure 1: 17 Sustainable Development Goals**



Source: UN.ORG

Pakistan is one of the 189 United Nations' member countries committed to achieve the Sustainable Development Goals (SDGs) enshrined under the Transforming our World: The 2030 Agenda for Sustainable Development. Pakistan was the first country to adopt SDGs 2030 agenda through a unanimous resolution of Parliament.<sup>2</sup>

Importantly, Pakistan's progress on 33 indicators of the Millennium Development Goals (MDGs) till 2015 revealed that while we were on track to achieve the targets for nine indicators, progress on the remaining 24 was off track. Therefore, in the next instalment of the United Nation's development agenda, Pakistan's potential and the road map required to achieve irreversible

progress on it, needs to be overseen for effective and timely implementation.

It must be noted that the 2030 Agenda is a non-binding agreement for States and its follow-up and review process is entirely voluntary. However, given that post-2015, the Sustainable Development Goals have replaced MDGs, with a unique focus on devising strategies on how to localize these goals, the role of the political parties is of central importance. This is not only because political parties are required to be best in tune with regards to local needs, but also because it is parties which must familiarise themselves with the SDGs so that they can understand and oversee the progress of Pakistan's implementation of these Sustainable Development Goals.

Understanding of Sustainable Development Goals is also important so that parties are aware of the gaps that are present in the Federation and Provinces' policy and legislative frameworks vis-à-vis the SDGs, and the required reforms to further this development agenda in the form of policies, regulations and requirement of consistent oversight.

## Sustainable Development Goal 5: Gender Equality

Goal 5 revolves around gender equality and aims to achieve gender equality and empower all women and girls. Providing women and girls with equal access to education, health care, decent work, and representation in political and economic decision-making processes will fuel sustainable economies and benefit societies and humanity at large. Implementing new legal frameworks regarding female equality in the workplace and the eradication of harmful practices targeted at women is crucial to ending the gender-based discrimination prevalent in many countries around the world.<sup>3</sup>

While the world had achieved some progress towards gender equality and women's empowerment under the [Millennium Development Goals](#) (including equal access to primary education between girls and boys), women and girls continue to suffer discrimination

1. United Nations Development Programme. "What are the Sustainable Development Goals." undp.org. <http://www.undp.org/content/undp/en/home/sustainable-development-goals.html> (accessed February 08, 2019).
2. Federal Ministry of Planning and Development. "Pakistan's Commitment." <https://www.pc.gov.pk/web/sdg/sdgpak> (accessed February 13, 2019).
3. UNDP.org. "Goal 5: Gender Equality." <http://www.undp.org/content/undp/en/home/sustainable-development-goals/goal-5-gender-equality.html> (accessed February 13, 2019).

and violence in every part of the world. Gender equality is not only a fundamental human right, but a necessary foundation for a peaceful, prosperous and sustainable world. Unfortunately, at the current time, 1 in 5 women and girls between the ages of 15-49 have reported experiencing physical or sexual violence by an intimate partner within a 12-month period and 49 countries currently have no laws protecting women from domestic violence.<sup>4</sup>

## Targets and Indicators of Sustainable Development Goal 5

Gender Equality is achieved when males and females benefit from the same opportunities and rights – economically, politically and socially. It also means that the opinions and needs of both men and women are favoured and respected equally.<sup>5</sup>

Under international human rights law and agreements, notably the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Declaration and Platform for Action, States, including Pakistan, have committed to eliminating discrimination against women and promoting gender equality, including in the area of legal frameworks.

### Box 1: SDG 5: Targets and Indicators

There are nine targets of SDG 5 with 14 Indicators. Each indicator is meant to indicate the level of success in achieving the relevant targets.



Source: UN Women

Each Sustainable Development Goal has set a number of targets and indicators to facilitate implementation by each signatory State. *Appendix A* carries SDG 5 Targets and Indicators, alongside explanations and measurement challenges as identified by the UN Women.

## Progress of Goal 5 in 2018

According to the UN [The Sustainable Development Goals Report 2018](#), while some forms of discrimination against women and girls are diminishing, gender inequality continues to hold women back and deprives them of basic rights and opportunities. Empowering women requires addressing structural issues such as unfair social norms and attitudes as well as developing progressive legal frameworks that promote equality between women and men.

