Breaking the statistical silence to achieve gender equality by 2030

Application of the information systems pillar of the Montevideo Strategy for Implementation of the Regional Gender Agenda within the Sustainable Development Framework by 2030
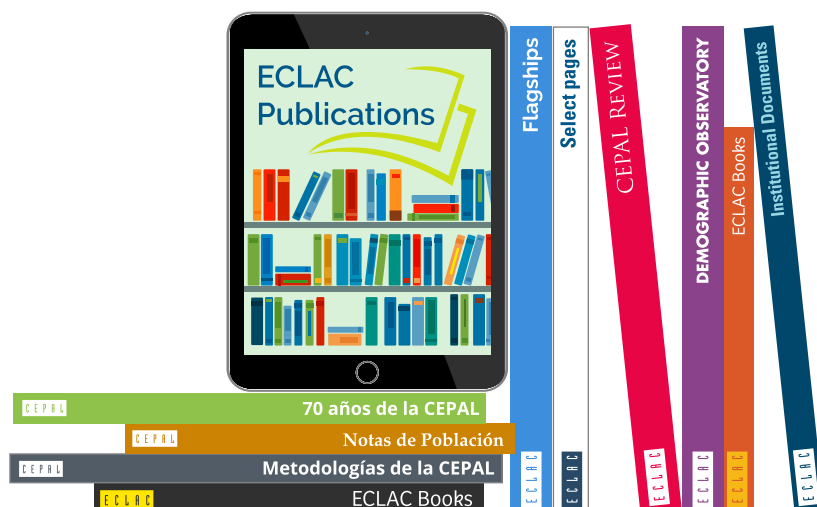
UNITED NATIONS

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Statistical Conference of the Americas of ECLAC

XV Regional Conference on Women in Latin America and the Caribbean
Buenos Aires, 7—11 November 2022

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José Manuel Salazar-Xirinachs
Executive Secretary

Raúl García-Buchaca
Deputy Executive Secretary
for Management and Programme Analysis

Ana Güezmes García
Chief, Division for Gender Affairs

Rolando Ocampo
Chief, Statistics Division

Sally Shaw
Chief, Publications and Documents Division

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CONTENTS

The 2030 Agenda for Sustainable Development establishes a transformative vision for achieving economic, social and environmental sustainability, which underpins its commitment to gender equality and the rights and empowerment of women in sustainable development (ECLAC, 2016a). The 2030 Agenda for Sustainable Development works together with the Regional Gender Agenda, which is a set of commitments approved over the past 45 years by governments attending the Regional Conference on Women in Latin America and the Caribbean.

The 2030 Agenda for Sustainable Development has a robust review and follow-up mechanism for its implementation in the form of a framework of global indicators for monitoring progress, shaping policy and ensuring the accountability of all relevant parties. At the regional level, the Statistical Conference of the Americas of the Economic Commission for Latin America and the Caribbean has become established as an appropriate environment for cooperation, coordination and harmonization of work on official statistics and, as a result, the natural forum for all matters concerning regional follow-up of the 2030 Agenda (ECLAC, 2018a).

Moreover, the Montevideo Strategy for Implementation of the Regional Gender Agenda within the Sustainable Development Framework by 2030, approved at the XIII Regional Conference on Women in Latin America and the Caribbean, is a political and technical instrument for the implementation of the Regional Gender Agenda and acts as a road map for achieving the 2030 Agenda in terms of gender equality and the empowerment and human rights of women. The Strategy is an acknowledgement that to achieve gender equality by 2030 it is necessary to address four main structural issues: (i) socioeconomic inequality and the persistence of poverty in the framework of exclusionary growth; (ii) the sexual division of labour and unfair social organization of care; (iii) the concentration of power and hierarchical relations in the public sphere; and (iv) discriminatory, violent and patriarchal cultural patterns and the predominance of a culture of privilege (ECLAC, 2017a).

The Montevideo Strategy contributes to positioning gender equality at the heart of efforts to achieve sustainable development by 2030 by putting into practice 74 measures as part of its 10 implementation pillars: (1) normative framework; (2) institutional architecture; (3) popular and citizen participation; (4) capacity-building and strengthening; (5) financing; (6) communication; (7) technology; (8) cooperation; (9) information systems; and (10) monitoring, evaluation and accountability (ECLAC, 2017a) (see infographic 1).

In the Regional Gender Agenda, there is recognition of the need to design informed public policies on the basis of information systems that acknowledge the differences between men and women, recognize the varied living conditions of women, and work to overcome inequalities and move actions forward towards an inclusive and sustainable development, with gender equality at its heart. To that end, the governments of the region, when they approved the Montevideo Strategy, identified gender information systems as one of the fundamental pillars of implementing the Regional Gender Agenda under the framework of the 2030 Agenda. Gender information systems "involve the processes of selecting, compiling, integrating, processing, analysing and disseminating information on gender inequalities, as well as on the progress made and challenges that remain in ensuring fulfilment of women's rights" (ECLAC, 2017a, p. 32). A comprehensive and systematic approach to monitoring, evaluation and accountability in implementing the Regional Gender Agenda, under the 2030 Agenda should be considered. To that end, it is essential to have mechanisms aimed at disseminating reliable, relevant, sufficient and timely information that will make it possible to analyse the obstacles and progress made in fulfilling the commitments made by States (ECLAC, 2017a).

Infographic 1
The Montevideo Strategy: road map for implementing the Regional Gender Agenda within the Sustainable Development Framework by 2030 and accelerate gender mainstreaming in statistical systems
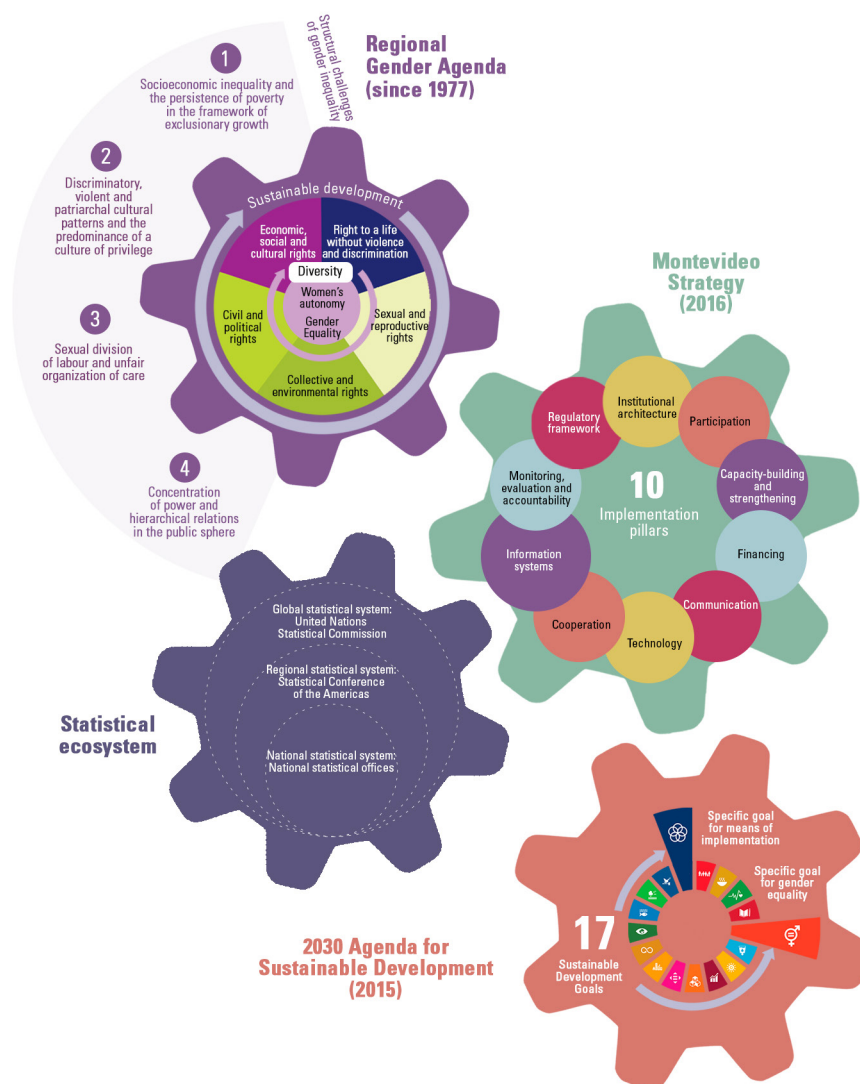
Source: Economic Commission for Latin America and the Caribbean (ECLAC), *Regional progress report on the Montevideo Strategy for implementation of the Regional Gender Agenda within the sustainable development framework by 2030* (LC/CRM.14/5), Santiago, 2019.

The aim of this document is to reveal the current situation regarding production of statistics with a gender perspective in Latin America and the Caribbean, the factors that have been key to making progress in this area and the remaining challenges. Experiences that can be considered good practices for the region will also be presented, without producing a regional ranking or assessment. The intent of preparing this document, which does not provide an exhaustive list of issues that could be addressed from a gender perspective, is to systematize or take stock of all existing practices.

The document is based on technical and political agreements and concepts at the regional and global levels, and is intended to suggest elements that could be used as guidelines for the different stages of the statistical production process, without wishing to be prescriptive or become a manual. It is hoped that the Statistical Conference of the Americas of ECLAC will take this input and use it to fuel technical discussions

that could facilitate the creation of methodological guides to make progress in producing gender statistics and indicators with greater comparability, relevance and timeliness. To that end, this document is one more step in an ongoing process that requires political will and conviction as to the importance of advancing with more and better data so as to make informed decisions.

The report is organized into seven chapters. In chapter I, four structural challenges of gender inequality are addressed and the current situation of women in the region is addressed in relation to their individual circumstances and interrelationships. In chapter II, there is a review of the synergetic work of the Regional Conference on Women in Latin America and the Caribbean and the Statistical Conference of the Americas, and the regional progress in strengthening the mainstreaming of the gender perspective in the statistical production of countries. In chapter III, progress made in mainstreaming the gender perspective at the national level in national statistical systems is presented, and in chapter IV the partnerships between the producers and users of information are examined to strengthen the production of gender statistics. In chapter V, progress in incorporating the gender perspective into the regular production of official statistics is analysed, alongside efforts to mainstream gender in the production of all economic, social and environmental statistics. In chapter VI, the focus is on the progress made by Latin American and Caribbean countries in producing the information needed to implement and monitor public policies on care that make it possible to move towards a care society. The document concludes with a chapter on the challenges in achieving gender information systems by 2030 that would allow data to be turned into information, information into knowledge and knowledge into political decision-making.

What do the data on structural challenges tell us about gender inequality?

The information generated in Latin America and the Caribbean made it possible to break the statistical silence and shed light on the unequal distribution of power, resources, work, time and wealth that underpins the unsustainability of the dominant style of development. In addition, the production of statistics with gender perspective has been essential to monitoring international commitments, especially the Sustainable Development Goals, in a cross-cutting manner (see infographic I.1).

Socioeconomic inequality and the persistence of poverty have long been features of Latin American and Caribbean society, and they are underpinned by the structural heterogeneity of the production system and the culture of privilege that has been maintained and reproduced, even in periods of growth and economic prosperity (ECLAC, 2021h). The data produced by countries shows the high concentration of income among men in the highest income quintiles, while only 35% of individual labour income is in the hands of women. Moreover, the gender gaps are exacerbated in households in the poorest quintiles (see infographic I.2). This reveals the obstacles that must be overcome to reduce socioeconomic inequalities in the region's countries and achieve Sustainable Development Goal 10.

Gender statistics are a powerful tool that illustrate the scale and intensity of the various forms of gender inequality in the labour market. The sexual division of labour persists in the region and is the main barrier to the increased participation of women in the labour market. The region had achieved the milestone of a 50% rate of labour participation among women, but in the first year after the arrival of the coronavirus disease (COVID-19) pandemic, this situation had been set back by the equivalent of 18 years, and revealed that, prior to the pandemic, women's work functioned as an adjustment variable. Even with the recovery efforts, at present, one in two women does not participate in the labour market, while for men this statistic decreases to one in four (see figure I.1). This threatens the attainment of Goal 8, and target 8.5 in particular, on achieving full and productive employment and decent work for all women and men (United Nations, 2015; ECLAC, 2019d).

Infographic I.1

What do data on the structural challenges tell us about gender inequality?

Socioeconomic inequality and the persistence of poverty in the framework of exclusionary growth

Gender gaps persist in the labour market

1 in every 2

women is excluded
from the labour market

For men, the figure is 1 in 4

This is where the majority
of household income is generated

1 in every 3

women does not have
her own income

For men, the figure is 1 in 10

For every **100 men** who live in poor households,
there are **113 women** in the same situation
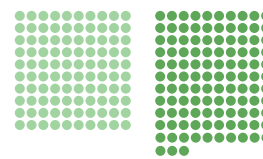
There is a vicious cycle between
income poverty and **time poverty**

Strict sexual division of labour and unfair social organization of care

Women are concentrated in jobs linked to care

Sectors of the care economy — men / **27% women**
Trade
Other services
Manufacturing
Agriculture
Tourism
Other industries

0 4% 8% 12% 16% 20% 24% 28%
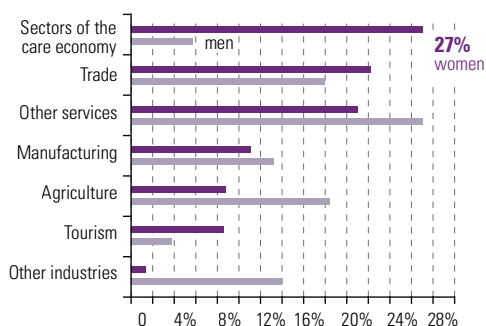
Although unpaid work has a low social value, it contributes to supporting life and economies

Unpaid household work
is equivalent to

$ PIB

21.3%
of total GDP

Women contribute
74.5%
of this

Women spend

3 times
more work on **domestic
and care work** than men

Concentration of power and hierarchical relations in the public sphere

Despite progress, women are still a minority in managerial or leadership positions in the labour market

2019
38.4%

2000
31.7%
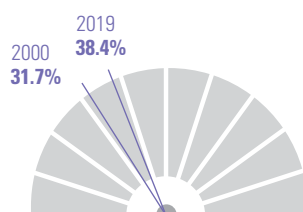
It is estimated that, at this pace, it will take more than 40 years to reach parity in national parliaments

33.6%
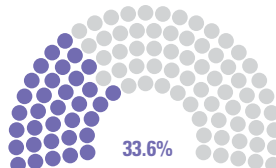
of seats in national parliaments
are occupied by women (2021)

24.9% of elected seats in the
decision-making bodies
of **local governments** are
occupied by women (2020)
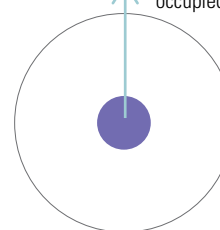
Female representation in decision-making roles is even further from the goal of parity

---

Discriminatory, violent and patriarchal cultural patterns and the predominance of a culture of privilege

Systems based on discrimination and privilege persist

The hourly income of the population
aged 15 years or over, disaggregated by
gender and ethnic and racial background,
in purchasing power parity dollars

Women $5.9 $4.2 $1.9

Men $6.8 $4.7 $3.0

Neither indigenous nor   Indigenous   African descent
of African descent
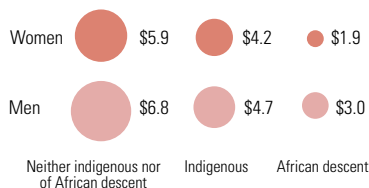
Gender-based violence is a pandemic lurking in the shadows

1 in every 3

women has been or is a victim of
physical or sexual **violence** at the
hands of her partner or former partner

Child, forced and early marriages and unions are a reality in Latin America and the Caribbean

1 in every 5

girls has entered into a **child marriage**
or is in an **early union** (2020)

Such situations put the present and future of women, girls and young women at risk

Source: Economic Commission for Latin America and the Caribbean (ECLAC).

