



UNITED NATIONS

الاسواق

ESCWA

# Development of National Gender Statistics Programmes

## Conceptual Framework

**Economic and Social Commission for Western Asia**

# **Development of National Gender Statistics Programmes**

Conceptual Framework



© 2017 United Nations  
All rights reserved worldwide

Photocopies and reproductions of excerpts are allowed with proper credits.

All queries on rights and licenses, including subsidiary rights, should be addressed to the United Nations Economic and Social Commission for Western Asia (ESCWA), e-mail: [publications-escwa@un.org](mailto:publications-escwa@un.org).

The findings, interpretations and conclusions expressed in this publication are those of the author(s) and do not necessarily reflect the views of the United Nations or its officials or Member States.

The designation employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

Links contained in the present publication are provided for the convenience of the reader and are correct at the time of issue. The United Nations takes no responsibility for the continued accuracy of that information or for the content of any external website.

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

United Nations publication issued by ESCWA, United Nations House, Riad El Solh Square, P.O. Box: 11-8575, Beirut, Lebanon.

Website: [www.unescwa.org](http://www.unescwa.org).

# Acknowledgments

This paper presents a conceptual framework for the development of gender statistics programmes. It is based on the results of discussions on the development of gender statistics programmes in Arab countries, which took place at a workshop held in Istanbul, Turkey, from 19 to 21 May 2015. The workshop was held as part of the “Interregional cooperation to strengthen capacities to measure progress in achieving gender equality and women’s empowerment” project, with the aim of strengthening the capacity of national institutions in selected Arab countries to improve the quality of data and statistics needed to monitor progress in achieving gender equality and women’s empowerment. The project was funded by the United Nations Development Account for the period 2012-2016.

This document benefited from the diligent work of Ms. Neda Jafar, coordinator of the draft and Head of the Statistics Policies and Coordination Unit within the Statistics Division at the Economic and Social Commission for Western Asia (ESCWA), and from the work of a panel of experts who reviewed the document, provided valuable suggestions and enriched the content. Particular mention goes to Mr. Nurredine Ibn Sina and Ms. Bushra Bouzayny (Morocco), Ms. Manal Sowaidan (Jordan), Ms. Suhad Ibrahim and Mr. Azhar Al Allaq (Iraq), Ms. Arab Ferchichi (Tunisia), Ms. Wafa Majid (Egypt), Ms. Tammy Abdul Hadi (Egypt), Ms. Mayassa Al Balushi (Oman), and Mr. Ashraf Hamdan (State of Palestine). Ms. Dina Karanouh has also contributed to the revision of the successive drafts.



# Contents

## **P. 3 Acknowledgments**

## **P. 7 Background**

### **P. 9 The Enabling Environment**

- P. 9 A. The enabling environment: a definition
- P. 10 B. Administrative and political support
- P. 11 C. Alliance building
- P. 15 D. Statistical legislation
- P. 17 E. Administrative organization
- P. 20 F. Skills and capacities
- P. 21 G. Finance and financial arrangements
- P. 22 H. Cultural and social acceptance

### **P. 27 Gender Statistics Programme**

- P. 27 A. Definition of gender statistics
- P. 28 B. International instruments
- P. 29 C. Regional instruments
- P. 29 D. Planning within the constraints of available resources
- P. 31 E. Compliance of goals of national programmes with international instruments
- P. 32 F. Identifying programme components
- P. 34 G. Assessment of performance of current programmes
- P. 37 H. Challenges

## **P. 39 Conclusions**

## **P. 41 Endnotes**

## **P. 42 Other Readings**



# Background

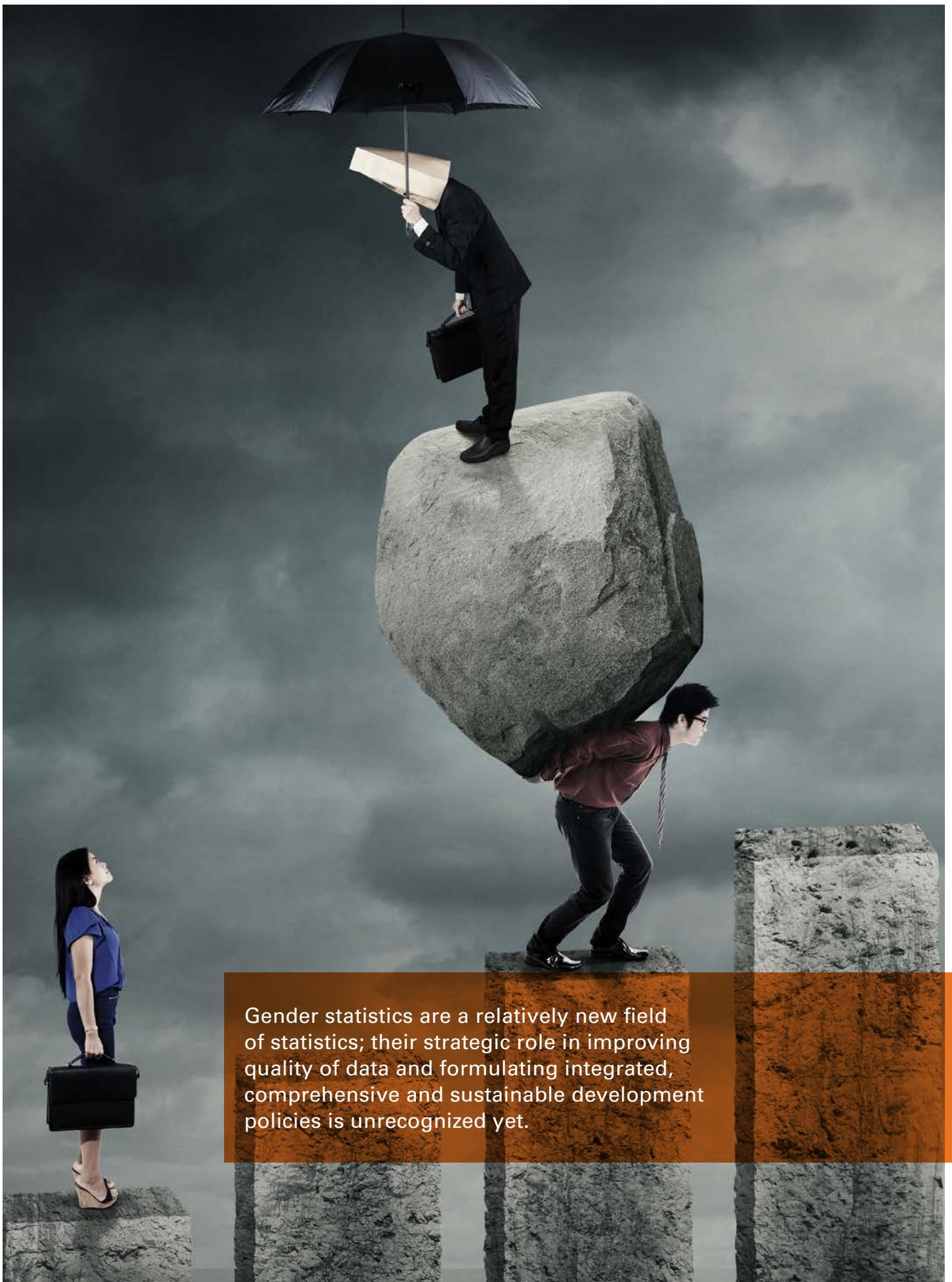
Recognition of the need for achieving equity between women and men, and of its strategic importance in socioeconomic development, has led to a substantial increase in demand for gender-related statistics, and monitoring and planning indicators. Throughout the world, significant efforts and resources have been invested in developing gender statistics. However, major gaps, such as lack of, or deficiencies in, data on gender equality, persist.

Based on the relevant global and regional frameworks, the Economic and Social Commission for Western Asia (ESCWA) has carried out, within the “Interregional cooperation to strengthen national capacities to measure progress in achieving gender equality and women’s empowerment” project, a series of activities in support of the States that have been developing their national frameworks. Preparation of such national frameworks has involved assessing existing gaps in national gender indicators to facilitate developing national programmes for improving gender statistics, through

the measures and actions recommended in this document.

The document consists of two parts. The first addresses the fundamental elements of developing gender statistics programmes, and the measures and actions necessary for creating an effective enabling environment conducive to identifying and meeting the needs of stakeholders, through providing administrative and political support, forging alliances, enacting legislations and facilitating the integration of gender statistics into the administrative statistical system.

The second part of the document dwells upon the development of a road map for gender statistics programmes based on national, regional and international instruments and frameworks, within the constraints of available resources, in an effort to determine national activities and outputs. The document also presents a number of national good examples on gender statistics from Egypt, Iraq, Jordan, Morocco, Oman, the State of Palestine, Qatar, and Tunisia.



Gender statistics are a relatively new field of statistics; their strategic role in improving quality of data and formulating integrated, comprehensive and sustainable development policies is unrecognized yet.

# 1. The Enabling Environment

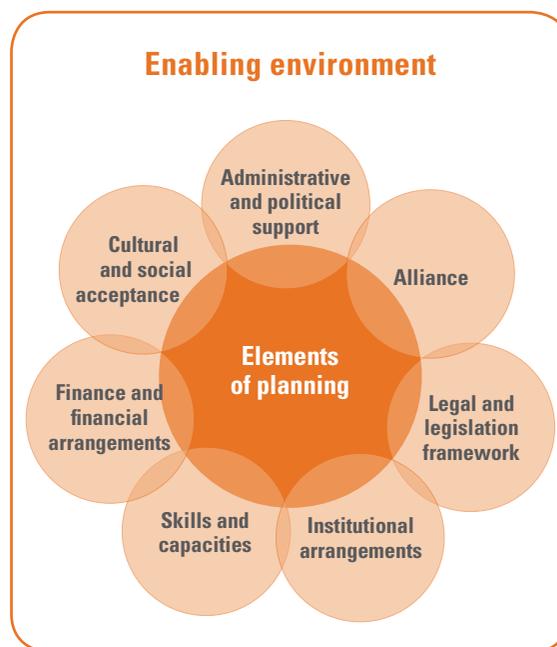
## A. The enabling environment: a definition

Generally, in many States, the field of statistics does not always enjoy the moral, political and financial support it deserves as a resource for strategic planning, decision-making and good governance.<sup>1</sup> Moreover, being a relatively new field of statistics, gender statistics are jeopardized by lack of awareness of their strategic role in improving statistics in general, and in formulating integrated, inclusive and sustainable development policies.

While the importance of achieving equity between women and men has long been recognized in some States, in others, this is a relatively recent phenomenon. Yet, developing gender statistics programmes is contingent upon recognizing the importance of gender equity as a central issue in socioeconomic development.

Assessing a particular office of statistics entails reviewing the enabling environment for gender statistics programmes and its effectiveness in identifying and meeting stakeholders' needs. Hence, it is important to consider the contributing factors for the creation of an enabling environment.

