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**REPORT ON THE TECHNICAL MEETING ON THE MAINSTREAMING  
OF THE GENDER PERSPECTIVE IN POVERTY MEASUREMENT**

La Paz, Bolivia, 23 to 25 September 2003

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## **A. ATTENDANCE AND ORGANIZATION OF WORK**

### **1. Place and date of the meeting**

1. The international technical meeting on the mainstreaming of the gender perspective in poverty measurement was held from 23 to 25 September 2003 in La Paz, Bolivia. It was organized jointly by the National Institute of Statistics (INE) of Bolivia and the Economic Commission for Latin America and the Caribbean (ECLAC), with financial support from the Swedish International Development Cooperation Agency (SIDA), the United Nations Population Fund (UNFPA) and the United Nations Development Fund for Women (UNIFEM).

### **2. Attendance**

2. The meeting was attended by representatives of the following member countries of the Commission: Argentina, Bolivia, Brazil, Cuba, Ecuador, Guatemala, Honduras, Mexico, Nicaragua, Netherlands, Panama, Peru and Uruguay.

3. The British Virgin Islands, an associate member of ECLAC, was also represented.

4. Present were representatives and experts from the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the United Nations Development Fund for Women (UNIFEM), the International Labour Organization (ILO), the Caribbean Community (CARICOM), the Inter-American Institute for Cooperation on Agriculture (IICA), the Regional Programme for Training in Gender and Public Policy (PRIGEPP), the Centre of Studies for Labour and Agricultural Development (CEDLA), the Centre for Women's Research and Action (CIPAF), the Research Centre for the Advancement of Farmers (CIPCA), the Gregoria Apaza Centre for the Promotion of Women, the Network of Afro-Caribbean and Afro-Latin American Women and the Economic Commission for Latin America and the Caribbean (ECLAC).<sup>1</sup>

### **3. Organization of work**

5. The work at the meeting was organized in the following manner:

1. Opening session
2. Panel 1: Poverty reduction strategies and policies in the region
3. Panel 2: Conceptual and methodological challenges for the mainstreaming of the gender perspective in the conceptualization and measurement of poverty
4. Panel 3: National experiences in poverty measurement. Work in groups:
  - Group 1: Mexico, Central America and the Caribbean
  - Group 2: Andean Region and Southern Cone

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<sup>1</sup> See list of participants in annex 1.

5. Recommendations and conclusions
  - Recommendations for national institutes of statistics
  - Recommendations for the Statistical Conference of the Americas
  - Recommendations for national women's mechanisms
6. Closing ceremony

#### **4. Documentation**

6. Documents relating to the subject matter under study were given out at the meeting.<sup>2</sup> These may also be consulted on the web site of the ECLAC Women and Development Unit: [www.eclac.cl/mujer](http://www.eclac.cl/mujer). This site also carries the presentations of the participants in the technical panels of the meeting, in electronic format.

### **B. PROCEEDINGS**

#### **1. Opening session**

7. At the opening session the floor was taken by Sonia Montaña, Chief of the ECLAC Women and Development Unit, José Luis Carvajal, Executive Director of the National Institute of Statistics (INE) of Bolivia, and Gladys Salazar Ríos, then Deputy Minister for Women's Affairs of the Bolivian Ministry of Sustainable Development.

8. The Chief of the ECLAC Women and Development Unit recalled, in keeping with the resolutions adopted at Beijing and at the Regional Conference on Women in Latin America and the Caribbean, the importance of institutionalizing cooperation between producers and users of statistics. Such cooperation could give rise to guidelines to identifying points of intersection between gender and poverty and could afford public policy makers a clear perspective for designing efficient measures to reduce poverty and gender gaps. Significant progress had been made on indicators and statistics in the previous eight years, and a number of countries of the region already had very positive experiences that it would be helpful to share and build on. Regardless of the very varied methodologies used, the purpose of all those efforts was to acknowledge that equality needed to be seen in its true dimension, not only to show up the existing biases and lacks, but also to redeem the tremendous potential that the women of the region had demonstrated in their activities to combat poverty and promote development.

9. The Executive Director of the National Institute of Statistics of Bolivia spoke of the problem of a surplus of information juxtaposed with the shortage and unreliability of public resources allocated to the production and analysis of quality statistics. In combating poverty, it was essential to strike a balance between the capacity of the statistical institutes and the needs of other government institutions. One of the basic indicators needed to mainstream the gender perspective in poverty measurement was economic growth. A detailed analysis of GDP growth should determine what proportion of that growth could be attributed to the reduction of the gender gap, especially in sectors where women's participation was considerable, such as the informal economy and the non-bank financial sector in Bolivia. Any initiative

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<sup>2</sup> See list of documents in annex 2.

undertaken must incorporate elements of oversight and evaluation, so that future policy could be based on well documented information.

10. The Deputy Minister for Women's Affairs of the Bolivian Ministry of Sustainable Development referred to the main features of the new Bolivian strategy on poverty reduction and announced that both this initiative and the new national development plan incorporated the gender perspective. She set out an analysis of poverty in Bolivia and gave a brief account of the development of the poverty reduction strategy, the recognition of the feminization of poverty and the mainstreaming of the gender perspective in the national gender equity plan for 2001-2003. The plan's many objectives included the coordination and institutionalization of joint initiatives with the National Institute of Statistics and a special focus on policy outcomes.

