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**United Nations Entity for  
Gender Equality and the  
Empowerment of Women**

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United Nations Evidence and Data for Gender Equality (EDGE) Technical Meeting on  
Measuring Entrepreneurship from a Gender Perspective

5-6 December 2013  
New York, United States

## **Report of the Meeting<sup>1</sup>**

Prepared by

United Nations Statistics Division

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## **I. INTRODUCTION**

### **Background and objective of the meeting**

1. The Evidence and Data for Gender Equality (EDGE) Technical Meeting on Measuring Entrepreneurship from a Gender Perspective took place in New York, 5-6 December 2013. The meeting was organized by the United Nations Statistics Division (UNSD) in collaboration with UN Women.
2. The EDGE project seeks to accelerate existing efforts to have comparable gender indicators on health, education, employment, entrepreneurship and asset ownership. This project is a three-year initiative building on the work of the Inter-agency and Expert Group on Gender Statistics (IAEG-GS), jointly managed by UNSD and UN Women and implemented in collaboration with the World Bank and Organization for Economic Co-operation and Development (OECD).
3. The meeting was attended by representatives of national statistics offices of Georgia, Ghana, India, Philippines, Mexico and the United States; representatives of the Asian Development Bank (ADB), the African Development Bank (AfDB), the OECD, the United Nations Economic Commission for Africa (UNECA), the United Nations Economic Commission for Latin America and the Caribbean (UN-ECLAC), UNSD, UN Women, and the World Bank; as well as researchers in the field of gender and entrepreneurship. (See Annex I for the list of participants).
4. The two-day meeting took stock of available literature and data on gender and entrepreneurship and examined the feasibility of EDGE measuring entrepreneurship from a gender perspective. The meeting discussed the following topics: (a) defining entrepreneurship; (b) the importance of measuring entrepreneurship from a gender perspective; (c) approaches to measuring entrepreneurship from a gender perspective; (d) using population-based surveys to identify and measure women entrepreneurs; (e) using enterprise-based surveys to measure enterprises from a gender perspective; and (f) using business registers to measure enterprises from a gender perspective.

### **Organisation of the meeting**

5. The meeting was conducted according to the document “Agenda” (Annex II). The meeting commenced with an opening remark from Ms. Francesca Grum, Chief, Social and Housing Statistics Section, UNSD. Ms. Grum welcomed the participants and thanked them for their willingness to take stock of the available literature on gender and entrepreneurship and to discuss EDGE’s potential contribution to the field. Ms. Grum then gave an introductory presentation on the EDGE project and the objectives of the meeting. The introductory presentation was followed by a presentation by Ms. Lauren Pandolfelli, of UNSD, who presented

several conceptual definitions of entrepreneurship as reported by participating countries and highlighted key gender issues that emerged from a review of existing literature and country responses to the pre-meeting assignment. (See Annex III for the pre-meeting assignment). Presentations were then made by Ms. Alicia Robb, of the Kauffman Foundation, Ms. Maria Minniti, of Syracuse University, and Ms. Joan Vanek, of Women in Informal Employment: Globalizing and Organizing, on the policy relevance of measuring entrepreneurship from a gender perspective with emphasis on the determinants of women's entrepreneurship and the characteristics and performance of women-owned and men-owned enterprises in both the formal and informal sectors. Mr. Mario Piacentini, of the OECD, then provided an overview of current approaches and existing data sources for measuring entrepreneurship from a gender perspective building on the recent work of the OECD/Eurostat Entrepreneurship Indicators Programme within the framework of the OECD Gender Initiative. This was followed by presentations by Ms. Bernice Serwah Ofori-Baadu, of Ghana, Mr. Félix Vélez Fernández Varela, of Mexico, and Ms. Minniti, on identifying and measuring women entrepreneurs using population-based surveys, including discussion of methodologies, sampling frames, challenges and lessons learned.

6. Day 2 commenced with presentations by Mr. Hiranya Borah, of India, Ms. Lucia Foster, of the United States Census Bureau, Ms. Mary Hallward-Driemeier, of the World Bank, and Ms. Robb on measuring entrepreneurship from a gender perspective using enterprise-based surveys, including discussion of methodologies, sampling frames, challenges and lessons learned. This was followed by presentations by Mr. Tengiz Tsekvava, of Georgia, and Ms. Lina Castro, of Philippines, on the feasibility of using business registers to collect gender-relevant enterprise data, including discussion of the types of information required, challenges and lessons learned. The meeting concluded with a summary of key deliberations that emerged from the meeting and potential next steps for EDGE to pursue.

## **II. SUMMARY OF PRESENTATIONS AND DISCUSSIONS<sup>2</sup>**

### **Session 1. Overview of EDGE project**

7. The presentation, made by UNSD, introduced the Evidence and Data for Gender Equality (EDGE) project and discussed the objectives of the meeting. A three-year initiative building on the work of the Inter-agency and Expert Group on Gender Statistics (IAEG-GS), EDGE seeks to accelerate existing efforts to generate comparable gender indicators on health, education, employment, entrepreneurship and asset ownership. Following the recommendations of the UN Statistical Commission, the IAEG-GS, through its Advisory Group on Global Gender Statistics and Indicators Database, identified a minimum set of gender indicators intended as a common basic set across countries and regions, for the national production and international compilation

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<sup>2</sup> All of the presentations are available on the UNDS website at <http://unstats.un.org/unsd/gender/Events/5-6%20Dec%202013/5-6Dec2013.html>

of gender statistics. The indicators were classified into Tier 1, Tier 2, and Tier 3 indicators.<sup>3</sup> Specific objectives of the EDGE project include (a) compiling at the international level selected Tier-I gender indicators and (b) undertaking methodological work on Tier-III gender indicators. Developing methodological guidelines on measuring entrepreneurship from a gender perspective fits into the second objective of the EDGE project.