Experience of various countries indicates that national-level planning initiatives are more successful when a higher level of political and administrative support is attained. However, in the absence of appropriate national legislation and regulatory frameworks, it is difficult to effect sustainable improvements in gender programmes.



Institutional capacities, statistical skills of staff, financial arrangements and availability of resources are key elements in developing gender statistics. Moreover, cultural and social acceptance of gender statistics programmes aids successful implementation.

Development of gender statistics and their integration into general statistical processes need to take into account the level of development of the office of statistics concerned and the type of its management. For example, a decentralized system may render coordination and the building of alliances all the harder, but may facilitate understanding and meeting customer needs. In what follows, the elements of an enabling environment are discussed and some examples from national experiences are provided.

## Administrative and political support in Morocco

In 2002, Morocco adopted a gender-responsive budget, through developing a strategy, designing the requisite tools and technical manuals, and training staff in mainstreaming gender in budgets. In 2005, Morocco began issuing an annual report on the gender-responsive budget; a vital tool in ensuring accountability and good governance in budget appropriations, based on monitoring needs and analysing impact and results through a database of efficacy indicators. Twenty-seven sectors adopted this instrument, representing more than 80 per cent of government budget. Subsequent to the reform of the regulations of the 2014 finance act, integration of the gender perspective has been institutionalized in programming and planning in all ministerial departments and state institutions. Thus, government is legally required to integrate the gender perspective in all stages of budget preparation.

Political support in Morocco for the gender perspective is part and parcel of the efforts to assess public policies on the basis of gender equality and human rights. The 2011 Constitution has enhanced the institutional framework, strengthening the horizontal approach to gender issues and consolidating the complementarity of gender interventions and thus the homogeneity of public policies, with significant positive effects on various community groups, particularly women.

In addition to the principles of efficacy and accountability governing preparation and implementation of public policies, constitutional bodies, particularly advisory ones, such as the Economic and Social Council, the National Council for Human Rights, the National Observatory on Violence, and the Equity and Reconciliation Commission, contribute to the reinforcement of political and institutional support for equality issues. Additionally, a newly established Ministerial Equality Commission is tasked with monitoring and assessing gender equality.

## B. Administrative and political support

Effectiveness of gender mainstreaming is contingent upon a firm commitment by top management of the national office of statistics, along with the requisite understanding of the role of gender statistics in improving statistics in general, since it intersects with all social and economic statistics. In addition, gender statistics enable decision makers to make richer and more integrated analyses in support of policymaking to promote gender equality.

High-level management has the power to redirect all sectors towards integrating the gender perspective in all statistical processes, introduce new data collection methods, secure resources for the gender statistics programme, and bring about administrative change. This may require obtaining support

from the ministry of finance and/or planning or the central bank, which are the primary users of statistical data, for developing statistics in general, and gender statistics in particular. Both these stakeholders ought to be encouraged to intensify their interest and to participate in workshops on preparation of gender-sensitive budgets.

Consolidating the concept of gender as an issue of comprehensive development and human rights requires directing society towards achieving gender equality and surmounting obstacles, such as attitudes and practices sharpening disparities between sexes. Some States use certain events to raise awareness of gender, advocating its incorporation in all activities (e.g. in Egypt during the celebration of African Statistics Day in 2013).

Consolidation of this concept also requires holding information sessions for top decision

## Publicity campaigns

**Iraq** — weekly article on gender statistics published in the Ministry of Planning journal addressing gender issues in society.

makers on the role of statistics in presenting gender issues, alongside technical training of producers and users of data, with the aim of amending survey forms or administrative records, improving concepts and definitions, and planning to integrate gender statistics in all statistical processes. Some States have taken the following actions:

- Organizing mass publicity campaigns and dissemination of information through available media, while supporting mass

media activities that promote gender equality at all levels;

- Organizing seminars and conferences at all levels to introduce gender as a development issue that is instrumental in the advancement of society;
- Consolidating the concept of gender in institutions and bringing about the required administrative changes necessary for integrating gender in their activities, and supporting the work of research institutions on women and gender.

## C. Alliance building

Developing new gender statistics programmes, or improving existing ones, requires building and sustaining alliances

## Alliance building

The following are examples of special agreements or memorandums of understanding with partners or users in a number of Arab countries:

### Iraq

Official government agencies and civil society organizations, ESCWA, the United Nations Population Fund, and the United Nations Development Fund for Women constitute the most effective partners for alliances made by the Central Bureau of Statistics, with health and education being the most prominent areas of gender work.

### Jordan

National actors: National Commission for Women, Ministry of Planning and International Cooperation, National Council for Family Affairs, Jordan Hashemite Fund for Human Development, Jordan Forum for Business and Professional Women, and Queen Zein Al Sharaf Institute for Development.

Regional actors: ESCWA and Arab Women Organization.

International actors: United Nations Development Fund for Women and United Nations Statistics Division

### Morocco

Constitutional and advisory bodies: the Economic, Social and Environmental Council, the National Council for Human Rights, the High Authority of Audio-visual Communication, and other government bodies, such as the Inter-Ministerial Delegate for Human Rights, with the private sector, the General Federation of Contractors (including the Association of Women Entrepreneurs of Morocco), as well as with associations and the civil society, particularly those working on empowerment of women/human rights/women and children rights.

Researchers at universities or research centres: holding regular meetings and forming working group to monitor their needs and develop a work programme for providing technical support for producing joint reports and for setting and issuing specific indicators that are better responsive to the needs of various users.

both within and outside the national statistical system.

To facilitate regular communication and alliance building, it is important to develop a list of those who join, or are willing to join, the office of statistics in achieving the goals of the gender statistics programme. Equally importantly, statisticians and external partners need to appreciate mutual needs and reach a common understanding of important issues. While meeting all expectations of external partners may be neither possible nor necessary, it is important to reduce misunderstandings to the maximum extent possible. Moreover, unrealistic promises to users should be avoided. In most cases, users do not fully understand the efforts needed to produce what they require.

A key success factor in planning is to ensure participation of various stakeholders in ways that correspond to their interests and communicate with the various groups before and during planning activities. The plan or strategy itself ought to be participatory and inclusive, as both participation and inclusivity confer a sense of ownership and are essential for ensuring appropriate, effective and motivating results. Among the principles of the

participatory approach is respect for local knowledge and competencies, ensuring that stakeholders not only participate in taking decisions, but also influence the process itself, which is one of learning and engaging alternative positions, while tapping into the comparative advantages of varied special and technical competencies.

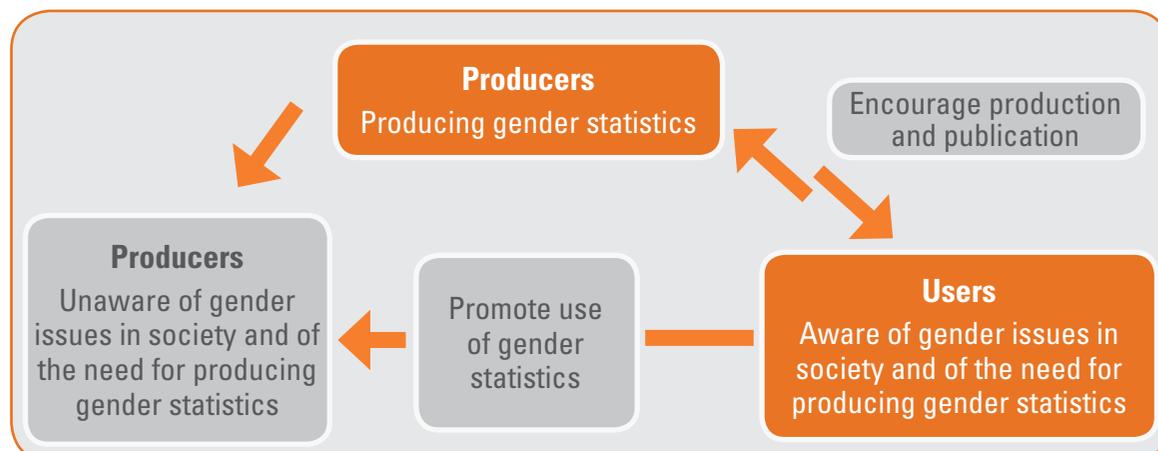
## 1. Users

Endeavouring to meet the needs of active users motivates the production of statistics and stimulates debate, which in turn arouse the interest of non-active users, encouraging them to enquire and request data of interest.

When working with partners, it is important to build strong relationships to ultimately achieve the desired goals. The three categories of stakeholders, experts, users and producers, play important roles as advocates, sponsors, partners and change promoters.

Of paramount importance is building alliances with experts from ministries, the parliament, non-governmental and international organizations, the private sector, research centres, universities and others, to benefit from their varied expertise.

## Producers and users of gender statistics





Primary users fall into five categories: public or non-governmental organizations (NGOs), organizations concerned with women, the media, decisionmakers (planners and policymakers), and researchers; in addition to international and regional stakeholders, such as the Statistics Division at the United Nations, ESCWA, United Nations agencies (e.g. the International Labour Organization, the United Nations Population Fund and

### Checklist 1. Meeting users' needs

- Who are the users of gender statistics in your country?
- What are the objectives of meetings (prior to event and/or after)?
- How many times has each group met?
- What are the products that are aimed at meeting the needs of each category of users?
- Do you have an evaluation mechanism to get feedback from each group of users? How did this mechanism help improve gender statistics?

| Stakeholders                  | Meeting prior to event | Meeting after event | Outputs |
|-------------------------------|------------------------|---------------------|---------|
| The public/NGOs               |                        |                     |         |
| The media                     |                        |                     |         |
| Decision makers               |                        |                     |         |
| Researchers                   |                        |                     |         |
| Other actors (please specify) |                        |                     |         |

### What are the activities directed at users?

- Adopting indirect approaches to gender statistics.
- Identifying partners and potential users, while recognizing different levels of statistical complexity.
- Entering into discussions with users to understand their responsibilities, the statistics they currently have access to and the tools that could facilitate their tasks.
- Determining the role of partners in the evolution of the gender programme.
- Analysing gender-programme strategy documents, other national development plans, parliamentarians' reports, the Millennium Development Goals, the United Nations Plan of Action on Development, and programmes of donor States, etc.
- Reviewing reports of international, regional and national commissions to collect statistical information.
- Raising awareness of users and guiding them in identifying their needs.
- Establishing methods for dealing with ministers and other users.
- Contacting other actors (such as national experts at ministries).
- Forming a ministerial committee of users and producers, led by a senior chairperson, with technical working groups or task forces for key areas.
- Holding a forum and workshops.
- Holding meetings of users and producers to produce statistics, conduct surveys and distribute reports.
- Carrying out individual discussions with most important users and continuous dialogue.