Infographic I.2
Latin America (17 countries):[a] distribution of individual labour income by income quintile and gender,
simple average, 2020
(Percentages)

35.5% of labour income is in the hands of women
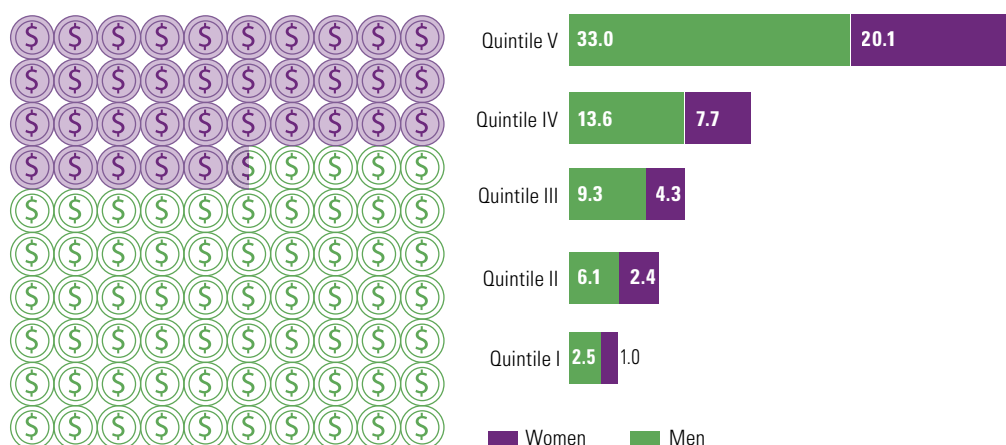
	Men	Women
Quintile V	33.0	20.1
Quintile IV	13.6	7.7
Quintile III	9.3	4.3
Quintile II	6.1	2.4
Quintile I	2.5	1.0

■ Women ■ Men

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of the Household Survey Data Bank (BADEHOG).
[a] The countries considered are: Argentina, Bolivia (Plurinational State of), Brazil, Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Panama, Paraguay, Peru, Uruguay and Venezuela (Bolivarian Republic of). The data for Guatemala and Venezuela (Bolivarian Republic of) are from 2014, and those for Honduras and Panama are from 2019.

Figure I.1
Latin America and the Caribbean (24 countries):[a] evolution of the rate of labour participation by gender,
weighted average, 2001–2021[b][c]
(Percentages)
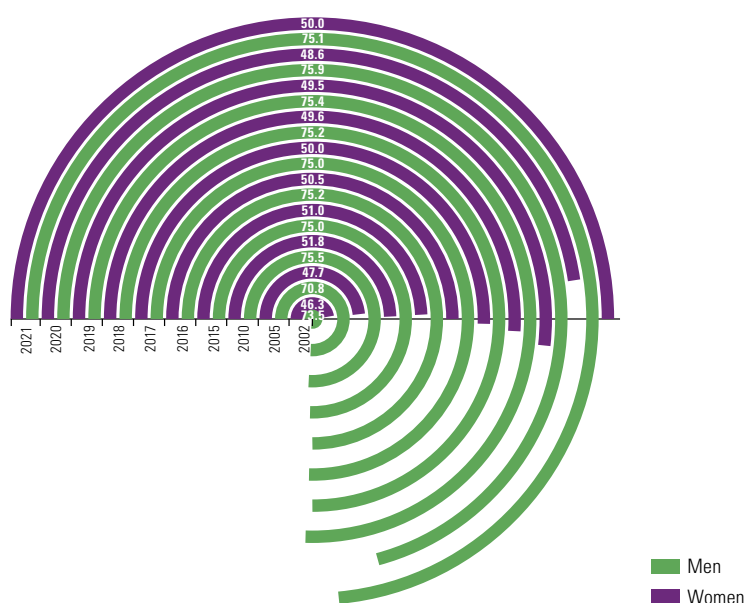
Year	Men	Women
2021	75.1	50.0
2020	75.9	48.6
2019	75.4	49.5
2018	75.2	49.6
2017	75.0	50.0
2016	75.2	50.5
2015	75.0	51.0
2010	75.5	51.8
2005	70.8	47.7
2002	73.5	46.3

■ Men
■ Women

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of the countries' official figures and estimates and projections from ECLAC, *Preliminary Overview of the Economies of Latin America and the Caribbean, 2021* (LC/PUB.2022/1-P), Santiago, 2022.
[a] The countries considered are: Argentina, Bahamas, Barbados, Belize, Bolivia (Plurinational State of), Brazil, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Trinidad and Tobago, Uruguay and Venezuela (Bolivarian Republic of). The 2019 figures do not include the Bolivarian Republic of Venezuela.
[b] 2020 estimates from the *Preliminary Overview of the Economies of Latin America and the Caribbean, 2021*.
[c] 2021 projections from the *Preliminary Overview of the Economies of Latin America and the Caribbean, 2021*.

The gender perspective, together with intersectional analysis, has made it possible to understand and address the ways in which gender inequalities are strengthened by other forms of discrimination in different areas of life (such as race or ethnicity, age, functional capacities, sexuality and gender identity, and territory). For instance, analysing the labour market information by life cycle revealed that young women face greater obstacles in employment than men and women in other age groups. It is thanks to gender statistics that it has been possible to identify the underlying causes that influence gender inequalities among young men and women in the labour market. Some 37.8% of young women aged 15–24 years and 22.5% of men in the same age bracket are neither studying nor in paid employment. However, the difference lies not only in the number of people in this situation, but also in the reasons why. While for women the most important factor in being excluded from the main pillars of social inclusion —the labour market and the education system— is related to the need to assume caregiving responsibilities (51.1%), for men the main reason is unemployment (44.8%) (see infographic I.3). It therefore remains a challenge to achieve Sustainable Development Goal target 8.6 and reduce the proportion of young people not in employment, education or training.

Infographic I.3
Latin America and the Caribbean (18 countries):[a] activity status of the population between 15 and 24 years of age, around 2020[b][c]
(Percentages)

Men
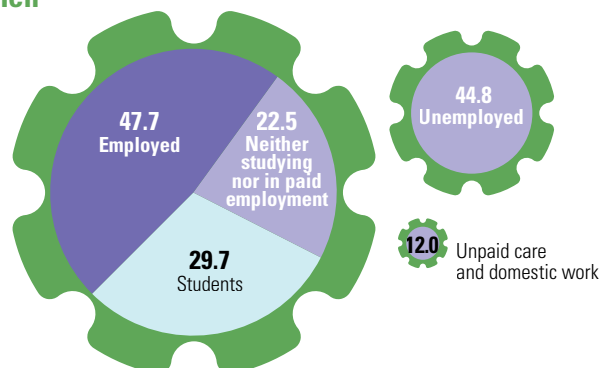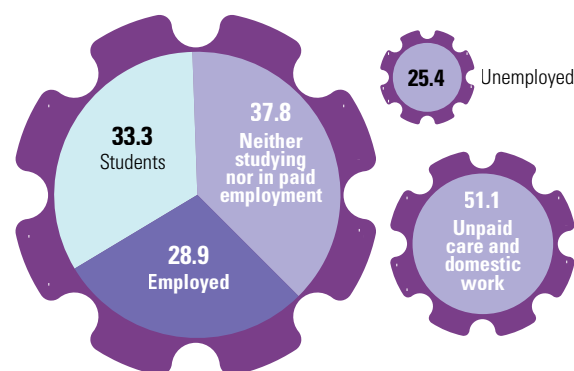
47.7 Employed
22.5 Neither studying nor in paid employment
29.7 Students
44.8 Unemployed
12.0 Unpaid care and domestic work

Women

33.3 Students
37.8 Neither studying nor in paid employment
28.9 Employed
25.4 Unemployed
51.1 Unpaid care and domestic work

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of the Household Survey Data Bank (BADEHOG).
[a] The countries considered are: Argentina, Bolivia (Plurinational State of), Brazil, Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay and Venezuela (Bolivarian Republic of).
[b] The activity status is divided into three exclusive categories: employed people, students and people neither in study nor paid employment. In turn, the latter categories are divided into people looking for employment (unemployed), people not looking for employment owing to domestic work and unpaid care work, and people not looking for employment for another reason (other inactive).
[c] The data from Argentina, Bolivia (Plurinational State of), Brazil, Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Mexico, Paraguay, Peru and Uruguay are from 2020; the data from Honduras and Panama is from 2019; and the data from Guatemala, Nicaragua and Venezuela (Bolivarian Republic of) are from 2014.

The analysis of the statistics produced with a gender perspective makes it possible to ascertain that for those women who have managed to join the labour market, there are still wage gaps, horizontal and vertical segmentation and segregation, overrepresentation in informal employment and a lower rate of participation in the most productive sectors of the economy, such as those linked to science, technology, engineering and mathematics fields, among others. From the point of view of their economic empowerment this is critical, as it is in the labour market where the vast proportion of people's incomes, as well as the inequalities inherent in their distribution, is created. In Latin America and the Caribbean, there is still a large number of women without their own income; in 2020, this figure was 27.8% for women, while being only 12.0% for men.[1] While there has been a downward trend in poverty rates up to 2014 before then showing some growth until 2019, the pandemic affected the poverty rates of both men and women; as a result, the number of people in poverty in the region stood at around 204 million in 2020, of whom 81 million lacked even the resources needed to purchase a basic food basket (extreme poverty). In the face of this situation, efforts to achieve Goal 1, on ending poverty in all its forms, must be redoubled. Even in period when poverty rates have decreased, the female poverty index was above 100, which shows that efforts to reduce poverty have not benefited men and women equally or at the same rate, and that poor households have a greater proportion of women. In 2020, for every 100 men between 20 and 59 years of age in poverty, there were 113 women in the same situation (see infographic I.1).

Analyses on time use and the contributions of the feminist economy have provided in-depth studies on the quantifiable contributions of women to economies and societies through unpaid household work. On average, in those Latin American and Caribbean countries where unpaid household domestic and care work has been economically valued, it is estimated that this value represents 21.3% of gross domestic product (GDP) and that women do 74.5% of this work (see infographic I.1). Within the region, progress in measuring the use of time has also made it possible to reveal that women dedicate 19.6% of their time to unpaid domestic and care work, while men spend barely 7.3% of their time on these tasks (see infographic I.4), indicating that women spend almost three times as much time on these activities as men. These data show the unfair and unbalanced social organization of care, based on the sexual division of labour. This information is relevant to achieving Sustainable Development Goal target 5.4, on recognizing and valuing unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of co-responsability within the household and the family (United Nations, 2015; ECLAC, 2019d). The time-use information has also illustrated that there is a vicious cycle between income poverty and time poverty, as it is women in lower-income households who dedicate more time to unpaid work (ECLAC, 2017c).

It has been possible to identify the differentiated access of men and women to economic, productive and financial resources through gender statistics, which also provide a more complete understanding of the multiple dimensions of poverty, which include inequality in both access to resources and the distribution of these resources within the household, the allocation of time and distribution of care work, and vulnerability to external impacts. Policies to reduce poverty could incorporate this knowledge with actions that address the vicious cycle between women's financial poverty and their time poverty.

The sexual division of labour is also seen in the labour market, where one in every three women works in sectors of the care economy (see infographic I.1). During the pandemic, it became clear that it was women who, through unpaid work in households and paid work in domestic service, health and education, faced up to the new care needs.

The devaluation of women's time is seen not only when analysing the sectors in which they work or the jobs that they do. Also prevalent are hierarchical relationships that limit the opportunities for women in the labour market to occupy managerial positions. In 2000, 31.7% of managerial positions were occupied by women and, despite some progress (by 2019, the figure had risen to 38.4%), women in such positions remain a minority (see infographic I.1).

---

[1] See Gender Equality Observatory for Latin America and the Caribbean, "People without incomes of their own" [online] https://oig.cepal.org/en/indicators/people-without-incomes-their-own.

Infographic I.4
Latin America and the Caribbean (18 countries): time spent on unpaid domestic and care work by gender (Sustainable Development Goal indicator 5.4.1)
(Percentages)
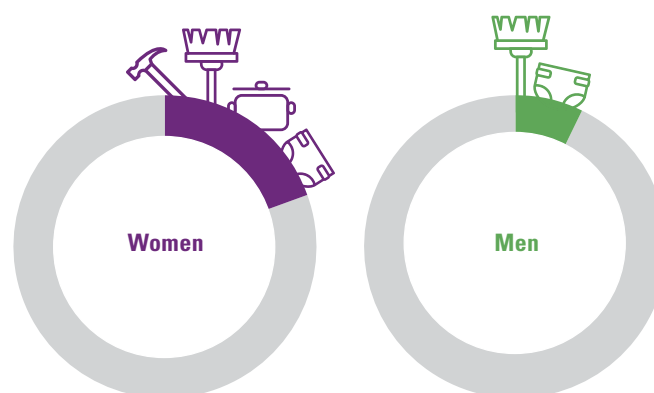
Country	Year	Women	Men
Argentina	2021	18.6	9.2
Bolivia (Plurinational State of)	2001	23.3	12.1
Brazil	2009	12.0	5.3
Chile	2015	24.7	10.8
Colombia	2021	18.9	5.9
Costa Rica	2017	22.6	8.7
Cuba	2016	21.0	12.5
Dominican Republic	2021	14.5	5.9
Ecuador	2012	19.7	4.7
El Salvador	2017	20.5	7.3
Guatemala	2019	15.4	2.3
Honduras	2009	15.5	3.0
Mexico	2019	24.2	8.8
Nicaragua	1998	22.9	12.1
Panama	2011	18.0	7.6
Paraguay	2016	15.0	4.4
Peru	2010	20.9	7.3
Uruguay	2013	19.9	8.4

Source: Economic Commission for Latin America and the Caribbean (ECLAC), Repository of information on time use in Latin America and the Caribbean.
Note: This takes into account the domestic and care work carried out for one's own households and other households, except in the cases of Bolivia (Plurinational State of), Brazil, Cuba, Guatemala, Honduras and Nicaragua. The data refer to the national total, except in the case of Cuba, where they refer only to Old Havana. The data refer to the population over 15 years of age, except in the case of Nicaragua, where they refer to the population over 6 years of age.