## **2. Panel 1: Poverty reduction strategies and policies in the region**

11. The panel discussion was opened by the Chief of the ECLAC Women and Development Unit, who presented the document *Nuevos aportes para el análisis de la pobreza: desafíos metodológicos y conceptuales para entender la pobreza desde una perspectiva de género* ("New contributions to poverty analysis: methodological and conceptual challenges to help understand poverty from a gender perspective"). This document was intended to provide the countries with tools to analyse the gender-poverty link and contribute to our understanding of how the two phenomena influence and determine each other. Beyond the traditional methods of poverty lines and unmet basic needs, it was necessary to grasp the fact that, without gender factors, it was impossible to understand certain facts that were clearly visible in poverty measurement. One such factor was the fact that women's work in the private sphere was not recognized as an important part of society life, and was not valued or quantified in the statistics currently available. This despite the fact that governments and institutions were increasingly acknowledging the relevance of such work.

12. In addition to the document prepared by the Secretariat, a further ten presentations were made to the panel. Seven of these described specific country cases (Bolivia, Brazil, Cuba, Ecuador, Guatemala, Honduras and Nicaragua) and three were theoretical in content. It was emphasized that the gender perspective made the conceptualization of poverty more complex, but also enriched it by helping to describe poverty with the heterogeneity warranted by its multidimensional nature. In order to progress further in this respect, it was necessary to move beyond the household as a unit of measurement—to open the "black box"—in order to precisely quantify differences found in use of time, decision making, personal income, health and other key issues. This meant a conceptual and methodological challenge which was beyond the scope of national institutes of statistics. For the moment, it could be addressed only in surveys of limited coverage. A number of pilot programmes had attempted a preliminary approach to the measurement of intra-household variables at the national level.

13. Given the nature of poverty from the gender perspective, it was essential to prioritize the measurement of time use, since this linked in with key poverty factors such as income and health. With regard to methods for measurement, it was suggested that the existing household surveys should be made to include surveys on time use and opinion. In terms of instruments, it was essential to use this information to clearly establish the nature of public policies on poverty with a gender perspective. This could be achieved by using a matrix based on four types of complementary policies, in which two categories of poverty reduction initiative (rights-based and compensatory) would intersect with gender equity measures (redistribution and recognition). The combination of the new types of measurement with

the new policy solutions would generate a broad variety of gender-focused measures that could impact on the causes of poverty in a more efficient manner.

14. One of the presentations addressed the emerging issue of racism suffered by peoples of African descent, indigenous peoples and other groups, the link between this phenomenon and the development and persistence of pockets of poverty in the countries, and the implications of the two factors on the gender perspective. Given the damage that social processes were causing to these segments of the Latin American and Caribbean population, there was a need to move away from palliative policies and incorporate the ethno-racial perspective once and for all into government policies as an essential step to effectively combating poverty and gender inequality.

15. The representatives of countries and institutions described the initiatives that had been made to provide sufficient high-quality information to policy makers. In this respect, they acknowledged that in recent years there had been advances in the recognition of certain phenomena, such as the feminization of poverty and the exclusion suffered by many of the region's inhabitants on the basis of sex, race or income. Another achievement was the fact that almost all the countries had specific strategies to reduce poverty and initiatives to mainstream the gender perspective in all political activities.

16. On the other hand, the challenge of placing poverty and gender on the macroeconomic agendas of the countries and the lack of institutional solidity and resources reported by the government bodies involved were common obstacles. Mention was also made of the difficulty and unreliability of using non-recurrent funding from international cooperation for institutes of statistics and mechanisms for women's advancement. A very common concern was the need for closer coordination between producers and users of statistics, in order to align the real capacity of institutes of statistics with the needs of governments, institutions, universities and other relevant sectors.

17. The participants in the debate affirmed that poverty reduction strategies would not have visible effects on women's integration, equity and rights unless those strategies dealt clearly and decisively with labour inequality within a general framework of full social integration. In fact, rather than merely considering women as the holders of rights, such strategies should view them as key agents in production and reproduction. This required that public policies include initiatives geared specifically towards the household or the family.

### **3. Panel 2: Conceptual and methodological challenges for the mainstreaming of the gender perspective in the conceptualization and measurement of poverty**

18. This panel analysed the multiplicity of sectors and variables that need to be taken into account in the concept of poverty.<sup>3</sup> There was a consensus that it was necessary to move away from the traditional perspective in which poverty was seen exclusively as a function of the interactions between the State, the market and civil society, and afford more importance to the role of the family and household spheres. It was emphasized that, for the purposes of measurement, efforts to represent the multiplicity of the phenomenon distanced the analyst from the gender perspective. Given the conceptual and methodological developments, the key dilemma was choosing between precise measurement and a precise and localized description of poverty. There was no doubt that analytical indexes had great value for quantitative purposes, but their design unquestionably implied a certain degree of discretion, and the values they

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<sup>3</sup> See list of presentations in annex 3.

generated lacked a tangible analogue in reality. For this reason they had to be approached with due caution.

19. The theses put forward by the panellists emphasized the link observed between impoverishment and unpaid labour, and the impact of shortage of time —two factors that affected women more than men. Four types of unpaid labour were identified: subsistence labour, domestic labour, care-giving and community labour, which could be quantified separately. Methods were also proposed for quantifying non-monetary resources, capturing the magnitude of spending and imputing the corresponding share to each family member. As well, consideration was given to the importance of calculating the degree of men's and women's participation in spending decisions. This, in turn, was related to the problem caused by the fact that the concept of "head of household" lacked a clear definition. All this information could be used to enrich the study of poverty from a perspective that would link qualitative and quantitative data in specific contexts. When developing policy instruments, it was essential to bear in mind the qualitative vision that the poor have of their deprived status, as well as family and community strategies used to overcome this situation on a daily basis.

