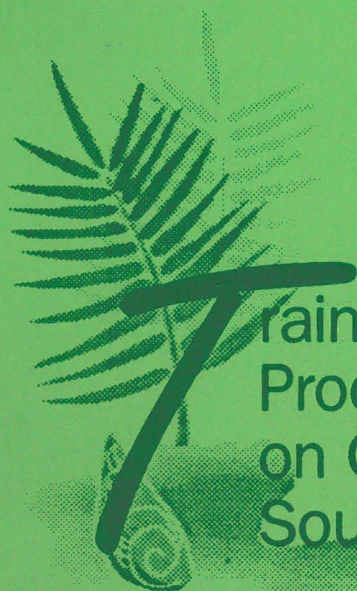


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Training Users and  
Producers in Statistics  
on Gender Issues in the  
South Pacific

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**T**rainning Users  
and Producers  
in Statistics on  
Gender Issues in  
the South Pacific



# **Training Users and Producers in Statistics on Gender Issues in the South Pacific**

Report of the Seminar held in  
Rarotonga, Cook Islands  
30 November - 3 December, 1992

United Nations International Research and Training  
Institute for the Advancement of Women  
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# **TRAINING USERS AND PRODUCERS IN STATISTICS ON GENDER ISSUES IN THE SOUTH PACIFIC**

## **INTRODUCTION**

An important component in an overall implementation, monitoring and evaluation of strategies designed for improving the status of women relates to effective use of adequate, reliable and clear statistical data. Programmes and projects should be planned and managed in an integrative manner and should operate from as solid and reliable statistical data as possible. However, the challenge in obtaining and utilizing reliable data becomes much more complex when gender-specific issues are involved. Two major issues that have been made quite evident to the extent that gender relevant data are concerned include 1) the underutilization of existing data on women and men and 2) the lack of accurate and reliable sex-disaggregated data in areas where the role and contributions of women are most important. Basic to any approach devised in responding to these issues is the need to establish a dialogue between the producers and users of statistical data to discuss the attendant problems and concerns in producing and utilizing gender-specific data. Usually, this dialogue is not maintained, if not non-existent in most countries.

Cognizant of this problem, INSTRAW has, since its inception, placed great importance in establishing dynamic interactions between data producers and users through trainings and seminars on statistics and indicators on women both at the national and regional/subregional levels. In collaboration with the Statistics Division of the United Nations (UNSTAT) and other relevant agencies, INSTRAW has already organized seventeen workshops on this topic for the developing regions/countries of the world. The Subregional Workshop on Statistics and Indicators on Women in the Pacific Islands which marked the first activity of INSTRAW in the region is one of them.

### **Objectives of the Workshop**

The primary objective behind organizing the Subregional Workshop on Statistics and Indicators on Women in the South Pacific is to discuss ways of improving the use of available statistics on women and men and to develop strategies for improving the quality of gender statistics for policy. The participants, representing the producers and users of data of the different islands in the region, exchanged information and/or experiences on 1) the type and quality of statistical data available on women and men in their respective countries, 2) the use of available gender statistics and 3) data gaps and difficulties with concepts and methods being applied in existing data collection techniques. The scope and areas covered addressed the general issues and problems commonly identified for the region.

### **Pre-Workshop Resources**

This workshop is innovative in that INSTRAW has worked with the Commonwealth of Learning to prepare a pre-workshop resource package to improve the participants' knowledge of the relevant issues prior to the workshop. The package also provided the participants with a step-by-step guideline for undertaking a pre-workshop project that was designed to help them develop their country papers. The two participants from each country were asked to jointly complete this pre-workshop project at least two months before the workshop. The idea behind this approach is to establish and encourage a sustained spirit of collaboration between the producers and users of statistics.



The workshop was organized by the International Research and Training Institute for the Advancement of Women (INSTRAW) in close collaboration with the Department of Statistics and the Ministry of Internal Affairs of the Government of the Cook Islands. It was co-sponsored by the Government of New Zealand and the Commission for the European Communities.

### **Participants**

Participating countries included the Cook Islands, Fiji, French Polynesia, Kiribati, Papua New Guinea, Solomon Islands, Tonga, Tuvalu, Vanuatu and Western Samoa. A total of 9 producers and 6 users from these islands attended the workshop. Observers from the Cook Islands and Niue were also invited and took active part in the discussion and working group sessions.

The Workshop was held at the Manahiki Hotel, Rarotonga, Cook Islands from 30 November to 3 December 1992.

## OPENING SESSION

The workshop was officially opened by the Minister-in-Charge of Statistics of the Cook Islands, the Hon. Tekaotiki Matapo. After welcoming country participants, resource persons and invited guests, the Minister stressed the importance for the region to keep in step with social and economic development trends, particularly relating to the role women play in the development of their countries. The Minister applauded the initiative taken by INSTRAW together with the other sponsors, and organizers of the Workshop in bringing together producers and users of statistical data and information to begin dialogue towards a better understanding of the respective role each play in the ultimate goal of development. He noted the prime objectives of the Workshop and urged that those present strive to develop strategies and guidelines for improving the use of statistics, eliminating existing data gaps, as well as establishing and strengthening regular dialogue and collaboration between producers and users of statistics. He also wished the Workshop well in its efforts to assisting the participants come up with views of improving content, concepts, classification systems and presentation of gender-specific statistics in order to further promote the collaboration and cooperation of producers and users of statistical information and data on women and men. (See Annex I for complete text)

On behalf of the Director of INSTRAW, Ms Margaret Shields, Ms Corazon Narvaez welcomed the participants and the distinguished guests to the opening of the workshop. In conveying the Director's message, Ms Narvaez extended the former's heartfelt thanks to the participants and all the people who have worked together in making the workshop possible. In particular, she acknowledged the support provided by the Government of New Zealand and the Commission of the European Communities as well as the substantial inputs of the Commonwealth of Learning. In her message, the Director emphasized the important role that the participants will have to assume to ensure that the initiatives undertaken through this workshop continue when they go back to their respective countries. The work that the participants have done prior to this workshop will determine the direction of their work and the attendant concerns and problems will in the end, guide future activities. In concluding her address, the Director wished the participants a successful workshop. (See Annex II for complete text)

## ELECTION OF OFFICERS

After the general introduction chaired by the INSTRAW consultant, Ms Fanaura Kingstone, the workshop participants unanimously elected Mr. Andrew Turua, the Government Statistician of the Cook Islands to chair the entire workshop. It was also decided by the participants for all countries to do rapporteur on a rotational arrangement.



## SESSION ONE

### THE IMPORTANCE OF STATISTICS AND INDICATORS IN IMPROVING THE STATUS OF WOMEN

The topic was introduced by Ms Corazon P. Narvaez of INSTRAW. She noted that despite remarkable achievements in raising general awareness on women's issues and the political will that has been generated during the past two decades in addressing relevant problems, there remain a number of difficulties that limit the full integration of women into the mainstream of development. The inability of data users including the policymakers in making effective use of available data in policy/programme designing is a case in point. This to a great extent, has contributed to the longstanding failure to systematically identify the roles of women in the development process. Indeed, the need for adequate, timely and reliable data cannot be overemphasized for policies and action programmes to achieve their goals and to evaluate the progress made in the implementation of international recommendations and strategies for the advancement of women.

Ms Narvaez discussed two major problems in gender statistics which the workshop was designed to address -- data underutilization and the inaccuracies and inadequacy of existing data.

In responding to data underutilization, she stressed that together with a sustained dialogue between the producers and users of data, the users must be provided with a comprehensive training in effective data utilization. Similarly, the data producers who oftentimes are responsible for designing the tabulation and data publications must be made more aware of the importance of tabulating data by sex.

On the other hand, she also emphasized that available data are to some extent, inadequate to properly reflect the problems, needs and potentials of women. In particular, she highlighted the wide data gaps in valuing women's work, most of which are being undertaken in the informal sector.

Recognizing these problems, Ms Narvaez informed the workshop of the general strategies and programmes which INSTRAW has initiated and implemented in an attempt to help improve the statistical data on women and men. She concluded her presentation by stating that the present workshop which is INSTRAW's first activity in the region, is part of a continuing programme of the Institute in improving the statistical data on women. (See Annex III)

Ms Robin McKinlay of the Ministry of Women's Affairs (MWA) of New Zealand proceeded with a presentation on "The Use of Gender Statistics and Indicators in Policy" based on the experiences of the Ministry. In describing the role of MWA, Ms Mackinlay emphasized that the Ministry does not have a research capacity as such and its information requirements are met through the services of a well stocked and efficient library with access to on-line reference services. Fundamental to all its information requirements are gender specific statistics and indicators which are provided by the Department of Statistics. Knowing their needs and aware of the limitations and problems with existing data, the Ministry has been active in working with the Department of Statistics for better statistics on women. Specifically, on the 1991 Census of Population and Dwellings, the Ministry took active part in reviewing the census questionnaire and submitted a number of changes to ensure that it provided more accurate information on women. The Ministry forwarded a number of specific changes on definitional issues.

Ms McKinlay briefly described the kind of statistics and statistical sources the Ministry use most and identified some data gaps which needed to be addressed more urgently. Ms McKinlay noted that most of the data they use are derived from the censuses, Household and Labour Force Survey and the Household Expenditure Income Survey. She emphasized that of high priority are labour force statistics, income statistics, data on housing, health and other demographic data, most of which are being provided by the Department of Statistics. But there are still gaps to be filled, she stressed.



One of the biggest information gaps for the policy-makers concerned with issues on women, is the lack of statistical information on the informal or non-market sector. Those non-market activities which are difficult to measure such as caring for children and the elderly, still remain in New Zealand. To this end, she stressed the importance of time-use data and the initiatives undertaken by the Ministry, in collaboration with the Department of Statistics, towards designing and developing appropriate survey methodologies in New Zealand. She informed the workshop that in 1990, a pilot time-use survey was conducted with the support and financial contributions from a total of ten government departments. In describing the result of the pilot survey, Ms Mckinlay referred to a paper prepared by the Department of Statistics on "Option for the Valuation of Unpaid Work in New Zealand" which includes estimates of the value of unpaid work as measured on the pilot time-use survey data and a joint publication of the Department of Statistics and the Ministry of Women's Affairs on "Statistics Profile of Women in New Zealand".

Ms Mckinlay further explained the use of indicators derived from this survey for policy purposes. She concluded her presentation emphasizing the importance of a sustained dialogue between statisticians and those who use their statistics to meet all the requirements for improving people's understanding of the status and role of women in society. She also stressed that while the examples she presented are all drawn from New Zealand experience, the main issues raised and the gaps and problems identified are likely to be similar in Pacific islands nations. (See Annex IV)

### Discussion

A number of comments concerning the use of available data were discussed following Ms Mckinlay's presentation. The participants recognized the importance of a well presented statistical analysis of women's status through publications and encouraged statistical offices to review their publications in view of taking gender issues into account. Some participants expressed concerns on the use of time-use methodology for collecting more detailed information on the activities that women and men do. Among other issues, they highlighted the following:

- 1) the cost-effectiveness of undertaking such type of surveys in Pacific countries, taking into account limited financial resources they have.
- 2) the complexity of the methodology and the difficulties of applying them in the countries of the region.
- 3) imputation of monetary values to the time spent by either a woman or a man in specific activities. A lot of concern was expressed on the fact that certain tasks cannot be monetised particularly when the emotional factor is taken into account. This seems to play an important role in the society of the Pacific countries. Imputing monetary values to time spent on caring for the elderly and the children for instance are indeed difficult. Questions were also raised on whether the childbearing time should also be valued in monetary terms or not.
- 4) not ignoring the above concerns however, the importance of the time-use data has also been stressed by some of the participants. In Vanuatu for example, the need for time-use data in evaluating the amount of time spent in certain activities like caring is becoming urgent. To this end, the Chairperson informed the participants of the most recent attempt the Department of Statistics of the Cook Islands has undertaken in responding to this need. The last census of the Cook Islands included questions identifying home duties/activities such as caring and other household activities. The questionnaire did not ask though whether those activities were done paid or unpaid. While this approach lends a lot of weaknesses, some indicators could be derived to get an initial view of the type of home activities women do.

As for the under-utilization of data, the participants strongly emphasized the following issues:

- 1) the lack of dialogue/consultations between the data producers and users in their countries. Data users are often not aware of the type of data that exist and do not have the required skills and tools for retrieving and utilizing them. On the other hand data producers seem to have remained insensitive to the needs of data users and unaware of the prevailing problems. In this connection, some of the participants agreed that the data producers, most of whom are men, should not be taken wholly accountable for this seemingly serious communication gap. A lot of times, women themselves are not concerned about data collection, compilation and analysis and hence they hardly provide inputs in the process. The need to educate women and make them aware of the importance of statistics on women for planning and policy designs was therefore emphasized. The representative from the South Pacific Commission also emphasized the importance of a more sustained dialogue between the data producers and users. For instance, consultations between the statisticians and an advisory committee which is normally being created when preparing for the census and major household surveys should be maintained on a regular basis instead of meeting once every ten years.
- 2) considering the fact that the WID issues have just been recently introduced in most of the Pacific countries, it was mentioned that this type of a continuing dialogue becomes even more important for the producers to know what the users' needs are.

## SESSION TWO

### AVAILABILITY OF SEX-DISAGGREGATED STATISTICS AND INDICATORS: REGIONAL OVERVIEW

Mr. Laurence Lewis, ESCAP Regional Adviser for the Pacific presented his paper on the topic mentioned above. He reflected that in preparing the paper he had some difficulties in dealing with the concepts of availability and regionality.

Many sources existed that could provide information of interest to women. Most statistical data were obtained from censuses and surveys and from various administrative records. To many users, availability of data from censuses or surveys depended on what was published in official reports. But more use could be made of these data sources if users understood what tabulations were produced, the structure of the various data files and the content of the questionnaires. Mr. Lewis observed that the unit record file in particular, since it contained complete records for each individual in the census or survey, was very comprehensive and provided a source for any census data or cross-tabulation. Databases constructed at the regional level by contrast contained summary data which reduced the flexibility and range of tables that could be produced. This point was illustrated from data from various regional sources which clearly could not meet the wide range of needs for statistics relating to women.

The paper suggested that existing databases could be better exploited and new sources, particularly from various record systems could be further explored. Most importantly, advocates for improved statistics and indicators on women should become more involved in the process of determining statistical priorities in national statistical systems. (see Annex V)

Following his presentation, the discussion continued on the issue of maximizing the use of available data. Some of the participants pointed out some of the basic problems that retard any attempts in including programmes on women in the national agenda. Primarily, the participants expressed concern about the seemingly negative attitudes of the government towards women's issues which also becomes a basic factor when discussing the needs and issues on statistics and data on women. To this end, some of the participants expressed concerns about the fact that women's issues usually are not taken as priority issues in the national agenda. Mr. Lewis explained however that these problems should not be taken as a barrier for the users and producers of data to establish an open dialogue. He stressed the important role the users play in helping the statisticians identify the priority needs for data, required tabulations and even in writing basic reports for publications. This dialogue is also important for the users to acquaint themselves on the limitations of the existing regular data collection methods such as the censuses and identify alternative ways of bridging data gaps. He also mentioned the importance of including statistics within the mainstream work of the national women's machineries and in doing so establishing an open and honest dialogue with the national statistics office.

The participants further expressed interest in establishing a consultative committee composed of the producers and users of data. While the criteria for the selection of the committee members may depend on the country situation, the involvement of senior officials from the different government agencies will be most important. In some cases, equally important users from the key non-governmental organizations may also be invited. To this end, some of the participants from the producers side shared their own experiences in establishing this type of consultations with the line ministries such as planning, agriculture and others when planning for the census. While some initiatives towards this direction are already taking place, a lot remains to be done to ensure that a more sustained, open and honest dialogue between the producers and users of data is established and maintained.

There was also a wide discussion on the issue of having a statistician within the national women's machineries to liaise with the national statistics office and to help develop or set up a database on women. While most of the countries recognize its importance, other participants stressed that in small countries like Tuvalu, better coordination and close consultations between the producers and users of data remains the key element in their data collection exercises.

In general, the participants commonly agreed on the prime importance of establishing/strengthening dialogues/consultations between the data producers and users in addressing issues and problems on statistical data on women.



## SESSION THREE

### COUNTRY PRESENTATIONS

Participating countries had been asked to prepare a project involving both users and producers of statistical data working together to explore information needs and evaluating the extent to which existing statistical collections met those needs. (See Annex XI for complete summary of country papers)

Fiji presented a case study on the contribution of women to the economic activities of the informal sector. The study noted that the informal sector comprised a significant proportion of all economic activities. Since women played an important part in the rural economy, it was of concern to measure their contribution to the informal sector. Most of the existing data sources did not address this issues and thus failed to capture the participation of women in the economy. A number of data sources were utilized in the study. The most important was the Population Census of 1986, although the participants felt that the census approach to measurement of female participation in the labour force was unsatisfactory. However, more recent data were collected in three household surveys conducted between 1989 and 1992. In the Household Economic Activity Survey, an imaginative approach to women's activity was adopted, in which enumerators avoided asking questions directly about occupation but instead probed for all activities during the reference period.

While the case study identified some important issues and problems, it highlighted the importance of a coordinated approach to data gathering and noted that the emphasis on women's statistics had gained momentum since the establishment of the Ministry of Women's Culture and Social Welfare.

The case study presented by the participants from Solomon Islands focused upon the position of females in the formal education system. The study identified the need to compare participation of males and females at primary, secondary and tertiary levels. Data were drawn from the 1991 Census of Population and from the annual survey of primary schools and other administrative statistics collected by the Ministry of Education and Human Resources. The presentation noted that female participation rates were lower than for males at all levels in the education system. However, as level progressed, disadvantages for women became more marked. On presenting the study, the Solomon Islands participant observed that data for primary and secondary sources were reasonably good, but those relating to tertiary education were unreliable. Improvements to methodology and processing could be made if coordination between the Ministry of Education and Human Resources and Statistics Office were improved.

The case study for Tuvalu noted the lack of statistics relating to the role of women in the economy. The Tuvalu economy was very small and depended largely on agriculture. The proportion of the labour force engaged in the cash economy was rising, but in 1991 was still only about 26 per cent of the total. Rates of female participation in the cash economy were low compared with males and the case study noted that there were no female doctors, dentists or pharmacists in the country. Though the contribution of women to the informal sector was known to be very significant, no survey has been carried out and thus no attempt has been made to value this contribution in money terms.

Western Samoa presented its case study on the role of women in sustainable development. The study felt that this concept raised many issues but concentrated on population control, use of resources, nutrition, health and sanitation. The study defined its development objectives as meeting the needs of the present generation without, at the same time, jeopardizing the lives of future generations. In identifying data needs at family, village and national levels, a number of useful indicators were developed. Several problems were highlighted particularly the lack of appropriate statistics and a failure to appreciate the contribution that women were making to the development of the country.

The case study by Tonga was prepared using education as its theme. Improvement in education had been enjoyed by both sexes. Historically males had achieved higher participation rates than females, although the study noted that for the younger age groups the differences had largely disappeared at primary and secondary levels. At tertiary levels, however, male advantage persisted. Males were also more likely to avail themselves of the opportunities provided to pursue higher studies overseas. Gender difference in choice of courses and subjects were presented. At university, women were more likely to select arts courses than men. Differences were more marked for Tongans pursuing vocational and technical courses. Males, for example, were more likely to study agriculture or engineering than females.

The Papua New Guinea case study also selected education as a focus. It identified some of the more important uses to which reliable data on education could be put. Much of the data required could be obtained from decennial population censuses and from well maintained administrative records. The study identified some problems that would need to be surmounted. Many gaps existed in filling the needs for data on women; there were biases and conceptual problems that hindered data collection and use; and there was need for better co-ordination between users and producers of statistics.

The case study for Vanuatu looked at the effects on household standards as they related to women in areas of rapid population growth in Port Vila. The study identified a list of questions for which data would be needed. The principal source of statistics was the 1989 Population Census. Other possible sources were the Ministries of Health, Environment and Agriculture, the Port Vila Hospital, Women's Affairs and National Council of Women, although the case study noted that these sources provided few data related to women. The study also lamented that there had been no national survey that addressed specific women's issues and expressed its hope that statistics on women would be included on the agenda of activities carried out by the Statistics Office.

French Polynesia selected birth control as the issue in its country report. In noting the exceptionally high birth rate in the country the study raised various questions relating to families and contraceptive use that needed to be addressed. An office for the Protection of Motherhood and Family Planning had been established in 1983, with the result that several contraceptive prevalence surveys had been conducted. However, the study noted the small size of samples used and the low reliability of some of the statistics obtained. The study also identified some of the factors contributing to high fertility and problems in relations between males and females. These included the unduly heavy burden placed on many women by household duties; the lack of education, especially among women; the lack of financial resources among many couples; and the lack of information on men's opinions about contraceptive use and method preference.

### Discussion

A wide discussion followed the presentation of the national case studies, which had demonstrated that statistics were available either in the Statistics Offices or substantive government departments. However data from the main sources i.e. censuses of population, household surveys, and administrative records, were usually not properly compiled or readily usable. Participants were particularly concerned that the special needs of rural women, who made up a large proportion of the Pacific Island populations, had been neglected in most statistical activities. Some approaches were suggested that might be worth pursuing, including the appointment of women's affairs officers in rural areas or research assistants with specific tasks to collect data on women. Other areas in which data gaps were identified included informal household economic activities that were almost always performed by women, and unpaid domestic chores which formed a major part of women's work. Fiji was the only country represented that had attempted to collect statistics on household economic activities in the informal sector.

A number of problems were discussed relating to the lack of data, difficulty of access to data files and the problems of using or interpreting published statistics. Several participants observed that reports did not always address issues in a useful way, and in many cases were of little use. More focus was needed in producing simple reports, well illustrated with charts and graphs and containing some basic analysis.

Several solutions were proposed to improve the situation. Awareness campaigns could be useful to raise the consciousness of potential users that statistics were available. In particular, the workshop felt that national workshops could perform a valuable role in bringing users and producers together, to help identify the policy and programme issues confronting users of statistics and indicators. Some participants felt that more intensive training courses might be conducted to help in understanding and interpreting statistical presentations. Such workshops or training courses should be seen as part of a wider programme to encourage better dialogue between users and producers of statistics.

## SESSION FOUR

### IMPROVING THE USE OF AVAILABLE GENDER STATISTICS

A paper was presented by Ms Denise Brown of the Department of Statistics of New Zealand on Methods of Compiling and Analyzing Available Data on Women. She observed that a main concern about statistics was that they did not adequately reflect issues which concern women. Official statistics focussed on the formal sector and much of the work that women did remained invisible. There were other data gaps and conceptual issues that would need to be addressed, and this might take time. More immediately there was a need for extensive disaggregation of data by gender, more analysis, improved access to data, and better presentation of statistics.

The author also outlined ways in which better cooperation between users and producers of statistics might be achieved. Using the experiences of New Zealand, she cited the close cooperation between the Department of Statistics and the Ministry of Women's Affairs on the development of a time-use survey; convening of a seminar on statistics for women in conjunction with the Ministry of Women's Affairs, the Ministry of Maori Affairs and the State Services Commission; and the joint production of a statistical report on women in New Zealand.

Ms Brown also stressed the importance of tailoring statistics to fit the needs of users. Some users, she pointed out, needed detailed data, others lacked the training to analyse detailed tables. For such users, statistics needed to be presented in an easy-to-understand way. Other steps to improve the usefulness of gender-specific statistics might include the production of catalogues or data guides and the provision of training to users on the availability and use of statistics. (See Annex VI)

Mr. Brian Doyle of the South Pacific Commission presented a paper on How to Improve the Use of Available Statistics. In his presentation, he emphasized that the statistical environment has changed considerably in recent years and these changes have implications for both producers and users of statistics.

Statisticians needed to adopt new approaches to providing services to users. It was particularly important that they establish effective mechanism for dialogue with users and, he stressed, meetings between the two groups should be maintained as regularly as practicable. Much more needed to be done to ensure data were utilized. Mr. Doyle noted that the bland reports issued by most statistical offices containing nothing but statistical tables were no longer appropriate. Publications needed to be more user-friendly, using graphics and explanatory text to describe methodology and findings. To further improve the relevance of statistics to special interest users, statisticians should consider publishing data assembled in a more thematic way. Thus data obtained from various sources, but relating to the same general issues, might be brought together as an alternative approach to publishing a wide range of results from a single census or survey. In any case it was essential that all data be made more accessible to users.

It was also important that the attitude of users change. Mr. Doyle pointed out that the existing practice of requesting lists of tables or specifying data needs in a general way was not the most satisfactory approach. He suggested that users should rather talk of the issues or problems with which they were confronted; in this way it would be easier for the statistician to collect and present data that were most relevant to the users' needs. (See Annex VII)

A note was presented by Ms Grace Bediako of the United Nations Statistical Division (UNSTAT) and INSTRAW on initiatives towards improving the use of available gender statistics at the international level. Women's programmes were now an important part of the activities of the United Nations Secretariat, the specialized agencies and the regional commissions. In this system INSTRAW and UNSTAT have worked together to improve gender statistics. In her presentation, Ms Grace Bediako observed the current problems



in under-utilizing data, of data gaps, of biased concepts, measures and classifications, and poor linkages between users and producers. To integrate women into development, she noted, adequate information on the situation of women compared to men was required. Such data would help raise consciousness about the situation of women, provide ideas on the measures to be taken, provide a sound basis for policy and provide a basis to evaluate the effects of measures and programmes implemented.

To meet the increased demand for gender statistics, UNSTAT had taken several measures. It had developed a database "Wistat", on women covering 178 countries and most fields of social and related statistics. The database had already been utilized in the preparation of a statistical wall chart with selected indicators for 1990, for producing a compendium of statistics and indicators on the situation of women, and for producing a report entitled The World's Women, 1970-1990: Trends and Statistics.

Ms Bediako also outlined some of the current work on improving concepts and measures in economic and other statistics. The UNSTAT and INSTRAW had already published three reports dealing with conceptual issues and methods of improving statistics and indicators on the situation of women. Work had also been done to address issues of specific concern to women such as the extension of the production boundary to include more of the household production activities. The focus of the work on concepts and methods was currently on the informal sector. INSTRAW in collaboration with UNSTAT had also sponsored a series of workshops to foster dialogue between users and producers of statistics. Ms Bediako noted that the focus of international initiatives to improve the use of available statistics in the next few years would be towards preparations for the 1995 World's Women Conference. A series of training workshops will be conducted aimed at building national capacities to produce issue-oriented statistical publications of women and men. (See Annex VIII)

A statement was made by the representative of ESCAP on some of the regional initiatives to improve statistics on the situation of women. He explained the women's information network for Asia and Pacific (WINAP) that had been created to improve the gathering, analysis and dissemination of information about women and to strengthen cooperation among women in the region. Through this network it was proposed to encourage some countries to develop national profiles on the situation of women. Another initiative at ESCAP was to assist countries in improving statistics on women. Funds were now being sought for a project involving about 20 countries, many of which were in the Pacific region. The project will involve a review of existing data, a compilation of statistics and indicators reflecting the situation of women, the construction of a framework for gathering data, a series of meetings and commissions to obtain data and preparation of country profiles on the situation of women in selected countries.

### Discussion

The discussion on these three papers showed general agreement with the ideas of better coordination between users and producers of data, improved access to data and more user orientation in the presentation of results. The discussion on consultations between users and producers raised wider questions of the needs for the various departments and agencies within a country to adopt more coordinated approaches to issues of concern to women. Participants stressed the importance of workshops to bring together users and producers of gender statistics. Such workshops should be encouraged at national levels where it was important that problems of producing statistics and concerns of users needed to be mutually addressed. Only in this way could a relevant set of indicators be drawn up as a basis for statistical collection. At the regional and international levels workshops such as this present one were most valuable and participants hoped that the series will be continued.