- i. Based on 2005–2016 data from 56 countries, 20 per cent of adolescent girls aged 15 to 19 who have ever been in a sexual relationship experienced physical and/or sexual violence by an intimate partner in the 12 months prior to the survey.
- ii. Globally, around 2017, an estimated 21 per cent of women between 20 and 24 years of age reported that they were married or in an informal union before age 18. This means that an estimated 650 million girls and women today were married in childhood. Rates of child marriage have continued to decline around the world. In Southern Asia, a girl's risk of marrying in childhood has dropped by over 40 per cent since around 2000.
- iii. Around 2017, one in three girls aged 15 to 19 had been subjected to female genital mutilation in the 30 countries where the practice is concentrated, compared to nearly one in two around 2000.
- iv. Based on data between 2000 and 2016 from about 90 countries, women spend roughly three times as many hours in unpaid domestic and care work as men.
- v. Globally, the percentage of women in single or lower houses of national parliament has increased from 19 per cent in 2010 to around 23 per cent in 2018.<sup>6</sup>

4. Ibid.

5. SDGs Glossary of Terms. <https://www.wearelumos.org/get-involved/campaign/all-children-count/sdg-glossary-terms/> (accessed February 13, 2019).

6. United National Sustainable Development. <https://sustainabledevelopment.un.org/sdg5> (accessed February 13, 2019).

A UN Women Report titled *Turning Promises into Action: Gender Equality in the 2030 Agenda for Sustainable Development*,<sup>7</sup> a global monitoring report, takes stock of ongoing trends and challenges based on available evidence and data to report progress made for women and girls two years into the implementation of the 2030 Agenda. The report looks at both the ends (goals and targets) and the means (policies and processes) that are needed to achieve gender equality and sustainable development.

The report underscores effective monitoring and accountability as critical to achieve SDGs agenda by 2030. The report highlights a number of mechanisms for strengthening gender-responsive implementation, monitoring and accountability at the global, regional and national levels and proposes that, from a monitoring perspective, this will require a focus on both the ends (gender equality outcomes across goals and targets) and the means to achieve them (gender-responsive processes, policies and programmes), a perspective that is critical for political parties to keep in view while monitoring national implementation of SDGs, especially SDG 5.

Reporting on Pakistan, the report, at a number of places, shows lack of availability of data according to targets and indicators as the key reason for non-reporting of progress, a key issue that parties must focus on while carrying out effective oversight of implementation on SDG 5.

## The Case of Pakistan

Since its independence, Pakistan has travelled quite a distance to bridge the gap on gender equality. Constitutionally and legally, a host of pro-gender-equality initiatives have been undertaken throughout the history.

The constitution of Pakistan deals with fundamental rights of citizens which refer to the

equal opportunities in all facets without any discrimination, ethnic diversity and gender. Specifically, the following articles ensure gender equality:

- > **Article 25 (1) and (2)** 25 (1) declares all citizens to be equal before law and entitled to equal protection of law and 25 (2) states that there shall be no discrimination on the basis of sex alone.
- > **Article 25 (3)** allows the State to create special laws and rules for specific issues facing women and children, which are being ignored.
- > **Article 34** ensures full participation of women in all spheres of national life.

**In addition, in 2010, the 18th Amendment to the Constitution** devolved responsibility for legislation and initiatives regarding those women's rights issues that fall within the purview of provinces. 18th Amendment also increased resources to provinces to work on women's empowerment.

In addition to the Constitutional protection, various laws have been put in place to protect rights of women. These have included the following key laws:

- i. The Muslim Family Law Ordinance, 1961<sup>8</sup> (VII of 1961) aimed to regulate the family affairs by protecting the women rights.
- ii. The West Pakistan Muslim Personal Law Shariat Act, 1962<sup>9</sup> recognizing the women's right to inherit all forms of property.
- iii. The Protection of Women (Criminal Laws Amendment) Act 2006,<sup>10</sup> with the main purpose to amend the laws under Hudood Ordinance,
- iv. The Protection Against Harassment of Women at the Workplace Act, 2010.<sup>11</sup>
- v. The *Prevention of Anti-Women Practices (Criminal Law Amendment) Act, 2011*,<sup>12</sup> or

7. UN Women. "Turning Promises into Action: Gender Equality in the 2030 Agenda for Sustainable Development." 2018.

<http://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2018/sdg-report-gender-equality-in-the-2030-agenda-for-sustainable-development-2018-en.pdf?la=en&vs=4332> (accessed February 13, 2019).

8. Punjablaws.gov.pk. The Muslim Family Law Ordinance, 1961. <http://punjablaws.gov.pk/laws/777a.html> (accessed February 26, 2019).

9. Punjablaws.gov.pk. The West Pakistan Muslim Personal Law Shariat Act, 1962 <http://punjablaws.gov.pk/laws/135.html> (accessed February 26, 2019).