8. The Technical Meeting on Measuring Entrepreneurship from a Gender Perspective had two objectives. First, to take stock of extant literature and data on gender and entrepreneurship, including identifying relevant data sources and reviewing national and international practices measuring entrepreneurship from a gender perspective. Second, to develop an understanding of how EDGE may contribute, methodologically, to the measurement of entrepreneurship from a gender perspective given the project's scope, duration and resources.

## **Session 2. What is entrepreneurship?**

9. The presentation, made by UNSD, focused on conceptual definitions of entrepreneurship and the extent to which they are relevant to a gender analysis of entrepreneurship. It noted that although there is no agreed-upon definition of entrepreneurship, definitions proposed by international agencies and the attending countries in their pre-meeting assignment for the Technical Meeting share similar characteristics, including: the capacity to manage; the capacity to innovate and add value; the willingness to assume risk and accept uncertainty; and the willingness to invest time and grow the enterprise. The presentation posed the following questions: (1) do entrepreneurs, by definition, need to employ another person, and what are the implications for measuring women's entrepreneurial activity if own account entrepreneurs are excluded from the population of interest? (2) To what extent do common definitions of entrepreneurship apply to both the formal and informal sector and to necessity-based entrepreneurs (i.e. those motivated by "push" factors to start an enterprise)? Key gender issues highlighted in the presentation include the occupational segregation of female entrepreneurs in poorly-paid industries; the embeddedness of entrepreneurship in the family, and; gender differences in perceptions of success. Finally, the implications of these issues for the EDGE initiative were discussed, including the need to agree upon a measurable definition of entrepreneurship that is relevant to both developing and developed countries and also answers key policy questions about gender and entrepreneurship.

10. Discussion following the presentation focused on the policy purpose of the EDGE initiative to measure entrepreneurship from a gender perspective and whether entrepreneurship needs to be predefined given that it looks different in different contexts. It was noted that the policy discourse on entrepreneurship is often ideologically driven and that a distinction should be made between "real entrepreneurship" and other types of self employment, including subsistence

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<sup>3</sup> Tier-I indicators are conceptually clear, have agreed international definitions and are regularly produced by countries. Tier-II indicators are conceptually clear with agreed international definitions but are not yet regularly produced by countries. Tier 3 indicators lack international definitions and are not regularly produced by countries.

work, which individuals reluctantly may engage in as a livelihood strategy. Generating evidence on how to foster women's entrepreneurial activity was identified as a valuable policy purpose as was developing a better understanding of how women contribute to the economy. It was noted that academics have been trying, unsuccessfully, to develop a universal definition of entrepreneurship for many years so perhaps EDGE should allow for variation in its definition of entrepreneurship rather than strive for a harmonised definition with cross-country comparability. At the same time, it was noted that different definitions of entrepreneurship will yield different information because they will be measuring different things.

### **Session 3. Why measure entrepreneurship from a gender perspective?**

11. Ms. Robb gave a presentation on the policy relevance of measuring entrepreneurship from a gender perspective, noting that a gender analysis of entrepreneurship is relevant to the determinants of entrepreneurship, the characteristics of enterprises, and the performance of enterprises. The presentation posited four foundational questions in research on women's entrepreneurship: (1) Are women and men equally likely to engage in entrepreneurial activity? (2) Do female and male entrepreneurs tend to differ with respect to financial resource acquisition? (3) Do female and male entrepreneurs tend to enact different strategic, organizational and managerial practices? (4) Do female-led and male-led firms perform equally well? The presentation noted that the study of women's entrepreneurship is rooted, intellectually, in two broad areas of scholarship –feminist theory and gender and occupations. It stressed that entrepreneurship is a gendered process embedded in society and family, and thus, it is necessary to understand the contexts in which people pursue entrepreneurial activity, including whether they are motivated by necessity or opportunity and how gender stereotypes influence their actions.

12. Ms. Minniti made a presentation on the entrepreneurial propensity of women, noting that globally, women are much less likely than men to be involved in starting a business. Perceptual differences between men and women, including different perceptions of entrepreneurial skills, business opportunities, and the likelihood of failure, account for more than half of the variation observed in women's and men's entrepreneurship in an empirical analysis of 34 countries, with perceptions of entrepreneurial skills comprising the largest variation. The unexplained variance may be related to men's and women's roles within the family.

13. Ms. Vanek made a presentation on the characteristics of women entrepreneurs in the informal economy, noting that more than half of non-agricultural employment in most developing regions is in the informal sector. The presentation noted that women entrepreneurs often work from the home mostly in petty trade and commerce, light manufacturing, food and beverage processing, and personal services. Relatively few women entrepreneurs are owner-managers who hire others. Many are own-account operators in single-person or family enterprises, industrial outworkers producing under sub-contract for supply chains, or unpaid contributing workers in family businesses. Constraints specific to women entrepreneurs include limited property rights, the gender division of labour by which women are perceived as primary

caregivers, and norms of modesty that restrict women's mobility. Risks specific to women entrepreneurs include care responsibilities, and verbal and sexual harassment.