An interesting discussion took place on the methodologies and purposes of the SNA. Some of the statisticians present explained that since the approach taken in most Pacific countries was to estimate the

national product through an aggregation of production statistics, it was not feasible to break down the resulting accounts by gender. Nevertheless, other participants felt that women's contribution to the value of goods and services produced was important and most often understated. It was important therefore that the components of the SNA were constructed in a way that reflected the true position. It was important to bear in mind that women in the Pacific were only first becoming visible. It was essential that statistics should be sensitive to changes that were taking place and all efforts should be made to encourage the production of statistics on women and to look very closely at statistics and indicators made available.

## SESSION FIVE

**ISSUES AND PROBLEMS IN CONCEPTS AND METHODS CURRENTLY APPLIED  
IN EXISTING DATA COLLECTION TECHNIQUES IN THE COOK ISLANDS**

Dr. Michael Runge opened the session with a paper on "Problems in Collecting Statistical Data in a Tropical Paradise", which presented the results of a survey of women's health in the Cook Islands. Dr. Runge pointed out the importance of having reliable data for sound health service planning, and emphasized the need for health services to move from a "reactive" mode, in which they deal only with problems, to a "proactive" mode based on planning and prevention. He emphasized that it is not necessary to pay costly consultants to do such surveys, and recommended the collection of health statistics in combination with provision of health care. Some of the problems encountered in carrying out the survey included infrastructural problems, computer problems in an isolated and tropical environment, problems of interviewer bias, and respondent resistance. The paper stresses the importance of interviewers having knowledge of the subject area.

Dr. Runge presented a selection of the survey findings relating to sexually transmitted diseases. His data indicated a high rate on chlamydia and hepatitis B amongst Cook Island women, suggesting the need for preventive intervention.

Dr. Pamela Ingram's paper identified statistical gaps regarding women's issues in the Cook Islands. The Cook Island's database has improved greatly in its provision of information by gender, but important gaps still exist. These include indicators of women's position in public life and leadership at national and local levels, information on how women vote, the role of women in voluntary and community groups, and attitudes towards women as leaders.

Crime statistics are also poor, in particular information on crimes affecting women and children such as rape, family violence and sexual abuse. Information on victims of crime is lacking.

Other gaps include family issues (marriage, divorce, adoption), women's role in small business, detailed statistics on women's employment and subsistence activities, women's position in the public service, and in tourism.

Dr. Ingram concluded by recommending a survey on attitudes to such issues as women and leadership and women in the family and in employment, as understanding of attitudes is a necessary step in identifying barriers to women's advancement. Dr. Ingram concluded with a plea that the use of international consultants should be discontinued and that use should be made of regional experts on statistical work to develop local skills. (See Annex IX-A)

Mr. Andrew Turua, the Government Statistician of the Cook Islands responded on the information gaps by outlining the information collected by the Cook Islands Statistical office. Some of the information required to fill Dr. Ingram's demographic data gaps is available, and changes could be made to reflect issues such as divorce, and family composition. Work is being done to improve crime statistics. A great deal of information on employment is collected but is not tabulated according to the variables required to reflect the position of women. This too could be amended if women made clear what they wanted.

Mr. Turua's paper outlined the statistical collections available from the Cook Islands' Statistical Office. The emphasis is on demographic and macro economic data, but it is recognised that statisticians need to change their approach and reflect more closely the needs of other users. He reported that during the last census, an attempt had been made to record the contribution of women in the informal sector by asking questions on contributions to household work.

Problem areas include vital statistics, as different departments have responsibility for Rarotonga and the Outer Islands, and migration. Employment is recorded in the census, but it does not always meet user needs, for example, statistics on employment in tourism is required, and ways to record it have been identified but none are perfect.

Mr. Turua suggested that gaps exist in all statistical collections, but the issues are not with the statisticians but with the users, who do not make their information requirements known. Statistical problems include those of definition. The definition of household and family must fit the local situation. For instance, the definition of unemployment does not suit the Cook Islands very well, as no-one is really unemployed here unless they have no access to land and water. (See Annex X)

### Discussion

Several issues were raised by participants in response to Dr. Ingram's paper. One area of concern was access to credit by women, and the danger that women's credit and income might be controlled by their husbands. Participants also asked about relative wages for men and women. Although there is parity in the public sector, women still appear to be disadvantaged in the private sector. Participants wanted to know whether many Cook Islands women were the main income earners for their families and whether their husbands care for the children. It was reported that this situation is still relatively rare, but it is increasing. Cook Islands women are increasingly well qualified and earning good incomes.

Other questions included the number of solo mothers in the Cook Islands, and this was identified as a data gap. Participants agreed with the proposals that international consultants should not be used. The discussion concluded with the statement that it is not necessarily the job of the statistics office to collect all statistics. Other departments, women's groups and other agencies can also contribute.

Comments from participants identified the need for reliable statistics on the informal sector. The issue of the causes of family violence were raised, and the need for information on attitudes of men towards women and women towards women was again highlighted. Similarly, the participants identified data gaps on women's position in public life and leadership at national and local levels; information on how women vote, the role of women in voluntary and community groups; and attitudes towards women as leaders; crime statistics which include rape, family violence and sexual abuse; women's role in family business; women's position in the public service and tourism; and women's subsistence activities.

Dr. Runge pointed out the importance of having reliable data for sound health service planning, and emphasized the need for health services to move from a "reactive" mode, in which they deal only with problems, to a "proactive" mode based on planning and prevention.

## WORKING GROUP SESSIONS

Two working groups sessions were conducted to discuss more fully issues raised during the plenary sessions and to develop strategies for improving the quality and use of gender-specific data. Participants were divided into two groups, and were given the same set of objectives to guide discussions and formulation of strategies.

### WORKING GROUP SESSION ONE

**General Objectives:** to develop strategies for improving the Use of Available Data on women and men.

The discussions started by identifying barriers to the use of existing data for describing the situation of men and women. Some of the problems and barriers identified include the following:

1. The seemingly indifferent attitude of women towards the importance and use of statistical data.
2. Lack of awareness on the part of data users of the existence of useful statistical data, or their lack of confidence to approach producers to assistance. Hence the lack of coordination and cooperation between users and producers is perpetuated.
3. Lack of common understanding of statistical concepts- users and producers "talk past each other". Similarly, international concepts and classifications are not always relevant or adaptable to local needs. Data collections in Pacific countries often follow systems developed by other countries which do not reflect the actual situation in the region.
4. Difficulties in understanding/interpreting published/tabulated data. Users usually find data presentations not user-friendly.
5. Lack of promotion of reports that contain useful statistical data.
6. Difficulties in using administrative records for statistical purposes.

The following strategies were subsequently identified for overcoming the above-mentioned barriers:

1. Establishing a dialogue between statisticians and data users. Prerequisite to this and to sustaining regular interaction between these two groups are the following:
  - a) initiative from statisticians or data producers to establish a dialogue with the heads of relevant government departments, ministries as well as NGOs to discuss data requirements and other issues. Users must follow-up this initiative with larger forums of users in the policy area. Moreover, while it may be easy for statisticians to initiate this dialogue, they should work closely with the users. Care must be taken to ensure that they do not impose their opinions/ attitudes on the process.
  - b) Efficient use of women's networks within the countries for information dissemination. Similarly, the use of mass media to publicize the availability of data should be explored. Country profiles on women could be produced and updated regularly.

- c) Likewise, women's groups should also take the initiative of inviting data producers to their meetings and conferences to assist in raising gender awareness and understanding pertinent issues. Users must also be encouraged to approach producers for their data requirement.
  - d) Statisticians to provide training for users on the use of available data, understanding the strengths and limitation of statistics and provide tools for formulating their own statistical requirements. Users should also be made aware of the resource implications of producing, processing and publishing statistical data.
2. Greater coordination and cooperation between and amongst international agencies and the Pacific countries.
  3. Provision of technical and financial assistance from international agencies such as INSTRAW, ESCAP and SPC for inputs in trainings/seminars to be organized for data producers/users in each country. In particular, SPC is also requested to 1) provide training to statisticians to help them improve their publications making them more user-friendly and 2) discuss management issues and coordination at the upcoming Regional Conference of Statisticians.
  4. ESCAP/SPC Expert working group in the region should be reconstituted to 1) develop relevant questionnaires and approach for measuring economic activities, 2) analyze the use of questionnaire in the region and 3) enhance exchange of information amongst producers and users of data in the region.
  5. Revisions being undertaken by international agencies on international classifications should be encouraged and supported, in view of improving the reporting and recording of women's actual role and status in society.



## WORKING GROUP SESSION TWO

**Objective:** To review and discuss data gaps and the relevant issues concerning concepts and methods applied in existing data collection techniques, data processing, tabulations, etc.

The groups agreed that data gaps and problems with concepts and methods is clearly evident with the lack of statistical data to reflect women's role and the non-existence of a focal point (e.g. a government agency) dealing with statistical data on women. Moreover, statistical data are greatly necessary to clearly describe and identify women's problems, to put an issue into a more presentable, clear and attractive form to any agency from which support is sought, to identify specific groups thus enabling post evaluation exercises of any expected impact and to help undertake cost-benefit analysis of different activities and list options to be accessible to any woman for her selection, taking into account the environment and the resources available.

Specifically, the groups identified serious data gaps and problems with concepts and methods involved in collecting data on 1) women's contribution to the national economy and 2) participation of women in leadership and decision-making including areas of political matters, private enterprises and decision-making in the households.

### A. Women's contribution to economy

#### Data requirements

- \* value of exports by commodity and gender
- \* participation of women and men in formal and informal sector activities by type of activity
- \* value of total output of formal and informal sector activities contributed by women and men
- \* time spent by women and men on activities in the formal and informal sectors by type of activity
- \* type of industries and occupations in which women and men work
- \* level of responsibility held by women in their jobs
- \* women's income from paid employment
- \* participation of women in full-time and part-time work
- \* participation of mothers with dependent children in paid employment
- \* number of children of working mothers
- \* age of children of working mothers



## Indicators

- \* Proportion of women in the paid workforce.
- \* Proportion of women with children who work.
- \* Average number of children per working mother.
- \* Proportion of women in supervisory positions.
- \* Proportion of women teachers in senior positions.
- \* Ratio of women to men in the upper 25 percent of income earners.
- \* Proportion of women to men who are self-employed or employers of others.
- \* Average number of hours per week spent by women on unpaid household work (also the monetary value of their work).
- \* Average number of hours spent per week by women on unpaid work in the community (also the monetary value of their work).
- \* Average number of hours per week spent by women on the care of the elderly.
- \* Proportion of elderly women caring for children.

## Data Sources

The Census of Population and Dwellings, Household Labour Force Survey and administrative record systems were identified as the principal data sources for the calculation of indicators 1 to 7. It was noted that there were potential problems arising from the relative infrequency of the census and unreliability and incomplete coverage of administrative records.

Time-use surveys were identified as the likely data source for indicators 8 to 11.

## B. Participation of women in leadership and decision-making

### 1. Participation of women in political matters

#### a. Data requirements

- \* number of persons represented in various levels, by sex, age and regions
- \* characteristics relative to education, marital status and number of children by sex
- \* attitude towards political participation of women

#### Data sources

- \* Parliament Office
- \* Electoral Commission
- \* Ombudsman Commission

- \* Additional data required could be collected by women's organizations, universities and other agencies. Statistics offices must work together with NGOs and women's agencies in the processing and tabulation of raw data.

b. Leadership in private enterprises

Data requirements

- \* number of small enterprises owned/operated by sex and area
- \* employed persons by occupation
- \* employed persons by wages and gender
- \* employed persons by education and gender
- \* employed persons by marital status and gender
- \* employed persons by function and gender
- \* attitude towards women decision-makers

Data Sources

- \* Employment/establish surveys
- \* Census/surveys (LFS)
- \* Provident Funds
- \* Intensive Surveys
- \* Women Affairs Surveys

Data collection and processing must be undertaken by the statistics department/offices

c. Decision-making in the household

Data requirements

- \* family structure by family type
- \* family structure by socio-economic status
- \* kinds of decisions made
- \* family/household composition
- \* attitude towards family roles

Data sources

- \* Census
- \* Special surveys
- \* Additional data could be collected by universities and research institutes. With assistance from statistics office, universities and research institutes could process and analyze data

In general, the groups identified the need to:

- a) be more specific in selecting and specifying indicators
- b) consult statisticians on the sources of data
- c) work with statisticians in the definitions of concepts and terms
- d) adjust indicators according to the available data

Strategies forwarded in approaching the above issues/problems:

- \* set-up mechanisms for cooperation between national statistics office and lead agencies
- \* determine from the point of view of resources and users requirements
- \* NSO support to strengthen statistical reporting system in government departments and NGOs

Specific Problems Identified

Complex surveys such as time-use may prove extremely difficult for societies with low literacy. Processing of such information is also difficult.

The need to develop methodologies to conduct attitude surveys and interpreting its results.

## RECOMMENDATIONS

### A. NATIONAL

To further encourage the development and use of statistics related to the situation of women:

1. The National Statistics Offices (NSOs) should:
  - a. Identify government policy issues and initiate meetings with heads of government departments and other relevant agencies.
  - b. Initiate meetings with groups representing the users.
  - c. Provide training to staff at all levels to improve awareness and skills in collecting gender statistics.
  - d. Review their programmes of activities to ensure that gender statistics are given priority.
  - e. Provide greater assistance to users in defining needs and accessing information.
  - f. Tailor statistical products and services to meet the wide range of user needs including the publication of more user-friendly reports.
  - g. Promote awareness of available reports and the potential for obtaining additional information.
  - h. Prepare special reports related to themes of concern to women.
  - i. Initiate, together with interested user groups, the collection of data for publication as a profile on women.
2. Steps should be taken by the NSOs to ensure that continuous dialogue is maintained between users and producers of statistics.
 

Specific activities should include:

  - i. Establish a user/producer forum to meet regularly to discuss gender statistics.
  - ii. Conduct a workshop or seminars in each country to assist users in training requests for information and in interpreting existing statistics.
  - iii. Maximize the use of national expertise to develop skills in the region; international consultants should recognize the need to train national staff rather than carry out substantive work.
3. Users of Gender Statistics should:
  - a. Recognize the relevance of statistics to achieve their objectives.
  - b. Initiate discussions with the NSOs on data needs.
  - c. Invite statisticians to participate in meetings and conferences to raise awareness of women's issues and the need for statistics.
  - d. Take opportunities for training in the uses of statistics.

## B. INTERNATIONAL

1. The ESCAP/SPC Expert Group in the Pacific Region should facilitate the exchange of ideas among users and producers of statistics. Particular focus should be given to gender statistics, and special efforts should be made to invite women experts to these sessions.
2. The international agencies, in developing and revising international standards and classifications must ensure that these adequately reflect the situation of women.
3. The international agencies such as INSTRAW, SPC, ESCAP, UNSTAT and UNIFEM look favourably upon requests for technical and financial assistance to countries in developing and using statistics on the situation of women.
4. The the issues related to the development and use of statistics reflecting the situation of women should be considered in preparing the agenda for international meetings, especially the Regional Conference of Statisticians.
5. International agencies should assist Pacific islands in identifying and measuring women's participation in the informal sector.
6. The international agencies should be encouraged to develop a manual on compiling gender statistics including methodology, concepts and definitions.

## ANNEX I

**Statement by  
the Hon. Tekaotiki Matapo,  
Minister of Statistics**

A Warm Kia Orana to...

The INSTRAW representative Ms Corazon Narvaez;

Resource Persons from the United Nations Statistics Division, the Economic and Social Commission for Asia and the Pacific, the South Pacific Commission, NZ Department of Statistics, the NZ Ministry of Women's Affairs and the Cook Islands; and Invited Guests

I would like to extend a very special Kia Orana to all the participants and observers from overseas and trust that your stay on Rarotonga will prove useful as well as enjoyable.

Also to our local participants and observers I say Kia Orana.

In such a diversified and rapidly growing region, it is becoming more and more apparent the need to keep in step with social and economic development. The role of women in this development throughout the region is increasingly equal a concern--one of which my Government does not look upon lightly.

This workshop that will run for the next four days will bring together varied backgrounds and experiences under one common sake in a bid to increase our understanding (or mis-understanding as the case may be) of the role women play in our individual societies.

To behold such knowledge we need a broad spectrum of information that allows us to realize past, present and future trends of both women and men. However, it is equally important that any such information should be effectively utilized in the development process.

This is where the participants are of vital importance since among you are representatives from the producers of statistics and information as well as representatives from the users of statistics and information from each of your individual countries.

To this end this workshop achieves its first objective in bringing us producers and users together to work in coalition to address gender-specific issues. The prime objective, therefore, is to develop strategies and guidelines for:

- Improving the use of available statistics and data on women and men,
- Approaching data gaps on women and men, and
- Establishing and strengthening regular dialogue and collaboration between producers and users of data.

Equally significant is a view to suggest ways of improving content, concepts, classification systems and presentation of gender-specific statistics.



At this point I would like to extend my Government's appreciation to the organizers of this workshop, namely INSTRAW who has worked in collaboration with the Cook Islands' Prime Minister's Department, Statistics Office and the Ministry of Internal Affairs.

On this note, I have great pleasure, on behalf of the Cook Islands Government, to declare this Sub-regional Workshop on Statistics and Indicators on Women in the South Pacific officially open.

**ANNEX II****Statement by  
Ms Margaret Shields  
Director, INSTRAW**

KIA ORANA, TALOFA LAVA, FAKATA LOFA, LAHI ATU, BULA VINAKA MALO ELELELI, LA ORANA,  
KIA ORA & GREETINGS TO YOU ALL!

It gives me very especial pleasure that this workshop is being held in this part of the world. This is the first time that INSTRAW has held a formal activity in the South Pacific and I am pleased that at least one member of my staff will now understand a little of my nostalgia for this part of the planet.

In greeting you I would particularly like to acknowledge the contribution that has been made to the organization of this workshop by many people. First I would like to formally acknowledge my old friend, the Prime Minister of the Cook Islands, the Honorable Geoffrey Henry. His gracious acceptance of our suggestion and his warm invitation to INSTRAW to proceed with the workshop was greatly appreciated. Out thanks are due to the sponsors of this workshop also to the New Zealand Government who not only provided some funding to assist with the travel to participants, but also provided through the New Zealand Department of Statistics and the Ministry of Women's Affairs, expert support in the preparation of resource materials. I am delighted that both Denise Brown and Robin McKinley will be with you to continue their work.

Another agency that has provided substantial input is the Commonwealth of Learning. They provided the necessary funding to have the materials prepared by the Open Polytechnic of New Zealand. These materials were designed especially for this workshop and we hope, with the help of your constructive criticism, they will become a model for future workshops in other parts of the world.

The Commission of the European Communities made a generous contribution that ensured the participation of many of you. We are grateful for their support for an activity that is taking place so far from Europe. Closer to home the Suva Officer of UNDP provided vital logistical support with travel arrangements.

Finally there are some individuals who have been vital to this enterprise: Mr. John Tangi, Andrew Turua, Pamela Ingram, Fanaura Kignstone and, of course, Corazon Narvaez who together, have worked their way through the many details of planning that lie between an idea and its implementation. We all owe them a great deal.

This workshop is one of a long series of workshops that INSTRAW has organized on the topic of gender statistics. As I have already mentioned, however, this workshop has some unique features. Usually when we prepare for a workshop we engage consultants to prepare country studies to be presented to participants. We have not done that here. Instead, most of you have been involved over the last few months in the preparation of small case studies. Our goal has been to bring together policy-makers and statisticians, the users and producers of statistics, into a fruitful working relationship and to encourage maximum participation in the building up of useful statistical pictures of your societies. You have done that for yourselves. All these pictures of men and women in the South Pacific will be incomplete. I suspect that many of you will already have identified problems, data gaps that need to be filled. That is all expected. In fact it ties in with the general aim of INSTRAW's statistics programme which we call "Making Women Visible".

Some of you may not be very familiar with INSTRAW. The full title of the agency is the United Nations International Research and Training Institute for the Advancement of Women. I hope that by the end of this week will all be, not only aware but supporters of our work, which is to undertake research and to develop training materials that will assist in the inclusion of women in development. There are a number of participants here from United Nations and other agencies who share our interest in improving statistics on women, the United Nations Statistical Division, ESCAP, the South Pacific Commission. We are grateful for their interest and support of this activity.

However, the most important people here are the country participants. The work that you have done prior to this meeting will determine the direction of our work. Your concerns and your problems will, in the end, guide our activity. We are all looking forward to more interesting outcomes. In the language of my own Pacific Island,

KIA ORA, KIA KAHA, KIA MANAWANUI.



*Full Texts of Papers*

*Presented by the Resource Persons*





## ANNEX III

**IMPORTANCE OF STATISTICS ON WOMEN AND DEVELOPMENT<sup>1</sup>****Introduction**

The level of awareness on issues related to women and their role in national development has grown progressively over the last two decades.

Concerted efforts of both international and national organizations have underscored the need for policy interventions to improve the status of women and facilitate their participation in society. Recommendations from most of the international conferences and meetings on women led to a greater sensitivity to the issues and to the establishment of special government machineries, stimulating more concrete programmes for the advancement of women.

In a series of activities culminating in the declaration of 1975 as The International Women's Year and 1975-1985 as The Decade for Women, the United Nations has significantly brought to focus the basic issues relevant for the full integration of women in the development process. To mark the end of the decade, a World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development, and Peace was convened in Nairobi, in July 1985, which adopted the Forward Looking Strategies for the Advancement of Women up to Year 2000. Under development issues, the Strategies identify certain areas for specific action, which include: employment; health, education; food, water, and agriculture; industry; trade and commercial services; science and technology; communications; housing, settlement, community development, and transport; energy; environment; and social services.

Despite the impressive achievements in consciousness raising and political will to address specific problems and issues relevant to and for women, there seems to be a lacuna that limits the full integration of women into the mainstream of development. Researchers and policymakers are faced with the problem of statistical and information gaps. The need for adequate, timely, and reliable data cannot be overemphasized for policies and action programmes to achieve their goals, and to evaluate the progress made in the implementation of international recommendations and strategies. Thus, the Forward Looking Strategies call for timely and reliable statistics on women, emphasizing that accurate statistics have an important role to play in the elimination of stereotypes and the movement towards equality in development. Apart from the general lack of data, statistics, when available, are not fully utilized to describe differentials in the socio-economic situation of women and men, to indicate the extent of poverty and/or inequality in a society, and to change family situations and economic responsibilities that women undertake.

**Problems of Statistics on Women**

Some general facts about data on women are already known, particularly those that pertain to the inadequacy of sex-disaggregated data on issues most important to women and/or the underutilization of available information and the conceptual and methodological intricacies in data collection and analysis that generally conceal the status of women.

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<sup>1</sup> Paper presented by Ms Corazon Narvaez, Associate Social Affairs Officer of INSTRAW

### **Underutilization of Available Data**

While the inadequacy of statistics and data on women has always been referred to as major obstacle in the full recognition of women's participation and contribution in society, it must be pointed out that a lot of statistics are available, but are not fully utilized.

The wealth of data collected through censuses, surveys, and administrative records are not always made available to the public presented by sex. Despite the fact that data are often collected by sex, data disaggregated by sex are seldom published, owing to low priority given to gender issues or of lack of awareness of the role and contribution of women.

Apart from the censuses, national scale surveys, and administrative records, a number of different sample surveys which have been and are being collected have high potential value and a complete statistical service must exploit them all. It is unfortunate, however, that these information are not utilized to the extent possible that can contribute to the understanding of the status and role of women.

Users are, most of the time, not aware that data do exist and are accessible. On the other hand, it is also true that users of statistics, in general, lack the aptitude to put to optimum use and derive useful benefit from the available data. So true is the situation that, in many countries, the value of undertaking large and expensive surveys is questioned in view of the inability of users to fully utilize existing data. They often lack the knowledge of accessing the data, interpreting the schedule, and understanding the format of data in computer files. Full utilization of data requires training, to discern poor from good quality data, to select the most appropriate analytical tools and methods of constructing statistical and social indicators, and to make an accurate interpretation of the results.

### **Inadequacy and Inaccuracy of Available Statistics and Data on Women**

It is evident that the available data are, to some extent, inadequate to properly reflect the problem, needs, and potentials of women. One difficulty ensues from the fact that statisticians in the national offices and producers of statistics have approached data collection and analysis in very broad and general context, almost to the extent of indifference to the relative differences between females and males, and between other subgroups.

The data collection procedures do not, for instance, reflect the differences in sex roles and division of labour within the family and in society at large. The methods of data collection, having been designed to generate statistics primarily for use by planners and policymakers, often do not address the most fundamental issues of sex discrimination, such as biases in access to and distribution of resources. For example, to establish and prove correlational hypotheses on factors relating to women's production, data on control of resources, assets such as land, house, credit, etc. should be made available. Similarly, data are inadequate-if not inexistent-to reflect the differences in the wages of women and men having the same educational level, employment, and career development. In the absence of reliable data, although there have been claims of discrimination against women, no scientific conclusion could be drawn to justify this differential in treatment of women and men.

Furthermore, most demographic statistics would have more value if additional explanatory data could be obtained by sex. Migration and urbanization, for instance, are processes which are quite sensitive to sex differential. The practice of treating women's migration as an appendage to men's is misleading, as they completely differ in their economic roles, and when the social and cultural factors are taken into account. Women's migration, in particular, has far reaching consequences on family structure, fertility patterns, and household behavior.

In general, the current approach in statistical or data gathering is inadequate to respond to the need for information that would show separately the status of women and men, and the difference in opportunities and risks they take, given all the other variables constant. Most statistical information and analysis on women are generally on their reproductive roles and very little data is available on their productive contributions.

Furthermore, while data on individuals are easily cross-classified by sex, data on households and families are much more of a problem. In particular, the concept of "head of household" has been vague and there remains confusion when the concept is used to identify the characteristics of the household as a whole with those of the head of household. In statistical usage the "head of household" was originally simply the reference person used to identify family relationships within the household. Since in most cultures the respondents and the perceived "bosses" of the household were usually men, it was perhaps natural that the person recorded as head of household by male enumerators was usually male. As long as the head of household was simply a reference person, this practice, although possibly biased, was not of great significance. However, it becomes a problem when used to identify the characteristics of the household. For example, "farming household" were households in which the male head of household was a farmer, irrespective of whether the other members of the household were traders or craftpersons.

This, to a large extent, hides the contribution of women. Economic analysis, being widely based on the assumption that the income of household was representative of the income of the household as a whole, further served to push women's contribution into the background.

### **Women in the Economy**

What is not counted is usually not recognized. Economic development planning has, to a large extent, failed to recognize fully or systematically women's potential, participation, and contribution to economic development or, in turn, its effect on them. Any development design and planning requires adequate information that would justify the need to address the problem identified. It was the vast and ever-growing studies on women that emphasized the need for quantifiable hypotheses explaining determinants of women's role in the economy, and for methodologies that would adequately measure women's contribution and depict when, where and under what circumstances women do participate.

During the past decade, the lack of data on women's economic activities has become an agenda in most discussions, meetings, and conferences on women's issues. It has been recognized that lack of conceptual clarity in measuring women's work and their actual economic contribution, prevent the proper integration of women in policy and planning with respect to employment, unemployment, income generation, relief, productivity increases, introduction to technology, occupational health, etc. Furthermore, even when available, data are not amenable to analyze women's status and her role in socio-economic development. A great deal of literature has been written and time spent on discussing these issues on women's economic activities, but much of the problem concerning the inadequacy and inaccuracy of data/statistics remains the focus of current debate.

In general, some of the problems concerning the invisibility of women's contribution and participation in economic development stem from both the concepts and classification systems and practices currently being applied in all data gathering procedures. While this topic will be discussed later in greater depth, touching upon the basic conceptual issues of defining the economically active population is necessary to gain a fuller understanding of the need to address the statistical problems on women's economic activities. The classification of an individual in the economically active population is based on whether the individual carried out any "economic activity" or have worked for pay or profit during a certain reference period. This definition poses several problems. The boundaries that define the types of activities to be classified as economic exclude most of the work women do, particularly those regarded as extensions of what women

consider household chores, such as preparing food for family consumption, although this contributes to the well-being and survival of the family.

