

Making data count for all

Good practices in integrating gender
in national statistical systems



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Foreword

The relationship between gender and statistics is complex and often confusing. Early work was confined to the presentation of statistics about women to inform research and programme development to increase their status and monitor improvements in their lives.

However, identifying gender issues and changes in the status of women requires a comparison with the situation of men. Publications on “Women in Statistics” were replaced by publications on “Women and Men in Statistics” and disaggregation of statistics by sex became the main method for identifying differences between women and men and for the production of gender statistics. In theory at least, it became a requirement for the collection, compilation, dissemination and analysis of all individual-level data.

While disaggregation by sex remains a basic tool for gender statistics, it can only identify differences between women and men and gender issues that are addressed, directly or indirectly, in data collection. As more gender issues reached the policy agenda, recognition of the lack of data on issues such as violence against women, time use, unpaid work and family care demonstrated that gender statistics must do more than just disaggregate existing data by sex. As a result, new surveys such as those on violence against women were developed and others such as time use surveys were reinvented to fill some of these data gaps, expanding our understanding of gender statistics in the process.

Gender differences and gender relations within survey populations and the statistical system as a whole also potentially affect the quality of data, including data not directly concerned with gender issues. Integrating a gender perspective throughout the statistical system to take account of these effects, described as “engendering statistics,” is gradually being recognised as essential for the production of quality data. However, it is a highly complex process involving the entire system and success is very dependent on institutional arrangements.

The collection of good practices presents a number of country studies of good practices, each focusing on a particular aspect of gender statistics. Paper writers were specifically requested to consider the role of institutional factors and arrangements in the success of the good practice. Institutional mechanisms for communications, collaboration and coordination proved to be especially important to ensure that the gender statistics were useable, accessible, and actually used.

We hope that the analysis and innovative examples presented here will inspire and motivate colleagues in other statistical offices to learn from these experiences and emulate their success.

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Introduction

This publication presents a collection of good practices in integrating a gender perspective in statistics with a special emphasis on organisational arrangements and the broader institutional environment for gender statistics. It is based on contributions from participants at an *Inter-regional Workshop on Good Practices in Gender Statistics* held at the National Institute of Statistics and Geography (INEGI Instituto Nacional de Estadística y Geografía), Aguascalientes, Mexico, 5-7 November 2014. The workshop objective was to exchange good practices in integrating a gender perspective in statistics, with a special focus on the institutional environment and related aspects of support for gender statistics. Participants comprised a select group of national experts on official statistics, gender issues, gender policy or gender programme design and implementation. They were drawn from national statistical offices or institutions undertaking and supporting analytical and policy work for national machineries for gender equality and women's empowerment.

Good practices are defined as those that adhere to the Fundamental Principles of Official Statistics and meet several of the following criteria:

- the practice, objectives, processes involved and outcomes are replicable and adaptable
- data users and producers were both involved in at least some stages of the practice
- the practice is cost effective
- the practice solved a problem and led to a measureable change or impact for improving gender statistics
- the practice is sustainable over time.

The workshop guidelines described good practices specific to gender statistics as covering any stage of statistical work related to gender, including using a new measurement instrument or methodology to collect gender-related data or using existing data to monitor gender equality policies with appropriate indicators.

Good practices could be related to any substantive domain such as education, employment or violence against women (VAW).

Participants were asked to specifically include in their presentations a discussion on organisational aspects and the institutional environment within which the practice developed and/or was implemented or on changes that made the practice possible. Discussions at the workshop focused particularly on institutional aspects of the good practices presented.

Sharing good practices across a range of countries and situations offered participants valuable opportunities for mutual learning and capacity building. The three regions involved display great diversity in terms of country-specific economic, social and cultural contexts, stage of development and experience in developing and implementing regional plans. Individual countries have also adopted a range of different institutional arrangements to support work on gender in their national statistical systems. As a result, participants shared a wide range of experiences and learned of a variety of solutions to the many challenges that continue to confront countries in the development and use of gender statistics.

This collection of good practices is based on the workshop presentations and papers. Part I introduces the conceptual framework for engendering national statistical systems that is increasingly informing the approach to gender in statistics, and provides an overview of the development role of gender in statistics in the national statistical systems of Canada and Italy. Part II focuses on elements of the institutional context that have supported or challenged the development of gender statistics. Part III presents two case studies that demonstrate the value and potential of gender-responsive statistics while Part IV summarizes the main conclusions from the workshop and identifies some important perspectives on the role of gender in statistics and statistical systems that emerge from the case studies.

Part I: Engendering Statistical Systems

Edited extracts from the concept paper for the 2014 Inter-regional Workshop on Good Practices in Gender Statistics and two Powerpoint slide shows delivered in the first session on the first day set the scene and the objectives for this collection of good practices.

The concept note prepared by the secretariat under the title “From Gender Statistics to Engendering Statistical Systems” describes the major approaches to gender in statistics and the continuing confusion about the precise meanings of most of the terms that are used, including the term “gender statistics.” The first publications presented data on women only, many bearing the title ‘Women in Statistics.’ Although the title and the focus changed to women and men in statistics, gender statistics are still widely associated with statistics on women.

Obtaining reliable statistics that adequately reflect differences and inequalities in the lives of women and men requires integration of a gender perspective across all areas of the entire statistical system. It also requires an appropriate institutional environment and organisational arrangements. This is reflected in the workshop objective: to exchange good practices in integrating a gender perspective in statistics with a special focus on the institutional environment and support for gender statistics and related organisational aspects.

The presentation Gender Statistics in Canada, by François Nault, Statistics Canada, describes the Canadian institutional context for providing gender statistics and the approach to producing and disseminating gender sensitive data and gender indicators adopted by Statistics Canada. It outlines the role of Gender-Based Analysis (GBA) in all areas of government in Canada and emphasises the need for training on gender statistics and gender-sensitive data and indicators to support GBA. The presentation concludes by identifying two major challenges in gender statistics that still need to be addressed in Canada.

Sara Demofonti of the Italian National Institute of Statistics (Istat) offers an overview of the Italian experience in engendering the national statistical system. The presentation sets out some of the reasons why engendering statistics was considered important in Italy, and outlines the chronology of gender integration in the Italian statistical system. It describes the strategies for integrating gender in statistics that were successful in the Italian context and provides examples of surveys with a gender perspective, as well as examples of gender indicators developed from gender-sensitive data. The conclusion highlights the importance of preserving international comparability through regional and international initiatives and standards and the benefits of inter-country exchanges.

From gender statistics to engendered statistical systems

Workshop Secretariat and the Editor

The roles, situations and lives of women and men are different but equally important. National statistical systems should provide data that represents the conditions, situations and concerns of women equally with those of men. To produce such “gender-responsive” statistics, the entire national statistical system needs to be actively involved.¹ Obtaining reliable statistics that reflect relevant differences between women and men and inequalities in their situations in all areas of life requires integration of a gender perspective in all areas of data collection and all stages of data production and use.

However, integration of gender into national statistical systems is currently handicapped by the continuing confusion around the precise meaning of terms such as “gender statistics”, “gender-responsive statistics”, “gender-sensitive statistics” and the process of “engendering statistics”. This confusion arises partly because the concept of gender is also not well understood. Although most people have now heard of the term, it is still widely associated only with women and with a limited range of social statistics. As a result, the first publications on gender and statistics carried titles such as *Women in Statistics* and presented data only on women.

Much of the early work on gender emphasized the distinction between sex, which was biological, and gender, which was socio-cultural. Sex differences were fixed, while gender differences tended to change over time, differed in different cultures and could be deliberately changed as an object of policy. In statistics this understanding led to a focus on identifying differences between males and females. The early booklets on *Women in Statistics* were replaced by booklets on *Women and Men in Statistics*, and disaggregation by sex became an essential requirement for gender analysis of statistics.

However, while sex-disaggregation of existing statistics is necessary for gender analysis, it is

not sufficient because in most cases the data does not provide information on the conditions, situations and concerns of women equally with those of men. For example, activities dominated by women, such as unpaid work, informal sector employment, household work, childcare and other aspects of the care economy, and women’s issues such as domestic violence and other forms of sexual violence are not well covered in the data of many, if not most, national statistical systems.

If national statistical systems fail to represent the situations, conditions and concerns of both women and men, the information they provide is inadequate for addressing many of the most important policy issues of modern societies and economies. They also fail to reach many potential users, including policy makers in fields not generally associated with gender, such as economics, finance, international trade, immigration and emerging areas of social policy. As women move into these activities and sectors in increasing numbers, statistics that overlook the impact of women’s reproductive roles and unpaid work on their participation are likely to become increasingly inadequate and irrelevant. As a result, the budgets, staffing levels and professional reputations of national statistical offices are likely to come under closer scrutiny and greater pressure.

Engendering statistical processes is therefore necessary to improve the quality and ensure the relevance of all data in national statistical systems. To achieve this, major changes will be required in the overall institutional environment, including changes in the allocation of staff and budgets, new legal frameworks, recognition of new groups of stakeholders and emerging needs, and different approaches to stakeholder coordination. Significantly different approaches to training and data collection, dissemination and analysis will also be required. In order to ensure that statistics remain relevant and fit for purpose in addressing new and emerging social and economic policy issues, gender must become part of the “mainstream” of statistical infrastructure, processes and activities.

¹ Hedman et al, 1996

Gender statistics in Canada

François Nault, Director of Social and Aboriginal Statistics Division, Statistics Canada

The Canadian context for gender statistics

In Canada, the institutional context for gender statistics is set by key legal and planning frameworks that establish a clear national commitment to gender equality and equality of outcomes. The legal framework for equality between women and men is provided by the 1985 Charter of Rights and Freedoms of the Canadian Constitution, which establishes equal protection and benefit before the law "without discrimination based on race, national or ethnic origin, colour, religion, sex, age or mental or physical disability."

Furthermore, in 1995 the government adopted the Federal Plan for Gender Equality as its response to signing the 1995 Beijing Platform for Action at the Fourth World Conference on Women. The key commitment of the Federal Plan was to "implement gender-based analysis throughout federal departments and agencies" to improve women's economic autonomy and well-being; improve women's physical and psychological well-being; reduce violence in society, particularly violence against women and children; promote gender equality in all aspects of Canada's cultural life; incorporate women's perspectives in governance; promote and support global gender equality; and advance gender equality for employees of federal departments and agencies.²

Training is an important component of government support for implementation of the Federal Plan. Training on gender issues and online training on gender-based analysis is available to all federal employees, while the federal department Status of Women Canada hosts a training boot camp on gender

awareness that is open to all federal departments. An interdepartmental committee on gender-based analysis facilitates consideration of gender issues in programmes and encourages consultation and collaboration on the use of gender statistics.

Institutional approach to gender statistics

Gender has been fairly well integrated into the national statistical system in Canada. Statistics Canada is the centralized agency responsible for collecting, compiling, analysing, abstracting and publishing statistical information on virtually every aspect of the nation's society and economy, including gender equality and gender issues. Gender statistics are supported through a system of gender focal points in each division but there is no specialized "gender statistics" division.

Statistics Canada has adopted two approaches to the production and dissemination of gender statistics. The first involves the in-house production and public dissemination of gender-based analysis through regular publication series. Every five years since 1985, Statistics Canada has produced a statistical compendium *Women in Canada*, which provides a comprehensive gender-based portrait of the Canadian population³ based on relevant statistical series from Statistics Canada and other sources. Other significant publications include *Measuring Violence against Women*, which has been issued in three editions since 2002; the *Annual Family Violence Report* published each year since 1998; and special reports on women's progress in education and cultural influences on immigrant women's unpaid and paid labour.

² Canada Country Report – Producers, Working Paper No. 2 Joint ECE/UNDP Workshop on Gender Statistics for Policy Monitoring and Benchmarking (Orvieto, Italy, 9-10 October 2000) Economic Commission for Europe Conference of European Statisticians.

³ Despite the title, the publication covers both sexes.

Statistics Canada also collaborates with other government agencies to produce joint publications. In 1997, the federal, provincial and territorial Ministers Responsible for the Status of Women commissioned a report on Economic Gender Equality Indicators from Statistics Canada.⁴ These indicators were designed to promote public discussion on social indicators, the situation of women and the promotion of gender equality. The following year Statistics Canada worked with Status of Women Canada, the federal government department responsible for promoting gender equality, to produce *Finding Data on Women: A Guide to Major Data Sources at Statistics Canada*.⁵

The second approach to the production and dissemination of gender statistics concentrates on providing users with the data required to implement gender-based analysis throughout federal departments and agencies. The focus is on presenting data to users, particularly those in government departments that will enable them to assess the differential impact of policies, programmes and legislation on women and men.

Challenges

Two major challenges need to be addressed. The first is how to produce data that can adequately support gender-based analysis. Gender analysis requires more than just sex-disaggregation. The potential role of differences between women and men must be considered in all analysis, even when it is not the primary focus, and concepts, collection methods, production techniques and dissemination formats must also include consideration of these differences and inequalities. Gender-based analysis also requires changes in coverage. Data are required that represents the situations and conditions of women's lives and the concerns and priorities of women as well as those of men.

A second challenge is making data accessible to a broader range of users, particularly non-traditional users including women outside academia and women's civil society groups. One step that is making data more accessible to such groups in Canada is the provision of data free of charge through CANSIM, Statistics Canada's key socio-economic database, which provides fast and easy access to a large range of the latest available statistics.

⁴ Status of Women Canada and Ministers Responsible for the Status of Women (Canada), 1997, *Economic gender equality indicators*, Ottawa: Status of Women Canada.

⁵ Status of Women Canada, 1998. *Finding data on women: a guide to the major data sources at Statistics Canada*. Ottawa: Status of Women Canada.

Engendering the national statistical system in Italy

Sara Demofonti, Senior Researcher, Social and Environmental Statistics Department, Italian National Institute of Statistics (Istat)

Why a gender perspective in statistics?

Gender statistics play an essential role in the elimination of stereotypes and raising consciousness about gender inequalities and the need for policies to promote equality between women and men. They are useful resources for persuading policy makers and inspiring the formulation of policies for change. They are also essential tools for monitoring and evaluating the impact of policies and measures and progress towards equality. They can help identify topics that need to be investigated and the data and statistics required in order to understand and address gender issues in society.

In order to fulfil these important functions, the Italian National Institute of Statistics (Istat) recognises that a gender perspective needs to be integrated throughout the entire statistical system. This process is most accurately described in terms of “engendering statistics” rather than producing gender statistics because it should affect all areas of statistics, including those that are not specifically focused on gender. The concepts and definitions used in all areas of data collection must adequately reflect the diversities of women and men in society and capture all aspects of their lives. Data collection methods in all areas of statistics must also take into account the impact of stereotypes and social and cultural factors that might produce gender-based biases.

