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GENDER SENSITIZATION TRAINING FOR STATISTICIANS

Outline for the Manual on
Engendering national statistical systems *

Submitted by UNECE Task Force on Gender Sensitization training for Statisticians

INTRODUCTION

1. This manual will define gender statistics, explain the importance of making statisticians and national statistical systems more gender-sensitised, and describe how to engender a national statistical system. The document will be a combination of a reference manual and a compilation of possible exercises for training purposes. The manual should go beyond exercises and be training driven. Training participants should use the final Manual as a *resource* when they return to their office. Logos or other layout tricks will be used in the margin to indicate the different

* This paper has been prepared at the invitation of the secretariat.

types of material. Overall, we need to make sure that country experiences are incorporated into the manual together with key practical examples and illustrations.

2. **Goal:** The primary goal of the manual is to produce a guide to help statisticians (working in all government agencies) change the National Statistical System (NSS) to improve the gender relevance of the statistics produced and disseminated in a country and to assist NSSs to provide relevant, gender-sensitive statistics that can be better used for gender analysis. The goal fits into the overall challenge of countries to reach gender equality. The manual should help to identify the changes that need to be introduced into a NSS in order to make it more gender relevant. It does not need to address if changes should be introduced all at once or incrementally.

3. **Objectives:** The Manual/Guide intends to help the countries in:

- (i) Carrying out training on the why and how to produce gender statistics
- (ii) Highlighting the issues that need to be considered when making the NSS more gender sensitive

4. The overall objective is to change NSSs in order to produce better statistics that enable policy makers to design, monitor and evaluate policies which have a positive impact on the life of women and men, girls and boys, and on sub-groups of these groups. It is important to raise the issue that not all women are the same, and there are other intersecting 'axes of disadvantage', e.g. Roma, migrants, etc.

5. **Target audience:**

The target audience is within the UNECE region.

6. Statisticians from NSOs and other government offices at all levels who can make a difference in "engendering NSS", including those involved in the collection, analysis, or dissemination of statistics and in population-based data collection efforts (surveys, censuses) and administrative records as well as people working in the NSS who are looking for guidance on how to change the system in order to make it more gender sensitive.

7. Examples of organizations or offices to be targeted are: producers of official statistics (NSO, statistical units in specialized ministries/offices) and national gender machineries (Women's committees, Ministry of Gender/Equality, Ministry of Equal Opportunities).

8. Although not the specific target, users can also benefit from the manual to better understand how to influence policy and learn how to use data.

9. *Trainees and Trainers* of workshops on gender statistics and gender sensitization seminars for statisticians. Trainers should be statisticians, who are expected to train other statisticians and data producers working in national statistics offices and other government departments on developing gender competence and producing GS and how to bring gender into the process. Such training/seminar could target different levels of staff within these organizations (e.g., managers of NSOs, persons responsible for statistical operations such as census, specific surveys or administrative records).

I. WHAT IS GENDER AND WHAT ARE GENDER STATISTICS AND GENDER ANALYSIS?

A. What is Gender

Different dimensions:

10. '*Gender*' refers to the socio-culturally determined differences between men and women. These are responses to social and cultural influences based on sex. Gender therefore is rooted in biology and shaped by environmental factors, cultural experiences, traditions and values. Such 'gender' issues like 'gender roles' 'gender relations' and 'gender expectations' vary between places, societies and points in time. While they vary between different societies, gender roles and relations are rarely equally balanced. Gender is therefore one of the major sources of inequality in society and gender differences and inequalities are a major cause of inequity in health and health care.

11. *Gender Equity* refers to the process of being fair to both men and women. In order to achieve such fairness, special measures are needed to compensate for the historical and social disadvantages faced by women, those that prevented a level playing field for men and women. Gender equity is believed to eventually lead to gender equality. Equity is therefore the means to achieve equality (CIDA, 1996; IGWG, 2002).