The inclusion of these "household activities" and, in general, the production of good and services without pay by family members for own consumption, into the Gross Domestic Product (GDP) has been discussed thoroughly, but no agreement has yet been reached. Several methods of recording and valuating these household works are also being developed, but it was decided not to include it within the boundaries of GDP because of the difficulties of collecting continuously and with sufficient topicality the basic statistical data required for measuring the value of household work in the revised system of national accounts.

Turning to what the available information provide and taking into account the limitations of the current concepts and data gathering practices, official statistics suggest onerous undercounting of women in the official figures. Owing to the multiplicity of women's activities, most of which are being conducted outside the recognized formal economic sphere, the corresponding productive contributions of women are undoubtedly underestimated. Latest statistics collected by the Population Crisis Committee, for example, show that a large portion of women in general are self-employed, the majority as co-workers on small families farms, and a significant number of women work as both farmers and traders in West Africa and section of Latin America. But because statistics count only the husband as a farmer, farm women are under represented in official figures on self employment. In agricultural/developing countries, where a significant number of women are engaged in agriculture, this information gap poses serious concealment of the status and economic contribution of women, and thereby their problems and potentials are usually not taken into account by development planners.

### **The Changing but Unrecognized Productive Activities of Women**

If proper integration of women into development planning has to be realized, statistics must also be able to reflect the vulnerable and changing role of women in response to the changing socio-economic structure. Resulting from changes in the economic structure, most especially in the developing regions of the world during the las two decades, there has been a noticeable shift in employment from complete agricultural activities to industrial employment. This was the period when some developing countries embarked on industrialization and welcomed the industrial countries that relocated their labour-intensive industries in search for cheap labour, recruited mostly the young population and women with low skills.

Textiles and clothing factories proliferated in the developing countries which gave more economic opportunities for women. This led to increasing number of women engaged as part-time workers, contractual workers, and "outworkers". "Outwork", as a production category, involves working arrangements wherein the workers receive the raw materials from the establishments, finish the product at home, and deliver the final product for a fee. These informal working arrangements gave more opportunities for women who, due to their multiple roles as wife/mother and home caretakers coupled with their inadequate or low education and skills, are not apt to compete in the formal sector of economy. Although these facts are widely acknowledged, the extent of the total participation and contribution of women to the national economy through these various types of productive activities remains to be adequately quantified in official economic statistics.

The demand for reliable data on women will, without doubt, continue to increase. However, unless women are recognized as playing a crucial role in the development process, both within the household and in the national economy as a whole, their needs as actors and beneficiaries in development will still not be reflected in planning and programming. Hence, planning for the total involvement of women in development requires a realistic assessment of the present level of their participation, to give a clear view of their roles in the development process and to determine how women's potentials could be fully utilized.



## **INSTRAW's Work on Statistics on Women**

Since its inception, INSTRAW has given high priority to improving data and statistics related to women. In close collaboration with the Statistical Division of the United Nations Secretariat (UNSTAT), research on current concepts and methods used in the collection, compilation, and analysis of data was undertaken. Based on this research, in 1984, INSTRAW and UNSTAT published two reports: "Compiling Social Indicators on the Situation of Women" and "Improving Concepts and Methods for Statistics and Indicators on the Situation of Women". The first was user oriented and was concerned with effective utilization of statistics currently available. The second reviewed critically the concepts and methods used from the point of view of their suitability for collecting adequate, meaningful, relevant, and unbiased statistics on the situation of women, and suggested improvements that were possible, technically feasible, and internationally comparable. In collaboration with national institutions and U.N. agencies, INSTRAW also launched a series of training workshops in different regions designed to promote a dialogue between producers and users of data and to improve the scope and quality of information available on women in different national data systems. Thirteen workshops have so far been organized in Zimbabwe, Nigeria, Pakistan, Dominican Republic, Greece, Indonesia, Sri Lanka, People's Republic of China, India, Ecuador and Senegal; Puerto Rico's being the fourteenth.

The workshops also aimed to promote a more effective use of statistics and indicators, primarily at national level, with the objective to enable producers and users of statistics on women to act in mutual cooperation to improve the national statistics systems through identification of the topics from the point of view of development and elimination of gender-based stereotypes, improvement of concepts and methods of data collection, and compilation of policies relevant statistics and indicators that relates to women's contribution to national development.

The workshop reviewed the needs and problems of women and evaluated the availability and adequacy of data on various issues of direct concern to women. Subject areas identified as requiring greater attention and priority in the data collection exercise, include women's participation in the labour force, especially their participation in the agricultural sector and in production in the household economy.

### **Common Results of the Workshops**

The discussion during these workshops highlighted a common feature, namely that the staff of national statistical offices - demographers, economists and statisticians - needed reorientation to perceive the general paucity and bias of data on women and its effects on development planning and programming, while many users also needed more orientation in the activities of the statistical offices such as the processes involved in data collection, reduction and tabulation, and development of indicators and their interpretations.

It was pointed out that there should be more focus on the daily lives of women, particularly those aspects which hitherto have remained hidden under the clouds of tradition and custom.

Recommendations from these workshops underscore the importance of cross-tabulations and disaggregating data by sex.

It was also noted that age and marital status were important variables since the life cycle stage of the women could be inferred from both variables. Furthermore, since most sex differentials are purported to be due to women's responsibilities within the family, it was suggested that some variables should be cross-tabulated by age and marital status, as well as by sex. The workshops also called for more data and increased compilation of indicators which would be made available to institutions, organizations and agencies responsible for monitoring and evaluating progress in achievement of equality between men and women and women's status in society.

While the above workshops were conducted mainly in developing countries, in collaboration with the Economic Commission for Europe (ECE), two inter-governmental meetings for European region were organized. The results of these encounters confirmed the need to improve the utilization of existing data and to present it in a more friendly way, and to improve the data collection procedures which simultaneously call for reviewing and improving concepts and definitions of terms currently applied and developing certain methodologies of valuating the activities of women that had been excluded so far in official statistics.

Moreover, recognizing that the economic activities of women in the informal sector is the least documented and "a grey" area of statistics, INSTRAW, in close collaboration with the Statistical Office of the United Nations Secretariat, is currently elaborating a handbook on how to measure the economic contribution of women in the informal sector, which is intended to serve as a practical guide on how to produce statistics on women's contribution in the non-agricultural informal sector.



## ANNEX IV

**THE USE OF GENDER STATISTICS AND INDICATORS IN POLICY<sup>2</sup>**

The aim of the sub-regional workshop is to bring together both users and producers of statistics to discuss ways of achieving a better match between the needs of users and the statistics that are produced. This paper will present the information needs and issues of one particular group of users of statistics in New Zealand, the Ministry of Women's Affairs. It will discuss two case studies of different policy issues to demonstrate the kind of statistical information required for policy analysis, the way these information needs are met, and identify gaps in available information. It will conclude with strategies to fill those gaps.

The Ministry of Women's Affairs is a small policy Ministry set up by the New Zealand Government in 1985 to advise the Government on policy issues concerning women. Its current mission statement expresses its objectives and its field of activity:

"The purpose of the Ministry of women's Affairs is to assist Government in developing opportunity and choice for women in all aspects of their lives".

The Ministry aims to assist with:

- the identification and removal of barriers to continued improvement in women's social, political and economic status; and
- the realization of the aims and aspirations of Maori women as tangata whenua (the people of the land).

The Ministry is the government's primary adviser on public policy issues which affect women. (Ministry of Women's Affairs 1992-1993)

These aims are achieved mainly through advice to Government. Te Ohu Whakatupu, the Maori women's policy unit, is particularly concerned with issues relating to Maori women, and the Policy Unit provides gender specific analysis of a broad range of policy areas.

The Ministry does not itself undertake programmes for the advancement of women, although it may work to initiate programmes in other agencies, and in some instances may develop and pilot programmes to be carried on elsewhere.

Staff number total 40, of whom approximately 25 are involved in policy analysis and advising the Government of the impact of its policies on women. the tools of trade of the gender analyst are information - well based, reliable timely and relevant information, about women in New Zealand.

The Ministry does not have a research capacity as such. It's information requirements are met through the services of a well stocked and efficient library, with access to on-line reference services. Fundamental to all its information requirements are statistics and indicators, and to be useful for gender

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<sup>2</sup> Prepared and presented by Mr. Robin McKinlay (PhD), Senior Policy Analyst, Ministry of Women's Affairs, New Zealand.

analysis, these statistics and indicators must reflect the similarities and differences between men and women, that is, they must be gender specific.

Policy analysts must work at speed. Comments and papers are usually required within a very short time. It is important that the statistical information needed is readily available and presented in an easily accessible form.

Most official statistics in New Zealand are now collected by gender, and the main statistical reports too give figures and indicators for men and for women. But analysts have found that broad data on men as opposed to women is not enough. Policy analysis requires figures that are specific to sub-groups within the population.

The Ministry is specifically charged with advising on policies that have particular impact on Maori women. For that task, statistics on Maori and on Maori women are also required. In addition, we are aware that policies impact differently on other minority groups, such as New Zealand's Pacific Islands population. Even within the majority Pakeha population, there are differences that must be reflected in sound policy analysis. Policies impact differently on well paid and low paid women, on women in or out of employment, on rural and urban women and on older women and younger women and women with or without children. The Ministry also requires statistics to reflect urban and rural residence, and a range of age groups and economic status.

From its beginning in 1985 the Ministry of Women's Affairs has been active in working for better statistics on women in New Zealand. In a major submission to the Department of Statistics on the 1991 Census of Population and Dwellings, the Ministry requested a number of changes to the Census questionnaire to ensure that it provided more accurate information on women. The points made in that submission about information requirements of the Ministry and the gaps in information produced by the census are still the basis of the Ministry's ongoing work on improving available statistics for policy use.

They reflect criticisms of statistics that are being made in a number of countries and they include:

- the recognition that women are not a homogeneous group and for statistics to accurately reflect the lives of women they need to reflect the diversity of women's lives.
- the recognition that much of women's work takes place outside the paid workforce in the home and in the community, and that there is little statistical information which describes the nature and extent of that work.
- the need for further information that enables comparisons to be made on the basis of sex, ethnicity and level of independent income and in particular the distribution of incomes within households.

The Ministry's submission also suggested a number of specific changes on definitional issues. For example, the term "head of household" had been replaced by "occupier", but the Ministry still saw this as a term denoting the dependency of other household members and suggested it not to be used. (Ministry of Women's Affairs 1988)

#### **What kind of statistics does the Ministry of Women's Affairs use most?**

The Ministry's concern with statistical collections is ongoing. We are fortunate that the New Zealand Department of Statistics is very responsive to user requirements, and had developed a consultation process to ensure it produces statistics that meet user needs.

As part of the research for this paper, Ministry policy analysts were asked what statistical tables and sources they used most in their work. An overview of their responses gives a good idea of the kinds of statistics and indicators that are most useful for developing policies for women.

All analysts require statistics to be broken down by gender, age and ethnicity. The statistical sources they most use are census data, and data from the Household labour Force Survey and the Household Expenditure Income Survey, both of which are conducted by the Department of Statistics.

Of high priority are labour force statistics, such as labour market participation (full time and part time) by age of children, unemployment, employment by occupation and employment by industry. Income statistics are also important. Those used include hourly wage rates and overall incomes. Family composition is also important in policy relating to women.

These statistics are available in an up to date and accessible form from the department of Statistics. What is more difficult to find is information on women's life cycle. Analysts need information on the typical employment patterns and incomes of women at various stages of their life cycle to help identify such things as the cost to women of having children, or the cost of caring for children. Longitudinal data of this kind is expensive to produce, and little is collected by the Department of Statistics. The New Zealand Planning Council has, in the past, analyzed census data to produce information on life cycle stages (NZPC 1991). The Household Labour force Survey is conducted quarterly and includes the same respondents over seven quarters, which give some short term longitudinal patterns.

Analysts involved in other policy areas have some more specific information requirements. Most information on housing, for example, is drawn from the Household Expenditure and Income survey. This information is collected by household, so may mask differences between the different household types. It is difficult, for example to use it to accurately assess housing for individuals, or for families which children, as households comprising several income earning individuals may distort the results. There is no information collected on the level of homelessness, or on inadequate dwellings.

Information for analysts working on women's health is drawn from a number of sources. Information on health status and the use of health services is patchy. There are as yet no specific surveys of health status available, so mortality data and hospital data are used as proxy. There are, however, proposals for general health surveys to be introduced.

Analysts advising on family and early childhood issues use demographic statistics. The Department of Statistics brings out the publication "Demographic Trends" with information on family size, divorce rates, family composition and so on. Some statistics on educational services are available from the Ministry of Education. However, these are about education in the formal sector and it is hard to gain any information about the participation of women in non-formal learning situations through community based organizations.

This brief overview shows that Ministry analysts are, on the whole, well served by the information provided by the Department of Statistics and other agencies, but that there are still gaps to be filled. Some of these gaps can be filled by using data from administrative records, but this information is often partial and unreliable. Other gaps represent areas where statistics are not currently collected, or where definitions used do not adequately describe women's lives.

One of the biggest information gaps for Ministry analysts, as it is for any policy makers concerned with the position of women, is the lack of statistical information on the informal or non-market sector. In developing countries such as the Pacific Island countries the non-market sector includes a broad range of activities which for many people are their basic means of support. In a developed country such as New Zealand, where people earn their living in the market sector, the non-market sector has been largely reduced

to domestics and caring work, and voluntary work in the community. But in either case, the Non-market sector tends to be one dominated by women, and when the work and production carried out in that sector is unmeasured invisible and ignored, it is women who pay the price.

It is not possible to produce accurate statistics on the situation of women without data on the informal sector. The statistical and economic definition of 'work' which limits it to productivity that is paid for effectively 'defines out' a large part of women's economic contribution all over the world. Marilyn Waring has demonstrated this convincingly in her analysis of how definitions used in the United Nations Systems of National Accounts exclude a large part of women's work. (Waring 1988)

Those non-market activities which still remain in New Zealand, the work involved in caring for others, are some of the most difficult activities to measure statistically. The most accurate way that has been found to measure work in the non-market sector is to measure how people use their time.

### **Time use surveys as a measure for the informal sector**

The Ministry of Women's Affairs has been working from the time it was established in 1984 towards the provision of statistics on the informal sector. The Ministry's requirement for these statistics was twofold. Firstly in response to a number of international moves from organizations such as INSTRAW, and the Nairobi Forward Looking Strategies for Women (United Nations 1986), the Ministry's project was to work towards the measure and evaluation of women's unpaid contribution to the national economy. Secondly, as the Ministry developed its capacities in the gender analysis of policy, the need for statistical information on women's unpaid work in policy areas such as those described in this paper was identified and given high priority.

Ministry staff have worked with the Department of Statistics to initiate a pilot time use survey. Government policy demanded that any expenditure should be met from savings in other areas, so it was necessary to find the funding for the pilot survey from other government departments. The campaign for the time use survey included working to convince other departments of the uses of time use data in their policy areas. A total of ten government departments contributed fund for the pilot survey, which was conducted in 1990. The report of the survey was published in 1991, and represents the first statistical information on the informal sector in New Zealand.

The pilot survey was designed to test time use survey methodologies in New Zealand. The sample was small, including a total of 418 responses, so the time use statistics produced are broad and indicative only. While they give an overview of time spent on household tasks and voluntary work by men and women over the whole population, reliable figures cannot be produced for smaller population groups. The time use pilot study is therefore less useful for policy purposes.

What the pilot time use surveys does offer is an overall measure of unpaid work in New Zealand, and this has enabled progress to be made towards the evaluation of unpaid work as part of the national economy. In 1992, the Department of Statistics published a paper on "Options for the Valuation on Unpaid Work in New Zealand" which estimates the value of unpaid work, as measured in the pilot time use survey, at 30 percent to 68 percent of the gross domestic product, depending on the method used. (Department of Statistics 1992) Broad indicators of this kind have a limited use in policy analysis, but are valuable in themselves, and contribute to the growing body of international material on the informal sector. While this paper is a first step, however, there are no moves as yet for the adoption of satellite accounts reflecting the informal sector, as recommended by the United Nations Statistical Commission.

To provide the kind of information needed for policy a substantive time use survey will be required, with a much larger sample size. The Ministry of Women's Affairs and the Department of Statistics have been working towards this goal over the last eighteen months. While considerable support was offered by other



departments interested in using time use data, it has not proved possible to raise the sum required for the surveys in its programme of household statistics. This would fill an important gap in the data available in a number of policy areas.

A time use survey designed for policy purposes is larger and more costly than a time survey intended only to give a broad measure of the informal sector. A sample size of 10,000 households will be required for the New Zealand Time Use Survey because of the number of policy related uses for time use data that have been identified by departments contributing to its funding. Most of these uses involve the identification of the unpaid work of a particular population group, including not only gender and ethnic groups, but age groups, rural and urban groups, people with disabilities and others. In contrast, the Australian time use survey is expected to involve a sample of only 3000.

A time use survey is costly to carry out, and it is difficult to find sufficient funding even in a relatively developed country such as New Zealand. It may be some time before the countries of the Pacific can contemplate measuring non market production in this way. In the mean time, the challenge is to make the best use of the statistics that are collected in national censuses and other collections by making them easily available to those who are involved in policy. This paper concludes with the analysis of two policy areas that are important in the New Zealand Ministry of Women's Affairs to illustrate how available information is used, and the problems caused by information gaps.

### **Women in the labour market**

The Ministry's task of advising Government on policy to improve women's access to employment means that the identification of barriers to participation in the labour market is a high priority. In order to identify barriers and develop policies to overcome them, we need statistical information and indicators on women's current participation in the labour market.

As noted above, statistics are available on women's labour market participation. The National Advisory Council on the Employment of Women has used available statistics to provide a thorough analysis of women's employment patterns in New Zealand during recent years. From this we learn:

"Women's participation in the paid workforce has been increasing steadily over the last three decades. This increase has been particularly marked among women between 35 to 50 years. Over 50 per cent of women over 15 years are now in either full time or part-time labour force, and married women are 48 per cent of all women involved in full time employment (30 hours or more a week) and 72 per cent of all women part-time workers" (NACEW 1990:39).

However, labour force segregation means that women tend to work in certain occupational groups, and that they are clustered at the lower levels under represented in administrative and managerial positions within those occupational groups (NACEW 1990:61).

Statistics on labour market participation are drawn from both the Census, the Household Labour Force survey and from the Quarterly Employment Survey. (Data is available by both age and ethnic origin.) These data are used to compare the labour force participation of Maori and Pacific Islands women with that of European New Zealand women. Women's employment is also available by industry, and by region. From this analysis it can be seen that Maori and Pacific Island women have different employment patterns to European women.

"Compared with the total female workforce Maori women were less likely to work in professional, technical, administrative and managerial, clerical and sales occupations. Conversely, they were more likely to work in service and production, transport equipment operators and labourers occupations" (NACEW 1990:66).

And

"As with Maori women, Pacific Island women were more likely to work in occupations defined as less skilled and associated with lower wage levels and other less favorable conditions of work", (NACEW 1990:73).

When indicators of remuneration are added to the picture, the inequalities are even clearer. Ethnic wage data is not available in the Household Labour Force and Quarterly Employment Surveys, NACEW drew on census income data to estimate relative earnings:

"Women still earn just over 80% of men's average hourly earnings" (NACEW 1990:83)

and there is also a gap between the earnings of Maori and Pacific Islands women and the total female workforce (NACEW 1990:87). However, census income data is not very reliable, and it would be useful if income were included in the Household Labour Force Survey.

The value of this analysis is that it clarifies a potential problem in terms of access to well paid employment for Maori and Pacific Islands women which would have been masked if ethnic specific statistics had not been available.

While statistics are available on the labour force participation of women on various ages an ethnic origin, there are still gaps in the available statistics. There is very little information available, for example, on the employment of women with disabilities, or on women with disabilities on any aspect of their lives. There is no statistical definition of disability to use to collect such data, which makes a policy response to the needs of this group problematic.

Another problem with labour market statistics that has been identified is with the definition of "unemployment". The official definition of unemployment which is used in the household labour force survey includes only those people in the working age population who during the survey reference week were without a paid job, available for work and had either actively sought work in the past four weeks or had a new job to start within four weeks. This definition is very narrow, and is thought to define out a number of people without paid work, particularly women. The Department of Statistics provides in addition, a count of the "jobless", that is people not currently in paid work, which gives a more accurate indication of the number of women not in employment.

Accurate figures on women's unemployment are important for the analysis of the impact on women of changes in the country's economic situation. Unemployment figures in the past suggested that females unemployment rates rose faster than those of men as recession in New Zealand deepened, and that unemployment was three times higher for Maori men and women than for European New Zealanders. However, in the recent recession an increase in part-time employment appears to have kept up women's employment rates. Rates for Pacific Islands people were lower than Maori but higher than European rates (NACEW 1990:52). More recent data from the Department of Statistics indicates that the gap between the Pacific Island and Maori unemployment rates has closed. In the March 1992 quarter, Maori women had an unemployment rate of 23%, compare with 22% for Pacific Islands women. (Department of Statistics, Labour Force Quarterly Bulletin March 1992)

Labour force statistics provide convincing evidence of inequalities in employment between men and women and between European women and Maori and Pacific Islands women. While some of the reasons for these inequalities can be found in discriminatory practices within the labour market, NACEW point out that women's responsibilities for childcare and housework are also involved. In order to better understand the constraints this role places on women's participation in paid work, we need better information on the unpaid work they do. So, in spite of the relatively good data available on women's labour force participation

in New Zealand, information from a time use survey is needed before analysts fully understand barriers to women's full labour force participation and can develop effective policies in response.

### **Women and Early Childhood Services**

The Ministry of women's Affairs' task of identifying and removing barriers to continued improvement in women's economic status includes the support of policies for the provision of childcare. Childcare has been identified as essential if women are to have the choice of re-entering the labour force after having children.

"Many women's participation in paid work is shaped not only by the economic context and the consequent availability of jobs, but also by domestic responsibilities and their capacity to pay for services like childcare." (NACEW 1991:40)

The care of pre-school age children is one of those areas involving the care of dependents which are slow to move into the market sector. In some developed countries, such as Denmark and Sweden, the formal provision of care for young children enables nearly all mothers to participate in paid employment. In developing countries, on the other hand, child care facilities may be quite rare but combining employment and childcare may be more compatible. In New Zealand, child care is an area which bridges the market and non-market sectors, which makes it an interesting policy area, and a useful example for illustrating the limitations of statistics which do not reflect non-market service provision.

The extent of provision of childcare is a reflection of demographic structure and the demand for labour. Countries such as Sweden have an older average age structure than is usual in developing countries. This results in there being fewer young adults to work in the labour market, which results in there being an incentive to provide child care so that young women can return to work. New Zealand is still a little behind European Countries such as Sweden and Britain in the ageing of the population, but increased pressure to provide child care can be expected as the New Zealand population ages over the next ten years.

In New Zealand, children usually start school at the age of 5 years (the compulsory school age is 6 years). If their mothers want, or need to return to the paid workforce before then, they have to find someone to look after their children while they are working. Even when their children are at school, some hours of "after school care" are needed if the mother is working full time, as school hours are shorter than the usual hours of employment.

An accurate information base is the first step in developing such policies. Analysts need to know the size and distribution of childcare centres already in existence and the distribution and number of pre-school children who require care, in order to quantify the extent of demand. They also need to know the incomes of users of services to assess who is benefitting from Government expenditure and who is not.

While some of this information is readily available, some is not. The Department of Education can provide information on the number and distribution of paid childcare centres throughout New Zealand, and the number of children currently being cared for. Information on waiting lists may also be available. But would this be an accurate reflection of the need for care?

It is known that child care is also being provided in the informal sector, but it is not known how much care is involved, and at what price.

Childcare provision is particularly difficult to measure, as it occurs in the informal as well as the formal sectors. Those mothers who need to work, but cannot afford to pay for formal care from their wages, are likely to arrange for care from relatives, friends and neighbors, perhaps for a small payment or in exchange for other services, or for nothing.



There are currently no statistics in New Zealand which measure to extent of informal childcare, so we have no way of making a truly accurate assessment of demand. In 1988 a small survey was carried out in an effort to assess informal child care provision in New Zealand as a basis for the development of a specific policy package.

Childcare is an area of work that flows across the boundary between the formal and informal sectors, depending on the relationship between the cost of care and the level of maternal earnings. Changes in either the cost of care or women's earnings can result in childcare provision shifting between the informal and formal sectors.

In addition to the extent of provision, the quality of childcare is an important policy issue. There is concern to ensure that children in care are well looked after by trained childcare workers who can be relied on to ensure not only their physical well being, but that their developmental and learning needs are met. Childcare centres in the formal sector are monitored for quality because funding depends on their achievement of quality standards. There is no way of knowing the quality of care that is provided in the non-market sector.

If ongoing statistics were available which showed us how many children are being cared for while their mothers are in paid work, in both the market and non-market sectors, the hours of care involved and the costs of that care, it would be possible to develop strategies and programmes for providing which care where it is needed and at a price women could afford. This would assist in reducing this major barrier to women's ability to earn, and would also help ensure that all children being cared for receive high quality care.

However, information currently available for policy analysis in the area of early childhood care is only partial. The huge gap represented by the lack of information on activity in the non-market sector means that analysts are unable to accurately assess demand, and because of that they are unable to estimate potential expenditure. Quality control can only be monitored in the formal sector of provision.

## Conclusions

These two examples have shown analysts in the Ministry of Women's Affairs use statistics in the development of policies for women. They illustrate a number of ways in which statistics can be made more accessible and useful to those working on policies for women. These include the need for statistics to be collected and presented not only by gender but also by age and other important variables to reflect the situation of different population groups. In New Zealand, ethnicity is a key variable. In other countries, it might be region or location. Statistical categories are also important, and may need to be revised to ensure they reflect the lives of women as well as men. And finally, for statistics to be readily accessible to users they must be analyzed to provide indicators relevant to policy problems.

It is important, therefore, that producers and users of statistics come together to discuss the ways to make statistical collections meet user needs. In New Zealand, the Department of Statistics has developed a process of consultation with users to ensure statistical collections continue to be relevant and useful, and they publish results of major surveys in a "user friendly" style which includes some analysis of the data and presents it in easily understandable graphics. The Department of Statistics has recently introduced a number of innovations to make statistics more easily available to users. These include making data available on disk and tape, mathematical programming services, and the provision of specific surveys for customers. Another innovation is "Supermap" a presentation of census data for use on personal computers.

The Department is moving to increase the analysis of the data it provides and great attention is given to publishing units in easily accessible forms. For example, "Hot off the Press" one page brief information summaries, are produced regularly.

In 1990 the Department of Statistics and the Ministry of Women's Affairs published a statistical profile of women in New Zealand which brought together information on all aspects of women's lives in an easily understood form (Department of Statistics, Ministry of Women's Affairs: 1990).

This publication is a good example of the way statistical information can be made available to a wide range of people who might otherwise have trouble accessing and understanding statistics. It uses a combination of written analysis and graphics to present and interpret statistics on women, and has proved so useful that it is currently updated and will be republished.

The purpose of this paper has been to demonstrate the kinds of uses made of statistics by analysts involved in policies for women. While the examples are all drawn from New Zealand, the main issues raised and the gaps and problems identified are likely to be similar in Pacific Island nations. Broad based statistics and indicators are useful for international comparisons, but the national level policy analyst needs statistics that give a more detailed picture of the national population, showing differences between groups and between regions.

Problems of definition persist. As the world changes, the assumptions on which statistical categories were based become outdated and irrelevant. This is particularly so in the area of statistics on women, where definitions such as "household head", "work", reflect patriarchal or political realities that are being challenged by strategies for women's development and equality.

Presentation is also important. Raw statistical data is difficult for analysts and other users to access and understand. Efforts to analyze and present statistics in ways that are easily understood by those with little or no statistical training ensure the best use of the statistical product. A well presented statistical analysis of the position of women, such as is presented in Women in New Zealand makes it easier to define problems and develop strategies.