14. During the discussion following the presentations, it was noted that the gendered patterns of entrepreneurship are similar in both the formal and informal sector in terms of women generating both, less wealth and employment in enterprises and comprising a smaller percentage of entrepreneurs than men. It was noted that entrepreneurial studies using household surveys require a large sample size given the small percentage of entrepreneurs in the population. Agricultural businesses were identified as an important type of enterprise about which little policy relevant information is known. It was suggested that studies of ethnic and racial disparities in the selection into, and performance of, enterprises, could inform a gendered analysis of entrepreneurial activity. For example, studies in Sub-Saharan Africa have found that ethnic backgrounds can be an important determinant of access to networks of credit and sellers. Finally, discussion focused on the distinction between the owner of an enterprise and the decision-maker, or manager, of an enterprise. For example, in India, where government policies provide incentives to female entrepreneurs, men assign ownership of their businesses to their wives but retain management of the enterprises. Participants agreed that both ownership share and management position in an enterprise should be measured. UNSD informed that the EDGE methodological guidelines on asset ownership will differentiate between ownership and control of assets and the project will further address this distinction in the linkage between the two sets of guidelines.

#### **Session 4. How do we measure entrepreneurship from a gender perspective? Overview of current approaches and existing data sources.**

15. Mr. Piacentini, of the OECD, presented an overview of existing efforts to develop international statistics on women's entrepreneurship from official data sources. The presentation noted that there is little convergence on definitions of entrepreneurship among researchers and that the typical traits of entrepreneurs –willingness to take risk, novelty/innovativeness, problem-solving-are difficult to measure. The OECD/Eurostat Entrepreneurship Programme defines entrepreneurs as “those persons (business owners) who seek to generate value, through the creation or expansion of economic activity, by identifying and exploiting new products, processes or markets.” This definition makes a connection between entrepreneurship and business ownership: entrepreneurs are business owners who bear the risks in undertaking the economic activity. For the purpose of data collection, the definition may be operationalized as “entrepreneurs are persons that have a direct control over the activities of an enterprise, by owning the totality or a significant share of the business. Employer entrepreneurs are those entrepreneurs who employ at least one other person”. Issues to be considered for data collection are size thresholds for the enterprise, including whether to exclude own-account entrepreneurs and how to assign a gender to large corporations if they are included; and whether only business creators/founders should be considered entrepreneurs.

16. The presentation discussed the advantages and short-comings of three types of data sources for collecting data on entrepreneurship namely, the labour force surveys, enterprise surveys and business register data. It was mentioned that self-employment data from Labour Force Surveys (LFS) are of high quality, timely and provide good international coverage. However, these suffer from comparability issues as no information is collected on the enterprise other than its size and the kind of activity. Moreover, not all of the self-employed may qualify as entrepreneurs (e.g. self-employed contractors in the construction sector, commission salespersons, freelancers, and workers contracted through temporary employment agencies). Enterprise level data are more suited than population-based data to the analysis of gender differentials in women-owned and male-owned enterprises, yet very small businesses are generally not covered by the enterprise surveys and also there is a limited availability of comparable business surveys with information on owners. The utility of business register data for measuring entrepreneurship from a gender perspective is limited as business registers are seldom linked to the population register and further, many developing countries may lack the structural capacity for linking them. The presentation stressed that the EDGE initiative should build to the extent possible on existing official data sources, including further exploring the feasibility of using administrative sources, and expanding the scope and coverage of existing surveys.

17. Following the presentation, the issues involved in operationalizing entrepreneurial traits were discussed. It was noted that the World Bank has attempted to develop measures of novelty, but a majority of respondents will self identify as novel even though they may not be so. Further, respondents will endogenously define their comparative advantage by selecting their own parameters for market competition (e.g. a city or a block). The value of including risk-taking in a definition of entrepreneurs was questioned since all people assume some risk, and existing research suggests that women assume less risk than men. Discussion then focused on preliminary suggestions on how the EDGE project may want to proceed. It was suggested that EDGE should not strive to come up with one definition of entrepreneurship, but rather provide insights into the multidimensional nature of entrepreneurship.

18. It was noted that tradeoffs are always inherent in choosing one data source over another, and a suggestion was made that the EDGE initiative provide a menu of strategies for collecting gender-relevant entrepreneurship data from all three data sources discussed in the OECD presentation (population-based surveys, enterprise surveys, and business registers) because they will reveal different insights about entrepreneurship. For example, household surveys will enable analysis of the selection process into entrepreneurship (e.g. who chooses/chooses not to become an entrepreneur?) while business surveys can measure the drivers of gender gaps in enterprise performance. Meeting participants agreed that an indicator measuring the share of female entrepreneurs or the share of firms owned by women needs to be supplemented by information on contextual variables since not all entrepreneurial activity is always positive. For example, women may be “pushed” into entrepreneurial activity due to poverty, unemployment or divorce. Further, it was suggested that EDGE may measure gender differentials in business performance,



including both economic and non-economic indicators of performance. An opportunity to improve labour force statistics by collecting data on self-employment earnings via the LFS was identified. Participants also agreed that the initiative should build upon existing data sources because an entirely new endeavour is less likely to be sustainable.

### **Session 5. Identifying and measuring women entrepreneurs using population-based surveys.**

19. Ms. Serwah Ofori-Baadu, of Ghana, discussed Ghana's experience measuring entrepreneurship through the Ghana Living Standard Survey (GLSS), a household-based survey conducted approximately every five to seven years. Data from the 2013 round is currently being processed and can be shared with EDGE when ready. A special module on non-farm household enterprises captures information on the basic characteristics of the enterprise such as employment by locality. Economic activities covered include agro-processing, manufacturing, wholesale and retail trade, and other subsectors of the service sector.

