

**Report of the Workshop on Household Surveys and
Measurement of Labour Force with
Focus on the Informal Economy¹**

Maseru, Lesotho, 14-18 April 2008

¹ This document has been issued without formal editing.

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INTRODUCTION

1. The workshop on Household Surveys and Measurement of Labour Force with Focus on the Informal Economy was held in Maseru, Lesotho from the 14 –18 April 2008. The workshop was organised by the United Nations Statistics Division (UNSD), in collaboration with the International Labour Office (ILO), the United Nations Economic Commission for Africa (UNECA) and the Secretariat of the Southern African Development Community (SADC). It was hosted by the Lesotho Bureau of Statistics.
2. The workshop was organized as part of the project "Strengthening statistical capacity-building in support of progress towards the Internationally Agreed Development Goals in the Southern African Development Community (SADC) region". Its key objective was to improve knowledge on the measurement of women's and men's participation in the labour force through household surveys. Specifically, the Workshop provided participants with the skills needed to identify and take into consideration relevant gender issues in the collection, tabulation and dissemination of statistics on the labour force, with a particular focus on statistics on employment in the informal sector and informal employment.
3. A total of 56 participants from 14 countries in the SADC region– Angola, Botswana, Democratic Republic of the Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia, and Zimbabwe – attended the Workshop. Participants included representatives from the National Statistical Office and Ministry of Labour of SADC countries as well as from other relevant line ministries from Lesotho, including the Ministries of Planning, Finance and Education. In addition, representatives from UNDP Lesotho, the media and the World Bank attended the workshop as observers.
4. Six resource persons representing the United Nations Statistics Division (UNSD), the International Labour Organization (ILO), the United Nations Economic Commission for Africa (UNECA) and the SADC Secretariat also participated in the workshop (see Annex I for the list of participants).

I. ACCOUNT OF PROCEEDINGS

A. Opening Remarks

5. Mrs. Liengoane Lefosa, Director, Bureau of Statistics, Kingdom of Lesotho, welcomed the participants to the workshop. In her introductory remarks Ms. Lefosa emphasised the importance of measuring employment in the informal sector and informal employment in order to improve the availability of information on a main component of the labour force in SADC countries. She highlighted Lesotho's efforts to improve the collection and availability of official labour statistics and noted that the Lesotho Bureau of Statistics was preparing to undertake its Labour Force Survey and hoped to use the lessons learned at the workshop in order to improve its data collection methodology and

practices. She concluded her remarks by exhorting participants to fully engage in the workshop, to share their country practices and to learn from each other.

6. Mr. Bhim Udas, Acting UN Resident Coordinator and Country Director, UN World Food Programme, addressed the workshop participants on behalf of the United Nations system. In his address, Mr. Udas stressed the relevance of strengthening labour statistics in order to promote social and economic development in the region. He noted that reliable and timely information is key to formulate and monitor national policies and programmes to achieve all development goals, including achieving gender equality in employment and decent work for all, as affirmed in the Millennium Development Goals. Recognizing the importance of collaboration among producers and users of statistics, Mr. Udas urged participants to use the workshop as an opportunity to strengthen working relations between National Statistical Offices and Ministries of Labour and, upon return to their countries, to engage in dialogue with national women's machineries.

7. H.E. Mr. Mosita Khethisa, Principal Secretary, Ministry of Finance and Development Planning, Kingdom of Lesotho, delivered the inaugural address. In his speech, H.E. Mr. Khethisa applauded UNSD for selecting Lesotho as the venue for the workshop, noting that the timing was opportune, as statistics were deeply needed to support development policies both in the country and in the SADC region. H.E. emphasised the workshop's objective to strengthen the role of official statisticians and enable them to be effective in their areas of service. He further remarked on the growing demand for quality statistics for evidence-based decision making globally. Finally he expressed hope that participation in the workshop would result in the development and standardisation of relevant methodologies used in the collection, production and dissemination of labour statistics in the SADC region.

8. Mr. Yacob Zewoldi, Statistician, United Nations Statistics Division, thanked the Bureau of Statistics, Kingdom of Lesotho, for hosting the workshop and for the hospitality extended to the workshop participants. He further informed participants of the objectives of the workshop in the context of the SADC Development Account Project, noting that the recommendations to come out of the workshop would be presented to the SADC Steering Committee in May 2008. He concluded by exhorting participants to network and share their experiences, not only among institutions within countries, but also across countries.

B. Organization of the workshop

9. As laid out in the agenda (Annex II), the workshop was organized into five modules: (I) Introduction to Gender Issues and Production of Gender Statistics with a focus on the Labour Force; (II) Informal Sector and Informal Employment; (III) Design and Implementation of Labour Force Surveys; (IV) Collaboration and Coordination, and (V) National, Regional and Global Initiatives. Key substantive and organizational issues were covered within each module as follows:

- (I) Introduction to Gender Issues and Production of Gender Statistics
 - Session 1: Overview: Gender issues and incorporation of a gender perspective in statistical production and dissemination
 - Session 2: Overview of key gender issues in the labour force: African experiences
 - Session 3: Country presentations: Gender issues and the production of labour statistics
 - Session 4: The SNA Framework: Review and conceptual mapping of key gender issues
- (II) Informal Sector and Informal Employment
 - Session 5: Informal Sector: Key concepts and definitions, criteria for identifying enterprises in the informal sector
 - Session 6: Informal Employment: Key concepts and definitions, conceptual framework to identify informal employees
 - Session 7: Data Collection Programmes: Overview of data sources for the informal sector
 - Session 8: The Statcom- Africa Working Group: Informal Sector and Informal Employment Measurement in African Countries
- (III) Design and Implementation of Labour Force Surveys
 - Session 9: Design and Implementation of Labour Force Surveys, with a view to measuring all forms of women's and men's work, including informal employment
 - Session 10: Case studies of some surveys in SADC countries
 - Session 11: Tabulation, presentation and dissemination: Highlighting gender issues
- (IV) Collaboration and Coordination
 - Session 12: Identifying data needs through user-producer collaboration
 - Session 13: NSS: Coordination
- (V) National, Regional and Global Initiatives
 - Session 14: Labour statistics requirements for monitoring international frameworks on gender equality: The case of the African Gender and Development Index (AGDI)
 - Session 15: Roundtable on:
 - (a) Unemployment and complementary indicators of labour under-utilization
 - (b) Costs and benefits of annual labour force surveys
 - (c) Towards harmonization of concepts and definitions for SADC countries
 - Session 16: Building partnerships for the incorporation of gender in labour statistics: Global and regional programmes