These unequal power dynamics can also be seen in politics and countries in the region remain far from achieving true democratic parity. Data show that in 2021 only 33.6% of seats in national parliaments were occupied by women (see infographic I.1), despite large differences between countries.[2] This information is important to monitoring progress, setbacks and stagnation in the actions implemented to promote greater access for women to the exercise of power and decision-making. It is estimated that, at the rate at which these changes have occurred, it will take more than 40 years to reach parity in national parliaments. Similarly, when information on the elected members of local government decision-making bodies is analysed, it is revealed that, in 2020, only 24.9% of those seats were occupied by women (see infographic I.1). This reality shows that it remains a challenge to "ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life" (ECLAC, 2018b, p. 137), in accordance with Sustainable Development Goal target 5.5.

The data on the region show the predominance of patriarchal, discriminatory and violent patterns, as well as the persistence of gender-based violence against women. Estimates on the prevalence of gender-based violence in Latin America and the Caribbean indicate that one in three women between 15 and 49 years of age has experienced some form of intimate partner violence during their lifetimes. In addition, in 2018, 11% of Latin American and Caribbean women in this age range had suffered sexual violence from someone other than their partner at least once in their lives (WHO, 2022). The most extreme expression of gender-based violence is femicide, the gender-based murder of women. In 2020, more than 4,000 women were victims of femicide in 26 countries in the region (17 in Latin America and 9 in the Caribbean) (see figure I.2). The corresponding information for 15 Latin American and Caribbean countries for 2020 shows that three quarters of victims of femicide were between 15 and 44 years of age, while in 4.1% of cases, the victims were girls aged 0 to 14 years. The statistics on the prevalence of various types of violence, causes and consequences of violence, and the access of victims of violence to formal and informal support could lead to more focused and efficient prevention and intervention efforts (United Nations, 2016b). This information is essential to monitoring the progress made towards achieving Sustainable Development Goal target 5.2, aimed at eliminating all forms of violence against women and girls.

Figure I.2
Latin America and the Caribbean (26 countries): feminicide and femicide, around 2020
(Absolute numbers and per 100,000 women)

A. Latin America (17 countries)
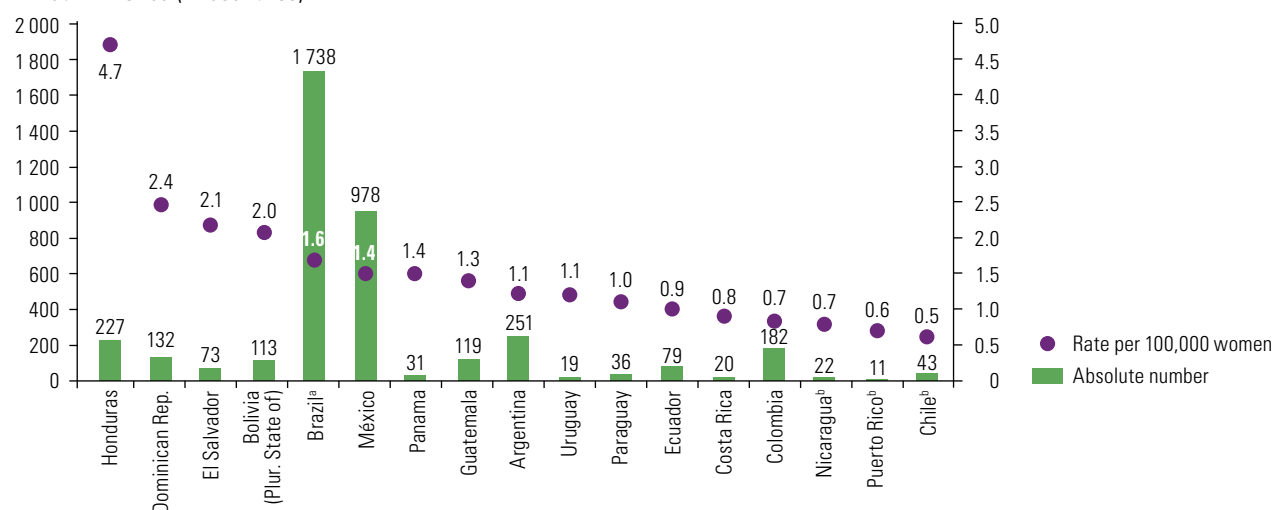
B. The Caribbean (9 countries and territories)[c]
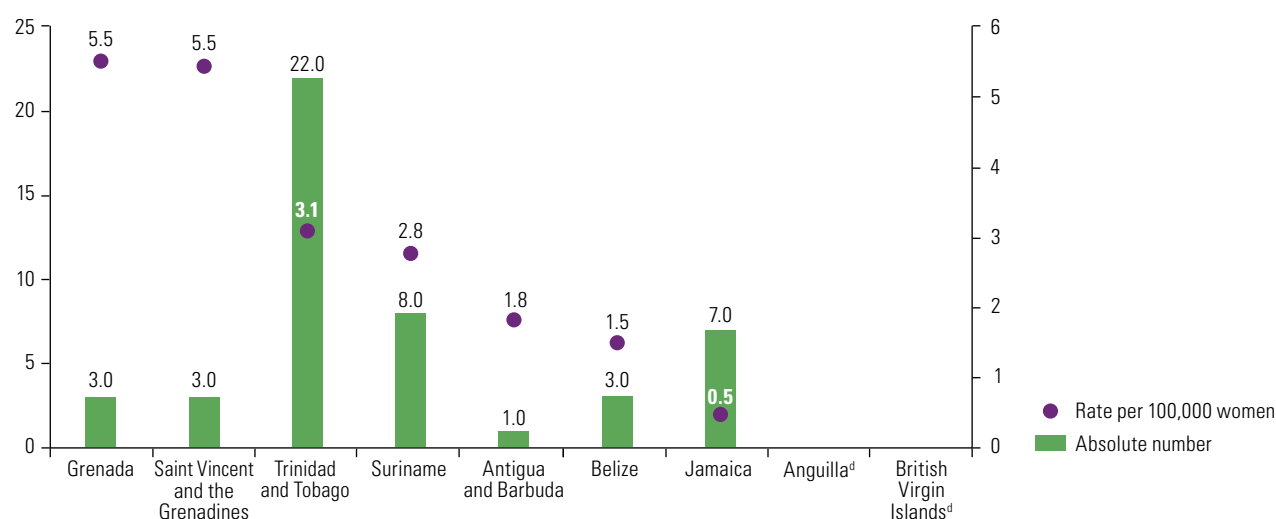
[a] Brazil does not have a single register of cases of feminicide. Only new procedural cases filed in the legal system are registered by the National Justice Council.

[b] Chile, Nicaragua and Puerto Rico only report cases of intimate feminicide, i.e. committed by a partner or former partner. Chilean legislation was amended in 2020, expanding the definition from a non-specific murder victim to a woman killed because of her gender.

[c] Antigua and Barbuda, Belize, Grenada, Jamaica, Saint Vincent and the Grenadines and Suriname only report cases of women killed by their intimate partner or former partner. In the cases of Anguilla, the British Virgin Islands and Trinidad and Tobago, the data refer to women killed for gender-based reasons, without specifying the relationship with the killer.

[d] Anguilla and the British Virgin Islands do not have population estimates that make it possible to calculate the rate per 100,000 women.

As noted in regard to monitoring progress made towards achieving greater economic empowerment for women, having disaggregated and georeferenced data on the characteristics of survivors of gender-based violence, as well as on the circumstances that produce it, could bring about improvements to public policies on prevention and care for this violation of women's humans rights and ensure their access to justice.

Similarly. weddings and early and forced child marriages are harmful practices that violate the human rights of children and adolescents, and States have committed to eliminating them under the Sustainable Development Goals (target 5.3). Gender statistics make it possible to monitor the progress made towards gender equality and the full and equal enjoyment of human and fundamental rights by women and girls (United Nations, 2016a). The prevalence of child marriage is a reality for girls and female adolescents in Latin America and the Caribbean; in 2020, 22.1% of women between 20 and 24 years of age had got married or were in an early union before reaching 18 years of age, compared to the global rate is 19.4%. The relevant differences between countries on this issue should be noted (see map I.1).

Statistical information produced with a gender and intersectional perspective makes it possible to see that girls and female adolescents in early unions are located at the intersection of multiple forms of inequality and discrimination, such as those based on gender, age, marital status, region (urban or rural), socioeconomic level, education, ethnic or racial identity, migration status, health and disability. While studies on time use in childhood and adolescence are uncommon in the region, the increase in time-use surveys and the inclusion of relevant questions and variables provide an opportunity to understand the implications that these unions have on their development and the way in which girls and female adolescents allocate their time. The unfair sexual division of labour takes root in early childhood through the sociocultural construction of gender norms that, through childhood socialization processes, teach

girls that reproduction-related tasks are "natural" and typical of their gender, whereas boys are prepared and required to develop in the public sphere and to do productive tasks as they will be responsible for the economic upkeep of the household (ECLAC, 2021a). The information available has revealed child marriages and early unions hinder the participation of girls and female adolescents in various social spheres even further owing to the increase in time spent on unpaid domestic and care work, which is twice what their single peers spend on the same activities and which is equivalent, on average, to a full working day (ECLAC, 2021a) (see figure I.3).

Map I.1
Latin America and the Caribbean (24 countries): women aged 18–24 years who were married or in a union before the age of 18 years, most recent available year (Sustainable Development Goals indicator 5.3.1)
(Percentages)
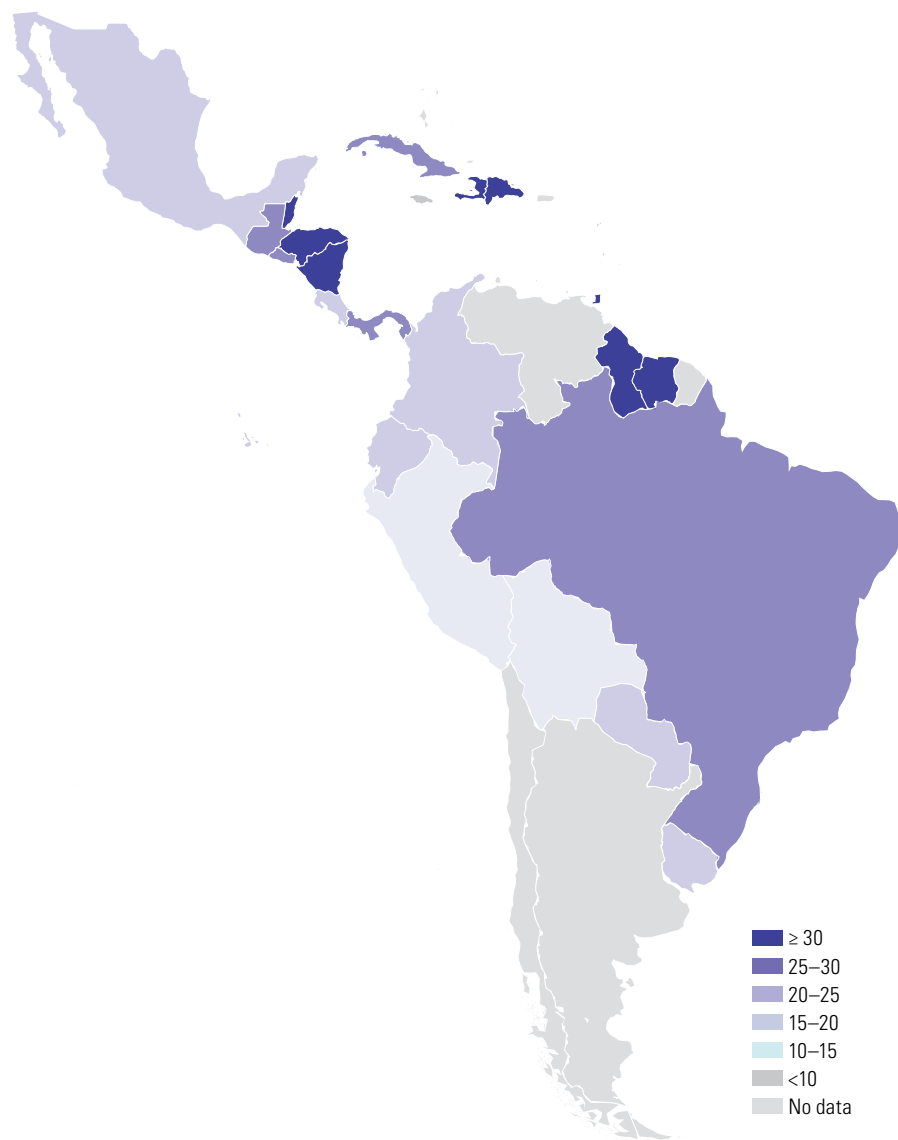
Legend:
- ≥ 30
- 25–30
- 20–25
- 15–20
- 10–15
- <10
- No data

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of United Nations, Global SDG Indicators Database [online] https://unstats.un.org/sdgs/dataportal.