20. Mr. Fernández Varela, of Mexico, discussed Mexico's mixed household-enterprise survey (the 1-2 survey) approach for measuring entrepreneurship. In the mixed survey, Mexico's quarterly labour survey is used as the sampling frame. Preliminary interviews screen households owning and operating a business, for possible inclusion in the survey. The data collected through the national occupation and employment survey provides extensive information on the characteristics of micro-enterprises such as economic activity, revenues, profits, types and amount of financing for start-up and investments, number and characteristics of paid and unpaid employees, capital stock, whether the activity is run inside or outside the home. Mexico's mixed survey also includes detailed information on the micro-entrepreneur, including the main reasons for starting the enterprise, the number of partners, the employment history, and the time the entrepreneur spends on the enterprise, etc.

21. Ms. Minniti made a presentation on the Global Entrepreneurship Monitor (GEM), a population-based survey conducted since 1999 that measures individual participation in multiple phases of entrepreneurship across multiple economic development levels and geographic regions. The GEM interviews academics and experts for contextual information on entrepreneurship and then samples, at a minimum, 2,000 nascent, new, and established business owners (defined as those individuals who have devoted resources to the creation of a business in the last 6 months, 32 months or more than 32 months, respectively). Two main advantages of the GEM were discussed. First, because it measures the attitudes of respondent about becoming an entrepreneur, their responses are not biased by entrepreneurial success or struggle. Second, it is highly comparable across countries. Data from the GEM are available, publically.

22. During the discussion, it was noted that mixed household-enterprise surveys are a cost-effective option for collecting information on both entrepreneurs and their business. It was suggested that the EDGE initiative may explore whether countries have the capacity for collecting new data via mixed household-enterprise surveys. It was noted that EGE may learn

from the GEM experience as to how to develop highly standardized questionnaires that ensure cross-country comparability and how to implement quality control protocols for data collection and dissemination. Also, it was suggested that the non-farm household enterprise module in the Ghana Living Standard Survey may serve as a potential model for using population-based surveys to measure gender and entrepreneurship.

23. Before the meeting concluded for the day, UNSD requested the participants to think overnight about: (1) the policy questions and indicators that the EDGE initiative will be asked to provide evidence for; (2) the common characteristics that can be applied across both formal and informal sectors for measuring entrepreneurship; (3) whether a clear distinction needs to be made between opportunity-based and necessity-based entrepreneurship, or pull and push factors, respectively; and which data sources for measuring entrepreneurship from a gender perspective EDGE should explore first.

#### **Session 6. Measuring enterprises from a gender perspective using enterprise-based surveys.**

24. Mr. Borah, from NSO India, gave a presentation on India's practices on conducting economic census and surveys of the organised and unorganised segments of the economy. In the economic census, the sex of the owner of the proprietary establishment and workers are recorded, and all employment figures are disaggregated by sex. Surveys of the organised sector include the Annual Survey of Industries and the Survey of Micro, Small and Medium Enterprises. In the Annual Survey of Industries, employment figures disaggregated by sex and the sex of the owner of sole proprietary and partnership factories are collected. From the Survey of Micro, Small and Medium Enterprises, the following indicators can be derived: the percentage distribution of enterprises by sex of the owner in urban and rural areas by economic activities; and distribution of employment by type of enterprise and sex of the owner. Surveys of the unorganised sector include the Survey of Unincorporated Non-agricultural (excluding construction) Enterprises, the Survey on Unorganised Manufacturing Sector in India, the Survey on Informal Sector and Conditions of Employment, and the Survey of Home-based Workers in India. All of these surveys also contain gender-relevant information that may be useful to EDGE. For example, the Survey of Unincorporated Non-agricultural enterprises measures the percentage distribution of proprietary trading enterprises, as well as 'other services' enterprises, by type of ownership and sex.

25. Ms. Foster, of the United States Census Bureau, made a presentation on the Survey of Business Owners (SBO) and the Quarterly Workforce Indicators (QWI). The SBO is conducted every five years in two distinct phases (employer and non-employer), and primarily in electronic format. It collects information on up to four owners per business, including their decision-making roles in the enterprise. A business is classified as women-owned if women own 51 percent or more of the business. Potential indicators relevant to EDGE that can be derived from the data include percentage of women-owned businesses and percentage of women-owned businesses that export, the latter of which is proxy for performance as exporting businesses tend to be higher performers than non-exporting businesses. The QWI collects data for 32 labour

market indicators in four broad categories (employment, employment dynamics of individuals, employment dynamics of businesses, and earnings) via administrative data from States and other sources. Relevant indicators from the QWI include the percentage of female workers by firm age. The presentation noted that the percentage of women in start-up enterprises has grown in the United States because the number of health and education start-ups, where women predominate, has grown progressively. However, female participation in high-performing start-ups has declined. It also was noted that research projects at the Census Bureau are assessing the feasibility of producing business ownership data on an annual basis by supplementing survey data with administrative data and modelling exercises.