Chronology of integrating gender in statistics

In Italy, the process of engendering the statistical system began in the 1980s and now extends from the initial planning for data collection through to the final publication and dissemination of results to users. The process began in the social sectors with the Family Structure and Behaviours Survey. This provided the first data on informal support networks, which are of particular importance to women.

In 1988, the Time Use Survey provided the first estimates of care work, an important aspect of women’s contribution to society and the economy that had previously been largely overlooked. During the 1990s, a series of multipurpose surveys was developed using a more explicit gender perspective to produce estimates of female-male differentials in social phenomena, specifically leisure and culture and social and political participation. This expanded understanding of both women’s and men’s roles and situations.

By the end of the 1990s, the Citizen Safety Survey focused on another issue of special importance to women, producing the first estimates of violence and sexual harassment, telephone harassment and exhibitionism. Concern that domestic violence had been underestimated in this general survey on safety led to the 2006 Women’s Safety Survey, the first dedicated survey to produce data on violence against women.

Institutional support

The development of an integrated approach to engendering statistics in Italy benefitted from a strong commitment to gender mainstreaming at the highest levels within the statistical system. National involvement in the development of regional and international standards in areas relevant for gender analysis, including gender-sensitive indicators, was also particularly important.

Lessons from the Italian experience

Resources from regular sources are essential for sustainability

The availability of financial and human resources from regular sources is essential for a sustainable gender statistics programme. An active programme of lobbying and advocacy may be needed to build the support that is needed. Where it exists, strong commitment to

gender from high levels within the national statistical system can be a useful input to the lobbying process.

A gender perspective is needed in all areas of statistics

The process of gender mainstreaming must be applied to all stages of statistical activities. Integrating a gender perspective throughout the statistical system should be seen as the responsibility of every member of staff and part of the statistical agency's commitment to data quality and relevance.

A gender perspective improves data on both women and men

In Italy, the addition of specific questions on male fertility in the 2003 Italian Multipurpose Survey - Family and Social Actors revealed, for the first time, important differences in the reasons for voluntary childlessness among men and women. While women with tertiary education and a managerial position were more likely to choose childlessness, voluntary childlessness among men was associated mainly with low education, poor health and lower social status. (Tanturri, 2012)

Similarly, more gender-sensitive questions on the reasons for leaving a job revealed that 800,000 women had been forced to quit their jobs after pregnancy. This led to a dedicated survey in 2011 on Discrimination by gender, sexual orientation and ethnic origin (<http://www.istat.it/en/archive/137611>).

Support the development of gender statistics at the international level

The national statistical agency should actively support gender statistics at the international level in order to benefit from and contribute to new technical developments and new understandings of this important dimension of statistics. The role of the Regional Statistical Commission is very important in this regard.

Work closely with policy makers at the national level

Close collaboration with policy makers can build awareness and understanding of the importance of gender in statistics and the need for gender-responsive data. This can create both a demand for the data and support for its collection and analysis.

Collaboration with policymakers builds support for gender statistics

In Italy, collaboration between the National Institute for Statistics (ISTAT) and the Department for Equal Opportunities under the President of the Council of Ministers led to grants to support the Survey on sexual harassment against women 2007-2009, the Survey on maternity and female participation in the labour market and the 2006 and the 2015 Survey on women's safety.

The 2011 Survey on discrimination based on gender, sexual orientation and ethnicity was supported by a grant from the Institute for the Development of Training for workers.

Extend gender statistics into non-traditional areas

Priority should be given to extending the gender statistics programmes to areas that have been traditionally perceived as not gender-relevant, such as economic statistics, business statistics, transport, and agriculture

Raise awareness and provide training on gender in statistics

All statisticians should be sensitized to the benefits of producing gender-sensitive data as part of routine training. This is an essential means to improve the overall quality and relevance of statistics.

Gender indicators are especially useful

In Italy, gender indicators from the key mainstream surveys have been very useful in drawing attention to the most significant gender-based differences between women and men.

Survey: Labour Force Survey

Gender Indicator: Employment rate by number of children in the household

The Difference: As the number of children increases, the employment rate falls for married women but remains unchanged for men and unmarried women.

Survey: Time Use Survey

Gender Indicator: Hours devoted to paid and unpaid domestic work

The Difference: Women spend more time (1.65 hours more in 2003) than men on paid and domestic work combined. Women spend much more time (almost four times as much in 2003) than men on domestic work (<http://ec.europa.eu/eurostat/documents/3433488/5438881/KS-NK-06-004-EN.PDF/7af4b8e8-1d40-478c-8410-e41204e0b29c>)

Survey: Income and Living Conditions Survey

Gender Indicator: Income and decision-making role in the household

The Difference: On average, women earn less than men and have less power in the household.

Toward international standards in gender statistics

The Friends of the Chair Group of the United Nations Statistical Commission conducted an in-depth technical review of proposed indicators to measure violence against women and produced Guidelines for producing statistics on violence against women (<http://unstats.un.org/unsd/demographic/meetings/vaw/default.htm>).

The Task Force on Gender Equality Indicators of the UN Economic Commission for Europe reported in January 2015 on how to improve the monitoring of gender equality in the UNECE region, consolidate and systematize the existing proliferation of gender-relevant statistical indicators and develop ways for sustainable data collection on selected indicators (<http://www.unece.org/mc/statistics/about-us/statstos/task-force-on-indicators-of-gender-equality.html>).

The Working Group on a Gender Equality Index at the European Institute for Gender Equality (EIGE) developed a Gender Equality Index for Europe to assess equality between women and men within the EU Member States and the effectiveness of EU policies in this area. It will support evidence-based policy making, aimed at making equality between women and men a reality for all Europeans (<http://eige.europa.eu/sites/default/files/documents/Gender-Equality-Index-Report.pdf>).

Challenges remain

Gender is not yet well integrated into some areas of data production and dissemination of information and further development of

national and international standards is required to achieve international comparability of data and indicators. However, efforts are ongoing in several fields.

Part II Case studies of good practices in engendering statistics

As the Italian experience indicates, a gender perspective needs to be integrated throughout the statistical system in order to produce statistics that are capable of monitoring gender equality and analysing gender issues. Part II presents eight case studies of the application of good practice in gender statistics. Each describes how a gender perspective was integrated into a particular aspect of the national statistical system, highlighting the institutional context and organisational arrangements involved. They identify particular challenges and how they were addressed, factors contributing to success and/or lessons learned from their experience. Taken together they illustrate the wide range of reforms that are required to create a truly engendered statistical system.

Case study 1 Armenia: Efforts to improve the status of women through changes in the legal framework for gender equality have created both a demand and a mandate for the collection and dissemination of gender statistics. The study summarises the main legal instruments establishing the principles of gender equality between women and men and their role in the development of gender statistics through the introduction of new surveys to provide data on specific gender issues and the review and revision of existing surveys from a gender perspective.

Case study 2 China: Coordination mechanisms for gender statistics are integrated within the national gender coordination mechanism for promoting the development of women and children and protecting their rights. The case study describes gender statistics outcomes resulting from the interaction between the gender coordination mechanism and technical support from the statistical system, concluding with an overview of continuing challenges and future plans.

Case study 3 Palestine: The Palestine Central Bureau of Statistics (PCBS) has been able to access administrative data on the participation of women in elected positions and paid employment in local government to provide gender statistics for continuous monitoring of this important aspect of women's economic rights. The study highlights the institutional factors contributing to the success of the collaboration between PCBS and the Ministry of Local Government, outlines some remaining challenges and the strategies being employed to address them.

Case study 4 Maldives: Motivated by a desire to improve the quality of data on women's contribution to the economy, a gender perspective was integrated through all stages of implementation of the Population and Housing Census of 2006. The case study describes the engendering process and its impact on the measures of female labour force participation enumerated in the census, emphasising the role of international financial and technical support and the opportunity to learn from the experience of Nepal.

Case study 5 Moldova: Describes government efforts to establish a harmonised set of gender indicators to monitor and report on the promotion of gender equality. The case study explains how the harmonised set of indicators was developed and how they have been used and further developed on the basis of feedback from users.

Case study 6 Morocco: Shares Moroccan experience in bridging data gaps on violence against women and time use and describes how a gender perspective was integrated into data collection, dissemination and analysis for these major gender issues. The study describes the implementation of the violence against women and time use surveys, some methodological challenges and the solutions adopted. It concludes with a summary of lessons learned and future plans.

Case study 7 Georgia: Following the discovery that many potential users of gender statistics were not aware that they were available or found accessing them too difficult, Georgia embarked on a new approach to the dissemination of gender statistics. This involved identifying the particular requirements for effective dissemination in the Georgian context and developing an appropriate strategy that revolved around improving communications between users and producers of gender statistics and better coordination within the statistical system. Despite the overall success of the strategy, several challenges remain including sustainability.

Case study 8 Moldova: Also focuses on the development of effective dissemination strategies for gender statistics through improved communications with users. In addition to establishing user needs and levels of satisfaction with existing services, strategies have been developed to build users' capacity to use gender statistics appropriately and more effectively. Conventional gender statistics products are now being supplemented by new approaches to reach different groups of users and promote statistical literacy. The study concludes with an assessment of factors contributing to the success of the dissemination strategies.

Case study 1: Role of the legal framework for gender equality in engendering statistics in Armenia

Lusine Kalantaryan, Head of Labour Statistics Division, National Statistical Service of the Republic of Armenia

Many changes that have taken place in Armenia to improve the status of women have played an important role in creating both a demand and a mandate for the collection and dissemination of gender statistics.

The legal framework for gender equality

Between 1996 and 2002, the first three-year National Action Plan on Improving the Status of Women and Enhancing their Role in the Society was developed, a number of core laws of the Republic of Armenia were reviewed from a gender perspective, capacity building programs on gender were initiated, and campaigns on women's issues were conducted. These contributed to a transition in the focus of state policy from women's issues to gender issues and dictating new approaches to the formulation and resolution of political, social and economic issues in public life.

In February 2010, a ground-breaking Concept Paper on Gender Policy in the Republic of Armenia was approved by a Resolution of the Government. It sought to create gender equality by eliminating all forms of gender-based discrimination, ensuring equal rights of men and women in employment and the labour market and equal access to economic resources. It further sought to establish a democratic and tolerant political culture through gender-sensitive dialogue in the public arena and the inclusion of gender criterion in all spheres of life. The Gender Policy Strategic Action Plan for 2011-2015 approved by Resolution of the Government in May 2011 defined the priority directions of state policy on men and women.

A number of legislative instruments in the Republic of Armenia clearly establish the principles of gender equality between women and men:

- The Law “On the provision of equal rights and equal opportunities for women and

men” in May 2013 defines the guarantees for ensuring equal rights and equal opportunities of men and women.

- Article 14.1 of the Constitution of the Republic of Armenia states that everyone is equal before the law. Discrimination on the grounds of gender, race, colour, ethnic or social origin, genetic peculiarities, language, religion, ideology, political and other opinions, belonging to a national minority, property status, birth, disability, age, or other personal or social circumstances is prohibited.
- The Labour Code 2004 establishes the right to fair working conditions for every employee and equality of rights and opportunities irrespective of gender, race, national origin, language, origin, nationality, social status, religion, marital and family status, age, beliefs etc.
- Article 3 of the Electoral Code 2011 also excludes all forms of discrimination, including on the grounds of gender. Article 108 establishes quotas to increase women's representation in the legislature, requiring that the number of representatives of each sex not exceed 80% in each group of five candidates.
- Article 143 of the Criminal Code 2003 makes violation of nationals' legal equality, in particular direct or indirect violation of human and citizen's rights and freedoms on grounds of national origin, race, sex, language, belief, political or other opinion, social origin, property or other status, a criminal offence.
- Under the Family Code 2004 each spouse in the family is free to choose their work, occupation, profession and place of residence (Article 24). The marriageable age is defined as 18 for both women and men (replacing the previous age of 17 for women and 18 for men).

- Both men and women in Armenia enjoy equal rights to medical assistance (Law On medical assistance and services to the population 1996). Maternal and infant health care is a principal priority, provided under the auspices of the state.
- Resolution No 213-A March 2010 of the Prime Minister established an Interagency Commission on Combating Gender Based Violence to increase the effectiveness of measures, compile information, establish information exchange mechanisms and develop a National Action Plan for the prevention of gender-based violence.⁶

Legislative reforms are ongoing to address other issues including the participation of women in political and public life and the economy, poverty reduction, institutional mechanisms for gender equality, and social and health issues. Gender issues that remain to be addressed include ensuring the rights of more vulnerable women (women with disabilities, refugee women, women in poverty), sexual and reproductive health rights, combating HIV/AIDS, and sex-selective abortion.

Gender equality laws support gender statistics

These efforts to strengthen gender-based legislative tools have highlighted the importance of making available accurate, reliable and comprehensive data on women and men. The Law “On the provision of equal rights and equal opportunities for women and men” in May 2013 provides the legislative basis and a political commitment for the development and implementation of gender statistics. Article 10 of the Law requires all relevant bodies and organisations in the country to provide, where possible, gender-responsive data to the National Statistical Service of the Republic of Armenia (NSSRA).

⁶ The Government adopted the National Action Plan on Combating Gender Based Violence 2011-2015 and a Strategic Program Against Gender-based Violence in June 2011 focusing on early detection, prevention, support.

The various laws and regulations related to equality between women and men have created a demand for gender statistics, particularly sex-disaggregated data. The institutional framework for gender equality has also created political support for the collection and analysis of gender statistics. As a result, gender statistics play a key role in mainstreaming gender into the policies of the state and as a tool to assess the situation of women and men in the economic, social and political spheres. Gender statistics increase public awareness about the status of women in relation to that of men and enable the systematic study of gender issues.

As far as possible, sex-disaggregation is required in official statistics. The State Statistical Annual Work Programme provides the legal base for the collection of sex-disaggregated data, and most NSSRA statistical publications contain sex-disaggregated data. The primary publication for gender statistics is the annual statistical booklet *Women and Men in Armenia* (<http://www.armstat.am/en/?nid=82&cid=1487>). The approach is similar for both regular publications (*Statistical Yearbook*, *Labour Market in Armenia*, *Armenia in Figures*, *Poverty and Social Snapshot in Armenia*, *Social Situation in Armenia*, *Demographic Handbook* etc.) and irregular publications (prepared based on the results of ad-hoc surveys).