12. *Gender Equality* results from gender equity and allows women and men to enjoy equal opportunities to develop their personal abilities and the freedom to make choices without any limitations created by stereotypes and expectations based on gender roles and prejudices. It alludes to the availability of equal opportunities, resources, and also the benefits of development for men as well as women. It does not in any way mean that women and men are same, but that men and women may have different aspiration, behaviour and needs, and these should all be valued equally (ILO, 2000; IGWG, 2002)

1. GENDER AND ITS IMPLICATIONS – THE RATIONALE

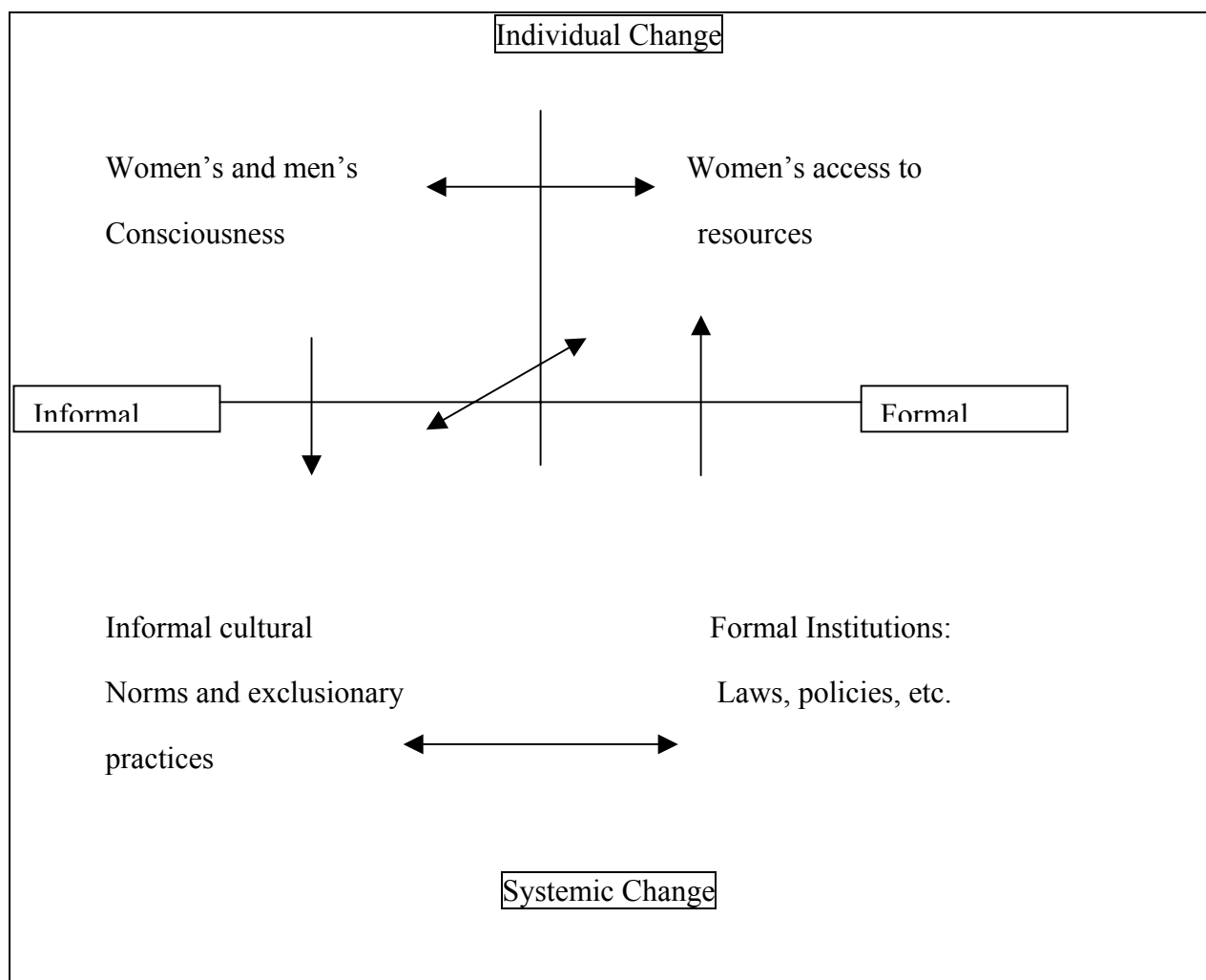
- (a) Gender refers to a comparison between men and women – it does not focus only on women. A comparison is necessary in order to address the advantages and disadvantages of gender roles and gender expectations. Although women are generally disadvantaged, men face barriers too!
- (b) Gender-based obstacles and opportunities vary between societies, cultures and may change with time.
- (c) Gender-based obstacles and opportunities may create gender disparities and inequities in important aspect of life such as in health, wellbeing and development.

13. Exercise 1: To include the example of how women and men may look differently at their roles in society (pyramid for men and ovals for women?)

