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Fifty-third plenary session
(Geneva, 13-16 June 2005)

**REPORT OF THE OCTOBER 2004 UNECE WORK SESSION
ON GENDER STATISTICS**

Prepared by the ECE Secretariat

INTRODUCTION

1. The UNECE Work Session was held 18-20 October 2004 in Geneva. It was attended by participants from Albania, Armenia, Australia, Azerbaijan, Belarus, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, Georgia, Germany, Ireland, Italy, Kazakhstan, Republic of Korea, Kyrgyzstan, Latvia, Lithuania, Luxembourg, Mexico, Moldova, Netherlands, New Zealand, Norway, Portugal, Romania, Russian Federation, Serbia and Montenegro, Slovenia, Spain, Sweden, Tajikistan, Turkey, Turkmenistan, The Former Yugoslav Republic of Macedonia, Ukraine, United Kingdom, United States and Uzbekistan. The European Commission was represented by Eurostat. United Nations Statistics Division, the UN Educational, Scientific and Cultural Organization (UNESCO), the Food and Agriculture Organization (FAO), the International Labour Office (ILO), the Office of the UN High Commissioner for Human Rights (OHCHR), the UN Children's Fund (UNICEF), the UN Development Programme (UNDP), the UN Population Fund (UNFPA), the UN Development Fund for Women (UNIFEM) the World Health Organization (WHO), the European Institute for Crime Prevention and Control (HEUNI), the International Organization for Migration (IOM) and the World Bank were also represented.

2. The Work Session was organized in collaboration with UNDP, UNFPA and WHO. A large number of participants could attend the Work Session thanks to the financial support provided by UNDP and UNFPA.

3. Ms. Victoria Velkoff (USA) was elected as a Chairperson of the meeting.
4. The following substantive topics were discussed in the session of the meeting on the basis of 26 invited and 7 supporting papers and 1 videoconference:

Topic 1: Engendering the collection and dissemination of statistical collection

Session 1: Tools

Presentations given by Karen Hurrell (Equal Opportunities Commission, UK), Angela Me and Enrico Bisogno (UNECE), Lidia Belokonnaya (Goskomstat, Russian Federation), Pehr Sundström (Statistics Sweden) and Valentina Stoevska (ILO).

Supporting Papers by The Former Yugoslav Republic of Macedonia, Spain, and FAO.

Discussant: Mr. Mark Manto (Department of Justice, Equality and Law Reform, Ireland)

Session 2: Sources

Presentations given by Denise Brown (New Zealand Statistics), Linda Laura Sabbadini (ISTAT, Italy), Ermira Danaj (INSTAT, Albania), and Stepan Mnatsakanyan (National Statistical Service, Armenia).

Supporting Papers by Germany, Italy and Mexico.

Discussant: Gülfer Dikbayir (State Institute of Statistics, Turkey)

Session 3: Regional Statistical Resources

Presentations given by Karin Winqvist (Eurostat), Marie Sicat and Linda Hooper (UNECE) and Eva Fodor (UNIFEM).

Supporting paper by Ukraine

Discussant: Inna Samchenko (Ukraine)

Topic 2: Violence against women

Session 4: Overview of national and international activities

Presentations given by Heikki Mattila (IOM), Jyoti Sanghera, (OHCHR), Sami Nevala, (HEUNI), Henrica A.F.M. Jansen (WHO), Giuseppina Muratore (ISTAT, Italy) and Elba Contreras (National Institute of Statistics, Geography and Informatics (INEGI), Mexico).

Supporting papers by Finland

Discussant: Anita Lange (Statistics Denmark)

Session 5: Core set of indicators and short survey instruments

Presentations given by Henrica A.F.M. Jansen (WHO) (2 papers), Horst Posselt (Australian Bureau of Statistics) and Gerry Brady (CSO, Ireland).