10. The National Assembly of Pakistan. The Protection of Women (Criminal Laws Amendment) Act, 2006. [http://www.na.gov.pk/uploads/documents/1321341579\\_812.pdf](http://www.na.gov.pk/uploads/documents/1321341579_812.pdf) (accessed February 26, 2019).

11. The National Assembly of Pakistan. The Protection Against Harassment of Women at the Workplace Act, 2010 (IV of 2010). [http://www.na.gov.pk/uploads/documents/1300929288\\_550.pdf](http://www.na.gov.pk/uploads/documents/1300929288_550.pdf) (accessed February 26, 2019).

12. The National Assembly of Pakistan. The Criminal Law (Third Amendment) Act, 2011. [http://www.na.gov.pk/uploads/documents/1329729400\\_262.pdf](http://www.na.gov.pk/uploads/documents/1329729400_262.pdf) (accessed February 26, 2019).

- the Criminal Law (Third Amendment) Act, 2011 to prohibit several oppressive and discriminatory customs practiced towards women in Pakistan.
- vi. The Acid Control and Acid Crime Prevention Act, 2011 or the Criminal Law (Second Amendment) Act, 2011<sup>13</sup> that amends provisions in Pakistan Penal Code and the Code of Criminal Procedure to punish perpetrators of acid crimes.
  - vii. The Criminal Law (Amendment) (Offences in the name or pretext of Honour) Act, 2016,<sup>14</sup> to change murder committed in the name of honour as punishable with death or imprisonment for life, among others.
  - viii. The Hindu Marriage, Act, 2017.<sup>15</sup>

While constitutional and legal guarantees exist, there are a number of challenges in effective implementation of these laws to facilitate gender equality. Power-centred patriarchal culture, lack of awareness of laws emanating from illiteracy, ignorance, and fear of 'bad reputation' amongst women, patriarchal bigotry in law enforcement agencies, ascendancy of socio-cultural standards, and weaknesses of the justice system all contribute as impediments in effective application and implementation of constitutional and legal regimes protecting women's rights and gender equality.<sup>16</sup>

While Constitution guarantees equal opportunities regardless of gender, gender equality figures differ in employment status also. According to Pakistan Labour Force Survey 2017-2018,<sup>17</sup> while the overall Unemployment Rate stands at 5.8%, down from 5.9% in 2014-2015, 5.1% males are unemployed compared to 8.3% females who are unemployed. In terms of wages comparison, gender differentials in the wages indicate nexus with the gender composition of an occupational group. The more a group is masculine, the less it is likely to find females in

high paid assignments and thus higher is the average wage of males as compared to that of females. Similarly, the difference in literacy rate as 51.8% females are literate compared to 72.5 males in 2017-2018. The survey suggests that over time in Pakistan, male-female disparity in literacy seems to be narrowing down.

According to the Global Gender Gap Index 2018 report released by the World Economic Forum in December 2018, Pakistan is the second worst country in the world in terms of gender parity, ranking 148 out of 149 countries.

## Figure 2: Global Gender Equality by Economy, Education, Health and



## Politics

According to the report, four Muslim countries — Egypt, Saudi Arabia, Yemen, and Pakistan — are the four worst-performers in the world where the number of women holding managerial positions is the lowest.

Categorised as the lowest-ranked country in South Asia, Pakistan closed 55 per cent of its overall gender gap as compared to Bangladesh and Sri Lanka which were the top-ranked countries in the region, having closed just over 72 per cent and nearly 68 per cent of their overall gender gap, respectively.<sup>18</sup>

13. The National Assembly of Pakistan. The Criminal Law (Second Amendment) Act, 2011. [http://www.na.gov.pk/uploads/documents/1329729326\\_678.pdf](http://www.na.gov.pk/uploads/documents/1329729326_678.pdf) (accessed February 26, 2019)
14. The National Assembly of Pakistan. The Criminal Law (Amendment) (Offences in the name or pretext of Honour) Act, 2016. [http://www.na.gov.pk/uploads/documents/1481353572\\_553.pdf](http://www.na.gov.pk/uploads/documents/1481353572_553.pdf) (accessed February 26, 2019)
15. The National Assembly of Pakistan. The Hindu Marriage, Act, 2017. [http://www.na.gov.pk/uploads/documents/1491458181\\_468.pdf](http://www.na.gov.pk/uploads/documents/1491458181_468.pdf) (accessed February 26, 2019)
16. Muneer, Sania. (2018). Pro-women Laws in Pakistan: Challenges towards Implementation. [https://www.researchgate.net/publication/324039364\\_Pro-women\\_Laws\\_in\\_Pakistan\\_Challenges\\_towards\\_Implementation](https://www.researchgate.net/publication/324039364_Pro-women_Laws_in_Pakistan_Challenges_towards_Implementation) (accessed February 13, 2019).
17. Pakistan Labour Force Survey 2017-2018. [http://www.pbs.gov.pk/sites/default/files/Labour%20Force/publications/lfs2017\\_18/Annual%20Report%20of%20LFS%202017-18.pdf](http://www.pbs.gov.pk/sites/default/files/Labour%20Force/publications/lfs2017_18/Annual%20Report%20of%20LFS%202017-18.pdf) (accessed February 14, 2019).
18. Dawn.com. "Pakistan among worst performers on gender equality: WEF." <https://www.dawn.com/news/1452284> (accessed February 13, 2019).