20. A study published by the World Bank had shown that health was a prime asset for the poor. As well as the invisible costs and the catastrophic expense caused by lack of proper coverage in low-income households, the statistics showed that women were in a much more vulnerable position than men in terms of sexual and reproductive health. Another factor that accounted for the higher rate of morbidity among poor women was the physical strain of combining both paid and unpaid work, which translated into a reduction in hours of sleep and a total absence of free time. In addition, there were insufficient studies on the invisible costs of illness, in both productive and family and social terms. An account was given of the new initiatives to include those factors in poverty measurement, particularly the method of health adjusted poverty lines.

21. The participants' attention was drawn to the lasting impact of poverty on the lives of children and on their development in adulthood. Poverty was usually analysed in a homogenous manner, in other words it masked both gender and age differences. Most gender indicators were constructed from the point of view of adult women, which implied a lack of sensitivity to the particular situation of girl children and adolescents, who were especially vulnerable to situations that fed into the transmission of poverty, discrimination, gender violence and exclusion from one generation to the next. It was essential to bring to the fore factors of vulnerability, especially girls' unpaid domestic work, in order to complement the information available on the intersection of poverty, gender and age. If this information were tied in with national development strategies and given relevance at the macroeconomic level, initiatives could be made to go beyond palliative policies and help create high-quality, equitable employment, increase household income, do away with the employment of children and adolescents in production and, in general, combat not only poverty but also inequality in a broader sense.

22. In addition, an emphasis was placed on the lack of information that could be used to identify the symbolic aspects of poverty and understand the vision the poor have of themselves and their condition. In this regard, the representative of UNIFEM in Mexico gave an account of a project known as the "observatory of experiences and perception of poverty from a gender perspective", which was intended to identify, from a statistical perspective, elements that linked qualitative and quantitative data on poverty in a specific gender context. A data base was built using household surveys, interviews, focus groups, vocabulary tests and contextual information, in addition to data on living conditions from the "Opportunities" programme. Among the results obtained thus far, there was information about women's paid work and how it was perceived by the population, data on families' strategies to improve their economic status and many others that were made available to the participating countries.

23. The purpose of the methodological proposal put forward by ECLAC was to accomplish a shift from a general poverty measurement and description to a new approach, consisting of direct measurement of poverty from a gender perspective. The main challenge in this respect was the multidimensional nature of the phenomenon, since it involved the analysis of a process rather than a state. The first step was to quantify the income and expenditure of each member of the household, impute individual expenses and attribute a value to the unpaid work conducted by each person. This information would be put into a system of indicators which would attempt to eliminate the distortions that occur in the traditional methods and emphasize the factors that cause or influence the discrimination and exclusion of women: the internal composition of the household, its geographical location, individual habits of consumption, use of time, non-monetary income, the balance of power among the household members and in decision making, and domestic violence, among others. The process of designing these indicators, which were made available to the participants, had not yet finished.

24. The participants in the debate agreed upon the importance of labour in the incidence of poverty and its differentiated effects on women, in particular because of the difficulty of combining productive with non-productive work. From the point of view of public policies for the promotion of women's employment, it was essential to establish how to resolve such issues as childcare, sexual and reproductive health provision, domestic work and community work, among others. The gender perspective needed to be mainstreamed into the official logic of poverty measurement in order to overcome the current situation in which it was seen as peripheral or unimportant. For this reason, it was essential to demonstrate the social and economic relevance of unpaid work. It was debated whether it would be appropriate to add it to paid work, but the overlapping of activities caused huge difficulty with respect to time measurement.

#### **4. Panel 3: National experiences in poverty measurement**

##### **(a) Group 1: Mexico, Central America and the Caribbean**<sup>4</sup>

25. The representative of Cuba put forward a proposal for poverty measurement from a gender perspective based on the relativist approach of the human development index designed by the United Nations Development Programme (UNDP), which defines requirements not only for survival, but also for individuals to be able to lead an integrated existence as members of a social community. She also insisted that income measurement led to a biased view of poverty and it was necessary to develop a method that would give an insight into the development of people's basic capacity in their social context, as well as a comparative analysis of the situation of men and women by age, race, ethnic group, geographical area and level of education.

26. Poverty measurement by income also discriminated against women, because it masked gender differences in remuneration for the same work; it did not disaggregate work in the informal sector, where most women work, even though it lacks any kind of social guarantees; and it does not account for women's role in generating non-commercial subsistence as unpaid family workers, or for unpaid domestic work. The speaker concluded the presentation with the gender statistics available in Cuba and those from the country's most recent time use survey, which showed the proportion of unpaid domestic work in the total of hours worked by adult and adolescent women, compared with males in the same age groups.

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<sup>4</sup> See list of presentations in annex 3.



27. The representative of the Centre for Women's Research and Action (CIPAF) reviewed the gender indicators available and the different methods of poverty measurement used in recent years in the Dominican Republic (World Bank poverty line, multivariate analysis and the unmet basic needs method), and showed that the results could even prove contradictory depending on the approach chosen. In addition, none of the poverty measurements conducted in the Dominican Republic covered non-material dimensions relevant to the gender perspective, such as access to the media and participation in forums and mechanisms of political power. Lastly, by using material deprivation-based methods of analysis alone, policy makers risked ending up with poverty reduction strategies which were designed to impact on the situation of women, but neglected to alter gender conditions. This would lead the State to prioritize the satisfaction of women's practical and immediate needs, while ignoring their strategic interests and thus reinforcing the cultural patterns and objective conditions that perpetuated gender inequality.