Developments in gender statistics

NSSRA has been a leading actor in the gender statistical system of the country since 1999. Its role includes:

- Coordination and development of gender-based statistical tools following international standards, guidelines or recommendations.
- Identifying ways of integrating a gender perspective into the Annual and Three-year Programs of State Statistical Works.
- Coordination and implementation of data collection on gender.
- Revision of the concepts and methods used in the collection of official statistics, including for gender statistics.

- Meeting the needs of national and international data-users for data on gender issues.
- Regular production and dissemination of basic gender indicators, data and reports in all relevant areas of statistics.

As far as possible, NSSRA takes gender into account in all stages of data production, analysis and dissemination. Over the years, new surveys have been undertaken to provide data on specific gender issues and the framework of indicators has been broadened as a result.

New surveys have provided new kinds of data to address gender issues

The Time Use Sample Survey in Armenia, October 2008, provided new time use data and related gender indicators on the activities of both women and men. The results enabled exploration of important gender issues, particularly women's and men's contributions to paid and unpaid work and access to and use of free time.

The Nationwide Survey on Violence against Women 2008 was another new survey designed to produce accurate and reliable official and internationally comparable baseline data on violence against women. A related Survey Module on Violence against Women in Armenia was also tested as part of an interregional UNECE-United Nations Economic Commission for Latin America and the Caribbean (UNECLAC) project to collect a minimum set of data to measure the prevalence of physical, sexual and intimate partner violence.

The Household Survey on the Informal Sector and Informal Employment 2009 with technical support from ADB sought to provide gender-sensitive data for evidence-based policy making for poverty reduction, an area of statistics where gender is often overlooked. The results highlighted the gendered dimensions of the informal economy in the country, providing new data on women's and men's different roles in the informal sector with important implications for poverty reduction policies.

Existing surveys have also been reviewed and revised. In some cases, concepts have been revised. In others data collection instruments

have been improved through a more gender-sensitive approach.

Existing surveys have been revised from a gender perspective

In 2010 the Armenia Demographic and Health Survey (ADHS), which provides data on fertility and contraceptive use, maternal and child health, adult health, and AIDS and other sexually-transmitted diseases from women of reproductive ages, for the first time also interviewed male respondents on certain topics.

The School- to-Work Transition Survey 2012-2014 is a principal tool for monitoring the impact of national employment policies and programmes on youth making the transition from education to working life. The survey provided data on gender differentials, contributing to more gender-responsive policies and programmes.

The Integrated Survey on the Migration of the Republic of Armenia (RA) Population 2007-2013 paid special attention to gender differences, enabling the production of new gender indicators for this domain.

Lessons from the Armenian experience

Gender equality laws and regulations are an important support for gender statistics

The Law on the provision of equal rights and equal opportunities for women and men provides the formal mandate for gender statistics. However, all gender equality legal instruments create a demand for gender-related data, statistics and indicators to identify and analyse gender issues, develop appropriate policy responses, monitor the impact of interventions, and measure progress toward gender equality.

Technical and financial support from international organisations has been very important

All of the new surveys received support from international bodies: the Time Use Survey from Statistics Sweden and Eurostat, the 2008 Survey on Violence Against Women from United Nations Population Fund (UNFPA), the Survey Module on Violence against Women from UNECE and UNECLAC, and the Household Survey on the Informal Sector and Informal Employment 2009 from ADB.

Both new surveys and revision of existing surveys have enriched gender statistics

Both new gender-related surveys such as the time use survey and the integration of a gender perspective in existing surveys have enriched the statistical database in their respective fields and enlarged the framework of both gender indicators and indicators in general. New developments in gender statistics have made some important gender issues statistically measurable, enabling the impact of policies and programmes to be monitored and assessed. New sources of data have also revealed some new gender issues that need to be addressed.

The impact of gender statistics is also educational

Gender statistics raise awareness of inequalities between women and men, bring gender issues to the attention of the public and policy makers, and change perceptions of gender bias and the need for policies and programmes to promote gender equality.

Case study 2: Strengthened coordination for gender statistics in China

Gong Shaojun, Director of Social Statistics Division, National Bureau of Statistics of China

Equality between men and women is a fundamental policy of the state in China, and gender statistics are an important component of official statistics. Gender statistics fall under the China National Programme for women's development and the China National Programme on Child Development in the National Bureau of Statistics (NBS). NBS carries out statistical monitoring and evaluation, facilitates cooperation with international organisations, and conducts activities to strengthen national capacity to collect and use gender statistics.

The foundations for gender statistics in China were established within the national statistical system. In 2006, the State Council issued a key indicator directory for gender statistics for the China National Programme for Women's Development and China National Programme for Child Development. It requested provinces and related departments to attach great importance to these programmes, strengthen their leadership on women's and children's issues, and prepare and improve the annual statistics report, to include gender statistics analysis. The Council also required provinces to collect and report on gender statistical data in a timely manner, in accordance with the key indicator directory. The NBS is responsible for data presentation and analysis, setting up and maintaining the gender statistics database, and strengthening work on gender statistics in the provinces and relevant government departments.

The coordination mechanism for gender

The National Working Committee on Children and Women (NWCCW) under the State Council is responsible for coordinating all laws, regulations and policy measures promoting the development of women and children. Its basic function is coordination of the activities of government departments to protect the rights

and interests of women and children and to guide, supervise and oversee the work of committees for women and children in the provinces, autonomous regions and municipalities.

The member units of the NWCCW are composed of 33 ministries, including education, science and technology, health, culture, justice, human resources, etc. as well as the National Bureau of Statistics (NBS). The NBS is responsible for monitoring the statistical activities of the China National Programme for Women's Development and the China National Programme for Child Development to provide data on women and children, strengthen statistical analysis of women's and children's development, establish a system to monitor the condition of women and children, and establish a gender statistics database to support evidence-based decision-making for the development of women and children.

Gender in the statistical system

To achieve these objectives, a gender statistics division has been established in the Department of Social Science and Technology and Culture Statistics in the NBS. Its responsibilities include:

- Developing a system to monitor statistics on the development of women and children.
- Strengthening statistical analysis on the development of women and children.
- Developing statistical indicators and maintaining and updating the system to monitor statistics on the condition of women and children.
- Overseeing monitoring and capacity building for statistics on women and children at the provincial level.
- Establishing and managing the database on women and children.

At present, collection of gender statistics data is conducted by the NBS. Some data sources such as the population census are from NBS, while others are from departments that are part of the member units of the NWCCW.

Member unit meetings are held by the NWCCW to discuss the implementation strategy, development goals and activities on women and children, review the statistical monitoring system and propose gender indicators. During implementation, mid-term and final monitoring, evaluation and analysis are carried out to assess whether the target was achieved, identify any problems, propose solutions and suggest improvements.

Gender statistics in China focuses on two national programmes, the China National Programme for Women's Development and the China National Programme for Child Development. These programmes are now part of the Decade Development Outline (2011-2020).

The major objectives, strategies and measures of the China National Programme for Women's Development (2011-2020) were identified in terms of seven fields of development: women and health; women's education; women and the economy; women's participation in decision-making and management; women and social security; women and the environment; and women and law. The objectives are to

- Implement the fundamental state policy of gender equality.
- Protect women's lawful rights and interests.
- Optimize the development environment for women.
- Improve women's social status.
- Promote women's right to exercise their equal democratic rights in accordance with the law; equal participation in economic and social development; and equal enjoyment of the results of reform and development.

The major objectives, strategies and measures of the China National Program for Child

Development are identified in terms of children and health; children and education; children and welfare; children and social environment; and children and legal protection.

A total of 109 major objectives are to be achieved in the period in 2011-2020, 57 for women and 52 for children. The programme also identifies the strategies and measures to be adopted in implementation. Some of the important objectives for women and children are:

- Women's education: Increase the retention rate for girls in nine-year compulsory education to 95 percent, ensure that girls enjoy equal access to nine-year compulsory education, and eliminate the phenomenon of girls dropping out of school.
- Women's participation in decision-making and management: progressively increase the proportion of women among deputies to people's congresses, among committee members of the People's Political Consultative Conference (PPCC) at all levels, and also among members of standing committees of people's congresses and standing committees of the PPCC at all levels.
- Children and health: Reduce infant mortality rate to less than 10 per thousand and that of children aged under 5 to less than 13 per thousand. Reduce the mortality rate of infants and children under 5 among the floating population.

Monitoring and evaluation of the objectives for women's and children's development are the responsibility of the Statistics Division in the Department of Social Science and Technology and Culture Statistics. The main gender statistics indicators have been added to the statistical system on women and children by NBS.

Gender statistics outcomes

The development of gender statistics in China has been supported by an effective coordination mechanism, the NWCCW. The technical authority provided by its location within the national statistical system, has facilitated the achievement of important outcomes.

Increased availability of data disaggregated by sex

There has been a steady increase in the availability of data disaggregated by sex, including data from government departments. The publication of an annual statistical report providing basic gender statistics for decision-making, which is disseminated to all relevant departments including NWCCW and Provincial Statistical Bureau, has been useful in creating visibility for gender statistics. A range of other publications has also increased access to sex-disaggregated data.⁷

Increased awareness of gender statistics

Coordination has also been effective in raising awareness of gender statistics among national and provincial statistical staff, through gender statistics training workshops, and international exchanges and lectures by invited domestic gender statistics experts. The 2007 gender statistics workshop organised jointly by the National Bureau of Statistics, the All-China Women's Federation, and the All-China Women's Federation of Women Institute was an important outcome of good coordination.

NBS technical support to departments on the use of gender statistics

Coordination between NBS and related government departments has been an important factor in enabling the Statistics Division to guide the gender statistics work of departments and improve understanding on gender statistics. The Division has used a variety of opportunities, such as work meetings, the implementation of statistical surveys, and review and approval processes for departmental statistical systems to provide technical input on gender statistics and advocate for an increase in the emphasis on gender statistics, or an increase in the number of gender statistics indicators.

⁷ The Division has also produced other gender statistics publications, including five editions of *Women and Men in Chinese society* in both Chinese and English since 1995, the first edition of *China's Gender Statistics*, and *The Statistics of Chinese Women and Children*.

NBS support for gender statistics activities at provincial level

Through the national coordination mechanism, often with support and cooperation from international organisations, NBS has actively promoted gender statistics activities at the provincial level, including providing training to provincial staff and supporting the preparation of provincial gender statistics publications.⁸

Challenges and solutions

Promoting and developing gender statistics requires time and persistence. Although the need to integrate a gender perspective into mainstream decision-making was recognized by the Fourth World Conference on Women in 1995 and agreed by consensus of governments, progress in areas such as statistics remains slow. Key challenges include:

Promoting gender awareness

Further promoting awareness of gender issues and understanding of the extent and effects of gender gaps among statistics staff and policy makers.

Methods of data collection are not gender sensitive

Methods of data collection remain traditional and relatively backward in terms of recognizing and addressing the potential impact of gender differences and gender norms on the quality of data.

Limited capacity in gender analysis

Capacity to conduct gender analysis of statistics remains limited among both statistics staff and users. There is a need to build the capacity of users to use gender statistics effectively and to establish effective contact mechanisms with users, particularly those outside related departments.

⁸ International support from the United Nations Children's Fund (UNICEF) and the UNFPA has enabled the Statistics Division to conduct gender statistics training, produce publications on gender statistics and create a gender statistics database.

To maximize the potential of gender statistics to improve policies and programmes for both women and men in China, there is a need to increase gender awareness among statisticians and policy makers, improve the understanding of government statistics staff on the significance and role of gender statistics and strengthen the gender sensitivity of all who are involved in data collection.

Future Plans

The National Bureau of Statistics of China is committed to promoting gender statistics in China. It will continue to play an important role in this field of statistics, cooperate with relevant departments and UN agencies, actively participate in international gender statistics activities and strive to promote the production, dissemination and use of gender statistics in China.

Case study 3: Using local government administrative records for gender statistics in Palestine

Mr Ashraf A. Y. Hamdan, Head Division of Gender Statistics, Palestinian Central Bureau of Statistics

The national statistical system of Palestine is based on data collection from three basic sources: censuses, surveys and administrative records. Administrative records are most commonly used by national statistical institutions as the main source of vital statistics. However, the Palestine Central Bureau of Statistics (PCBS) Development Strategy for 2014-2018 aims to reduce the cost of producing statistics more generally by increasing and improving the use of administrative records.

This paper describes the experience of the PCBS in working with the Ministry for Local Government to gain access to Ministry data on women's participation in the local government in Palestine. Administrative sources can provide a flow of data for gender statistics to enable planners and decision makers to continuously monitor the situation of Palestinian women in attaining their social, political and economic rights.

Although administrative records have been regarded as the heart of statistical work in PCBS, administrative data have not been available on women elected to or employed in local government positions since the first local elections of 2004-2005. This data is potentially an important resource to promote awareness of

the role of local government and the participation of women in local government in Palestine that could contribute to the development of more effective gender equality programmes and policies.

Local government administrative data on women

Only two gender indicators on women in local government were available in 2010, both from the webpage of the Election Commission. They were women who won in the local elections as a percentage of the total elected, and women in local councils and municipal posts who were members of internal committees as a percentage of all members of internal committees.

A number of designs to provide data for various gender indicators from administrative records had previously been developed for gender statistical units in local government but were not adopted because data were not available. However, sufficient data were found for six indicators of women's roles in local government. These enabled a fact sheet and the first policy paper on the effectiveness of women's participation in local councils and municipalities to be produced.

Fact sheet: women in local government (% of total), Palestine 2010

Women were:

9% of director-generals or higher in the Ministry of Local Government

10% of departmental directors

0.3% of chairpersons in local councils or municipalities.

19% of members in local councils or municipalities.

22% of members in local councils and municipalities serving as Chairperson.

33% of members in local councils and unions of women's associations.

The publication of the fact sheet and policy paper led to a number of positive outcomes for women in local government. An initial training course was organised for members of local councils in their communities on leadership, project management and budgeting, followed by seminars and workshops demonstrating their important role. Some women from local councils and municipalities were then sponsored on study tours to exchange experiences with women in local government in a number of European countries, including Spain.

As a result of this activity, the representative of the gender statistics unit of the Ministry of Local Government requested a meeting with PCBS to assess the Ministry's needs on gender statistics and to define the role of PCBS in meeting these needs. This led to a review of publications and studies by the Ministry of Local Government to identify all relevant data available at the ministry, and a list of the key indicators related to local government available from existing surveys and censuses that the Ministry, in turn, could request PCBS to supply from its databases.