26. Ms. Hallward-Driemeier, of the World Bank, discussed the World Bank's Enterprise Survey, a survey of non-agricultural, formal enterprises comparable across countries and time that has been implemented in 135 countries, to date. The Enterprise Survey samples formal enterprises with five or more employees in key industrial centres and in key sectors, such as food processing and retail. It was noted that because the survey only samples formal enterprises and women are significantly located in informal or household enterprises, the Enterprise Survey captures only a portion of the distribution of women entrepreneurs. While national household surveys typically collect information on non-farm household enterprises, they do not standardise definitions of entrepreneurship or types of information collected, and thus are not comparable across countries. Developing a standardised methodology for measuring entrepreneurship of the owners of household enterprises was identified as a potential significant contribution that EDGE could make on the subject.

27. The presentation noted that definitions of "women's enterprises" matter for both rates or participation and likely returns, and that it is important to measure both ownership and decision-making. While novelty, innovativeness, and willingness to assume risk are entrepreneurial traits that are conceptually of interest, they are difficult to measure in comparable ways. Further, careful consideration needs to be given to the phrasing of questions (e.g. "the principal owner" or "an owner") when measuring entrepreneurship from a gender perspective. Finally, the presentation noted that gender sorting into entrepreneurship is significant but that its determinants are not clearly understood. Constraints to the entrepreneurship of incumbents – or enterprise performance – vary much less between men and women within the same sector, industry and size, than across them. It was suggested that EDGE could make a significant contribution to the study of gender and entrepreneurship by measuring the factors that influence selection into entrepreneurship and gender sorting.

28. Ms. Robb gave a presentation on the Kauffman Firm Survey (KFS), the objective of which is to better understand the dynamics of new businesses. Because no single, comprehensive national business register of newly formed businesses is available in the United States to use as a sampling frame, the KFS used the Dun and Bradstreet (D&B) database as its frame source. The KFS provides detailed information on business characteristics, strategy and innovation, business organisation and human resource benefits, business finance at both the firm level and owner

level, and work behaviours and demographics of owners, including sex. The data from the complete eight-year panel can be measured either as a cross-section or longitudinally. The presentation also briefly discussed the Panel Study of Entrepreneurial Dynamics (PSED), reported as the only source of data in the United States on business formation for a sample of business founders that has information on individual and business-level variables that match theories used by entrepreneurship scholars.

29. During the discussion following the presentations, it was noted that currently, there is limited availability of comparable enterprise surveys with information on owners. Participants discussed using new enterprise surveys to study nascent businesses. It was noted that surveys of new firms provide an extremely rich source of data and gender analysis could focus on differentials in the high mortality rates of firms in their first year, as well as the performance of surviving firms in the first five years. It was suggested that the EDGE initiative could focus methodological guidelines for enterprise-based surveys on start-ups and new enterprises. Discussion also focused on potential enterprise performance indicators, including: the present number of employees, which provides information on the scale of the enterprise; the number of employees one year, or five years, ago, which may provide a sense of whether the enterprise is succeeding over time when asked in conjunction with the present number of employees; and sales of firms. It was noted that indicators measuring growth aspiration also are important because not all enterprises want to grow; thus, identifying those that do has important policy implications. Moreover, non-economic performance indicators, such as contributing to one's community or flexibility to balance work and family, are important indicators for measuring entrepreneurship from a gender perspective because women are more likely than men to measure the success of their enterprises in non-economic terms.

### **Session 7. Measuring enterprises from a gender perspective using business registers.**

30. Mr. Tsekvava, of Georgia, discussed the data and gender-disaggregated indicators that can be obtained from Georgia's business register. The National Statistics Office of Georgia is responsible for maintaining and updating the business register, which covers approximately 570,000 legal entities. Data sources for the register are administrative sources, including the National Agency of Public Registry, the Revenue Service, and survey sources, including quarterly and annual business surveys and the Business Register Actualization Survey, which is a quarterly computer-assisted telephonic survey. It was noted that an economic census has never been conducted in Georgia. Gender-disaggregated data is available for the wages and salaries of hired employees and the number of employed in businesses and public administration. Business ownership, by sex, was identified as a potential measure EDGE could promote in business registers. In Georgia, the Public Registry registers companies, including the names and passport IDs of business owners. This information can be linked to the Civil Registry, which registers passport IDs and the sex of individuals, in order to identify the sex of the business owners. However, the presentation noted that it is quite easy to register a business in Georgia and close to 80 percent of businesses that are registered never function.

31. Ms. Castro, of the Philippines, presented an overview of gender-relevant entrepreneurship statistics available for the Philippines. From the Business Name Registration System, overseen by the Department of Trade and Industry (DTI), the presentation noted that more business name registrants were women (54 percent) than men (46 percent) in 2010. However, more male small entrepreneurs (55 percent) renew their business registrations compared to female small entrepreneurs (45%). From DTI, a higher proportion of women entrepreneurs enrol in domestic trade related training, product design and other trainings while men entrepreneurs enrol in manpower development trainings. In 2012, trainings accessed by women entrepreneurs were mostly in export promotion and cottage-industry related programs. From the Global Entrepreneurship Monitor, 2006-2007, the Philippines has the second highest percentage of entrepreneurially active females amongst the 42 countries surveyed. Six out of 10 business start-ups were owned by women; however, the share of women-owned businesses decreases as enterprises age. These findings indicate that women-owned enterprises are less sustainable than men-owned enterprises, and the policy challenge for DTI entails learning how to help women develop sustainable enterprises.