14. Include materials on gender equality and gender equity and discuss their difference. There are different interpretation on gender equality/equity, which is based on the difference

between formal equality (50-50 – treating women and men as if they are the same) and substantive equality (taking account, where necessary, of differences, so that outcomes are equal rather than simple ‘equal opportunity’).

Figure 1: Dimensions of Change for Gender Mainstreaming



Source: Rao & Kelleher, 2006

B. The Gender and Gender Statistics (GS) Evolvement Process

15. The Gender and Gender Statistics (GS) Evolvement Process: the cycle:

- Gender policy/knowledge questions (the questions could be related to gender or to a better knowledge of the society) – called Identification
- production of gender statistics-presentation of gender statistics
- marketing and dissemination of gender statistics
- gender and policy analysis
- use of gender analysis (policy actions)
- change in the society
- identification of gaps

- new production of gender statistics
- formulation of new questions.

16. How the process works is country and topic specific. In some situations GS responds to clear policy questions, in other situations GS itself helps to identify the policy issue (example violence against women).

17. How to structure the process also depends on the level of receptiveness of the society (transition countries have low receptiveness of gender, but have had some very gender-sensitive policies in the past and there is not a strong environment to produce policy questions. In these situations GS becomes a stronger tool to identify policy areas).

18. Exercise 2: to show graphically how the process could work in the specific country (circle, pyramid, molecular, triangle,)

19. Examples 1: Include different examples on how the gender process could be structured (cycle/spiral)

C. What is Gender Statistics

20. What is Gender Statistics: Make clear the distinction between sex-disaggregated data and gender statistics

- i. "Sex as the basis for an overall and thorough breakdown of all statistics relating to individuals"
- ii. Production of gender sensitive data (to explain what it means to have a gender perspective, so what is behind (ex: to look employment we need to look at childcare). This more difficult because we need to know the gender issues in depth. Look behind (broaden the questions and the need to broaden the answers).
- iii. What is NOT gender statistics: not women statistics, not ONLY sex-disaggregated data. There are many questions that we cannot answer with quantitative GS, but can discuss the iterative process between qualitative and quantitative i.e. what we learn through qualitative investigations informs the types of questions and the response options that we give in quantitative surveys. The patterns revealed through analysis of data from the quantitative surveys then reveals issues that need to be explored in a more in-depth way through qualitative research
- iv. Increase the emphasis on the role of data analysis in raising not just broader, but also more detailed questions, and the feedback this can have on the collection and production of data.
- v. On some issues, one cannot have sex-disaggregated statistics (e.g. maternal mortality), but statistics on these issues still constitute part of 'gender statistics' i.e. it is the topics chosen as well as the method of presentation/disaggregation.

D. Gender Analysis

21. Gender Analysis is a tool to mainstream a gender perspective. It refers to the methodologies that can be used to identify and interpret the socioeconomic consequences of

gender inequalities, differences, and relations for achieving development objectives, such that disparities can be reduced through interventions, policies, and programs. The integral components of gender analysis are:

- (a) Examines women's and men's access to all types of resources and the differences in decision making power. This requires sex-disaggregated information (both qualitative and quantitative) so that a baseline of these differences can be created.
- (b) An examination of gender sensitive indicators or statistics that help to map progress or identify problem areas. This requires an in-depth analysis of issues that lead to more superficial differences in men and women, as observed through sex-disaggregated data. For instance, sex-disaggregated employment data shows that more women are part-time workers/flex-time workers than men. A more in-depth analysis will show inequities related to women's and men's roles: as more women than men take care of children they are often forced to adjust their work schedule, particularly in the absence of appropriate child care facilities.
- (c) An examination and understanding of the broader social context within which gender disparities exist. For instance, an understanding of the associations between gender, and other factors like age, religion, race, education, and location.
- (d) A stepwise examination of differences between men and women at every stage of a process/program. For instance, sex-disaggregated data will show an overwhelming excess of Tuberculosis cases and deaths among men than women. However, without gender analysis, it is unclear whether these sex differences are factual, or are created by stepwise barriers in the process of diagnosis and treatment (Uplekar et al., 2001; Thorson et al., 2000). For instance, gender may influence how men and women perceive their symptoms, seek help, access health services, get diagnosed, seek treatment, adhere to the treatment, and have a positive/negative outcome. A gender-based analysis at each of these stages will help to identify areas/stages where interventions will work best toward reducing inequalities between men and women.