The WEF's annual report tracked disparities between the genders in 149 countries across four areas: education, health, economic opportunity and political empowerment. Pakistan's scorecard showed that Pakistan is ranked at 148th in overall global ranking, 146 in economic participation and opportunity, 139 in educational attainment, 145 in health and survival and at 97 in political empowerment. India, on the other hand is ranked globally at 108th, 142 in economic participation and opportunity, 114 in educational attainment, 147 in health and survival and 19 in political empowerment.<sup>19</sup>

Yet another study, released earlier in April 2018, termed that Pakistan is not meeting its economic potential, and some of that has to do with widespread gender inequality, according to a recent research conducted by the McKinsey Global Institute, which shows Pakistan at the bottom-most end of gender equality at work. MGI, the business and economics research arm of McKinsey & Co, judged 18 economies in the Asia-Pacific region for gender equality in work and the society in general. India and Pakistan were judged farthest from gender parity, whereas Singapore tops the list with highest gender parity levels in the region. According to the data collected during the research, Pakistan currently stands at the farthest end of the Index at a staggering 0.20, where 0 means no gender equality and 1 is gender parity.<sup>20</sup>

## Data Reporting Gaps in Pakistan

However, the key challenge of implementation of SDG 5 goal, or for that matter all of SDG agenda, is to align research and data availability in Pakistan.

As explained earlier, Pakistan adopted SDGs in 2015 as National Development Goals after which Federal and Provincial Governments have begun mainstreaming the SDGs into national and provincial planning.

A Study conducted by the Federal SDGs Support Unit in June 2018<sup>21</sup> put together Data Reporting Gaps analysis as the initial point for mainstreaming of the SDGs. The study concludes that Pakistan fares reasonably well in capturing the inclusion and equity aspects of SDGs. On data

availability on gender equality, the report states that over 50% of indicators belonging to Goal 5 are expected to be included in the data system. However, ministries dealing with SDGs must embed a result-based framework in their policies and plans.

## Why is it Important for Political Parties to be Aware of SDG-5 – Gender Equality

Political parties are the building blocks of democratic governance. It is the parties which, based on their policy agendas, seek public support to run the affairs of the State. It is therefore fundamentally important that parties are aware not just of issues facing Pakistan but also of the global commitments undertaken by the State of Pakistan.

In addition to being a signatory to all SDGs, Pakistan has also undertaken efforts to localise all SDGs. In doing so, the Planning Commission at the Federal level and Planning and Development Departments at the Provincial levels have begun the efforts for localisation of all SDGs.

However, it is important that at the level of legislatures, sectoral committees overseeing performance of ministries and departments carry regular oversight of implementation of SDGs. It may also be a good idea if Political parties also develop policy cells that periodically review progress on implementation of SDGs by national, provincial and local governments.

Pakistan is scheduled to present a Voluntary National Review (VNR) at the 2019 session of the UN High-level Political Forum on Sustainable Development (HLPF). It is important, therefore, that all stakeholders, especially political parties, oversee the progress on implementation and demand a review of draft report before Pakistan presents it globally.

## Role of political parties in achieving targets of SDG-5 – Gender Equality

Women's political empowerment and leadership is fundamental to gender equality and promotion

19. World Economic Forum. "The Global Gender Gap Report 2018." [http://www3.weforum.org/docs/WEF\\_GGGR\\_2018.pdf](http://www3.weforum.org/docs/WEF_GGGR_2018.pdf) (accessed February 13, 2019).

20. Pakistan Today. "Pakistan at bottom in gender equality at work index." <https://www.pakistantoday.com.pk/2018/04/25/pakistan-at-bottom-in-gender-equality-at-work-index/> (accessed February 13, 2019).

21. Sustainable Development Goals: Pakistan's Perspective: Data Reporting Gaps. June 2018. Federal SDGs Support Unit.

of inclusive institutions.