32. Discussion following the presentation focused on whether developing countries have the structural capacity to link business registers to population registers. It was noted that the Latin American region currently lacks this capacity. As discussed in the presentation made earlier by the OECD, the finding of a pilot project conducted in 2012 revealed that most OECD countries also have difficulty linking business registers with data on individuals. Further, business registers in different countries register different types of businesses (e.g. some may register own account business while others register employer business only), rendering cross-country comparison problematic. Discussion also focused on the factors that account for the higher mortality rates of female-owned businesses than male-owned businesses in the Philippines. It was noted that women's time constraints due to familial commitments is the main reason why women's enterprises die.

## **Session 8. Conclusions and way forward**

33. UNSD summarised the key deliberations and conclusions that emerged from the technical meeting over the course of the two days and sought feedback on them from the participants. The key conclusions were as follows:

### Objectives of EDGE initiative to measure entrepreneurship from a gender perspective:

34. A key objective of the EDGE initiative is to develop methodological guidelines for measuring entrepreneurship from a gender perspective. The definition of entrepreneurship and standards proposed should be applicable to both developed and developing countries. Further, it should be statistically measureable by the national statistical offices as a part of official statistics and meaningful for an analysis of gender.

### Policy Purpose:

35. Measuring women's participation in entrepreneurial activity is important for informing evidence-based policy but is not sufficient, alone. Gender differentials in business performance, as well as the drivers of gender gaps in participation and performance, also need to be measured. As an indicator of performance, EDGE may explore feasibility of collecting data through Labour Force surveys on earnings of self employed which would make a significant contribution to the measurement of entrepreneurship from a gender perspective.

#### Defining entrepreneurship/population of interest:

36. It may be difficult to derive one agreed upon definition of entrepreneurship because entrepreneurship is multidimensional (like, ownership of business, risk taking, innovation and creation of value etc.) and a single definition is likely to capture only a portion of the distribution of female entrepreneurs.

37. However, for operational purposes, entrepreneurs may be defined as persons who have direct control over the activities of an enterprise by owning the totality or significant share of the business. Employer entrepreneurs are those enterprises who employ at least one other person.

38. Typologies of entrepreneurship include:

- size of the enterprise (employer or own account entrepreneurs);
- necessity-based or opportunity based entrepreneurs/subsistence or growth-oriented;
- formal or informal enterprises/home-based or not;
- age of enterprise (e.g. nascent, new or established)
- type of industry

39. The distinction between necessity-based and opportunity-based entrepreneurs is important, but there often is a lot of ambiguity in measuring and analyzing the distinction. The age of an enterprise is very important as enterprises at different stages have different resources and constraints so the relevant policy questions also will be different.

40. Because entrepreneurial activity also takes place in agriculture measuring agricultural entrepreneurship from a gender perspective may be an important area where EDGE can add value.

41. Ethnic and racial categories can inform the measurement and analysis of entrepreneurship from a gender perspective. The role of networks in entrepreneurial activity may also be considered.

#### Data collection methods:

42. In order to be sustainable, the EDGE initiative should build on existing data sources, to the extent possible. Household surveys, enterprise surveys and business registers are all potential sources for collecting data for measuring entrepreneurship from a gender perspective, and there are tradeoffs inherent in each data source.

43. Because different dimensions of entrepreneurship will be measured through different data collection instruments, EDGE may explore developing methodological guidelines for measuring entrepreneurship from a gender perspective using each source: (a) household-based surveys; (b) enterprise-based surveys, and (c) business registers:

(a) Household-based Surveys:

44. Labour Force Surveys are the logical starting point for collecting gender-relevant data on entrepreneurship. Two options may be explored. Option 1, a minimal approach, entails improving existing measures in the LFS by adding additional a few standardized questions to LFS surveys to better measure:

- Gender gaps in entrepreneurial participation (both ownership and management), including own account workers and employers;
- Gender gaps in self-employment earnings;
- Characteristics of male and female entrepreneurs (such as previous management experience); and
- Characteristics of non-formal enterprises, including size, and kind of economic activities engaged in.

45. However, as noted by the OECD, there are competing demands to include new questions in labour force surveys. Any change in the core questionnaire requires long approval and testing processes in many countries. A stand-alone module on entrepreneurship that can be added to the LFS at regular intervals (e.g., every five years) may be a more viable option than changes in the core questionnaire, at least in the short term. Thus, EDGE may also explore Option 2, developing an additional light module on entrepreneurship that can be attached to the LFS or other household surveys. Option 2-a more extensive approach, entails a focus on the selection process into entrepreneurship, by sex, including entrepreneurial attitudes, motivations, resources for, and constraints to, starting an enterprise, as well as earnings generated from the enterprise.

46. EDGE may also explore whether countries have the capacity to engage in new data collection exercise on a sustainable basis through the mixed household enterprise survey (the 1-2 survey) approach.

(b) Enterprise-based surveys:

47. Gender-relevant variables added to enterprise-surveys should be harmonized to ensure that they are capturing the same types of information. A relevant step forward may be to formulate a set of questions on the gender distribution of business ownership and decision-making power. EDGE may explore the possibility of developing methodological guidelines for using enterprise surveys to study nascent and young businesses. This will enable understanding about the creation, performance, and survival of women-owned businesses and answer important policy questions about how to foster a supportive entrepreneurial environment for women.

(c) Business registers:

48. The incorporation of basic ownership information in business registers would generate a sustainable information base to measure entrepreneurship from a gender perspective, including monitoring the level and economic value of women’s participation in entrepreneurship. Further, once the information to link business units with physical persons is developed, the production of statistics is less costly than conducting a sample survey for measuring entrepreneurship from a gender perspective. However, many countries lack the structural capacities and resources to link business and population registers. EDGE may explore whether feasible guidelines can be developed to facilitate the production of gender statistics on business ownership from administrative data.