10. Expert resource persons covered the sessions within each module through plenary lecture presentations. These were followed by country presentations and/or group exercises. The presentations and groups exercises are available for download on the United Nations website:

http://unstats.un.org/unsd/newsletter/unsd_workshops/steering_committee.htm

11. The country presentations enabled participants to share national practices and experiences with the measurement of women's and men's work through labour force surveys, as well as with specific methodologies for the conduct of labour force surveys,

in general, and for the collection of data on employment in the informal sector and informal employment, in particular.

12. The group exercises were designed to promote interaction among participants and to facilitate learning through the application of the knowledge gained in the substantive lecture presentations. Participants worked in teams of 7-8 people to complete the group exercises. At the beginning of each group exercise the teams selected a chair and rapporteur who were responsible for coordinating the group work and taking notes and reporting back the results of the group work, respectively. At the end of each group exercise, the team rapporteur presented the results of their work to the plenary.

C. Workshop materials

13. Participants received the following publications as basic materials for the workshop:

Engendering Statistics: A Tool for Change

Statistics Sweden 1996

ISBN: 91-618-0859-8

Handbook for Producing National Statistical Reports on Women and Men

Series: ST/ESA/STAT/SER.K/14

Sales No.: E.97.XVII.10

Handbook of Statistical Organization, Third Edition: The Operation and Organization of a Statistical Agency

Series: ST/ESA/STAT/SER.F/88

Sales No.: 03.XVII.7

14. Additional supporting materials were provided to participants by UNSD, ILO and UNECA.

II. SUMMARY OF DISCUSSIONS

A. Module I: Introduction to Gender Issues and Production of Gender Statistics

Session 1: Overview: Gender issues and incorporation of a gender perspective in statistical production and dissemination

15. The first session of the workshop gave a high level introduction to the essential steps to incorporate gender issues in the production of official labour statistics. In reviewing the steps, the session underscored that disaggregation by sex is not sufficient to ensure that labour statistics adequately reflect gender issues. Rather, gender issues need to be explicitly considered at every stage in the production of labour statistics. That is, gender issues need to be identified at the outset of the data production process through user-producer dialogue; data collection methodologies –including sample design, definitions,

concepts, classifications, data collection instruments, interviewers' manuals, fieldwork protocols – need to be reviewed to ensure appropriate measurement of women's and men's work and to minimize potential gender biases; finally, tabulations and data analysis need to include the appropriate level of detail to shed light on gender issues in labour force participation and employment conditions.

16. Participants recognized the importance of ensuring that labour statistics adequately capture and reflect gender issues, but noted that two important challenges are a limited understanding of the distinction between sex and gender among producers of statistics and a lack of user demand for such information. Regarding the latter challenge, some participants questioned the role of the National Statistical Office in generating demand for labour statistics for addressing gender concerns. The Group concluded that the NSO does have an important role to play in generating demand for its products, including gender statistics, and that continued dialogue with users' is crucial to ensure that the statistics produced are relevant to the needs of users, including users of gender-relevant information.

Session 2: Key gender issues in the labour force: African experiences

17. Mr. Dimitri Sanga, United Nations Economic Commission for Africa, discussed the use of labour force surveys to collect information on the size and structure of the labour force and on the employment conditions of economically active women and men, including their employment in the informal sector and in informal jobs. As such, the session underscored the role of labour force surveys as key instruments for the collection of statistics relevant to addressing gender issues in the labour force. Examples of how data collected through national labour force surveys can be used to highlight gender issues in the labour force were presented using micro-data from the 2005 Labour Force Surveys of Ethiopia and Zambia.

18. In reviewing current practices in the conduct of labour force surveys in African countries, Mr. Sanga noted that these tend to be infrequent, followed by a limited dissemination of the resulting statistics, and often lacking the required documentation such as a description of the methodology used. In this regard, participants voiced the need to review dissemination practices and to conduct participatory sessions with key stakeholders to promote the use of the data collected. Some participants also pointed out that there is a need to improve country response rates to questionnaires sent by regional and international organizations in order to improve the availability of key labour statistics for cross-country comparisons.

Session 3: Country presentations: Gender issues and the production of labour statistics

19. Participants from the National Statistical Offices of Mozambique, Malawi and South Africa shared their experiences with the incorporation of a gender perspective in the production of labour statistics. Among the activities conducted by the National Statistical

Offices to improve the coverage of gender issues in statistical production were: (a) the establishment and maintenance of dialogue with key stakeholders, including the national women's machineries; (b) establishment of gender statistics focal points or units; (c) identification of key gender issues affecting labour outcomes such as: inequality in access to education and employment, control and use over economic resources, division of labour within the household and in subsistence agriculture, lack of empowerment in the public and private sectors, overlap in the economic and non-economic activities conducted by women (work and domestic chores), and the intermittent nature of women's work throughout the year; (d) inclusion of questions or modules in the labour force survey specifically designed to collect information relevant for gender issues such as time-use modules to capture time spent in various non-market activities; (e) collaboration with gender statistics teams during report writing; (f) publishing of products specifically geared to users of gender statistics such as booklets on Women and Men; (g) basic analysis by sex of all household survey data; and (h) provision of assistance to stakeholders with gender analysis of data.