Finally, it is increasingly being recognized both nationally and internationally, that statistical measures of the informal sector are essential if the true economic contribution of women is to be measured, and if all aspects of women's lives are to be understood.

To meet all these requirements, a dialogue between statisticians and those who use their statistics is important. Only by understanding the information requirements of their users can statisticians tailor their product to best meet those needs, and only by understanding the strengths and limitations of statistics can users make the best and most accurate use of the data produced.

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## ANNEX V

## Availability of Sex-disaggregated Statistics and Indicators: Regional Overview <sup>3</sup>

### Introduction

A great deal of literature and many statistics relating to the situation of women have been published in recent years in response to concern about unequal opportunities for women to participate in national development or enjoy the spoils of improved living conditions. It is understandable perhaps that casual observers might therefore believe that since so much is available, the problems of providing statistics and indicators have largely disappeared.

But have they? I will leave it to this workshop to provide its own answer to this question. My paper will suggest a way the issue might be investigated and will highlight sufficient difficulties to demonstrate that much remains to be done. Indeed in the course of looking at the problems of availability of statistics on women, I hope to raise many other questions, most of which will be resolved long after this workshop ends.

### Availability of sex-disaggregated data

To make full use of data from the various sources, it is firstly necessary to understand what those sources are and secondly to appreciate that the term 'available' changes meaning according to circumstances. Armed with a full knowledge of the operation of statistical systems, the user is in a better position to optimize the statistical services on offer.

Let us look briefly at the sources of information on women. For most countries the primary source is the census and survey operations of the national statistical office. But other sources also flow into the statistical system and could be tapped to provide valuable information of relevance to gender issues. These sources include government department and agency record systems; records of special studies, researches, reports and field programmes either from governments, NGOs or universities; and methodological work, guidelines and standards from regional and international statistical bodies and agencies. Of all these sources originating outside of the national statistical organizations, the various administrative records offer the most attractive possibilities for widening the scope of gender based statistics.

The nature of the record keeping systems of government and the design of statistical censuses and surveys between them largely define the potential range of statistics on women that can be tabulated. The principal difficulty faced by users is that very few of these potential statistics find their way into statistical reports or are made available to users.

If the statistics needed are not published, how can needs be met from existing data sources? To begin answer this question it is necessary to understand the organization of statistical data. For this discussion only conventional censuses and surveys will be considered, although as already indicated there are other important data sources.

The starting point in any consideration of existing data is the questionnaire. It is the bases for all potential census or survey tables. The topics covered and recorded reply to questions provide the statistical data set to meet users demands.

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<sup>3</sup> By Mr. Laurence H. Lewis, UNFPA/ESCAP Regional Adviser on Population Censuses and Surveys

The questionnaires themselves may be very bulky, particularly for a census or large survey. Fortunately, especially with the computer equipment available to the national statistical offices in the region, very efficient systems are used to transfer information from the completed questionnaires to computer files. Computer information can be manipulated in many ways to process, store and retrieve statistical data. Almost all information on the questionnaires is entered to computer to create what is sometimes referred to as a unit record file or master file. Since this unit record file contains complete records for all individuals in the census and survey, it is very comprehensive and, if access were possible, provides a source for almost any data tabulation from the census or survey.

Unfortunately, the expense and complexity of handling large volumes of data, has meant that in most countries restrictions have been necessary in making data available to users. But before moving to the nature of these restrictions, it is essential to stress that the facility provided by the unit record file to produce almost any table is very under utilized. In the widest sense many data on women, are potentially available to users but are not extracted from the computer files.

Thus for reasons of scale, economy and other considerations such as confidentiality, the data storage systems and tables generated are restricted. Within the countries, a key decision is which tables to specify for production. For even the most important users this list of tables provides some limitations to how much the census or survey will be used, for as already suggested, it is rare for users to be sufficiently familiar with the questionnaire to seek additional tables from the unit record files.

The majority of users, however, may not even be aware of all the tabulations produced from a census or survey. Availability to them, will depend entirely on what is published in official reports.

At the regional level access to detailed national data is more difficult. Nowadays data are transferred using electronic media such as diskettes or tapes or by providing tabulations. While countries send files to the United Nations and other agencies, for reasons already touched upon, it is not feasible to transfer the entire unit record file. Thus the files are summary records, saving on space and preserving confidentiality, but limiting the ability to generate new tables. The collection of reports and tables from the national statistical offices to the various United Nations agencies are pooled together into a regional database, and it is from this database that ESCAP obtains most of its statistical information.

### **Regional Statistics on Women**

For the purpose of this workshop I have analyzed the availability of statistics on women held on the database in the Statistics Division of ESCAP. These are obtained from a number of sources within the United Nations System. The analysis is revealing in a number of ways. Not surprisingly, given the wide variation in development of statistical services, it shows that many countries do not even provide the most basic data. A glance at the range of information provided reveals that there are wide gaps. Some of these gaps are caused by the restrictions in the database we have been discussing, but to a large extent, they reflect gaps in the national systems. We shall return to this issue.

## Availability of selected statistics and Indicators on Women; ESCAP region

Items	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	
Countries																																				
Afghanistan	A	A																			B	B	B	B	B	B	B									
Australia	A	A	A	A	A	A	A	A	A			A	A	A			A	A	A	A	A		B	B	B	B	B	B	C	C		D	D	D	D	D
Bangladesh	A	A	A	A			A	A	A												B	B	B	B	B	B	B				D	D	D	D		
Bhutan	A																							B	B		B									
Brunei Darussalaman	A	A	A	A	A	A	A		A	A	A	A	A		A	A	A				B	B	B	B	B	B	B									
Cambodia	A																																			
China	A	A							A												A	B	B	B	B	B	B	B								
Northern Mariana Islands (CNMI)	A	A	A	A	A		A	A							A						A															
Cook Islands	A	A	A	A			A		A	A											B	B	B	B	B						D	D	D			
Korea, PDR	A																						B	B	B											
Fiji	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A					B	B	B	B	B	B	B								D	
Guam	A	A	A	A	A		A		A	A	A	A	A	A	A	A	A	A		A		B	B	B	B	B	B	B							D	
Hong Kong	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A					B	B	B	B	B	B	B				D	D	D	D	D	
India	A	A							A												B	B	B	B	B	B	B									
Indonesia	A	A							A												B	B	B	B	B	B	B				D	D			D	
Iran	A	A					A	A	A												B		B	B	B	B	B									
Japan	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A		B	B	B	B	B	B	C	C	C	D	D	D	D	D	
Kiribati	A																																			
Lao	A																				B		B	B	B	B	B									
Malaysia	A	A	A	A	A		A	A	A												B	B	B	B	B	B	B				D	D	D	D		
Maldives	A	A			A	A	A	A	A												A	B		B	B	B						D	D	D	D	
Marshall Islands	A																																			
Micronesia	A																																			
Mongolia	A	A	A				A																B	B	B	B	B									
Myanmar	A	A							A												B	B		B	B						D					
Nauru	A																						B	B	B											
Nepal	A	A							A												B	B	B	B	B	B	B									
New Zealand	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A		A		B	B	B	B	B	B	B	C	C		D				D	
Niue	A	A			A				A							A					A		B	B	B	B					D	D	D	D		
Pakistan	A	A	A		A		A		A													B	B		B	B	B				D	D	D	D	D	
Papua New Guinea	A	A							A												B	B	B	B	B	B	B									
Philippines	A	A	A	A	A	A	A	A	A	A	A	A	A	A							B	B	B	B	B	B	B				D	D	D	D	D	
Korea	A	A	A	A		A	A	A	A	A	A	A		A	A	A	A	A	A		B	B	B	B	B	B	B				D	D	D	D	D	
Palau	A						A														B	B		B												
Samoa	A	A	A		A		A		A	A				A		A					B	B		B	B											
Singapore	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A		B	B	B	B	B	B	B	C	C	C	D	D	D	D	D	
Solomon Is.	A	A																				B			B	B										
Sri Lanka	A	A	A	A	A		A	A	A	A	A			A	A	A					B	B		B	B	B	B	C	C		D	D	D	D		
Thailand	A	A	A	A	A		A	A	A												B	B	B	B	B	B	B				D	D	D	D		
Tonga	A	A							A												A	B		B	B	B					D	D	D	D		
Tuvalu	A																						B	B												
Vanuatu	A	A							A												A	B	B	B	B	B					D				D	
Viet Nam	A	A							A												A	B	B	B	B	B	B									



Availability of Selected Statistics and Indicators on Women;  
ESCAP Region

Legend

Item No.	Statistical Series of Indicator
1.	Population by sex
2.	Population by age, sex and urban/rural residence
3.	Live births by age of mother, sex and urban/rural residence
4.	Live birth rates specific for age of mother, by urban/rural residence
5.	Infant deaths and infant mortality rates by age, sex and urban/rural residence
6.	Natural deaths and maternal mortality rates
7.	Deaths by age, sex and urban/rural residence
8.	Death rates specific for age, sex and urban/rural residence
9.	Selected derived measures of nuptiality and divorce
10.	Marriage by age of groom and for age of bride
11.	Marriage rates specific for age of groom and for age of bride
12.	First marriage by detailed age of groom and detailed age of bride
13.	First marriage rates specific for age of groom and for age of bride
14.	Marriages cross-classified by age of groom and of bride
15.	Marriages cross-classified by previous marital status of groom and bride
16.	Marriages cross-classified by age and previous marital status of groom and bride
17.	Divorces by age of husband and age of wife
18.	Divorce rates specific for age of husband and for age of wife
19.	Divorces cross-classified by age of husband and of wife
20.	Population by marital status, age and sex
21.	Illiterate population 15 years of age and over and percentage illiteracy by age group and by sex
22.	Percentage distribution of population 25 years of age and over, by educational attainment and by sex
23.	Education preceding the first level: teaching staff and pupils enrolled, by sex
24.	Education at the first level: teaching staff and pupils enrolled, by sex
25.	Education at the second level: teaching staff and pupils enrolled, by sex
26.	Education at the third level: enrollment by sex, and by ISCED level and field of study
27.	Education at the third level: graduates by sex, and by ISCED level and field of study
28.	Chances per 1000 of eventually dying from specified causes, at selected ages, by sex
29.	Age-standardized death rates for selected causes, by sex
30.	Causes of infant deaths, by sex and age
31.	Total and economically active population by sex and age group
32.	Economically active population by industry, by status in employment and by sex
33.	Economically active population by occupation, by status in employment and by sex
34.	Economically active population by industry, by occupation and by sex
35.	Unemployment by sex and age group

- A - UN, Demographic Yearbook
- B - UNESCO, Statistical Yearbook
- C - WHO, World Health Statistics
- D - ILO, Yearbook of Labour Statistics



## Availability and Use of Statistics on Women

It is impossible to judge the real situation on availability of statistics merely by reference to the number of tables, reports and analyses that have been produced. This point can be illustrated by some reflection on the nature of a unit record file created from a population census. Since sex is one of the questions asked, it is possible to generate an extremely large number of tables in which sex is cross-classified with other variables. While these tables would be very valuable to a census user, they would still be defined by the scope of the census and would not therefore satisfy the needs for information on topics not covered.

To interpret the availability of statistics on women in terms of their impact on meeting needs, a comprehensive framework would be required. The needs would be determined not so much on the basis of how statistics were collected or what data were available, but on the basis of the fundamental concerns facing women in society. It is most likely that this workshop will contribute to the development of such a framework. In the meantime we might take any one of the many attempts to draw together in a systematic way statistics and indicators on women. This will help identify some of the areas where data are seriously lacking. For the purpose of this workshop I have selected the chapter headings from the United Nations publication "The World's Women 1970-1990 Trends and Statistics". Even at this aggregate level, an attempt to match what is available to this classification exposes wide gaps. Apart from the simple age-sex distribution, the 33 gender specific series I have been provided with cover only four of the six sectors.

### Availability of Statistics and Indicators on Women by major sector

	Sector	Availability	Number of Series
1.	Women, families and households	Yes	13
2.	Public life and leadership	No	-
3.	Education and training	Yes	7
4.	Health and childbearing	Yes	8
5.	Housing, human settlements and the environment	No	-
6.	Women's work and the economy	Yes	5

But within the sectors, closer examination soon reveals that there are many important omissions.

Though rather arbitrary, I have selected some of the issues of concern to women within each of the broad sectors. For each issue we might ask what statistics or indicators would be useful if they could be obtained. Again rather arbitrarily I have suggested a few. The important point in this exercise is to show how few of these indicators are really available from official sources. Indeed, when we speak of prevailing attitudes towards women in the home, in educational institutions or in the workplace, it is hard even to conceptualize about the way we would construct measures or the way we would monitor changes.

The conclusion is thus clear. It may appear from some perspectives that women are well-served with statistics to address the various issues and concerns confronting them. An attempt to match the data collected to needs soon reveals large gaps.

Of course the data I have been using provide only some of the series that are available. Databases on women's statistics are available from ESCAP and the United Nations Statistical Division, that in some respects do rather better. But these databases are small and in the end meet up with the same limitations on the scope of official statistics.

How can the situation be improved? This paper implicitly suggests that existing databases can be better exploited and new approaches, particularly from various records systems can be further explored. Most importantly advocates for improved statistics and indicators on women should become much more involved in the processes of determining statistical priorities in the national statistical systems. Where there are vigorous women's programmes, supported by the government in its development plan, women's statistics will have a legitimate claim on the resources of the national statistical office.

This workshop serves an important purpose therefore in bringing together producers and users of statistics. Users need to be in a position to articulate their needs and understand how the statistical system works. Producers need to recognize such needs and hold open dialogue to find ways of satisfying them.

Availability of data to address concerns of women

Sector	Issues/Concerns	Indicators	Availability
1. Families and Households	Status of women	Female-headed households	A
	Abuse of and violence towards women	Attitude toward women	-
	Role of women	Incidence of violence	P
		Tasks and duties undertaken	P
2. Public life and leadership	Involvement of women in political, social and economic development	Proportion of parliamentary seats, members, candidates	P
		Women in high status occupations, positions	A
		Attitudes towards women as leaders	-
3. Education and Training	Access to and participate in training	Participation rates	A
	Education as agent to change attitude towards women	Choice of subjects	P
		Curricula	P
4. Health and Childbearing	Sexual abuse	Attitude to women	-
		Prostitution	-
		Teenage pregnancies, abortion	P
		Rape and sexual abuse	-
	Family Planning and Children	Hospital visits, beds, treatment, morbid conditions	P
		Choice of family size and contractoptive method	P
		Sex selective abortion, mitration, infanticide	P
5. Housing, human settlements and environment	Living conditions	Attitude to sex of childs	-
		Type of housing	A
		Living arrangements, access to facilities, social contacts	-
	Mobility and Migration	Migration rates	A
		Reason for moving	P
		Effects of isolation and family disruption	-

Sector	Issues/Concerns	Indicators	Availability
6. Work and the economy	Women at Work	Labour force participation	A
		Occupation, Industry	A
		Wages, careers	P
		Attitudes towards women at work	-
	Access to credit	Outstanding loans by conditions, interest	P
		Informal borrowing	-

A - Available

P - Partially available

- - Not available from official sources.

## ANNEX VI

**METHODS OF COMPILING AND ANALYZING  
AVAILABLE DATA ON WOMEN<sup>4</sup>****Introduction**

Sound statistical information plays a very important role in informing the community about the nature of society to which they belong. Good statistics allow us to map the major directions of change in society and form a basis from which problems can be identified.

But statistics can do more than tell us what is happening. Statistics can cause things to happen. Our political system responds to problems, but it responds more quickly to problems that are documented clearly and based on impartial and objective statistics. A sense of injustice by itself is often not sufficient to attract attention and action. It takes statistics to influence decision-making. It takes statistics to influence the flow of dollars. Anecdotal evidence can be ignored, rationalized and hushed up. It is much more difficult to ignore persistent and authoritative statistics.

In an effective democracy sound statistical information, openly presented, is the cornerstone of informed decision-making. Statistics and policy go hand in hand. Good public policy is dependent on good statistics. Where there are no statistics, or where little value is placed on good statistics, policy will be poorly developed.

Public institutions have a leading role to play in the collection and dissemination of statistics. A vital element of this is the production of timely, relevant and accessible statistics to meet the needs of a diverse range of users. Statistical agencies also have a responsibility to develop standard statistical concepts and classifications. This responsibility involves the direct collection of statistics where the agency has a clear comparative advantage over other agencies, and the coordination of the activities of other agencies in order to establish a coherent national statistical picture.

This paper discusses ways of improving the usefulness of official statistics on women and men for policy design, implementation, monitoring and evaluation. It begins with a review of issues and problems associated with available statistics. The main sources of official national statistics on women and men are then identified and described, and the need for users and producers of statistics to work together to make the statistics more relevant and accessible is discussed. This is followed by the presentation of concrete strategies for enhancing the usefulness, and ensuring the fuller use of, the statistics that are readily available.

**Statistics on Women**

In recent decades there has been increasing interest in and concern about improving available statistics on the situation and status of women. The impetus for the development of women's statistics was provided by the United Nations Decade for Women, from 1975 to 1985. This international programme emphasized the need not only for adequate statistics and indicators on the situation of women and men in

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<sup>4</sup>

Prepared and presented by Ms Denise Brown, Chief Analyst, Social Policy Division, Department of Statistics

different areas of society, but also for more effective use of the statistical information that is currently available. National and international goals for useful gender-specific statistics are now ratified and active work is in progress in many countries. But while change has taken place and is taking place there is still much to be done.

One of the main concerns that users have about statistics today is that what they measure does not reflect adequately the range of concerns and issues which affect women. Current measurements, concepts and classifications often fail to capture the unique aspects of women's lives. Statistics on women's economic activities are most commonly attacked as being inadequate. The standard practice in official statistics of focussing on what is usually referred to as the formal economy (i.e. the production of goods and services that involve monetary transactions) means that production in the two sectors of the economy where women's work is predominant—the informal and household sectors—goes either unrecorded or under-recorded. As a result much of the work that women do (e.g. childcare, preparation of meals, subsistence agriculture and production of goods for petty trading) remains invisible when the state of the economy is assessed and when economic management decisions are made.

Even when women's work does take place in the formal economy, it is sometimes not counted in official statistics. The standard practice in national censuses and established sample surveys alike is to classify both men and women of working age as economically active if they were at work for pay or profit for at least a certain amount of time (often one hour or more) during a specified reference period (usually one week). The basic difficulty is that while a short reference period facilitates more accurate recall, it can cause the economic activities of women to be under-reported because their work is often seasonal or intermittent. The result is a statistical picture skewed in the direction of male economic activity.

There is also a lack of statistics in some important areas. Some of these areas include domestic violence, the availability and use of credit by women and men, the allocation and control of resources within households, the division of family and household responsibilities, the distribution of unpaid work between women and men, the relationship between paid and unpaid work, and women's and men's wealth. These areas must be captured in official statistics so that policies and programmes can be effectively implemented and monitored.

In a number of other areas data are collected but not processed - for example, in New Zealand criminal justice statistics on the activities of the courts are no longer routinely processed and published.

In areas where data are processed there are often biases in the tabulations and disaggregations chosen for analysis. For certain topics, figures for women only are presented. One example in New Zealand is marriage dissolutions, where age-specific dissolution rates are available for women only. Other topics offer figures for men only.

Finally, a considerable amount of the available data show the situation of children, students people within or outside the labour force, wage earners, elderly etc. without analyzing the differences and similarities between women and men in the given category.

Clearly, there is much to be done before more meaningful statistics on the situation of women and men can be produced. To fill the statistical gaps and address the conceptual deficiencies that obscure or distort our understanding of women's and men's lives today will take time. Needless to say there will be budgetary constraints.

Despite these difficulties, much can be accomplished with existing statistics, provided they are approached critically and interpreted in the context of the concepts and definitions on which they are based. A great many data are collected on the situation of women and men. Much of them are not used. There

are a number of minor problems that could be rectified fairly easily to enhance the usefulness of the data. They include the need for:

- . more extensive disaggregation of the data;
- . more analysis of the data;
- . better presentation of the data; and
- . improved access to the data.

By undertaking these improvements and making fuller use of the available statistics, we can gain a better understanding of those aspects of the situation of women and men that are already reflected in the established bodies of descriptive statistics.

### **Sources of Statistics**

The three main sources of official national statistics on women and men are censuses of population and dwellings, household sample surveys and registration and administrative data systems. Each of these major data sources has advantages and disadvantages. However, together they provide a considerable amount of useful policy-relevant information.

Censuses of population and dwellings are the most comprehensive source of economic and social data for planning, administration and research in most countries. They collect information from the entire population on a wide range of topics such as age, sex, marital status, place of residence, educational attainment, economic activity, ethnic origin, religion and household structure. One of the major unique features of censuses in most countries is the availability of a broad range of data on the population for virtually any region or geographic area, ranging from the country as a whole, through to cities, towns and villages. This makes them ideal for planning at both the national and local level. Population censuses are also a valuable source of information on sub-groups in the population. They provide a wide variety of information about groups such as the young and elderly, the employed and unemployed, migrant and non-migrant populations, low income and high income households, single parent and extended family households, as well as many other groups. On the negative side, because censuses are relatively infrequent the data become outdated. Also, such large bodies of data are expensive to manipulate.

Household sample surveys collect information from a small part of the entire population to obtain needed and timely information between censuses. The surveys vary widely between countries. Some cover a variety of aspects for social life in a single survey, while others focus on a particular topic of current interest, such as labour force activity, time use or household income and expenditure. They also usually collect basic data on demographic characteristics, such as age, sex and marital status, to provide background for the analysis and interpretation of the results. Household surveys are good source of data for the nation as a whole, and provide a basis for updating the population census. However, in many countries they are often not large enough to provide much detail for small geographical areas or about particular sub-populations, such as ethnic minority groups. The main advantages of household surveys are that they are less expensive to conduct than censuses, and can be run more frequently, and collect information in more detail.

The other major potential source of data on the status of women and men is registration and administrative record systems. Civil registration systems record births, deaths, marriages and divorces as they occur. They provide useful information on family formation and dissolution, and on fertility and mortality trends and patterns. Other administrative records from which gender-specific statistics may be generated include records of education, health, employment, housing, taxes, migration and crime. In contrast to population censuses and most household surveys, which provide a snapshot of the population at one point in time, these records shed light on events as they take place. Administrative records have a key role to play in the production of intercensal measures, in the provision of data for smaller geographical areas than



is possible with household sample surveys and in reducing the burden on respondents. The statistical uses of relevant administrative records are often limited by their availability, accuracy, coverage and comparability of concepts and definitions. None the less, in most countries they are useful source of information on the situation of women, especially if they are used in concert with data from other sources. In some countries they may be the only feasible source of information at present, even though statistics collected and compiled by the national statistics system would be a preferable source.

### **Cooperation Between Users and Producers of Statistics**

These three types of official national sources of basic data provide a starting point in most countries for describing change and continuity in women's and men's lives. If full and effective use is to be made of these available statistics to develop policies which address the inequalities between men and women, statisticians must continue to seek out potential users of gender-specific statistics and understand their needs. The users have the problems and questions to be answered, and the producers have the responsibility for tailoring statistical products and services to meet their needs.

There are a variety of ways in which statisticians can work together with users of gender-specific statistics in order to keep abreast of their needs. The following are three examples of cooperative ventures which have contributed to the improvement of gender-specific statistics in New Zealand.

- Over the last four to five years the Department of Statistics has been working closely with the Ministry of Women's Affairs on the development of a Time Use Survey. This survey will provide information on the type and amount of unpaid work undertaken in households and the community-essential data for the Ministry's work on valuing women's unpaid work. A pilot survey was conducted in 1990 to test the time use methodology in New Zealand. It is hoped to include a full survey in the department's enhanced household survey programme, which is currently being developed, and to develop a satellite set of National Accounts using the survey results.
- In 1990 the Department of Statistics convened a seminar on Statistics for Women in conjunction with the Ministry of Women's Affairs, the Ministry of Maori Affairs and the State Services Commission. The purpose of the seminar was to bring together policy advisers and other statistical users in the public, private and voluntary sectors to discuss the development of better statistical information for and about women. The results of the seminar have been used by the Department of Statistics to help improve the relevance and extend the range of women's statistics, in response to the specific needs of users.
- The Department of Statistics and Ministry of Women's Affairs jointly produced and published a statistical report on women in New Zealand in 1990. By bringing together and drawing on the technical and subject-matter expertise of the principal users and producers of women's statistics, it was possible to produce a report which is both useful and accessible to a wide audience. The report contains a wide range of statistical information on different aspects of women's lives, presented in an easily understood form.

## Disaggregation of Statistics by Gender

Through close and continuous dialogue with users of gender-specific statistics, statisticians can build up a clear picture of their requirements. One of the most basic requirements of users is for both women's and men's worlds to be made visible in official statistics. In most countries surveys collect data by gender. What they sometimes do not do is to present the information by gender so that similarities and differences between women and men can be analyzed. Often, statistics based on the total population obscure differences between women and men. For example, the total number of self-employed workers in New Zealand increased by 2,300 or 1.5 percent between 1987 and 1991. Over the same period the number of women in self-employment fell by 700 or 1.5 percent, while self-employed men increased by 3,000 or 2.7 percent.

Women and men should always be presented separately in statistics. Statistics sub-divided by gender can give us a broad view of how women and men are faring in different areas of society. They can help provide answers to many important questions such as - How does the health of women and girls compare with that of men and boys? How does women's education compare with men's? What type of jobs do women and men have? To what extent do women and men work full-time or part-time in the labour force? What is the pay gap between women and men? In other words, they make it possible to judge if women and men are both visible to the same extent in the "real" world, and to evaluate how far we have to go to achieve equality of opportunity between the sexes, at least in a quantitative sense.

## Statistics for Population Sub-groups

Users demand not only that women and men are visible in official statistics, but also that the statistics reflect the diversity of women's situation as well as that of men's. Women are not a homogeneous group. They include a diverse range of individuals whose life experiences and life chances are as varied as those between women and men. Improvements in the situation of women in general may not necessarily mean improvements for all women. A favourable outcome for one group may not be a favourable outcome for other women.

In many cases, statistics based on women in general can mask differences between sub-groups of women, such as rural and urban women, older and younger women, single and partnered women, women with and without children, and women belonging to different ethnic groups. The unemployment rate is an example. In New Zealand the unemployment rate of nine percent for all women (in the June 1992 quarter) conceals much higher rate of 23 percent for Maori women and 22 percent for Pacific Island Polynesian women. Similarly, within the majority Pakeha population the overall unemployment rate of seven percent for women, obscures an unemployment rate of 17 percent for teenage women, compared to one of 10 percent for women in their twenties and thirties, and five percent for women in their forties. By disaggregating for population sub-groups, the highly abstract and potentially misleading statistics that describe the 'average' characteristics of an entire population can be supplemented by more meaningful and analytically useful data.

The particular disaggregations needed will vary from country to country, depending on local circumstances. However, in most countries, pertinent variables will include at a minimum, age urban and rural residence, economic status and ethnicity. Other relevant variables may include marital status, birthplace, religion and family status. The essential point is that the disaggregations should cast light on the diverse circumstances and vulnerabilities of different groups of women, and enable the differential impact of policies on them to be monitored.

## Value Added Statistics

The production of basic subject-matter statistics by gender and other relevant variables such as age and ethnicity will yield a great deal of information about the absolute and relative situation of women and men. But official statistics are not really complete until they reach the user in a useful form. In many cases, detailed tables do not adequately provide the information needed by users. Potential users of statistics are often unaware of how the data in such tables can be effectively exploited to shed light on the issues of interest to them. Even where users are trained in how to analyze and interpret statistics, not all of them have the time in today's busy world to extract the salient trends and patterns from detailed tables. Thus, some analysis is an essential function of any statistical organization. Not only does it have an important part to play in converting statistics into a more relevant and useful form to the end users, but it provides statisticians with internal feedback on the quality and consistency of their data. It gives them insight into the weaknesses that users experience when using official statistics, and brings them closer to the issues that statistical information is intended to inform. Analysis is also a way to discover data gaps.