Indicator 5.5.1 of the Target 5.5 is about ensuring women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political life. This indicator focuses proportion of the seats held by women in national parliament, ministries held by them in the national cabinet and the proportion of their representation in local government.

## Women in Parliament

In the past, the standard measurement of women's political participation has focused only on the proportion of seats held by women in national parliaments. More recently, the measurement has expanded to include the number of women heads of state and government, as well as women ministers, by country. This indicator has been instrumental in showing that women's participation in politics is one of the areas of greatest gender inequality, both in developed and developing regions.

With 20.2% seats held by women in the National Assembly and 19.2% in the Senate, Pakistan is ranked at 96 by Inter Parliamentary Union (IPU) in its World Classification of Women in National Parliaments.<sup>22</sup> Top of the list is Rwanda which has the highest number of women parliamentarians worldwide with 61.3 per cent of seats in the lower house.

Political parties can contribute to enhancing the women representation in the national parliament by awarding party tickets to more women on general seats. Parties can award more than 5% tickets to women on general seats. Elections Act, 2017 has placed the condition for political parties to award at least 5% of tickets to women candidates on general seats to ensure gender-wise equitable ticket distribution however; it does not stop the parties to go beyond this percentage.

## Women in Local Government

Credible data on women in Local Governments is not available. However, the current provincial Local Government Acts have varied number of reserved seats for women. By some estimates, women's mandatory representation in the Local Government System has decreased to 22% from 33% guaranteed under Local Government

Ordinances, 2002 of various provinces. Few women have contested on general seats and even fewer hold the positions of chairperson or Nazim at various tiers of the Local Government.

Political parties must realise that women's participation in local politics has the potential to influence a wide range of policy decisions and local community programmes. Women elected at the local level are more likely to respond to women's service provision priorities and directly impact the communities and citizens' lives. Therefore, increasing number of seats held by women in local governments can make it possible to improve women's status and condition, in general. Furthermore, different dynamics of women's participation are expected at different levels of government. Local level politics can provide more opportunities for women to be elected because there are more seats available to them than at national or provincial levels. Women's entry into local politics thus has the potential to influence a wide range of policy decisions and local community programmes and more directly impact the communities and citizens' lives.

It is second time in Pakistan that Local Government elections are going to be held on party basis. It is an opportunity for political parties to amend the Local Government Acts and provide for more reserved seats for women at every level. The position of decision-making levels such as Chairperson or Nazims or those of their deputies should be reserved for women.

Local Government elections may not be as costly as the general elections in terms of campaign expenditure in a constituency. Political parties can more conveniently run the campaign of women leaders and help them win on general seats.

Political parties should, therefore, reform their candidates' selection processes providing tickets to more women on general seats at every level of elections.

## Towards gender parity in politics

The nomination of candidates to party lists or to elected positions within the party organization is only one aspect of party activities. The party leadership may consider committing to a policy of "parity" (no more than 60% of one gender) in all its

22. <http://archive.ipu.org/wmn-e/classif.htm>

activities and functions. For example, a party can ensure that at all of its conventions and events there are just as many women speakers as men. Some parties may even ensure that all televised meetings are chaired jointly by a man and a woman, which can send a powerful visual message to voters. When selecting members of parliament to ask questions, the party leadership can ensure that there is always a woman parliamentarian asking the first or second question. Additionally, parties can ensure that women are equitably appointed to key party committees, task forces and working groups. Parties may not be able to implement this practice instantly but it can commit to a time frame to gradually achieve this target.

This parity will make women feel secure as well. Considering that a major concern for women in politics has been slander and harassment, political activities need to be made more safe for women – and one of the ways is to ensure inclusion of more and more women in those spaces. Political parties need to ensure that their activities such as political rallies and campaigns reflect respect for female politicians and participants. Anti-Harassment trainings need to be conducted within the parties and women should feel safe and included during all party activities. A committee should oversee all harassment complaints and proceedings ensuring legal repercussions are faced by those who make political spheres unsafe for women.

## **Data Collection on Women's Representation**

Parties need to collect data on women's inclusion and parity at all levels to improve policies and address concerns. It may also be a good idea if political parties also establish policy cells that periodically review progress on implementation of targets of SDGs including SDG 5 at national, provincial and local governments. The policy cells can conduct constituencies mapping in Local Government constituencies and come up with plans to help the leadership take informed decisions on how more women can win general seats.