Figure I.3
Latin America (6 countries): time spent by the population aged 18 years and under on unpaid domestic and care work, by age and marital status, around 2020
(Working hours)
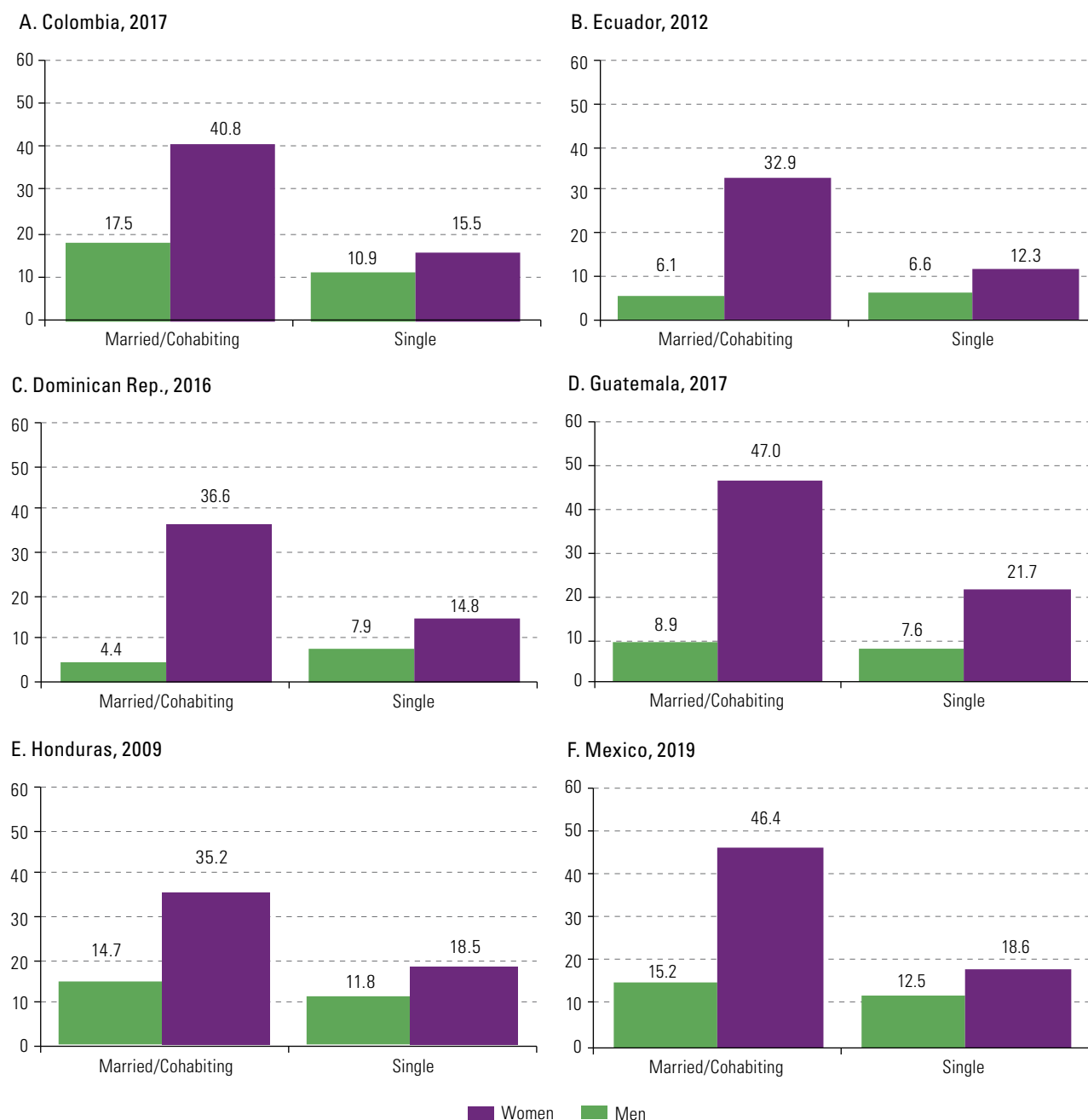
A. Colombia, 2017

B. Ecuador, 2012

C. Dominican Rep., 2016

D. Guatemala, 2017

E. Honduras, 2009

F. Mexico, 2019

■ Women ■ Men

Source: Economic Commission for Latin America and the Caribbean (ECLAC), Repository of information on time use in Latin America and the Caribbean.
Note: The heterogeneity of the sources of data does not allow for comparisons between countries. This figure is intended to show the trends in each country. Paid work refers to employment concerning the production of goods or the provision of services for the market, and is calculated as the amount of time dedicated to employment, the search for employment and commuting to the place of employment. Unpaid work refers to employment without any remuneration and is measured by quantifying the time spent by an individual on work for the personal consumption of goods, unpaid domestic work, unpaid care work (whether for the person's own household or to support other households), community work and voluntary work.

Having gender statistics that show different aspects of the three dimensions of sustainable development —economic, social and environmental— is a key requirement for analysing how the different systems of discrimination and privilege interact. More precisely, national statistical systems must be able to provide

information on the realities of the various groups that make up a country's population, especially historically marginalized groups, and reveal, by cross-referencing relevant categories, the gaps in access to rights and the fruits of the development process. The inclusion of an intersectional perspective makes it possible to turn the aim to "leave no one behind" into a reality, committing the entire technical process and the institutions responsible for national statistics to the concept that inequalities are multifactorial and are mutually configured and reconfigured. For example, by analysing labour income by time of the employed population, in accordance with ethnic or racial background and years of schooling, in six countries in the region, it is clear that there are differences in the income of women and men with the same level of education, given the different positions they occupy owing to their gender and ethnic-racial background (ECLAC, 2019a). On the other hand, this analysis also shows that the higher the level of schooling, the greater the differences in labour income between women and men, which are also aggravated by their ethnic or racial background. This therefore creates a situation where the hourly income of men who are neither indigenous nor of African descent and have 13 or more years of schooling is almost triple the income of indigenous women with the same level of schooling (see figure I.4). This income gap shows that productive inclusion and decent employment are greatly marked by biases relating to gender and ethnic-racial background, the effects of which are multiplied when they interact. The intersectional perspective also shows the policy interventions that are needed on multiple fronts to synergistically achieve Goals 1, 4, 5, 8 and 10.

Figure I.4
Latin America (6 countries): labour income per hour of the employed population aged 15 years or over, by gender, level of education and ethnic-racial background, weighted average, around 2020[a]
(International dollars and years of schooling)[b]
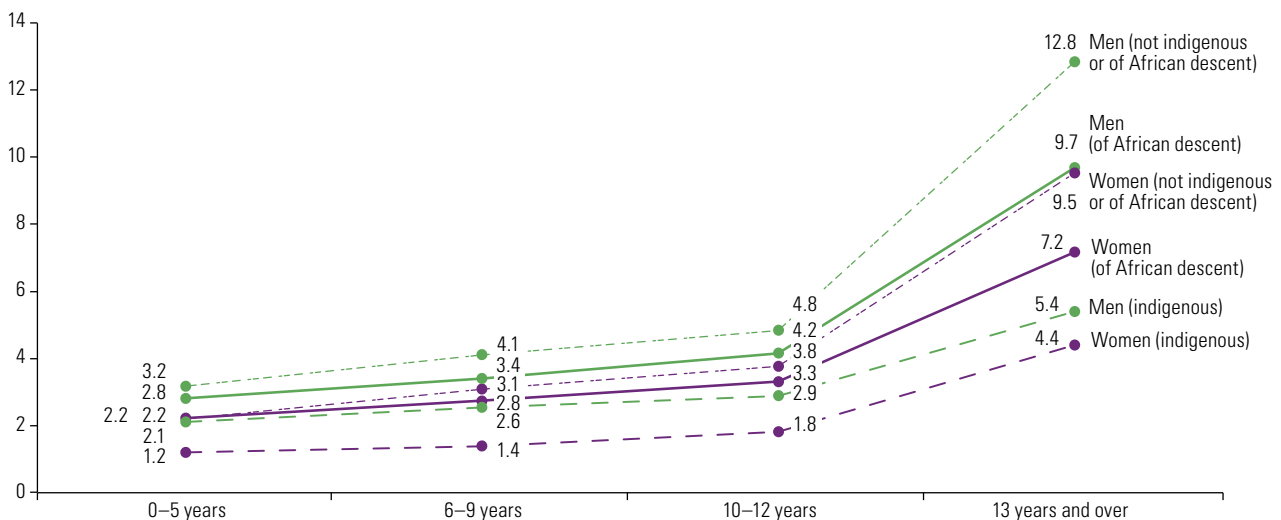
Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of the Household Survey Data Bank (BADEHOG); World Bank, "PPP conversion factor, GDP (LCU per international $)" [online] https://data.worldbank.org/indicator/PA.NUS.PPP.
[a] The countries considered are: Brazil, Colombia, Ecuador, Peru and Uruguay (2020), and Panama (2019).
[b] The calculations were made using the World Bank indicator.

Gender statistics are not an end in themselves, but must respond to the needs of policy-setting institutions, civil society organizations, the academic and research sector, the media and the general public. These statistics may be used to: encourage understanding of the structural causes of gender inequality; make progress in gender analysis and research; follow up on progress made towards gender equality and the full and equal enjoyment of all human and fundamental rights by all women and girls; develop and monitor public policies and programmes aimed at allocating greater investment in sustainability; and support the inclusion of the gender perspective in policies related to the three dimensions of sustainable development (United Nations, 2016a). To that end, it is necessary to continue to produce relevant, reliable, timely, coherent and accessible information to resolve the structural challenges of gender inequality and guarantee women's empowerment.

The regional architecture supports the production of gender statistics and their comparability

Latin America and the Caribbean has a set of regional mechanisms for identifying the regional and subregional challenges and priorities related to gender equality and women's empowerment, while also promoting national statistical development.

On the one hand, the Regional Conference on Women in Latin America and the Caribbean is the main intergovernmental forum in which States in the region make commitments to advancing towards guaranteeing women's human rights and eliminating gender inequalities and discrimination. The Regional Conference is held regularly, at least every three years, in order to analyse the regional and subregional situation on the women's empowerment and rights, submit recommendations for public policies on gender equality and conduct periodic assessments of the activities carried out to fulfil international and regional agreements. Since 1977, the governments of the region have convened 14 Conferences and taken on a wide range of commitments relating to the rights and empowerment of women, as well as gender equality, thereby creating an ambitious Regional Gender Agenda (Bidegain, 2017; ECLAC, 2021i).

The Regional Gender Agenda is linked to other commitments adopted by Latin American and Caribbean States, such as the Montevideo Consensus on Population and Development, arising from the Regional Conference on Population and Development in Latin America and the Caribbean, the agreements approved by the Regional Conference on Social Development in Latin America and the Caribbean, the Statistical Conference of the Americas, the Conference on Science, Innovation and Information and Communications Technologies, and the Caribbean Development and Cooperation Committee (ECLAC, 2017a). This Agenda, created on the basis of the regional challenges and priorities in achieving gender equality, aligns with the Sustainable Development Goals and, for Latin America and the Caribbean, constitutes a guide for achieving sustainable development.

For 45 years, the Regional Conference on Women in Latin America and the Caribbean has highlighted the importance of having timely statistical information that can be used to guide the design, implementation, monitoring and evaluation of public policies to ensure fulfilment of the commitments under the Regional Gender Agenda.

While, at the start, the agreements on statistical monitoring were aimed at understanding the situation of women in social and economic activity, and increasing the collection and dissemination of statistics disaggregated by sex, they were later expanded.

In 2007, the governments asked ECLAC to see to "the creation of an equality observatory that will help strengthen national gender machineries" (ECLAC, 2007, p. 8). As such, with the creation of the Gender Equality Observatory for Latin America and the Caribbean, there began a process of information production from a gender perspective, which required a set of measures aimed at strengthening technical capacities, methodologies and analyses of the producers and users of statistical information, reinforcing inter-institutional partnerships and horizontal cooperation, and promoting the dissemination of indicators and statistics that show the progress and existing obstacles to achieving gender equality in the region (see infographic II.1).

Infographic II.1

Links between the Statistical Conference of the Americas and the Regional Conference on Women in Latin America and the Caribbean

Statistical Conference
of the Americas of ECLAC

XV Regional Conference
on Women in
Latin America and the Caribbean
Buenos Aires, 7—11 November 2022

Statistical Conference of the Americas of ECLAC

Subsidiary body of ECLAC that contributes to the advancement of statistical policies and activities in the countries of the region. Its objectives are to promote the development and improvement of national statistics and their international comparability, and to promote and prepare a biennial programme of activities for international, regional and bilateral cooperation between national statistical offices and international and regional bodies.

Regional Conference on Women in Latin America and the Caribbean

Subsidiary body of ECLAC and the region's foremost intergovernmental forum on women's rights and gender equality. It is convened on a regular basis, at least every three years, to analyse the status of women's autonomy and rights at the regional and subregional levels, present recommendations regarding public policies on gender equality and undertake periodic assessments of the activities carried out in fulfilment of regional and international agreements on the subject.

Milestones for regional agreements on gender statistics

First meeting — 2001
Recognition of the production of gender indicators as essential to the proper design of development policies, plans and programmes.

Second meeting — 2003
Greatest emphasis is placed on the Statistical Conference of the Americas programme of work on gender equality.

Third meeting — 2005
Promotion of efforts to disaggregate statistics to monitor the Millennium Development Goals by gender, ethnic group and geographic location.

Fourth meeting — 2007
Creation of the Working Group on Gender Statistics.

Fifth meeting — 2009
Capacity-building to produce statistics on time use and unpaid work, gender-based violence, the measurement of poverty and monitoring of the impact of the economic crisis on employment.

Sixth meeting — 2011
Call to increase work on statistics based on administrative records, especially those concerning violence against women.

Seventh meeting — 2013
Presentation of progress and challenges in incorporating the gender perspective into statistical production in national statistical systems.

Eighth meeting — 2015
Adoption of the Classification of Time-Use Activities for Latin America and the Caribbean (CAUTAL) as the main regional standard.

Ninth meeting — 2017
Presentation of the region framework of indicators for monitoring the Sustainable Development Goals linked to the priorities of the Regional Gender Agenda.

Tenth meeting — 2019
Incorporation of the gender perspective into the work of all Statistical Conference of the Americas Working Groups.

Eleventh meeting — 2021
Adoption of a methodological guide on time-use measurements in Latin America and the Caribbean as the regional standard. Approval of the Guidelines for gender mainstreaming in the working groups of the Statistical Conference of the Americas. Creation of the Statistical Conference of the Americas Advisory Group on Gender Mainstreaming.

Gender Equality Observatory for Latin America and the Caribbean

The Working Group on Gender Statistics has been fundamental to the methodological discussion on the indicators of the Gender Equality Observatory

First session — 1977
Regional Plan of Action for the Integration of Women into Latin American Economic and Social Development (Havana)
Obtaining and creating statistics to monitor the social and economic situation of women.

Sixth session — 1994
Regional Programme of Action for Women of Latin America and the Caribbean (Mar del Plata)
Ensuring disaggregation by gender and ethnicity and systemizing recording of acts of violence against women.

Seventh session — 1997
Santiago Consensus
Developing gender indicators with disaggregated information. Creating a bank of regularly updatable indicators.

Eighth session — 2000
Lima Consensus
Strengthening the collection and processing of disaggregated data. Incorporating gender indicators make it possible to conduct assessments, implement policies and carry out monitoring and evaluation.

Ninth session — 2004
Mexico City Consensus
Furthering the development of a system of gender indicators, taking into account ethnic and racial diversity, different generations, poverty, unpaid work, time use, violence and migration.

Tenth session — 2007
Quito Consensus
Promoting the development of measurements on unpaid work, in particular time-use surveys. The Gender Equality Observatory for Latin America and the Caribbean is created.

Eleventh session — 2010
Brasilia Consensus
Promoting the creation of satellite accounts on unpaid work.

Twelfth session — 2013
Santo Domingo Consensus
Establishing and strengthening statistical production on time-use, ICT, unpaid work, sexual and reproductive health, and violence, so as to develop policies in an appropriate and fair manner.