Other data sources:

49. Research-based survey instruments, like the Global Entrepreneurship Monitor, may provide useful guidance to the EDGE initiative on how to measure some of the drivers of the gender gaps in entrepreneurial participation and performance (e.g. perceptual factors) as well as how to standardize questionnaires on entrepreneurship and employ quality controls for data collection on entrepreneurship.

Potential Indicators:

50. Table 1 presents the potential indicators for measuring entrepreneurship from a gender perspective that were discussed at the Technical Meeting.

**Table1. Potential Indicators for Measuring Entrepreneurship from a Gender Perspective**

<b>Issue</b>	<b>Indicator</b>	<b>Data source</b>
<b>Entrepreneurial Participation</b>	-Share of female employer entrepreneurs (by size and kind of economic activity)	-Labour Force Surveys with additional questions on entrepreneurship
	-Share of female own account entrepreneurs (by kind of economic activity)	-Labour Force Surveys with additional questions on entrepreneurship
	-Registered businesses, by sex of the owner	



		-Administrative records / enterprise survey
<b>Enterprise Performance/outcomes</b>	-Gender gap in business earnings/profits -Share of exported sales, by male/female owned businesses -Number of employees currently and also 1 year/5 years ago, by male/female owned businesses --Non-economic performance (e.g. contribution to community, work-life balance/time management flexibility)	-Household surveys / enterprise surveys -Enterprise survey / entrepreneurship module -Household surveys / enterprise surveys -Entrepreneurship module
<b>Entrepreneurial Resources and Constraints</b>	-Share of external credit in start-up finances, by male/female owned businesses - Amount of start-up finances - Years of experience managing an enterprise -Hours worked for the business, by presence of children -Networks (composition, contributions, barriers) -Obstacles to developing the business -Entrepreneurial and financial education	-Business survey/entrepreneurship module -Entrepreneurship module -Entrepreneurship module
<b>Contextual Variables</b>	-Perceptual factors (e.g. ability to succeed) -Aspirations to grow enterprise -Motivations for starting enterprise -Work-family balance	-Entrepreneurship module -Entrepreneurship module -Entrepreneurship module -Entrepreneurship module

### Next Steps

- EDGE will circulate the draft Report of the Technical Meeting on Measuring Entrepreneurship from a Gender Perspective to the participants for their feedback;
- EDGE will engage the International Labour Organisation to inform them of the outcome of the Technical Meeting, as they were unable to send a representative to the meeting, and to explore how ILO and EDGE can work together on this initiative;
- Search for countries interested in piloting questions on entrepreneurship from a gender perspective in their household surveys

**Annex 1.**

**List of Participants**

No.	Country / Organization		Contact Person Information
1.	GEORGIA	1.	Mr. Tengiz Tsekvava Deputy Executive Director National Statistics Office of Georgia (GEOSTAT)
2.	GHANA	2.	Ms. Bernice Serwah Ofori-Baadu Head, National Accounts; and Coordinator for Gender Statistics Working Group Ghana Statistical Service
3.	INDIA	3.	Mr. Hiranya Borah Deputy Director General Government of India Ministry of Statistics & Programme Implementation Central Statistical Office Social Statistics Division
4.	MEXICO	4.	Mr. Félix Vélez Fernández Varela Vice President INEGI
5.	PHILIPPINES	5.	Ms. Lina Castro Assistant Secretary General National Statistical Coordination Board
6.	UNITED STATES	6.	Ms. Lucia Foster Chief Economist, Chief of Center for Economic Studies U.S. Census Bureau Washington, DC, United States
		7.	Ms. Marcella S. Jones-Puthoff Statistician, Population Division/Age and Special Populations U.S. Census Bureau Washington, D.C. 20233
		8.	Ms. Jennifer Park Statistical and Science Policy Office of Information and Regulatory Affairs Office of Management and Budget
7.	ADB	9.	Mr. Kaushal Joshi Senior Statistician, ERD/ERDI Asian Development Bank
8.	AFDB	10.	Ms. Alice Nabalamba Assistant to the Director Statistics Department African Development Bank
9.	OECD	11.	Mr. Mario Piacentini Administrator OECD, Statistics Directorate
10.	UNECA	12.	Ms. Fatouma Sissoko Gender Statistics Specialist UNECA Addis Ababa, Ethiopia

No.	Country / Organization		Contact Person Information
11.	UN/ECLAC	13.	Ms. Maria Scuro Office of Social Affairs UN/ECLAC Santiago, Chile
12.	UN WOMEN	14.	Ms. Shahrashoub Razavi Chief, Research and Data UN Women New York, NY 10017 United States
		15.	Mr. Papa Seck Research and Data UN Women New York, NY 10017 United States
13.	UN STATISTICS DIVISION	16.	Ms. Francesca Grum Chief, Social Statistics Section Demographic and Social Statistics Branch Statistics Division New York, NY 10017 United States
		17.	Mr. Gulab Singh Senior Statistician Project Manager, EDGE Demographic and Social Statistics Branch Statistics Division New York, NY 10017 United States
		18.	Ms. Haoyi Chen Statistician, Social Statistics Section Demographic and Social Statistics Branch Statistics Division New York, NY 10017 United States
		19.	Ms. Lauren Pandolfelli Statistician, EDGE Demographic and Social Statistics Branch Statistics Division New York, NY 10017 United States
		20.	Ms. Harumi Shibata Salazar Statistician, Social Statistics Section Demographic and Social Statistics Branch Statistics Division New York, NY 10017 United States
15.	WORLD BANK	21.	Ms. Mary Hallward-Driemeier Lead Economist, Development Research Group The World Bank Washington, DC United States
		22.	Ms. Masako Hiraga Senior Statistician The World Bank Washington, DC United States
		23.	Ms. Josefina Posada Economist, Gender and Development Group The World Bank Washington, DC United States
15.	EXPERT	24.	Ms. Caren Grown Economist in Residence Department of Economics