## D. Statistical legislation

Statistical legislation (acts, laws and decrees) is a sine qua non for establishing an effective statistical system. Such legislation establishes and protects the statistical system, defines the roles and responsibilities of various actors, and organizes information collection and management of national statistics. Moreover, a strong legal base protects confidentiality and ensures impartiality and objectivity. Most developing countries have statistical legislation. However, some such legislation is outdated or no longer reflects current realities. Many also preceded the Fundamental Principles of Official Statistics, adopted by the United Nations, and hence fail to emphasize, among other things, professional independence and objectivity of official statistics.

Several statistical legislations are liable to come into conflict with the rules and regulations governing statistical work in certain ministries and governmental sectors, especially if the nominal authority provided in the legislation over the statistical systems is not reinforced by clear procedures in order to implement this authority, hence the need for ensuring overall congruence. Moreover, having effective statistical legislation is not sufficient by itself; for it should also be implemented rigorously. In fact, some developing countries have strong statistical legislations, but statistical institutions do not express themselves, and are unable to enhance their authority or lack the will to do so.

A large number of national statistical systems suffer organizational and institutional problems, including inadequate statistical legislation; poor performance of the national office of statistics; lack of coordination, cooperation, and information sharing among staff; and inadequate infrastructure. This is manifested in a distinct lack of effective leadership and management,



“A common finding in the International Monetary Fund (IMF) technical assistance report is that the statistical legislation that exists is not being implemented such as with respect to the assessment of penalties for non-response to requests for statistical information or the regular convening of coordinating bodies”.

Morrison, Thomas K., “The legal framework for official statistics”, in *Statistical Organization*, Bloem and Khawaja, eds. Washington, D.C., IMF, (2001).

### Examples of statistical legislation in Arab countries

**Iraq:** The new Statistics Act, which stipulates in chapter II/article 3 «adoption of a gender perspective in statistical studies, surveys, data and annual reports, and their use for statistical purposes», and the National Strategy for the Development of Statistics.

**Tunisia:** The National Statistics Council Act, which requires disaggregation by sex of statistical data by all statistical-information producing bodies.

limited numbers of national statistical officers (limited budgets), and a low level of performance.

## Examples on statistical legislation in Europe

**European Community:** The European Community Treaty includes thirteen Directives on gender equality in employment, social security and goods and services. Moreover, there is in each Member State a unit tasked with monitoring implementation of this legislation, and with enacting legislation addressing emergent issues relating to gender equality.

**Italy:** The draft law outlines the requisite provisions of gender statistics, with the aim of highlighting gender disparities and ensuring readability of data on both sexes.

**Spain:** The official Statistics Act/article 20 has been amended to provide for «adaptation of statistics and reports» to gender mainstreaming and monitoring in all statistics, in addition to including it among the leading five priorities of the National Statistical Plan 2009-2012.

**Sweden:** Functions and mandate of the gender unit:

- Monitoring the statistical requirements needed for demonstrating gender equality;
- Assuming the role of initiator, coordinator and producer of new ideas in this area;
- Being responsible for internal and external information in gender statistics;
- Organizing the marketing, compilation and presentation of gender statistics if mandated.

Some countries have affirmed their commitment to ensuring that the gender perspective is integrated into their national statistical system by incorporating it into the legal framework. For example, in its gender equality law, Ukraine promotes gender statistics, and South Africa refers in its statistical law to the need for gender-relevant data, while other countries refer to the need for gender statistics in their national statistical plans, with the level of detail in such provisions differing from country to country.

Specific gender statistics laws may also be enacted to give prominence to gender disparities visible and ensure readability of data on both sexes. The law may contain detailed requirements for gender statistics in various areas, as well as the general requirement that all official statistics be sex-disaggregated. The law may articulate the resources that require sex-disaggregated data, such as population censuses, and business, agriculture, industry and services registries. It may also specify the frequency and the domains where sex-disaggregated

data are needed, including areas where the gender perspective is more relevant, such as violence, unpaid work, health and behaviour. The law may also provide for establishing a consultative committee for gender statistics (e.g. the draft law in Italy).

Moreover, legislation on gender mainstreaming may incorporate the principle of protection of identity and confidentiality of information provided by respondents, and the requirement of classifying data by gender, disability, region and socioeconomic features (as in the case of South Africa).

In the European context, there has been legislation on gender equality ever since the creation of the European Community in 1957. The Treaty includes legislation on gender mainstreaming (articles 2 and 3), equality between women and men in matters of employment and occupation (article 141), and prohibition of sex discrimination within and outside the workplace (article 13). European Community legislation currently includes thirteen directives<sup>2</sup> on gender

equality in employment, social security, and goods and services. These articles and directives are mandatory for all Member States and provide a legislative basis for programmes and policies in aid of equal involvement of women and men in all social spheres. Moreover, in each Member State, a specialized unit is tasked with monitoring implementation of this legislation, as well as enacting legislation addressing emergent issues relating to gender equality.

In March 2007, the Spanish Parliament enacted a new basic law on effecting equality of women and men (3/2007). Article 20 (“Adaptation of statistics and reports”) made an important contribution to official statistics by stipulating that mainstreaming gender effectively in the daily activities of all public services entails that all statistics and reports must include:

- Variables disaggregated by sex;
- New indicators that facilitate a better understanding of the values, roles, conditions and needs of women and men;
- Indicators that can help monitor other variables that may affect gender discrimination;
- Additional samples to guarantee that all segments of society can be analysed through sex-disaggregated variables;
- Information on conditions, aspirations and needs of women and men;
- Statistical definitions involving gender mainstreaming.

In consequence of the entry into force of this new law, the Office of Statistics has been required to produce an annual report on developments and challenges. Moreover, the main vehicle for statistical planning in the country, the National Statistical Plan, which is adopted every four years, cites adapting official statistics to gender mainstreaming as one of the five leading priorities of the 2009-2012 Plan.

## E. Administrative organization

### 1. Location of the gender statistics unit within the organizational structure

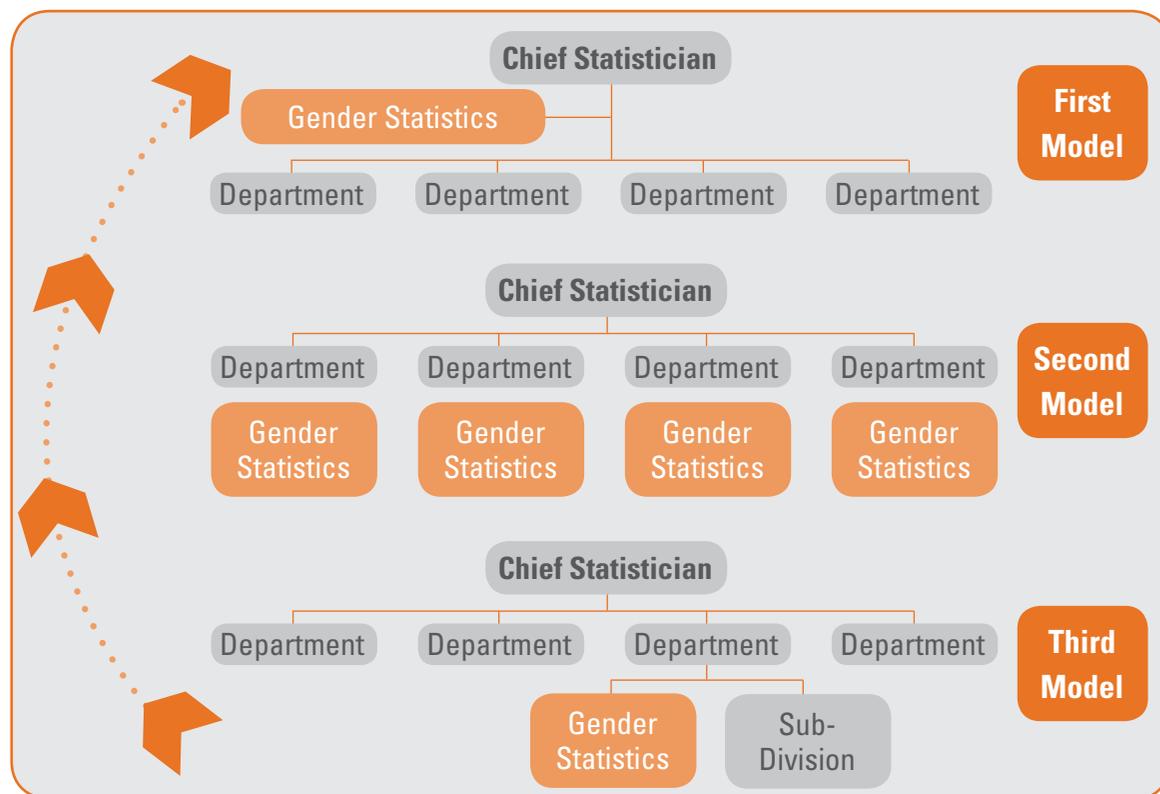
Gender statistics are integrated into the national statistical system in various ways, including by where the gender statistics unit is placed within the statistical system; a matter that has a direct impact on its reporting lines and prerogatives. Three placement models exist: reporting directly to the chief statistician, or being integrated in all statistical domains, or as subunit of a particular division.

Traditionally, the unit is confined to a small part of the statistical system. Often, it is structured in the first phase as a subunit of a division, typically the social and demographic, due to the scarcity of gender-sensitive statistical data (the third model; e.g. Jordan). However, confining it in this way is likely to lead the rest of the system to view gender statistics as merely a social and demographic issue, while integrating the gender perspective into all departments allows for a broader scope<sup>3</sup>.

Another option is to establish an office of gender statistic reporting directly to the chief statistician (the first model, e.g. Iraq). Such model is preferable to the third model, and is usually adopted by more advanced statistical systems that seriously pursue integration of the gender perspective in all sectors, particularly those that need further development, such as the economic sectors.

Some States follow yet another model that falls between the other two. In this latter model, a horizontal system is adopted, consisting of liaison/focal points in each division or statistical domain or of a working group representing various sectors tasked with carrying out specific tasks.

### Location of gender statistics unit within the organizational structure



### Location of the Gender Statistics Unit within the organizational structure of the Department of Statistics in Jordan



### Location of the Gender Statistics Unit in Iraq

The Gender Unit is part of the Department of Human Development Statistics and Technical Affairs, which reports directly to the Head of the Agency who has the authority to mainstream gender in surveys, censuses and other statistical processes.

Clearly, there is not a single ideal solution. Nonetheless, whatever the model adopted, it must cover all statistical domains, for the ultimate goal is to ensure that gender statistics secure appropriate attention from all other statistical fields.

### 2. Organizational issues: focal points

Some lessons can be drawn from current and past experiences in organizing gender

statistics programmes through focal points.