22. Example 2: Provide examples on what it means to look deeper into the data. (include the causes, consequences, solutions exercise which can be helpful in 'looking behind' from Debbie, include example from Armenia on the growth of the number of female drivers of private cars which to certain extent may indicate the growth of businesswomen and/or the advancement of women status in household

23. Example 3: To show the difficulty of measuring discrimination (ex. wage gap) and the need to go behind the standard way of collecting data – example also from Armenia on discrimination of women concerning their age, pregnancy and marital status in their employment

II. WHY DO WE NEED GENDER STATISTICS

24. Why to have a gender perspective? To better analyze the situation of women and men in the society (a gender perspective gives us a better understanding of the society) and to be in a better position to address the inequities revealed by the analysis. Mention that this view is supported by national and international/regional gender equality and development requirements (Beijing PoA, MDG, CEDAW)

25. GS can give us the tools to do the gender analysis
26. Need to engender the whole process in the NSS (data collection framework and instruments, protocols, processes, and analyses) in order to answer more policy questions
27. Gender issues should be a concern in all fields of statistics including, economic, agriculture, leisure, transport, safety, and not just in social and demographic fields (need to include examples). These areas play a role in achieving gender equality and have gender-policy questions that gender-sensitive statistics can answer.
28. Example 1: showing that the current status does not give what we need for gender analysis and examples where gender-blind data give biased information
 - (a) Show what is gained (example on re-tabulation of agriculture census (from FAO), example for the private sector: it is not enough to know who smokes, but why women and men smoke)
 - (b) Examples of areas where data do not exist or are scarce and show how statistics on these areas could change the society (examples: time-use statistics, statistics on informal work, statistics on decision making, statistics on violence against women)
 - (c) Examples: To include best practices from Sweden and FAO or any other country on how the use GS has changed policy

III. HOW TO GENDER SENSITIZE NSSS

A. Production of gender statistics

1. How to mainstream gender in all fields of statistical production
29. All data need to be sex-disaggregated - include sex in all data collection on individuals.
30. Example 1: engendering business registers and agriculture for gender analysis
31. Make statistical methodology gender sensitive by walking the statisticians into all the steps of data production and point out what gender mainstreaming means. Start from looking at the sources of common bias and include a checklist for mainstreaming gender into the production of statistics (look at the methods used by other organizations such as UNDP, WB, OECD). What kinds of activities are needed in order to change the process of production of GS:
 - (a) Involvement of stakeholders in the developing methodology
 - (b) Questionnaire and question design - To improve the collection of gender-relevant statistics: 1) improve the wording of questions to be gender neutral to make sure they reflect the lives of both women and men; 2) broaden the questionnaires of the existing surveys into order to collect separate data for each gender and 3) how the social and economic activities of each gender can be recorded through data collection. (Greece)
 - (c) Training of enumerators to avoid gender stereotypes and selection of enumerators
 - (d) Ethical issues related to the collection of data

- (e) Improvement of definitions, classifications, and coding procedures to make them gender neutral (example: ISCO, concept of head of household)
- (f) Mode of collection, who is chosen as respondent
- (g) Sampling design
- (h) Table and chart design (include section 9. Presentation of GS here)

32. Example 2: What it means to move from gender-blind methodology/process to gender sensitive.

33. Exercise 1: what it means to move from gender-blind methodology/process to gender sensitive.

B. In-depth review of selected statistical areas relevant for gender statistics

34. Improve the collection of data in fields where gender is relevant, but there are data gaps—list why they are important, how they can be measured in NSS, and what changes are required in NSS in order to produce data in these fields / crosscutting issues include ‘working examples’ or ‘lessons learned’ on each topic. The following areas will be analyzed:

35. *Production of labour statistics*: general description of labour statistics and its relevance for gender analysis. The following areas of labour statistics will be described with concrete suggestions on how to improve the collection or the presentation of the statistics:

- i. Labour Force Surveys (LFS) – include Eurostat module on reconciliation of family life and work
- ii. Informal employment – include ILO recommendations and examples of questionnaire
- iii. Agriculture – build on FAO training material
- iv. Gender pay gap – definitions, relevance, disaggregations
- v. Entrepreneurship/business statistics

36. *Violence against women* – build on the results of the UN Expert Group meeting on the measurement of VAW, the work of the ECE task force on VAW, WHO Multi-country studies, the International Violence against women Survey

37. *Decision Making* – review of areas where it is important to obtain data on decision making (economic, scientific, health, political) and define what improvement can be made in official statistics to improve the availability and quality of data

38. *Census* – reference to the publication on Engendering Census published by UNFPA Nepal.