Discussant: Linda Laura Sabbadini (ISTAT, Italy)

Topic 3: Social attitudes/behaviours and gender equality

Session 6: Social attitudes/behaviours and gender equality

Presentations given by Pia Pulkkinen (Statistics Finland), UNDP Azerbaijan/Bratislava, Ko Oudhof (Statistics Netherlands), and Saskia Keuzenkamp (Social and Cultural Planning Office,

Netherlands).
Discussant: Victoria Velkoff (U.S. Census Bureau)

Information Session

The World's Women: Progress in Statistics (Erlinda Go, UN Statistics Division)
UNECE Regional Preparatory Meeting for the 10 year review of Implementation of the Beijing Platform for Action (Ewa Ruminska-Zimny, UNECE)

5. All papers for the work session were posted on the UNECE website:
<http://www.unece.org/stats/documents/2004.10.gender.htm>

SUMMARY OF THE DISCUSSIONS AND OF THE MAIN CONCLUSIONS REACHED AT THE WORK SESSION

6. Main conclusions reached at the session are given below. Further details of the discussion are presented in the Annex in English only.

7. Remarkable progress has been made within NSOs in the inclusion of the gender perspective in data production, analysis and dissemination. However, there are various aspects, which still require attention and work in order to put programmes of gender statistics on firmer ground:

- Organization and coordination of work in gender statistics within NSOs, including interaction with users;
- Dissemination of gender statistical products.

8. Within the organization and coordination of gender statistics programmes the need to expand the role of Gender Statistics Focal Point (GSFP) and to better interact with all the departments of the NSO was emphasized. It was stressed that gender statistics is not statistics about women but it is rather a perspective to look at social phenomena keeping into full consideration the different roles/attitudes of women and men. If there are issues that have been traditionally considered as only women issues such as for example fertility these should be approached with a new gender perspective broadening the scope of the collection and analysis to men.

9. The promotion of gender sensitization training for all statisticians in the national statistical system was proposed as one of the key activities to improve the understanding of gender as an intrinsic characteristic of individuals and to strengthen the gender dimension in all areas of statistical work. Many participants agreed that there are still areas in NSOs where there is a lack of gender awareness among statisticians. It was also recognized that gender should be mainstreamed not only into data dissemination but also into the development of definitions, classifications and data collection methodologies. Among the current data production that need to be made more gender-sensitive, employment statistics, economic and business statistics, agriculture statistics, and transport statistics were mentioned as the most problematic. The difficulties experienced by some NSOs to improve the gender relevance of administrative registers was also emphasized.

10. The key role of users to drive the content of gender statistics programmes was highlighted and different ways to interact with users were also discussed. There is also the need to concentrate the production and dissemination of gender statistics only in those areas where data are used. In the dissemination of gender statistics both at national and international level the need to develop marketing strategies to reach out to potential users was stressed as was the need to make sure that the outputs are known and used by all types of users. In this context, the need to educate people on how to use statistics was also mentioned.

11. It was agreed that a legislative framework can be a useful organizational tool to make gender statistics programmes more effective. It was noted that it would be better to have gender statistics specific laws or gender included into statistical laws although it is currently more common for countries to include gender statistics in gender-equality laws/regulations rather than in statistical laws/regulations.

12. The areas that emerged from the meeting as the most crucial for gender analysis are: women and men in decision making positions (particularly in position of economic power), occupational segregation, access and participation in the labour market (including the informal employment), violence against women and trafficking, time-use, and gender budget. In these areas several data gaps were highlighted. Participants agreed that further work should be carried out at the national and international level in order to better define relevant indicators, standard definitions and methodologies, and to mobilize the resources to undertake new data collection activities or to better use the existing ones. In this context the need to prioritize lists of national indicators was stressed.

13. Time-use surveys were discussed as one of the best sources to provide data on different gender roles in the household. The number of countries in the region that carry out such type of surveys is increasing. Some countries are using time-use surveys for a wide range of purposes. The meeting expressed the need to have a depository of good practices in making unpaid work more visible particularly in relation to the imputation of money value and the development of household satellite accounts.

14. In reviewing the UNDP-ECE website and database the meeting agreed that the web-site is a useful tool to compare data from different countries, to find national and international resources and material in the field of gender statistics and to carry out gender analysis at regional or sub-regional level. The meeting also agreed with the new plan for data collection proposed by ECE where there will be the maximum use of international sources and the inclusion of few new indicators in the areas of science, poverty, reconciliation of work and family, transport, and violence. A new questionnaire will be sent to countries in November 2004. However, the meeting also stressed some of the challenges of the database: the need to develop a marketing strategy, to periodically review the data, to carefully present data on 1990 for transition countries, to expand the current section on health and to include new issues such as migrant workers, ethnicity, inactive population, and to concentrate the efforts in those countries where it is most difficult to find data at the international level.