28. In the debate it was emphasized that one of the challenges involved in the implementation of time use surveys lay in changing the most rigid structures in poverty measurement. In turn, Cuba's experience demonstrated the importance of aligning national institutes of statistics with national women's mechanisms in order to mainstream the gender perspective in measuring instruments, and of the political will of governments to deal with poverty and provide access to data.

29. The representative of the British Virgin Islands reviewed the findings of the last poverty evaluation conducted there in 2003, which included a survey and a number of interviews and participatory evaluations. Although the survey found that 16% of the population was poor, which was considered low by Caribbean standards, combined studies showed that certain groups were particularly vulnerable to poverty: adolescent expectant mothers, separated women who did not receive the necessary support from the father of their children, the older adult population and permanent immigrants who lacked a regular legal status to remain in the islands. These situations were not structural, but family-related. The representative then presented a list of actions needed to reduce poverty. These included programmes to promote adult responsibility within the family, shelters for abused women, revision of support programmes for the elderly, a strategic plan on HIV/AIDS and the resolution of the legal situation of permanent immigrants.

30. The research assistant with the ECLAC Subregional Headquarters for the Caribbean analysed the problems involved in the design of national level gender indicators in the Caribbean countries. The obstacles included a lack of awareness in the countries of the importance of using such indicators in the preparation of public policies; a lack of human resources, which weakened capacity to compile information at the national level; the fact that samples were often too small to be representative; the non-availability of data outside census periods; and the lack of certain categories of variables (such as distinction between urban and rural areas). All these prevented the comparison of data with the other countries in the region. While she expressed support for the recommendations of the group of experts on training and strengthening human resources responsible for generating information, in the particular case of the Caribbean it was important to make use of the information generated by the Small Island Developing States Information Network in order to build and identify indicators appropriate to the situation of the countries.

31. The representative of the Caribbean Community presented a critique, from a gender perspective, of the methods of poverty measurement used in the Caribbean region. The main problem lay in the definition of poverty, and in the fact that the selection of variables with which to measure it was changed from one year to the next and varied from one country to another. Different indicators led to different results, which caused serious problems in terms of reliability, comparability and policy making. Other major problems were the choice of the household as a unit of measurement without knowledge of the

distribution of income and expenditure among its members, and the lack of clarity in the criteria used to define the head of household. Related to this was the fact that no consideration was given to how inequities in social gender relations impacted on poverty, which undermined the efficiency of policies in this respect.

32. One of the challenges involved in using time use surveys was the need to transform the most rigid structures of traditional poverty measurement. Much importance was attributed to the fact that these surveys not only considered unpaid work, but also included different age groups. Another methodological issue that drew many interventions was the need to review the definition of the categories used to compile data in order to improve the measurement instruments; in this respect, particular emphasis was placed on the definition of head of household and of work, as key aspects in women's poverty.

33. It was particularly important to strengthen alliances between national institutes of statistics and national women's offices, in order to move forward in the mainstreaming of the gender perspective in measurement instruments, and to strengthen the political will of governments to deal with poverty and to facilitate access to data. Among other things, this objective would require more stable human resources in national institutes of statistics, opportunities of training in the gender perspective for producers of information, and a higher budget allocation by the State to data production. With regard to this last point, the capacity of national institutes of statistics to conduct surveys depended on the necessary funds being approved by ministries of finance and parliaments.

(b) Group 2: Andean Region and Southern Cone<sup>5</sup>

34. The representative of the National Institute of Statistics of Bolivia explained the changes in official methods of measurement that had come about with the implementation of the Bolivian poverty reduction strategy. Three groups of indicators (economic, social and demographic) had been designed within the framework of the national system of statistical information, to serve as a basis for the analysis, follow-up and evaluation of all public policies. There was a particular need to strengthen users' statistical culture, especially at the level of local government, in order to ensure that policies would be coordinated and consistent with the new statistical system.

35. The researcher with the University of Cochabamba, Bolivia, gave an account of the experience of defining poverty in relation to the urbanization process in the city of Cochabamba using a multidimensional interpretative model. After describing how the model was created, the speaker said that the findings of the study emphasized the risk and vulnerability of the population by area of residence, leading to the conclusion that a correlation existed between social, physical and economic space, and quality of life. The model was particularly significant, because it used census data to examine specific dimensions of poverty, such as the incidence of unemployment, women's higher vulnerability to certain phenomena of deprivation and exclusion, the importance of language, and so forth.

36. The representative of the National Institute of Statistics and Informatics of Peru described the method of poverty measurement the agency currently used and spoke of the pitfalls and constraints of poverty lines. With specific regard to gender, she presented two proposals to improve the quality of information: to measure the vulnerability of single parent households and compare the inequalities of male- and female- headed households, and to measure the impact of women's unpaid work on poverty rates, by allocating a price to it and subtracting this price from total household income. In this regard, she

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<sup>5</sup> See list of presentations in annex 3.

also proposed a survey to measure the consumption patterns of indigents, in order to define extreme poverty by age and gender.

37. The representative of the Brazilian Geographical and Statistical Institute (IBGE) briefly reviewed Brazil's history of statistics production and methodology for measuring absolute and relative poverty. The Institute was currently researching the measurement of households' non tradable satisfiers, with a particular emphasis on regional features, given the country's huge geographical extension and variety. This study would help to improve the gender perspective in the data produced. The speaker also described the definition of synthetic welfare indicators in relation to the country's demographic features, which included the gender perspective as a determining factor.