Thirteenth session — 2016
Montevideo Strategy for Implementation of the Regional Gender Agenda within the Sustainable Development Framework by 2030
Adopting gender information systems as an implementation pillar of the Regional Gender Agenda.

Fourteenth session — 2020
Santiago Commitment
Strengthening the national production of gender-related statistics to monitor the commitments under the Regional Gender Agenda and the 2030 Agenda for Sustainable Development.

Source: Economic Commission for Latin America and the Caribbean (ECLAC).

Later, in 2016, the States reiterated their commitment to producing information to highlight all kinds of existing inequalities between men and women, and acknowledged, in the Montevideo Strategy, gender information systems as a fundamental pillar for the implementation of the Regional Gender Agenda under the 2030 Agenda and as essential to monitoring, transparency and accountability (ECLAC, 2017a).

In 2020, the governments expressed, in the Santiago Commitment, the need to strengthen the production of gender statistics at the national level, ensuring the comparability of data and the creation of time series, while also recognizing the role of the Gender Equality Observatory for Latin America and the Caribbean in following up on the Regional Gender Agenda (ECLAC/UN-Women, 2020).

On the other hand, the Statistical Conference of the Americas is the subsidiary body of ECLAC that contributes to the progress of statistical policies and activities in countries in the region. Its aims are to promote the development and improvement of national statistics and their international comparability, and to encourage, through its biennial programme of activities, international, regional and bilateral cooperation activities among national statistics offices and international and regional bodies. In its first meeting, held over 20 years ago, the Conference acknowledged that the production of gender indicators was essential to designing suitable development programmes, policies and plans.

Working groups have been created to carry out activities that contribute to the implementation of the Statistical Conference of the Americas of ECLAC Strategic Plan and encourage exchanges between countries. In 2007, at the fourth meeting of the Statistical Conference of the Americas, the Statistical Conference of the Americas of ECLAC Working Group on Gender Statistics[3] was created with the aim of promoting the production, development, systematization and dissemination of statistical information and indicators with a gender perspective to be used in the design, implementation, monitoring and evaluation of public policies. In 2015, the Group aligned its plan of work with the commitments and challenges established in the Regional Gender Agenda and the 2030 Agenda for Sustainable Development and its Sustainable Development Goals.

The Working Group on Gender Statistics was key to the methodological discussion on some paradigmatic indicators that form part of the Gender Equality Observatory for Latin America and the Caribbean (see box II.1), such as the total working time, the number and rate of women killed by their intimate partner or former partner, the number and rate of femicides and the percentage of elected female mayors. This enabled the region to make significant progress in producing indicators to highlight phenomena that affect the achievement of women's empowerment. When defining the global framework of indicators for monitoring the Sustainable Development Goals, countries in the region were thus already developing methodologies and creating indicators that were not being produced regularly in other regions. The regional experience of producing gender statistics played an important role in the discussions on indicators for the 2030 Agenda and at the United Nations Statistical Commission in general; Mexico, as co-chair of the Inter-Agency and Expert Group on Gender Statistics, was a driving force in that regard.

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[3]   Under the coordination of the National Institute of Statistics and Geography (INEGI) of Mexico, the national statistics offices of a number of Latin American and Caribbean countries (Argentina, Bahamas, Bolivia (Plurinational State of), Brazil, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Guyana, Haiti, Honduras, Jamaica, Mexico, Panama, Paraguay, Peru, Uruguay and Venezuela (Bolivarian Republic of)) have been members of the Statistical Conference of the Americas of ECLAC Working Group on Gender Statistics. Also part of this Working Group were the machineries for the advancement of women of Cuba, Guatemala, El Salvador, Mexico and Uruguay. This exchange between bodies producing information and those using it has been a step forward for the production of gender statistics, at both the regional and national levels, the aim of which was to highlight the life situations of women and act as input for the design of public policies on equality.

Box II.1
Gender Equality Observatory for Latin America and the Caribbean

At the tenth Regional Conference on Women in Latin America and the Caribbean, held in Quito in 2007, the member States of ECLAC requested that the Commission, together with other organizations in the United Nations system, collaborate on "following up on the fulfilment of the agreements that have been adopted through the creation of an equality observatory that will help strengthen national gender machineries" (ECLAC, 2007, p. 9). Under this mandate, a number of opportunities for exchange and coordination between countries and various international organizations and experts took place to discuss and agree conceptual frameworks and strategic indicators to be used in monitoring gender equality in the region. These efforts resulted in the creation of the Gender Equality Observatory for Latin America and the Caribbean (ECLAC, 2010).

Launched in 2009, the aims of the Observatory are to: analyse and draw attention to compliance with international agreements on gender equality in the region; provide technical support and capacity-building to machineries for the advancement of women, national statistics offices and other governmental institutions; and conduct diagnostic studies of inequalities between women and men in key areas (ECLAC, 2022a). Equality and the full exercise of human rights by women are conditions for their autonomy in private and public life. In line with this premise, women's autonomy is the priority area of the Observatory, where an approach is proposed that links three strategic areas that make up women's autonomy: economic autonomy (women's capacity to generate their own income and control assets), physical autonomy (women's control over their own bodies) and autonomy in decision-making (women's full participation in decision-making that affects their life and community). These three areas are also the pillars used to organize the topics and indicators available on the platform, the central component of which is statistical data (ECLAC, 2010).

The indicators of the Gender Equality Observatory for Latin America and the Caribbean for each of the forms of autonomy of women

Physical autonomy
Proportion of women between 20 and 24 years of age who were married or entered into a stable union before the age of 18 years
Feminicide or femicide (in absolute numbers of rates per 100,000 women)
Deaths of women caused by their intimate partner or former partner
Maternal mortality ratio
Teenage mothers between 15 and 19 years of age
Unmet demand for family planning

Economic autonomy
Average time spent on paid and unpaid work of the population aged 15 years and over, by gender
Time spent on unpaid work by the population between 20 and 59 years of age, by own income and gender
Population without own income, by gender
Femininity index poor households
Unemployment rate by gender
Proportion of time spent on unpaid domestic and care work, by gender (Sustainable Development Goal indicator 5.4.1)

Autonomy in decision-making
Proportion of seats occupied by women in local governments (Sustainable Development Goal indicator 5.5.1.b)
Percentage of seats occupied by women in national parliaments
Participation of women in ministerial cabinets
Elected mayors who are female
Elected city council members who are female
Women in the highest court
Level within hierarchy of national machineries for the advancement of women
Countries that have signed and ratified the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women

Source: Economic Commission for Latin America and the Caribbean (ECLAC).

The indicators of the Observatory are created using official information, both information publicly available on government websites and information provided by countries through specific requests. Under the pillar of contribution and training for officials from public institutions, the Observatory has provided technical assistance on the inclusion of the gender perspective in statistical production relating to the labour market and gender-based violence, among other issues. It has also supported the development of indicators and the analysis of gender-based violence already collected by countries.

Within the region, the Observatory has also provided spaces for collaboration and cooperation to make progress on technical aspects and methodologies to create indicators, aimed both at improving data quality and at advancing towards harmonization and comparability at the regional level. On the one hand, these areas of exchange have been key to Latin America and the Caribbean having essential information on the living conditions of women and men in the region, which has made it possible to raise awareness of gender inequalities and develop agreements and public policies to address them. On the other hand, the joint work between the Observatory and machineries for the advancement of women and national statistics offices on capacity-building and making progress in technical and methodological discussions have put the region at the forefront of the production of certain indicators: total work time; unpaid work time; elected mayors who are female; and femicide or feminicide.

The Observatory maintains an up-to-date repository of laws on the following issues: care, pensions, quotas, violence, abortion, child marriage, and sexual and reproductive health, as well as equality plans and regulations on international migration from Latin America and the Caribbean. This extensive repository serves as a point of reference for monitoring the regulatory framework on gender equality and women's autonomy in the region (ECLAC, 2017). National public policies on gender equality are also analysed, with a particular focus on capacity-building at the institutional, social, political and cultural level, in order to establish a body of knowledge on government responses and their results in the face of the requirements of physical autonomy, economic autonomy and autonomy in decision-making to guide actions and policy development.

The ECLAC Gender Equality Observatory for Latin America and the Caribbean continuously updates and disseminates the total work time indicator (average time spent on paid and unpaid work of the population aged 15 and over, by gender), which was defined under the framework of the Statistical Conference of the Americas of ECLAC Working Group on Gender Statistics and currently has data on 16 countries in the region (ECLAC, 2022b). This indicator enables measurement of the broad concept of work and shows the double workload —paid and unpaid—, overlapping activities, the unfair distribution of types of work and the associated benefits. The countries in the region approved this indicator at the ninth meeting of the Statistical Conference of the Americas as part of the regional framework of indicators for the statistical monitoring of the Sustainable Development Goals in Latin America and the Caribbean.

Of the indicators identified to assess the situation around women's physical autonomy, the number and rate of feminicides or femicides has become of the most relevant for the region (ECLAC, 2022c). The process of creating this regional indicator began in 2009 with official data on the indicator on women's deaths at the hands of their intimate partner or former partner. To date, only four Latin American and Caribbean countries have criminalized femicide or feminicide in their laws, but, thanks to the discussion and urgency around this topic in the region, by late 2015, the majority of Latin American countries had this reform in their criminal codes. In parallel, the countries were making progress in developing the indicator at regional meeting, which, this year, enabled the Observatory to generate and disseminate national data for 15 Latin American countries and 3 Caribbean countries. Over the years, the Observatory has made progress in measuring feminicide in the region and currently has reliable, accurate and comparable information for countries (ECLAC, 2019a). When the indicator was updated in 2021, the Observatory received official figures from 21 countries. Owing to the importance of measuring the feminicide indicator on the achievement of Goals 5 and 16, the indicator on the rate of femicides or feminicides per 100,000 women was included as complementary and as one of the region's priority indicators.

        Similarly, the participation of women in decision-making in local power structures has been systematically monitored since the Observatory was established through two of its indicators: elected mayors who are female (percentage of women in the total number of elected mayors) and elected city council members who are female (percentage of women in the number of elected city council members). These two historical data series have been measured since 1998. The fact that the region is at the forefront in measuring female representation at the local level has laid the foundations for Latin America and the Caribbean to provide information on Sustainable Development Goal indicator 5.5.1b (proportion of seats held by women in local governments) on a high number of countries (22 countries in the most recent update) (ECLAC, 2019b).

Source: Economic Commission for Latin America and the Caribbean (ECLAC), *Quito Consensus*, Quito, 2007 [online] https://www.cepal.org/sites/default/files/events/files/quitoconsensus.pdf; *What kind of State? what kind of equality?* (LC/G.2450/Rev.1), Santiago, 2010; What is the Gender Equality Observatory for Latin America and the Caribbean?", Santiago, 2017 [online] https://oig.cepal.org/es/infografias/que-es-observatorio-igualdad-genero-america-latina-caribe; "About the Observatory", Santiago, 2022 [online] https://oig.cepal.org/en/about-observatory; "Total work time", Santiago, 2022b [online] https://oig.cepal.org/en/indicators/total-work-time; "Femicide or feminicide", Santiago, 2022c [online] https://oig.cepal.org/en/indicators/femicide-or-feminicide; "Measuring femicide: challenges and efforts to bolster the process in Latin America and the Caribbean", Santiago, 2019a [online] https://oig.cepal.org/sites/default/files/femicide_web.pdf; *Regional progress report on the Montevideo Strategy for implementation of the Regional Gender Agenda within the sustainable development framework by 2030* (LC/CRM.14/5), Santiago, 2019b.

The Statistical Conference of the Americas has been established as the natural forum for cooperation, coordination and the harmonization of work in the field of statistics offices and, as a result, the space best suited to all matters related to statistical monitoring of the 2030 Agenda for Sustainable Development at the regional level (ECLAC, 2018a). In 2016, the Statistical Coordination Group for the 2030 Agenda in Latin America and the Caribbean was created with the aim of coordinating the process of developing and implementing regional indicators and related capacity-building, within the framework of monitoring the Sustainable Development Goals in Latin America and the Caribbean. Its initial activities included the creation of a regional implementation plan that made it possible to gradually fulfil the information requirements under the 2030 Agenda, with a focus on the shared realities, strengths and challenges of countries in the region, and the development of a proposed framework of indicators for regional monitoring of the Goals and targets under the 2030 Agenda (ECLAC, 2016b). The process of establishing a regional framework of indicators, as well as considering the thematic indicators frequently used by specialized agencies, takes into account the accumulated regional advances in the commitments adopted by States and the regional progress on commitments related to gender equality. For this reason, the strategic gender indicators agreed by the Regional Conference on Women in Latin America and the Caribbean are considered, as are the monitoring indicators of the Montevideo Consensus on Population and Development.

The Statistical Conference of the Americas has also made it possible to make progress on harmonizing indicators through the adoption of methodologies that act as regional standards. In that connection, it is important to note that the Classification of Time-Use Activities for Latin America and the Caribbean (CAUTAL)[4] has become the second regional statistical standard, adopted by all member States of the Statistical Conference of the Americas at the eighth meeting of the Statistical Conference of the Americas of ECLAC in 2015. This classification, together with the recommendations for its use, have become a regional tool that has made it possible to make progress in harmonizing time use statistics (ECLAC, 2016b). In 2021, at the eleventh meeting of the Statistical Conference of the Americas of ECLAC, the *Methodological guide on time-use measurements in Latin America and the Caribbean* (ECLAC, 2022a)[5] was approved, and countries

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[4]   CAUTAL is the result of the work of the Working Group on Gender Statistics of the Statistical Conference of the Americas (ECLAC/INEGI, 2016).

[5]   The Working Group was coordinated by the National Institute of Statistics and Geography (INEGI) of Mexico and had as Technical Secretariat the ECLAC Division for Gender Affairs, the ECLAC Statistics Division and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women). The member States and entities of the Group were: Argentina (National Institute of Statistics and Censuses (INDEC)), Belize (Statistical Institute of Belize), Bolivia (Plurinational State of) (National Institute of Statistics), Brazil (Brazilian Institute of Geography and Statistics (IBGE)), Chile (National Institute of Statistics), Colombia (National Administrative Department of Statistics (DANE)), Costa Rica (National Institute of Statistics and Censuses), Cuba (National Office of Statistics and Information (ONEI) and Federation of Cuban Women), Dominican Republic (National Bureau of Statistics), El Salvador (General Directorate of Statistics and Censuses (DIGESTYC) and Salvadoran Institute for the Development of Women), Mexico (National Women's Institute), Paraguay (National Institute of Statistics), Peru (National Institute of Statistics and Informatics (INEI)), Uruguay (National Institute of Statistics and National Women's Institute) and the United Nations Development Programme (UNDP).

in the region were urged to incorporate the regular production of time-use surveys into their programmes (ECLAC, 2021b). This document systematizes experiences of measuring time use in Latin America and the Caribbean and provides guidelines on how to conduct time-use surveys and calculate regional indicators on time use and unpaid work. In addition, a minimum set of necessary activities is proposed to ensure that the main time-use indicators (in particular, Sustainable Development Goal indicator 5.4.1) can be compared at the regional level and a standard survey is provided to put this list into action (ECLAC, 2022a).