A collaboration was agreed and processes and procedures were developed between PCBS, the Ministry and the various governorate offices to collect gender statistics on women and men in local government and transmit it through the gender unit in the Ministry to PCBS to produce the indicators. The data were to be used by the gender unit of the Ministry of Local Government to draft plans and policies, and the indicators were to be disseminated through reports and periodicals, including press releases on occasions such as International Women's Day and annual reports on women and men in statistics.

Institutional factors contributing to success

A number of factors helped PCBS to gain access to administrative data and develop gender statistics and gender indicators from local government administrative records. The Government's strong commitment to gender equality and gender justice and respect for human rights, as reflected in the National

Sectoral and Cross-sectoral Strategy 2011-2013, provided background political support for gender statistics in general. However, two of the most important institutional factors were the legal environment for statistics and coordination and cooperation mechanisms within government.

The legal environment for statistics

The legal environment for data collection and processing in Palestine is defined by the General Statistics Law of 2000. The Law provides clarity on the authority of PCBS and the responsibilities of the sectors in relation to all aspects of the statistical system. In particular, it gives PCBS the right to play an active role in establishing administrative records and central registers; authorizes PCBS to access data from administrative records in government institutions for statistical purposes; and requires government institutions modifying any statistical model or mechanism to coordinate with PCBS.

Mechanisms for interagency coordination and cooperation

Three specific coordination and cooperation mechanisms were instrumental in assisting PCBS to work successfully with the Ministry for Local Government in developing procedures for accessing administrative data to produce gender statistics and indicators on a continuing basis. These were:

- The use of bilateral MoUs between PCBS and government institutions.
- A ministerial decree on harmonizing statistical terms, definitions and classifications among institutions and PCBS, which helped to harmonize the statistical and gender concepts used in the local government administrative records.
- The gender units that had been established in all government institutions by a Cabinet decision of 2005. Introduced in 2008 as a supportive tool for gender statistics, they were further strengthened by the 2009 adoption of gender-sensitive budgeting. As

a result, the gender unit in the Ministry for Local Government was able to help PCBS gain initial access to the available gender-related administrative statistics and to work with the Ministry to improve the collection of gender statistics from the Ministry's administrative records.

Remaining challenges and solutions

Differences in concepts and terminology within the government

Despite the ministerial decree on harmonization, differences remain in the concepts and terminology used among government institutions that provide data through administrative records. However, in 2011 a manual on unified concepts and terminology prepared by PCBS was adopted by the Council of Ministers to be used by all data producers.

Lack of full-time qualified personnel

There is a shortage of staff with appropriate statistical skills to collect data from sector administrative records. Qualified staff are being assigned to collect data from administrative records to ensure timely data flow and training is being provided to personnel working on administrative records in government institutions.

Differences in cooperation mechanisms between data producing institutions and PCBS

This may reduce work productivity in some agencies. To address this, standardised agreements and memoranda of understanding have been developed for use between PCBS and government agencies producing data. National committees are working to promote cooperation among government institutions.

Relationships between PCBS and sources of administrative data are being formalized and strengthened.

Sex-disaggregated data are not available in some administrative records

Some administrative sources cannot provide information required by PCBS, including sex disaggregation.

Lack of specific mechanisms for systematic data documentation

Some data sources have been authorized to use manual documentation.

Lack of a methodology to ensure data quality from administrative data sources

The quality of data provided from administrative sources is being improved through training and monitoring. New data collection methodologies are being developed to ensure data quality.

Lessons from the Palestinian experience

The experience of using local government administrative data to generate gender statistics and indicators demonstrates the potential of administrative data sources to provide timely gender statistics and indicators on topics such as participation and employment in local government.

Political commitment for gender equality and gender statistics at the highest levels of government, a clear legal framework for integrating administrative data into the national statistical system, and effective mechanisms for coordination and collaboration between the national statistical office and other government agencies are required.

Case study 4: Engendering the 2006 Population and Housing Census of the Maldives

Aisbath Shabuda, Chief Statistician, National Bureau of Statistics, Ministry of Finance and Treasury, Maldives

The Population and Housing Census of 2006 was the first major survey in the Maldives where gender issues were taken into consideration throughout the entire process from design through data collection, processing and dissemination to analysis. The process began when the ministry responsible for gender related policy at the time expressed concern that the data gathered from the census and surveys did not fully capture the economic activities carried out by Maldivian women. They requested that the widespread belief that women's labour force participation was under-enumerated be investigated in the census.

Engendering the census

In order to respond to this request, an ongoing UNFPA project to support the mainstreaming of population and gender in development was redesigned to focus on engendering the 2006 census of the Maldives and improving responses to gender-based violence.

Because UNFPA had supported another developing country in the region, Nepal, to engender its 2001 National Population Census, the project decided to draw on this experience and give census officials from the Maldives an opportunity to learn from the experience of Nepal through a gender sensitising workshop, a study tour to the Nepal statistics office and a gender training workshop. Training the Trainer workshops built capacity to undertake a gender review of all census processes. The census questionnaires, training and publicity materials and the methods and materials used to train the census enumerators were reviewed from a gender perspective to identify gender issues and better capture the economic activities of women.

Publicity materials showed women performing a range of activities that should be reported as "work".



Most of the changes that resulted from the new approach related to questions on economic activity and the economic sectors. In order to more accurately capture women's economic activities undertaken at home, new questions were included in the questionnaire. During training for the enumerators, special attention was paid to reducing the high non-response rate encountered to the economic questions in previous censuses.

Detailed time-use questions were included in the questionnaire in order to capture more accurate and complete information on economic activities, particularly for women. The questions were asked separately for main economic activity, other economic activities, subsistence economic activities, household non-economic activities, and voluntary community activities during the reference week.

Gender issues were also integrated into the census publicity campaign and the Census 2006 training manual, training slides, and census tabulation and data analysis plans were revised.

Results

Increase in enumerated female labour force participation

The 2006 census recorded a marked increase in the level compared with the previous census in 2000, particularly in the atolls.

- Overall, the rate increased from 45.3% in 2000 to 52.9% in 2006 (compared with an increase for males from 74% to 75.4%).

Data available on subsistence production

Information was collected on subsistence economic activities (producing commodities for own use such as agricultural crops, fish and fish products for consumption within the household and products like clothes worn by household members)

- Of the females classified as unemployed, 22% were engaged in subsistence economic activities for one hour or more.

- Of the females classified as not economically active, 10% were also engaged in subsistence work for at least one hour during the census reference week.
- When these women engaged in subsistence work were included in the labour force, the female labour force participation rate increased by 4% from 52% to 56%, and the female unemployment rate fell from 21% to 17%.

A chapter on gender aspects of the census was included in the census 2006 analytical report. It presented findings on women's economic activities in the market and in subsistence production and time spent in non-economic activities within the household. Time spent on childcare and family care was also recorded and analysed in the census analytical report.

The success of the engendering exercise for the census 2006 in the Maldives has been widely recognised and well received at the national and international levels. The gender-responsive data and analysis and the gender statistics and indicators made available from the 2006 census have been widely used by policy makers, researchers and data users.

Lessons from the Maldives experience

Access to adequate funding is essential

Redesigning the ongoing UNFPA project to provide funding and access to expertise was a vital input for Maldives. Developing countries seeking to engender a major survey or census are likely to rely on international agencies or bilateral donors for financial support. However, every effort should be made during the process to lobby for ongoing funding to support replication in other or later surveys.

Access to qualified and expert knowledge is invaluable

The expertise of the consultants who conducted the gender workshops and training and helped the statistics office revise the questionnaires, training materials and publicity campaign were a major factor. Expertise on gender and gender

statistics need to be available throughout the process. The availability of experts should be taken as an opportunity to build national capacity to support similar processes in future.

Learn from the experience of other countries

The opportunity to learn from the practical experience that Nepal had gained in the previous two censuses was invaluable. The example of a respected neighbour taking the process of engendering seriously can help generate support for the process within stakeholder agencies. Other countries that have already experienced the process may also be a potential source of technical expertise. More importantly, they may be able to provide practical and relevant advice based on their experience.

Value of targeting specific gender issues

While the process of engendering should be a broad one covering all aspects of design and implementation of a survey, targeting one or a few specific gender issues can be useful. The emphasis on improving statistics on female labour force participation in Maldives helped to focus efforts and facilitated evaluation of the results.

Importance of political support

Political support at the policy level for gender equality and support for gender statistics in the main stakeholder agencies are very important. They would be essential if the process has to rely on national financial and other resources.

Ownership of the engendering process by the statistical agency is essential

The interest and commitment shown by the technical staff of the statistical agency and their ownership of the process was instrumental to its success. It should also make the process replicable in future censuses and surveys.

Commitment to gender equality within the statistics agency is essential

The existence of core staff in the statistical agency committed to gender equality and to engendering the census or survey to provide better gender statistics is essential. Ideally, at least one of these should be at a senior level in the agency. (However, the level of commitment may be more important than the level of seniority.) During the process of engendering, it is essential to use this core group in the statistical agency to generate interest, enthusiasm and ownership of the process by the statistical agency as a whole.

Planning and project management are critical inputs

The process of engendering a data set requires thorough planning and careful project management from the beginning to the end to ensure that the desired outcome is realised.

Sustainability is the only challenge

The only real potential challenge for the Maldives is whether the progress made and the processes developed can be sustained in future censuses and surveys. Most of the key senior staff who were involved in the statistics agency have left the organisation and the institutional arrangements and availability of funding are all very different in the current environment. However, what was done was also carefully documented and the knowledge and expertise gained within the organisation were transferred to younger staff. As a result, a similar engendering process and procedures were applied to the 2014 census and will hopefully continue into the future.

Case study 5: Developing a harmonised set of gender indicators in Moldova

Ala Negruta, NBS Focal Point on Gender Statistics, Head of the Social Services and Living Conditions, Statistics Division, National Bureau of Statistics

As in many other countries, the Republic of Moldova has identified a need for a harmonised set of gender indicators to monitor and report on the implementation of initiatives to promote gender equality between women and men in various fields and on progress toward that goal. The government seeks to establish one platform for integrating gender dimensions into national policies and one framework for national and international reporting on gender equality.

Legal and policy framework for gender indicators in Moldova

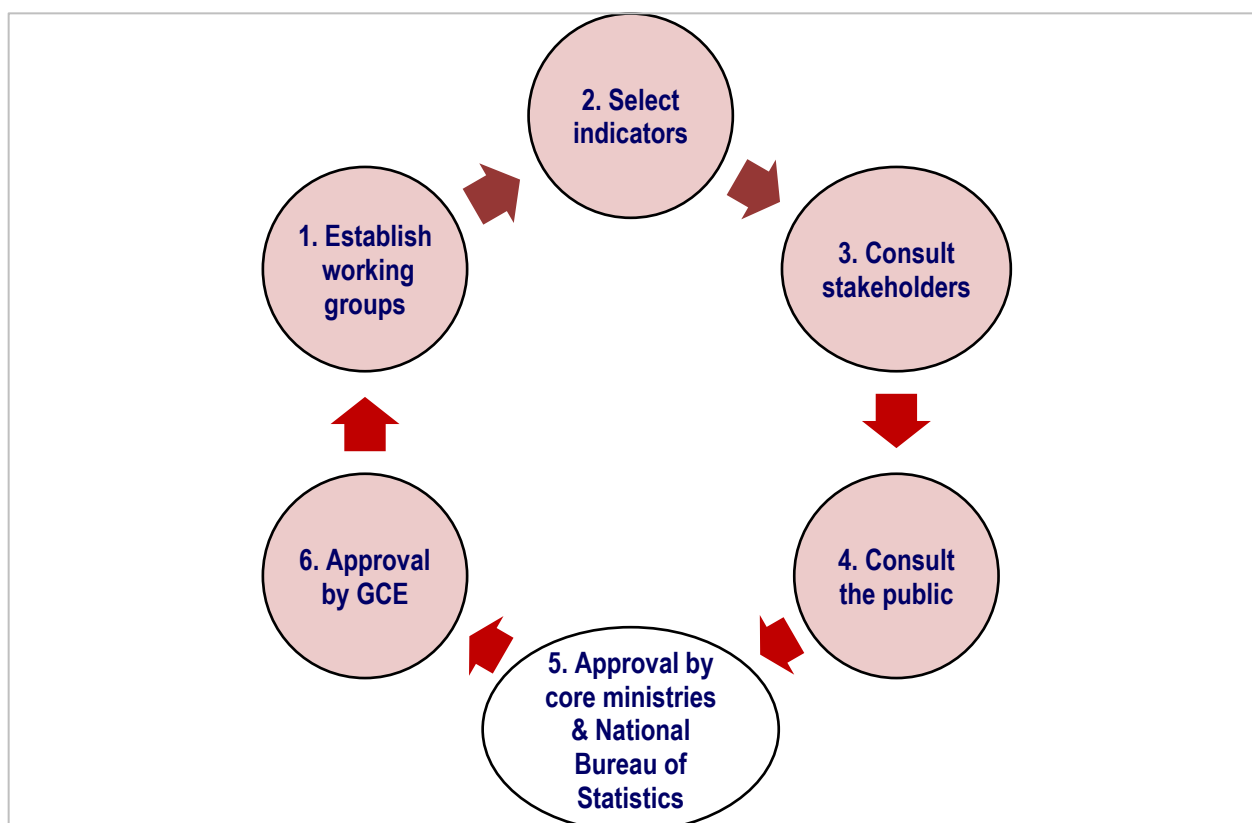
The overall framework for the development of gender indicators in Moldova is set by a combination of gender-related laws and policies. The most relevant laws are the Law on Equal Opportunities between Women and Men, 2006; the Law on Preventing and Combatting

Violence, 2007; the Amendment to the Legal Framework for Domestic Violence, 2010; and the Law on Ensuring Equality, 2012. The most relevant gender-related policies are the National Programme on Promotion of Gender Equality in Society 2006-2009 (2006), the National Programme for Gender Equality 2010-2015 (2009), the National Strategy on employment policies 2007-2015 and the section on gender policies in the National Government Activity Programme “European Integration: Freedom, Democracy, Welfare.”

Process for developing the gender indicators

The process for selecting the indicators began with the establishment of six working groups to select the draft set of indicators. Criteria for indicator selection included:

Figure 1: Process for development of a harmonized set of gender indicators in Moldova



- Relevant to the policy framework, providing clear and unambiguous responses to key policy issues.
- Technically sound, reliable, valid and comparable.
- Feasible to measure at reasonable cost.
- The statistics required to construct the indicator are either readily available or easy to collect within a well-defined time frame and at reasonable cost.
- User friendly.