38. The representative of the National Institute of Statistics and Censuses of Argentina described the research process which had given rise to the household material deprivation index (IMPH), based on census data. This new index was being used to seek a solution to the inconsistency of the results obtained from the unmet basic needs and poverty lines methods. IMPH measured poverty by using a matrix of four categories to transpose household assets and income in a two-dimensional framework. This method helped to unmask gender inequality, since it demonstrated women's lower level of income and the differences in the allocation of household assets.

39. The presentation of the cabinet adviser to the Minister for Women's Affairs and Social Development of Peru set out the three objectives of the ministry's strategy: to mainstream the gender perspective, to integrate equal opportunities plans and to identify gaps in the poverty reduction strategy. The speaker gave an account of the problems that arose in labour policy when female employment depended on the establishment of transnational corporations in the country, and the potentially harmful effects on both gender inequality and the production of statistics of the focus of public spending. The active engagement of civil society was essential in order to mainstream the gender perspective in all public activities. In this regard, the biggest impact could be achieved at the local and regional levels, to then be passed on to the general government.

40. The presentation given by the analyst of the Centre of Studies for Labour and Agricultural Development (CEDLA) of Bolivia indicated that work was a structural cause of poverty. In this analysis, economic —not sociocultural— factors were the main determinants of the increase of female participation in the labour market. In addition, increasing structural unemployment affected women with secondary and higher education more than other population groups, since in general the growth of employment had been at the expense of job quality. While horizontal segregation in access to employment persisted, the consolidation of the precarious structure of the job market —with faster growth in unwaged and unskilled jobs— would continue to cause sharp vertical segregation. Moreover, given the State's failure to inspect compliance with labour legislation, precarious employment was no longer a feature of the informal sectors alone, but had spread to all sectors. Lastly, the rise in female employment appeared to have been a key factor in the accumulation of capital and increase in profitability, but had done little to better the position of women.

41. The representative of the National Statistics and Census Institute (INEC) of Ecuador explained the work of this organization, set out the new Integrated Household Survey System (SIEH) and detailed the set of measurement tools it used as part of the poverty lines method. It was recommendable to institutionalize these tools and monitor poverty in terms of per capita household income in relation to the cost of basic and food baskets, since these were regular, constant investigations that were methodologically comparable to other institutes in the region. The experience of Ecuador's most recent employment survey was particularly relevant, since it had included an additional question on use of time,

which had provided a basis on which to analyse this issue. The inequalities identified using this and other methods included the higher incidence of informality among women and the difficulties they faced in accessing to the means of production. In this regard, the equity problem was evidenced mainly in the distribution of productive and reproductive work.

42. The presentation of the Bolivian Research Centre for the Advancement of Farmers (CIPCA) described the association's experience with the use of a qualitative indicator created to analyse the indigenous rural economy at the microeconomic level, one of the objectives of which had been to determine women's contribution to the gross value of rural production. It was explained that social roles were of prime importance for the research work. While the method had certain limitations —it did not consider generational aspects and could not measure short-term changes— it offered a number of advantages, including the possibility of guiding decisions on rural development strategies in the light of gender differences.

43. In the debate that followed, particular importance was attached to the consolidation of institutionalized contacts between institutes of statistics and national mechanisms for the advancement of women, and to the harmonization of concepts and poverty measurement methods among the countries of the region. It was also necessary to coordinate statistical information with gender policies, and both of these with ministries of economic affairs, in order to have an impact on macroeconomic policy. Macroeconomic policy makers would thus know when, how and where to direct the efforts of their institutions in order to improve the situation of their countries. It was essential to define methods to expose the consumption of each household member, women's unpaid work, the housing tenure regime, access to credit and management of micro-enterprises, as steps to an efficient delineation of poverty and the full integration of women into all spheres of society.

## 5. Closing session

44. In the closing session the floor was taken by Iván Prudencio, Acting Director of the United Nations Population Fund in Bolivia, Ana Falú, Regional Director for Latin America and the Caribbean of the United Nations Development Fund for Women, Walter Castillo, Adviser to the Office of the Executive Director of the National Institute of Statistics of Bolivia, and Diane Alméras, Social Affairs Officer with the ECLAC Women and Development Unit, in representation of the Secretariat.

## C. RECOMMENDATIONS AND CONCLUSIONS

45. The participants adopted the following recommendations:

**(a) For national institutes of statistics:**

- To design, implement and set in motion, if they have not already done so, systems of statistics and gender indicators, incorporating information from all available sources;
- To make better use of existing sources of information, such as censuses, regular household and income surveys and other instruments;