15. Looking at the issue of human trafficking, participants discussed the problems related to definitions and methodology used in data collection. It was clear that current estimates are often

based on non-representative studies and on concepts that do not distinguish trafficking from migration, prostitution, and missing persons. It was agreed that given the nature of the phenomena and the need for more qualitative studies and in-depth analysis of case-studies, full consideration should be given to definitional aspects, source reliability and development of sound methodologies when producing and using data or estimates in this area.

16. The meeting recognized that violence against women (VAW) is an area where the data are scarce and more is needed. Reviewing the methods used in international and national studies it becomes apparent that the sensitivity of the issue poses several challenges to its measurement. Administrative sources based on reported crimes are not good sources for a variety of reasons, mainly due to cultural barrier for women not to report violence, particularly domestic violence. A better source of data are population-based surveys. Many NSOs are becoming only recently engaged in the collection of data on VAW in some cases have experienced resistance in getting involved in such a sensitive and methodologically controversial issue. The meeting agreed that NSOs should be more involved in this area in partnership with research experts, NGOs involved in the field, service providers. In their role of producers and coordinators of official statistics they should be more active in defining the relevant and effective methodology to be used.

17. Experiences from NSOs and international organizations show that many aspects are crucial to determining a successful outcome of surveys on VAW and domestic violence:

- Selection and training of interviewers
- Concepts and operational definitions of violence
- Question wording and question ordering
- Mode of the survey (personal interview, CATI, mailed questionnaire, etc.)
- Privacy issues
- Context
- Non-response biases and sample size

18. The use of specialized surveys on VAW certainly represents the preferable solution but in many cases NSOs have limited technical and financial capacity to carry them out. In this case, the first step may be the utilization of a module on VAW keeping in mind that it adds sensitivity to the survey and therefore additional precautions need to be taken (e.g. ensure safety of respondents and interviewers, crisis intervention, special training and emotional support; total confidentiality). The inclusion of a module is also important in a developmental perspective, to raise awareness of the problem within and outside the NSO.

19. It was also recognized that at international level work needs to be done to come up with shared definition of violence, a core set of indicators and a minimum set of questions to be included in a short module.

20. As violence affects both women and men in a multi-dimensional environment, a more holistic approach should also be encouraged. More attention should be given to men's role in and attitudes toward domestic violence, and to children, both male and female who are also subject to domestic violence. Studies on violence on men should look at men both as perpetrators and as victims.

21. Measuring gender attitudes and attitudes on violence against women were discussed, as well

as a case study of gender equality. A common issue was to understand if in measuring attitudes it is better to ask the respondent to agree/disagree with concepts related to personal circumstances or to abstract circumstances. The need to measure both attitudes and behavior in a longitudinal study to see the relationships between attitudes and behavior and how they change over time was expressed. The question of whether attitudes are malleable or stable over one's life was briefly mentioned. Points raised by participants included the assumption that women have a choice in whether they work or not, questions related to the use of the gender attitude data (used by politicians), qualification about the difference in gender norms versus gender attitudes, and attitudes and use of maternity and paternity leave in countries where these types of paid leave are available.

FUTURE WORK

22. The meeting recommended the carrying out of the following activities to be presented at the next working session on gender statistics scheduled for 2006.

Gender-sensitisation training for statisticians

There is the need to consolidate some of the work that has been carried out by different agencies (Statistics Sweden, FAO, US Bureau of the Census, ECE among others) on training of statisticians in NSOs to incorporate gender into the collection and dissemination of statistics. It is recommended that a small group of countries and international organizations collect the existing material and best practices and develop a tool to help GSFP to carry out and promote these trainings.

Violence Against Women

More work is needed in the measurement of VAW. It is recommended that the Conference of European Statisticians Work on gender statistics contribute to WHO and other international organizations' efforts to: i) exchange and promote methods for specialized VAW surveys, ii) promote training for NSOs and users in the field of VAW, and iii) define common concepts, develop a core set of indicators and identify a minimum set of questions for a short-module that can be incorporated into on-going surveys.