The 2008 harmonised full set of 209 gender sensitive indicators were grouped into three categories:

- Priority 1: 101 of the indicators were classified as relevant and available
- Priority 2: 53 were classified as relevant, not available but easy to obtain
- Priority 3: 55 were classified as relevant, but not available and significant resources would be required to obtain the required data

A short set of 118 indicators included 15 that were only partially available but were considered very important.

Since then, the Harmonised Set of Gender Indicators has been continuously developed, adapted and modified based on feedback from users.

In 2012, on the basis of policy priorities and data availability, the set of gender indicators was revised around the eight main strategic objectives of the National Program for Gender Equity 2010-2015 covering labour force and migration, finance/budget, social protection, participation and decision making, health, education, violence and human trafficking and public awareness. A small set 36 were identified as primary indicators and 123 were classified as secondary indicators. Additional information on the data definition, data source, periodicity, regulatory framework and basic interpretation of the indicators was included in the harmonised set in order to facilitate use of the indicators by decision makers.

To meet the needs of specialist users, an additional 123 gender indicators were also identified, of which 65 were available, 30 could be obtained with minor changes to collection methods, and 25 were not currently available.

The harmonised set of gender sensitive indicators was a starting point for the inclusion of gender-related data collection activities in the action plan for implementing the National Program for Gender Equity (2010-2015) and in the annual statistical programme of the National Bureau of Statistics. Although many of the planned gender activities remain unfunded, three new surveys included in the action plan for implementing the National Program for Gender Equity were conducted: the Violence Against Women Survey 2010, the Time Use Survey 2011 and the Migrations and Skills Survey 2012. A gender dimension was also integrated into three existing surveys: the Social Exclusion Ad hoc Modules 2009, the Agricultural Census 2011 and the Migration of Labour Force Survey 2010.

Results

The harmonised set of gender indicators has been instrumental in identifying unmet needs for gender-related data. It has also made a significant contribution to meeting these needs for additional data, both directly by influencing methods and priorities in data collection, and indirectly by creating user-demand for new kinds of gender data and statistics. This increased demand for gender statistics, including from policy makers, is creating a growing demand for gender technical expertise within the statistical office in the long term and for gender technical assistance to build the gender skills and capacity of staff in the statistical office in the short term.

Case study 6: New sources of gender statistics in Morocco

Bouchra Bouziani, Head of Social Statistics Department, and National Focal Point of Gender Statistics, High Commission for Planning (HCP), Statistic Directorate

The Problem: lack of data on two key gender issues

Stakeholders involved in combatting gender-based violence and empowering women and girls had expressed a need for data on VAW and time use to better measure women's contribution to society and the economy. The available data on gender-based violence was sourced from administrative registers from the police, justice, health, and NGO sectors. Underreporting was widespread and the accompanying data extremely limited. In particular, the level of detail required to explore the topic in the depth necessary to develop efficient and effective gender policies to combat VAW was lacking. For example, no data were available on the prevalence of the phenomenon by form, place, perpetrators' profile or relationship with the victim.

Morocco similarly lacked data on women's unpaid contributions to society and the economy. Although a time use survey had been conducted in 1997, it was small, carried out only on a sample of women and the data were not disaggregated by sex. As a result, the High Planning Commission (HCP) and the main users lacked data to identify gender inequalities in the use of time and in participation in domestic production and other social and economic activities. They were not able to compare the contributions of women, men and children to the economy and society, identify population groups where gender inequality is more pronounced or where gender-based violence is more prevalent.

As a consequence, important aspects of gender inequality were obscured and women's significant contributions to the economy through unpaid work and subsistence production were invisible and not taken into consideration in policies and programmes. The extent of VAW and its social and economic impacts were not recognized, and the issue was poorly addressed by policies and programmes.

Collection of new gender-related data

This lack of data was addressed through the development and implementation of two new surveys, the Violence Against Women Survey 2009 and the Time Use Survey 2012. The VAW survey provided data by form of violence, place of occurrence, demographic, socio-economic and cultural characteristics of victim and perpetrator, and household context. The time use survey provided sex-disaggregated data on the time spent on a wide range of economic, domestic, community and personal activities. The main results and reports for both surveys have been disseminated on the website of the High Commission for Planning. Databases were also prepared on VAW indicators and time use.

The two surveys were conducted over the period 2008-2012 through a multi-sectoral joint programme to support gender equality and protect women and girls from all forms of violence. The participatory "Tamkine" programme focused on planning, programming and gender-responsive budgeting. With the support of the Millennium Development Goals Achievement Fund (MDG-F) and the contribution of UN-agencies mainly UN Women, this programme was piloted by the Moroccan women's machinery and involved 12 other ministerial departments, the HCP, 9 UN agencies and networks of more than 40 non-governmental organisations. After consultations within joined working groups representing all stakeholders and identification and mapping of gender issues, data gaps and unmet needs for data and indicators, HCP reviewed its statistical strategy to identify ways of bridging the gaps and meeting the users' needs. This led to HCP integrating the VAW survey and the time use survey in its statistical plan for 2009 and 2012.

The objectives of the VAW survey were to:

- Measure the prevalence of VAW in Moroccan society by form and location of the violence.

- Provide data on the socio-economic context, the characteristics of victims and perpetrators and their relationship.
- Create a database of indicators to support in-depth understanding of the issues required to develop more effective gender-responsive policies to combat violence.

The Violence Against Women (VAW) Survey 2009

- A probabilistic, stratified and multistage sample of 8,275 women in 8,990 households,
- A pre-test was conducted in April 2009 and data were collected from June 2009 to January 2010 by more than 140 interviewers (female) and supervisors
- Qualitative information was collected from stakeholders and NGOs, gender experts and other experts (statisticians, demographers, sociologists, anthropologists and psychologists)
- Household data: demographic characteristics of residents, socio-economic environment, type of housing and a module to identify and select eligible women for the individual questionnaire
- Individual questionnaire: 17 modules on health, participation in public life, employment, education, family context, relationship with partner/husband/boyfriend, pregnancy/maternity, divorcees and widows marital events, childcare, economic and financial issues, legacy, and lifetime events related to sexual and physical issues.

The survey has had a major impact on perceptions of the prevalence and social and economic costs of VAW in Morocco. In 2009, prior to the survey, only around 34,000 cases were reported⁹ whereas in the survey almost 6 million women reported experiencing gender-based violence.

The data obtained has been widely disseminated and has generated much interest. More than 500 hard copies of the detailed report from the VAW survey have been distributed and almost 4,500 electronic copies have been downloaded from the HCP website (http://www.hcp.ma/downloads/Violence-a-l-egard-des-femmes_t13077.html). The main results released and the methodological note (http://www.hcp.ma/Etude-sur-la-violence-a-l-egard-des-femmes_a784.html) together account for a total of 9,000 downloads. The results generated major debates within the media, and among stakeholders and NGOs. Women's NGOs are using the results to raise awareness on the issue and support advocacy for improved policy responses.

⁹ 12,710 by listening centres, 7,903 by the Gendarmerie, 7,784 by the courts, 4,340 by the police and 1,389 by registered hospitals

Time use survey 2012

The main objectives of the time use survey were to:

- Measure the time spent in each of the activities carried out by women, men and children.
- Provide data on the socioeconomic and demographic context in which individuals undertook the activities.
- Identify gender inequalities and differences between population groups in terms of time allocation and welfare.

The time use survey offered an opportunity to obtain more accurate measures of all forms of work than those provided by conventional labour force surveys using System of National Accounts (SNA) definitions based on market-oriented concepts of economic activity.¹⁰

¹⁰ The SNA definitions are more consistent with men's primary gender role of 'breadwinner' and with masculine gender stereotypes than with women's more care-oriented gender roles or feminine gender stereotypes. As a result, women's economic contributions to households and the economy are often under-reported, under-enumerated and overlooked. Because time use data cover all activities

The Time Use Survey 2012

Data collection took place from October 2011 to September 2012 and covered all seasons.

Timeline sample based on a probabilistic stratified and multistage sample of 9000 women and 3000 children from 9000 households. (One man and one woman were randomly selected from the eligible members in each household).

Household questionnaire: modules on the socio-demographic and socio-cultural characteristics of household members, health, employment, housing conditions, household equipment, support and services received by the household, household income, and use of services and communal facilities.

Individual questionnaire: cultural activities, participation in civic life, time management/perception and quality of life, behaviours and decisions between couples.

24-hour diaries, open intervals of time (start and finish times, and duration), location of activity, paid or unpaid, for whom, with whom, and simultaneous activities.

The main time use report was released in October 2014 (http://www.hcp.ma/Enquete-Nationale-sur-l-Emploi-du-Temps-mardi-28-octobre-2014_r234.html).

Time use data can also highlight other kinds of gender inequalities in terms of time allocation patterns, including access to time for leisure and rest and related aspects of welfare and quality of life, participation in all forms of paid and unpaid work, work-family life balance, investment of time in education and health; decision making and task sharing within the household and between couples.

The time use results will be used to measure unpaid work and non-market production and to set up household satellite accounts to supplement the SNA measures of national income. It will also provide indicators to improve targeting of policies for special population subgroups. For example, the Ministry of Education has expressed interest in using the time use data to examine the impact of children's market work and girls' domestic work on school attendance and school dropouts.

it can be used to estimate the value of unpaid and domestic production, most of which has traditionally been carried out by women, for use in satellite national accounts that more accurately count the value of women's contribution to the national income.

Challenges and solutions:

Violence against women survey

A number of methodological issues arose in this new area of data collection:

Classifications and concepts of violence

Due to the limited statistical tools and classifications available, extra work was required on harmonization at the international and regional level to adapt concepts and classification systems to the regional context and provide clear definitions that are statistically measurable.¹¹

Sensitivity of terms

Given the sensitivity and complexity of the topic, the use of the term "violence" itself became an issue, as was the title of the survey. The decision was taken that violence should not appear on the questionnaire and should not be used when introducing the subject. Instead the survey was described as a national survey on the facts of life of women and girls.

¹¹ Note that the survey was undertaken before the release of the 2013 United Nations Statistics Division (UNSD) manual.

Cultural sensitivity affected reporting

The survey covered all forms of violence, including psychological violence, but the concept and [Type a quote from the document or the summary of an interesting point. You can position the text box anywhere in the document. Use the Drawing Tools tab to change the formatting of the pull quote text box.]

definition of psychological violence proved difficult to understand. In the Arab and Muslim cultural context, it was also very difficult for women to report sexual violence.

Sampling for minority women

Women belonging to minority groups proved hard to reach. There was probably a need for specific profiles and over-sampling for these groups.

Ethical, confidentiality and safety issues

Attention had to be paid to ethical issues, including confidentiality and the safety of the interviewees and interviewers. Staff were carefully selected and special training was provided in order to ensure that they would be able to complete their mission with minimum bias and risk. However, because of the fear of reprisal, stigma, distrust of the police or legal system, or lack of knowledge of legal rights, women tend to underreport domestic and intimate violence and refusal rates were high for the perpetrators' profile module.

Time use survey

Methodological issues were also a challenge in the time use survey:

Classification system for activities

The classification system used in the 1997 survey was developed through an anthropological study of activities carried out by women. This was updated to cover the activities of children, men and women, taking the development of International Classification of Activities for Time Use Statistics (ICATUS) into consideration. Aspects of ICATUS on leisure,

religious activities and sociability had to be adapted to the Moroccan context, as well as means of transport, transportation routes and waiting time.

Questionnaire design and adaptation of concepts to the local context

Some concepts used in time use studies, including perceptions of time itself, work-life balance, decision making among couples, and contributions to civic and public life are foreign to sections of the Moroccan population and were difficult to translate.

Non response rates

They were higher than expected because many respondents found the questionnaires and diaries to be a burden.

Valuation of domestic work

A comparison of the various methods available to measure the value of domestic work was undertaken before selecting the method regarded as most appropriate for the Moroccan context.

Lessons from the Moroccan experience

Government commitment to gender equality, preferably at the highest policy level, is essential

In Morocco strong national commitment to gender equality at the highest levels of government was complemented by a willingness to convert this into practical actions for achieving effective gender equality.

Organisational and technical support from the government agencies directly involved is equally important

The inclusive approach to the programme within HCP and the Statistics Directorate maximized technical inputs to the surveys and ensured a high level of data quality. HCP established an internal pilot committee of statisticians and researchers from various

backgrounds and specialties to work on gender statistics and gender issues falling under the Directorate of Statistics, the Observatory of Living Conditions and Poverty, the Centre for Demographic Research and Studies, and the Directorate of national accounts. The Directorate of Statistics within HCP established a technical committee including staff from the household survey, sampling design, gender, geographic information systems, information technology, human resources and budget departments. HCP's willingness to integrate the surveys into its statistical plan was a significant factor in the ability of the surveys to successfully address gender data gaps and meet users' needs.

Develop effective coordination mechanisms to work with stakeholders

An effective and inclusive coordination mechanism was established for working with stakeholders. This was based on an existing institutional mechanism that had been established ten years earlier for work on gender-responsive budgeting indicators and reports.

Develop inclusive mechanisms to facilitate the active participation of a broad range of stakeholders

Structures were developed and working groups organised to enable all stakeholders and the main gender data users within the national statistical system to actively participate in the programme.

The stakeholders involved in the violence against women and time use surveys included:

- 13 ministries (Ministry of Women's Machinery - Social Development, Family and Solidarity, Ministry of Economy and Finance, Ministry of Justice, Ministry of Interior - DGCL and Police, Ministry of Foreign Affairs and Cooperation, Ministry of Islamic Affairs, Ministry of Health, Ministry of Youth and Sports, Ministry of Agriculture and Maritime Fishing, Ministry of Education, Employment and Vocational Training and Ministry of Communication).
- Nine UN agencies (UN-WOMEN, UNFPA, UNICEF, UNAIDS, UNHCR, ILO, FAO, UNESCO and MDG-F).
- Representatives of an NGO network with more than 40 members
- Researchers from universities and research centres.
- The inclusion and active participation of a wide range of stakeholders contributed to the relevance of the data, ensured a high level of visibility and created potential demand from many sectors and agencies.

Adopt a systematic approach to capacity building

Regular training sessions were conducted using purpose-designed training resources and training of trainer modules on gender statistics. Specific workshops were held for relevant staff on specialised topics including the classification of activities for the time use survey, and concepts and definitions, ethical issues, confidentiality and the safety of respondents and enumerators for the violence against women survey.