There are a wealth of techniques for analyzing statistical data, ranging from simple percentage calculations through to more complex techniques, such as regression analysis, causal modelling and log linear analysis. However, many statistical offices, particularly smaller offices and those in developing countries, lack the resources to use these more sophisticated techniques. Nevertheless, a lot can be achieved by the use of relatively simple measures known as social indicators. Social indicators are direct and valid statistical measures which monitor levels and changes in social well-being over time, and between population groups, in a particular area of social concern (health, education, working life, etc.). A social indicator is, in effect, a particular type of statistic which attempts to reveal succinctly the reality behind a large body of statistics. Some examples are life expectancy measures which show the length of life remaining at a given age. Unemployment indicators show the likelihood of someone in the labour force becoming unemployed. Smoking prevalence indicators measure the proportion of the population who smoke.

There is no fixed set of universally valid indicators. In many countries, the major achievements in the development and practical application of social indicators have arisen from the work of the OECD in 1970s. The OECD was a prime mover in developing a system of social indicators and in postulating a conceptual framework within which the indicators could be derived. The framework was based on nine areas of social concern. They were:

- health
- education and learning
- employment and quality of working life
- time and leisure
- command over goods and services
- physical environment (including housing)
- the social environment (i.e. primary and secondary social attachments)
- personal safety and the administration of justice
- social opportunity and participation.

Within each area of concern a series of sub-concerns was identified. For example, in the area of health a sub-concern was "length of life", and the suggested indicators were life expectancy at age 1, 20, 40, and 60, and rates of perinatal mortality.

Where individual countries choose to use an existing framework, such as the OECD framework, they should select and adapt those indicators which are most in line with their particular priorities and circumstances. This call for close cooperation between those who produce the indicators and the basic

statistics that underlie them, and those who use them. In order to work together, producers and users must establish a common ground between the technical terminology of statistical concepts and classifications and the policy interests and lay terminology of users. While both partners have a responsibility to improve cooperation, producers have the responsibility to make sure that the statistical measurements they produce use concepts which relate to the users' focus of interest.

In countries where indicators are not produced on a regular or ad hoc basis, a useful starting point may be to take the most urgent and widespread concerns of users and develop a few key indicators from base-line data. A few well-chosen indicators can be helpful to users in getting a better foundation for solving their problems. Presenting a lot of information simply because it is available is often confusing rather than enlightening.

In selecting and preparing social indicators, four technical criteria of indicator quality are important. Each indicator should:

- be valid in that it measures what it proposes and not some related condition;
- be available for the entire country;
- allow disaggregation to show subnational and population group differences and similarities;
- be frequent and reliable enough to use as a time series.

In most cases, constructing the indicators will involve at a minimum, transforming basic data into simple rates or ratios. Indicators may also consist of simple or synthetic arrays of basic data; for example a frequency or percentage distribution, or a combination of a range of data in an index number or other aggregate, such as a mean or median (see table I). The technique selected for summarizing data in the case of a given indicator will depend on the concern that it is designed to portray and the basic data available for compiling it.

**TABLE 1**  
**Illustrative Indicators**

<u>Type of Indicator</u>	<u>Examples</u>
Frequency and percentage distribution	Number and percentage of the labour force in various occupations
Rate of Change	Average annual growth in employment
Rate of incidence	Unemployment rate (percentage of the labour force who are unemployed)
Ratio	Number of employed women per 100 employed men in a given occupation
Median	Median income (the value which divides income recipients into two equal groups, one half above and the other half below the value)
Mean	Average duration of unemployment
Index	Index of Occupational Segregation (sum of differences between the percentages of male and female labour force in each occupation divided by 2)



Sound basic statistics are central to the selection and compilation of social indicators. Where the quality of the base statistics is poor, so too will any indicators and decisions based on them be poor. Statisticians have a responsibility to evaluate the quality and adequacy of the base data before compiling indicators from them. In most countries, one of the biggest difficulties stems from the incompatibility of the basic data sources and their outputs. There is often a lack of coordination and harmonization of statistical concepts, classifications and definitions between different surveys. For example, data on families collected in the Population Census may not always be comparable to family data collected in a household sample survey. The family classification used in each collection may be quite different. Since social indicators usually combine data from different sources, the use of standard concepts, classifications and definitions is of utmost importance. Continuity of definitions and methodology over time is also important, to ensure comparability of indicators over time. Any changes that affect comparisons over time should be flagged. It is also important that notes on statistical concepts, definition and classifications used in the construction of indicators, and on the sources and limitations of the basic data should always accompany the presentation of the indicators. Such limitations do not render the indicators useless, but must be taken into account when they are used, in order to avoid making misleading or erroneous conclusions.

The regular production of relevant social indicators, comparable over time and between population groups, can play a vital role in highlighting nuggets of information from the mass of data produced by statistical offices. They provide an effective means for describing in an easy-to-understand way the absolute and relative conditions of women and men and for monitoring changes in these conditions over time. They are also useful for identifying key areas to be analyzed in more detail, using more sophisticated techniques. One such area that we have identified for further analysis in New Zealand is the income difference between women and men. Currently, women's incomes are on average 20 percent lower than those of men's. The question that arises is why this should be so; how far can the differences be explained by differences between the measured characteristics of women and men? In other words, how great is the difference when other characteristics are held constant. For example, if education, occupation and hours worked are the same, how great are the differences then?

### **Presentation and Dissemination**

The interdependence between good public policy and good statistics is strengthened by effective and appropriate information presentation and dissemination. If statistics and indicators on women and men are to be accessible to the various groups of users, the form of presentation must be tailored to their particular needs. Users trained in the use of statistics will perhaps want detailed tables. But the data will also be needed by many women and men who lack the training to analyze such detailed tables. For these users statistical information presented in the traditional way is often difficult to understand. If the statistics are to be accessible to them, they must be presented in an easy-to-understand way, with for example simple tables, quality graphs and accompanying commentary. This form of presentation is now seen as an important element of the work of many statistical agencies. It is viewed by statistical agencies as an effective contribution to the public good and to the democratic process.

In New Zealand, the Department of Statistics has made a concerted effort in recent years to present statistical information in a more user-friendly style. Most publications now contain a combination of tables, graphics and written commentary. The graphics and commentary help users who might otherwise have difficulty in accessing and understanding statistics to focus quickly on the main trends and patterns. In addition, the department has developed a number of popular, easy to read publications, concentrating on analysis and linking data to current issues. An example is the 'Women in New Zealand' report mentioned earlier, which provides a detailed analysis of women's and men's situation in different areas of society. An updated edition of the report is planned for publication in 1993 to mark the centenary of Women's Suffrage in New Zealand.

In addition to improved presentation, there is a need for dissemination services and outputs that are more focussed on the policy issues/concerns being addressed by users. The range of outputs should vary in immediacy of release, comprehensiveness, analytical depth and level of statistical complexity. There is for example, a need for larger publications, smaller summary publications, publications with less complex analyses, single page fact sheets, articles in newspapers and journals, press releases and wall-charts. Other less conventional forms of dissemination should also be used, including conferences, seminars, workshops, fairs, exhibits and roadshows.

### **Statistical Information Guides**

Despite the fact that useful gender-divided statistics exist in many countries, the data are often significantly under-utilized. The problem is that existing statistics are spread across collections and are scattered in subject-matter areas (e.g. education, labour force, fertility, causes of death, etc.) As a result they are difficult to find and understand by non-statisticians. Accessible catalogues, inventories and data guides that not only indicate the data available, but also go some way towards describing the statistics in terms of their potential use, are a necessary companion to relevant and useful statistics. In considering the shaping of statistical products and services to meet particular needs, it must be remembered that these products and services are only useful if their target audiences are aware of them.

A second step to improving the use of gender-specific statistics is the provision of training to users on the availability and use of statistics. Statisticians have an important role in providing training to both specialist and general groups of users, and helping users relate their needs to relevant information services. In New Zealand, the Department of Statistics organizes and conducts "statistical awareness seminars" for its various groups of users, and is well placed to respond to needs in this way.

### **Conclusion**

This paper has outlined strategies for enhancing the usefulness of statistics on women and men, and ensuring their fuller use in policy development and evaluation. These strategies include the need for:

- \* more extensive disaggregation of data by gender and other pertinent variables such as age, ethnicity and economic status;
- \* value added statistics (e.g. indicators and analyzed data) to render the information obtained from the raw statistical product more relevant and useful;
- \* presentation of statistics in ways that are easily understood by users with little or no statistical training; and
- \* simple, clear guides to available data and the provision of training on the availability and use of statistics.

Underlying these strategies is the need for close and continuous dialogue between statisticians and those who use their statistics. Statisticians need to understand the information needs of users, so that they can shape their products and services to best meet users' needs. In order to make the fullest and most effective use of existing statistics, users need to know where to find them, and understand their strengths and limitations.

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## ANNEX VII

HOW TO IMPROVE THE USE OF AVAILABLE STATISTICS<sup>5</sup>

## Introduction

1. This title, "How to Improve the Use of Available Statistics", was contained in a letter written by Margaret Shields, Director, U.N. INSTRAW, setting out the aims of this workshop. She described this as "one of the basic issues the workshop will have to address".
2. The key words in this title are:
  - Improve
  - Use
  - Available
  - Statistics
3. We could leave out any one key word from this title (with the exception of Statistics) and still have a title that makes sense: e.g. 'How to improve available statistics', or 'How to improve the use of statistics'.
4. I am going to concentrate on the word "available".
5. This is fundamental to the title - I will cover the other words, but the question of "availability" is central to the discussion of statistics on women in the Pacific. We are not really talking about 'How to improve available statistics' - which is to do with quality of data - but with how to make the data available to the people who need them, and in a form in which they can use them. This will require effective communication between statistician and users. It might also require training users in how to use statistics once they have found them!
6. Like a number of other areas of statistics, there are considerable statistics about women published or otherwise available. Before going further, we should define what is meant by "available". In times before computers, this was fairly simple - whatever was tabulated became available. Now, very little is actually "published" as a book, etc. It can be made available on computer diskette, paper, tape, etc. as summary information, or on diskette as individual data for further manipulation. It should not be assumed that, because the information is not published in a regular publication, it is not available.
7. The problem is knowing how to find the data. Booth writes "Ware (1987, p.117) provides an absolute minimum list of data required for monitoring the status of women, which in fact most countries produce, though on the whole women have not utilized them".<sup>6</sup>

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<sup>5</sup> Paper presented by Mr. Brian Doyle, Statistician, South Pacific Commission, Rarotonga, Cook Islands.

<sup>6</sup> Helen Ware. "Measures to Improve Information on the Status of Women in Different Socio-Economic Situation: an Asian-Pacific Perspective". i N: ESCAP (1987), pp. 90-123.

8. I would like to propose the idea that there is a "continuum" of data availability, as in Chart 1. Some data are available in exactly the right way we want to use it, others require extensive manipulation or may involve the conduct of new collections, while others may not be possible to collect. **Very little data falls in either the first or the last category.** Generally data exists or could be produced - at a perhaps considerable cost- if the need exists.

9. Where a particular statistics or set of statistics lies along this continuum depends on a number of factors, the main ones being

- the need that has been expressed for the statistics, and
- the resources made available, for the collection of statistics in total and if applicable, to the specific collection.

10. It is not the statistician's job to collect and publish statistics on everything: he/she has to balance the resources available against these needs that have been expressed for data.

11. I use this word "need" with reservation. The question to be asked is:

NOT - "Would someone like this information?"

NOR - "Would someone need this information?"

BUT RATHER - "What decisions will be made (not made) if this information is (not) available by sex?"

12. The Statistician is only human (well, most are) and needs to be told the uses for data.

13. If there is a need for gender statistics on a particular issue, someone needs to demonstrate to the statistician that it is important to collect or publish that data. It is not necessary to go to the statistician with a request for a specific table or publication, but go with a specific issue, e.g. the incidence of "wife bashing" or "I want to see whether girls get less education than boys". The Statistician will then (should) start asking you some questions such as, for the latter issue:

"What are you going to do with the results?"

"What do you mean by "education" - primary?  
 - secondary?  
 - tertiary?  
 - trade qualifications?  
 - overseas training?

"What do you mean by "less education": are you interested in possible bias in education i.e. if girls and boys get the same number of years schooling, but different subjects are covered?"

"Does it matter whether it is current (i.e. in last year or two) or not?"

and so on. Bear with the statistician while these are asked as these questions help identify appropriate or possible sources of information.

To take this example further, the Population Census is a very good start: it will show (generally) those currently at school, so we could look at participation by age for males and females to see whether more males, percentage wise at specific ages are attending school. The census generally will also have data on level reached and qualifications obtained. The census may be out of date - 5 to 10 years ago, so alternative sources may be school data (not as comprehensive, unless year and age are collected) but we may need to widen our enquiry to look at issues such as the number of students getting scholarships/government assistance, government employees attending overseas courses, etc. - it depends on what the enquirer wants to use the information for.

14. To me the area of weakness with statistics on women is to do with this point: **the expression of needs and issues**: there has been a lot written about the statistics or lack of them, but not too much about the issues. Booth has written:

"The most important role of women regarding the production and use of statistical information is at the definitional stage. It is women who identify the issues about which women are concerned. It is the role of women's leaders to define, based on the intended use of data, the statistical needs relevant to these issues and to convey them to the statistician"<sup>7</sup>

15. I disagree slightly with this - I think the leaders and Statistician should discuss the issues and intended use of data (defined by the "leaders") and work out "the statistical needs relevant to these issues" together. There seems to be a general call for statistics on women without the "why are they needed" and "what is going to be done with them". My advice to users and people concerned with women's issues is not to be concerned about the statistics initially - but to clearly specify the issues to be addressed and to specify what will be done with the data when it is available. The more specific you can be in these, the more cooperation you will get from the Statistician.

#### **Why is information (e.g. on gender) collected if it is not made available?**

16. This idea that there are statistics available that people don't know about is somewhat of an anathema to me (and to most statisticians). One of the first things practicing statisticians are (or should be) taught is that there is no point collecting statistics if nobody is using them.

17. The answer to the dilemma is that the statistics are often collected for one purpose, but can have a secondary purpose, e.g. statistics on drivers' licenses may be compiled to monitor revenue collection and/or transport demands. They can have secondary uses such as:

- monitoring accident rates by age
- social/cultural differences in male/female rates

18. The statistician information for one purpose will generally consider other uses for the data. The marginal cost of collecting data on sex or age may be zero or close to it. Although the data has been collected, because of other demands put on the statistician and the constraints on resources, the statistician may not tabulate or publish the information.

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<sup>7</sup> Heather Booth. Socio-economic Indicators and Statistics on Pacific Women (Module 2: Collecting Information). Paper presented at Pacific Sub-regional Workshop on the Technical Processing of Information Concerning Women in Development, 4-15 May 1992.

19. An apparently simple answer to the question of availability lies in the approach: "Press for the publication of sex-breakdown for all data collected by sex (e.g. hospital statistics)"<sup>8</sup>

20. This won't get you too far with the Statistician who has a lot of work to do with minimal resources. The Statistician will want to know how the information is going to be used before valuable resources are used to manipulate the collected data.

21. The corollary to this question of why is information collected if it is not made available is: "If the data is not going to be published by sex, don't collect details on sex!"

22. As a statistician, I generally endorse this view: don't waste time collecting information if it is not to be published. However, I worry that, if this approach is pressed too rigorously, useful information will disappear through short sighted approaches.

23. We must also be aware that not everyone can "use" data easily. It is no use putting a stack of publications or computer printout in front of someone and saying "there's everything you need". A key part of "availability" is to put the information in a form in which the person can use it - or to provide training on how to go about using it. I think the Statistician has a responsibility to know who the users of publications are, and to ensure that the content is presented in a way that can be understood. If the users are (or are going to be) non technical then the publication has to be presented in an easily readable format.

24. When I started work on this paper, I was initially impressed with the WINAP summary from 1987. I have attached it to this paper for discussion (Attachment 1). While I still agree with the general flow: (publicize existing data - minor changes - Task Force - radical changes), I had some problems with the detail. To me it reeks too much of data for the sake of data. It doesn't really ask what data is needed (without even going to my stronger question posed earlier of which decisions would not be made if the data were not available).

#### **What would I suggest?**

25. I think the first step for users is to sit down and write out what the issues are and what use would be made of data if it were available (in this case the people concerned with women's issues). This may seem a difficult thing to do properly. Don't just think about a general topic (such as education or domestic violence mentioned above). Try to work out a very detailed specification - what is meant by "violence", where is information likely to be available/how could it be obtained. When you have done this, then it is time to talk to the Statistician.

26. For Statisticians, the first step is a stocktake of what is available. This does not need to be done by the Statistician only - input from users would improve the stocktake. Something along the lines of Sue Fleming's: 'Socio-economic Statistics on Women - Five case studies in the Pacific', SPC Technical Paper No. 193, 1987, could well be used as a model. Heather Booth, as part of the Pacific Mainstreaming Project, UNDP/UNIFEM, has undertaken studies in four countries to produce statistical profiles on Men and Women in those countries.<sup>9</sup>

<sup>8</sup> p. 115, Summary "Women Information Network for Asia and the Pacific"; 1987. United Nations.

<sup>9</sup> "Marshall Islands: A Statistical Profile on Men and Women", 1991, UNDP/UNIFEM. "Tuvalu: A Statistical Profile on Men and Women", 1991, UNDP/UNIFEM. "Papua New Guinea: A Statistical Profile on Men and Women", 1991, UNDP/UNIFEM. "Cook Islands: A Statistical Profile on Men, Women and Children", UNDP/UNIFEM.

27. The first of these, Fleming, is a stocktake while Booth's are primarily profiles with an element of a stocktake of what is available.

28. I think it is disappointing that these studies were done by expatriate consultants<sup>10</sup> and reflect, to some extent, the interests of the project and the consultants. I believe every country in the region has the capability within its own borders to undertake such a study. I am not just talking about the Statistics Office by more a joint effort between users and producers--along the lines of the task force suggested in WINAP and in a project proposal submitted to UNFPA twice by SPC that has not been actioned.

29. This recommendation is only for a stocktaking--a list of what is currently available. It is basically what is behind point 1 in the WINAP document.

30. This "stocktake" should be published and circulated to all interested organizations/people. Publicity on the document is essential. Reactions to it should be monitored to gauge "importance" of data - if unpublished data are shown as being available, yet no one asks for it, it is not too important - provided, as mentioned above, it has been made available in a form that can be used by the person expected to use it.

31. Writing this paper in advance of the workshop means I don't have access to country papers. This "stocktaking" may have already been done as part of the country paper or for other meetings. If not, I would recommend that it be done as one of the post-workshop activities: the "statistician" and the "user" from each country at the workshop should commit themselves to producing such a paper for distribution to interested people both within and outside the country by a given date. I don't think this requires considerable time or resources. I would expect a reasonable researcher would complete the task in 3-4 weeks. A team of two such as I am suggesting with good knowledge of what is available, should take only a few weeks. Even if the whole exercise had to be fully funded, we should be looking at only about \$2,000 US per country, including publication.

32. I would recommend using an approach along the lines of Fleming, using the list on P17 of WINAP opcit as a guide for stocktake (see attachment 2). More sophisticated approaches are possible. Attached is an extract from an ABS publication, "An index of information about Women" Ref 1117.0 (copies of pages x, 1-3 are included as attachment 3). This type of approach is too ambitious for the Pacific at this stage.

33. The second stage is that of compilation of a publication of data on what the available statistics show.

34. I, personally, would like to generalize this publication: I think the available social (and socio-economic) statistics are so widely dispersed now that what is needed is a compendium of social and socio-economic statistics, with appropriate breakdown/sections on women (and youth, and elderly, etc. if these are national concerns). However, if the demand is for information on women, youth, etc., it may be desirable for the Statistician to produce monographs/publications on each of the various sectors of concern.

35. I don't think external help is really required in the way of expertise, but it would certainly speed up the exercise if financing were variable to release specific people (not just from the Statistics office) to undertake the work.

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<sup>10</sup> Booth advised that these projects did involve people incountry in data compilation/collection. However, this was sometimes given low priority against other work.



36. The publication could be one of two types: tabular or analytical, i.e. for the latter, text explaining the main point about the data. While there may be a belief, by Statisticians, that their staff are not capable of the "creative writing" required to make such a publication interesting, I don't accept this.

37. Again this work can be done in-country, but would be speeded up by financial assistance and some compatibility would be assured if countries were provided with training on how to go about compiling such a compendium.<sup>11</sup> The work could also be done by hiring expatriate consultants.

38. The third phase of the project would be providing assistance to countries to improve the basic statistical collections, both in quality of the data and the range of data collected. Any attempt to do this must recognize that this needs to be a long term project, that significant amounts of money are involved and that a regional approach should be adopted.

39. They are the steps I think should be taken to develop socio-economic statistics, including gender statistics, for the Pacific. Having said what I think should be done, I will now talk about what SPC Statistics section is doing.

40. It is (obviously) similar to the above, but has some important differences. I have developed a project and submitted it to two agencies for consideration. The project is a two stage project as follows:

- The first stage is basically a stocktaking, with a view to producing a compendium of existing social statistics (education, health, crime,...) with emphasis on statistics on women and youth, for the Pacific. There is enough basic data available, and I think it would take a consultant 4-5 months, including travel, to put together a compendium of social statistics.
- The second phase of the project is then a longer term project of providing assistance to countries to improve their basic collection of social data.

41. This latter part is the same as the third phase of what I think should be done. There may appear to be conflict between the suggestion of a consultant (presumably an expatriate) to compile a regional publication, and the belief, expressed above, that countries should do basic stocktake with their own staff. I don't think that this conflicts with my ideal above - we will take what is readily available, if information is already published as summary, we would not visit. We are only after summary information, that would be published as a companion to SPESS.

42. The Statistics section of SPC is mainly known in Pacific countries for the statistical training courses. In the last 14 years, it has conducted about:

- 45 basic statistical training courses,
- 15 intermediate statistical courses, and
- 15 specialized courses on topics ranging over price indexes, overseas trade, microcomputer software and various other fields.

43. While the intermediate and specialized courses are primarily for statistics offices, the basic course is aimed at anyone involved in statistical preparation. A typical course will have about 12 departments/ ministries from Police, Health, Tourism, Agriculture, Fisheries and others. If demand existed and I believed

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<sup>11</sup> The United States of America Bureau of the Census has provided some assistance to Pacific countries in providing training on the compilation of annual abstracts or yearbooks.



the course would be relevant it would be possible to run a training course specifically for women's organizations. To do this, we would need an official request, from the Foreign Affairs Department of the country. If you think there is demand, talk to your Statistician. Females outnumber males in most of the Basic Statistical courses we run.

44. There are two other areas where the SPC Statistics section may be of interest.

### Statistical Information Service

45. This in the past has been the preparation and release of three publications:

- \* Price Indexes
- \* Overseas Trade, and
- \* South Pacific Economics Statistical Summary: SPESS

A recent addition to this has been the "Pocket Summary".

46. Apart from these publications, the section is becoming a focal point for coordination of statistical databases in the Pacific. The section holds a number of statistical databases, including:

- \* National Centre for Development Studies
- \* World Health Organization
- \* World Bank (STARS)
- \* WISTAT (Women Indicators and Statistics Database)
- \* ADB Key Indicators and others

47. As well, it is developing its own database which will be very user friendly and will come with its own software. The information contained in these databases generally relates to a wide range of economic and social statistics and may be of use in indirect ways (country comparisons, project formulations,...).

48. For the information and use of participants, we have extracted the data contained in the WISTAT<sup>12</sup> database, removed non Pacific countries and printed copies of what is available on the UN database about women. Participants should look closely at what is - and is not - available in the UN database.

### Statistical Advisory Services

49. The Statistics section provides an advisory/consultancy service to countries, both through its own staff and by the use of outside consultants on a variety of other projects (development of a nutrition survey, household expenditure survey, etc.). If you want statistics or training on statistics and your own national Statistics Office is unable to help, get them to contact SPC Statistics section - we may be able to assist.

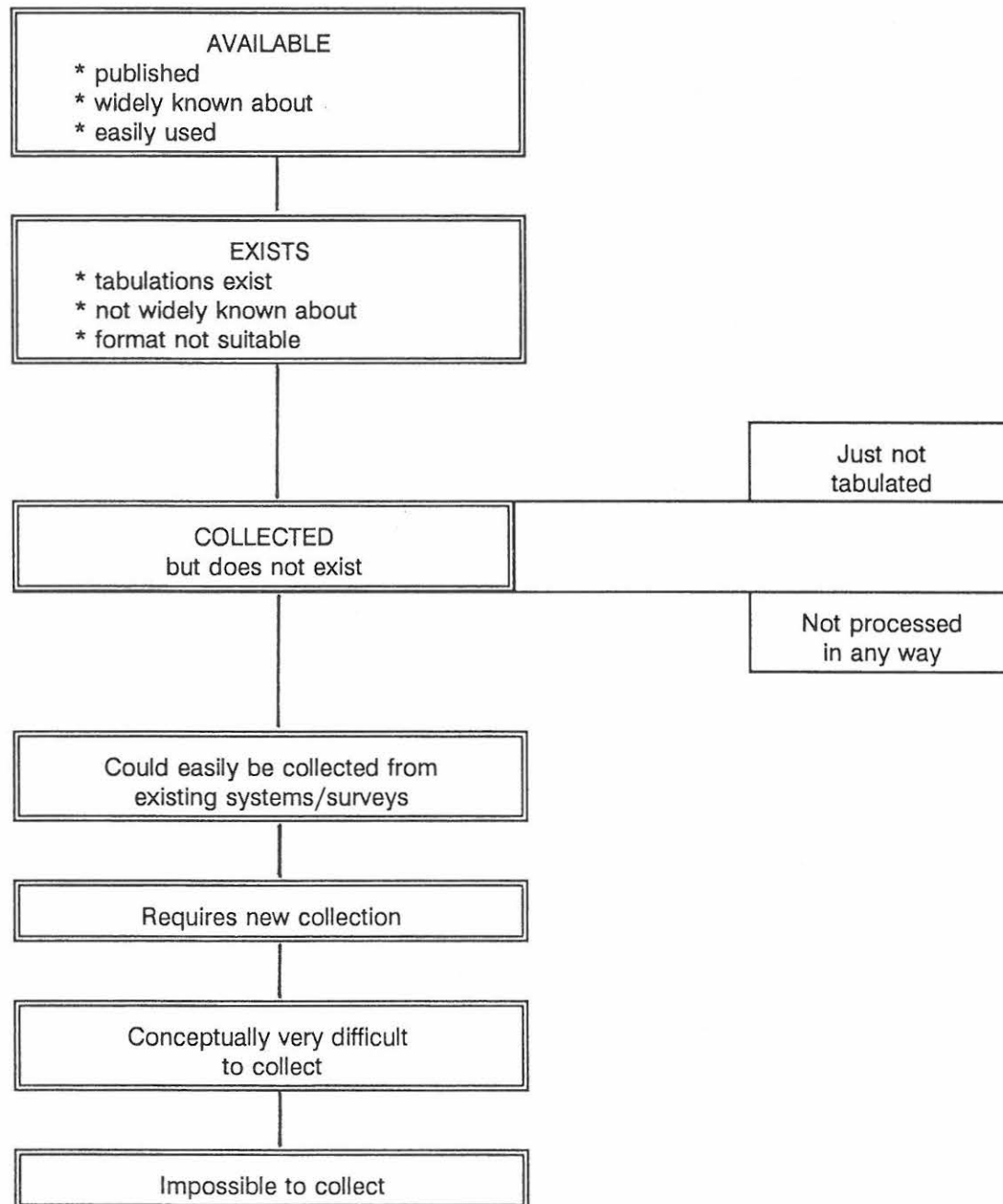
50. The SPC Statistics Section is playing a role in the development of gender statistics in the Pacific, and is prepared to provide assistance to countries and to coordinate future developments.