Appendix A

SDG 5 Targets, Indicators, Explanations and Measurement Challenges

No.	Targets <sup>23</sup>	No.	Indicators <sup>24</sup>	Explanation <sup>25</sup>	Measurement Challenges <sup>26</sup>
5.1	End all forms of discrimination against all women and girls everywhere	5.1.1	Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex	Monitor progress on the following four areas of law: (1) overarching legal frameworks, including constitutions, and public life; (2) violence against women; (3) employment and economic benefits; and (4) marriage and the family. The indicator will monitor not only the removal of discriminatory laws but also the putting in place of legal frameworks that promote, enforce and monitor gender equality, including policies/plans, enforcement and monitoring mechanisms and allocation of financial resources.	The overarching and all-encompassing nature of the Target makes it difficult to measure using a single indicator. In fact, many indicators under Goal 5 as well as under other goals are relevant for monitoring the elimination of discrimination against women and girls. The indicator selected focuses on legal frameworks, which are a critical element for advancing gender equality. Legal frameworks are also wide ranging, and while there is interest in capturing issues such as intersectional discrimination or cyber harassment, it can prove difficult to measure such issues consistently across countries
5.2	Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation	5.2.1	Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age	Violence against women and girls is one of the most pervasive human rights abuses in the world today and takes place in all countries. It occurs in both public and private spaces, and in the majority of cases is	The overarching and all-encompassing nature of the Target makes it difficult to measure using a single indicator. In fact, many indicators under Goal 5 as well as under other goals are relevant for monitoring the elimination of discrimination

23. Sustainable Development Goals Knowledge Platform. SDG 5 Targets and Indicators. <https://sustainabledevelopment.un.org/sdg5> (accessed February 14, 2019)

24. Ibid.

25. Un Women. UN Women. "Turning Promises into Action: Gender Equality in the 2030 Agenda for Sustainable Development." 2018. <http://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2018/sdg-report-gender-equality-in-the-2030-agenda-for-sustainable-development-2018-en.pdf?la=en&vs=4332> (accessed February 13, 2019).

26. Ibid.

No.	Targets	No.	Indicators	Explanation	Measurement Challenges
5.1		5.2.1		perpetrated by someone the victim knows, most often an intimate partner. It can take many forms, including physical, sexual, psychological and economic. Other types of violence such as trafficking—and new manifestations such as cyber-shaming and bullying—are also prevalent across countries	against women and girls. The indicator selected focuses on legal frameworks, which are a critical element for advancing gender equality. Legal frameworks are also wide ranging, and while there is interest in capturing issues such as intersectional discrimination or cyber harassment, it can prove difficult to measure such issues consistently across countries
5.2	Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation	5.2.1	Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age	Violence against women and girls is one of the most pervasive human rights abuses in the world today and takes place in all public and private spaces, and in the majority of cases is perpetrated by someone the victim knows, most often an intimate partner. It can take many forms, including physical, sexual, psychological and economic. Other types of violence such as trafficking—and new manifestations such as cyber-shaming and bullying—are also prevalent across countries	The sensitive nature of violence against women and girls poses a number of methodological and ethical challenges in the collection, analysis and dissemination of data. Addressing these challenges requires paying attention to the safety of both respondents and interviewers, providing support to women disclosing violence incidents and a carefully designed survey and data collection approach that includes comprehensive training of interviewers  Despite greater availability of data, comparability across and between countries remains a challenge as many data collection efforts rely on different survey methodologies, different survey question formulations and diverse age groups. Greater efforts are also

No.	Targets	No.	Indicators	Explanation	Measurement Challenges
5.2		5.2.1			needed to gather age-disaggregated data—including expanding sample sizes and targeting questions to younger and older women—to inform the provision of adequate support services and the development of effective prevention strategies that reach women of all ages
		5.2.2	Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence		
5.3	Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation	5.3.1	Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18	Harmful practices such as child, early and forced marriage and female genital mutilation (FGM) are violations of human rights and have a host of negative consequences for girls. Early marriage is associated with a reduced chance of being educated and an increased likelihood of teenage pregnancy, which often results in complications during childbirth and high rates of maternal mortality for adolescent girls. FGM is an egregious violation of the bodily integrity of women and	Household surveys are useful sources of child marriage information, but because cohabitation can be defined differently in different countries, some surveys cover only formal marriage while others cover a wider set of cohabitation forms, which presents limitations for trend analysis and for international comparability. Civil registration systems might be suitable sources of information in some countries, but informal forms of cohabitation risk being left out. The sensitive nature of FGM poses challenges to the reliable collection and

