

***Gender institutional framework:
Implications for household surveys****

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Session 8: Engendering Household Surveys – Measuring Work

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Introduction

International, regional and national commitments to advance gender equality and equity call for gender mainstreaming into government policies, programmes and budgets. Gendered statistics are required in the formulation, implementation, monitoring and evaluation of policies seeking to promote gender equality and equity. The establishment and operation of an engendered household survey programme requires an enabling environment with a number of interrelated factors. The purpose of the paper is to present a gender institutional framework and draw implications on engendering household surveys for measuring work with reference to Labour Force Surveys.

Driving forces for engendered statistics

International and regional agreements

Zimbabwe, confirming its political will and commitment, is a party and signatory to a number of international and regional agreements¹ that lay the principles, frameworks and strategies for achieving gender equity and equality. Whilst addressing the eight Millennium Development Goals (MDGs), Zimbabwe has adopted three goals as national priorities, namely: Goal 1: eradication of extreme poverty and hunger, Goal 3: *promote gender equality and empower women* and Goal 6: combat HIV and AIDS, malaria and other diseases.

National policymaking developments

A constitutional and legislative framework conducive to gender equality comprises the following aspects:

- National Gender Policy (2004) and its National Plan of Action provide guidelines and the institutional framework to engender all sectors. The vision of the policy is to have equity among women and men in all spheres of life and at all levels.
- National gender machinery composed of:
 - Ministry of Women Affairs, Gender and Community Development (2005) as the lead organisation to mobilise necessary resources.
 - Gender Focal Points (GFP) in ministries and parastatals and trained for gender mainstreaming and addressing gender equity concerns. One of GFP's key result areas will be *“To collect and analyse relevant gender disaggregated data pertaining to the organization or sector.”*

¹ Include: Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), 1981; Beijing Declaration and Platform for Action of 1995; Millennium Declaration and Millennium Development Goals (MDGs), 2000; Southern African Development Community (SADC)'s Declaration on Gender and Development and its addendum on the Prevention and Eradication of violence Against Women and Children, 1997; The African Union (AU) Protocol on Women's Rights, 2004; and Protocol to the African Charter on Human and People's rights on the Rights of Women in Africa, 1986.

- Equal opportunities legislation and anti-discrimination laws² to safeguard against discrimination, not least on the labour market.
- Gender Sensitive Budgeting Initiative, adopted by the Ministry of Finance Call. Circular for 2008 together with Results Based Budgeting principles, entails “*studying situation of women and men in an area of statistics, apportioning budgets to the specific gender statistics to be produced and analyzing to measure progress / failures in achieving gender equity by showing the benefits to the disadvantaged groups of the population.*”
- Medium term policy frameworks such as the Zimbabwe United National Development Assistance Frame (ZUNDAF) and the Zimbabwe Economic Development Strategy (ZEDS, 2009 – 2015: currently under preparation). The two programmes have thematic groups on gender.
- Other measures to address gender inequalities include the use of Affirmative Action in several sectors: appointment of women to senior positions in the Public Service *to enhance the participation of women in political and public life and in decision-making processes*; entry requirements into institutions of higher learning for the girl child, joint custody of children and women’s ownership of land.

Engendering Household Surveys Measuring Work

Facilitating conditions for engendering household surveys are suggested as follows:

- Census and Statistics Legislation, 2007
 - Establishes a Semi-autonomous Zimbabwe National Statistics Agency (ZIMSTAT) with a Board of Directors with at least half of the members being women.
 - Requires Board approval for national censuses and surveys to be conducted by other persons.
 - Empowers ZIMSTAT to co-ordinate the National Statistical System (NSS) comprising users, producers, suppliers of data, research and training institutions and providers of resources including development partners.
 - Gender Focal Point appointed for the National Gender Machinery and United Nations Economic Commission for Africa (UNECA).
- Gender Statistics Section and currently manned by a full time statistician overseeing activities such as:
 - strengthening gender statistics programme and ensuring the coordination, monitoring and linkages to all fields of statistical work.
 - gender sensitization of staff, including fieldstaff³, to appreciate gender concerns and collect sex disaggregated data at household level.