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<sup>12</sup> This information was obtained from the United Nations Women's Indicators and Statistics Spread Sheet Database (WISTAT-version 2) May 1991.

Chart 1

## CONTINUUM OF DATA "AVAILABILITY"



## ATTACHMENT 1

**List of Recommendations for Improving Socio-Economic  
Indicators on Women in the Asian-Pacific Region**

1. Make the maximum use of existing data.
  - (a) Every country should aim at producing a brief pamphlet with the basic data from Censuses, etc., in readily accessible form. (Maximum 10 pages - should cover demography, education, labour force participation, income.) This will both spread knowledge and point out gaps.
  - (b) Ensure that those involved in (i) development planning in general and (ii) in women's policy issues are fully briefed as to the nature and extent of existing data on women.
2. Make minor changes to the on-going collection of data.
  - (a) Make sure that the government's chief statistical-authority has a commitment to improving the quality of data on women. The coverage of women's concerns should be a regular agenda item in all discussion of data collection procedures - especially where changes are already proposed, e.g., a new census round or a labour force survey. Those interested in women's concerns (especially those who are also women) should be represented on all relevant committees, advisory bodies, etc.
  - (b) Press for the publication of sex-breakdown for all data collected by sex (e.g., hospital statistics).
  - (c) Press for the collection of data by sex from individuals, e.g., landholdings, driver's license applications--then get this data published.
3. Establish a Women's Socio-Economic Indicators Task Force.
  - (a) Preferably this should be within the bureaucracy, e.g., with representatives from the Departments dealing with Statistics, Planning, Women's Issues, etc.
  - (b) If this is not possible--at least get a volunteer body of academics, voluntary workers, women statisticians, etc., going.
  - (c) The Task Force would have the role of ensuring that:
    - i. Indicators (however rudimentary) are produced and publicized;
    - ii. Indicators are improved in terms of the mechanics of data collection and analysis;
    - iii. Indicators are improved in terms of relevance of the data to women's pressing concerns (e.g., a mass of data limited to professional women is of little relevance to the majority of women working in the fields in rural areas).
4. Lobby for radical changes to the range and quality of data available.
  - (a) Data at a national level may be of little use to local planners or women trying to establish their own projects.

- (b) The kinds of data available are often remote from the immediate grass-roots needs (e.g., in looking at how to set up an adult literacy programme which works for women - there will be need for information not just on illiteracy rates but on the demand for training, what women are interested in learning about, and what times and seasons they are most accessible).
- (c) Some data may not be perceived as important because they relate to what are seen as women's concerns, e.g., data on childcare, data on unemployment and underemployment amongst married women.
- (d) Lobbyists will need to establish priorities and target them in particular areas of the bureaucracy, e.g., maternal mortality data with the department dealing with health; household survey data on the hours spent carrying water (by sex, in the wet and dry seasons) with the statistics office and the department responsible for water supplies.
- (e) One device might be to have an award (e.g., a plaque) to be presented by a prominent woman to the sector of government which does the most to improve the data available on women. (Since so much depends upon individual initiative and commitment this can often be an unlikely department.) The publicity given to this ceremony will also help publicize the relevant data.
- (f) Another device is to target a particular area of concern, e.g., women and landholding, and focus on that at a range of levels from the legal area concerned with land-titles, to the cooperatives who only give credit to the "land holder", to a local project in which women themselves are directly involved.
- (g) Where women statisticians are hard to find, a special priority may be to encourage young women to train in this area.

#### **A minimum List of Statistical Information on the Status of Women**

There is no one minimum list applicable to all situations. Some countries have much more highly developed statistical systems than others. Some countries have polygamy and regular elections and hence need data on the proportion of polygynous marriages and of women voters- other are differently circumstanced.

#### **The Absolute Minimum List Should Cover Data for Both Sexes on the Following Variables:**

1. Demography:
  - Infant mortality (where available mortality at ages 1-4 is preferable)
  - Expectation of life at birth
  - Average age at marriage
  - Children ever born by age (normally only provided for women)
2. Education:
  - Literacy amongst the adult population
  - Proportions attending primary school
  - Proportions attending secondary school

3. Work:
  - Proportions in the labour force (however currently defined)
  - Occupational distribution (however currently defined)
  - Role in agriculture (whatever realistic data available)
4. Income/poverty - Whatever data are available - partly to stress how little is available. (The only data may be related to wages in the formal sector.)
5. Political participation as appropriate:
  - members of government (national + local)
  - members of political parties
  - members of trade unions
  - voters at elections.

Care should be taken that data are real and are not the result of heroic assumptions as to differences between the sexes, as some demographic estimates are.

A minimum list could also include a few telling negatives that can readily be checked, e.g.,

- (a) There is no senior bureaucrat above level X who is a woman;
- (b) There are only 2 out of 1,000 agricultural extension officers who are women;
- (c) No judge above the most junior local level is a woman;
- (d) there are only 10 women amongst 2,000 head of companies employing more than 100 people;
- (e) There are no women in the stock exchange (despite no legal barrier?).

Once data in these basic areas are available then the objective should be to build up in the areas where data are weakest. Very often these will be the areas of data on work (because of inadequate definitions and poor collection techniques) and of data on incomes and poverty (because such data are very hard to collect in general and are exceptionally hard to collect for individual household members who are not assumed to share a single household standard of living).

Data on the proportion of females who are in primary school etc. need to be matched by data on the proportions of primary school students, etc., who are female (with the presentation making it clear that 50 per cent not 100 per cent is the appropriate target).

Moving beyond the absolute minimum then it becomes possible to expand the range of data both in terms of depth and in terms of range.

In terms of range new issues can be taken up, e.g., household-headship, migrant status, coverage by social security legislation, etc.

Greater priority, however, will almost certainly be attached to improving the data on the core economic areas relating to women's inputs to the household and national economy and to their individual economic well-being. In many cases this will involve special concentration on household surveys in general and on labour force surveys in particular. Where national data which take adequate account of women's inputs in agriculture and the urban informal sector are not available, attention may need to start with a localized study which can be used to calculate possible correction factors for the national data (from the censuses, etc.).

Equally, if there is no short-term prospect of obtaining reasonable income/poverty data, then the best approach may be to look for alternative indicators. These could include:

- (a) Nutrition data by age and sex (and, preferably, marital status);
- (b) Data on the sex of the homeless, and those appealing to voluntary agencies for assistance;
- (c) Any data on special at-risk groups such as widows, deserted wives with young children, those applying to food-for-work schemes, etc.

Overall, the plan must be to start with the most immediately available data (normally from Census and National Household Surveys) and then move out from these into those topic areas where the data is either unavailable or of such quality as to be almost meaningless for any examination of the situation of women.



## ATTACHMENT 2

### Collection of Key Indicators for Monitoring the Situation of women

The Seminar recommended that all countries should collect carefully selected lists of key indicators for monitoring the situation of women. The following list was suggested.

General note: The following list is not intended to be all-inclusive. Since what is appropriate will vary from country to country, no one country is expected to gather all of the data listed. Wherever possible, data should be able to play a conscientising/educational role.

Individual countries are also urged to develop definitions and annotations and to cite sources so as to clarify the precise nature of each indicator used. Almost all statistical data should be provided separately for urban and rural areas.

With this approach in view, and taking note of the limitations of data in some countries of the region, the meeting recommended that, where such information is inadequate, micro-studies, surveys or even descriptive accounts could be undertaken to begin the process of basic information gathering.

#### (a) Demographic and health indicators

- i. Birth rate by sex;
- ii. Fertility indicators, e.g., average number of children by age of mother;
- iii. Family planning acceptors by sex;
- iv. Average age of first marriage by sex;
- v. Average age of mother at birth of first child;
- vi. Nutritional status of population by age, sex and marital status;
- vii. Hemoglobin level, especially of pregnant and lactating women;
- viii. Ratio of maternity beds to numbers of deliveries;
- ix. Immunization by sex;
- x. Health insurance coverage by sex;
- xi. Life expectancy by sex;
- xii. Physical and mental disability by sex and age;
- xiii. Infant and child mortality by sex;
- xiv. Maternal mortality by age;
- xv. Major causes of death by sex;

- xvi. Internal and external migration indicators by sex;
- xvii. Proportion of widowed, divorced, separated and deserted by age and sex;
- xviii. Household heads by sex, age and civil status.

(b) Educational indicators

- i. Adult literacy rates and sex ratio among illiterates;
- ii. Sex ratio of enrolment at primary, secondary, vocational and higher education;
- iii. Sex-ratio among primary and secondary school-age groups who are not enrolled;
- iv. Gender bias in content of vocational and higher education programmes;
- v. Gender bias in content of non-formal education programmes;
- vi. Sex ratio of teachers at various levels;
- vii. Sex ratio of heads of educational institutions;
- viii. Review of instructional materials for sex bias;
- ix. Number of dropouts by sex, age, level of education;
- x. Participation in programmes for dropouts by sex.

(c) Economic participation

- i. Contribution of women to housework and of housework to GNP;
- ii. Time allocation/budget by age and sex;
- iii. Labour force participation (as conventionally defined) by sex, age and sectors (urban/rural);
- iv. Employment and underemployment by age and sex, industry and occupation (urban/rural);
- v. Unemployment by age and sex (urban/rural);
- vi. Overseas employment by sex;
- vii. Share of women in the workforce by employment status (own-account workers, wage workers and unpaid family workers) in agriculture, fisheries, livestock rearing, forestry and horticulture;
- viii. Share of women in providing free goods (fuel, water, fodder, food) and services for family maintenance. (It is important to study the impact of development strategies on women's traditional family maintenance roles.);

- ix. Women's share of the workforce in the informal sector, rural and urban, especially in trade, and in manufacturing (both traditional and nontraditional);
- x. Women's share in the workforce in specific service sectors such as domestic service, trading, teaching, nursing, medicine, statistics, planning, communications (information and media), religion-related occupations, voluntary community work, management, legal services, banking and the civil service;
- xi. Share of women in semi-legal activities such as liquor-brewing, prostitution begging, etc.;
- xii. Apprenticeship by sex and occupation;
- xiii. Wage differentials by occupation and sex;
- xiv. Access to land/forest produce and water classified by right of use and ownership by sex;
- xv. Women's access to credit in their own right;
- xvi. Women's membership in cooperatives, and other organizations;
- xvii. Proportion of women amongst agricultural extension officers;
- xviii. Proportion of women amongst heads of companies, stock exchange members, etc.

(d) Legal rights

- i. Existence of machinery for redress of discriminatory acts against women;
- ii. Review of laws such as penal code, economic and developmental legislation, etc., for discriminatory provisions regarding women;
- iii. Repeal, revision or amendment of laws discriminatory to women;
- iv. Existence of special measures in favour of women, e.g., quotas or affirmative action programmes;
- v. Women's rights relating to independent retention of nationality and determination of children's nationality.

(e) Political participation

- i. Percentage of women voters and their turnout in elections/referenda compared to men (urban/rural);
- ii. Proportion of women elected/appointed to public office at various levels of government (rural/urban);
- iii. Proportion of women in policy-making positions in government: national/central, regional, local, etc.;
- iv. Women's membership in political parties, inclusion in party lists;

- v. Women's non-governmental organizations concerned with public affairs;
- vi. Number and nature of women's issues on agendas of political parties;
- vii. Proportion of women members of general non-governmental organizations (rural/urban) and of trade/labour unions; proportion of women office holders in these organizations;
- viii. Proportion of women in diplomatic service;
- ix. Proportion of women amongst employees of international organizations;
- x. Proportion of women amongst judges and lawyers;
- xi. Proportion of women amongst workers in media; proportion of women amongst holders of editorial positions in media;
- xii. Public opinion on attitudes on women/women's issues.

(f) Access to social services

For each of the fields listed below, information should be collected on:

- i. Sex-ratio of beneficiaries;
- ii. Sex-ratio of service providers;
- iii. Number of places, etc., available; and
- iv. Percentage of women who do not enjoy access to these services or have only restricted access.
  - (1) Health care;
  - (2) Child care facilities;
  - (3) Family planning;
  - (4) Safe drinking water and sanitation;
  - (5) Maternity benefits;
  - (6) Social security and similar benefits.

(g) Government allocation of resources for women's concerns

- i. Budget allocations for women's development by sector (e.g., agriculture, industry, education, health);
- ii. Allocation of professional and support staff and other facilities to implement and monitor adequate development support for women in various sectors.

(h) Social indicators for women at special risk

- i. Violence against women, such as murder, assault and rape (possible information sources: social service centres, women's crisis centres, police/court records, media reports, medical records);

- ii. Statistics on criminal offenses by sex involving prostitution/traffic in women;
- iii. Proportion of women in shelters for the homeless, and among those appealing to religious/voluntary agencies for assistance;
- iv. Other special at risk groups, e.g. widows (who in some areas lose access to land for food production), deserted wives with young children, those applying to food-for-work schemes, etc.;
- v. Suicides by age and sex.

## Attachment 3

## HOW TO USE THIS INDEX

You should use this index as a companion to the ABS Catalogue of Publications and Products (Cat.No. 1101.0). Copies are available from the ABS Bookshop in your State or Territory.

To find information about women on any specific topic, look under major topic headings. For example, if you are interested in the topic 'Education and the Aged' consult the entries under both the headings 'Aged people' and 'Education'.

Against the sub-headings listed under these major topics, you will find entries listing the catalogue number of Australian Bureau of Statistics (ABS) publications which include information on the topic by gender. Entries designated 'topic reports' are specific to the major heading under which they appear.

Check the ABS Catalogue of Publications and Products for further details on the publication, including price and frequency of release (or whether the publication is yet to be released).

The index lists publications released between 1986 and 1990 (or expected to be released in 1991) plus selected earlier publications of particular interest. These earlier publications may not be listed in your copy of the Catalogue of Publications and Products so contact ABS Information Inquiries for further details.

The last digit of the publication number indicates whether the subject matter is covered at a State/Territory or National level (although some National publications do contain some State data) as follows:

- |                    |                                 |
|--------------------|---------------------------------|
| 0- Australia       | 5- Western Australia            |
| 1- New South Wales | 6- Tasmania                     |
| 2- Victoria        | 7- Northern Territory           |
| 3- Queensland      | 8- Australian Capital Territory |
| 4- South Australia |                                 |

Within this index, catalogue numbers are in National and then State/Territory order.

Major headings are presented in bold. Cross-referencing has been used to refer you to other relevant topics. If the reference is in bold, refer to a major heading, otherwise to a sub-heading within the same major topic.

For any inquiries regarding these publications, contact the ABS Information Inquiries Service in your State or Territory (see back page for details). Our information consultants can also advise you on the availability of unpublished data to suit your particular information requirements.

**Symbols**

\* Data are presented by family or household and are not gender specific NHS National Health Survey



## INDEX

**Aboriginal and Torres Strait Islander people**

The principal source of information on Aboriginal and Torres Strait Islander people is the 5 yearly Census of Population and Housing. Topics covered include demographic characteristics, education, family type, housing, income, labour force status, occupation and qualifications. Detailed information is available on computer printout, microfiche, magnetic tape, floppy disk and CD-ROM. For further information contact the ABS Information Inquiries Service in your State or Territory (see back page).

general information	2490.0-2498.0
topic report-national	2503.0 1986 Census data including: education, employment, housing, income and living arrangements.
topic report-State/Territory	2510.3, 2201.4, 4107.5, 4107.07
child survival	4126.0
deaths	4126.0,4104.4
families*	2506.6,4105.3,4105.5
fertility	4127.0,4104.4
health	4347.0,4306.1 NHS (see page 35)
population counts	2499.0

**Accidents - see Health**

**Adolescents - see Youth**

**Adoption - see Welfare**

**Age distribution - see Population**

**Aged people**

Statistics by age are available from the population census and most population surveys. For specific information, look under the relevant topic heading e.g. Education.

general information	2490.0-2498.0,4101.0
topic report - National	2508.0 1986 Census data which covers socio cultural aspects such as ancestry, birthplace, religion, living arrangements (including living alone, in families), housing, education and qualifications, labour force status and income.
topic report - State	2501.2,4106.5

**about Aboriginal women ...**

- \* the 1986 Population Census counted 114,990 Aboriginal and Torres Strait Islander (TSI) women (1.5 per cent of all Australian women)
- \* half of the Aboriginal and TSI women were aged under 20 years whereas less than one third of all Australian women were in this age group.
- \* only 5 per cent of Aboriginal and TSI women were aged 60 years and over, compared to 17 per cent of all Australian women

Source: Census 86- Aboriginal and Torres Strait Islanders: Australia, State and territories (Cat. No. 2499.0)

**about aged women...**

- \* at the 1986 Population Census, some 1.3 million women were aged 60 years or over (17 per cent of all Australian women)
- \* there were 5 women to every 3 men over 75 years of age
- \* 125,000 women aged 60 years or over were in non-private dwellings, including 87,000 in nursing homes and homes for the aged

Source: Census 86 - Cross-Classified Characteristics of Persons and Dwellings Australia (Cat. No. 2498.0)

**child care...**

- \* in June 1987, 16 per cent of children under 12 years of age attended at least one type of formal child care (compared to 12 per cent in 1984)
- \* in two parent families, 83 per cent nominated the mother as the person responsible for the care of the children
- \* about 10 per cent of all families expressed a need for some, or more, formal care

Source: Child Care Arrangements, Australia (Cat. No. 4402.0)

accommodation - State report	4102.4	
carers of aged/disabled	4122.0, 4403.3	
domestic care	4118.0, 4121.0, 4117.2, 4402.2, 4403.3	
housing	2490.0-2498.0, 2508.0, 4102.4	
income	2508.0	
income, household*	6523.0, 6531.0, 6537.0, 6546.0, 6545.2	
pensioners, expenditure patterns of household	6530.0, 6531.0	
pensions, as a source of income	6238.0, 6573.0*	
pensions, numbers receiving	4101.0	Figures are also available from the Commonwealth Department of Social Security
retirement	6238.0	
superannuation - see Superannuation		

**AIDS** For information, contact the Commonwealth Department of Community Services and Health.

**Alcohol consumption - see Health**

**Ancestry - see Ethnicity**

**Apprentices** 6227.0

**Assault - see Crime**

**Birthplace - see Ethnicity**

**Births**

general information	3101.0,4101.0,4103.5
topic report-National	3301.0
topic report-State	3306.1,3305.2,3306.3,3301.4,3303.6
childbearing intentions	3223.0
fertility	2514.0,3102.0,3310.3
fertility, aboriginal	4127.0,4104.4
still births	3304.0

**Casual work - see Employment**

**Child care**

general information	4101.0,4119.0
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## ANNEX VIII

# INITIATIVES TOWARD IMPROVING THE USE OF AVAILABLE GENDER STATISTICS: INTERNATIONAL LEVEL<sup>13</sup>

By UNSTAT and INSTRAW

## Introduction

Women's programmes are now an important part of the activities of the United Nations Secretariat and its specialized agencies, as well as of the regional commissions. The focus on gender statistics has been one of the main attributes of the gender programmes of the United Nations Statistical Division and INSTRAW which have since 1983 systematically undertaken a series of projects aimed at improving the availability of data and promoting the use of statistics and indicators issues concerning women.

Given that gender issues encompass diverse domains, collaboration with statistics departments and women's programmes of other agencies has been an essential part of the INSTRAW/UNSTAT collaboration on gender statistics.

The gender statistics programmes have largely been in response to the priority accorded to the development of gender statistics, by international conferences, recommendations and strategies on the advancement of women. In addition, the legislative bodies of the United Nations, such as the Economic and Social Council and the General Assembly, as well as the Statistical Commission and the Commission on the Status of Women, have through resolutions identified this as a priority area for further work of the Statistical Division and other relevant agencies. Further impetus to their work has been from the interest of countries demonstrated by the increasing demand for gender statistics and for international direction on the development of national gender statistics programmes.

## Problems to be addressed in gender statistics

The experience from implementation of sub-regional and national activities, such as conduct of workshops, compilation of statistics, and development of statistical data bases, indicate that with regard to gender statistics, national statistical systems are characterized by:

- Underutilization of existing data;
- Data gaps;
- Biased concepts, measures and classifications;
- Poor linkages between producers and users of gender-specific statistics.

While there are often complaints from potential users about the lack of gender disaggregated data, useful statistics already exist in every country. The basic problem is that statistics are hard to find, and the form in which some of the data are available makes it difficult for non-statisticians to access the information. Existing sources are scattered, and the traditional way in which data are presented are not easy to understand by those who are not familiar with statistics.

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<sup>13</sup> Paper presented by Ms Grace Bediako, Technical Adviser, UN Statistical Division

To encourage users of gender statistics to utilize the existing information, it is therefore necessary that these statistics are compiled in an easy and understandable way, using simple tables and graphs. In addition training in the use of available data is essential.

Although a lot of the data can be analyzed to show women and men's situation in society, there are still certain areas in which there is a lack of basic information. In most developing countries, data on health and education are not well developed. Hence data on mortality, cause of death, and morbidity; literacy, school enrolment, drop-out rates; access to credit; individual and household incomes, etc. are not systematically compiled.

In some cases the problem of lack of statistics is linked to the absence of clear concepts and guidelines to be used in data collection. In others, the definition of concepts and classifications require further improvements to be applicable to specific national situations.

To improve utilization of existing data, and bridge data gaps there is need for close and continuous cooperation between users and producers of gender-specific statistics. Steps need to be taken to make producers aware of gender issues and the need for issue oriented statistics; and for potential users to be trained to understand the prerequisites of statistics production.

The gender statistics programmes of the Statistical Division and other agencies have therefore sought to redress these problems through activities which aim for better utilization of existing statistics; development of improved concepts and methods for statistics on women; and assisting countries in the data collection and compilation.

### **The basic approach to gender statistics**

A fundamental component of the process of integrating women in development policies, plans, programmes and projects, is the existence of adequate information on the situation of women compared to men. Statistics are especially important to:

- raise consciousness about the present situation of women and men, and changes over time;
- provide ideas for measures to be taken;
- provide a sound basis for policy;
- evaluate the effects on women and men of measures that have been taken.

For a most effective use of statistics, it is recognized that there should be close interaction between producers and users of statistics, to ensure that all available data are accessible and their relevance and appropriateness for the specific type of analysis determined. Official statistics from countries, such as censuses and surveys, as well as data from administrative systems are important sources of information and therefore efforts need to be made to ensure that these provide a comprehensive and accurate data on both women and men. The state of gender statistics at the international or regional levels are a function of availability and quality of data at the national level. It is thus necessary programmes are developed to encourage countries to make collection and compilation of gender-specific statistics a priority at national level.

The gender statistics programme is therefore implemented at the international level, as well as at the national level.

### Better utilization of existing statistics

Since the beginning of the United Nations Decade for Women, there has been a steady increase in the demand for gender statistics, from a wide range of potential users. To meet these needs the United Nations Statistical Division has developed a database on women covering 178 countries and areas of the world and most fields of social and related statistics. The database "Wistat" is funded by UNFPA, and provides a comprehensive set of internationally available gender based statistics in a single, comprehensive and well documented source.

The database has also been used to prepare a number of outputs:

- Statistical Wall Chart 1990: Selected indicators, is compilation of 16 key indicators for monitoring the situation of women world-wide.
- Compendium of Statistics and Indicators on the Situation of Women - 1986, contains 33 tables on statistics and indicators for the 178 countries.
- The World's Women, 1970-1990: Trends and Statistics, issued in 1991, is a statistical portrait and analysis of the situation of women. It is designed as a user-friendly publication with different range of target audiences such as: statisticians, women's advocates, and the media. The work on the database and related outputs builds on the considerable body of statistics on the situation of women that are routinely collected at international levels from countries. Statistics on education were provided by UNESCO; statistics on health by WHO; statistics on labour force participation by ILO; and statistics on population, births and deaths by the United Nations Secretariat.

Building of the database involved extensive collaboration between the agencies which provided the data. In the production of the outputs, specifically The World's Women continuous consultations were held with the potential users, the units/departments of agencies sponsoring the publication. The process establishing the database generated some lessons on the basic requirements for such work to be successfully undertaken at the national level.

It should, for example be necessary to thoroughly review the various sources of data available in the context of the goals of the publication, the statistics which were readily available at the Statistical Division, and those needed for the publication. In some cases it was necessary to request additional or updated information from agencies.

### Improvements of concepts and methods

Statistical concepts and methods are to some extent biased in relation to gender, in both developing and developed countries. These biases are reflected in the way the concepts are defined, how they are translated into questions in data collection instruments, the extent to which the responses accurately represent the characteristics being assessed; and how comprehensive is the coverage of the information gathered. One area on which statistics have been deficient is economic statistics. The concept of economic activity is criticized for not providing an accurate assessment of women's contribution, especially in the informal sector and household economic activities. The fact that most of the census and survey data from which economic activity data are compiled, measure only primary occupation also implies that secondary activities of women and men are not covered; though they may be considered economic activity by definition.

Another aspect of the problem is that in the System of National Accounts (SNA), many of the activities in which women are engaged are not covered in any consistent way; and the 1968 version of the SNA excluded a number of unremunerated work from being valued as production. The revision, which is just



completed, now includes many of the non-market activities in which women are involved. However methods for collecting statistics which reflect all productive activities in both national accounts and labour statistics are required in order to improve the estimates.

The UNSTAT and INSTRAW have published three reports dealing with conceptual issues and methods of improving statistics and indicators on the situation of women. The first two of these publications Compiling Social Indicators on the Situation of Women, and Improving Concepts and Methods for Statistics and Indicators on the Situation of Women, were issued in 1984. The third, issued in 1988, was on Improving Statistics and Indicators on Women Using Household Surveys, with special emphasis on collecting economic activity data. These publications have been used in training workshops such as this one, to introduce both users and producers of gender statistics to the uses of the available data as well as problems and remedies in order to improve the data on women.

Another way that the Division and INSTRAW have sought to improve statistics is to participate in the review of concepts now under revision. Position papers on issues of specific concern to women, such as the extension of the production boundary to include some of the household production, and the need to develop methods of computing women and men's contribution to SNA, and to compile an extended GDP for women's domestic work, were presented to the interagency group on the revision of the SNA.

In the revision of the international standard classifications for occupations (ISCO) and for industry (ISIC), the concerns of women in regards to these classifications were also presented.

The focus on the UNSTAT and INSTRAW work on concepts and methods, is currently on the informal sector. The programme on informal sector began in 1986, with the convening of an expert group meeting organized in cooperation with ECLAC. The main output of this meeting was the publication of Methods of Measuring Women's Participation and Production in the Informal sector, issued in 1990. In a collaborative effort with the Economic Commission for Africa and UNDP, a handbook on Compilation of Statistics on Women's Informal Sector Activities in Africa was prepared in 1990, and four national workshops were held in 1991 to train producers and users of statistics on methods of compiling informal sector statistics from the available census and survey data. A training manual was also prepared, in 1992 for an interregional workshop on measuring women's informal sector contribution. The workshop was conducted in cooperation with ESCAP, in Seoul, the Republic of Korea.

UNSTAT and INSTRAW are also preparing a comprehensive technical report to assist countries in developing their own statistics to provide more complete picture of production in the informal and household sectors, and of work outside the production boundary. The publication will take into account the conclusions of the expert group meetings and the Statistical Commission on the revision of SNA.

### **Assisting countries with data collection and compilation**

Assistance to countries is primarily in the areas of:

- Advisory services for conducting workshops to initiate or further the dialogue between producers and users of statistics;
- Technical advice on conducting surveys or implementation of census programmes with special consideration to the use of gender sensitive procedures in data collection;
- Technical advice and training on the compilation, presentation and dissemination of gender-specific statistics;
- Technical advice on the integration of gender statistics in project development.

INSTRAW, in collaboration with UNSTAT, has sponsored a series of workshops aimed at fostering a dialogue between producers and users of statistics. These workshops which have been convened at national and sub-regional levels, have helped create a better understanding between producers of statistics

and users. As a result of the candid discussions which these workshop forums provide producers become better informed of the data needs of users while users have become more aware of the data availability and the resource constraints of the statistical offices. The workshops have also been instrumental in establishing women as a distinct group of users whose views ought also to be taken into account in the production of statistics. Similar workshops have been organized by UNIFEM in the ESCAP region, and some have been sponsored by Swedish International Development Agency (SIDA) in the African region.