No.	Targets	No.	Indicators	Explanation	Measurement Challenges
5.3		5.3.1		girls, motivated in part by stereotypes about sex and gender-based roles and attempts to control women's and girls' bodies and sexuality. In a 2016 report to the Human Rights Council, the Special Rapporteur on torture and other cruel, inhuman or degrading treatment or punishment reaffirmed that both child marriage and FGM, as well as other harmful practices such as 'honour crimes', constitute gender-based violence, ill-treatment and torture	comparability of such data as families are reluctant to provide these details. In addition, prevalence levels among different groups and/or regions within countries are not always available, leaving only national prevalence rates that obscure differences.
		5.3.2	Proportion of girls and women aged 15-49 years who have undergone female genital mutilation/cutting, by age		
5.4	Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate	5.4.1	Proportion of time spent on unpaid domestic and care work, by sex, age and location	Despite being foundational to all societies, unpaid care and domestic work is neither recognized as work nor valued. It involves the caring for and rearing of children; care of the sick, elderly or people with disabilities; and the day-to-day management of the household and domestic chores, all of which contribute to sustaining people on a daily basis and	Understanding time-use differences between women and men and within groups of women is the first step to reducing the more burdensome forms of care and redistributing caregiving more evenly between women and men and communities. Time-use surveys, however, remain unavailable or ad-hoc in many countries, and few are carried

No.	Targets	No.	Indicators	Explanation	Measurement Challenges
5.4		5.4.1		from one generation to the next. The unequal distribution of this kind of work—between women and men and between families and societies more broadly—acts as a powerful constraint on gender equality, with important ramifications for other goals and targets (see Chapter 6). Across the globe, women and girls perform the bulk of this work, leaving them with less time for education, income generation, political participation, rest and leisure	out with regularity to allow for trend analysis. Moreover, caring for children, the elderly and the sick often overlaps with domestic work, making accurate person-to-person care statistics difficult to capture.
5.5	Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life	5.5.1	Proportion of seats held by women in national parliaments and local governments	Having a voice and participating in the processes and decisions that affect their lives is an essential aspect of women's and girls' freedoms. Women participate in politics and decision-making at all levels, in different functions and across all spheres of government, including as voters, candidates for national or local elections, members of parliament or local councils, Heads of State and/or Government and government ministers. But often their participation is on unequal terms, stymied by gender norms and expectations that restrict their access to leadership opportunities. This is a lost	Data on women's representation in local government are often based on electoral records maintained by electoral management bodies (EMBs) or equivalent national entities tasked with organizing local elections. This administrative low-cost data source is useful but needs to be improved in some countries, including by integrating the individual characteristic of 'sex' into electoral records; conferring EMBs with a clear mandate and resources for the production of statistics; and through partnerships between EMBs and national statistical offices for the coordination of statistical production. In the few countries where electoral

No.	Targets	No.	Indicators	Explanation	Measurement Challenges
5.5		5.5.1		<p>opportunity given that women's participation has been shown to have a positive impact on public spending patterns and service provision. The same applies to the private sector, where women remain under-represented on corporate boards and in managerial positions despite evidence that shows that women's presence is associated with higher stock prices and profits.</p> <p>While there has been progress over the last decade, women continue to be under-represented in parliaments worldwide. Globally, women hold 23.7 per cent of parliamentary seats, an increase of 10 percentage points since 2000.</p> <p>While global statistics on women's representation in parliaments are widely available and reported, there are currently no comparable statistics to monitor their representation in local governments</p>	<p>records are not electronic or not centralized, alternative sources of data may need to be explored and used, including administrative data maintained by line ministries and censuses/surveys of local government</p>

No.	Targets	No.	Indicators	Explanation	Measurement Challenges
5.5.2		5.5.2	Proportion of women in managerial positions	In terms of decision-making power within government, large enterprises and institutions, women are under-represented in senior management and middle management positions. Despite some progress, the proportion of women in senior and middle management remains below 50 per cent in all countries except the Dominican Republic, where it reached almost 53 per cent in 2015	Data on the proportion of women in managerial positions are only available for a limited number of countries, and lack of comparability of these estimates limits global reporting. Calculating this indicator requires the use of data on employment by sex and occupation, utilizing occupation taxonomies that adhere to the International Standard Classification of Occupations (ISCO). <sup>74</sup> Countries that do not use ISCO in their labour force surveys and other household modules might classify managerial positions differently. Disaggregating this indicator by economic activity and detailed occupational groups might provide significant insights about the glass ceiling in selected industries. However, these disaggregations might be limited by the size and specific design of sample frames in labour force surveys
5.6	Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the	5.6.1	Proportion of women aged 15-49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care	Women and adolescent girls face many challenges and risks with respect to their sexual and reproductive health and rights. These include legal barriers, such as restricted access to services based on age and marital status, as well as	Comparable data on women's decisions concerning their sexual and reproductive health are only available for a subset of countries. This is because individual level surveys with targeted questions are necessary to compile this information but are not widely