Ensure that high quality technical support is available to support capacity building

The capacity building and training given on gender statistics benefited from inputs from regional and international experts. Staff also benefitted from opportunities provided through international organisations to learn from the experiences of other countries through study visits to France and Canada and attendance at international and regional meetings of organisations such as UNESCWA, UNECE, the United Nations Economic Commission for

Africa (UNECA) and the MEDSTAT programme.

Careful selection and effective training of staff are especially important for sensitive topics such as violence or complex topics such as time use

For the VAW survey, only women were selected as interviewers and supervisors and central and regional managers were mobilized to support data collection. Both groups were trained on ethical issues, confidentiality and the safety of the interviewees and interviewers, as well as the attention to be paid to regional specificities and traditions and how to isolate the eligible interviewee especially in large families.

- 17 sociologists, anthropologists, and psychologists from five NGOs also supported data collection for the VAW survey as gender expert counsellors.
- 30 people were trained in data cleaning and processing for the VAW survey.
- 10 statisticians, demographers, and econometricians were deeply involved in data analysis and report writing for the VAW survey.
- 90 interviewers collected data for the time use survey, women interviewing women and men interviewing men.
- Central and regional managers were also mobilized to support data collection for the time use survey, having been previously trained on the survey materials, diaries and classification system for activities.
- 25 people were trained on data control, coding, cleaning and processing for the time use survey.

- 12 statisticians, demographers, and econometricians were involved in data analysis and report writing for the time use survey.

International support can be instrumental in facilitating a gender statistics initiative

The support of UN-agencies, especially UN-Women and the MDG-F, was critical in providing access to financial and technical resources.

Future plans and sustainability

HCP is planning to conduct a new VAW survey, integrating a module on perception and socio-economic determinants of violence and drawing on the advances and materials now available in the 2013 UNSD Manual. In addition, the next Demographic and Health Survey plans to include a light module on VAW developed by WHO.

HCP also plans to conduct a time use survey every ten years. They are also consulting stakeholders on the possible implementation of a light time-diary in other socio-economic surveys.

Working groups have been established on VAW and time use data analysis and research. Training and capacity building are also being provided for scholars and student statisticians.

Financing major surveys on gender, as with other areas of statistics, remains the key question for sustainability. Financial support from international agencies and donors continues to be especially important for gender-related surveys.

Case study 7: Dissemination of Gender Statistics in Georgia

Giorgi Kalakashvili, Head of Social Statistics Division, National Statistics Office of Georgia (Geostat)

In addition to collecting and processing gender-responsive data, the resulting gender statistics and indicators need to be disseminated to users in a user-friendly form that meets their needs. Georgia found it necessary to improve dissemination of gender statistics after discovering that many potential users were unaware that the NSO provided gender statistics and indicators. Others found the process of accessing gender statistics too time consuming and difficult, while others wasted resources collecting data that, unknown to them, were already available through the NSO. Recognition of the problem led to more careful consideration of how to disseminate gender statistics more effectively.

Requirements for effective data dissemination

A two-way dialogue between users and producers of gender statistics

Communication between producers and users of gender statistics should be a two-way dialogue. Potential users need to know that gender statistics are being collected, are available and how and where they can be obtained. Producers need to know who uses or might use gender statistics in order to know what statistics and indicators are needed, the form and format that best meets users' needs and the method of dissemination that will be most convenient for the user.

Convenient access for users

Gender statistics and indicators also need to be in one convenient location. In the past the GeoStat web-site presented gender statistics by topic or field. This meant, for example, that users could only find unemployment by sex in the employment section, while the demographic data required to calculate population-based rates was only in the population section. As a result, users often wasted much time trying to locate gender statistics.

Statistics that are relevant to user needs and easy to understand

Users also need data that is relevant and in usable form and format. Brochures and popular publications can draw the attention of users to interesting findings provided that the data are presented in attractive and informative ways. Visualization through graphs, pictographs and charts can be very effective in helping users, particularly those from non-technical backgrounds, to understand statistics. To be effective, presentations should be simple and easily understood. Two-dimensional tables are a basic tool for gender statistics to compare males and females, while multi-dimensional cross-tabulations can be more complex and difficult to understand.

Approach to dissemination of gender statistics in Georgia

The objective was to develop new approaches to dissemination of gender statistics and indicators. Users and potential users may be drawn from many groups, ranging from policy analysts in government to the media and general public. They have different needs for gender statistics and different statistical skills and capacities. Gender statistics and indicators must be accessible to a range of users in simple and convenient forms that meet their specific but often different requirements and are adapted to their different backgrounds and capacities.

Dissemination strategies

User-producer dialogue

A first step toward the new approach involved organizing regular meetings with users of gender statistics to introduce new initiatives and share information on gender statistics data collection, analysis and publications. These meetings also provide an opportunity to discuss users' needs and problems in obtaining and using existing gender-related data and statistics.

Assembling gender statistics indicators in one location

As a result of user feedback, all gender statistics indicators were collected under a single link on the GeoStat web site. In 2013 gender statistics was included in the PC-AXIS system, enabling users to obtain data in a simple and convenient way.¹² PC-AXIS allows data to be grouped and transferred in MS Excel format for manipulation and analysis. It also generates charts and graphs. PC-AXIS and the gender statistics web site are now the major methods of dissemination for gender statistics.

Dissemination through publications

The more traditional way of disseminating statistics has been through print media. GeoStat publishes two gender statistics publications once every two years: a pocket book that includes basic indicators of gender statistics and a larger publication that provides more data, as well as graphs and charts. All divisions of GeoStat are involved in preparing the publications, with the Social Statistics Division responsible for coordination and the final publication. All stakeholders are also involved. The first meeting with users reviews the information provided in previous publications. A later meeting introduces new data collected for the new publication. The new and old data are compared and the new data is analysed in terms of whether and how it corresponds to the new reality and requirements of the users. Users identify what kind of additional data or tabulations would be necessary to meet their needs and, where appropriate and possible, statistics and indicators may be modified to address users' needs and concerns.

User involvement in evaluating data for GeoStat publications

Users are actively involved in preparation of the main GeoStat gender statistics publications. Both the two main sources of gender-related data, GeoStat surveys and administrative data held by government agencies, are reviewed in detail through user-producer discussions. In meetings with GeoStat and with the various government departments, users assess the extent to which the new and previously available survey or administrative data meets their requirements and suggest changes or additions. Their requested changes are included in the new publications where possible. For example, during preparations for the latest publication on gender statistics, half of the changes requested by users were adopted for both the relevant GeoStat surveys and administrative data.

These user-producer meetings are very useful for all of the parties involved. Without the participation and contributions of users it would be practically impossible to conduct such thorough, practical and high quality reviews of data sources.

Success factors

Joint responsibility for gender statistics

One essential institutional factor for success was clarifying that all divisions that provide sex-disaggregated data are involved in gender statistics and must participate in gender statistics activities, specifically preparation of gender statistics publications.

Coordination of gender statistics activities

A related factor was identifying the division in the national statistical office (NSO) that has the overall responsibility for gender statistics. The Social Statistics Division (SSD) was clarified as the overall responsible for coordinating the gender statistics-related activities of all divisions. However, the other divisions were responsible for providing the content.

¹²http://91.208.144.188/Menu.aspx?rxid=c8ca81e9-2824-4c5b-a46a-c80202913531&px_db=Database&px_type=PX&px_language=en

Regular communication between gender statistics users and producers

As a service provider, it is essential that the NSO understands users' requirements. Users also need to know what services are available and understand the constraints faced by the service provider. Regular user-producer dialogues meet both needs. A particular feature of the process in Georgia was the organisation of dialogues around a participatory work process to produce a specific output and the priority given to meeting the needs of the users through this process.

Training support from international organisations

GeoStat staff attend trainings devoted to new initiatives and best practices on gender statistics through the support offered by international organisations. A bilateral cooperation agreement between the Georgian and Swedish statistics agencies will similarly contribute to improving gender statistics.

Challenges and solutions

Inability to meet users' requests

Frustration was sometimes expressed by users when GeoStat was unable to provide the data or statistics they had requested. Sometimes it was not possible to meet the request for technical reasons and sometimes because the data was simply not available. The only solution in this situation lies in good communications and building mutual understanding and trust.

Incorrect interpretation of data

This happened often due to users' not consulting relevant supporting information or users' limited technical background. Again, the solution lies in cooperation and communications between users and producers of data and experts in data analysis or the specific field represented by the data.

Communications are a continuing challenge

GeoStat provides users with as much information as possible to help them use the gender statistics and indicators effectively and appropriately. For example, in addition to including detailed methodological information with each table or item of data, the PC-AXIS system also provides a contact telephone number and e-mail address to enable users to follow up with any further questions. Good communications between producers and users contributed to the production of more gender-related data and increased usage of the available gender statistics.

Future plans and sustainability

Sustainability over time of the improvements achieved is very important. Maintaining and improving the dialogue between producers and users of gender statistics is especially important for the future of gender statistics in Georgia. The production of gender statistics cannot be discussed separately from gender statistics users.

Sometimes continuing good practices only requires individual or institutional commitment rather than additional resources. For instance, while it does require a commitment from the management for regular updating of data in the PC-AXIS system, it currently does not require additional human or financial resources. However, financial resources are necessary to access the training and other capacity-building opportunities required to maintain technical standards and access information on new initiatives and best practices. The assistance of international organisations is important in this regard.

Conclusion

It is difficult to overestimate the importance of good communications between the users and producers of gender statistics. The objectives of producers of gender statistics can be considered to have been achieved only if and when the gender data and indicators are being used to promote gender equality between women and men and when users are satisfied.

Case study 8: Dissemination of gender statistics in Moldova

Ala Negruta, NBS Focal Point on Gender Statistics, Head of the Social Services and Living Conditions, Statistics Division, National Bureau of Statistics

An effective and pro-active dissemination strategy to present gender-related data and indicators to users and potential users is essential for the development of gender statistics. The objective of dissemination is to both meet and create user demand in order to ensure that gender statistics are not only produced but are fully utilised and valued. By creating demand and visibility, effective data dissemination can contribute to resource mobilization to ensure that gender statistics continue to be produced and improved in the long term.

The approach to dissemination of gender statistics

Developing an effective dissemination strategy involves engaging with the various target groups of data users and delivering information to those who need it in a format appropriate to their needs and at the time when they need it. The national statistical agency of the Republic of Moldova has used consultation with user advisory groups and user surveys to identify users' needs and provide the foundation for data dissemination.

User advisory groups

The National Bureau of Statistics (NBS) has established user advisory groups and an annual consultation board to participate in revision of its annual work plan. An inter-ministerial working group made up of gender focal points coordinates the production and dissemination of gender statistics and provides user input to both processes.

Survey of gender statistics users

In 2008, NBS conducted a dedicated survey of gender statistics users covering more than 100 respondents from public administration, academia, NGOs and international organisations, using paper-based interviews and in-depth interviews with NGOs and gender

focal points. The main goal of the survey was to identify the needs of current and potential users (topics and indicators), assess the level of usage and access to gender statistics, and assess the usefulness of the content of the NBS statistical publication *Women and Men in the Republic of Moldova*.

The survey found that users were more interested in social indicators than economic indicators. The main difficulties reported in accessing data were the lack of indicators disaggregated by sex and other characteristics such as residence and location, lack of time series data and lack of specific indicators. Users wanted more data disaggregated by sex, but wanted it to be presented in a more user-friendly way that included explanation of the indicators. Users were also confused about the meaning of “gender statistics” and how to identify appropriate indicators for policy analysis. As a result of the survey, a list of new indicators was prepared for inclusion in a planned new publication.

General user satisfaction survey

NBS also conducts general user surveys. For the first time, the 2012 survey included gender statistics in its coverage. The User Satisfaction Survey 2012 used paper-based interviews of 400 respondents from public administration, academia, NGOs, international organisations, the media and private sector, ten in-depth interviews and four focus groups. The main goal was to assess the level of user satisfaction with statistical products in general in order to improve the policy and practices of NBS, including quality management.

The survey found that NBS was the main source of information for more than 85% of users, who were mainly interested in data on population, labour force, prices and wages and salaries. The main data sources used were printed publications (77%) and the NBS website (73%). However, gender statistics were underutilized. Most users (76%) reported that

they would prefer to access data online, with only 23% preferring printed publications.

Building users' capacity to use gender statistics

The survey of gender users had found that many users did not understand gender statistics or how to use them, while the general users survey found that gender statistics were underutilized. These findings suggested a need for capacity building to increase understanding of gender statistics and help users to use gender statistics and indicators appropriately and more effectively. Gender focal points therefore organised capacity-building workshops and seminars on topics related to gender equity including the use of the User's Guide to Gender Statistics, basic concepts of statistical indicators, including gender statistics, and how to analyze and use data for policy making. Users were also consulted on their needs for capacity building.

Gender statistics products:

The products used to disseminate gender statistics included:

- Statistical publications presenting the results of specific data collections such as censuses, surveys and specialized surveys.
- Statistical publications focused on gender issues.
- Analytical reports or articles.
- Brochures presenting gender statistics on particular topics.
- On-line databases.

The main general statistical publication focused on gender issues is Women and Men in the Republic of Moldova (2004, 2005 and 2009), which presents data in tables and graphs. A special 2008 edition was the first to include a short descriptive analysis to help the user to better understand the history behind the figures. The 2013 edition was the second publication to provide data analysis, including data on women and men at the regional level.

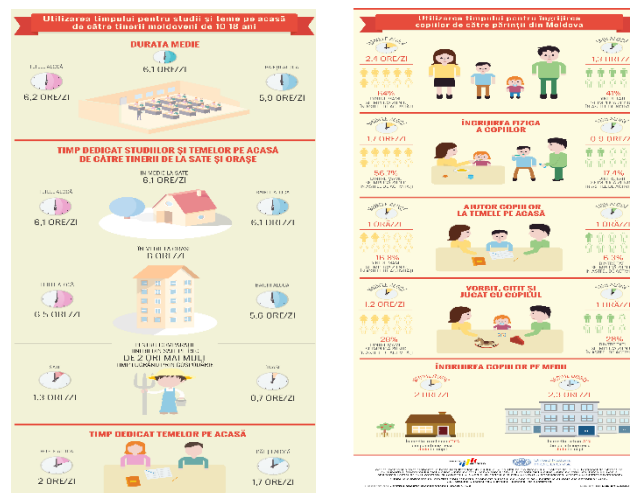
Statistical publications presenting results of specific surveys relevant to gender statistics

include the Population Census, Women and Men in the Labour Market, Entrepreneurship, Violence against Women, the Time Use Survey and Women and Men in Agriculture (the Agricultural Census).