No.	Country / Organization		Contact Person Information
			American University
		25.	Ms. Maria Minniti Professor and L. Bantle Endowed Chair of Entrepreneurship and Public Policy Whitman School of Management Syracuse University Syracuse, New York United States
		26.	Ms. Alicia Robb Senior Fellow, Kauffman Foundation
		27.	Ms. Joann Vanek Director, Statistics Programme Women in Informal Employment: Globalizing and Organizing

## Agenda

Evidence and Data for Gender Equality (EDGE)  
Technical Meeting on Measuring Entrepreneurship from a Gender Perspective:  
Taking Stock of Available Evidence and Research

United Nations Statistics Division and UN Women  
New York, 5-6 December 2013

### 5 December 2013

- 09.30-10.00    **1. Welcome and Overview (UNSD, UN Women)**  
The session provides an overview of the EDGE project and the Global Gender Statistics Programme, including the minimum set of gender indicators. It also discusses the objectives of the meeting and introduces the meeting participants.
- 10.00-11.00    **2. What is entrepreneurship? (UNSD)**  
The session presents a working typology of entrepreneurship based upon existing literature and country responses to the pre-meeting assignment.
- 11.00-11.15    Coffee break
- 11.15-13.00    **3. Why measure entrepreneurship from a gender perspective? (Ms. Maria Minniti, Ms. Alicia Robb, Ms. Joann Vanek)**  
The session discusses the policy relevance of measuring entrepreneurship from a gender perspective in the context of the determinants of women's entrepreneurship and the characteristics and performance of women-owned and men-owned enterprises for both the formal and informal sectors.
- 13.00-14.30    Lunch break
- 14.30-15.30    **4. How do we measure entrepreneurship from a gender perspective? Overview of current approaches and existing data sources (OECD)**  
The session provides an overview of existing efforts to develop international statistics on women's entrepreneurship and provides an overview of available data sources.
- 15.30-17.30  
(with coffee break)    **5. Identifying and measuring women entrepreneurs using population-based surveys (Ghana, Mexico, Ms. Maria Minniti)**  
The session focuses, in more detail, on collecting data on women entrepreneurs using population-based surveys, including discussion of the types of information required, methodologies, sampling frames, challenges and lessons learned.

## **6 December 2013**

- 09.30-11.30     **6. Measuring enterprises from a gender perspective using enterprise-based surveys (India, United States, World Bank, Ms. Alicia Robb)**  
The session focuses, in more detail, on collecting gender-relevant enterprise data using enterprise-based surveys, including discussion of the types of information required, methodologies, sampling frames, challenges and lessons learned.
- 11.30-11.45     Coffee break
- 11.45-12.45     **7. Measuring enterprises from a gender perspective using business registers (Georgia, Philippines)**  
The session discusses, in more detail, the feasibility of using business registers to collect gender-relevant enterprise data, including discussion of the types of information required, challenges and lessons learned.
- 12.45-14.15     Lunch break
- 14.15-16.15     **8. Conclusions and the way forward (UNSD, UN Women, All)**

**Pre-meeting Country Assignment**

UN Statistics Division and UN Women  
5-6 December 2013, New York

In preparation for the meeting, please provide input on gender and entrepreneurship in your country based on the questions listed on the following pages.

Please type your answers and submit the completed document in electronic format to [pandolfelli@un.org](mailto:pandolfelli@un.org) by 22 November 2013.

Thank you in advance for your input.

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**Questions on defining entrepreneurship and key policy issues:**

1. How is entrepreneurship defined in your country? Describe the groups of people who are of policy relevance in the context of entrepreneurship (formal/large firm owners, small business owners, self-employed, microentrepreneurs in the informal sector, etc):
2. Describe the key policy issues in your country related to entrepreneurship. Where relevant, please explain the gender dimensions of these policy issues.

**Questions on existing data sources:**

3. Does your country collect data on entrepreneurship (entrepreneurship as you defined it in Question 1)?  
 Yes       No {If no, skip to question 7}
4. If yes, are data collected from administrative sources or surveys or both?  
 Administrative       Surveys       Both
5. If an administrative source was used, please provide details on the source and on the information obtained, including whether gender-disaggregated information was collected (e.g. sex of enterprise owner).

6. If a survey was used, please provide details on the type of survey used and the information obtained, including whether gender-relevant information was collected.
  - a. When was the last time that entrepreneurship data were collected?
  - b. Was the national statistical agency involved in planning and conducting the survey and analyzing the results? Were any other agency(ies) involved?
  - c. Was the sample nationally-representative? How big was the sample size?
  - d. Please attach the survey questionnaire or any relevant publications

**Question on potential of future surveys measuring entrepreneurship from a gender perspective:**

7. If your country is interested in measuring entrepreneurship from a gender perspective, what would be the next available survey to collect such information? Please provide more information on the survey – name, type of survey, sample size, agency in charge.