20. At the same time, presenters raised some of the challenges faced by National Statistical Offices in mainstreaming gender in statistics including: (a) lack of continued demand for gender statistics products by users; (b) parallel priorities competing for limited funds; (c) limited understanding of the scope of gender mainstreaming in statistics by statisticians and policy-makers; (d) lack of a coherent framework of gender statistics; and (e) insufficient in-depth analysis of the collected data to highlight gender issues. In the ensuing discussion, some participants likewise voiced concern over increasing respondents' burden if additional topics or questions are needed in the labour force survey in order to capture gender issues. In this regard, it was noted that in many cases, improving the quality of labour force survey methodology and operations in order to better capture gender issues does not necessarily involve adding topics or questions, but rather reviewing the existing practices to limit any potential biases that may disproportionately affect the measurements by sex.

Session 4: The SNA Framework: Review and conceptual mapping of key gender issues

21. The session reviewed the key elements of the international framework most commonly used to define the economically active population: The System of National Accounts 1993. The review focused on the significance of the framework for the measurement of the economically active population, highlighting its implications for capturing women's and men's work. It also explored the linkages between the SNA framework and the measurement of employment in the informal sector.

22. The session raised two key issues in relation to the use of the framework to measure work from a gender perspective. The first issue relates to the scope of the concept of economic activity. It was pointed out that the demarcation of the SNA production boundary, which serves to define which productive activities are to be considered as economic and, therefore, who is to be considered as economically active, excludes some services for own final consumption primarily performed by women such as cleaning,

cooking, caring for family members and instructing children. It was also noted that voluntary work is currently not included within the SNA production boundary, leaving out from the measures of economic activity an important set of productive activities performed by both women and men.

23. The second issue raised relates to measurement problems. It was pointed out that, often, many of the non-market activities included within the SNA production boundary are not properly captured through existing data collection instruments. Because many of those non-market activities are performed disproportionately by women, their economic participation is often underestimated. In addition, many of the economic activities conducted by women tend to overlap with non-economic activities, or to be conducted on a sporadic or intermittent basis, posing significant challenges to their capture through labour force surveys.

24. Participants discussed various ways to improve measurement of women's and men's work from a gender perspective, noting the importance of reviewing the definitions, questions, fieldwork operations including interviewers' manuals and training, survey periodicity, etcetera in order to ensure that all productive activities contained within the SNA production boundary are properly captured. In addition, participants discussed the use of methodologies such as time-use surveys to measure those productive activities falling outside of the SNA production boundary.

B. Module II: Informal Sector and Informal Employment

Sessions 5 and 6: Informal Sector and informal employment: Key concepts and definitions

25. The session focused on a review of the international statistical definitions of employment in the informal sector and of informal employment, highlighting the key differences between the two concepts and their linkages. The session also reviewed current guidelines for the measurement of employment in the informal sector and informal employment through national labour force surveys. It was pointed out that employment in the informal sector is an enterprise-based concept measured through an assessment of the characteristics of the enterprise where respondents work. By contrast informal employment is a job-based concept measured through an assessment of the characteristics of the respondents' jobs.

26. Both concepts can be related through a framework of employment in the informal economy that classifies employment by type of production unit (informal sector enterprises versus other units of production) and by type of job (informal jobs versus formal jobs). Employment in informal sector is comprised of all jobs, regardless of type, located in informal sector enterprises. Informal employment is comprised of all informal jobs regardless of type of production unit. As such, informal employment is a broader

concept than that of the informal sector. Indeed, it was pointed that the Delhi Group recommended the measurement of informal employment to complement measures of employment in the informal sector in order to more fully capture the growing informalisation of employment taking place globally.

27. At the same time, the session reminded participants that the concepts refer to different aspects of the informalisation of employment and to different target groups for policy-making. As such, the concepts complement each other and are useful for different analytical and policy-making purposes. It is important that both concepts be defined and measured in a coherent and consistent manner and that their different meanings be properly explained to users in order to limit potential misinterpretation or misuse of the data.

28. Regarding employment in the informal sector, it was pointed out that the International Conference of Labour Statisticians (ICLS) has recommended a set of criteria for identifying and classifying informal sector enterprises. These criteria, however, have been difficult to measure in practice. As a result, most countries collect statistics on employment in the informal sector based on the size of the enterprise. For international comparability, the Delhi Group has recommended a narrower definition based on the largest common denominator of currently used national definitions. This definition requires 3 essential criteria to be applied simultaneously: (a) productive units with less than 5 employees; (b) not registered; and (c) excluding those with paid domestic workers.

29. Regarding informal employment, the session noted that it includes both de-jure and de-facto informal jobs. That is, a person is considered to have an informal job if his/her employment relationship is, in law or in practice, not subject to national labour legislation, income taxation, social protection or entitlement to certain employment benefits.

30. Examples of questions used in labour force surveys to measure informal sector employment and informal employment were reviewed. In the case of informal employment, it was noted that once employment in the informal sector has been measured for the different employment status groups, it is only necessary to ask questions to employees in order to measure informal employment. This is because the informal employment situation of the self-employed (own-account workers and employers) can be inferred from the type of enterprise in which they work (informal versus other types of enterprises), while contributing family workers are always considered as informally employed by definition. Questions being used to measure the informal employment situation of employees include payment of social security contributions by the employer, possibility to benefit from paid annual leave and from sick leave.

31. Questions raised by participants included the treatment of agriculture, of unregistered enterprises with full book of accounts, and of unregistered enterprises with trade licenses. It was noted that agriculture is excluded from the informal sector, not on conceptual grounds, but for practical data collection reasons. In the case of unregistered enterprises with full book of accounts, it was noted that these are considered as quasi-corporations in

the SNA framework and are, thus, excluded from the informal sector. Finally, regarding trade licenses it was pointed out that these have no effect on how businesses are operated and, therefore, do not satisfy the registration criteria.