New approaches to data dissemination

The Time Use Survey was the first survey to employ collaboration with a think-tank organisation to present and communicate the data and findings.

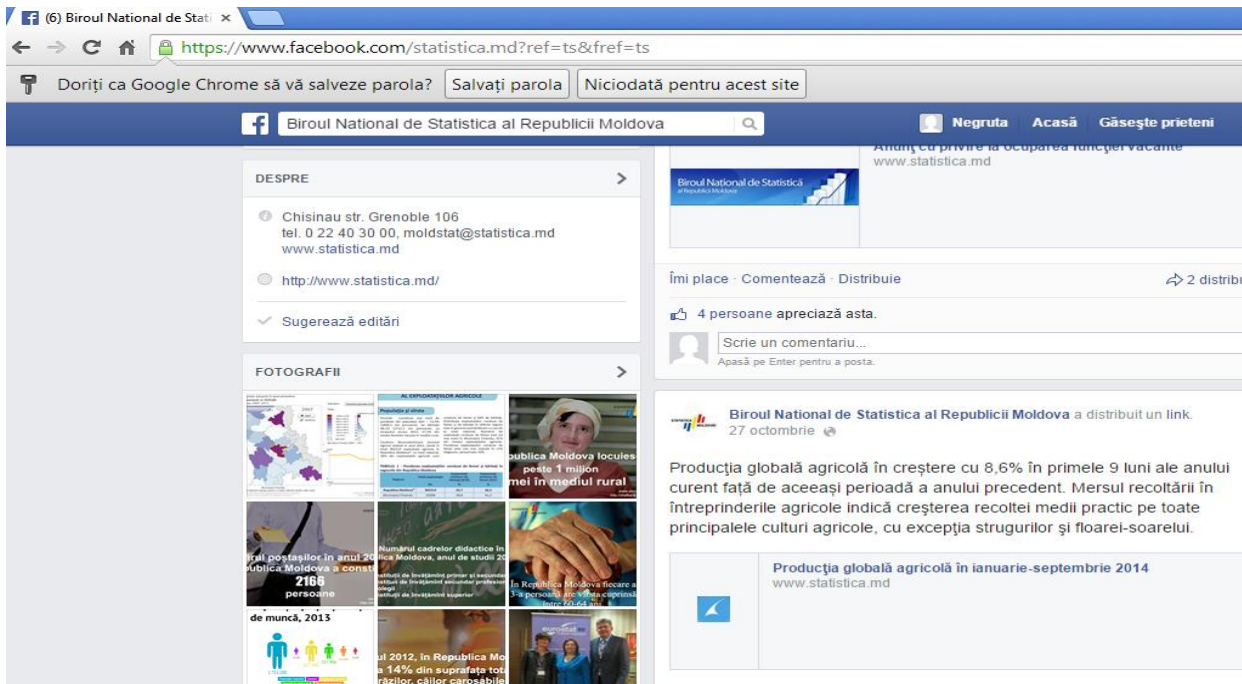
Innovative and more attractive ways of presenting the results were adopted using pictographs and diagrams to communicate more effectively with different groups of users and to promote statistical literacy.



A total of ten analytical reports were prepared from the time use data on the following topics:

- Taking care of children
- Education
- Modes of transportation
- Health and lifestyle
- Time use by people with disabilities
- Importance of unpaid work
- Volunteering
- Participatory activities
- Social life and entertainment
- Time spent on travelling

NBS is also expanding its on-line database on gender statistics and, beginning in 2010, data is disseminated through Facebook



Success factors

A supportive legal framework for gender statistics

The legal framework for gender statistics is crucial for the development of gender statistics and an effective dissemination strategy for gender-related data and indicators.

Under the *Law on Equal Opportunities of Men and Women* 2006 (Article 22) Republic of Moldova, the NBS is responsible for the collection, processing and compilation of gender statistics. However, the central and local public administration, political parties and other socio-political organizations, legal entities and individuals involved in entrepreneurial activities are required to provide NBS with the necessary data disaggregated by sex.

Gender statistics is part of the national statistics development strategy

Gender statistics is part of the National Development Strategy for Statistics and the dissemination of gender statistics is part of the national statistical agency's data dissemination strategy. Dissemination should cover both gender statistics and the relevant metadata.

Future directions

- Develop more user friendly ways of presenting data, taking into account the different needs of different groups of users.
- Maintain and expand the online database on gender statistics
- Develop an effective communications plan for different statistical products
- Promote statistical literacy including in the use of gender statistics

In the National Development Strategy of National Bureau of Statistics, increasing the availability of data disaggregated by sex in all areas of statistics and the development of gender statistics are principle priorities with the aim of providing data support for evidence-based policy making on equality between women and men.

Part III: Case studies of gender analysis of statistics

Two case studies of good practice in gender analysis of statistics demonstrate the need for statistics on gender issues to provide a good understanding of the complex choices and behaviours of women and men living together in households.

Case study 9 Male breadwinners & dual earners in Italy: Using data on partners' earnings from the European Union-Statistics on Income and Living Conditions (EU-SILC) provides an innovative gender perspective on economic roles that complements and completes the picture usually provided by the more conventional consolidated analysis of partners' time use and decision making. The EU-SILC 2008 survey is a cross-sectional and longitudinal sample survey, coordinated by Eurostat, based on data from the EU member states.¹³ It is a rich source of information on household income and the characteristics of households and household members. Using the EU-SILC 2008 survey cross-sectional release, the study analyses data on partners' earnings in order to better understand how couples balance commitment to employment in a career and meeting the needs of the family for care and other services in the household. It includes special analysis of partners' earnings in Italy, which differs from most of the other EU countries.

Case study 10: Measuring violence against women and men through victimization surveys examines the use in Canada of victimisation surveys to provide information on gender-based violence. Two main data sources were used: the General Social Survey on Victimization (GSS-V); and the Violence against Women Survey (VAWS) 1993. The study provides an overview of each survey, the linkages between them and the lessons learned from the VAWS in particular. It concludes with a brief discussion of future directions in the collection of data on spousal violence in Canada

¹³ EU-SILC provides data on income, poverty, social exclusion and living conditions in the European Union. There are two data scopes: cross-sectional data pertaining to fixed time periods, with variables on income, poverty, social exclusion and living conditions, and longitudinal data pertaining to individual-level changes over time, usually observed over four years. Social exclusion and housing-condition information is collected at household level. Income at a detailed component level is collected at personal level, with some components included in the 'household' section. Labour, education and health observations only apply to persons aged 16 and over. (<http://www.eui.eu/Research/Library/ResearchGuides/Economics/Statistics/DataPortal/EU-SILC.aspx>)

Case study 9: Male breadwinners & dual earners in Italy: evidence on partners' earnings from EU-SILC

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The study

Partners' economic roles are an important dimension of gender roles. Using the EU-SILC, 2008, data on partners' contribution to couples' earnings and access and management of household resources are used to measure the balance of power between partners in the family. Data on the share of a women's earnings in the total earnings of the couple is used to provide an overview of the different strategies that couples in EU countries use to divide economic roles between them. Six different strategies were identified for couples where the partners were aged between 25 and 54 years:

Man as sole provider: complete and traditional specialization of partners. The woman has no earnings and is fully devoted to housework and family care, while the man is completely responsible for meeting the households' economic needs.

Man as main provider: semi specialization -the woman contributes to the household economy, but plays a secondary economic role, earning less than 40% of the couple's earnings.

Equal providers: both partners contribute a similar share (at least 40 and not more than 60%) of the couple's earnings.

Woman as main provider: the woman is mostly responsible for the economic needs of the household. She earns more than her partner and more than 60% of the couple's earnings.

Woman as sole provider: the woman is the only provider of economic support to the household and the man has no earnings.

Both partners have no earnings: neither of the partners has any positive earnings in the year of observation.

Findings

Household strategy

More than 25% of couples adopted the traditional *man as sole provider* strategy in the Mediterranean countries (Spain, Italy and Greece), Poland, Ireland, Luxembourg and Romania. Less than 10% of couples adopted this strategy in Iceland, Sweden, Norway, Denmark and Finland.

Man as main provider was the most frequently preferred strategy in all countries except for Denmark, Slovakia, Hungary and Romania. It was lowest (20-30% of couples) in the Eastern countries of Hungary, Poland and Romania and highest (more than 50%) in Iceland, Norway and Netherlands.

The *Equal provider* strategy was more common in Denmark and Slovakia (around 40% of couples), Sweden and Norway (about 37%) and Hungary and Romania (around 30%). Less than 25% of couples chose this strategy in the Netherlands, United Kingdom, Austria, Poland, Ireland, Lithuania, Italy and Greece.

Woman as main provider and *woman as sole provider* couples: were a minority in all countries and were often associated with unfavourable economic conditions for men rather than favourable earning opportunities for women. The highest percentages of *Woman as main provider* couples (around 10%) were in the Eastern countries of Lithuania, Latvia, Hungary and Poland. The *woman as sole provider* strategy was used by less than 5% of couples in all countries except for Latvia, Slovakia, Hungary and Poland.

The proportion of *both partners have no earnings* couples was extremely small in most of the countries and highest in Poland and Hungary (about 5% and 6% respectively).

Partners Earnings

The distribution of couples by partners' economic roles across the EU shows an interesting heterogeneity in terms of the traditional *man as sole provider* strategy, which was not common in Northern countries but frequently adopted in Mediterranean countries.

The persistence of the *man as main provider* strategy in most of the countries shows that an asymmetric division of gender roles is still convenient for couples. Women contribute to meeting the economic needs of the household but their economic role is secondary, suggesting that they bear more responsibility for the care of the household members, and domestic activities.

The task of reconciling of dual work and family roles mostly relies on women's efforts in the Nordic countries, where women's economic activity rates are extremely high. It seems that where part-time employment is more easily available, semi-specialization is preferred. In countries where more than 30% of women had access to part-time employment, the percentage of *man as main provider strategy* couples is higher. The highest levels were reported for the Netherlands for both indicators. Although the percentage of females in part-time economic activities was relatively low in the Mediterranean countries, the proportion of *man as main provider* couples was relatively high. The proportion of *man as main provider* couples in Eastern countries varied although levels of part-time employment for women was always low.

Partners' earnings: a focus on Italy

Italy provides an interesting case study because it is different from other EU countries given the persistence of a high percentage of *man as sole provider* couples. The traditional specialization of partners' in either economic or domestic activities is a household strategy that is still widely adopted by Italian couples. It is associated with the persistence of traditional values and social norms and lack of adequate public policies to facilitate other approaches to reconciling work and family roles. More Italian women than other European women choose to

give up labour market participation in favour of a full-time family role. Such a strategy is widespread and socially accepted.

Effects of partner and household characteristics

The study examined whether partners' and household's characteristics may play a role in choosing the different strategies for allocating family and economic roles in Italy. The variables considered were the woman's age, the woman's education, the partners' relative education levels, number of children, household income and region or residence.

The education level of women and the relative education of partners' were associated with the *man as sole provider strategy*: when the woman's level of education was low, around 48% of couples chose the traditional division of economic roles compared with only 11% if she had at least a university degree. When the woman had a higher level of education than the partner, only 23% of couples chose the traditional *man as sole provider* strategy compared with 42% if she was less educated.

The proportion of couples adopting this strategy fell dramatically as household economic well-being increased. The proportion was also higher (above 50%) in the South and Islands than in the rest of Italy.

The proportion of couples choosing the *man as main provider strategy* to divide the economic role between them increased with the number of children. It seems that as the number of children requiring care and economic support increased, reconciling the work-family roles became increasingly difficult and contributions were required from both partners to meet the economic needs of the household. The complete specialization of their activities and responsibilities in the traditional gender roles strategy of *man as sole provider* was not feasible for these couples.

The proportion of couples adopting the *man as main provider* and *equal provider* strategies increased with the woman's educational level and household's income. This suggests that these dual-earner strategies are preferred where

the women have invested in their human capital and have good potential in the labour market.

Woman as main provider strategy was rarely adopted in Italy but was more common where the woman was highly educated, where the woman had more education than the partner, and also in the highest fifth of household income distribution.

Woman as sole provider was extremely rare in Italy. It was largely confined to the poorest fifth and in the South and Islands region.

Man as sole provider compared with dual-earner strategies¹⁴

Logistic regression was used to contrast *man as sole provider* households with *dual-earner* households in order to examine the simultaneous relationship between the couple's characteristics (woman's age, difference of age between the partners, type of union, as well as the couple's characteristics) and the strategy adopted by the couple to meet their work and family responsibilities.

Couples adopting a *man as sole provider* strategy rather than a dual-earner strategy were characterized by women aged 45-54 years, an age difference between partners of more than 5 years, low education for the woman who was also less educated than the partner, and being in a marriage rather than a consensual union. Higher household income also increased the likelihood that the couple were using the *man as sole provider* strategy. This traditional gender role specialization was also more common in the South and in the Islands.

Man as main provider & woman as main provider compared with equal provider strategies

A multinomial logistic regression was used to contrast *man as main provider* & *woman as main provider* households with *equal provider* households

The main differences between these two household groups was the partners' relative education and household economic well-being.

In *man as main provider* households the woman was less educated, there were more children, the household had either low or high levels of income, and was located in the South or in the Islands.

In *woman as main provider* households, the woman was older (35-44 years, or 45-54 years), was better educated than the partner and the household had low levels of income.

Conclusions

The distribution of dual earner couples in the EU varies among countries. The main difference observed in this study was in relation to the traditional *man as sole provider (breadwinner)* strategy where the woman is devoted to domestic activities while the man is responsible for meeting the household's economic needs. This strategy was widely adopted in Mediterranean countries but was much less common in Nordic countries.

In Italy, a Mediterranean county, households in which the woman had low levels of education and there were more children, the couples were more likely to adopt a *man as breadwinner* strategy. These couples also often experienced lower levels of economic well-being.

¹⁴ *Man as main provider* and *equal provider* strategies.

Case study 10: Measuring violence against women and men through victimization surveys

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Until 1988 data and statistics on gender-based violence were not collected by the Canadian statistical system. Data collection on violence against women and men in Canada evolved from two self-reported victimization surveys, the General Social Survey on Victimization (GSS) 1988 and the Violence against Women Survey (VAWS) of 1993.