39. *Disaggregation* – emphasize the importance of collecting/disseminating statistics on women and men disaggregated by sub-population groups (urban/rural, age, ethnicity, migration status, ...)

40. Other boxes could also be included showing examples of:

- Engendering Living Standard Measurement Surveys (LSMS)
- Engendering national accounts
- Engendering economic statistics (CPI)
- Engendering health indicators

B. Making it happen

41. Description of who has the power to change statistical products. Recognize the decision-making structures in organizations. Sustained political commitment and resources are required to support the process of gender mainstreaming. Senior management needs to be convinced of the essential nature of this work so that they are prepared to make the decisions to change their existing data collection systems or their priority data needs.

42. Tools needed:

- i. Types of resources that need to be incorporated into the regular budget for mainstreaming gender
- ii. Legal framework for GS
 - GS in the statistical law – (ex: Georgia, Italy)
 - GS in statistical acts – (ex: South African Statistics Act, Swedish Statistics Act)
 - GS in national statistical plans

C. Dissemination of Gender statistics

1. General remarks

43. Mainstreaming sex into dissemination of statistics even when other characteristics are considered.

44. Description of women and men publications emphasizing that gender is not only women statistics

45. Accessibility of GS

2. Presentation of Gender statistics

46. Presentation is a crucial area of work with GS. There are a lot of statistics by sex in NSO. All this data, were produced from different surveys and they exist somewhere, but they are not integrated. So, the Presentation part will give some ideas how to integrate this data, how to present them in a table or graphs, how should tables look like etc. (*make this a reference to other publications available*). Include text on the need for more desegregation

C. Improve the use of Gender Statistics

47. Marketing (reach out) as a tool to improve the use of GS. Developing marketing strategies. Provide examples on how to outreach users (example of users register from Statistics Sweden). Development of communication plan as marketing strategies. Training the users on how to better use GS. Develop the cooperation of users and producers in the production of gender statistics (Slovenia).

ANNEXES

Annex A: Issues to consider before organizing national training on engendering national statistical systems.

Annex B: Organisation of gender statistics work within NSOs and national statistical systems.

Annex C: Gender statistics Dictionary (definitions of key terms, e.g., gender mainstreaming, gender equity, gender equality, etc). - to be included.

Annex D: Suggested list of indicators – both existing and proposed - to be included.

Annex E: References for training - to be included.

Annex F: Examples and training exercises - to be included.

Annex A. Issues to consider before organizing national training on engendering national statistical systems

1. Introduction on milestones in gender and gender statistics at international (Beijing, MDG, GA Resolutions) and regional level (e.g., decisions taken at EU Council meetings).

2. Objectives of the training:

to build gender competence

to help statisticians and users to define on how to change the statistics to make them more gender-relevant

3. General Concerns about the training:

When is a good time for a training (for example at the time of a population/agriculture census, reorganization, user request, ...)

Who: who is the trainer and who should be the trainees (provide criteria to select trainers and trainees).

Trainers: considerations on the benefits of having people from outside NSOs and people who should have the authority and competence to establish a communication with the trainees. Note: criteria differ according to the purpose, audience, stage of training, etc e.g. outsiders sometimes useful, but not always especially if issues about 'culture'; useful to have some men involved as trainers; benefits of team training

Trainees: statisticians at all levels that can make a difference in "engendering NSS", users who could influence policy and want to learn how to use data. Depending on the level of the target people the training can address technical or more specific issues or be more general and be referred to as, for example, gender sensitization seminars. Examples of organizations or office to be targeted are: producers of official statistics (NSO, statistical units in specialized ministries/offices), gender national machineries (Women's committees, Ministry of Gender/Equality, Ministry of Equal Opportunities). Different levels of staff within these organizations could be targeted (e.g., managers of NSOs, persons responsible for statistical operations such as census, specific surveys or administrative records).

Why: The final objective of the training is to change NSSs in order to produce better statistics that enable policy makers to design, monitor and evaluate policies toward a positive impact on the life of women and men, girls and boys, and on sub-groups of these groups. It is important to raise the issue that not all women are the same, and there are other intersecting 'axes of disadvantage', e.g. Roma, migrants, etc. The training should respond to the national situation and should be responsive to existing gaps. There are also international reporting requirements that should be considered in the call for GS (EU accession, MDG reporting, PRSP, Beijing, CEDAW).