32. During the group exercise, participants discussed alternative ways of defining and measuring employment in the informal sector and informal employment, considering national circumstances. The groups also proposed a set of questions or criteria to measure both concepts through national labour force surveys.

Session 7: Data Collection Programmes: Overview of data sources for the informal sector

33. The session reviewed, in more detail, the alternative data collection programmes for the measurement of employment in the informal sector and of informal employment. The session started with a review of the two key measurement objectives with respect to employment in the informal sector and informal employment and their implications for the choice of data collection programme. The first objective is to monitor informal sector employment and informal employment, through the collection of information on the number and characteristics of persons involved and their conditions of employment and work. The second objective is to measure the number and characteristics of informal sector enterprises, including their role in generating employment and income as well as their productivity, organization, functioning, constraints and potentials.

34. The first objective requires the collection of information on individuals on a frequent basis, such as annually. As such, the primary source of data are household surveys, including labour force surveys where the observation units are household members. The second objective requires the collection of information on enterprises on a regular but less frequent basis, such as every five years. In this latter case, the primary source of data are informal sector surveys, including establishment surveys and mixed household and enterprise surveys, where the observation units are informal sector enterprises.

35. Key advantages of using labour force surveys were reviewed, including the low cost associated with the addition of a few questions relating to the definitions and characteristics of informal sector employment and informal employment and the possibility of collecting such data on a relatively frequent basis. It was also pointed out that labour force surveys can be used as the first phase of a mixed household and enterprise survey of the informal sector, as well as to evaluate data on informal sector employment obtained from enterprise surveys.

36. Participants discussed the key design considerations that must be addressed when using labour force surveys to capture information on informal sector employment and informal employment. These included designing questions that can be answered by self-respondents and proxy-respondents; including special probes to capture activities that might otherwise go unreported such as unpaid work in small family enterprises, home-based work, unregistered work, and casual jobs; asking the information for main and secondary jobs; including in the sample an adequate number of areas where informal

workers live and a sufficient number of cases to allow detailed breakdowns for specific types of informal jobs such as home-based work; and considering the possibility to spread the sample in time (or repeat the measurement at frequent intervals) in order to ensure proper measurement of seasonal and other variations over time.

37. In the case of surveys of informal sector enterprises, participants reviewed the key differences between establishment surveys and mixed household-enterprise surveys. It was pointed out that both types of surveys have strengths and weaknesses and that their appropriateness depends on the specific objectives and existing design constraints.

Session 8: The Statcom- Africa Working Group: Informal Sector and Informal Employment Measurement in African Countries

38. The session informed participants of the work of the African Centre for Statistics, UN Economic Commission for Africa, to improve the quality and availability of statistics on informal sector employment and informal employment in the continent. These included a review of methodologies, definitions and concepts currently being used by African countries as well as the set-up of a Working Group on the measurement of the informal sector following the recommendations of the Statistical Commission for Africa.

39. The review of methodologies revealed significant differences among countries in their measurement of employment in the informal sector including differences in: (a) types of surveys used as primary sources of data; (b) size criterion used to define informal sector enterprises; (c) treatment of the agricultural sector; (d) type of registration criteria considered; (e) minimum age for defining the economically active population and (f) treatment of special groups such as professional workers. These differences add variability to the estimates, thereby limiting their international comparability.

40. In light of these differences, the Statistical Commission for Africa recently set up a Working Group on the measurement of the informal sector to: (a) review existing methodologies; (b) promote discussion on the nature of informal sector in the African context, (c) promote discussions on the development of an integrated methodology that complies with international recommendations on the measurement of informal sector. Participants were exhorted to join the Group and contribute to the deliberations.

C. Module III: Design and Implementation of Labour Force Surveys

Session 9: Design and Implementation of Labour Force Surveys, with a view to measuring all forms of women's and men's work

41. The session reviewed key concepts and definitions used in the measurement of the economically active population and its components, namely, employment and unemployment. Specifically, the session began with a review of the key features of the

labour force framework and its use to classify of the working age population into three mutually exclusive and exhaustive groups: the employed, the unemployed, and the not economically active. In reviewing the definition of employment, the session underscored the importance of the one-hour criterion and the priority principle to distinguish between employment and unemployment. At the same time, it pointed out to the need for additional data collection on hours of work, working-time arrangements and time-related underemployment to better distinguish between different types of employment situations and groups.

42. The session further highlighted various aspects of the collection of data on the economically active population through labour force surveys including the application of various defining criteria and the treatment of particular groups in questionnaire design such as contributing family workers, apprentices, members of the armed forces, volunteers and producers of goods for own final use by their household. In the case of the latter group, it was noted that they should be considered as employed if the output provides an important contribution to the total consumption of the household, where the “important contribution” criteria is usually measured in terms of number of hours worked.

43. Towards improving the availability of data on underemployment, participants reviewed two concepts of time-related underemployment put forward by the 16th International Conference of Labour Statisticians: persons in time-related underemployment and volume of time-related underemployment. To address existing criticisms regarding the suitability of the concept of unemployment for developing country settings, the session reviewed various alternatives regarding the relaxation of the seeking work criterion. The session noted that it is preferable to implement a partial relaxation rather than a full relaxation of the criterion. Partial relaxation can be applied to specific groups such as persons temporarily laid off without formal job attachment, persons awaiting replies from employers, discouraged workers and seasonal workers during the off-season.

44. Participants were also reminded of the importance of word selection and question design to ensure the accuracy and reliability of the data collected. The use of activity lists to minimize exclusion of non-market economic activities was likewise demonstrated, noting its usefulness to improve measurement of women’s work, in particular.

45. Finally, the session highlighted the importance of developing measures of participation in non-economic productive activities such as unpaid services for own consumption and volunteer non-market services. In this regard, the session suggested the possibility of adding modules to the LFS questionnaire to capture engagement in various types of non-economic productive activities during the reference period and the number of hours spent on those activities. It was pointed out that, in order to have an accurate measure of participation in such activities, the module should be asked of all persons, regardless of labour force status.