At the eighteenth meeting of the Executive Committee of the Statistical Conference of the Americas in 2019, countries adopted new operational criteria for the creation of working groups with the aim of addressing topics that responded to the needs and statistical priorities established by countries in the region and that were focused on the development of clearly defined viable products within two years. This transformation of the functions of the working groups also required a change in the institutionalization of the gender perspective in the context of the Conference's work. During the tenth meeting of the Statistical Conference of the Americas, held in Santiago in November 2019, the region's governments thus agreed to recognize the "the cross-cutting nature of gender issues" and request that "that the working groups of the Statistical Conference of the Americas mainstream the gender perspective into their work, along with other cross-cutting elements of statistical work such as classifiers" (ECLAC, 2019c, p. 4).

This regional initiative was presented as a good practice to the United Nations Statistical Commission, which decided to broaden the mandate to the global level: "a gender perspective be adopted and integrated into all the agenda items of the Commission, as is, for example, the current practice in the Statistical Conference of the Americas" (United Nations, 2020, p. 24).

To support the implementation of this new regional mandate, as well as contribute to reflections at the global level, ECLAC prepared the *Guidelines for gender mainstreaming in the working groups of the Statistical Conference of the Americas* (ECLAC, 2021d). This document, in which fundamental concepts on mainstreaming the gender perspective in statistical production and elements that the focal points of all the Statistical Conference of the Americas of ECLAC working groups should take into account are presented, has become a point of reference for the authorities and officials of national statistics offices in the member States of the Conference (ECLAC, 2021d).

In addition, under the Statistical Conference of the Americas of ECLAC framework, in order to have a stable mechanism to monitor the process of mainstreaming the gender perspective, the Advisory Group on Gender Mainstreaming of the Statistical Conference of the Americas was created (ECLAC, 2021e).[6] This new Statistical Conference of the Americas of ECLAC structure also enabled the creation and strengthening of links between all working groups and specialists on gender affairs. This Advisory Group comprises representatives of the region's national statistics offices, which voluntarily show their interest in being part of it, alongside the Statistics Division and Division for Gender Affairs of ECLAC and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women). For the 2022-2023 biennium, it was proposed that the members of the Advisory Group be representatives of the following institutions: the National Administrative Department of Statistics (DANE) of Colombia, the National Institute of Statistics and Censuses (INDEC) of Argentina, and the National Institute of Statistics and Geography (INEGI) and the National Institute for Women (INMUJERES), both of Mexico. Other national statistics offices or national and international bodies that wish to participate in the Advisory Group may join (ECLAC, 2021e).

In turn, all initiatives carried out under the framework of the Statistical Conference of the Americas have been shared with the Inter-Agency and Expert Group on Gender Statistics of the United Nations Statistical Commission as a regional contribution to decision 51/115 on incorporating a gender perspective into the work of the Commission (United Nations, 2022).

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[6] The Advisory Group comprises the National Administrative Department of Statistics (DANE) of Colombia, the National Institute of Statistics and Censuses (INDEC) of Argentina, the National Institute of Statistics and Geography (INEGI) and the National Institute for Women (INMUJERES), both of Mexico, UN-Women, and the Division for Gender Affairs and Statistics Division of ECLAC.

With the aim of continuing to further the work shared by the Regional Conference on Women in Latin America and the Caribbean and the Statistical Conference of the Americas and moving towards incorporating a gender perspective into all production of national statistical systems, a working group on developing guidelines for mainstreaming the gender perspective in statistical production was created (ECLAC, 2021c). It is hoped that these guidelines will make it possible for countries to make progress towards filling information gaps on emerging topics, such as the link between gender inequalities and the economic and environmental fields, where even greater conceptual development and more guidelines are required to move forward in statistical production (ECLAC, 2021b and 2021c).

This regional institutional framework has facilitated technical, methodological and analytical capacity-building in gender statistics for those producing and using such information, encouraged the creation and strengthening of partnerships at the local, national and regional levels, and promoted increased dissemination and use of gender statistics. In addition to approving the existing mechanisms for the consolidation of a Regional Gender Agenda and regional statistical monitoring, it has made it possible to highlight regional advances at the global level at the United Nations Statistical Commission and other international forums.

Mainstreaming the gender perspective in national statistical systems

Since the Fourth World Conference on Women, held in Beijing in 1995, various efforts have been made to conceptualize gender mainstreaming and define how to implement it. In July 1997, the United Nations Economic and Social Council defined the concept of mainstreaming the gender perspective in the following terms: "Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality" (United Nations, 1999, p. 24). Beyond the different approaches, it can be noted that mainstreaming the gender perspective responds to the need to integrate analysis of the different needs of women and men into all dimensions of State policy and activity, including statistical production. This is aimed at making gender inequalities visible.

A national statistical system is a country's set of statistical units and organizations (statistical agencies), which are responsible for developing, producing and disseminating official statistics on behalf of the government (United Nations, 2019). These statistics are a public asset and the fundamental basis for the development and improvement of public policies that enable progress to be made towards sustainable development (United Nations, 2014). National statistical systems must guarantee the credibility and relevance of the statistical offices, complying with the Fundamental Principles of Official Statistics and with quality frameworks that ensure that the data adequately and representatively describe social, economic, demographic and environmental trends. In this regard, for these statistics to adequately reflect these trends and their impacts on the circumstances of women and men in all their diversity, it is necessary for the gender perspective to be integrated into all statistical process and all activities of national statistical systems (United Nations, 2016a).

Mainstreaming the gender and intersectional perspective in national statistical systems makes it possible to shed light on the complexities and multidimensional nature of gender inequalities. The importance of having information produced through this process was reflected in the two key measures of the Montevideo Strategy. Under measure 9.a, countries agreed to "establish and strengthen national statistical systems with a gender perspective" and under measure 9.b to "ensure the disaggregation and dissemination of data by sex, age, race and ethnic origin, socioeconomic status and area of residence, in order to improve analyses to reflect the diversity of women's situations" (ECLAC, 2017a, p. 33).

This chapter contains an explanation of what mainstreaming the gender perspective in national statistical systems consists of, broadly indicating what it involves in both statistical processes and the institutional environment, as well as in the organizational structures of national statistical systems. The aim is not to provide guidelines on its operationalization, but to highlight some regional experiences that have constituted progress

in that direction. The task of producing a document that proposes detailed technical and methodological guidelines to mainstream the gender perspective in national statistical systems is among the objectives of the working group on developing guidelines for mainstreaming the gender perspective into statistical production,[7] as indicated in chapter II.[8]

The process of mainstreaming the gender perspective involves including it from the start and throughout all aspects of the development, production and dissemination of official statistics. In addition, there are related considerations that include aspects linked to management of the national statistical system, as well as the institutional environments of information-producing bodies, the management of statistical processes and the use of information to sustain and follow up on public policies (see diagram III.1).

Diagram III.1
Towards a management model for mainstreaming the gender perspective in national statistical systems

Management of national statistical systems
- National mandates, policies or programmes for mainstreaming gender in national statistical systems
- Clarity in the roles, responsibilities and budgets of producing bodies
- Identification of users and needs
- Inter-institutional coordination mechanisms
- Capacity to mainstream the gender perspective

Institutional environment of information-producing bodies
- Entity or individuals responsible for mainstreaming
- Manuals or guides on mainstreaming gender
- Allocated budget
- Training and awareness-raising processes
- Application of the Fundamental Principles of Official Statistics

Statistical process
Specification of needs → Design → Construction → Collection → Processing → Analysis → Dissemination → Evaluation

Public policies

Source: Economic Commission for Latin America and the Caribbean (ECLAC).

To mainstream the gender perspective in national statistical systems, the entire statistical process must include adequate methodological adaptations, tools, concepts, classifications and quality standards that are aimed at making it possible to disaggregate methodologically and conceptually relevant data in a respectful and inclusive manner so that they can subsequently be disseminated with similar considerations (DANE, 2020a, annex 5). Moreover, applying an intersectional perspective to the statistical process is a task that must be carried out from the start of any process or operation, throughout all its stages, and that requires consideration, in the specific context, of people's lives in accordance with a set of relevant individual features, as well as the existing intersecting areas and gaps between them (DANE, 2020a, annex 5). Including a gender and intersectional perspective and obtaining data that make it possible to identify and

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[7] For further information, see ECLAC (2022c).
[8] A more exhaustive analysis of current practices will be produced through the joint work of ECLAC and the United Nations Statistics Division through a survey on the inclusion of the gender perspective sent to leading statistical organizations.

measure the realities and potential discrimination and inequalities among and between different population groups is part of the human-rights-based statistical approach (United Nations, 2018). Similarly, it is vital to respond to the need for data that capture the diversities in our societies more accurately and, as a result, it is essential to be able to guarantee the quality of statistics and safeguard the role of statistics offices as an important source of information.

While there is a general concept of national statistical systems, their institutional structures and scope vary from one country to another. These differences may relate, among other things, to how the national statistical system is defined in the country's regulatory framework, its degree of centralization, its coordination mechanisms, its constituent institutions and the levels of statistical capability of countries (Clark, Zaror y Mejía-Guerra, 2020). Their strategies on mainstreaming the gender perspective can therefore also vary.

A. The management of national statistical systems

The development of gender statistics and the incorporation of the gender perspective must be present in the management of the national statistical system and laid down in its own legal framework (United Nations, 2016a). This will serve to formally establish the requirement for mainstreaming in both statistical production and the institutional, administrative and budgetary arrangements of the national statistical system (PARIS21/UN-Women, 2019). It will also broaden the range of available information, as it includes statistics from sources from public bodies other than national statistics offices, such as administrative records (United Nations, 2016a). The mandates and regulations must establish the bases for sustainability in the collection and dissemination of relevant information. To that end, they must provide clarity as to the roles and responsibilities of all stakeholders (producers, providers, informers and users) in order to facilitate cooperation and coordination between different public institutions, as well as guarantee the budget and resources for gender statistics (CEPE, 2016). Having established mandates or statistical regulations that regulate the cross-cutting inclusion of the gender perspective is critical to the sustainability of these processes over time, the allocation of resources and the guarantee of continuity, including during crisis situations and cutbacks. In some countries, during the COVID-19 pandemic some of the statistical processes more relevant to revealing gender inequalities were suspended, such as time-use measurements, despite their importance in a context of increasing demand for unpaid care work.

Within the region, it is still rare for the strategies and laws that govern statistical development to refer specifically to the importance of including a gender perspective, which is why, in practice, some countries rely on laws and regulations on gender equality that often include recommendations or mandates on the production of statistics and indicators.

The General Act on Equality between Women and Men of Mexico, for instance, establishes in its article 34(IV), article 36(VI) and article 40(II) that public bodies and authorities are responsible for supporting the refinement and coordination of national statistical systems. This is intended to improve understanding of knowledge relating to issues of gender equality in national labour strategy, develop and update statistics disaggregated by gender on decision-making and senior positions in the public and private sectors, as well as in civil society, and promote research on health and labour security with a gender perspective (Presidency of the Republic of Mexico, 2006).

In Colombia, the law on the National Development Plan 2018-2022 "*Pacto por Colombia, Pacto por la Equidad*" ("Pact for Colombia, Pact for Equity") contains acknowledgement of the statistical invisibility of some population groups. Through this legal recognition, various initiatives are rolled out in order to mainstream perspectives that reveal the various gaps and forms of discrimination experienced by certain groups (see box III.1).

Box III.1
Mainstreaming the differential and intersectional perspective in Colombia

In Colombia, national recognition of the statistical invisibility of groups that have historically faced discrimination came in Law No. 1955 of 2019, on the National Development Plan 2018–2022 *"Pacto por Colombia, Pacto por la Equidad"* ("Pact for Colombia, Pact for Equity"). Steps established in this Plan are the carrying out of specialized studies, the improvement of administrative records and the conducting of statistical analyses and exercises; the Plan also includes specific chapters on the situations of women, persons with disabilities and groups of various ethnic and racial backgrounds. Under this same Law, the National Statistical System is established to improve the production of official statistical information and satisfy the new requirements of users of the data ecosystem.

As part of this commitment, the National Administrative Department of Statistics (DANE), the governing body of the National Statistical System in Colombia, submitted an update to the National Statistical Plan 2020–2022. This update took into consideration the needs for public policy information under the National Development Plan 2018–2022 and the commitments arising from international agendas, such as the Sustainable Development Goals. In addition, it was aimed at ensuring the incorporation of a differentiated and intersectional approach into the production of official statistics and the increase of high-quality statistical information disaggregated by territory (DANE, 2020a).

The differentiated and intersectional approach provides types of analysis that make it possible to obtain and disseminate information on population groups with specific characteristics based on their age or stage in the life cycle, gender, sex, ethnic identity or disability, among other factors. This is intended to raise awareness of the unique life situations and specific shortcomings of certain groups, and thereby influence public and private decision-making (DANE, 2020b).

In order to successfully include the differentiated and intersectional approach in statistical operations under the framework of the National Statistical Plan, a specific body was created to lead the necessary actions: the Differentiated and Intersectional Approach Group. In line with strategic objective H.1 of the Beijing Platform for Action, the Group is attached to the highest governing body of DANE: the office of the Directorate General. Moreover, in order to conduct its activities, the Group is linked to other public institutions in Colombia, such as the Presidential Advisory Council for Women's Equity, the Ministry of the Interior, the Ministry of Health and Social Protection, the Administrative Department for Social Prosperity, the National Planning Department, the Victims Unit and other bodies considered necessary.

Created in 2019, the Group has boosted the collection of data from a wider range of groups and increased disaggregation by acknowledging inequalities and harnessing more inclusive data capture. It encouraged the inclusion of questions to identify the lesbian, gay, bisexual, transgender and intersex (LGBTI) population in household surveys and the use of methodologies suited to this type of information. In 2022, it promoted the implementation of the Voluntary Register for the Visibility of Sexual and Gender Diversity in Colombia to create a database that could be used to select a sample of people to whom a specialized survey could be sent. The aim of this survey is to gather information on the lives of the LGBTIQ+ community and create statistics that contribute to recognition of sexual and gender diversity in official statistical data, as well as to use such data in the design of public policies and programmes targeting that population (DANE, 2022). In addition, it developed the *Guide on the inclusion of the differentiated and intersectional approach in the statistical production of the National Statistical System*, a document aimed primarily at bodies producing statistics in accordance with the Colombian National Statistical System, which the differentiated and intersectional approach is integrated throughout (DANE, 2020b).