Assigning focal points (or coordination units) can be a good way to start a new gender statistics programme in countries where the national statistical system lacks a gender focus. However, as the gender perspective gets integrated into the system, the role of focal points can change from coordinators to producers who integrate the gender perspective into all stages of collection, production and dissemination of data. Gender units were established in ministries in Iraq and Palestine. For focal points to succeed, the following must be taken into account:

- Gender statistics focal points and related staff should be designated as technical, rather than administrative;
- A single person or small unit should not be expected to have all the requisite knowledge and skills. Hence, organizational support and cooperation by the national statistical system as a whole is a necessity;
- For focal points to be effective, reports should be submitted to senior managers;
- The terms of reference of the focal points or the gender unit need to be clearly understood throughout the organization.

### 3. Sectoral issues: national technical committee

Enhancing statistics depends on the resources allocated to national offices of statistics, which are the core of the system, and the attention given to sectoral concerns. Such offices receive much information through surveys and statistics. However, they are not the only source of official statistics, as administrative records are also major primary sources. Hence, it is vitally important to establish national technical committees on gender statistics comprised of experts from all State sectors, meet the needs for sectoral statistics, enhance capacities and improve the quality of sectoral data.

Many sectoral statistics are of good quality, but suffer certain weaknesses, including:

- Absence of organized statistical functions in some ministerial sectors, with some ministries conducting weak or, at best, joint statistical activities;
- Absence of statistical legislation governing statistics in the various sectors, with such legislation restricted almost entirely to national offices of statistics;

#### Requirements for mainstreaming gender issues into Iraqi government institutions

- Ensuring equal representation of women in political structures, and equal representation of their interests at all levels in planning bodies.
- Providing the requisite human and financial resources in support of the set policies, and determining centres of responsibility for mainstreaming gender issues and implementation of policies, plans, programmes and projects in all bodies, organizations and institutions.
- Focusing action on the frameworks adopted by various organizations, institutions and bodies in planning and policymaking, while placing emphasis on granting women and men equal access to training, promotion and conferences.
- Raising awareness of gender issues of public-sector employees and training personnel in gender or equal opportunity units on planning, monitoring and evaluation from a gender perspective.
- Ascertaining whether actions taken at the various stages of projects implemented by government institutions take gender into account, and mainstreaming gender issues into the methodologies adopted in developing, implementing, evaluating and monitoring policies, programmes and projects.

- Lack of coordination and consistency in production of statistics across ministries;
- Lack of interest in statistics in ministerial sectors, with statistics confined to planning without a special budgetary allocation;
- Limited statistical capacities and inadequate infrastructure, insufficient data coverage, and lack of accuracy, coherence and time regularity;
- Lack of participation of statisticians working in the various ministries in discussions on enhancing capacities, with statistical projects and programmes being limited to the needs of the national offices of statistics.



#### 4. Coordination and harmonization issues

Coordination and harmonization are important factors in ensuring effectiveness of national statistics systems, for they provide a common perception of objectives and targets, and a common understanding of the different roles and responsibilities of the various actors, through dialogue, networking and mutual support with responsibility and trust (integrity and transparency). In particular, coordination and information sharing are essential between data producers and users, with a view to establishing a statistical system based on meeting user needs, without duplicating efforts; thus using limited data production resources more effectively.

To ensure the compatibility of data, minimizing inconsistency and using a common language in defining and calculating indicators, classifications and definitions are key. Information should be shared among data producers themselves, through dissemination of metadata. Furthermore, to improve analysis and dissemination of data and produce consistent analyses that help policymakers and do not cause confusion, cooperation is also essential between data producers, researchers and analysts.

#### Training on surveying economic cost of violence against women in Egypt

The Central Agency for Public Mobilisation and Statistics in Egypt conducted a survey, the first of its kind in the Arab region, on the economic cost of violence against women. The size of the selected sample was 20,000 households from 22 provinces, distributed across urban and rural areas in proportion to the number of households in each province. In cooperation with ESCWA, 143 field researchers were trained in two courses, following a modern training methodology that involved presenting real cases of women exposed to violence. Field crews were then selected and survey forms amended and updated.

#### F. Skills and capacities

Training on gender statistics for statisticians working in different domains is essential to build successful alliances. Moreover, to ensure data accuracy and neutrality, it is also essential to select and train survey workers responsible for collecting gender data or data on women's issues. In addition to briefings and other information sessions for decision makers and the more technical training for producers and users of data,

statistical capacities can be enhanced through training on:

- Guiding principles of gender and their intersection with other domains;
- Concepts and definitions used in defining variables and calculation methods (metadata);
- Data collection and design of forms;
- Communication techniques for engaging respondents to obtain their cooperation and the procedures to be followed;
- The art of interviewing;
- Presentation of results from a gender perspective;
- Advocacy, negotiation and lobbying skills;
- Writing reports, analysis and policy briefs;
- Information technology and database development;
- Compilation of sources, studies and websites to serve employees;
- Writing survey/census manuals and instructions.

## G. Finance and financial arrangements

Resource allocation is one of the most significant indicators of commitment to building a gender statistics programme. Potential sources of funding for statistical programmes are:

- The national government;

### Finance and financial arrangements in Iraq

The budget allocated to the Gender Statistics Unit constitutes 5 per cent of the overall budget of the Statistics Agency.

- International actors and NGOs;
- Sale of publications.

The office of statistics should examine whether it has the necessary access to leaders who control the sources of funding. If the answer is no, then an external source must be found. This could be the head of the commission on women, who would be an influential member of the prime minister's office, or the head of a prominent NGO.

Government funding is usually the best source, and has a greater chance of becoming a major source of sustainable funding. Obtaining new funding requires convincing parliament or the relevant ministries of the necessity of this funding, for which advocacy by the supreme council of statistics is essential. International organizations and NGOs could also influence the government, urging it to allocate funding for this purpose.

International organizations and NGOs are other possible sources of funding for initial development of the programme, as well as for developing novel analysis and dissemination systems. The 2004 reports of the Economic Commission for Europe/UNDP on the status of official statistics on gender equality show that more than half of the countries in Eastern Europe and the Commonwealth of Independent States used external funding for work on gender statistics, most of which from bilateral donors and multilateral donors, such as the World Bank. Often, such financing, though encouraging, is unsustainable. Hence, the office of statistics should be able to maintain the new system relying on own resources. Moreover, international organizations and NGOs may have different objectives from those of the office of statistics.

One other source of funding that has been used in some countries is the revenues from sale of statistical products. However, few agencies have been able to fund their

programmes solely by sales revenues. Given the high cost of producing official statistics, such revenues would be insufficient for supporting the infrastructure for compiling, processing and publishing statistical products.

## H. Cultural and social acceptance

A major challenge faced by advocates of mainstreaming gender in statistics is convincing statisticians and users of the importance of this field, which intersects with other statistical domains, and of the feasibility of applying its mechanisms. Many argue that incorporating gender in statistics is unnecessary, since in their view women and men already have equal opportunities.

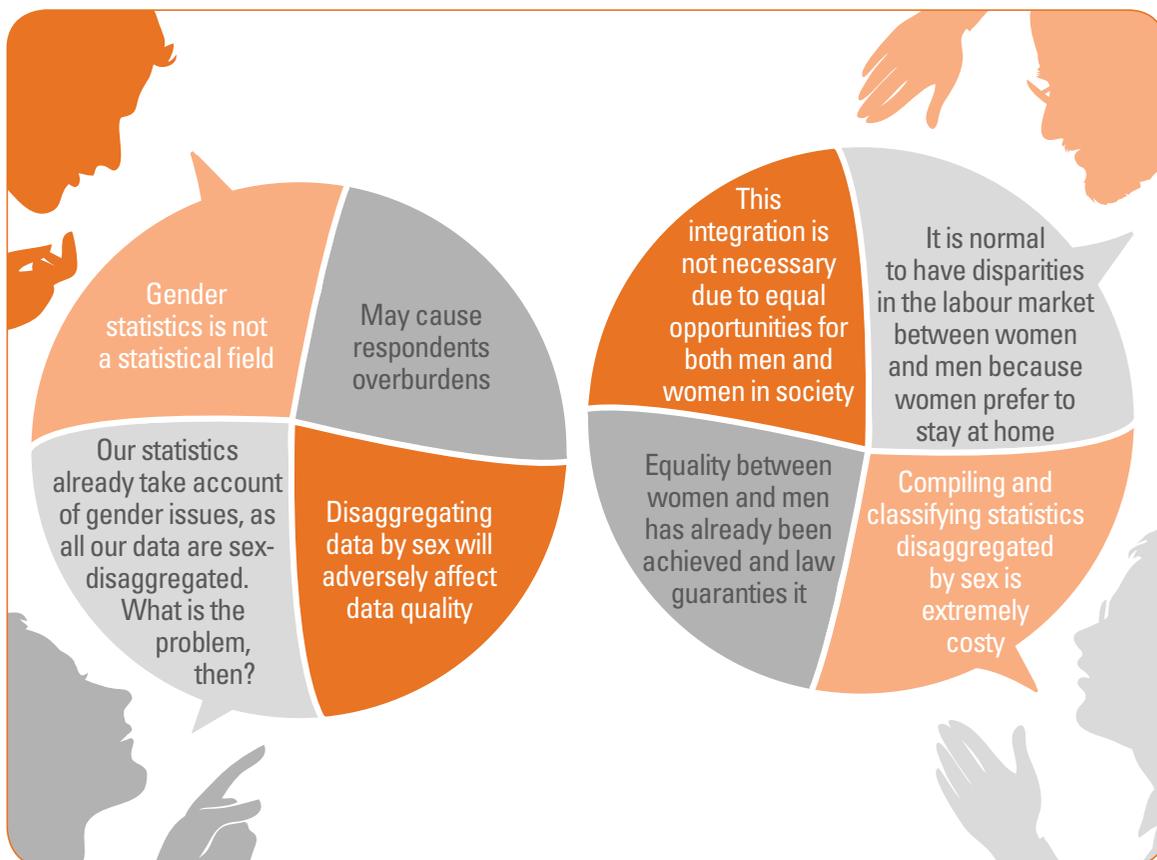
### Gender concept in Jordan

Jordan considers that the concept of gender focuses on complementarity and interdependence of women's and men's roles in society, while recognising that neither supplants the other in any way.

### Some solutions

- Equal opportunities for women and men in attendance of meetings.
- Establishing national teams comprising both women and men.
- Encouraging staff to participate in gender activities.
- Awareness-raising.

### Arguments against gender statistics



**First argument: compiling and classifying statistics disaggregated by sex is extremely costly**

Generally, costs of classifying statistics by sex are low. In some cases, it simply involves adding an extra question or a column specifying sex. In other cases, it may involve adding some questions. The main costs of analysis are those of the time needed to design additional tables, although adding classification by sex to existing tables could be sufficient. Hence, in the main, costs could be significant only when a new statistical survey is carried out.

**Second argument: disaggregating data by sex will adversely affect data quality**

On the contrary, adding classification “by sex” enriches the information content of surveys by augmenting their explanatory value. Moreover, by highlighting the need for additional logical checks, such classification often provides the basis for a thorough review of data accuracy and the process of recording data.