Time-use

If in Western Europe and in North America time-use surveys are becoming more and more recurrent, in countries in Central Asia, Caucuses, and South East Europe NSOs are still struggling to identify the technical and financial resources to carry them out. The meeting proposed to explore the possibilities to exchange good practices between Western and the Eastern countries in order to help countries that have not done it before, to enter into the field of time-use.

Best use of resources available in ECE (Website and Database)

ECE is encouraged to

- use the website as the repository of gender publications, training material and methods

used to collect gender-relevant data

- increase its efforts to market the website and database (and eventually produce or commission analysis of the database)
- strengthen the networking of GSFP and the sharing of information among the GSFP
- consider the development of an indicator series quality rating based on a validation mechanism of the data included in the database. The idea would be to carry out an assessment in collaboration with member states using the Eurostat questionnaire. The final results of the assessment could then be posted in the website
- complete the assessment of gender statistics with questionnaire sent to users

23. The meeting recommended establish a Steering Group to coordinate the above mentioned work and set up the agenda for the next work session. Countries that would like to participate in the Group will inform the ECE Secretariat within two weeks from the meeting after consultations with their office. Issues to be considered for the next work session should include the revision of the work carried out on gender sensitization training for statisticians and VAW programmes. In addition, new topics could be selected from the following list suggested by the participants:

- women and men labour migrants from the perspective of receiving and departing countries
- gender issues concerning minority groups and the production of corresponding statistics
- statistics on social security and pensions of women and men
- working time arrangements and atypical forms of labour market participation
- development of gender sensitive indicators on the reconciliation of paid work and care, taking into account the availability of new data sources
- development of tools to collect data among enterprises or institutions on decision making in order to construct indicators on gender disparities in power and the glass ceiling
- gender statistics frameworks both legal and organizational
- development of terms of references for GSFP
- development of a gender statistics license

24. On the organization of the next work session the following suggestions were made:

- in every topic one invited paper should come from a user, considering problems in the use of existing data and the lack of indicators on that topic as well as positive experiences
- more time should be devoted to general discussion

ADOPTION OF THE REPORT

25. The participants adopted the short report of the meeting at its closing session.

ANNEX

SUMMARY OF THE MAIN CONCLUSIONS REACHED BY THE PARTICIPANTS DURING THE DISCUSSIONS

Topic 1: Engendering the collection and dissemination of statistical collection

Session 1: Tools

Documentation: Invited papers by United Kingdom, UNECE, Russian Federation, Sweden, and ILO
Supporting Papers by The Former Yugoslav Republic of Macedonia, Spain, and FAO

Discussant: Mr. Mark Manto (Department of Justice, Equality and Law Reform, Ireland)

1. Participants repeatedly stressed the need for finding mechanisms to facilitate the user/producer dialogue. The key role of users to drive the content of gender statistics programmes was highlighted and different ways to interact with users were also discussed. The demand for gender statistics is increasing, and the users of gender statistics are not homogenous. There is the need to concentrate the production and dissemination of gender statistics only in those areas where data are used. In the dissemination of gender statistics both at national and international level the need to develop marketing strategies to reach out to potential users was stressed as was the need to make sure that the outputs are known and used by all types of users.

2. It was agreed that there is a need to develop a set of guidelines on how to do gender statistics. A number of suggestions for making gender statistics programmes more effective were recommended. These included:

- establishing a legislative framework which includes gender statistics specific laws or including gender into statistical laws as opposed to the current practice to include gender statistics in gender-equality laws/regulations as opposed to including it in the statistical laws/regulations
- standardizing gender definitions and measurement methods
- strengthening the role and positioning of the Gender Statistics Focal Point (GSFP) and to better interact with all departments of the NSO
- mainstreaming methodology and production processes, etc.

It was suggested that UNECE play a role in the development of a common strategy document, which could facilitate the development of a set of best practices on gender statistics.