Source: National Administrative Department of Statistics (DANE), *Plan Estadístico Nacional: Actualización 2020–2022*, Bogotá, 2020a; *Guía para la inclusión del enfoque diferencial e interseccional en la producción estadística del Sistema Estadístico Nacional*, Bogotá, 2020b; DANE, "El Departamento Administrativo Nacional de Estadística, DANE, le invita a hacer parte del Registro Voluntario para la Visibilidad de la Diversidad Sexual y de Género en Colombia", 2022 [online] https://www.dane.gov.co/files/investigaciones/genero/diversidad_sexual_y_de_genero/preguntas-frecuentes-del-registro.pdf.

The legal mandates establishing the mainstreaming of gender and intersectional perspectives in national statistical systems lay the foundations for their sustainability and guarantee the collection and dissemination of comprehensive statistics. However, the absence of such a framework or the absence of a law making this explicit does not mean abandoning the collection of statistics with a gender perspective, as such collection is also in line with the principles of non-discrimination and statistical accuracy.

In Latin America and the Caribbean, there are also strategies, working groups, plans and other tools for mainstreaming gender in national statistical systems. The plans have been a significant driving force in the production of official statistics with a gender perspective so as to design and assess actions aimed at achieving equality. In the *Regional report on the review of the Beijing Declaration and Platform for Action in Latin American and Caribbean countries, 25 years on* (ECLAC, 2019b), it states that most countries have made progress in development planning and government policies, either incorporating the 2030 Agenda or reviewing their development strategies and plans to ensure their consistency and compliance with the Sustainable Development Goals and the inclusion of gender equality as a cross-cutting topic and, in some cases, a central pillar (ECLAC, 2019b). In this regard, it should be noted that there is a virtuous cycle connecting development plans and the strengthening of gender indicators created to follow up on those plans. Another factor that has accelerated the development of statistical production in the region is monitoring of the Sustainable Development Goals. The gender information systems of various countries have played an important role in the voluntary reports, which include information with a gender perspective.

There are examples of gender equality plans being key to fostering improvement in the production of statistics with a gender perspective. In Cuba, the National Office of Statistics and Information (ONEI) has a temporary working group, headed by the Deputy Prime Minister, supported by the Federation of Cuban Women and comprised of various ministries, as well as the Office of the Attorney General and the Supreme People's Court; the mandate of this group is to follow up on the National Programme for the Advancement of Women, approved by Presidential Decree No. 198 of 20 February 2021. The inter-institutional processes conducted by this temporary working group include the creation of a statistical information system for the National Programme and the process of identifying the indicators that should be part of the system is currently in progress.

The National Council for Gender Equality of Ecuador, together with the National Planning Secretariat and the Human Rights Secretariat, approved the National Agenda for Gender Equality (2022–2025) under the Opportunity Creation Plan 2021–2025, which is the country's national development plan. As a result, in accordance with its constitutional mandate, the national development plan contains the gender agenda, which promotes the production of statistics with a gender perspective.

In the Dominican Republic, the third National Gender Equity and Equality Plan (PLANEG III) has as one of its objectives the strengthening of the information and statistical system so as to enable qualitative and quantitative analysis with a gender equality perspective that contributes to showing the social, economic, health-related and violence-related realities of the population, in particular of women, female adolescents and girls, and with a particular emphasis on statistics on education, the environment and women's access, use and production of information and communications technologies (ICT). Recently, the country has developed the Gender Statistics Strategy of the Dominican Republic 2021–2024, which is aimed at formulating key actions to address the main opportunities identified for improvement in the area of gender statistics, and harness its strengths through a medium-term strategy to strengthen gender statistics at the national level (National Statistical Office, 2022). The aim of the Strategy is to mainstream the gender perspective in official statistics in order to develop, monitor and evaluate public policies and boost access to and use of gender statistics by improving dissemination processes to create an inclusive statistical culture. These strategies, as well as statistical development plans that include a gender perspective, are another resource for gender mainstreaming.

In 2015, the National Institute of Statistics and Censuses (INEC) and the National Institute for Women (INAMU) of Costa Rica published the *Guidelines for incorporating the gender perspective into the production and dissemination of statistics in the National Statistical System of Costa Rica*, which regulate the production of gender statistics in the country and establish the responsibilities of INEC, other bodies in the national statistical system and INAMU (INEC, 2018a). In 2016, INEC and INAMU signed an inter-institutional cooperation agreement to "assume the tasks, projects and activities aimed at incorporating the gender perspective into the production and dissemination of statistics under the responsibility of the national statistical system" (INEC/INAMU, 2016, p. 2). This agreement provides for the establishment of an inter-institutional technical committee to create and update statistics to monitor various national policies and programmes, including the National Policy on Effective Gender Equality in Costa Rica 2018–2030, the National Policy for Care and Prevention of Violence against Women of All Ages (2017–2032) and the State of Women's Human Rights in Costa Rica programme, as well as a number of international commitments. The aims of the agreement also included implementing the provisions of the guidelines published in 2015 on incorporating the gender perspective into the national statistical system, as well as preparing the *Guide on incorporating the gender perspective into the production and dissemination of statistics in the National Statistical System* (INEC, 2018b), concluded in 2018, creating training spaces and developing materials.

The strategies arising from the plans also play a fundamental role in including the gender perspective in national statistical systems and statistical production. In Paraguay, for example, the Gender Statistics Strategy, Paraguay 2021–2025 is outlined in the National Statistical Development Strategy 2020–2030; this has been designed under the leadership of the National Statistical Institute (INE) as the country's leading statistical institution, in collaboration with the Ministry of Women as the leading regulatory and public policymaking institution, to achieve substantive equality between women and men, and with the active participation of other bodies in the national statistical system recognized in the National Statistical Development Strategy. Similarly, the structure of the strategy is based on a follow-up and monitoring framework that will make it possible to periodically evaluate the results achieved.

B.   Institutional environment of information-producing organizations

The institutional environment of national statistics offices and members of the national statistical system is an essential element of the credibility and efficiency of official statistics (ECLAC, 2012). To mainstream gender in their institutional environment, many information-producing bodies have set up units responsible for implement strategies on the inclusion of a gender perspective in statistics. In this regard, the institutional hierarchy and the existence of clear mandates and a specific budget are key to enabling these units to carry out their work. These institutional mechanisms may be units, sections or departments within the information-producing office, or, sometimes, working groups that may be inter-institutional.

In Chile, for instance, as part of the country's commitment to produce statistical data and information as a fundamental basis for the creation of public policies with a gender perspective, in 2014, the Gender Statistics Subcommission[9] was created; its aims include the coordination, systemization and publication of government statistics with a gender perspective at the national level and, gradually, the regional level, and to develop technical guidelines for the production of gender statistics. There is no question that this constitutes progress under Decree No. 305 of 2009 of the Ministry of Economy, Development and Tourism, which mandates the incorporation of the gender variable into statistical production and the creation of administrative records associated with individuals in order to provide information that makes it possible to identify gender gaps.

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9   See [online]: https://www.estadisticasdegenero.cl/.

In Costa Rica, in article 4.1 of the Act creating the National Institute for Women (INAMU) (Act No. 7801 of 1998), the responsibility to "promote and conduct research that sheds light on the circumstances of women" is established (Legislative Assembly of Costa Rica, 1998), for which it is essential to incorporate the gender perspective into the statistical production of the national statistical system. INEC, as the regulatory authority in the Costa Rica national statistical system, must establish the standards, models, formats and terminology that will govern statistical production processes, as well as those of the entities that make up the system (Act No. 7839, article 13). As a result, and as will be discussed below, both institutions shall be responsible for creating coordinating bodies to implement the inclusion of a gender perspective in the national statistical system.

In Argentina, one of the competencies of the Ministry of Women, Genders and Diversity is to "undertake the collection, registration, production, systemization and comprehensive analysis of statistical information on gender-based violence and inequalities".[10] The Ministry has created the National Directorate for Planning, Monitoring and Information Management, the primary task of which is to plan the design of the Ministry's policies, plan, programs and projects, and carry out the monitoring, follow-up and control of management and its impact by developing instruments to systematize strategic information for decision-making. This body also monitors the mainstreaming of gender and diversity policies into all national public administration and authorities at the provincial and municipal level and in the Autonomous City of Buenos Aires. Under this framework another aim of the National Directorate is to increase the production of information with a gender perspective at subnational levels of government. In a federal country such as Argentina, it is essential to create links between provinces and municipalities to plan and develop evidence-based gender and diversity policies that reflect the reality in each territory.

On the other hand, various countries have created guides, manuals, guidelines or technical and methodological documents with the aim of guiding the production of gender statistics, as in the case of Colombia, and the mainstreaming of the gender perspective in the national statistical system (see table III.1). Many of these initiatives were carried out with machineries for the advancement of women or under intersectoral groups in which they participate.

Table III.1
Latin America (5 countries): technical and methodological documents on mainstreaming
the gender perspective in statistical production

Country	Year	Title
Colombia	2020	Guide on the inclusion of the differentiated and intersectional approach in the statistical production of the National Statistical System
Costa Rica	2018	Guide on incorporating the gender perspective into the production and dissemination of statistics in the National Statistical System
Chile	2019	Manual on the gender perspective in statistical production with a focus on the Generic Statistical Business Process Model (GSBPM)
	2019	Assessing understanding and questions on sex at birth, gender identity and sexual orientation
	2019	Methodology for building a system of gender indicators
	2015	Gender statistics: a conceptual introduction
	2015	Methodological guide on incorporating the gender perspective into statistics
	2015	Technical guidelines on conducting an assessment of statistical operations, with a gender perspective
	2015	General guide on using administrative records to produce statistics, with a gender perspective
Guatemala	2009	Manual on mainstreaming gender and peoples in the National Institute of Statistics

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10　See [online]: https://www.argentina.gob.ar/generos/institucional.

Country	Year	Title
Mexico	2015	Guidelines on incorporating the gender perspective into the National System of Statistical and Geographical Information
	2004	The gender perspective in the production of educational statistics in Mexico: a guide for users and a reference for information producers
	2004	The gender perspective in the production of statistics on public policy and decision-making in Mexico: a guide for users and a reference for information producers
	2003	The gender perspective in the production of statistics on family, household and housing in Mexico: a guide for users and a reference for information producers
	2003	Manual on the development of evaluation indicators with a gender perspective
	2002	The gender perspective in the production of statistics on health in Mexico: a guide for users and a reference for information producers
	2001	The gender perspective in the production of statistics on work in Mexico: a guide for users and a reference for information producers
	1999	The gender perspective in the production of statistics on education in Mexico: a guide for users and a reference for information producers

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of National Administrative Department of Statistics (DANE), *Guía para la inclusión del enfoque diferencial e interseccional en la producción estadística del Sistema Estadístico Nacional*, Bogotá, 2020; National Institute of Statistics and Census of Costa Rica, *Guía para incorporar la perspectiva de género en la producción y divulgación de las estadísticas del Sistema de Estadística Nacional*, San José, 2018; National Institute of Statistics of Chile, *Manual con enfoque de género en la producción estadística con foco en GSBPM*, Santiago, 2019; *Evaluación de comprensión y estimación de preguntas de sexo al nacer, identidad de género y orientación sexual*, Santiago, 2019; *Metodología para la construcción de un sistema de indicadores de género*, Santiago, 2019; *Estadísticas de género: introducción conceptual*, Santiago, 2015; *Guía metodológica para incorporar el enfoque de género en las estadísticas, Santiago*, 2015; *Orientaciones técnicas para la realización de un diagnóstico de las operaciones estadísticas, con enfoque de género*, Santiago, 2015; *Guía general para la producción estadística basada en registros administrativos, con enfoque de género*, Santiago, 2015; National Institute of Statistics of Guatemala, *Manual para la transversalización de género y pueblos en el INE*, Guatemala City, 2009; National System of Statistical and Geographical Information (SNIEG), *Lineamientos para incorporar la perspectiva de género en el Sistema Nacional de Información Estadística y Geográfica*, Mexico City, 2015; National Women's Institute, *El enfoque de género en la producción de estadísticas educativas en México: una guía para usuarios y una referencia para productores de información*, Mexico City, 2004; *El enfoque de género en la producción de las estadísticas sobre participación política y toma de decisiones en México: una guía para usuarios y una referencia para productores de información*, Mexico City, 2004; *El enfoque de género en la producción de las estadísticas sobre familia, hogares y vivienda en México: una guía para el uso y una referencia para la producción de información*, Mexico City, 2003; *Manual para el desarrollo de indicadores de evaluación con perspectiva de género*, Mexico City, 2003; National Women's Institute/United Nations Development Fund for Women (UNIFEM), *El enfoque de género en la producción de las estadísticas sobre salud en México: una guía para el uso y una referencia para la producción de información*, Mexico City, 2002; *El enfoque de género en la producción de las estadísticas sobre trabajo en México: una guía para el uso y una referencia para la producción de información*, Mexico City, 2001; National Women's Institute and others, *El enfoque de género en la producción de las estadísticas educativas de México: una guía para usuarios y una referencia para productores de información*, Mexico City, 1999.

C.   Mainstreaming gender in statistical production

Mainstreaming the gender perspective in national statistical systems means that the understanding that there are socially-constructed differences that cause people to have different experiences on the basis of their gender is incorporated systematically into all official statistics and at all stages of statistical processes. This not only involved disaggregating information by gender, but also identifying the relative positions of various groups in relation to each other, as well as highlighting the differences between each group (United Nations, 2016a; Pedrero, 2010, pp. 247-248). Moreover, for statistics to reflect the lives of different population groups and subgroups, they must be created with an intersectional approach.

Mainstreaming the gender perspective involves acknowledging that data are the product of the context in which they are produced, as well as the decisions taken throughout their collection, processing, analysis and presentation. It is therefore necessary to avoid perpetuating androcentric, patriarchal and discriminatory biases that normalize gender roles and stereotypes, as well as prejudices linked to socioeconomic level, ethnic or racial background, age, place of residency and disability. This effort must be made in all statistical operations and in all different areas (see diagram III.2).

Diagram III.2
Selected elements of mainstreaming gender in statistical production

Specification of needs	Design	Construction	Collection	Processing	Analysis	Dissemination	Evaluation
Consult machineries for the advancement of women and women's organizations National and international mandates Basic gender concepts	Conceptual framework that takes into account differentiated impacts on women and men Sampling that reflects diversity Inclusive language	Manuals, training and surveys with a gender perspective Evaluation of instruments with the participation of the target population in all its diversity	Prioritize direct questioning, consider situations that affect women Train field staff to avoid biases	Disaggregation by gender as a minimum variable Guarantee the representation of the target population, taking different types of disaggregation into account Avoid reproducing gender biases in coding, validation and imputation processes	Conduct gender-based analysis Compare findings not only between sexes, but also by taking other individual and contextual characteristics into account	Information disaggregated by the gender variable and others considered relevant Understand the scale of the differences between groups Materials with inclusive language and that do not reproduce biases Clear and understandable presentation, and adequate dissemination to ensure that all everyone has equal access	Lessons learned, taking into account analysis of gender inequalities Review potential biases Increase representativeness

Source: Economic Commission for Latin America and the Caribbean (ECLAC).