- To mainstream the gender perspective in the production of statistics, including measurement and disaggregation by race, ethnic and ethno-linguistic group, age, level of education and marital status;
- To broaden and improve the compilation of information produced by local government administrations;
- To ensure that the information produced complies with standards that will vouch for the reliability of the findings of gender studies, taking particular care that samples are representative and data is opportune and of good quality;
- To produce statistics and gender indicators such as those proposed by ECLAC in the meeting and in the data base available at the web site [www.eclac.cl/mujer](http://www.eclac.cl/mujer);
- To promote research on the distribution of resources among household members and the measurement of individual expenditure;
- To include specific questions on time use in integrated household surveys and other regular surveys, such as those on employment and, in particular, on household budget and expenditure, in order to attribute value to unpaid domestic work, time use and domestic violence;
- To systematically combine the life cycle approach with the gender perspective in poverty measurement, in particular with regard to the measurement of unpaid domestic work, time use and domestic violence;
- Given that health is a basic need and a determinant of economic growth and, in the case of ill health, a generator of poverty, poverty measurement from a gender perspective should seek to estimate the volume of health expenditure necessary to ensure a minimum level of wellbeing for the household and its occupants. This should be done bearing in mind the different epidemiological profiles by sex and age, and the differentiated needs of men and women for access to, use and financing of health services, in particular sexual and reproductive health services. Special attention must also be given to the measurement of consumption of health care in the household, since this is provided mainly by women.
- Given that employment is a fundamental tool for overcoming poverty, and that in this framework decent employment constitutes a poverty reduction strategy, the measurement instruments should include special questions and modules designed to capture new forms of employment and underemployment that affect women (piece-work, home-based and tertiarized work, teleworking, and so on); as well as working conditions, especially the hours they work and their health and social security provisions.
- To strengthen the economic, human and material capacities of national institutes of statistics and ensure that their technical staff are properly trained and have stable employment;
- To institutionalize the coordination of national institutes of statistics with national women's offices, strengthening cooperation and promoting dual mechanisms of mutual training on the implementation of the gender perspective and the requirements of statistical production, ensuring sustainability over time;
- Together with national women's offices, to review the contexts of questionnaires in order to capture the gender dimension more effectively, including the formulation of questions and the training of survey-takers;

- Together with national women's offices, to continue work on the criteria used to define "head of household", avoiding the gender bias that occurs in measurement instruments, then harmonize the criteria among member countries of the Statistical Conference of the Americas.
- Together with national women's offices, generate research that is comparable at a regional level, based on common conceptual and methodological references, for example with respect to the issue of time use.

**(b) For national mechanisms for women's advancement**

- To establish mechanisms of coordination with ministries of economic development in order to ensure that poverty statistics with a gender perspective are used in the formulation of public policies;
- To include gender experts in government teams responsible for setting national level poverty lines;
- To promote the production of studies and complementary information, such as studies on time use and violence against women, etc, to be coordinated with regular statistics;
- To ensure that women are included in social dialogue among representatives of the corporate sector, workers and government agencies, in order to improve the working conditions of female and male workers;
- To disseminate regional and international experiences on progress made in the measurement of time use.

**(c) For international cooperation agencies**

- Continuous support is requested to help mainstream the gender perspective in measurement instruments;
- Agencies are requested to help ensure the sustainability of the gender perspective in national institutes of statistics.

**LIST OF PARTICIPANTS****A. Estados miembros de la Comisión  
Member States of the Commission  
Etats membres de la Commission****ARGENTINA**

- Silvia Mario, Economic Analyst, National Department of Social and Population Statistics, National Institute of Statistics and Censuses (INDEC)

**BOLIVIA**

- José Luis Carvajal, Executive Director, National Institute of Statistics (INE)
- Audrey Dupleich, Gender Consultant, System of Gender Indicators Project, INE
- Ernesto Machicao, UCOT Consultant, INE
- Walter Castillo, Adviser to the Office of the Executive Director, INE
- Iván Paredes, Officer responsible for Economic Activity Statistics, INE
- Gladys Salazar, Deputy Minister for Women's Affairs
- Marta Rivero, Technical expert, Vice Ministry for Women's Affairs
- Lisbeth Vega, Technical expert, Vice Ministry for Women's Affairs
- Roxana Cardona, General Technical Adviser, Vice Ministry for Women's Affairs
- María Elena Burgos, Professional-Technical expert, Vice Ministry for Women's Affairs
- María Teresa Soruco, Gender Expert, Strategic Planning Unit, Ministry of Sustainable Development
- Carmen Ledo, Teacher/Researcher, Universidad Mayor, San Simón (UMSS), Cochabamba
- Sergio Criales, Area Economist, Economic Policy Analysis Unit (UDAPE)
- Charles Pedregal, Coordinator, National System of Health Information (SNIS)

**BRAZIL**

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- Hildete Pereira de Melo, Professor, Faculty of Economics, Universidade Federal Fluminense; Consultant, Department of Planning for Women's Policies, Secretariat of Women's Policies
- Cristiane Soares, Researcher, Department of Population and Social Indicators, Brazilian Geographical and Statistical Institute (IBGE)

**CUBA**

- Tamara Silvia Columbié Matos, Foreign Relations Officer and Cooperation Expert, Federation of Cuban Women
- Teresa Lara, Deputy Director General, National Statistical Office (ONE)

**ECUADOR**

- Claudio Vinicio Gallardo León, Chief, Integrated Household Survey System, (SISH), National Institute of Statistics and Censuses (INEC)
- Gioconda Páez Moreno, Chief Expert, Development Area, National Women's Council (CONAMU)

**GUATEMALA**

- Lily Caravantes, Secretary, Presidential Secretariat for Women's Affairs

**HONDURAS**

- Emma Velásquez, Economics and Poverty, National Institute for Women (INAM)
- Gloria Velásquez, Manager, Social and Demographic Statistics, National Institute of Statistics

**BRITISH VIRGIN ISLANDS<sup>6</sup>**

- Andrea Hamm, Senior Administrative Officer, Officer for Gender Affairs

**MEXICO**

- Margarita Velásquez Gutiérrez, Director General, Statistical Evaluation and Development, National Institute for Women (Inmujeres)
- María Guadalupe López, Deputy Director General for Gender, Studies and Research, Secretariat of Social Development (SEDESOL)

**NICARAGUA**

- María Teresa Delgado de Valdivia, Director of Public Policy, Women's Institute

**NETHERLANDS**

- Janette Trujillo, Deputy expert for gender, Embassy of the Netherlands in Bolivia

**PANAMA**

- Elia López de Tulipano, National Director, Ministry for Women's, Children's and Youth Affairs and the Family
- Judith Rivera de Fernández, Demographic Analyst, Statistics and Censuses Department, Comptroller-General

**PERU**

- Cirila Gutiérrez Espino, Executive Director of Social Indicators, National Institute of Statistics and Informatics (INEI)
- Diana Miloslavich, Adviser, Ministerial Office, Ministry of Women's Affairs and Social Development (MIMDES)

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<sup>6</sup> Associate member.