The gender statistics programme of the Division works with the relevant sections and units to provide technical assistance to countries. Within the technical cooperation framework the Division assists countries to improve national capability to develop and disseminate gender statistics. These activities are carried out through general data development projects such as censuses, national household survey programmes, and civil registration systems as well as through special women's projects.

The Statistical Division has also been involved in the execution of projects on establishing databases on gender statistics and the production of statistics booklets on women and men in selected countries. Since these booklets which use official statistics to give a general overview of the situation of women and men, they are a way of demonstrating how useful the existing data really are. Based on its experience in development of the "Wistat" database the Division has produced a Handbook for National Statistical Databases on Women and Development, to further strengthen national work in this area.

The Statistical Division is in the process of developing a programme with the Gender in Development Division of UNDP to assist countries with integrating gender statistics into WID projects. Under this programme technical advice will be provided to countries at the beginning stages of project implementation in order to develop a system of gender-sensitive indicators which can be used to monitor the project.

#### **Future activities on compilation and dissemination of statistics**

The focus of the international initiatives to improve the use of available statistics in the next few years will be towards preparations for the 1995 Women's World Conference to be held in China.

The programme of the UNSTAT will include updating of the "Wistat" database and the publication of an updated version of The World's Women. The publication will include new data from the specialized agencies, and will seek also to fill data gaps in the first version. It is hoped that in the second publication, more data will be presented on the South Pacific Islands.

Technical assistance programmes are being developed in cooperation with the WID focal points of UNFPA, WFP, UNDP, WHO and UNICEF to produce a training manual on the production of a national gender statistics publication and training workshops at the sub-regional level; with the UN Volunteers Organization to promote capacity building in the development of gender statistics programmes at the national level; and with UNDP Gender in Development Division to assist countries in the integration of gender statistics in WID projects.

These programmes are expected to build capacities of countries for a sustained gender statistics programme emphasizing cooperation between the national statistics offices and the women's offices in country.

## ANNEX IX

# ISSUES & PROBLEMS IN CONCEPTS & METHODS APPLIED IN EXISTING DATA COLLECTION TECHNIQUES IN THE COOK ISLANDS

By Dr. Takiora Ingram

## Introduction

Generally speaking, statistics and indicators on women in the Cook Islands are reasonably and are available from several sources. First, the Statistics Office collects important data in the census and also carries out other surveys such as the Household and Employment Survey and others. In addition, other government departments such as the Education, Police, Justice Probation Services and Health departments keep administrative records and statistics. The Ministry of Planning and Economic Development also has some data available.

However, although many statistics on women are available, there are still some critical gaps. The following are some of the areas that have been identified:

## Economic Indicators

### Employment

Data on employment of women and men are collected in the population census and employment surveys and are available to users in the Cook Islands.

## GAPS

- Tabulations by gender are restricted to the Cook Islands as a whole, therefore not allowing for comparisons between Rarotonga and the outer islands (urban vs. urban).
- The 1986 Census under-estimated the economic role of women (83% male, and only 47% females). The Census also did not allow for urban/rural comparison. The Census also did not include women's handicraft production or subsistence activity.
- Data on Public Service employment are not generally available, and do not disaggregate occupations and salaries. Also, these data do not take into account government workers employed in ad hoc bodies or casual workers.
- The tourism sector is most important to the economy, however current and accurate data are lacking on tourism employment and tourist expenditure.
- The 1986 population census considerably under-numerated women's contribution to agriculture and the subsistence economy. However, an attempt was made to rectify this in the 1991 census.

### Business Development

- There is a lack of data available on small business development generally, and also little data available on the role of women in small business. This is an important issue in the Cook Islands as more and more women are entering the small business sector.

- There is little data available on women's access to credit or whether they use credit facilities. Also, informal borrowing probably is an important issue.
- A survey of attitudes toward women in the work-place and women in business is necessary to determine the barriers and constraints on the full participation of women in economic activity.

## **Social Indicators**

### Crime

Reliable crime statistics are unavailable. As women are often the victims of various crimes, it is essential to have statistics on crime by gender to fully understand the extent of the problem.

### **GAPS**

There are major gaps in:

- statistics on all victims who file a complaint, including by gender;
- incidences and frequency of rape, other sexual abuse, and domestic violence against women and children;
- rate of conviction for these crimes;
- penalties imposed;
- disaggregation of statistics of domestic violence by sex;
- disaggregation of all criminal offences where women are both complainant and offender.

In order to better understand change in the family structure, it is necessary to have statistics on marriage (including 2nd and 3rd marriages), divorce, and adoption.

There is also a need for surveys on basic attitudes of men toward women and family structure. There is also a need to survey women's attitudes toward themselves.

### Education

- data on primary and secondary school, which are collected by school principals, are generally poor and unreliable. For instance, returned forms are often incomplete with no analysis of gender, subjects studied, subjects passed, etc.

Therefore it is necessary to quantify these activities.

## **Political Indicators -- Public Life and Leadership**

The major area where gaps in statistics exist for women (and men for that matter) are the political indicators. There is a general lack of participation by women in public life and leadership roles, however this is changing.

## GAPS

There is a serious lack of data on:

- decision-making roles of women
- voting patterns
- women who become political candidates
- proportion of women island council members and candidates
- the number of women in the high status occupations and positions
- attitudes of men (and women) toward women as leaders, including cultural factors. For instance, age may be more relevant to leadership than achievement.

It is therefore clear that as far as women are concerned, there are statistical gaps on very important issues. There is an urgent need to address these deficiencies and we urge international agencies such as INSTRAW to assist us in resolving this problem.

## ANNEX X

**BRIDGING DATA GAPS ADDRESSING GENDER ISSUES IN SOCIAL  
AND ECONOMICS INDICATORS IN THE COOK ISLANDS<sup>14</sup>****Introduction**

Statistical data collection, although dated back to 1902 in the case of Population count did not provide detailed information on either social or economic issues of the Cook Islands. It was not until the last two or three decades that statistical data took shape to reflect a description of the population, its social and economic activities and so on. At first demographic information were more prominent as against economic issues.

In the later years, the need for economic information became very important for developmental purposes hence the objectives of the statistical collection, tabulation and dissemination is apparent.

Data collection requires several stages of planning in order that the information sought is useful and above all meets the objectives of the project designed for and or related activities.

The concept and definitions are two main variables in any data collection. The processing, analysis and reporting, although very important, are an integrated system in data collection and data utilization.

This paper is intended to identify the existing mechanism of data collection, of data which will facilitate gender responsive at all levels.

The following are the subject areas on which gender information are available.

**Census of Population and Dwellings**

This count is the most comprehensive means of data collection that the Statistics Office is charged to undertake under legislation. The Census of Population and Dwellings is conducted every five years, the most recent was held on December 1, 1991.

There are two main issues in the Census of Population and Dwellings. The first part is the count of people found in the country at a fixed time known as Census Night. The second part is to draw comprehensive and an accurate information of the living arrangement of the family/household in terms of house or home construction, utilities and facilities, means of transport, count of selected livestock and fishing capabilities at commercial and subsistence levels.

In the population issues, the information ranges between demography, migration, nationality, religion, marital status, education attainments, activity status, industry and occupation, secondary employments, unemployment, land rights and child(ren) ever born to a woman.

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<sup>14</sup> Prepared and presented by Mr. Andrew Tarua, Government Statistician, Department of Statistics, Cook Islands.



In the matter of migration, the population census provide base data relating to usual residential address.

- five years ago
- one year ago
- current address or census night address.

The current population count attempted to portray the movement of the population between two censuses. The movement is in duration of 6 months or more and the reason or reasons of each single movement. This is an exploration issue in order to measure the magnitude of the migration and the cause of the movement.

In the matter of providing a better description of the home duties, the 1991 Census of Population and Dwellings expanded its questionnaire to accommodate the nature of activities carried out or the home duties involved with, by those who otherwise would have been employed for payment or profit. The duties include, looking after non-attending school child(ren), looking after the homestead, doing craft work, involved in aquaculture activities and any other non-monetary economic activities.

In the issue of child(ren) ever born to a woman, this information is primarily to counter-check the registration systems of births and to further indepths analysis of fertility, infant mortality and life expectancy at birth.

### **Vital Statistics**

Data relating to births, deaths and marriages are extracted from official records kept by the Ministry of Justice and Lands. The records are often incomplete thereby limiting the scope for further use other than providing total births, total deaths and infant deaths.

Information on marriages is restricted to age of both Bride and Groom. Information on first and second marriages is not tabulated.

### **Labour Force**

The Census of Population and Dwelling is the most complete record of labour force information. Over time such information became limited in value since the population behavior of the Cook Islands changed rapidly through migration either inter-island or overseas.

Other means of updating information of Labour Force is to conduct comprehensive Households Income and Expenditure Survey (HES).

The term comprehensive refers to the scope of the survey as against single type of information conducting surveys on either complete or sample basis involves large amount of resources.

### **Migration**

The migration issue is an important factor for planning and development purposes. The Census of Population provides useful data on migration. However because of the high movements of population in the islands during inter-census period other means have to be enhanced.

The information on migration is available on a quarterly basis. Such data is processed from the arrival and departure documents administered by Immigration Department.

## **Employment**

The Census of Population and Dwellings provides comprehensive information on employment in both formal and informal arrangements. In the formal sector industry and occupation is included together with sectoral arrangements and the number of hours worked during the reference period.

In the informal sector the information points to activity status.

The information on unemployment is also obtained on two categories namely:

- (a) new worker seeking work
- (b) unemployed - duration of unemployment since last employed for pay or profit.

Information on currently employed by occupation, industry and education qualification is collected during census count yet to be tabulated.

The census of population does not collect data on wages, salaries and all income received by both individual and households collectively.

## **Employment in Tourism**

Four types of collection in which the data on employment in tourism is captured.

The first type is the Population Census referred to activity status, occupation and industry.

In the next collection is the Employment Survey conducted on an annual basis. The data is classified by age, sex, occupation, industry and wages or salary, type of employment and the rates.

The third type is related to the Hotel/Motel Occupancy Statistics. The collection is conducted on monthly returns furnished by each licensed establishment in Rarotonga. The data are restricted to number of employees full time/part-time arrangements and resident/expatriates.

The final type of data collection of employment in tourism is the HES. The data will be published on age, sex, industry, occupation and wages, etc.

Because employment is an important economic indicator, regular updated information is collected through annual employment survey. This survey in scope is restricted to non-agricultural sector and also to employees. Information on self employed in both formal and informal sectors are omitted. Data on occupation, industry, hours worked rate of pay per hour, gross weekly and annual salary and allowances together with demography data on age and sex are tabulated and released.

## **Household Income and Expenditure Survey**

The HES is one of the most comprehensive means of providing multiple economic and social information at the island level of which such information is extrapolated to reflect the national economic and social information.

This type of survey, although inexpensive is the best yardstick used for planning and developmental purposes. This type of observation is carried out as often as possible because it can be conducted on a sample basis, unlike population count it involves the total population. One of the important features encompassed in the Household Income and Expenditure is the measurement of income generated and expended at the household level.

Data on household composition employment both formal and informal are also accounted for. Gender issues in economic activities is captured and tabulated.

HES was conducted to date:

1986	Rarotonga, Atiu, Aitutaki and Mangaia
1988	Mitiaro
1991	Mitiaro, Rakahanga and Manihiki
1992	Pukapuka

Other indicators of which gender issues are included:

- (a) Education and education attainments
- (b) Health
- (c) Land rights
- (d) Agriculture - informal and formal
- (e) Infrastructure - housing  
- housing site and amenities
- (f) Social services - welfare, probation, crimes

### **Methods of Data Collection and Frequency**

The system of data collection, if not carefully planned, designed, organized and carried out for the purpose intended for, the results will be highly subjective, costly and of little use.

#### Census of Population and Dwellings

This is the largest single operation the Statistics Office conducts on a 5 year interval. The involvement includes administration, field workers (enumerators) and process workers.

The data capture is by questionnaire completed for by the Head of Household and the Head of an Institution like hospitals, goal, ships in port, hostels and hotels.

The enumerators are field workers specifically trained to carry out the task of recording of responses if warranted the coverage and transmitting such questionnaires to the authorities.

From the questionnaires, basic data on population, economic, social information are classified accordingly.

#### Vital Statistics

This collection is extracted from Births, Deaths and Marriages Certificates held at the office of the Registrar of the High Court.

#### Migration

The data is captured on the Arrival and Departure cards authorized by the Immigration Act and furnished by each person travelling in and out of the country. The data is provided on a quarterly basis.

### Labour Force

The information is collected through the Census of Population and Dwellings, Employment Survey and Household Surveys. The later surveys are captured on questionnaires furnished by each establishment and the HES is conducted on an interview basis whilst the daily household consumption and purchase is completed by the Head or a responsible member of the sample household. This survey is conducted periodically.

### Employment Survey

This survey is conducted on an annual basis by the questionnaire completed for by the Management of each licensed establishment.

### Employment in Tourism

The data is captured on a questionnaire completed by the Management of Hotel/Motel on a monthly basis. Other collections are extracted from administrative records such as education, welfare benefits, probationary services and criminal records.

## **Processing and Dissemination**

Unlike in the seventies data was manually tabulated, in the current situation, data processing is carried out through the use of computers. In this arrangement, large amount of human errors are isolated hence the quality of data is higher. The turnover results is much faster than experienced in the past year.

## **Statistical Gaps**

The five-yearly population census provides much of the data available by gender in the Cook Islands, with other sources including nutritional surveys, the agricultural census and administrative records, notably in health.

Whilst data on the employment of women are collected in the population census, tabulations by gender are restricted to the Cook Islands as a whole, such that gender comparisons between Rarotonga and the Outer Islands are not possible.

Data on public service employment are not routinely available in detail, such as by department, and do not include gender. These data also omit those employed in the ad hoc bodies as well as those employed on a casual basis.

Employment in tourism is also an area where data are lacking, despite the Importance of tourism to the economy. Data on the economically active in tourism by gender by occupation could be extracted from the annual Employment Survey, conducted by the Statistics Office. It is noted that the Department of Trade, Labour and Commerce collects no data on labour, though the planned Labour Unit will do this, to provide another possible source of data on the tourist industry.

Regarding data on subsistence or agriculture, it would seem that there is a need to reconcile data from the population and agricultural censuses. The latter records females as providing 33 per cent of unpaid workers and 26 per cent of total unpaid labour on agricultural holdings; whilst the population census records only 1 per cent of females engaged in subsistence. When it is considered that 57 per cent of unpaid male workers in agriculture have other employment, and would be so classified in the population census, compared to 35 per cent of unpaid female workers, the disparity between the two sources becomes even

greater. It would seem that the population census considerably underenumerates women's contribution to agriculture and the subsistence economy.

A further omission is data on handicraft production. Though attempts were made to obtain such data in the 1986 population census, handicraft production was not treated as an economic activity and only women classified as doing home duties were asked whether they also produced handicrafts. In the event, even these data were not tabulated due to coding problems.

Data on primary and secondary education are particularly poor and suffer from problems of coverage both in that some schools do not complete forms, especially regarding gender, and in that detailed information is not sought, regarding for example subjects studied, examinations passed, etc. Schools records do, however, provide a source of data on pupil migration, which could be examined.

Other omissions include data on household composition, in particular by gender of head of household; and data on youth group membership and activities.

### **Expanding Gender Data Captured in Population Censuses**

The 1991 population census has attempted for the first time to expand its information collection on gender, in particular, the focus on the informal sector. This has been done by expanding the Home Duties section of the Activity Status question of the personal questionnaire. The expansion was directed to both gender and covered:

- Childcare
- Handicraft Making
- Home Gardening
- Tending Livestock
- Fishing for Home Consumption
- Copra Making
- Pearl Farming

**Activity Status:** Tick ( ) Box which applies.

- 01 ( ) Employer, own business/plantation
- 02 ( ) own account business/self employed and no employees
- 03 ( ) Working full time for wages/salary
- 04 ( ) Working part time for wage or on casual basis
- 05 ( ) Unemployed and looking for work (go to 17)
- 06 ( ) Family worker in plantation/store or other for own use or household consumption and not receiving wages
- 07 ( ) Retired (go to 18)
- 08 ( ) Full time student and not working for wage/salary (go to 16)
- 09 ( ) Disabled (go to 18)
- 10 ( ) Home duties:  
(Tick more than one box if applicable)

(a) looking after children                      1 ( ) Yes    2 ( ) No

(b) handicraft making                      1 ( ) Yes    2 ( ) No

(c) working in home garden                      1 ( ) Yes    2 ( ) No

(d) tending livestock                      1 ( ) Yes    2 ( ) No

(e) fishing for home consumption                      1 ( ) Yes    2 ( ) No

(f) copra making                      1 ( ) Yes    2 ( ) No

(g) pearls/pearl shell making                      1 ( ) Yes    2 ( ) No

(h) other (please describe fully)

\_\_\_\_\_ (go to 18)

\_\_\_\_\_

- 11 ( ) None of the above (please describe)

\_\_\_\_\_

\_\_\_\_\_



Population Aged 15 years and Over Engaged in Home Duties:  
Total Number Engaged in Selected Home Duties by Age Groups (Rarotonga)

Sex: Male

Age Group	Selected Home Duty Activities							
	Looking after Children	Handicraft Making	Home Gardening	Tending Livestock	Subsistence Fishing	Copra Making	Pearl Farming	Other
Not State	0	0	0	0	0	0	0	0
15-19	1	1	11	8	8	0	0	1
20-24	6	3	13	6	7	0	0	0
25-29	2	1	2	2	2	1	1	0
30-34	0	0	0	0	0	0	0	2
35-39	5	1	3	1	2	0	0	0
40-44	6	2	9	1	7	0	0	4
45-49	2	2	3	5	4	0	0	0
50-54	2	2	4	2	2	0	0	0
55-59	5	1	7	3	4	0	1	0
60-64	0	0	5	5	3	0	0	1
65 & Over	1	1	5	8	4	0	0	0
Total	30	14	62	41	43	1	2	8

Sex: Female

Age Group	Selected Home Duty Activities							
	Looking after Children	Handicraft Making	Home Gardening	Tending Livestock	Subsistence Fishing	Copra Making	Pearl Farming	Other
Not State	0	0	0	0	0	0	0	0
15-19	52	27	42	21	19	0	0	1
20-24	75	36	45	19	15	0	0	12
25-29	86	32	48	21	14	0	1	2
30-34	71	26	37	13	7	0	0	4
35-39	75	31	39	15	10	0	0	7
40-44	68	29	43	17	17	0	0	3
45-49	47	31	42	11	11	0	0	8
50-54	63	43	50	18	16	0	0	1
55-59	51	43	44	15	8	0	0	3
60-64	32	27	25	7	3	0	0	1
65 & Over	33	35	33	23	2	0	0	1
Total	653	360	448	180	122	0	1	43

Sex: Both sexes

Age Group	Selected Home Duty Activities							
	Looking after Children	Handicraft Making	Home Gardening	Tending Livestock	Subsistence Fishing	Copra Making	Pearl Farming	Other
Not State	0	0	0	0	0	0	0	0
15-19	53	28	53	29	27	0	0	2
20-24	81	39	58	25	22	0	0	12
25-29	88	33	50	23	16	1	2	2
30-34	71	26	37	13	7	0	0	6
35-39	80	32	42	16	12	0	0	7
40-44	74	31	52	18	24	0	0	7
45-49	49	33	45	16	15	0	0	8
50-54	65	45	54	20	18	0	0	1
55-59	56	44	51	18	12	0	1	3
60-64	32	27	30	12	6	0	0	2
65 & Over	34	36	38	31	6	0	0	1
Total	683	374	510	221	165	1	3	51

Table 1 Age structure by gender by region, 1986, percentages

Age Group	Cook Island		Rarotonga		Outer Is.	
	M	F	M	F	M	F
0-14	19.8	18.6	17.4	16.7	22.7	0.9
15-24	12.5	10.7	13.3	11.3	11.7	10.0
25-59	16.0	15.2	18.4	17.0	13.2	13.2
60+	3.8	3.3	3.2	2.7	4.4	4.0
Total	52.1	47.9	52.3	47.7	52.0	48.1

Source: Cook Islands Census of Population and Dwellings, 1986

Note : In all tables, percentages may not sum to the total due to rounding.

Table 2 Resident population aged 15+ by economic activity status by gender, 1986

Activity	Number		Percentage		Gender ratio MF
	M	F	M	F	
ACTIVE:					
Employer	218	84	4	2	72:28
Self-Employ	163	50	3	1	77:23
Full-time	3032	1654	57	34	65:35
Part-time	191	124	4	3	61:39
Family worker	275	178	5	4	61:39
Subsistence	333	28	6	1	92:8
Unemployed	232	160	4	3	59:41
"unpaid family worker"					
NON-ACTIVE:					
Retires	278	238	5	5	54:46
Student	442	456	8	9	49:51
Disabled	55	40	1	1	58:42
Home Duties	73	1845	1	38	4:96
Other	65	12	1	0	84:16
TOTAL	5357	4869	100	100	52:48

Table 3 Economically active population by gender  
by occupation, 1986

Occupation	Number		Percentage		Gender ratio M:F
	M	F	M	F	
Pro/Tech	562	415	13	18	58:42
Admin/Managerial	223	42	5	2	84:16
Clerical	371	567	8	25	40:60
Sales	144	230	3	10	39:61
Services	478	404	11	18	54:46
Ag/Fish	828	192	19	8	81:19
Prod/Trans/labour	1600	265	36	12	86:14
Other	238	163	5	7	59:41
TOTAL	4444	2278	100	100	66:34

Source : Cook Islands Census of Population and Dwellings, 1986

Table 4 Economically active population by gender  
by industry, 1986

Industry	Number		Percentage		Gender ratio M:F
	M	F	M	F	
Ag/Fishing	984	205	22	9	83:17
Quarrying	21	0	0	0	100: 0
Manufac.	224	247	5	11	48:52
Elec/Water	166	8	4	0	95: 5
Const.	440	8	10	0	96: 2
W'sale/Retail	472	652	11	29	42:58
Trans/Comm	508	119	11	5	81:19
Fin/Ins/Bus	118	92	3	4	56:44
Community/social	1272	781	29	34	62:38
Other	239	166	5	7	59:41
TOTAL	4444	2278	100	100	66:34

Source: Cook Islands Census of Population and Dwellings, 1986

Table 5 Employed population aged 15+  
by gender by employer sector, 1986

Employer Sector	Number		Percentage		Gender ratio M:F
	M	F	M	F	
NON-PRIVATE	2239	880	53	42	72:28
local governmental	2098	830	50	39	72:28
public service	1850	735	44	35	72:28
ad-hoc	248	95	6	4	72:28
NZ	86	32	2	2	73:27
religious orgs.	55	18	1	1	75:25
PRIVATE	1970	1235	47	58	61:39
private ent.	1144	984	27	47	54:46
s/e own consumption	381	39	9	2	91: 9
s/e other consumption	445	212	11	10	68:32
TOTAL	4209	2115	100	100	67:33

Source: Cook Islands Census of Population and Dwellings, 1986

Notes : Excludes 6 cases where sector not stated. Public Service includes employees of the New Zealand Governmental seconded to the Cook Islands Government, and includes employees of Island Councils



Table 6 Public Services started employees by gender  
by grade, April 1991

Grade	Number		Percentage		Gender ratio M:F
	M	F	M	F	
01-Secondary/Executive	84	8	8	1	91: 9
02-Administrative-Chief	12	0	1	0	100: 0
03-Administrative-Senior	38	14	3	2	73: 27
03-Administrative	16	21	1	3	43: 57
03-Clerks	90	148	8	24	38: 62
04-Secretarial/typist	0	79	0	13	0:100
05-Customs/Exam. Off.	19	6	2	1	76: 24
06-Taxes/Inspectors	4	11	0	2	27: 73
07-Senior Technical (1)	27	3	2	0	90: 10
08-Teachers	na	na	na	na	na
09-Nursing	4	138	0	23	3: 97
10-Technical (2)	86	54	8	9	61: 39
11-Health Insp/PH Nurses	25	16	2	3	61: 39
12-Technicians (3)	158	20	14	3	89: 11
13-Trades/Mechanical	289	0	26	0	100: 0
14-Prison/Probation	47	6	4	1	89: 11
15-Quarantine/Qlty Ctrl	17	0	2	0	100: 0
16-Community/Media (4)	156	59	14	10	73: 27
Ungraded	28	22	3	4	56: 44
TOTAL (excd Teachers)	1100	605	100	100	65: 35

Source: Public Service Commission

Notes : (1) eg. engineer, medical dental  
 (2) eg. planners, research, statisticians, advisory  
 (3) including health laboratory, engineering, draughtsmen, electricians  
 (4) including immigration officers, service staff, librarians  
 Data on teachers not available

Table 7 Staff of the Department of Education by gender  
by teaching status, 1990

Region	Number		Gender ratio M:F
	M	F	
TEACHING STAFF			
Rarotonga	76	157	33:67
Southern Group (1)	40	82	33:67
Northern Group	4	8	33:67
Cook Islands	120	247	33:67
OTHER STAFF			
Rarotonga	25	8	76:24
Southern Group (1)	14	1	93: 7
Northern Group	1	0	100: 0
Cook Islands	40	9	82:18

Source: Cook Islands Survey of Employment, Wages and Salaries, 1990

Notes :

(1) excluding Rarotonga  
Excludes private schools

Table 8 Average weekly earnings of employed wage and salary  
earners by gender by sector by region, 1989, NZ\$

Sector/Region	Number		Gender ratio M:F
	M	F	
PUBLIC SECTOR			
Rarotonga	221	176	56:44
Cook Islands	177	169	51:49
PRIVATE SECTOR			
Rarotonga	206	145	59:41
Cook Islands	195	140	58:42
ALL EMPLOYEES	184	154	54:46
Full-time	191	163	54:46
Part-time and casual	52	40	57:43

Source: Survey of Employment, Wages and Salaries, September 1989

Note : Data exclude those employed in agriculture and the self-employed.

Table 9 Resident population by previous residence  
by region by gender, 1986

Previous Residence	MALES		FEMALES	
	Current Residence		Current Residence	
	Rarotonga	Outer Is	Rarotonga	Outer Is
ONE YEAR AGO				
Rarotonga	87	3	87	3
Outer Is	5	91	5	92
Abroad	6	3	5	3
Not applic.	2	3	3	3
TOTAL	100	100	100	100
FIVE YEARS AGO				
Rarotonga	70	4	69	4
Outer Is	9	76	9	76
Abroad	11	6	11	5
Not applic.	10	14	11	11
TOTAL	100	100	100	100

Source: Cook Islands Census of Population and Dwellings, 1986

Table 10 Unpaid labour on agricultural holdings by household membership,  
gender, other employment status and hours worked per week, 1988

	COOK ISLANDS		RAROTONGA		SOUTHERN GP		NORTHER GP	
	Male	Female	Male	Female	Male	Female	Male	Female
UNPAID H'HOLD LABOUR	3316	1701	1565	799	1488	657	263	245
% of h'hold members	73	41	75	42	82	39	40	39
ALL UNPAID LABOUR	3412	1712	1637	806	1512	658	263	248
% with no paid empl.	43	65	31	47	51	81	77	82
% with full-time empl.	48	26	61	43	40	13	17	6
% with part-time empl.	7	7	5	7	9	6	6	11
average hours per week	12	9	12	8	14	9	9	11
av. hrs. no paid empl.	13	9	-	-	-	-	-	-
av. hrs. full-time empl.	11	7	-	-	-	-	-	-
av. hrs. part-time empl.	17	12	-	-	-	-	-	-
total hrs (% M or F) 74	26	75	25	78	22	47	53	-

Source: Cook Islands Census of Agriculture, 1988

Notes : Southern Group excludes Rarotonga



*Executive Summaries of the Country Papers*

## ANNEX XI

## I. WOMEN IN EDUCATION IN TONGA

Information on educational levels of attendance and distribution of males and females at primary, secondary, post-secondary and tertiary education levels, was derived from the census of 1980 and 1986 including the Ministry of Education Annual Report, 1990.