**Third argument: equality between men and women has already been achieved since law guarantees it**

Given biological and social differences, situations of women and men will never be the same. Hence, gender statistics are essential for highlighting similarities and differences. Moreover, statistical data enable governments to pursue gender-sensitive policies and monitor their success.

**Fourth argument: our statistics already take account of gender issues, as all our**



**data are sex-disaggregated. What is the problem, then?**

Though producing sex-disaggregated data is essential, providing gender-sensitive statistics is not limited to that. Additionally, the national statistical system needs to produce statistics on all key gender issues, including those related to one sex but not the other.

**Fifth argument: it is normal to have disparities in the labour market between women and men because women prefer to stay at home**

In and by themselves, gender-sensitive data do not carry a value judgment on any social issue. The task of the national statistical system is to produce data that accurately reflect the situation in the country. Policymakers in particular, and citizens in general, would then have to judge whether the revealed disparities between women and men are “normal” or “desirable”.

## Checklist 2. Key elements of an enabling environment

### Administrative and Political Support

Is there a serious commitment by senior management in the national office of statistics to the following:

- Understanding the concept of gender issues;
- Understanding the role of gender statistics in the improvement of statistics in general;
- Directing all sectors to integrate a gender perspective in all statistical processes;
- Introducing new data collection methods;
- Securing resources for the programme;
- Making administrative changes;
- Developing gender-responsive budgets.

- Do the minister of finance and/or planning, the permanent secretary of the ministry of finance and/or planning or the governor of the central bank support the development of statistics in general and gender statistics in particular?

- Has gender been consolidated into the institutional dimensions by introducing gender issues and considering them in institutional activities?

- Are public information campaigns conducted and information disseminated in all media?

Do you believe that :

- Information and training courses for consolidating the concept of gender are being organized for decision makers?
- Seminars and conferences are being convened at all levels to introduce gender as a development issue?

### Alliance Building

- Are experts from ministries, parliament, non-governmental and international organizations, the private sector, research centres and universities consulted to benefit most from diversity of experiences and expertise?

- Is there a dialogue with the primary users: the public/NGOs, commissions on women, the media, decision makers (planners, policymakers), and researchers?

- Is there coordination and collaboration with regional stakeholders, such as the Economic and Social Commission for Western Asia (ESCWA), and global stakeholders, such as the Statistics Division of the United Nations, United Nations agencies (the International Labour Organization, the United Nations Population Fund, UN-Women, consulates or embassies in the country, etc.)?

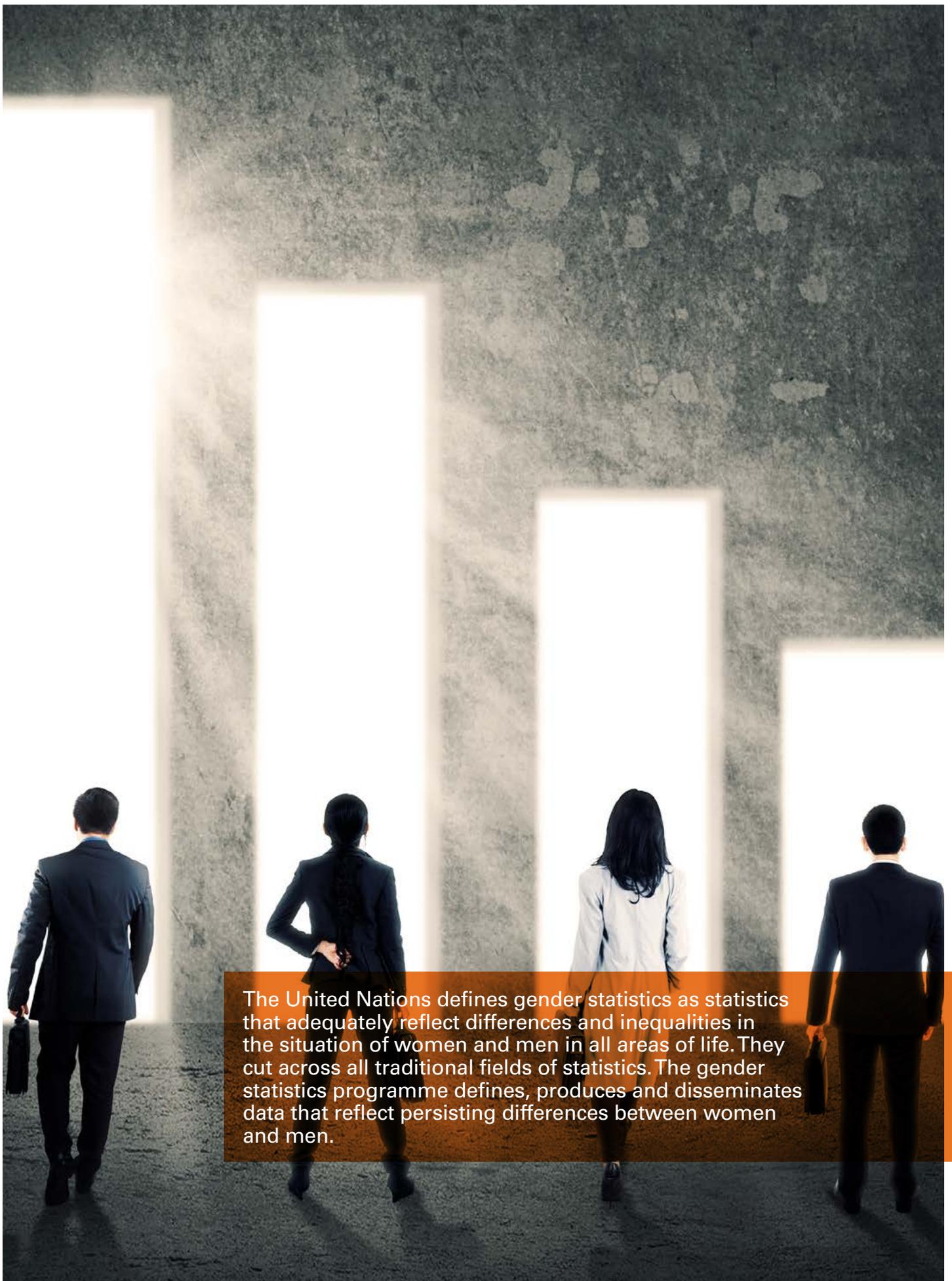
- Are there meetings with users to identify their needs, in particular at or before planning the event (survey, conference, etc.) and after its completion to verify that requirements of those concerned have been met and inform them of the results?

### Statistical Legislation

Is statistical legislation characterised by:

- Clarity of responsibilities for various statistics?
- Coordination among statistical agencies and clarity of responsibilities for implementation of the statistics programme?
- Absence of conflict with regulations governing the statistical work of ministries and government sectors?

|  |
|--|
| <input type="checkbox"/> Is there an effort to integrate the gender perspective within the legal framework of the national statistical system?   |
| <input type="checkbox"/> Are all official statistics generally required to disaggregate data by sex?   |
| <input type="checkbox"/> Is there legislative guidance that serves as a basis for programmes and policies on equality between women and men in all spheres of society?   |
| <input type="checkbox"/> Is there a unit tasked with monitoring the implementation legislation on emergent gender equality issues?   |
| <b>Administrative Organization</b>   |
| Where is the gender statistics unit located?<br><input type="checkbox"/> First model: directly under the chief statistician.<br><input type="checkbox"/> Second model: gender statistics are integrated in all statistical domains.<br><input type="checkbox"/> Third model: as a subsidiary unit of a division or section.  |
| <input type="checkbox"/> Has a technical advisory committee on gender statistics been established?   |
| <input type="checkbox"/> Have focal points on gender issues been established in ministries?  |
| <input type="checkbox"/> Is there coordination and information sharing among data producers, with a view to establishing a statistical system responsive to user needs, while avoiding duplication of efforts and promoting best use of limited resources for data production?   |
| <input type="checkbox"/> Are classifications and definitions harmonized through information sharing among data producers themselves to ensure compatibility of data, minimize inconsistency and use a common language in defining and calculating indicators through disseminating metadata.   |
| <b>Skills and Capacities</b>   |
| Does technical training of producers and users of data cover:<br><input type="checkbox"/> Guiding principles of gender and their intersection with other domains?<br><input type="checkbox"/> Concepts and definitions used in defining variables and calculation methods (metadata)?<br><input type="checkbox"/> Data collection and design of forms?<br><input type="checkbox"/> Communication techniques for engaging respondents to obtain their cooperation and the procedures to be followed?<br><input type="checkbox"/> The art of interviewing?<br><input type="checkbox"/> Presentation of results from a gender perspective?<br><input type="checkbox"/> Developing advocacy, negotiation and lobbying skills?<br><input type="checkbox"/> Developing skills in writing reports, analysis and policy briefs?<br><input type="checkbox"/> Improving information technology and database development skills?<br><input type="checkbox"/> Compilation of sources, studies and websites to serve employees?<br><input type="checkbox"/> Writing survey/census manuals and instructions? |
| <b>Finance and Financial Arrangements</b>  |
| What are the funding sources for statistical programmes:<br><input type="checkbox"/> The national government?<br><input type="checkbox"/> International actors and NGOs?<br><input type="checkbox"/> Sale of publications?   |
| <b>Cultural and Social Acceptance</b>  |
| <input type="checkbox"/> Is there resistance to the gender statistics programme, within both the centralized and decentralized offices of statistics, as being unnecessary or as already covered adequately? Are there any solutions if resistance exists?   |



The United Nations defines gender statistics as statistics that adequately reflect differences and inequalities in the situation of women and men in all areas of life. They cut across all traditional fields of statistics. The gender statistics programme defines, produces and disseminates data that reflect persisting differences between women and men.

## 2. Gender Statistics Programme

### A. Definition of gender statistics

The United Nations defines gender statistics as those statistics that adequately reflect disparities and inequalities between women and men in all areas of life.<sup>4</sup> Clearly, gender statistics cut across all traditional fields of statistics, and the functions of a gender statistics programme include identifying, producing and disseminating statistics that reflect disparities between women and men throughout the life cycle, as well as the evolution and impact of public policies on gender equality and empowerment of women.

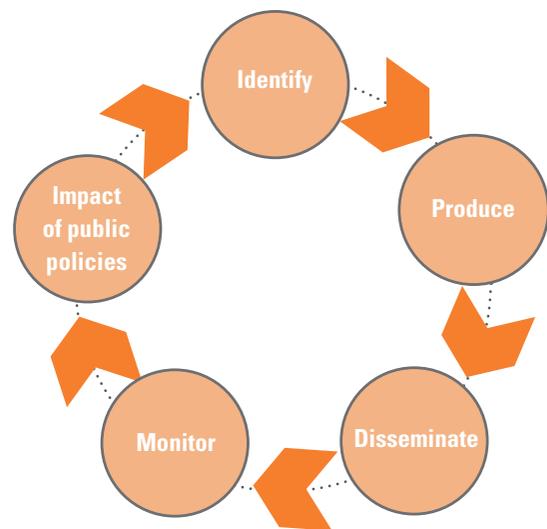
The following are some steps that should be included in developing a gender statistics programme:

- Maintain dialogue between users and producers of gender statistics to ensure meeting user needs;



- Expand use of existing sources for compilation of gender-relevant information;
- Develop new data collection methods in areas relevant to the gender perspective;
- Develop new data sets in areas relevant to the gender perspective;
- Improve existing methodology and definitions to render them more relevant from a gender perspective;
- Bring together data from various existing sources to develop a gender portrait of the country;
- Develop a marketing plan.