No.	Targets	No.	Indicators	Explanation	Measurement Challenges
5.6	Beijing Platform for Action and the outcome documents of their review conferences	5.6.1		requirements for third-party authorization, meaning that women are forced to seek their husband's or parental consent before accessing services. In other instances, the quality and affordability of sexual and reproductive services, even when available, are significant barriers. Women also lack autonomy in decision-making—for example, in refusing sexual intercourse with husbands or partners, in contraceptive use and in own health-care choices	available. Another key limitation is that available surveys often cover only married women of reproductive age. Monitoring progress towards this target will require greater investments in data collection, including targeted survey questions to women of different age groups, different marital statuses and various contraceptive use habits
5 . A	Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws	5.A.1	a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure	Economic resources—including land and other forms of property, financial assets, inheritance and natural resources—provide individuals and households with the means to generate income. They also help to cope with shocks and volatilities and can be used as collateral to enable access to credit (including credit from the formal banking system). Greater gender equality in the distribution of economic resources has positive multiplier effects for the achievement of inclusive, equitable and sustainable economic growth as well as for a range of key	5.a.1 builds on methodological work undertaken by the Evidence and Data for Gender Equality (EDGE) project, an initiative led by the United Nations Statistics Division (UNSD) and UN Women, and focuses on women's access to a 'bundle' of rights comprising documented ownership, ability/right to sell land and ability/right to bequeath land to other persons. Data collection has begun through pilot exercises, but data are not yet widely available.

No.	Targets	No.	Indicators	Explanation	Measurement Challenges
				<p>development outcomes, including poverty reduction, food security and the health and well-being of households, communities and countries. Equal access to and control over economic resources also provides women with greater bargaining power within the household and the capacity for economic independence</p>	
		5.A.2	<p>Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control</p>		<p>Indicator 5.a.2 covers equality in inheritance, control of property in marriage, women's representation in land institutions, governmental funding to support women's land ownership and the protection of women's rights in legally recognized customary systems. The sources of data for this indicator are national policies, primary law and secondary legislation. Data on both indicators will form part of regular global monitoring in the future, but progress in doing so will require strong engagement from countries to collect the data at the national level and report on progress.</p>

No.	Targets	No.	Indicators	Explanation	Measurement Challenges
5.B	Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women	5.B.1	Proportion of individuals who own a mobile telephone, by sex	Advances in information and communications technology (ICT), including telecommunications, computers and the Internet, have transformed the world. But the benefits have not been evenly distributed. Large gender gaps exist in ICT access and use. Women are less likely than men to own a mobile phone—the SDG indicator for this target—and are disadvantaged in other areas, including Internet access and broader engagement with the digital economy. The result is a growing digital divide between women and men and the deepening of broader gender inequality as women are left out of important spaces for knowledge creation, innovation and entrepreneurship.	Registries are an important source of data on Internet availability at the household level. Internet providers consistently collect these data, but this information fails to provide details on Internet users and within household inequalities in use. Individual level surveys are necessary to determine the amount of time spent on the Internet by each user and the differentiated purposes of Internet use by sex. Time-use surveys can help assess Internet use time by females and males but do not typically collect information on purpose

No.	Targets	No.	Indicators	Explanation	Measurement Challenges
5.C	Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels	5.C.1	Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment	The 2030 Agenda commits to a significant increase in investments to close the gender gap. Costing and making available the requisite resources for gender equality policies and programmes — commonly referred to as gender-responsive budgeting — is central to implementing and achieving SDG 5 and all gender targets across the framework.	A first measurement challenge is defining what constitutes a gender-responsive allocation. The multi-dimensional, cross-cutting nature of gender equality contributes to the complexity of defining these allocations. It is necessary to provide sufficient specificity while also ensuring the definition is broad enough to capture allocations across the whole of the budget. Additionally, the lack of sex-disaggregated data from all sectors can constrain systematic tracking of gender equality allocations and the ability to use these data to inform budgetary decisions. This measurement challenge is one that affects many countries and requires collaboration with statistical offices to address the gap
				While Target 5.c aims broadly to strengthen policies and legislation that promote gender equality and the empowerment of women, the associated indicator (indicator 5.c.1) specifically looks at government efforts to develop and implement systems to track gender equality resource allocations. Tracking the resources allocated for gender equality enhances transparency and could ultimately drive greater accountability. It is an important first step towards closing the gap between policies and implementation	

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