Education is widespread in Tonga giving the country a high literacy rate. At primary level and secondary, female children perform very well and are well represented. A significant trend in the country has emerged however where the situation of high and almost equal attendance of both male and female children at primary and secondary school levels with a slightly better level of achievement by females. At post-secondary level however, there is an obvious decline of female attendance despite the high level of achievement of female students at the earlier levels of education. The drop-out rate could be attributed to social and cultural constraints, as well as higher education possibilities being available overseas which in most cases are taken up by males, thus depressing the national rate for women. It would appear also that female students are more inclined to leave school to seek employment opportunities in secretarial work, banks, shops, in the public service and in other parts of the private sector.

The advantage males have over females at the post-secondary level cannot alter without entrenched views and opinions being shifted from current thinking. Among males pursuing a career, most would opt for vocational and technical fields, while females have a tendency to stay with the traditional roles of teachers and nurses. Qualification of males tend at the highest level as compared to that for women.

## II. WOMEN AND ECONOMIC DEVELOPMENT IN FIJI

Women play a significant part in the informal sector of wide-ranging economic activities in Fiji, which comprises a large proportion of all economic activities in the country. The contribution of women however is not accounted for in formal statistics records. Rural women for instance who play a major role in agricultural and related activities, are not included in formal records. Housewives prior to 1976 were regarded as economically inactive as home duties *were not considered included in formal records*. Until such times as Fiji devises a system of estimating the informal sector's contribution to national income, the exclusion of women's contribution to national development will continue.

With the establishment of a Ministry of Women, Culture and Social Welfare, the work programme of the Ministry expanded. The Ministry shifted from one of domestic-oriented programmes to one which included the collection of data, an important aspect in the planning of development programmes to ensure the success of efforts to improve the status and situation of women.

Due however to the wide-ranging nature of the economic activities which women are involved in Fiji, it was difficult to design questionnaires which would embrace all requirements of all parties concerned. In 1989-1990 however, the first Household Economic Activity Survey was conducted to collect amongst other things, information regarding household based economic activities so that women's activities were properly collected. The information required included:

- \* Number of people in the labour force by status and by gender.
- \* Formal and Informal sector employment.
- \* Female share of the informal sector of the labour force - proportion of the informal sector labour force which consists of women.

- \* The type of economic activity carried out by women both agricultural and non-agricultural.
- \* Female contribution to the value of gross output of informal sector activities.
- \* Data on Gross Fixed Capital Formation of the household as an institutional sector.
- \* Female share of inputs in these economic activities and other operation costs.
- \* Number of hours in employment per week by gender.
- \* Number of hours worked in unpaid work by gender.
- \* Average weekly income by gender.

Three major Household Surveys have been conducted or are being undertaken. These include 1) The Household Economic Activity Survey, 1989-1990; 2) The Household Income and Expenditure Survey, 1990-1991 and 3) Employment and Unemployment Survey, 1992. Ultimately, it is the hope that the information gathered from the three surveys will assist with the education of leaders, decision-makers, policy makers and planners regarding the contribution of women to economic activities in Fiji. In turn, the country would then be better equipped to produce sound economic and social development plans and programmes which would involve the participation of everyone, particularly women.

### **III. WOMEN IN EDUCATION IN SOLOMON ISLANDS**

Information on the position of females in the formal education system was obtained from the Ministry of Education and Human Resources and the Statistics Office of the Ministry of Finance and Economic Planning. Primary School Statistics is collected by means of a Primary School Survey conducted for every school within the country. The survey is held annually. Secondary and tertiary data comes from the Ministry of Education and Human Resources using administrative sources.

At primary education level, including Pre-School to Standard 6, a lower proportion of female children attend in comparison to their male counter-parts. By secondary school level, the proportion of females compared to males becomes more marked as the female number falls markedly. Unfortunately there is no information to give any indication of the situation of females at tertiary education.

With the significant difference in attendance of males and females in the primary and secondary levels however, one could assume that the number of female participation in post-secondary or tertiary education would be lower still.

With females falling behind in attendance to their male counterparts at primary, secondary and presumably post-secondary education levels, it could be deduced from the information provided that the situation and status of women in the Solomon Islands will continue to lag behind that of men. The lack of women coming through the education system to tertiary level will continue to constrain and confine women to lower levels of involvement in decision and policy making.

### **IV. EFFECTS ON HOUSEHOLD STANDARDS AS THEY RELATE TO WOMEN, IN AREAS OF RAPID POPULATION GROWTH IN PORT VILA, VANUATU**

**Information Requirements - questions to be answered:**

What are "good household" standards?

What is the division of labour between men and women?



Who is the income earner?  
 What is the total family income?  
 How many children per household and their ages?  
 How many female headed households?  
 How many persons per sleeping room?  
 Are there health facilities nearby?  
 Are there schools nearby?  
 Are utilities available on sight?  
 What type of toilet is available?  
 What are the bathing, washing facilities?  
 Where and how is food prepared and stored, what type of cooking stove?  
 How is food acquired, preserved and stored?  
 What type of kitchen facility is used?  
 What is the daily diet and what is the nutritional level?  
 What is the level of health/disease?  
 Is there safe, accessible water?  
 What is the rise in population since last census?  
 What is the birth/death rate?

### **The Available Statistics**

Primarily, the statistics available are from the Population Census of 1989. The Ministry of Health, Environment, Agriculture, the Port Vila Hospital, Women's Affairs and National Council of Women, keep some records but do not have data available that relates specifically to women, particularly in overpopulated areas, nor what the impacts are on the women.

### **Key Indicators**

Composition of household (extended family, total number)  
 Description of the structure of household  
 Demographic and Social characteristics of household members  
 Household activities  
 Division of labour  
 Accessibility to garden, water, medical help, fuel,  
 Level of poverty and general living

### **Note to Organizers**

There have not been any surveys carried out in Vanuatu that relate specifically to women. This is the first attempt ever and we are keen!

## **V. WOMEN'S ROLE IN SUSTAINABLE DEVELOPMENT IN WESTERN SAMOA**

The case study to be presented by Western Samoa is about Women's Role in Sustainable Development. In this case, we are going to concentrate and narrow down this broad concept into the following issues; namely, population control, sustainable use of resources, nutrition and health/sanitation.

Generally, the area of concern is to find out the roles played by the Samoan Women at the household, village and national level and how these activities contribute to sustainable development with regards to the specific issues above. The definition of sustainable development in our case is "to meet the needs of the present generation without jeopardizing the needs of the future generations".

The Questions needed to be answered therefore are:

- . What paid and unpaid activities do men and women do at the household, village and national levels and time spent on each activity by Gender.
- . The contribution by each activity to sustainable development
- . To what extent do these activities affect wage earning mothers
- . Do incentives given to wage earning mothers reflect the real value of their contribution.

Available information on the above could be obtained from the Population and Agriculture Census and Household Surveys already done by some academic researchers like the USP students. Information on social services performed by women may also be obtained from the Education, Health, Agriculture and Women's Affairs' Departments. Administrations Records of the Family Health, the Public Service, the Labour Department as well as the other Departments above must also be explored.

The Key Indicators which we saw appropriate to identify these problems would be:

1. Percentage of women who seek advice and use some kind of Birth Control Method
2.
  - a. Activities by percent of women at the family level
  - b. Activities by percent of women at the village level
  - c. Activities by percent of women at the national level
  - d. Degree of Importance by activities In Sustainable Development.
3.
  - a. Percent of women against men by paid and unpaid activities by different levels of the Economy.
  - b. Average hours spent on each activity by gender
  - c. Average weekly working hours in paid employment by gender
  - d. Average gross income from paid employment by gender.

There is already a clear perception in the roles played by the women in Samoa and how important they are to compliment to what the men do. However, these roles are not really if not fully recognized to an extent whereby they could be fairly weighted according to their contribution and potentials in the overall development of the country. Briefly meaning, that there is a lack of appropriate statistics to identify and justify what has been said. Or statistics have already been developed but how we go about translating these into meaningful indicators and a mean of collecting and storing them is another question!

It was difficult for us to determine how to measure the importance of activities. We were not sure if a model already exists even on how we incorporate these ratings in determining the appropriate incentives to wage earning mothers, like maternity leave, special holidays, number of working hours per day etc. Some definitions are also needed to describe what a wage earning mother is, and we also need to compare some of the above indicators with men whenever is appropriate.

In conclusion, we expect some clarification, directions and further researching into the above subject.

## VI. WOMEN IN EDUCATION IN PAPUA NEW GUINEA

The importance of reliable and accurate statistics on men and women are essential for effective planning, efficient use of resources and successful management. In relation to this, various social statistics are used to justify situations. Like any other country in Papua New Guinea (PNG) statistics are primarily used for planning purposes. It is also supposed to determine policies and programmes that include potential actual effects on women.

One of the important areas for determining the status of women in the country as a whole would be by looking at education in general.

The basic trend that can be captured in determining the level would be on school attendance, school attainment by sex and rural/urban areas.

Although the data available can be informative when used comparatively, it should be seen that data available by urban/rural would be seen as complementary.

In PNG one of the means of knowing the general trend of women participating in the education system is through the statistics provided by the education department and the data collected from the national population census by the national statistical office.

However, this data becomes useful only after there is a need for it. In this case the users needs are to be addressed before the collection of data. Three main factors are considered in this case;

1. To provide statistics that are commonly used by government agencies, commercial enterprises and private individuals as basis for taking actions to correct, improve and expand relevant functions.
2. To give feedback information on the effectiveness of education in the country.
3. Plan more realistically in the development of literacy and provide information to determine percentage rate.

As indicated earlier the two major sources of information used to capture data on education would be from the;

- a) Administrative record and enrolment returns that are completed by schools that the education department sends out.
- b) National population census that is normally conducted every ten years by statistics office which caters for individual as a statistical unit.

It is important that a single source is not desirable to be used for measuring a trend in education.

The key indicators that are considered here are;

- a) School attendance for females at a specific age group compared to the total population of the specific age group.
- b) Highest educational level completed which is categorized at primary, secondary and tertiary levels.

While the above is presented in a form of tables it can also be presented in basic graphic forms to show the picture of the differences in the various educational attainments.

Although the data may look complete it should be considered here that any data collected is subjected to error. However this should not be a hindrance in using the data.

In conclusion while it is a practice to use all data collected by the national statistical office, it should also be noted here that all departments are responsible for compiling of information in their respective areas only advising the national statistical offices of the plans.

Furthermore, in the cause of all the activities indicated certain biases are identified in conceptual problems, the data gaps and other related issues.

In a more broader perspective, the data is available at all levels but the users have to be specific in what is required.

## VII. STATISTICS AND INDICATORS ON WOMEN - THE CASE OF TUVALU -

### 1. Background

- 1.1 The recently structured Central Statistics Division, together with the Economic Planning Division, form the Department of Economic Planning and Statistics, within the Ministry of Foreign Affairs and Economic Planning. This Ministry is, in turn, under the Prime Minister. Historically, Statistics was a small unit of Commerce and Statistics within the Ministry of Finance and Public Corporation up to late 1990.
- 1.2 The Division, up to very recently, has been manned single handedly most of the time and the statistical personnel so engaged usually lacked basic academic qualifications in the field of statistics. This being the case, Tuvalu, from time to time, has been dependant on outside help on almost all statistical requirements.
- 1.3 Regular production of statistical information by the Division was confined to the production of Consumer Price Index (CPI) on quarterly basis, and information on foreign (External) trade - Imports and Exports - on annual basis. The local personnel are at the moment responsible for the production of these statistical indicators.
- 1.4 Tuvalu, from time to time, benefits from inter-regional and international technical assistance in statistical matters and experts had been send to Tuvalu to help set up, improve, prepare and analyze important indicators such as the Balance of Payments, National Accounts, carry out Population Census, Livestock Census etc. The exercise proved difficult in maintaining a smooth and uninterrupted flow of statistical information. Sometimes, the statistical series, so derived and imputed, varied in coverage, assumptions and in some cases with slight methodological differences depending on the experts.
- 1.5 Individual government departments, however, continue to produce and keep statistical information pertaining to their departmental activities. Some, like the departments of Health, Natural Resources, Home Affairs etc., do produce annual reports in which some interesting statistical information are contained. Enterprises and other business ventures confined their records of activities to the production of Balance Sheets and allied trading accounts. Apart from these reports, one can get additional information through direct enquiries.

- 1.6 Tuvalu, unlike most of her Pacific partners, is still at her initial stage in statistical development. Only very recently, indeed, the government of Tuvalu has embarked on reshaping the existing statistical organ into an effective instrument which centralizes all statistical and information system. The implementation of this programme started vigorously in early 1991 and under the United Nations technical Assistance Programme, Tuvalu was provided with the services of U.N.V. Statistician. This Statistician, among other things, is supposed to integrate the country's statistical capacity, develop on-the-job training for the local staff, maintain the capability to compile important economic indicators such as National Accounts, Balance of Payments and some other statistical aggregates etc. This is a slow process since qualified and dedicated people to fill up positions are difficult to get within a short time. The Division has, nevertheless, secured three local permanent staff. It is hoped that within the programmed five year period, Tuvalu will manage to continue producing some of these important indicators with very little outside help.

## 2. Statistics production

- 2.1 Up to 1991, the Division was manned by one Statistical Assistant who continued the production of CPI and trade statistics on a regular basis. Yet, in trade statistics, the time lag was three years and the information so provided was inadequate. With the help of the U.N.V. Statistician, the Division has started to produce additional statistical indicators and improve the existing series and is intended to maintain this trend on a regular basis. Here below are some of the statistical information which the Central Statistics Division is producing:
- 2.1.1 National Accounts: The production of some aggregates corresponding to National Accounts had been attempted by different experts from outside. The main aggregates are the Gross Domestic Product (G.D.P.), Capital Formation, estimates of per Capita income, General Government Incomes and Outlays, Government Receipts and Expenditure analysis etc. The present attempt covers these aggregates and for the first time values them at constant prices. It is intended that one of the local personnel will be trained to tackle this branch of statistics independently in future.
- 2.1.2 Balance of Payments: The last and only attempt was done sometime in 1985 and the information provides the estimates of Balance of Payments for six years, 1979 to 1984. At the moment, The Division is updating the series from 1985 to 1991 and the first draft may be out by the end of December 1992.
- 2.1.3 Population Census: Post independence population censuses have been carried out twice, one in 1979 and the most recent census took place in November last year (1991). There have been mini-censuses in 1983 and 1985 and head counts in 1986 and 1987. All these population activities provided the users with social and demographic characteristics apart from the population size and distribution.
- 2.1.4 Consumer Price Index: As reported in paras 1.3 and 2.1, CPI is being produced on a regular basis. Recently, the CPI had to be re-calculated after the discoveries of the errors committed in 1987. At any rate, the whole restructuring of the CPI will take place once Tuvalu has conducted the Income and Expenditure survey, earmarked to take place early in 1993.
- 2.1.5 Foreign Trade: Statistics pertaining to Imports and Exports are being produced and published by the Division on a regular basis. The real problems lie on the time-lag (being now four years) and the inadequacy of the information provided. Reports give only values of imports and exports without giving corresponding quantities, hence the impossibility of calculating trade indices.



2.1.6 Statistical Abstract: Generally, the statistical abstract is a very important document which acts as a statistical Yearbook and contains summaries of all available statistical information within a country. For Tuvalu, the last abstract was published in 1986 covering information up to 1983 calendar year. At the moment, the Division has produced another report covering information from 1984 to date.

2.2 With the existing statistical personnel, the present work load is quite sufficient. Within the programme, the immediate inclusion of migration and tourism, employment and earnings and construction statistics, has been considered. Other branches of statistics (Health, Agriculture, Crime, Education etc) will be left to be produced by respective Ministries and Departments.

### 3. Indicators on Women

3.1 Most of the statistics produced can broadly be classified into economic and social statistics. In principle, it has always been the aim of the Government of Tuvalu to improve and increase the capacity of Tuvaluans to play an active part in the economic and social life of their community and country. The government is continuing to pursue development activities that will create viable employment opportunities, locally and overseas. Some of the strategies are to increase employment opportunities outside the subsistence sector especially on the private and commercial sectors.

3.2 The economy of Tavalu, however, is small and is dependent on outside assistance for all her development budgets and part of her recurrent budgets. Most of the economic activities are for subsistence production. The production activities are largely dominated by agriculture which comprise of crop production (coconut/copra, pulaka, breadfruit, sweet potatoes, bananas, vegetables, etc). Livestock rearing (pigs, chicken and ducks); and fishing (fishing in the ocean, reef and in the lagoon and also collection of crabs, seashells, etc). The large portion of this agricultural production is for subsistence only. (See Table 1)

3.3 The majority of the people who are economically active (15 years of age and above) are still engaged in the traditional economy. That portion of labour force employed in the cash (formal) sector is comparatively very small - refer to the figures as provided by the 1973, 1979 and 1991 censuses.

### 4. Role of Women in the Economy

4.1 The economy, generally, can broadly fall under informal and formal sector classification. The formal sector usually comprises of all activities within the economy which are organized e.g. estate farming, organized fishing corporation, cooperative ventures, banking system, government services, electricity distribution etc., while the unorganized/informal sector usually cover areas such as housework, family or individual activities in farming, handcrafts, fishing, etc.

4.2 In table 2, it can be noted that the number of labour force engaged in cash economy out of the total is only 12.4% in 1973, 18.3% in 1979 and 25.9% in 1991 while the majority of the labour force is still in the informal sector. This shows that the opportunities in Tuvalu for employment in the formal economy is still far from the goals.

Table 1 GROSS DOMESTIC PRODUCT

	Subsistence G.D.P.			Total G.D.P		
	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>
1. Agriculture, Fishing, Forestry and Hunting	1802.0	2481.1	2841.0	1374.4	1702.8	2108.4
1.1 Crop Husbandry	649.0	876.8	986.2	631.5	734.9	936.8
1.2 Animal Husbandry	788.7	937.2	1084.5	514.8	635.5	739.9
1.3 Forestry and Hunting	106.6	135.0	166.9	87.1	114.6	144.8
1.4 Fishing and Marine Products	257.7	532.1	603.4	141.0	217.8	286.9



Table 2      ECONOMICALLY ACTIVE POPULATION

	<u>1973</u>			<u>1979</u>			<u>1991</u>		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
1. Total defacto population	2727	3160	5887	3437	3912	7349	4376	4667	9043
2. Resident population	n.a.	n.a.	5652	3393	3878	7271	4189	4561	8750
3. Economically active resident population 15 years and above	1524	2027	3551	2133	2810	4943	2548	3115	5663
4. Economically active resident population 15 years and above employed in cash economy	368	73	441	677	231	908	929	539	1468
5. Unemployed; students, old and disabled	n.a.	n.a.	n.a.	178	245	423	320	300	620
6. Economically active resident population 15 years and above in traditional economy	n.a.	n.a.	n.a.	1200	2256	3456	1299	2276	3575

- 4.3 Rates of female participation in the cash economy still remain low as compared to men's participation. The majority of women are engaged in the informal or traditional economy. If one could go into details, those women employed in the cash economy are carrying out low paid positions by proportion; example in Health, there are no female doctors, dentists, pharmacists, radiologists, etc; most of the female employees are within the grades of staff nurses, ward attendants and cleaners.
- 4.4 The contribution of women in the informal sector is immense and it is very unfortunate that no survey has been carried out to determine the real contribution in monetary terms. From table 3, one can observe that the number of females engaged in traditional activities for sale is 62.0% while those engaged in the activities for subsistence is 55.7%. The figure in this table should not be taken for granted, one should understand that some of those engaged in the informal sector are at the same time employed in the cash economy. This is true in the case of men who appear under land work (toddy cutters). The majority of women really do housework as the 1991 census report shows that out of all those who do housework both for sale and subsistence, the women are 76.5% engaged in housework.

## 5. Conclusion

- 5.1 It is a pity to note that, generally, statistical information concerning women participation in any country's socio-economic activities seem to be ignored, whereas women's contribution to the local economy is much higher than one can expect.
- 5.2 So, it is a point to note that the statistics producers should take this concern (adequate coverage of the involvements of women) into serious consideration, so that in future figures on women's participation in the economy could well be covered.

## VIII. WOMEN AND FERTILITY IN THE FRENCH POLYNESIA

French Polynesia selected birth control as the issue in its country report. In noting the exceptionally high birth rate in the country the study raised various questions relating the families and contraceptive use that needed to be addressed. An office for the Protection of Motherhood and Family Planning had been established in 1983, with the result that several contraceptive prevalence surveys had been conducted. However, the study noted the small size of samples used and the low reliability of some of the statistics obtained. The study also identified some of the factors contributing to high fertility and problems in relations between males and females. These included the unduly heavy burden placed on many women by household duties; the lack of education, especially among women; the lack of financial resources among many couples; and the lack of information on men's opinion about contraceptive use and method preference.

**Table 3** Resident Tuvaluan Population Aged 15 years and Over Engaged in Traditional Economic Activities by Five Year Age Groups, Type of Activity and Sex for Tuvalu

Tuvalu	Traditional Activity for Sale															Traditional Activity for Subsistence														
	Fishing			Land Work			House Work			Handicrafts			Total			Fishing			Land Work			House Work			Handicrafts			Total		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Age Group	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
15-20	16	1	17	5	1	6	4	4	8	0	20	20	25	26	51	81	4	85	39	7	46	65	160	225	1	7	8	186	178	364
20-24	37	1	38	15	5	20	5	12	17	0	39	39	57	57	114	134	6	140	57	10	67	90	289	379	1	13	14	282	318	600
25-29	41	3	44	9	10	19	8	11	19	5	60	65	63	84	147	166	8	174	56	13	69	115	341	456	0	29	29	337	391	728
30-34	41	4	45	16	6	22	6	28	34	1	87	88	64	125	189	136	8	144	63	20	83	84	330	414	1	28	29	284	386	670
35-39	26	6	32	15	6	21	4	12	16	0	77	77	45	101	146	109	5	114	54	17	71	56	268	324	3	40	43	222	330	552
40-44	20	2	22	17	7	24	4	11	15	5	72	77	46	92	138	88	0	88	42	14	56	60	205	265	2	22	24	192	241	433
45-49	17	1	18	8	4	12	3	10	13	3	40	43	31	55	86	59	0	59	31	6	37	33	147	180	1	28	29	124	181	305
50-54	24	3	27	10	3	13	1	9	10	5	46	51	40	61	101	53	1	54	40	8	48	35	151	186	4	22	26	132	182	314
55-59	6	2	8	9	0	9	3	5	8	2	43	45	20	50	70	32	1	33	41	5	46	32	121	153	3	29	32	108	156	264
60-64	5	0	5	12	3	15	4	5	9	6	36	42	27	44	71	19	2	21	48	5	53	29	75	104	5	37	42	101	119	220
65-69	4	0	4	9	2	11	8	0	8	4	23	27	25	25	50	13	2	15	27	3	30	39	64	103	10	23	33	89	92	181
70-74	0	0	0	1	1	2	3	2	5	7	19	26	11	22	33	5	0	5	8	4	12	14	34	48	9	13	22	36	51	87
75+	0	0	0	1	0	1	0	0	0	2	5	7	3	5	8	0	0	0	5	0	5	5	12	17	3	10	13	13	22	35
Total	237	23	260	127	48	175	53	109	162	40	567	607	457	747	1204	895	37	932	511	112	623	657	2197	2854	43	301	344	2106	2647	4753



## ANNEX XII AGENDA

### 30 November

08:30 - 09:00	Registration of Participants
09:00 - 10:15	Opening Session
10:15 - 10:45	Introduction and General Information <ul style="list-style-type: none"> <li>- Adoption of the Agenda</li> <li>- Election of officers</li> <li>- Introduction of participants</li> <li>- Rationale/objectives/organization of the workshop</li> </ul>
10:45 - 11:00	Coffee Break
11:00 - 11:30	The importance of Statistics and Indicators in Improving the Status of Women by INSTRAW
11:30 - 12:00	The use of Gender Statistics and Indicators in Policy by Robin Mckinlay, New Zealand Ministry of Women's Affairs
12:00 - 12:30	Discussion
12:30 - 01:30	Lunch Break
01:30 - 02:30	Country Presentations: Identification of Statistics and Indicators Required for Description the Status and Role of Women in the Society and for Improving Policy Design and Policy Implementation by the Users
02:30 - 03:30	Discussion
03:30 - 04:00	Availability of Sex-disaggregated Statistics and Indicators: Regional Overview by Mr. Lawrence Lewis
04:00 - 05:00	Country Presentations: Description of sources and types of national data available by the Producers
05:00 - 05:30	Discussion

**1 December**

09:00 - 09:30	Continuation of the discussion on available data
09:30 - 10:00	Methods of Compiling and analyzing available data on women by <b>Denisse Brown, New Zealand Department of Statistics</b>
10:00 - 10:30	Discussion
10:30 - 11:00	Initiatives Toward Improving the Use of Available Gender Statistics: Regional Level by <b>U.N. ESCAP and South Pacific Commission</b>
11:00 - 11:30	Initiatives Toward Improving the Use of Available Gender Statistics: International Level by <b>U.N. Statistical Office and INSTRAW</b>
11:30 - 12:30	Discussion
12:30 - 02:00	Discussion
02:00 - 05:00	Working Group Sessions

**2 December**

09:00 - 09:30	Issues and Problems in Concepts and Methods Currently Applied in Existing Data Collection Techniques by <b>Mr. Andrew Turua and Dr. Pamela Ingram</b>
09:30 - 10:00	Discussion
10:00 - 10:30	Coffee Break
10:30 - 11:30	Data Gaps  Country Presentations: Analysis of the Limitations of existing data and identification of data gaps
11:30 - 12:30	Discussion
12:30 - 02:00	Lunch Break
02:00 - 05:00	Working Group Sessions

**3 December**

09:00 - 11:00	Initiatives/strategies for improving the use of available statistics on women and men and bridging data gaps
	A. Presentation of Strategies by the Working Groups
	B. Discussion
	C. Follow-up - 15 minutes - Corazon Narvaez
11:00 - 03:00	Free Time
03:00 - 03:30	Adoption of the Recommendations
03:30 - 04:30	Closing of the Workshop



**B. Resource Persons**

1. Ms. Denise Brown  
Chief, Analyst Social Policy  
Dept. of Statistics  
P.O. Box 2922  
Wellington, New Zealand
2. Mr. Robin McKinlay  
Senior Policy Analyst  
Ministry of Women's Affairs  
P.O. Box 10-049  
Wellington, New Zealand
3. Mr. Brian Doyle  
Statistician  
South Pacific Commission  
B.P.D. 5  
Noumea
4. Ms. Grace Bediako  
Statistician  
UN Statistical Division  
DC 2-1772  
New York, NY 10017
5. Dr. Michael Runge  
Department of Public Health  
Rarotonga, Cook Islands

**C. Secretariat**

1. Ms Corazon P. Narvaez  
Social Affairs Officer  
INSTRAW
2. Ms Fanaura Kingstone  
Consultant  
INSTRAW
3. Mr. Andrew Turua  
Government Statistician  
Cook Islands
4. Mr. John Tangi  
Ministry of Internal Affairs  
Cook Islands

**D. Observers**

1. Teniinii Bishop  
Manager - Small Business  
Advisor Unit  
P. O. Box 61  
Rarotonga, Cook Islands
2. Ms. Nga Potoru  
Immigration Officer  
Department of Immigration  
P.O. Box 473  
Rarotonga, Cook Islands
3. Ms. Pauline Marshall  
The Open Polytechnic of NZ  
Private Bag Lower Hutt  
New Zealand
4. Mrs. Ngatu Tukutama  
Statistics/Immigration Officer  
Statistics/Immigration Unit  
Administrative Department  
P.O. Box 67 ALOFI  
Niue