### Tasks for the gender statistics programme



A four-step plan to develop gender statistics can be adopted:

1. Identifying gender issues (cooperation between user and producer is essential).
2. Identifying the data needed to address these issues and the sources of these data.

### Checklist 3. Assessment of mainstreaming a gender perspective in statistical processes

- Have available resources for meeting gender data needs (if any) been assessed for adequately reflecting gender disparities, and for avoiding bias and detecting gaps by amending or introducing various concepts, definitions and methods in existing or new data collection tools (e.g. the reference-person approach/the relationships matrix approach/single-person and multi-person household, number of children)?
- Have international standards and guidelines, such as definitions and classifications, data collection methods, question modules, estimation techniques, etc. been used in various sectors to ensure comparability (if any)? What cases required refinement of concepts and definitions, or reformulation/addition of questions, or re-orientation of methods and procedures to render them more gender-sensitive?
- Have data from different sources been consolidated/classified and integrated for the same indicator in some time series?
- Is there an advisory group to help design and formulate the content of questionnaires from a gender perspective, and how frequently did it meet?
- What changes or new tools have been introduced in each area, instrument or sector? What has their impact on the results been? For example: adding a list of activities to the labour force survey to cover unpaid work, or reformulating the questions to cover the domestic work of women, or introducing the concept of “subsidiary ownership” to cover women’s work in agricultural statistics, etc.

3. Evaluating availability and quality of national gender statistics.
4. Developing a plan to provide unavailable data and improve, use and disseminate available data.

In developing a road map for a gender statistics programme, it is first incumbent to review national obligations under international and regional instruments, as well as the national development strategy, and delineate tasks, activities and outputs within the constraints of existing resources.

## B. International instruments

The Beijing Platform for Action of the Fourth World Conference on Women, held in 1995, has been a major driving force. Not only did it recognize the social and economic disparities resulting from gender roles, but it also called on governments, NGOs, civil society

**International Framework**



Beijing Platform for Action  
Strategic objective H.3.

**“Generate and disseminate gender-disaggregated data and information for planning and evaluation”**

Fourth World Conference on Women  
(Beijing, September 1995)

organizations, and all other stakeholders to endeavour to translate national commitments to achieving gender equality to concrete programmes.

The Strategic Objective H3 of the Beijing Platform for Action emphasizes the need for “generating and disseminating gender disaggregated data and information for planning and evaluation”, and recommends the actions to be taken by national, regional and international statistical services in their respective areas of responsibility as follows:

- Collect, compile, analyse and present on a regular basis data disaggregated by age, sex, and socioeconomic and other relevant indicators;
- Involve centres for women’s studies and research organizations in developing and testing appropriate indicators and research methodologies to strengthen gender analysis, as well as in monitoring and evaluating the implementation of the goals of the Platform for Action;
- Improve data collection on the full contribution of women and men to the economy, including their participation in the informal sector(s);
- Strengthen vital statistical systems and incorporate gender analysis into publications and research.

And governments are asked to:

- Ensure regular issuance of a statistical publication on gender that presents and interprets topical data on women and men in a form suitable for a wide range of non-technical users;
- Ensure that producers and users of statistics in each country regularly review the adequacy of the official statistical system and its coverage of gender issues;
- Develop and encourage the development of quantitative and qualitative studies by research organizations, trade unions, employers, the private sector and NGOs;
- Use more gender-sensitive data in the formulation of policy and implementation of programmes and projects.

During the Conference, governments also committed themselves to mainstreaming

the gender perspective in policies and programmes.

## C. Regional instruments

At its twenty-fifth session on 29 May 2008, ESCWA adopted resolution 286 (XXV) on gender statistics for equality and empowerment of women, which called upon member States to:

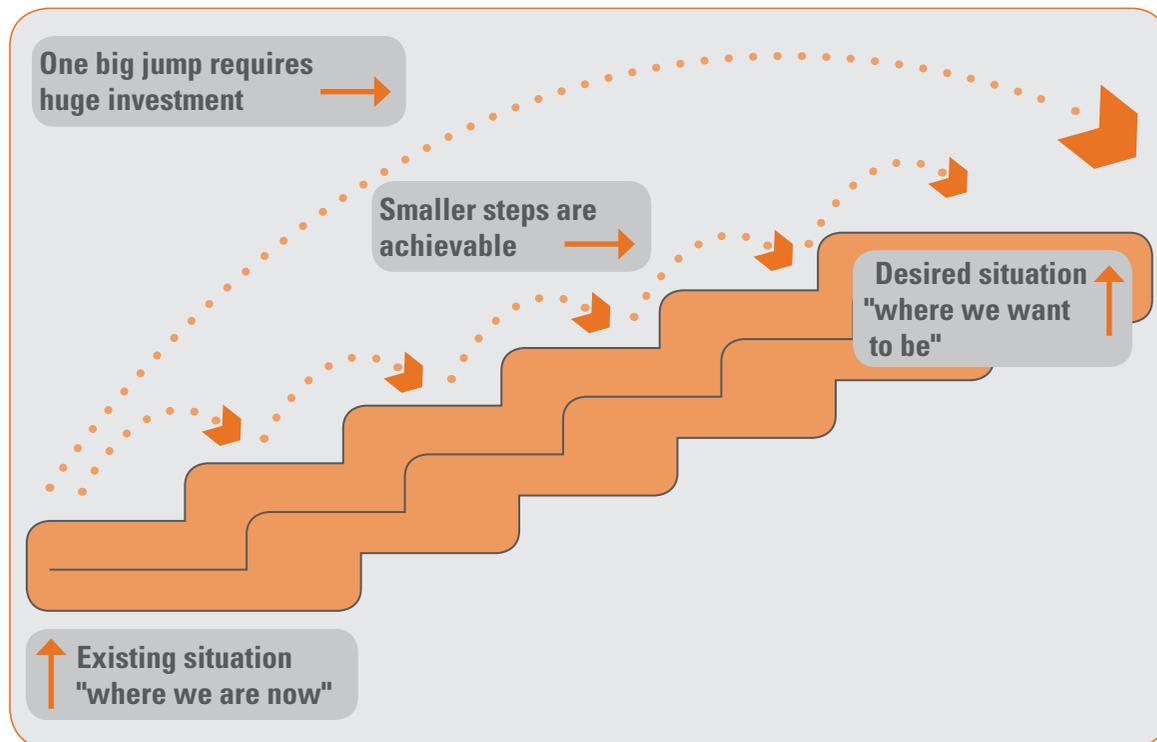
- Adopt the set of indicators in the “Arab Gender Issues and Indicators Framework” as a common set of indicators, and produce the statistics related to those indicators for use in the monitoring and evaluation of strategic policies and work plans in areas related to gender;
- Develop a mechanism for the collection, dissemination and analysis of gender-sensitive indicators and provide data disaggregated by sex, community and age for the formulation of gender-related and gender-sensitive policies and programmes;
- Formulate and implement training programmes to mainstream gender issues and statistics into statistical systems, with a view to raising the awareness of data producers and users of issues of gender equality and women’s empowerment.

## D. Planning within the constraints of available resources

Often, ambitious plans and objectives are developed without due consideration to what can be realistically achieved with available resources and investments. Lack of financial resources is often a constraint; hence, the need for a more realistic approach aimed at phased improvement.

Thus, consideration should be given to experimentation, research and development

## Planning within the constraints of available resources

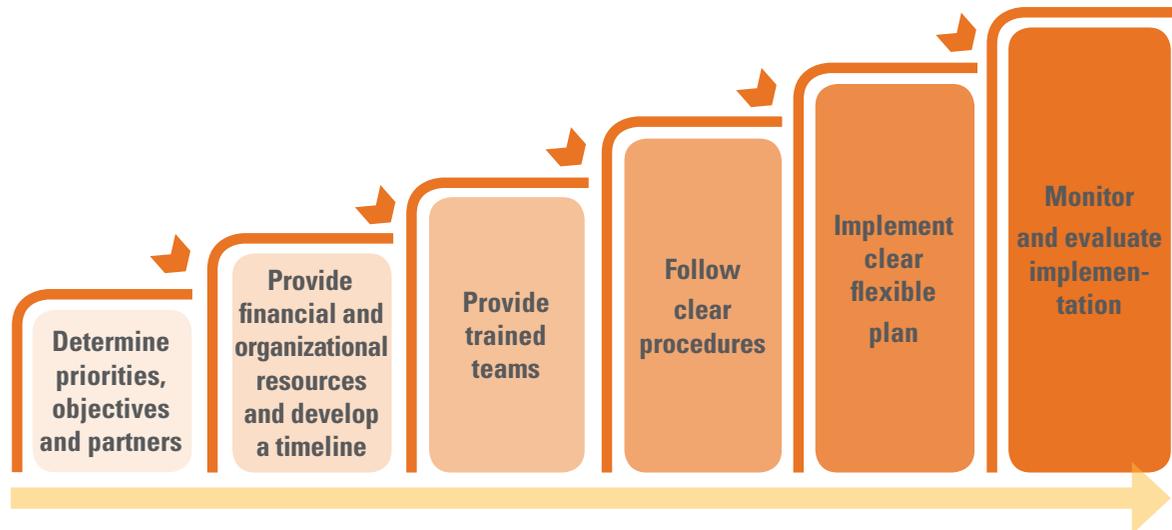


as integral parts of the programme development cycle, with a view to introducing effective innovations from within phased improvement. However, in some cases, increasing investment is necessary for bringing about the desired change in programme implementation; for example when introducing new household surveys, such as a social barometer survey, a violence against women survey, or a time-use survey, or when restructuring administrative records.

Socioeconomic conditions in countries may change significantly over time because of disasters or conflicts, therefore new approaches should be considered, especially if existing programmes are insufficient to meet the needs of data users effectively, or when programmes are unsatisfactory in the first place. In such cases, revitalizing ideas, with a view to developing existing programmes or introducing new ones, becomes necessary.