3. The promotion of gender sensitization training for all statisticians in the national statistical system was proposed as one of the key activities to improve the understanding of gender as an intrinsic characteristic of individuals and to strengthen the gender dimension in all areas of statistical work. Statisticians from every area of statistics should be sensitized through gender sensitization training. For example, the representative from Sweden described the plan in Statistics Sweden aiming to train at least 25% of all statisticians with a gender sensitization

course. Another approach discussed is to educate the top management of the 50 largest organizations in gender sensitization.

4. Many participants agreed that there are still areas in NSOs where there is a lack of gender awareness among statisticians. It was also recognized that gender should be mainstreamed not only into data dissemination but also into the development of definitions, classifications and data collection methodologies. Among the current data production that need to be made more gender-sensitive, employment statistics, economic and business statistics, agriculture statistics, and transport statistics were mentioned as the most problematic. Difficulties experienced by some NSOs to improve the gender relevance of administrative registers were also emphasized.

Session 2: Sources

Documentation: Invited Papers by New Zealand, Italy, Albania and Armenia

Supporting papers by Germany, Italy and Mexico

Discussant: Gülfer Dikbayir, Turkey

5. The meeting agreed that time-use surveys are one of the best sources to provide data on different gender roles in the household. The number of countries in the region that carry out this type of survey is increasing. Some countries are using time-use surveys for a wide range of purposes.

6. Before seeking out new data sources for gender statistics, it was agreed that it is essential to utilize all existing and available data sources. For example, data sources for gender budgeting were proposed as important for future development. Specifically, it was expressed that gender budgeting is an important tool to measure the budgeted resources for reproductive health in a country.

7. It was agreed that there are aspects of our modern world and their impact on women that are not captured in gender current indicators. Both indicators and data need to be developed to capture these aspects of life. Participants noted that in addition to the “glass ceiling”, women now face the “glass slope” for which no indicators currently exist.

8. Political will was discussed as crucial to ensuring that statistics are engendered. As policymakers often do not know how to use data, it is important to help them see how gender statistics can be used for policy purposes. This will also help increase their support for engendering policies.

9. Participants agreed that methods to measure informal labour force and unpaid work need to be developed.

Session 3: Regional Statistical Resources

Documentation: Invited papers by Eurostat, UNECE, UNIFEM

Supporting paper by Ukraine

Discussant: Inna Samchenko, Ukraine

10. The meeting agreed with the new plan for data collection proposed by ECE where there will be the maximum use of international sources and the inclusion of some new indicators in the areas of science, decision making, poverty, reconciliation of work and family, transport, and violence. A new questionnaire will be sent to countries in November 2004.

11. The meeting also stressed some of the challenges of the database: the need to develop a marketing strategy, to periodically review the data, to carefully present data on 1990 for transition countries, to expand the current section on health and to include new issues, such as migrant workers, ethnicity, and inactive population, and to concentrate the efforts in those countries where it is most difficult to find data at the international level. Specific areas with missing data are informal work/unpaid work, division of labor, poverty, ethnic breakdowns, 'inactives', and political positions of women. The meeting also brought to light the existence of discrepancies in different database sources.

12. Participants agreed that the results from the survey on the usage of the Gender Statistics Database need to be added to the ECE Gender website.

13. The importance of adding more indicators on health (e.g., HIV/AIDS, state expenditure on health, tobacco/alcohol use) and drug abuse was stressed.

14. The meeting agreed that the user/producer connection needs to be further developed. Marketing the gender database and other gender-related products to as many users as possible was emphasized. The participants agreed that the role of the Gender Focal Points in getting the message out is essential in marketing the tools developed by UNECE.

Topic 2: Violence against women

Session 4: Overview of national and international activities

Documentation: Invited papers by Italy, Mexico, IOM, OHCHR, HEUNI, WHO

Discussant: Anita Lange, Denmark

15. Participants agreed that methodology and data collection for indicators relating to violence against women need to be established. Reviewing the methods used in international and national studies it becomes apparent that the sensitivity of the issue poses several challenges to its measurement. Administrative sources based on reported crimes are not good sources for a variety of reasons, mainly due to cultural barrier for women not to report violence, particularly domestic violence. A better source of data are population-based surveys. Many NSOs have only recently engaged in the collection of data on VAW and in some cases have experienced resistance in getting involved in such a sensitive and methodologically controversial issue. The meeting agreed that NSOs should be more involved in this area in partnership with research experts, NGOs involved in the field, service providers. In their role of producers and

coordinators of official statistics they should be more active in defining the relevant and effective methodology to be used.