4. Issues related to the organization of gender sensitization training

Importance of building communication within the NSO and with external users and who one regards as 'users' (perhaps some potential users are not currently users because the data are not

useful for them because they are not gender-sensitive). Importance of getting across the message that gender is not the same as women.

The importance of selecting the right trainer (see criteria above) or (facilitator) that can put the questions to statisticians, to open the mind of statisticians.

Identify key issues before the training and set up clear objectives and activities that support the overall training objectives at the beginning of the training.

State the importance of gender balance in the selection of trainers and facilitators, and participants

On the content of the training:

- Being able to provide data that can inform policy that help make more satisfied statisticians.
- What gender sensitization mean: to make people aware of the different realities of women and men and their different impact in society and its development. Ultimately people should be made aware of the need to make changes.

Different objectives with different target groups, but often the target group is heterogeneous. In order to be successful in communication, the people in the target group should be able to communicate on what should be changed (FAO material on how to deal with different groups).

General objectives:

- to reach the same level in order to talk about gender equality to avoid unnecessary jargon and gender ‘theory’ and ‘political correctness’ (in all parts: in the private and professional)
- to break the barrier of gender blindness

Before carrying out the training make a need assessment

For every workshop, it is good if there is something that participants are expected to ‘do’ after the workshop, so that the outcome is not simply raised consciousness. This raises the question of when one does the intervention.

Example 1: To include a case study from Sweden with concrete examples on objectives, activities and results of a sensitization training for a group of statisticians and include a witness experience from someone who attended one of this training. To discuss that ‘sensitisation’ is not enough.

Example 2: of different objectives for sensitization training done for different levels of trainees (*from managers in NSO to enumerators and supervisors*). To include different examples of objectives, activities and results and the development of appropriate training modules and materials (e.g., Sweden and FAO). To include the experience of the head of Statistics Sweden as witness

Example 3: Nepal (Lorraine Corner, UNIFEM paper)

- Gender orientation workshops for management of the National Statistical Office
- Gender orientation workshops for middle management

- Public workshop on Mainstreaming Gender in 2001 Census for variety of stakeholders
- Workshop on Development of a Media Strategy and Campaigning and publicity materials (telefilm and poster focusing on gender-specific terminologies and questions used in the upcoming census)

Example 4: To include as best practices the regional workshops done in Central Asian with users and producers (having two parts, one on gender sensitization and one on how to do GS, with practical examples on how to better utilize data for gender analysis, look as lessons learnt, what it works and what did not work).

Include discussion about the advantage of having regional and sub-regional training. What we can learn from other country experiences i.e. that all countries are different, especially because gender is a social construction, but that useful to look at other countries and see what are the best practices

Annex B: Organisation of gender statistics work within NSOs and national statistical systems

1. Stages of integration of gender into NSS: stage 1, Gender Focal Point (GFP), stage 2 Gender Team, stage 3) gender integration. Useful to report on the regional experiences (i.e., what are the lessons learned in the region, report about the ECE assessment).
2. Stage 1 (GFP) is a first step in mainstreaming gender. The discussion may benefit from first detailing how NSOs would ideally work to systematically produce gender statistics, and then explain that a first step is establishing GS focal points. Else, maybe place the discussion in terms of phases (phase I, II etc.) for achieving gender mainstreaming in statistics. Within this discussion the following issues should be covered:
 - Where to place the Gender Statistics Focal Point and at what level
 - It is important to place the GFP at an appropriate level in order to have influence in the decision making process
3. Present an organigram or flow chart to show that GS focal points should not be a unit somewhere in the corner of the organization but rather that gender is a basic principle organizing the work of all units.
4. List the responsibilities for the Gender Statistics Focal Point. The responsibility should not be limited to the unit/department where the GFP is located, but it should deal with the entire NSO
5. What are the outputs that should be developed by GFP. Include a TORs for a gender focal point somewhere as an example.
6. State also how the role of GS focal points may change over time, as the NSS becomes more gender sensitive...from initiator of activities to overseeing work. (It would be nice to have a chart that shows the different ways to incorporate GFP into NSOs and to list the advantages/disadvantages in the different ways)