46. During the group exercise participants reviewed the labour force survey questionnaires of three countries participating in the workshop. Each group drafted and proposed a series of recommendations to improve various aspects of the questionnaires including question wording, skip patterns and question flow, questionnaire layout and design. In addition, some groups made recommendations to improve the measurement of employment from a gender perspective as well as the measurement of employment in the informal sector and informal employment.

47. In the ensuing discussion, participants commented on the diversity of concepts, definitions and formats used in the measurement of the labour force by the SADC countries. Some participants voiced the need to develop a common methodology to improve the comparability of the data collected across SADC countries.

Session 10: Case studies of some surveys in SADC countries

48. Representatives from South Africa, Tanzania, Namibia and Madagascar shared their practices and experiences in the collection of labour market information through surveys including labour force surveys, employment surveys, and informal sector surveys. The presentations focused on detailed aspects of the survey programmes including: (a) sample design and; (b) development and update of sample frames; (c) topic coverage; (d) periodicity; (e) inclusion of special modules on such topics as child labour, informal sector and time-use; (f) fieldwork logistics; (g) quality assurance and (h) data processing and dissemination. The presenters also discussed future plans and key challenges.

49. Among the key challenges noted were the lack of gender mainstreaming in data collection, the limited availability of funds to expand topics and/or to increase the frequency of the surveys, as well as management issues in fieldwork operations.

50. Participants sought clarification on specific practices such as the sample rotation system used by South Africa in its continuous labour force survey and potential respondent fatigue; and the reasons behind Tanzania's move from a stand alone survey to an integrated module of the labour force survey. Questions were also asked regarding the use of field enumerators for editing and coding.

Session 11: Tabulation, presentation and dissemination: Highlighting gender issues

51. The session reviewed basic steps to tabulate and disseminate labour force data in ways that highlight gender issues in the labour market. It was noted that highlighting gender issues in the dissemination of labour statistics is an important aspect of the incorporation of a gender perspective in statistical production. As such, it requires going beyond the basic tabulation of all statistics by sex. In addition, it is important to consider the disaggregation of data by additional characteristics that underlie differential work patterns between women and men, particularly marital status, family composition

(presence of young children in the household), and the presence of dependents in the family (including elderly and disabled relatives).

52. The session noted that it is important not only to prepare key tabulations addressing specific gender issues in the labour force, but also to present such information in simple formats targeting key users through a variety of products. In this regard, the session reviewed basic principles of statistical data presentation and highlighted key points for improving the presentation of labour statistics from a gender perspective to reach a wide audience.

53. Participants were reminded of the importance of identifying key users of labour statistics in terms of the type of data needs as well as their level of statistical knowledge. It was also noted that it is important to promote the results of labour force surveys through presentations, media briefs, and promotional materials in order to improve the dissemination and use of the data collected.

54. Finally, the session highlighted the need to establish partnerships with academic and research institutions to promote more in-depth analysis of the data collected. Likewise, partnerships with non-governmental institutions and with national women's machineries are needed in order to improve the gender analysis and use of the data. In addition, participants discussed the need to release micro-data files in order to promote the use and analysis of the data collected. Some participants voiced concern over the release of micro-data files and the assurance of data confidentiality. It was noted that various statistical techniques exist to anonymize the data and protect respondents' confidentiality. In addition, legal procedures also exist to ensure that data are only used for analytical and research purposes. Some countries shared their experiences establishing partnerships with research organizations to promote the use of the data.

D. Module IV: Collaboration and Coordination

Session 12: Identifying data needs through user-producer collaboration

55. The session on user-producer dialogue explored in detail the relevance of establishing a continuous communication channel between users and producers in order to improve the quality and use of labour statistics. It was noted that although producer-user consultation is not a new concept to statisticians, to properly incorporate gender issues, such interaction needs to span the full statistical production process.

56. Specifically, cooperation between users and producers is instrumental to reformulate development issues in terms of gender equality goals, and hence, to identify key gender issues in the labour market for which data are needed. It is also necessary at the data collection stage to refine concepts, methods and classifications, and to get advice on questionnaire design, to ensure that these take into account social and cultural factors that can introduce gender-based biases. At the compilation and analysis stage, producer-user dialogue is necessary to ascertain areas for policy intervention; provide context, verify

deductions and explanations of gender analyses; and enhance the visibility of women and men in statistical products.

57. The session presented key results from the pre-workshop assignment which detailed the extent of user-producer collaboration in the production of labour statistics among SADC countries. The results evidenced that national statistical offices and ministries of labour tend to interact on a regular basis with various users, most importantly the Ministry of Planning. The results, however, evidenced limited interaction with gender statistics focal points within the National Statistical Office and with the national women's machinery, pointing to the need to bring these key stakeholders to the table. It also revealed that most of the user-producer interaction occurs at the questionnaire design and data analysis and dissemination stages, pointing to the need for greater consultation with users in order to identify key gender issues for which data are needed.

58. The session also reviewed various approaches to establish and maintain dialogue between users and producers of labour statistics including: informal discussions, individual consultations, requested comments and reviews of draft documents, technical workshops, meetings of advisory and/or consultative committees, dissemination workshops, etcetera. It was emphasized however that, regardless of the channel used, communication should be continuous and bi-directional. In this regard, some participants also noted the use of customer satisfaction surveys to receive feedback on the quality and relevance of specific statistical products.

59. Among the key challenges in establishing effective user-producer groups identified by participants were: (a) problems with the institutionalization of such groups; (b) lack of trust among users; and (c) limited statistical knowledge of users. It was noted that statistical offices need to be flexible and have perseverance in reaching out to users in order to overcome such obstacles. Finally, some participants noted the importance of engaging users in the design and implementation of the National Strategy for the Development of Statistics (NSDS) to ensure proper integration of user needs in all statistical production.