16. Looking at the issue of human trafficking, participants discussed the problems related to definitions and methodology used in data collection. It was clear that current estimates of human trafficking are often based on non-representative studies and on concepts that do not distinguish trafficking from migration, prostitution, and missing persons. It was agreed that given the nature of the phenomena and the need for more qualitative studies and in-depth analysis of case-studies, full consideration should be given to definitional aspects, source reliability and development of sound methodologies when producing and using data or estimates in this area.

17. Suggestions made for measuring domestic violence included:

- define the study population broadly
- use behavior specific questions
- use discrete time frames
- cue respondents to different concepts/perpetrators
- give multiple opportunities to talk

Session 5: Core set of indicators and short survey instruments

Documentation: Invited papers by Australia, Ireland, WHO (2 papers)

Discussant: Linda Laura Sabbadini, Italy

18. There has been growing demand for statistics in the area of violence against women. It is increasingly identified as being on the new frontier of social statistics. There have been some studies and data work in the area to this point primarily in the private sector.

19. National statistical offices need to play a far stronger role in developing this area of statistics. The first step is for NSOs to exchange experiences. In order to develop this area, however, NSOs need new tools, new methodologies, etc. It was forwarded that NSOs have the most appropriate experience to carry out research, study and developmental work of this complexity.

20. A number of key areas need to be examined in developing this area, among them: definition of the population to be measured, the definition of “violence”, the development of a core set of questions to be asked, defining best survey techniques, etc.

21. Selection of interviewers and the ways that the interviewing is conducted emerged as a crucial factor in being able to get women to speak about their experiences with violence. Training for interviewers is crucial, as it has been shown that this leads to substantial gains to the results of an interview.

22. How questions are asked in an interview was also identified as a key factor in determining whether an interview is fruitful or not. Providing women with multiple

opportunities for disclosure strongly affects the likeliness that women will speak of their experiences. There is a need for much experimentation in this area to see what is most effective.

23. The issue whether countries should invest in short modules or in-depth surveys to collect information on violence against women was discussed. Each methodology has its pros and cons. For example, there are lower expenses involved in a module approach, and it may be the only feasible option when financing for a long survey is not possible. However, short modules often do not capture the severity of the problem. When financing is possible a specialized survey can capture the complex dimensions of violence and is the preferable approach.

Topic 3: Social attitudes/behaviours and gender equality

Session 6: Social attitudes/behaviours and gender equality

Documentation: Invited Papers by Finland, Netherlands (2 papers), and UNDP Azerbaijan/Bratislava (videoconference)

Discussant: Victoria Velkoff, United States

24. Gender attitude surveys attempt to measure constructs that are rather difficult to quantify. Whether attitudes are malleable or stable over one's life does not have a clear answer. The meeting discussed the difference between opinions, values, and norms. Measuring attitudes and behaviors is thus difficult to carry out in cross-sectional surveys.

25. The meeting agreed that measuring gender attitudes is an important next step. The need to measure both attitudes and behavior in a longitudinal study to see the relationships between attitudes and behaviour and how they change over time was expressed. One example of future work in the area of gender attitudes is the planned UNDP Azerbaijan/Bratislava survey on gender attitudes to be carried out in Azerbaijan in 2005. The survey is one of the first in the region and they hope that the survey and its findings will enable their colleagues in the region (CIS) to learn about carrying out gender attitudes surveys and promote the use of such surveys in the region.

26. Relating to the implementation of gender attitude surveys, it was agreed that collaboration with other organizations is important to the success of the surveys.

27. In regards to measuring attitudes, a common point was that it is easier to agree with an abstract concept as opposed to agreeing with the same concept at a personal level, thus you might get different outcomes depending on the wording of the question on an attitude (public vs. private).

28. Points raised by participants included the assumption that women have a choice in whether they work or not, questions related to the use of the gender attitude data (used by politicians), qualification about the difference in gender norms versus gender attitudes, and attitudes and use of maternity and paternity leave in countries where these types of paid leave are available.