General Social Survey on Victimization

The GSS, Canada's leading population-based survey instrument on social trends and emerging issues is conducted annually and focuses on a different issue each year. The issues covered include victimization, time use, caregiving and care-receiving, families, social identity, and giving, volunteering and participating. The GSS on victimization is a phone survey conducted every five years since 1988 to a target population of women and men aged 15 years and older in Canada, excluding full-time residents of institutions. In 2009, 19,422 interviews were obtained with a response rate of 61.6%.

The GSS on victimization has developed and expanded with each cycle. The 1993 GSS produced improved measures of sexual assault. In 1999 a special module to measure spousal violence was developed and is now repeated in every cycle. In 2004 a special module on criminal harassment/stalking was added, and in 2009 cybercrime and experiences of victimization before the age of 15 were covered for the first time. The 2014 cycle expanded questions on victimization in childhood and added new questions on dating violence, sexual violence, and witnessing spousal violence as a child.

Violence against Women Survey

The 1993 VAWS, a one-time sample survey sponsored by the Health Department, grew out of the GSS on victimization and was designed to fill in data gaps on spousal violence that had

emerged from the GSS. The target population was all women 18 years of age and over in Canada, excluding those living in the northern territories and full-time residents of institutions. A total of 12,300 phone interviews were obtained with a 54% response rate. The VAWS produced the first ever Canadian indicators of spousal violence against women covering prevalence, severity, risk factors and reporting to police. It also obtained data on three other forms of violence against women: dating violence, threats and violence by strangers, and sexual harassment.

Lessons from the VAWS 1993

Consultation with stakeholders and potential critics

Early and transparent consultation with stakeholders and potential critics is essential to ensure the utility and relevance of the data.

Use recognised definitions for measuring social phenomenon

Recognised definitions, such as those existing in the criminal code, should be used where possible to ensure the comparability and accuracy of results

Collect data from both spouses

Violence against women and spousal violence generally is a gender issue that involves both women and men.

Regular data collection is essential to monitor spousal violence

The VAWS led to recognition of the need to continue to capture data on spousal violence within an existing survey structure, resulting in the development of a module on spousal violence in the 1999 GSS on victimization. The series of questions developed in the module recognised the unique nature of spousal

violence, such as its often repetitive nature over time, and included questions on financial and emotional abuse. These questions are now part of the core content of the GSS on victimization which is repeated every five years. The integration of spousal violence modules within the GSS had no discernible impact on prevalence rates: in 1999, the GSS on victimization found that 3% of women were victims of spousal violence in the previous 12 months, equal to the proportion of women reporting spousal victimization (3%) to the 1993 VAWS.

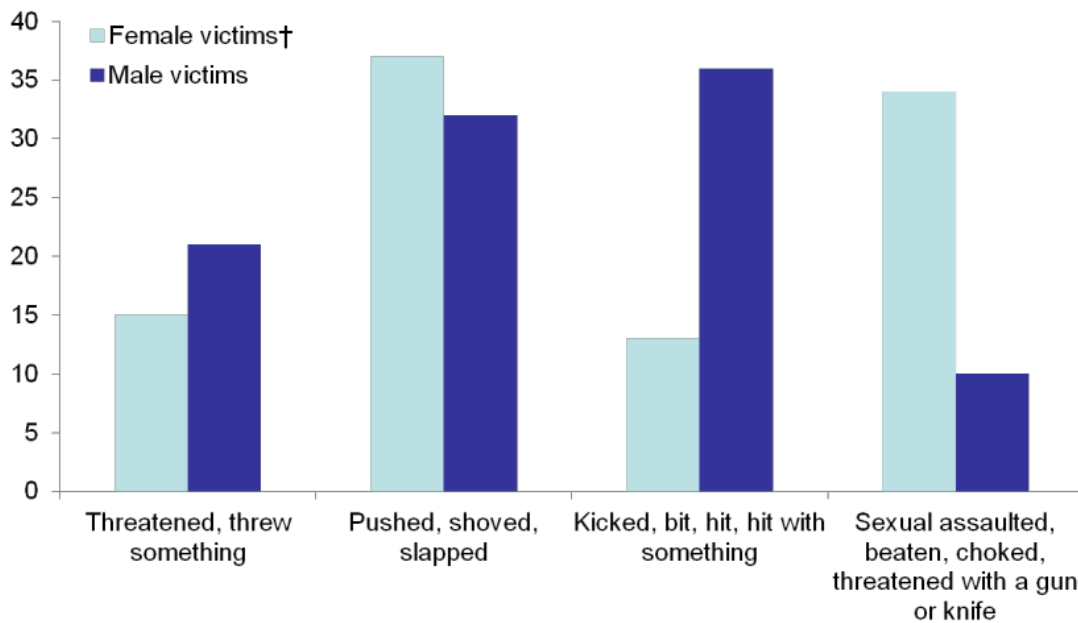
Gender-based analysis is needed to better inform policies and programmes

Gender-based analysis of statistics that have been defined and collected from a gender perspective is essential for the formulation of effective policies and programmes to promote gender equality.

Women’s experiences must be contextualised and understood in relation to men

Gender is relational. Women cannot be viewed in isolation. In Canada, the prevalence rates of spousal violence against women and men are similar, but women are more likely to experience severe forms (Figure 2).

Figure 2: Both women and men experience spousal violence but women are more likely to experience severe forms (GSS on Victimization, 2009)



Future directions

Statistics Canada is now exploring the possibility of internet based collection for the GSS on victimization. Other cycles of GSS have begun mixed mode collection, with both telephone and internet-based options. However, online data collection for the GSS on victimization raises two concerns: the safety and security of

victims of spousal violence and the impact on trend analysis. A pilot survey is currently testing the feasibility of internet-based data collection for victimization incorporating an escape button as a security safeguard. Statistics Canada is also linking population-based and administrative data to further strengthen analysis and address information gaps.

Part IV Summary and conclusions

Lorraine Corner, Editor

Participants at the ESCAP-ECE-ESCWA inter-regional workshop that gave rise to this collection of good practices were invited to present their experience of a good practice in gender statistics. A good practice in statistics is defined as one that adheres to the Fundamental Principles of Official Statistics, involves users and producers, is cost effective, sustainable and where the practice, objectives, processes and outcomes are replicable and adaptable.

The collection is introduced by an overview of the development of gender statistics in two countries, Canada and Italy, followed by eight case studies of good practices in the collection or dissemination of gender statistics and two case studies of gender analysis of statistics. The case studies cover a range of good practices: the role of the legal framework in Armenia, using administrative records in Palestine, engendering the 2006 Population and Housing Census in Maldives, developing a harmonised set of gender indicators in Moldova, new sources of gender statistics in Morocco, strengthened coordination for gender statistics in China and dissemination of gender statistics in both Georgia and Moldova. The case studies of gender analysis of statistics (Italy and Canada) involved the use of new sources or gender statistics.

Although good practices in statistics should be replicable or able to be adapted to a different context, it is important to note that a practice that is “good” – i.e. effective – in one setting may not be good in another. The institutional contexts within which national statistical offices operate vary from country to country, and arrangements and support for gender statistics vary even more. Cultures also differ across countries and organisations. In an effort to capture some of these dimensions of good practice, the collection addresses the role of organisational arrangements and the institutional environment in the success of the practice. How was the practice implemented? What managerial or administrative processes or procedures were involved? What factors

contributed to the success of the practice, what challenges were encountered and how were they overcome? What remains to be done and what are the limitations of the practice?

Institutional and organisational support for good practices

Legal and planning frameworks and administrative designation of responsibilities

The Canadian case study shows the importance of legal and planning frameworks for the development of gender statistics. The pledge to implement gender-based analysis in all federal departments and agencies in the 1995 Federal Plan for Gender Equality created a demand for gender statistics and for training on their use. Having strong legal authority for data collection was also an important factor in the Palestinian case study on using administrative data on women’s participation in local government to continuously monitor the status of women. The relevant data is held by the Ministry of Local Government, while the Palestine Central Bureau of Statistics is responsible for gender statistics. However, the General Statistics Law 2000 is very clear: the Bureau has the authority to access administrative data for statistical purposes. As a result, the Ministry was obliged to negotiate with the Bureau and solutions to the challenges they each faced were able to be resolved.

Coordination mechanisms

In Palestine, three existing mechanisms for coordination and cooperation - Memoranda of Understanding (MOUs), a ministerial decree on harmonising statistical terms, and the gender units in all government institutions - facilitated coordination. This helped the Ministry of Local Government and the Palestine Central Bureau of Statistics to cooperate in finding ways to use administrative data on women elected to or employed in local government to monitor changes in women’s status.

The inclusion, coordination and active participation of a wide range of stakeholders was perhaps the most important factor in the ultimate success of the VAW and time use surveys in Morocco. It ensured the relevance of the data, created high visibility, and generated potential demand from many sectors and agencies that otherwise had limited exposure to these issues. Support from international agencies was also essential: both surveys were funded by UN Women and the MDG-F.

Coordination was the theme of the case study from China where gender statistics is coordinated by an inter-sectoral national working committee made up of member units from ministries. With members from all the key ministries and technical support from the NBS, the committee has been able to achieve important advances in gender statistics, including increased availability of sex-disaggregated data, increased awareness of gender statistics and National Bureau of Statistics' technical support on gender statistics for departments and for gender statistics activities at the provincial level.

Designation of appropriate responsibilities, usually by the statistics administration, was often important in facilitating cooperation and coordination. For example, in Georgia the Social Statistics Division was responsible for coordinating gender statistics activities while the other divisions were responsible for providing content. All divisions providing sex-disaggregated data and gender statistics were required to participate in gender statistics activities.

High level policy support

Institutional support from the highest levels of the statistical system was essential for development of an integrated approach to gender, e.g. as in Italy, while collaboration with policy makers was important in building support. However, despite much progress, gender is not yet well integrated into some areas of data production.

Support from international agencies

Support from international agencies enabled the National Bureau of Statistics in Maldives to agree to engender the 2006 Population and Housing Census. An existing UNFPA project was revised to provide the necessary funding and technical support, while UNFPA and UN-Women (formerly UNIFEM) networks were mobilised to provide technical support.

Technical support

Several case studies highlighted the importance of access to technical support, sometimes from national sources, but often through international agencies. For example, the process of engendering the Maldives Population and Housing Census benefitted greatly from being able to share the experience that Nepal had gained in engendering its 2001 National Population Census through the auspices of UNFPA.

Communication with users

While producing better gender statistics is important, putting them into the hands of users and potential users is essential. Following negative user feedback, Georgia and Moldova both improved communication between users and producers and developed more user-friendly ways of disseminating gender statistics. GeoStat Georgia organised user-producer dialogues to improve communications, which led to the collection of all gender statistics indicators under a single link on the GeoStat web site and user participation in evaluating data for GeoStat publications. Users assess whether the data meets their needs and suggest changes or additions to be included in new publications where possible.

In Moldova, the National Bureau of Statistics has also established special mechanisms for communications with users. These include user-advisory groups, an annual consultation board, an inter-ministerial working group made up of gender focal points, and user satisfaction surveys. The dedicated gender statistics user survey in 2008 revealed that many users and

potential users did not understand gender statistics or how to use them, resulting in capacity-building workshops for users being included in the dissemination strategy.

Gender analysis of new sources of data

Where a gender perspective has been integrated through all aspects of a data set, gender analysis of the data can potentially produce new insights into gender and gender relations. Partners' economic roles are an important dimension of gender roles. Using the EU-SILC 2008, data on the individual partners' contributions to couples' earnings were used in a study from Istat in Italy to examine the different strategies couples use to allocate economic and domestic roles between them.

Gender in statistical systems

In the process of describing good practices and the role of institutional factors in their success, the case studies also provided important perspectives on the role of gender in statistics and statistical systems.

Sex-disaggregation does not equal gender statistics

In some case studies it was apparent that gender statistics are still widely identified with sex-disaggregated statistics. However, others made it quite clear that disaggregating data that was defined, collected, compiled and disseminated without reference to gender does not produce gender statistics and such data cannot be used for gender analysis. If gender differences or gender issues were not part of the original data collection process, then gender cannot be revealed simply by separating males and females.

Gender statistics require new kinds and sources of data

Some of the good practices sprang from the recognition that gender analysis requires different kinds of data on topics and issues that were not covered in most statistical systems. Gender statistics activities often started from a

realisation that the existing statistical system had no data on many gender issues, women's issues and important aspects of women's lives. The identification of data gaps in the existing statistical system led Italy to begin work on gender in statistics with the collection of new kinds of data. The inability of existing data sources and methods to produce the data required for gender analysis, specifically valid data on women's labour force participation, led the Maldives to engender the 2006 Population and Housing Census. Integration of a gender perspective in the Maldives census yielded new data on subsistence production and time use and provided more complete data on women's activities in and outside the labour force.

The limitations of existing data were addressed in a different way by Moldova. The development of a harmonised set of gender indicators was instrumental in identifying data gaps for gender. Users selected an initial draft set of 209 indicators of which only 101 were available while 53 could be collected relatively easily. The process led to the inclusion of gender-related data collection in the National Program for Gender Equity 2010-2015, thus contributing directly to filling some of the data gaps.

Morocco also focused on collecting new kinds of gender data on violence against women and new data on time use. The available administrative data on gender-based violence was limited in quality and coverage, under-reporting was widespread and the data lacked the depth required to develop effective policies. Women's unpaid contributions to society and the economy were invisible and important aspects of gender inequality were hidden because no data was available. The violence against women survey has had a major impact on perceptions of the prevalence and the social and economic costs of violence against women in Morocco. The results have been widely disseminated and have generated major debates within the media and among stakeholders. Women's non-governmental organisations are using the results to raise awareness and support advocacy for improved policy responses.

Engendering statistical systems

Statistical systems need to produce data that captures gender issues and gender differences to support gender analysis. In order to do this, systems need to provide appropriate institutional arrangements for the routine collection and dissemination of gender statistics and gender indicators. The case studies in this collection demonstrate that this has not yet been achieved in most statistical systems. Gender statistics remain a largely peripheral program in most statistical systems. Data collection on gender issues is largely ad hoc, funded by international agencies and often dependent on external technical support.

Statistical systems also need to produce data of quality. The Maldives case study on engendering the 2006 Population and Housing Census shows that, in order to collect quality data, systems need to take into account the effects on the data of gender differences among respondents and interviewers. The Italian case study goes further to argue that a gender perspective must be integrated through all areas of statistics, all statistical processes and all data, including areas and data not specifically focused on gender. However, it is clear from the case studies that, although most statistical systems are able to provide sex-disaggregated data and statistics on a limited range of gender issues, they are not yet engendered.