Session 13: NSS: Coordination

60. The session reviewed the Fundamental Principles of Official Statistics placing particular emphasis on Principle 8, which states that “coordination among statistical agencies within countries is essential to achieve consistency and efficiency in the statistical system.” It was noted that coordination is essential to: (a) promote the use of consistent standards and methods, (b) promote the production of comparable data in different sectors, (c) avoid duplication of work, (d) create a single image and build trust in statistics, and (e) minimize respondents' reporting burden.

61. At the same time, it was acknowledged that coordination is difficult because, in general, no one likes to be coordinated. The need for specialization in different sectors and, often, the lack of legislation promoting coordination also hinder efforts to establish a

coordinated national statistical system. Yet, efforts need to be directed at promoting the development of a coherent statistical system to improve the quality, integrity and comparability of the information produced, which is crucial to building trust among users.

62. Participants discussed the role of the National Statistical Office in promoting coordination of statistical activities at the national level. It was noted that the National Statistical Office has an important role to play in (a) the preparation and monitoring of national statistical programmes, in regular dialogue with other producers; (b) developing and maintaining statistical frameworks, standards, protocols, definitions, classifications, directories of statistical sources, as well as metadata standards; and (c) disseminating manuals of good practice and providing training.

63. Selected legislations addressing statistical coordination in SADC countries were reviewed. Participants also shared their coordination experiences, noting the difficulties encountered. In this regard, some participants commented that coordination at the national level is further hampered by the multiple demands of international donor agencies. It was noted that there is a need for donor agencies to improve the coordination of their activities, as often times their demands are at odds with national statistical programmes.

E. Module V: National, Regional and Global Initiatives

Session 14: Labour statistics requirements for monitoring international frameworks on gender equality: The case of the African Gender and Development Index

64. The session gave an overview of the African Gender and Development Index (AGDI) developed by the UN Economic Commission of Africa (UNECA) in order to measure progress in the attainment of national, regional and international goals relating to the advancement of women. It was noted that the AGDI is a comprehensive composite index made up of two complementary components: The Gender Status Index (GSI) and the African Women's Progress Scoreboard (AWPS). The GSI is a quantitative measure that takes into account women's position relative to men in three broad areas: social, economic and political. As such, it provides a summary measure of gender equality in a given country. The AWPS, by contrast, is a matrix that captures qualitative issues in relation to the performance of gender policies of African countries. It provides an assessment of the gap between political commitment and the implementation of gender policies.

65. Participants reviewed the data requirements to calculate the GSI, placing particular focus on the requisite labour statistics. These include statistics on income, time-use, employment, access to resources, and participation in the public sector and in civil society. In the case of income statistics, the requisite data include wages disaggregated by specific sectors (agriculture, formal sector, informal sector, civil service) and income disaggregated by specific source (informal enterprise, small agricultural household enterprise, remittances and inter-household transfers). In terms of time-use the requisite data include measures of time-spent in market economic activities, in non-market

activities or as contributing family worker, and in non-market services (domestic care and volunteer activities). In the case of employment, the requisite data refers to the share of paid employees, own-account workers and employers in total employment. Regarding access to resources and participation in the public sector and in civil society, the requisite data includes measures of number of employers, and of employment by specific occupations (high civil servants, professionals, administrative, scientific and technical staff, members of parliament, ministers, judges, etc).

Session 15: Roundtable

(a) Unemployment and complementary indicators of labour under-utilization

66. The roundtable commenced with a presentation by ILO of current criticisms to the definition of unemployment and a proposed framework for the development of complementary indicators of labour under-utilization. It was noted that unemployment, as defined by the 13th ICLS, is of limited relevance in describing the employment situation in developing countries, as in such settings most people cannot afford to be unemployed for any long period of time. In addition, the conventional means of seeking work are of little relevance as, often times, employment opportunities are limited and the mechanisms for identifying job opportunities are largely informal or undeveloped.

67. Despite the criticisms, unemployment remains a useful concept denoting a total lack of work for those willing and wanting to work. Yet, it is a concept that needs to be supplemented with additional indicators of labour-underutilization to more comprehensively reflect the employment situation in developing countries. The proposed measures aim at distinguishing (a) between types of employment situations among the employed population, and (b) between groups of the economically inactive population by degree of labour market attachment.

68. In the case of the employed population, it is proposed to create various subcategories considering such employment aspects as: hours of work, earnings, and skills. Thus, the employed would be divided into two main categories: Persons in time-related underemployment, and persons not in time related underemployment. The latter category would be further divided into: voluntary part-time workers (<40 hours per week), full-time workers and persons working long hours (>48 hours per week). Each of these subcategories would be further subdivided by level of monthly earnings (low, not low), and by skills (underutilised, not underutilised).

69. In the case of the economically inactive population, the proposed measures would distinguish between four main categories of inactive persons: (a) Persons wanting work and available for work, but not seeking work; (b) persons seeking work but not available for work; (c) persons wanting work, but neither seeking work nor available for work, and (d) persons not wanting to work. The first three categories would be further sub-divided by reason for not seeking work, by prior work experience, and by reasons for stopping to work.

70. Participants shared their experiences with the collection and reporting of data related to labour underutilization, including the relaxed definition of unemployment. Some noted problems with public acceptance of the unemployment figures and, at times, public confusion over the two measures of unemployment. At the same time, participant voiced the need to collect information on labour underutilization to better reflect the labour market situation in SADC countries. ILO exhorted participants to actively participate in the development of such measures, through engagement in international meetings and conferences and participation in trials to assess the quality of the proposed measures.

(b) Costs and benefits of annual labour force surveys

71. The second part of the roundtable addressed issues related to the conduct of annual labour force surveys. The roundtable started with a review of current international recommendations on the periodicity of labour force statistics, which recommend that current statistics of the economically active population, employment, unemployment, and employment in the informal sector be compiled at least once a year, and statistics on informal sector every five years.