The following are the most important steps that must be taken:

- Identify priorities that need development and updating, and set clearly defined objectives for the proposed strategy to be achieved by the policies and programmes adopted with the stakeholders related to the phenomenon being dealt with;
- Identify and provide financial and organizational resources and set a timetable for completing the development process and achieving the stated objectives;
- Provide the requisite human resources and trained personnel for implementation;
- Take clear measures to achieve the objectives set by the strategy;
- Develop a clear plan that is flexible enough to deal with changes during implementation that may hinder progress and delay achieving the set objectives;
- Develop an integrated plan for assessing implementation as well as progress of



work against the set timetable and financial cost, to ensure continuity of development in a scientific and practical way. Such a plan would help to detect and overcome impediments that may arise during implementation, which is necessary for achieving the objectives of the strategy within the set time limit and available resources.

international methodologies, definitions, classifications and standards;

- Continue to communicate with data users, with a view to meeting their needs;
- Promote mainstreaming the gender

## E. Compliance of goals of national programmes with international instruments

Goals of national programmes can be elaborated in compliance with international and regional instruments, while meeting the specific needs identified in national strategies and the requirements of users and researchers. Goals are normally formulated in a different way from activities and outputs. Typically, the following terms are used: promote, improve, upgrade, adopt, etc. For example, goals can be identified by the following formulations:

- Adopt and maintain a national framework for a set of indicators that meet national, regional and international needs and issuing these indicators regularly;
- Improve coordination of statistical work in the national statistical system, with a view to collecting data that are consistent with

### Example from Iraq Goals, activities and outputs of the Gender Unit

- Promote mainstreaming the gender perspective in the processes of the national statistical system (goal);
- Promote production, dissemination and development of economic and social statistics from a gender perspective (goal);
- Raise public awareness of gender issues (goal);
- Improve national capacities for production, analysis and dissemination of studies and publications on gender (goal);
- Collect, develop, evaluate and analyse gender-related data and indicators (activity);
- Monitor progress in gender indicators (activity);
- Participate in training courses on gender (activity);
- Publish a national database on gender indicators in Iraq (output).

perspective in all statistical processes and administrative records systems;

- Support and enhance national efforts aimed at conducting quantitative and qualitative analytical studies;
- Make data and information available to all users.

programme specific goals and related activities and outputs. It also sets an implementation timetable to ensure that the programme be well integrated and achieve the planned-for impact.

### Gender related reports in Jordan since 1998



## F. Identifying programme components

Depending on the development level, enabling environment and available resources, the national agency of statistics assigns to the gender statistics

### Example on formulating goals, activities and outputs

| Goals of national programmes  | Activities  | Outputs   |
|---|---|---|
| Adopting and maintaining a national framework for a set of indicators that meet national, regional and international needs, and issuing indicators regularly  | <ul style="list-style-type: none"> <li>• Organizing workshops to identify gender issues (collaboration between data users and data producers)</li> <li>• Assessing availability of indicators and their sources</li> <li>• Collecting available data ( level 1)</li> <li>• Improving information technology skills</li> <li>• Developing databases</li> <li>• Maintaining the framework periodically</li> </ul> | <ul style="list-style-type: none"> <li>• Report on developing the national framework and current availability of indicators</li> <li>• Action plan for the inaccessible and unavailable indicators (levels 2 and 3)</li> <li>• Metadata Handbook</li> <li>• Establishing databases</li> <li>• Monitoring and reporting trends to help pursue evidence-based policies</li> </ul> |
| Improving coordination of statistical work in the national statistical system, to enable collecting data that are consistent with international methodologies, definitions, classifications and standards | <ul style="list-style-type: none"> <li>• Assigning focal points for gender issues</li> <li>• Establishing a technical advisory committee on gender statistics</li> <li>• Training workshops to raise awareness of gender issues and strengthen statistical capacity</li> <li>• Training data producers on using international classifications and definitions to harmonize data</li> </ul>                      | <ul style="list-style-type: none"> <li>• Memorandums of understanding and cooperation</li> <li>• Participatory and mainstreamed plans or strategies</li> <li>• Dissemination of data and metadata for each sector periodically</li> </ul>   |
| Supporting and strengthening national efforts to conduct quantitative and qualitative analytical studies  | <ul style="list-style-type: none"> <li>• Organizing training on conducting quantitative and qualitative analytical studies within the statistical system and research organizations, trade unions, employers, the private sector and NGOs</li> <li>• Workshops to develop training curricula on analysis methods and the art of writing a statistical story</li> </ul>  | <ul style="list-style-type: none"> <li>• Curricula and technical resources for analysis and statistical-story writing</li> <li>• Dissemination of analyses and making them available to all categories of users to encourage demand</li> </ul>  |

An integrated programme makes it is easier for researchers and practitioners to gain experience and augment knowledge, which, in turn, contributes to gradual development of the programme and assures sustainability. The table (p. 32) presents the proposed goals and the related activities and outputs.

Adopting and maintaining a national framework for a set of indicators that meet national, regional and international needs and issuing indicators regulated is a priority in gender statistics, and an important tool in monitoring evidence-based policies and reporting on them.

Identification of goals, activities and related outputs eases coordination and partnering with other competent authorities and allocation of resources, as well as guarding against wasteful duplication. For example, the Office of Statistics in Bahrain provides data to the Supreme Council for Women, which analyses these data and publishes the “Book of Woman and Man”.

To promote good practices gained from national experiences and provide useful information for planning capacity-building activities at the regional level, it is essential to identify what is being done at present, as well as the involvement of the various groups in collaborations, alliances, exchange of experiences and finance. Additionally, efficiency

of each activity, its periodicity and potential for improvements need to be identified.

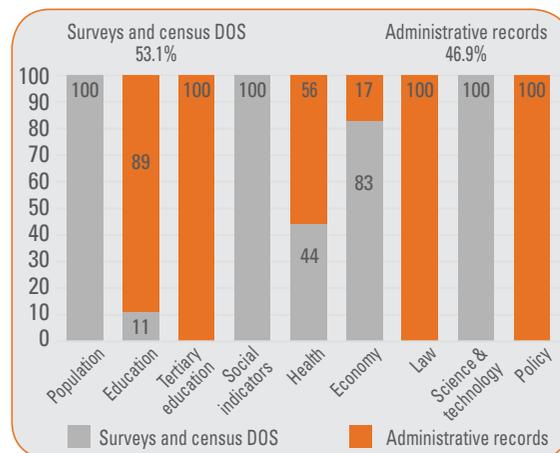
The following are the major activities that could be included in a gender statistics programme:

- Developing and maintaining a national framework for a set of indicators;
- Developing databases;
- Mainstreaming the gender perspective into statistical processes;
- Conducting specialized surveys;
- Organizing training courses;
- Conducting quantitative and qualitative studies;
- Other activities.

Activities for implementation of each specific goal can be elaborated. Included under the objective of “improving national capacities for production, analysis and dissemination of studies and publications on gender” (one of the objectives of the gender unit in Iraq) are activities such as workshops and training courses covering:

- Guiding principles of gender and their intersection with other domains;
- Concepts and definitions used in defining variables and calculation methods (metadata);
- Data collection and design of forms;
- Communication techniques for engaging respondents to obtain their cooperation and the procedures to be followed;
- The art of interviewing;
- Presentation of results from a gender perspective;
- Advocacy, negotiation and lobbying skills;
- Writing reports, analysis and policy briefs;
- Information technology and database development skills;
- Compilation of sources, studies and websites to serve employees;
- Writing survey/census manuals and instructions.

### Sources of gender statistics in Jordan



### A timetable for the action plan of the gender statistics unit in a country

| Elements                         | Current   | Future    |           |
|----------------------------------|-----------|-----------|-----------|
|                                  | 2015-2016 | 2017-2018 | 2019-2020 |
| National framework               | 1         |           | 1         |
| The book of woman and man        | 1         |           | 1         |
| Manuals — concepts and curricula |           | 1         |           |
| Databases                        |           | 1         |           |

As an example, the following key outputs can be included in a gender statistics programme:

- The book of woman and man;
- Publications/researches/analyses;
- Manuals/concepts/approaches;
- Databases;
- Technical information material;
- Website;
- Other outputs.

Distribution of final outputs over a period of time ensures a balanced allocation of

efforts within available resources, and coordination with other statistical activities and priorities. For example, the office of statistics may publish a “Book of Woman and Man” every two years, but may not be able to produce with the same frequency a metadata guide for concepts and terminology to enhance transparency and credibility, nor disseminate the databases supporting the “Book” to a broader base of users. Should additional resources be unavailable, the output should be redistributed over a longer period; e.g. changing periodicity of the “Book of Woman and Man” to once every four years instead of two to secure resources for preparation and dissemination of metadata and databases, as shown in the table above.

## G. Assessment of performance of current programmes

Findings of the assessment conducted by ESCWA in 2014 based on national outputs and activities, which is presented in “Gender Statistics Activities in the Arab Region” (available on the website of the Statistics Division of ESCWA), indicate

### Timeline of outputs implemented since the launch of the gender programme in Iraq in 2009



### Gender statistics databases in Jordan

- Geographical database of Arab Women 2006
- Working-women database 2009 (Ministry of Labour)
- MDG Indicators database from a gender-sensitive perspective 2011
- Gender database - Jordan (Gender-info) 2012
- National Framework database 2014

that development of gender statistics programmes in national offices of statistics in Arab countries is uneven. Offices that have a gender unit or focal points produced a core set of activities and outputs regularly, indicating existence of specific programmes.

Most States issued publications on women and men. However, only one third of these publications are issued regularly. Also one third of the countries produce handbooks on methodology, and conduct specialized surveys on issues such as violence against women and time use. Very few countries had begun building gender databases and developing a special gender-statistics website. Technical materials and workshops aimed at national capacity-building were almost negligible.

The United Nations conducted in 2012 an evaluation of offices of statistics. Approximately 75 per cent of States reported that they lacked primary gender data in the following areas:

- Agriculture;

### Examples of national publications

#### Egypt

- Egyptian Women in Leadership Positions 2009
- Statistical Conditions of Egyptian Women
- Evolution of Status of Women in Mubarak's Era of 2002 and 2004
- Economic and Social Characteristics of Female Heads of Households 2009
- Situation of Egyptian Women in Education and Employment 2011

#### Jordan

- Jordanian Women's Empowerment Map 2014
- Pay Gap between Men and Women in Work (analytical paper)
- Determinants of Women's Entry into the Labour Market 2007
- Gender Statistics in Jordan 2012
- Concepts, Facts and Future Challenges and Aspirations
- Women's Participation in the Informal Sector (study) 2010
- Women Heads of Household 2010 (monograph)
- Jordanian Women in the Agricultural Sector from Agricultural Census Data 2007 (report)
- Jordanian Women's Empowerment Map 2007 (study)
- Gender Dimensions in the Department of General Statistics 2007 (study)

- Jordanian Women: a Statistical Portrait, 2007 (leaflet)
- Thematic studies published in “Planning Books” highlighting gender disparities (poverty, education, decision-making, determinants of economic activity, employment, child labour, wages, health, the elderly, decent living, youth issues, informal sector, migration, nutrition, time use, etc.)