**URUGUAY**

- Rosario Aguirre, Senior Professor, Researcher, University of the Republic

**B. Organismos de las Naciones Unidas  
United Nations bodies  
Organisations rattachées à l'Organisation des Nations Unies**

United Nations Population Fund (UNFPA)

- Iván Prudencio, Acting Director, Bolivia
- Mónica Yaksic, Gender and Education Consultant, Bolivia
- Rune Brandrup, Programme Officer, Bolivia
- Gloria Telleria, Programme Officer, Bolivia
- Antonio Gómez, Population and Development Consultant, Bolivia
- Luis Mora, Gender Expert, Mexico

United Nations Children's Fund (UNICEF)

- Liv Elin Indreiten, Assistant Officer for Gender and Adolescence with the Regional Office for Latin America and the Caribbean
- Susana Sottoli, Programme Officer, Paraguay

United Nations Development Fund for Women (UNIFEM)

- Ana Falú, Regional Director for Latin America and the Caribbean
- Marijke Velzaboer, Coordinator for Latin America and the Caribbean
- María de la Paz López, Consultant, Mexico

**C. Organismos especializados  
Specialized agencies  
Institutions spécialisées**

International Labour Organization (ILO)

- Marcela Alcocer, Consultant and coordinator of the Gender, Poverty and Employment (GPE) Project, Bolivia
- Silvia Berger, Director of the Gender, Poverty and Employment Project in Latin America, Regional Office, Lima, Peru

**D. Otras organizaciones intergubernamentales**  
**Other intergovernmental organizations**  
**Autres organisations intergouvernementales**

The Caribbean Community Secretariat/Comunidad del Caribe (CARICOM)

- Gemma Tang-Nain, Deputy Programme Manager, Gender and Development
- Philomen Harrison, Programme Manager of the Statistics Section

Inter-American Institute for Cooperation on Agriculture (IICA)

- Silvia Alemán, Expert on Rural Development and Competitiveness
- Héctor Campos, Representative in Bolivia
- María Sánchez, Consultant

**E. Organizaciones no gubernamentales**  
**Non-governmental organizations**  
**Organisations non gouvernementales**

Centre of Studies for Labour and Agricultural Development (CEDLA), Bolivia

- Silvia Escobar de Pabón, Researcher with the Centre and ILO Consultant in Bolivia

Research Centre for the Advancement of Farmers (CIPCA), Bolivia

- Roy Córdova, Officer, Rural Support Unit
- José Luis Eyzaguirre, Researcher, Rural Economics
- María Esther Udaeta, Officer, Natural Resources Area, Policy Action Unit

Centre for Women's Research and Action (CIPAF), Dominican Republic

- Carmen Julia Gómez, Officer, Research Area

Gregoria Apaza Centre for the Promotion of Women, Bolivia

- Amal Abordan, Technical and Business Training Area

Network of Afro-Caribbean and Afro-Latin American Women

- Epsy Campbell, Member of the Costa Rican Parliament

Regional Programme for Training in Gender and Public Policy (PRIGEPP)

- Mónica Rosenfeld, Technical Adviser

**F. Secretaría  
Secretariat  
Secrétariat**

**Economic Commission for Latin America and the Caribbean (ECLAC)**

- Sonia Montaña, Chief, Women and Development Unit
- Diane Alméras, Social Affairs Officer, Women and Development Unit
- Juan Carlos Feres, Chief, Social Statistics Unit, Statistics and Economic Projections Division
- Irma Arriagada, Social Affairs Officer, Social Development Division
- Lynette Joseph Brown, Research Assistant, Social Affairs Unit, Subregional Headquarters for the Caribbean, Port of Spain, Trinidad and Tobago
- Vivian Milosavljevic, Statistics Assistant, Women and Development Unit

**DOCUMENTS PRESENTED**

Chant, Sylvia (2003), *Nuevos aportes para el análisis de la pobreza: Desafíos metodológicos y conceptuales para entender la pobreza desde una perspectiva de género*, ECLAC, Women and Development Unit, Santiago, Chile, 15 September.

ECLAC (2001), *Género y pobreza: los mandatos internacionales y regionales*, Women and Development Unit, Port of Spain, 17 July.

ECLAC (2003), *Social Panorama of Latin America and the Caribbean 2002-2003* (summary) (LC/G.2209-P/E), Santiago, Chile.

Godoy, Lorena (2003), *Entender la pobreza desde la perspectiva de género*, ECLAC, Women and Development Unit, Santiago, Chile, 15 September.

United Nations (2000), *Millennium Declaration* (A/RES/55/2), General Assembly, New York, 13 September.