72. ILO further commented on the costs and benefits of annual labour force surveys, noting that these can be conducted following two primary approaches: (1) periodic data collection and (2) continuous data collection. It was noted that the periodic data collection approach provides point-in time estimates whereas the continuous data collection approach provides annual, quarterly and monthly averages which are often more useful than point-in time estimates.

73. In addition, the continuous data collection approach can capture seasonal and other variations over time, and also can eliminate period effects through the division of the sample into monthly, fortnightly or weekly sub-samples. Likewise, this approach provides flexibility in the release of data allowing dissemination of monthly, bi-monthly, bi-annual or annual averages. At the same time, it was pointed out that the frequency of data dissemination will depend on the sample size and the level of geographic detail required.

74. In terms of operations, it was noted that a continuous data collection approach can serve to maintain a more skilled permanent field staff which improves the quality of the data collected and reduces, over time, the costs associated with the recruitment and training of large numbers of temporary field staff. Likewise, data entry and processing can be carried out on a continuous basis, reducing potential bottlenecks in data processing and time lags in the dissemination of results. Finally, a continuous data collection approach increases flexibility to meet demands for additional data as modules on selected topics can be attached to the survey from time to time.

75. Participants commented on the challenges faced to increase the frequency of labour force surveys or to implement a continuous labour force data collection programme. Among the key challenges noted were: (a) lack of political will; (b) limited awareness

among decision makers of the benefits of continuous data collection programmes; (c) fixed budget for surveys that enhance competition among survey activities for funds; and (d) human resource constraints.

76. Some participants shared their experiences with the setup of a continuous data collection programme noting their impact on data quality as well as cost and resource sharing.

(c) Towards harmonization of concepts and definitions for SADC countries

77. The final part of the roundtable focused on the possibility of harmonizing labour force methodology among SADC countries. ECA opened the discussion, highlighting the need for comparable labour statistics to inform policies and monitor progress towards the attainment of national, regional and international goals in such areas as decent work, poverty reduction and gender equality.

78. Participants agreed on the benefits of harmonizing labour force methodology while at the same time ensuring compliance with national needs. Some participants suggested the possibility of developing a common labour force survey as a means to ensure the generation of comparable statistics. ILO pointed out that this may be difficult to achieve as countries have different needs and priorities. However, it was pointed out that it would be possible to propose a model labour force survey that would serve as guide for SADC countries in developing their own data collection instruments. Participants also raised the need to promote harmonization of practices in the conduct of labour force surveys such as the periodicity of the surveys.

79. Finally, participants voiced the need to develop measures of employment in the informal sector, informal employment and labour-underutilization to better reflect the employment conditions prevalent in SADC countries. In this regard, ILO and ECA exhorted participants to join existing expert groups such as the Delhi Group and the Working Group on Informal Sector set up by the Statistical Commission for Africa.

Session 16: Building partnerships for the incorporation of gender in labour statistics: Global and regional programmes

80. The session informed participants of programmes being implemented at the global, regional and sub-regional levels to promote the development of labour statistics and the incorporation of a gender perspective in statistical production. The United Nations Statistics Division presented the Global Gender Statistics Programme which aims to enhance the capacity of countries to collect, disseminate and use quality statistics and indicators to assess the relative situation of women and men in various areas of policy concern. It was noted that the Programme stems from the recommendations of the 2006 Inter-Agency and Expert Group Meeting on the Development of Gender Statistics and is being developed in collaboration with relevant UN agencies, regional commissions, national statistical offices and development partners. The Programme was recently launched at the 2007 Global Forum on Gender Statistics held in Rome, Italy.

81. UNSD presented the four areas of the Global Gender Statistics Programme: International coordination, methodological development, capacity building, and information management and dissemination. It was pointed out that the workshop is part of the capacity building activities being organized as part of the Programme. Participants were also informed of activities to be implemented with ILO to improve the collection and analysis of statistics on employment in the informal sector and informal employment. UNSD noted that the next Global Forum on Gender Statistics is scheduled to take place in Accra, Ghana in November 2008 and exhorted participants to actively participate at the Forum.

82. UNECA informed participants of current activities towards improving gender statistics in Africa. It was noted that the Statistics Commission of Africa recently created a Working Group on Gender Statistics. The objective of the Working Group is to provide guidance on activities to be implemented at the regional level. Among the activities recommended are the setting up of a regional programme on gender statistics; the organization of a regional high level policy dialogue conference on gender statistics; the setting up of a gender statistics network; and the development of country gender statistics strategies drawn from the regional programme.

83. Participants learned of the regional gender statistics programme being proposed by UNECA in response to the recommendations of the Working Group. The programme includes various activities under four key areas: training, research, awareness raising, and networking. The proposed programme will be presented at a regional conference on Gender Statistics to take place in June 2008 in Kampala. It is expected that a task force will be created during the meeting to further elaborate the key activities of the programme.

84. ILO informed participants of the activities being carried out to improve the availability and quality labour statistics. It was noted that all of the activities conducted by the ILO Bureau of Statistics integrate gender as a key concern in their development and implementation. The primary activities of the Bureau are: (1) development or revision of international standards on labour statistics through the conduct of Expert Group Meetings, the Conference of Labour Statisticians (ICLS) and methodological work; (2) collection and dissemination of international labour statistics through various media including the Yearbook of Labour Statistics, the October Inquiry and the LABORSTA online database; and (3) technical assistance in labour statistics through the conduct of technical cooperation projects, advisory missions, training courses and the publication of methodological manuals.

85. At present, the Bureau is developing a conceptual framework for the measurement of hours of work as well as various measures of labour underutilization. The Bureau is also active in the discussions of the Delhi Group on informal sector and informal employment and is collaborating with UNSD, UNECE and others in direct technical assistance projects to improve measurement of informal sector and informal employment through labour force surveys.