### **Morocco**

- Moroccan Women in Figures: Trends of Evolution of Demographic, Social and Professional Characteristics 2008, 2009, 2010, 2011, 2012, 2013, 2014
- Women and Men in Figures 2010 (leaflet)
- Time Use among Women in Morocco 1997-1998
- Time Use among Women, Men and Children in Morocco 2014
- Results of National Research on Violence Against Women (2009): issue date 2011
- Evolution of Child Labour Characteristics 2014
- Generational Social Mobility in Morocco 2014
- Marriage and Divorce of Moroccan Women: Evolving Trends 2011
- Status of Elderly Women in Morocco 2013
- A Study on Youth 2012
- Disabled Population in Morocco: Demographic, Social and Economic Characteristics 2008
- Foreign Residents in Morocco: Demographic, Social and Economic Characteristics 2008
- The Elderly in Morocco: Functional Ability, Health, and Social Relations - Analysis of Results 2009
- Fertility through Population and Housing Census in 2004 (2010)
- Direct Determinants of Fertility in Morocco 2010
- Perceptions of Age, Gender and Vulnerability Among the Elderly in Morocco 2009
- 2030 Outlook Study: Social Dynamics and Changing Situation of Women in Morocco
- Issue 37, September–October 2011 – Disparities in Education and Professional Integration in Morocco
- Issue 36, July–August 2011– Wage Inequality between Men and Women 1991–2007

### **Qatar**

- Follow-Up on Conditions of Women and Children in 2012
- Violence against Married Women
- Legislation on Domestic Violence in Qatar
- Violence against Women – a Study on Qatar University Students
- Barriers to Women in Leadership Positions in Qatari Society

- |                                      |                         |
|--------------------------------------|-------------------------|
| • Time use;                          | • Population registers; |
| • Violence against women;            | • Media records;        |
| • Civil registry;                    | • Police records;       |
| • Administrative employment records; | • Shelter records.      |

## H.Challenges

Statisticians and gender experts have identified a number of challenges at the national and regional levels that need to be addressed to improve production and dissemination of gender statistics and their effective use in policymaking. These include:

- a. Lack of awareness of importance of gender equality on the following levels:
  - Level of statistics;
  - Leadership level.
- b. Expanding data collection to encompass emergent issues and new methodologies:
  - Time-use surveys;
  - Violence against women surveys.
- c. Difficulty in obtaining more sex-disaggregated statistics at the subnational level;
- d. Adoption of non-advanced concepts and methods for the production of some statistics from the gender perspective, such as income, social security, head of household, and polygamy.
- e. Lack of coverage of issues specific to men:
  - Some data collection for demographic surveys and multiple-indicator cluster surveys (MICS) depends on women samples;
  - Risk factors that are often associated with men (such as smoking and drinking alcohol) are not taken into account;
  - Lack of centralized databases of gender statistics and indicators and their poor maintenance;
  - Lack of coordination between data producers and data users;
  - Inappropriate or lack of training for field interviewers and human resources dedicated to gender;
  - Inadequate data analysis;
  - Limited use of gender statistics in policies and strategies.



# Conclusions

The United Nations defines gender statistics as those that reflect disparities and inequalities between women and men and intersect with the traditional statistical areas, with activities covering identification, production and dissemination of statistics. Hence, the enabling environment for integrating the gender perspective into a gender statistics programme needs to be considered. This requires a firm commitment by the high-level management of the national office of statistics, as well as a good understanding by it of gender issues, particularly the role of gender statistics in improving statistics in general and providing richer analysis to guide policymaking. Indeed, high-level management has the requisite authority for directing all sectors to integrate the gender perspective in all statistical operations, adopt new data collection methods, secure resources for the programme, and bring about administrative change.

Some important conclusions are the following:

- Sharing and integration are the most salient factors of success of plan or strategy;
- Statistical legislation forms the basis for countries' commitment to integrating the gender perspective into their national statistical system;
- Location of the gender statistics unit within the organization has a direct impact on reporting lines, tracking and the influence that the unit can exercise to ensure appropriate concern for gender issues in all other statistical fields. Gender statistics programmes can be organized through focal points and a national technical

committee, with a view to enhancing capacity and improving the quality of sectoral data.

Moreover, coordination and harmonization are important factors in ensuring effectiveness of national statistics systems; they facilitate a shared vision of the objectives and targets and a common understanding of the roles and responsibilities of the various actors, through dialogue, networking and mutual support. Additionally, for producing accurate and unbiased data careful selection and training of field workers responsible for gender data collection or data on women's issues is of paramount importance. Furthermore, allocation of sufficient resources for developing programmes and gradual introduction of effective innovations are the most salient hallmarks of commitment to building a gender statistics programme.

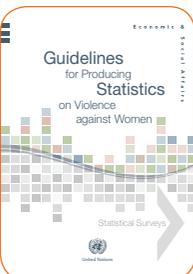
In developing a road map for a gender statistics programme, it is first incumbent to review national obligations under international and regional instruments, as well as the national development strategy, and delineate tasks, activities and outputs within the constraints of existing resources. Goals of national programmes can be elaborated in compliance with these instruments, while meeting the specific needs identified in national strategies, setting the related activities and outputs, and specifying an implementation timetable to ensure that the programme be well integrated and achieve the planned-for impact.

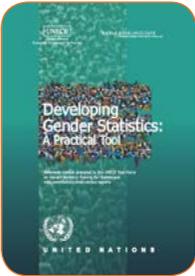
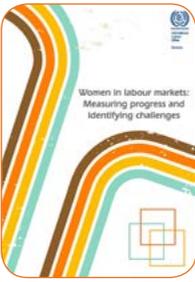
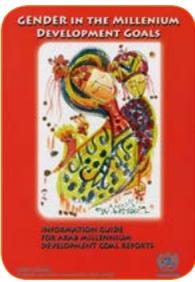
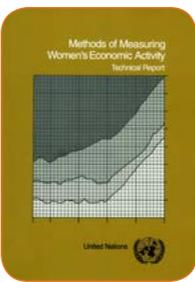


# Endnotes

1. Organisation for Economic Co-operation and Development (OECD), *National Strategies for the Development of Statistics (NSDS): Some Issues in Design and Implementation Planning*, PARIS21 Document Series, No. 4 (Paris, 2007).
2. United Nations Economic Commission for Europe and world Bank Institute, *Developing Gender Statistics: A Practical Tool*, ECE/CES/8 (Geneva, 2010), p. 143.
3. Astrida Neimanis, *Gender Mainstreaming in Practice: A Handbook* (Bratislava, UNDP Regional Centre for Europe; Centre for International Studies (CIS), 2005).
4. United Nations Department of Economic and Social Affairs (DESA), *The World's Women 2005: Progress in Statistics*, ST/ESA/STAT/SER.K/17 (New York, 2006), p. 1.

## Other Readings

|   |  |
|---|--|
|    | <p>United Nations Economic and Social Commission for Western Asia (ESCWA), Gender Statistics Toolkit.<br/> <a href="https://elearning.unescwa.org/">https://elearning.unescwa.org/</a></p>   |
|   | <p>United Nations Economic Commission for Europe (ECE), Using Gender Statistics: A Toolkit for Training Data Users, 2016.<br/> <a href="http://www.unece.org/fileadmin/DAM/stats/gender/toolkit/Toolkit_V1.6.pdf">http://www.unece.org/fileadmin/DAM/stats/gender/toolkit/Toolkit_V1.6.pdf</a>.</p>  |
|  | <p>United Nations Statistics Division (UNSD), Guidelines for Producing Statistics on Violence Against Women: Statistical Surveys, 2014.<br/> <a href="http://unstats.un.org/unsd/demographic/standmeth/handbooks/default.htm">http://unstats.un.org/unsd/demographic/standmeth/handbooks/default.htm</a>.</p>  |
|  | <p>United Nations Population Fund, Methodological Guidelines for the Gender Analysis of National Population and Housing Census Data, 2014.<br/> <a href="http://www.unfpa.org/publications/methodological-guidelines-gender-analysis-national-population-and-housing-census-data">http://www.unfpa.org/publications/methodological-guidelines-gender-analysis-national-population-and-housing-census-data</a>.</p> |

|   |   |
|---|---|
|    | <p>United Nations Statistics Division (UNSD), <i>Gender Statistics Manual: Integrating a Gender Perspective into Statistics</i>, 2013.<br/> <a href="http://unstats.un.org/unsd/genderstatmanual">http://unstats.un.org/unsd/genderstatmanual</a>.</p>  |
|    | <p>United Nations Economic Commission for Europe (ECE), <i>Developing Gender Statistics: A Practical Tool</i>, 2016.<br/> <a href="http://www.unece.org/?id=17450">http://www.unece.org/?id=17450</a>.</p>  |
|   | <p>International Labour Organization (ILO), <i>Women in Labour Markets: Measuring Progress and Identifying Challenges</i>, 2010.<br/> <a href="http://www.ilo.org/empelm/pubs/WCMS_123835">http://www.ilo.org/empelm/pubs/WCMS_123835</a>.</p>  |
|  | <p>United Nations Economic and Social Commission for Western Asia (ESCWA), <i>Gender in the Millennium Development Goals: Information Guide for Arab Millennium Development Goal Reports</i>, 2006, E/ESCWA/SCU/2007/Technical Paper.1.<br/> <a href="https://www.unescwa.org/sites/www.unescwa.org/files/publications/files/gender_in_the_mdgs_eng.pdf">https://www.unescwa.org/sites/www.unescwa.org/files/publications/files/gender_in_the_mdgs_eng.pdf</a>.</p> |
|  | <p>United Nations Statistics Division (UNSD), <i>Methods of Measuring Women's Economic Activity--Technical Report</i>, 1993.<br/> <a href="http://unstats.un.org/unsd/demographic/standmeth/handbooks/default.htm">http://unstats.un.org/unsd/demographic/standmeth/handbooks/default.htm</a>.</p>  |

|  |  |
|--|--|
|   | <p>United Nations Statistics Division (UNSD), Methods of Measuring Women's Participation in the Informal Sector, 1990.<br/> <a href="http://unstats.un.org/unsd/demographic/standmeth/handbooks/default.htm">http://unstats.un.org/unsd/demographic/standmeth/handbooks/default.htm</a>.</p>                           |
|   | <p>United Nations Statistics Division (UNSD), Compiling Social Indicators on the Situation of Women, 1984-1988.<br/> <a href="http://unstats.un.org/unsd/demographic/standmeth/handbooks/default.htm">http://unstats.un.org/unsd/demographic/standmeth/handbooks/default.htm</a>.</p>                                  |
|  | <p>United Nations Statistics Division (UNSD), Improving Concepts and Methods for Statistics and Indicators on the Situation of Women, 1984-1988.<br/> <a href="http://unstats.un.org/unsd/demographic/standmeth/handbooks/default.htm">http://unstats.un.org/unsd/demographic/standmeth/handbooks/default.htm</a>.</p> |

16-00268