² Include: Minimum Wages Act Regulations, Equal Pay Regulation, Legal Age of Majority Act, Labour Relations Act, Matrimonial Causes Act, Amendment of Pensions Act, Sexual Discrimination Removal Act, Amendment of the Deceased Persons Estate Act, Sexual Offences Act, 2000, Domestic Violence Policy, Constitutional Amendments Number 14 and 17 (include gender as one of the grounds upon which discrimination is prohibited)

³ 74 permanent members from five of the ten Provinces composed of 63 males and 11 females, reflecting the current male-oriented hierarchical structure of the organisation

- producing gender statistics products.
- training in gender and child analysis for CSO statisticians and stakeholders in the NSS.
- Household Surveys Programme⁴ conducted using a multi-stage Zimbabwe Master Sample frame constructed based population census:
 - The size of the surveys makes them useful instruments for the generation of gender-sensitive indicators.
 - About 1 000 permanent and contract persons are engaged and gender sensitivity is practiced at the recruitment for surveys like Demographic and Health Survey.
 - Training of Trainers is conducted before the training of fieldstaff to ensure consistency with emphasis placed on asking questions, especially where difficult concepts are involved.
- Census and Survey Planning Committees are established to spearhead, guide and participate in the activities from design of instruments to data dissemination. Members include those dealing with Gender, Household Surveys and Sampling & GIS, Employment and key stakeholders⁵ may be involved in some cases. In the case of gender, the committee ensures that surveys, concepts definitions and methodologies used in the data collection, presentation and dissemination are culturally and gender sensitive and consider emerging requirements
- Stakeholder consultation and participation to prioritise operations by identifying critical needs. The views of stakeholders, which are key for assessing each part of the statistics production process but remain relatively under researched, are harnessed through:
 - user inquiries: To capture gender concerns, identify sources and availability of administrative data on gender; determine data gaps⁶ relevant to gender activities and programmes and improve gender statistics products. Within the Statistics Agency enquiries facilitate the monitoring and evaluation of the process of engendering of statistics by indicating achievements, new demands, constraints and areas of improvement for each statistical programme area.
 - user - producer workshops for promoting dialogue; reviewing and appraising current delivery of statistical programmes; assessing statistics relevance; educating on statistical definitions, concepts, production and use; prioritising statistical programme areas and recommending a plan of action and strategies for efficient delivery of statistical information.
 - Dissemination workshops are conducted at national and provincial levels to disseminate the results to various users. During the 1999 Labour Force Survey (LFS) dissemination workshops, new areas for data were identified and

⁴ Core surveys include, Labour Force and Child Labour Surveys, Agriculture and Livestock Survey, Income Consumption and expenditure Survey, Demographic and Health Survey and Intercensal Demographic Survey

⁵ For the 2004 Labour Force and Child Labour Survey, these were the Ministry of Public Service, Labour and Social Welfare, National Social Security Authority, ILO, UNICEF

⁶ Data gaps, arising from data not being collected, not being analysed or produced, relate to: unpaid care work, domestic violence and abuse; access to resources including land, credit and inputs; informal sector opportunities; occupational segregation, remuneration, employer preferences and training; time use

include retrenchments, enhanced informal sector, underemployment and unpaid care work. These areas were covered in the 2004 survey.

- Consensus-building workshops are held with stakeholders to ensure relevance of questions and data collected and to agree on concepts, methodologies and definitions, survey manuals and the expected output. The Labour Force Survey of 2004 benefited from the help of an ILO Consultant.
- Dissemination of gender statistics: Utilisation of evidence in policy and decision making depends on the quality of evidence, its accessibility, methods for dissemination and a context favouring implementation of effective interventions. In many cases, the production of gender statistics is limited to the production and publication of data by sex. In addition specific gender reports⁷, gender statistics are also disseminated through reports with gender sensitive statistics⁸, Internet (website - <http://www.zimstat.org>) and databases. The Zimbabwe National Statistics Database (ZIMDAT) contains economic, social and political indicators from 1980 and most indicators are disaggregated by sex. The Integrated Management Information System (IMIS) accommodates individual data records.