## PRESENTATIONS

(All the presentations are available on the web site of the ECLAC Women and Development Unit, <http://www.eclac.cl/mujer>)

### **Panel 1: Poverty reduction strategies and policies in the region**

1. "La estrategia boliviana de reducción de la pobreza"  
Sergio Criales Aguirre, Economic Policy Analysis Unit (UDAPE) of the Government of Bolivia
2. "Trabajo decente, género y estrategias de reducción de la pobreza: una herramienta para el cambio en el marco de las metas del milenio"  
Silvia Berger, Director, Project on Gender, Poverty and Employment in Latin America, Regional Office of the International Labour Organization (ILO) in Lima, Peru
3. "Dimensiones de la pobreza y políticas desde una perspectiva de género"  
Irma Arriagada, Social Affairs Officer, Social Development Division of ECLAC
4. "Pobreza y exclusión de los pueblos y mujeres afrodescendientes. Una propuesta para considerar en las políticas públicas"  
Epsy Alejandra Campbell Barr, Member of Parliament of Costa Rica and representative of the Network of Afro-Caribbean and Afro-Latin American Women
5. "Reducción de la pobreza y políticas relacionadas con los derechos sexuales y reproductivos"  
Lily Caravantes, Presidential Secretariat for Women's Affairs, Guatemala
6. "Transversalización del enfoque de género en la estrategia de reducción de la pobreza. Caso de Honduras"  
Emma Velásquez, National Women's Institute of Honduras, and Gloria Velásquez, National Institute of Statistics of Honduras
7. "Una experiencia cubana en la integración de las mujeres al desarrollo"  
Tamara Columbié Matos, Federation of Cuban Women
8. "Género y pobreza en Brasil"  
Márcia Leporace, Special Secretary on Policies for Women in Brazil, and Hildete Pereira de Melo, National Consultant for the Project on Democratic Governance and Gender Equality
9. "Valoración del impacto de la perspectiva de género en las políticas públicas"  
María Teresa Delgado, Nicaraguan Women's Institute
10. "Género y pobreza en Ecuador: desafíos para la formulación de políticas públicas"  
Gioconda Páez, Development Area Officer of the National Women's Council of Ecuador

**Panel 2: Conceptual and methodological challenges for the mainstreaming of the gender perspective in the conceptualization and measurement of poverty**

11. "Procesos de empobrecimiento y desigualdades de género. Desafíos para la medición"  
Rosario Aguirre, University of the Republic of Uruguay
12. "Derechos y salud sexual y reproductiva en la conceptualización y medición de la pobreza con perspectiva de género"  
Luis Mora, Regional Gender Adviser, UNFPA
13. "Observatorio de las vivencias y percepciones de la pobreza desde un enfoque de género"  
María de la Paz López, UNIFEM, Mexico
14. "La pobreza en la niñez y la adolescencia desde una perspectiva de género"  
Susana Sottoli, Programme Officer, UNICEF, Paraguay
15. "La perspectiva de género en la medición de la pobreza"  
Vivian Milosavljevic, Women and Development Unit, ECLAC

**Panel 3: National experiences in poverty measurement**

**(a) Mexico, Central America and the Caribbean**

16. "Una propuesta para la medición de la pobreza con una perspectiva de género"  
Teresa Lara, National Statistical Office, Cuba
17. "Entre el rigor científico y la búsqueda de la equidad de género: la experiencia dominicana en la medición de la pobreza"  
Carmen Julia Gómez, Centre for Women's Research and Action, Dominican Republic
18. "Actual experiences of poverty measurement in the Caribbean: Advantages and limitations from a gender perspective"  
Lynette Brown, ECLAC Subregional Headquarters for the Caribbean
19. "Poverty measurement in the Caribbean: A critique of current approaches from gender perspective"  
Gemma Tang-Nain, Deputy Programme Director, Caribbean Community (CARICOM)

**(b) Andean Region and Southern Cone**

20. "Diagnóstico de la situación de las mujeres en el marco de la política nacional de pobreza de Bolivia"  
Walter Castillo, National Institute of Statistics, Bolivia
21. "La multidimensional cara de la pobreza, vulnerabilidad, privación y desigualdad social en Cochabamba. Un esquema explicativo"  
Carmen Ledo, University of San Simón, Cochabamba, Bolivia

22. "Situación de las estadísticas sociales en el Perú y propuestas para integrar la perspectiva de género"  
Cirila Gutiérrez Espino, National Institute of Statistics and Informatics, Peru
23. "La medición de la pobreza en Brasil y los indicadores de género"  
Cristiane Soares, Researcher, Brazilian Geographical and Statistical Institute
24. "Efectos e impacto diferencial de la pobreza sobre las mujeres. Una aplicación del índice de privación material de los hogares (IMPH) desde la perspectiva de género"  
Silvia Mario, National Institute of Statistics and Censuses, Argentina
25. "Nuevos enfoques en las políticas y estrategias de lucha contra la pobreza en Perú"  
Diana Miloslavich, Cabinet Adviser to the Minister for Women's Affairs and Social Development of Peru; associate of the Flora Tristán Institution
26. "Resultados del diagnóstico de la OIT sobre trabajo y género en Bolivia"  
Silvia Escobar de Pabón, Centre of Studies for Labour and Agricultural Development, Bolivia
27. "Trabajo productivo y reproductivo en el Ecuador"  
Claudio Gallardo, National Statistics and Census Institute, Ecuador
28. "El aporte de la mujer al valor promedio de producción familiar campesina e indígena"  
Roy Córdova, Research Centre for the Advancement of Farmers, Bolivia