86. SADC concluded the session by introducing the SADC Development Project to participants and presenting some of the key targeted activities to take place over the next few months.

III. RECOMMENDATIONS

87. Participants made the following recommendations to improve the production of quality of labour statistics in the SADC region:

1. As a result of the benefits derived from the workshop, participants recommend the conduct of similar workshops at country level, to be coordinated by the NSO in collaboration with the Ministry of Labour and other relevant agencies.
2. Recognising the value of user-producer communication to improve the quality and relevance of statistics, participants recommended NSOs and other data producers to engage in dialogue with multiple stakeholders, including those involved in women's and gender issues.
3. Having realised the importance of contributing to the Working Group on the Measurement of Informal Sector and Informal Employment established by the Statistical Commission for Africa, participants recommended SADC members to join the Group.
4. Noting the diversity of the methodologies and periodicities used by SADC countries in conducting LFS, participants recommended a follow up meeting to focus on harmonisation in line with existing international recommendations.
5. Recognising the limitations of the concept of unemployment in the SADC region, participants recommended member countries to participate actively in the development of other related measures of labour under-utilisation.
6. After reviewing the strengths and weaknesses of the LFS instruments used by various SADC countries, participants suggested the development of a sub-regional model LFS questionnaire to improve the overall quality and comparability of the information collected.

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V. Annex II: Workshop Agenda

Monday, 14 April 2008	
Morning Session	Introduction to Gender Issues and Production of Gender Statistics with a focus on the Labour Force
8:30 – 9: 00 am	Registration and welcome
9:00 – 10: 00 am	Opening ceremony
10:00 – 10:30 am	Coffee break
10:30 – 11:00 am	Introductions
11:00 – 12: 00 am	Gender issues and the incorporation of a gender perspective into statistical production and dissemination: An Overview (UNSD)
12:00 – 1: 00 am	Overview of key gender issues in the labour force: African experiences (ECA)
1: 00 - 2:00 pm	Lunch
Afternoon Session	
<i>Chair: Lesotho</i>	
<i>Rapporteur: Zambia and Lesotho</i>	
2:00 – 3:00 pm	Country presentations: Gender issues and the production of labour statistics <ul style="list-style-type: none"> – Zimbabwe – Mozambique – Malawi – South Africa
3:00 – 3: 30 pm	Discussion
3:30 – 3: 45 pm	Coffee break
3: 45 – 4:30 pm	The SNA Framework: Review and conceptual mapping of key gender issues (UNSD)
4:30 – 5:00 pm	Discussion

Tuesday, 15 April 2008

Morning Session Informal Sector and Informal Employment

Chair: Namibia

Rapporteur: Zimbabwe and Lesotho

9:00 – 11:00 am Informal Sector: Key concepts and definitions; criteria for identifying enterprises in the informal sector (ILO)

Informal Employment: Key concepts and definitions; conceptual framework to identify informal employees (ILO)

11:00 – 11:15 am Coffee break

11:15 – 1:00 pm Group exercise: Informal Sector and Informal Employment

1: 00 - 2:00 pm Lunch

Afternoon Session

Chair: Mauritius

Rapporteur: Malawi and Lesotho

2: 00 – 3:30 pm Group presentations and discussion

Data collection programmes: Overview of data sources for the informal sector (ILO)

3:30 – 3:45 pm Coffee break

3: 45 – 5:00 pm The Statcom-Africa Working Group: Informal Sector and Informal Employment Measurement in African Countries (ECA)

Wednesday, 16 April 2008

Morning Session Design and Implementation of Labour Force Surveys

Chair: Zambia

Rapporteur: Swaziland and Lesotho

9:00 – 11:00 am Design and Implementation of Labour force surveys, with a view to measuring all forms of women's and men's work, including informal employment (ILO)

Group exercise: Labour force surveys

11:00 – 11:15 am Coffee break

11:15 – 1:00 pm Group presentations and discussion

1:00 - 2:00 pm Lunch

Afternoon Session

Chair: Angola

Rapporteur: Botswana and Lesotho

2:00 – 3:30 pm Case studies of some surveys in SADC countries

– South Africa

– Tanzania

– Namibia

– Madagascar

Discussion

3:30 – 3:45 pm Coffee break

3:45 – 5:00 pm Tabulation, presentation and dissemination: Highlighting gender issues (UNSD)

Group exercise: Tabulation, presentation and dissemination: Highlighting gender issues

Thursday, 17 April 2008**Morning Session Collaboration and coordination***Chair: Madagascar**Rapporteur: South Africa and Lesotho*

9:00 – 11:00 am Tabulation, presentation exercise: Group presentations and discussion

11:00 – 11:15 am Coffee break

11:15 – 1:00 pm Identifying data needs through user-producer collaboration (SADC)
Discussion

1:00 - 2:00 pm Lunch

Afternoon Session*Chair: Mozambique**Rapporteur: Tanzania and Lesotho*2:00 – 5:00 pm NSS: Coordination (UNSD)
Discussion**Friday, 18 April 2008****Morning Session National and regional initiatives***Chair: South Africa**Rapporteur: Mauritius and Lesotho*9:00 -10:00 am Labour statistics requirements for monitoring international frameworks on gender equality: The case of the African Gender and Development Index (AGDI) (ECA)
Discussion10:00 am– 1:00 pm Roundtable on:
1) Unemployment and complementary indicators of labour under-utilisation
2) Costs and benefits of annual labour force surveys
3) Towards harmonization of concepts and definitions for SADC countries

1:00 - 2:00 pm Lunch

Afternoon Session Regional and global initiatives

2:00 – 2:45 pm Building partnerships for the incorporation of gender in labour statistics: global and regional programmes (UNSD/ILO/ECA/SADC)

2:45 – 3:00 pm Workshop recommendations

3:00 – 3:30 pm Workshop closing and evaluation