Implications for engendering household surveys

Household surveys are an important source of socio-economic data and have become a dominant form of data collection, supplementing or sometimes even replacing other data collection programmes and civil registration systems. Important indicators to inform and monitor development policies are often derived from such surveys. Accordingly censuses and surveys conducted by the Central Statistical Office (CSO) include a question with the sex variable linked to all questions dealing with individual persons and where applicable to facilitate tabulation by sex. Some examples from the 2004 LFS & Child Labour Survey of engendered survey results are:

- Labour force participation (LFPR) for males (average 91%) exceeds those for females (average 84%).
- There were 537 thousand economically inactive females compared to 292 thousand males.
- Seventy nine percent of Zimbabwe's working age population was employed. Male employment rate in Zimbabwe was 85 percent while for females it was 74 percent. Large differentials between male and female employment rates were observed in the urban provinces of Harare (71 percent for male against 44 percent for female) and Bulawayo (70 percent for male against 46 percent for female).
- Broad youth (persons of age 15 to 24 years) unemployment rate was 19 percent for females, 11 percent for males to give 15 percent for both sexes.
- Forty five percent of the 529 thousand of the unemployed persons were previously employed; and of whom 79 percent were females.

⁷ Women and Men in Zimbabwe, Facts and Figures, Women and Men, Gender Statistics Fact Sheet, Gender Statistics Available Within the Central Statistical Office, Gender Statistics User Inquiry Report,

⁸ Population Censuses; Zimbabwe Demographic and Health Survey (ZDHS); Labour Force Survey; Child Labour Report; Prison Censuses, Migration and Tourism, Report on the Proceedings of the User Producer Statistics Symposium

- Currently employed population age 15 years and above was estimated to be 5.1 million and of these 681 thousand were considered to be in the informal sector; 319 thousand were males and 362 thousand were females.
- The informal sector absorbed 31 thousand persons from the population ever-retrenched between January 1995 and May 2004, 80 percent of them males.
- 59 percent and 81 percent of male and female agricultural employees, respectively, reported injuries that were work related.

Lessons for engendering household surveys measuring work

The basis for gender statistics development is clearly expressed in:

- international, regional and national documents and plans for gender equality
- national laws and/or other governmental ordinances and regulations
- various manuals and guidelines for improvement of gender statistics
- Numerous gender statistics workshops and seminars convened around the world.

The Zimbabwe Millennium Development Goals 2004 Progress Report assessed capacity for monitoring Goal 3 considering the existing capacities for data gathering, statistical tracking, statistical analysis, incorporating statistics into policy and overall monitoring and evaluation and the quality of survey information using the categories of: very weak, weak, fair, strong and very strong. Rated as fair were the existing capacity for data gathering and the quality of survey information while existing capacities for statistical tracking, analysis and incorporating statistics into policy were rated as weak. No system for gender monitoring and evaluation was in existence.

A vigorous awareness campaign within the NSS about the existence of the documents together with knowledge about gender concerns and gender equality policies and why gender statistics has to be mainstreamed in development of the whole official statistical system is an imperative. The following strategies are recommended for engendering household surveys:

- Establish a National Committee on Gender Statistics for key users and producers
- Organise gender training (sensitisation, analysis, etc) for stakeholders in the National
- include the sex variable as a primary and overriding classification in all data collected, analysed and presented on individuals
- fill data gaps, either through in-depth gender analysis of existing data or undertaking new data collections
- Develop gender statistics database
- compile a compendium on standards, concepts, definitions and measures for the NSS
- ***At international and regional levels:*** some existing manuals and guidelines e.g. on organisation and management of national statistical offices; statistical legislations; principles of official statistics, household surveys, subject matter statistics, etc. may need revising to incorporate gender dimensions!