Statistical production with a gender perspective must enable the contributions of men and women, in all their diversity, to all pillars of sustainable development to be recorded, as well as revealing the underlying causes and consequences of gender inequality (United Nations, 2016a). As raised in the Beijing Platform for Action, to take all emerging information needs into account, there must be periodic reviews of national statistical systems and plans for suitable improvements (UN-Women and others, 2014). For example, in Latin America and the Caribbean, there is a growing interest in identifying the distributional effects of international trade on men and women, which vary as they perform their respective roles as employees, entrepreneurs, consumers and managers (or not) in unpaid work or care work, as well as in line with the diversity of women (ECLAC, 2019a and 2021g). International trade can be a means, rather than an end, of encouraging sustainable development strategies with gender equality (ECLAC, 2019d). However, depending on the policies promoted in each economic and social context, it can also broaden gaps through the impacts of trade policy on relative prices, government income, productive specialization, international integration strategy, gender segregation in employment, access to public services and the policy space available for regulating in favour of women's rights (ECLAC, 2021g). In other words, trade may reduce (increase) gender gaps in market participation if growing sectors made more (less) use of women than shrinking sectors or if the public provision of social services that support women (health and education) benefit (deteriorate) as a result of the increase (decrease) in public income caused

by the growth (reduction) of duties, which is derived from increased trade protection (liberalization) (Elson, 1994). To understand the impact of international trade on gender gaps (see box III.2), it is necessary to gather new types of data, make better use of existing data, create new partnerships and include more stakeholders.

Box III.2
The gender perspective in producing information on international trade

Analysing the impacts of international trade from a gender perspective is crucial to designing evidence-based policies that contribute synergistically to closing gender gaps and improving countries' commercial performance, as well as monitoring progress, lapses and setbacks in achieving the Regional Gender Agenda on the rights of women and gender equality in international trade. In that regard, when analysing the impacts of international trade, it is vital to ask: does international trade result in improvements or harm in terms of women's labour market participation and quality of work, and gender segregation in employment? Do the number of opportunities for female entrepreneurs increase or decrease? Do gender gaps grow or shrink? What form does the tension between paid and unpaid work take for women participating in international trade?

It should be noted that, although there is an absence of statistical frameworks that allow this analysis to be taken into account, there has been statistical progress in estimating the potential impacts of changes to the volume and profile of international trade on women. In that connection, worth highlighting is the experience of Chile in creating four in-depth studies on the participation of female-led businesses in the country's exports. The initiative of the former Directorate General for International Economic Relations (DIRECON) (current Undersecretary of International Economic Relationships (SUBREI)) and the General Directorate of Export Promotion (ProChile) plays a highly important role in highlighting the gender issues linked to the export sector. Although, methodologically speaking, the results of these in-depth studies are not comparable, they constitute a significant effort towards accurately portraying the participation of women in the country's exports, maintaining the commitment to perfecting the methodology and expanding the pool of businesses included in each of the editions of the reports. These in-depth studies provide analysis of female-led businesses registered in the information systems of ProChile, as a result of which the results cannot be considered representative of all female-led export companies in Chile. Among their findings, the in-depth studies contain information disaggregated by sector on the exports of female-led businesses in millions of dollars free on board, the number of export companies, the type of products and the destination of exports. Some of the studies highlight the gender equality mechanisms adopted in the country and abroad, such as the Pacific Alliance Women Entrepreneurs Community, a virtual platform that is aimed at promoting the economic empowerment of women in the countries in the Pacific Alliance, and the *Mujer Exporta* (Women Exporters) program (SUBREI/ProChile, 2017, 2018, 2019 and 2021).

Moreover, the support of the Economic Commission for Latin America and the Caribbean (ECLAC), as the Technical Secretariat of the Regional Conference on Women in Latin America and the Caribbean and the Statistical Conference of the Americas, is essential. Through coordination with the Division for Gender Affairs and the International Trade and Integration Division, ECLAC provides technical assistance to various governments in Latin America and the Caribbean on the production of information on the participation of women in international trade and on the incorporation of the gender perspective into trade policies.

ECLAC has contributed to the identification in Chile and Uruguay of the statistical information available in order to characterize women's participation in international trade and identify indicators to measure the potential gender-related impacts of the implementation of the gender chapter of the free trade agreement between the two countries, which is the first trade agreement to contain a specific chapter on gender and trade. For example, it proposed the construction of, among other things, indicators to analyse gender gaps by country, gender gaps in export and non-export sectors, and gender gaps by quantile (through overall wage distribution). The information needed to calculate these indicators is found in censuses, household surveys, time-use surveys, administrative records (taxes, customs, social security) and the economic structural framework (input-output matrices).

Moreover, through its technical assistance to the Government of El Salvador, ECLAC has contributed to strengthening the capacities of the different State bodies responsible for trade policy and gender equality policy in order to incorporate the gender perspective into trade agreements and policies, including in the *Mujer Exporta* program, created in May 2022, as well as in the mapping of available statistics and the production needs of trade information with a gender perspective.

At the regional level, ECLAC also makes available analysis that considers the cross-checking of data on the basis of household surveys that have data disaggregated by gender, input–output matrices and trade statistics on Latin American and Caribbean countries (ECLAC, 2021), which makes it possible to estimate the employment content associated with international trade and its features for men and women.

In order to incorporate the gender perspective into the production of information of international trade, it is recommended that information systems that have the gender variable as the minimum disaggregation of information and that facilitate links between the macroeconomy and microeconomy should continue to be developed and perfected. In addition, it is necessary to incorporate an intersectional approach into the analysis, with the inclusion of variables such as age, education level, income and region (ECLAC, 2017). It is also crucial to adopt comparable methodologies within the region and at the international level, as well as complementing quantitative research with qualitative studies and impact analyses of export sectors compared to sectors sensitive to competition from imports. As mentioned, to generate such information, it is vital to have coordination between information producers (national statistics offices, trade promotion organizations, line ministries and machineries for the advancement of women) and regularly defined mandates for the creation, update and dissemination of data.

Source: Economic Commission for Latin America and the Caribbean (ECLAC), "CEPAL contribuye al debate sobre la medición y el análisis del comercio internacional desde una perspectiva de género en la primera actividad del capítulo de género del acuerdo de libre comercio entre Chile y Uruguay", Santiago, 2021 [online] https://www.cepal.org/es/notas/cepal-contribuye-al-debate-la-medicion-analisis-comercio-internacional-perspectiva-genero-la; *Montevideo Strategy for Implementation of the Regional Gender Agenda within the Sustainable Development Framework by 2030* (LC/CRM.13/5), Santiago, 2017; Undersecretary of International Economic Relationships/General Directorate of Export Promotion (SUBREI/ProChile), *4ta radiografía de la participación de las empresas lideradas por mujeres en las exportaciones chilenas*, Santiago, 2021; *Tercera radiografía a la participación de las mujeres en las exportaciones chilenas*, Santiago, 2019; *Segunda radiografía a la participación de las mujeres en las exportaciones chilenas*, Santiago, 2018; *Primera radiografía a la participación de las mujeres en las exportaciones chilenas*, Santiago, 2017.

The partnerships between institutions using and producing information are fundamental to the incorporation of the gender perspective and make it possible to, among other things, identify new information requirements, as well as improving understanding of gender-related issues and creating data exchange agreements and coordination mechanisms in the national statistical system. The information-using entities include not only public bodies that need information to implement or evaluate a public policy, but also civil society organizations, academia and the general public. Their participation is essential when identifying needs, but also serves to guide collection, design, creation, processing, analysis, dissemination and evaluation processes. Stakeholder participation is considered a good practice and principle that tends to improve the quality of data. It also adds a narrative to data and support the capture and understanding of different phenomena (Acosta and Ribotta, 2022).

In a study carried out by the Latin American and Caribbean Demographic Centre (CELADE)-Population Division of ECLAC in Latin America, 13 of the 17 countries analysed (Argentina, Bolivarian Republic of Venezuela, Brazil, Chile, Colombia, Costa Rica, Ecuador, Guatemala, Honduras, Mexico, Nicaragua, Panama and Peru) indicated that they had implemented participatory mechanisms for the new round of censuses in 2020 (Acosta and Ribotta, 2022). Paraguay and Uruguay, for their part, said that they intended to incorporate this type of mechanism in the new round of censuses (Acosta and Ribotta, 2022). The bodies and types of participation in the phases of census process vary. According to Acosta and Ribotta (2022), in the majority of cases, the type of participation is informative; that is to say, people do not participate fully in the decision-making processes of census, but they participate in consultative processes and have access to data, as well as being able to express opinions and views about the process and the material shared by national statistics offices.

In the case of Peru, the National Institute of Statistics and Informatics (INEI) created the Inter-institutional Technical Committee on Ethnicity Statistics (CTIEE) with the aim of developing a methodological proposal that makes it possible to identify the indigenous or original and Afro-Peruvian population and move towards creating an Ethnic Statistics System (INEI, 2017). Government and non-governmental organizations, international bodies, representatives of academia and mixed organizations, and indigenous and Afro-Peruvian women participate in the Committee. The most prominent initiatives of the Committee include conceptual and cognitive tests to evaluate and validate the questions on ethno-racial self-identification and native/spoken language included in various data sources (such as the 2017 census). In addition, the Committee has conducted awareness-raising campaigns on ethnic self-identification (INEI, 2017; Acosta and Ribotta, 2022).

As shown throughout this chapter, mainstreaming the gender and intersectional perspective in national statistical systems and statistical production consists of various institutional, conceptual and methodological elements. All of them must be integrated throughout the entire statistical process. The heterogeneity that exists in the region in arrangements for mainstreaming gender in statistics has also been presented in this chapter. The initiative of the Statistical Conference of the Americas of ECLAC working group to develop a guide on mainstreaming the gender perspective in statistical production therefore constitutes a fundamental milestone in establishing detailed methodologies and technical guidelines for the region.

Partnerships between data producers and data users

The incorporation of the gender perspective must take place within the framework of a robust and effective inter-institutional collaboration between the various actors that produce information and the institutions that make use of it. Among the actors that produce, analyse and publish statistical information that shows how the gender dimension interacts with the three dimensions of sustainable development are national statistics offices (in their role as leaders in the national statistical system and primary producers of official statistics), machineries for the advancement of women (as leaders in gender equality policies) or gender desks in public bodies, line ministries, national human rights institutions, the judiciary and legislature, the security forces, local governments, academia and civil society, in particular feminist and women's organizations. Of the key measures of the Montevideo Strategy for implementing commitments relating to gender equality in the region, the establishment or strengthening or inter-institutional partnerships between bodies that produce and use information is especially noteworthy (Montevideo Strategy, measure 9.e) (ECLAC, 2017a).

This section will cover the experiences of these partnerships between the main users of gender statistics, such as machineries for the advancement of women, and the main producers, such as national statistics offices, academia and civil society, in order to strengthen the production of gender statistics. The various strategies that countries in the region have adopted to produce, analyse and disseminate gender statistics, from gender observatories to specific reports published on the websites of national statistics offices, will also be addressed. As part of this varied production process, machineries for the advancement of women sometimes take on the production of gender statistics, which provides a number of benefits, while also raising challenges in linking this information to the mainstream production of national statistical systems.

In order to achieve a true mainstreaming of the gender perspective into the production of information useful to public policies on equality, it is essential for the bodies producing and using the information to maintain a continuous dialogue. It is also vital to consult experts in gender-related topics and ensure their active participation throughout the statistical production process. Working methods and inter-institutional links between producers and users of information will vary in accordance with the specific features of each country, but it will always be necessary to engage in ongoing dialogue so as to identify and respond to information needs, by taking into account how gender inequalities, and their connections to other forms of inequality, affect the lives of women, agreeing on concepts and methodologies and moving towards a common language that reinforces inter-institutional trust.

The coordination and creation of partnerships between producers and users of information has proved to be a valuable means of strengthening gender statistics in the region. These partnerships are usually protected in legislation that establishes mandates on joint work and creates specific institutions, as well as in collaboration agreements that ensure their sustainability over time. This section will cover some good practices of inter-institutional coordination mechanisms that have provided very fruitful in terms of the joint

production, analysis and dissemination of information, as well as in its use for strengthening public policies, within the framework of commission or other inter-institutional coordination mechanisms. Diagram IV.1 shows six measures necessary to strengthening joint work between bodies producing and using gender statistics: (i) the clear definition of roles and responsibilities; (ii) the identification of the necessary resources for the joint work; (iii) the existence of mandates that guide the joint work and establish legal provisions on the obligations of various actions in the transfer of information; (iv) the joint identification of information needs and the prioritization of those needs; (v) the development of a shared language that facilitates informed exchanges; and (vi) the creation of systemic coordination.

Accordingly, it is important for national statistics offices and machineries for the advancement of women to sign collaboration agreements that enable them to establish commitments, implement joint programs of work and allocate resources to carry out the activities and projects necessary to generating information. One example of this is in Mexico, where, in 2001, the National Institute of Statistics and Geography (INEGI) and the National Institute for Women (INMUJERES) signed a broad cooperation agreement that explicitly states the need for cooperation to produce statistics with a gender perspective. This led to a joint working process that has begun in 1997, with the publication "Mujeres y hombres en México".[11] There was a significant a step forward in this institutional process in 2010 with the creation of the Specialized Technical Committee on Information with a Gender Perspective (CTEIPG), chaired by INMUJERES. Its general objective is to promote the creation and dissemination statistics with a gender perspective that contribute to the planning, monitoring and evaluation of the national gender equality policy, as well as related sectoral programmes, and that provide research and analysis that lead to better understanding of the topic. In the period 2012–2018, the Committee approved the Guidelines on incorporating the gender perspective into the National System of Statistical and Geographical Information (SNIEG, 2015), which promoted the inclusion of the gender perspective in the production, dissemination and use of statistical and geographical information. In 2021, another collaboration agreement was signed to encourage the mainstreaming of the gender perspective, with the aim of encouraging the generation, collection, standardization, examination and exchange of statistical and geographical information that supports actions, projects and agreements intended to mainstream the gender perspective. This agreement, signed under the framework of the twenty-second International Meeting on Gender Statistics: "Rebuilding with gender statistics: moving towards achievement of the 2030 Agenda", establishes that the creation and exchange of information will be based on national surveys and censuses, administrative records and the indicators created by INEGI. The agreement is part of the National Program for Equality between Women and Men (PROIGUALDAD) 2020–2024 and contributes to fulfilling it, while also providing for the strengthening of collaboration between both institutions to create joint projects to develop definitions, methodologies, technical standards, classifications, catalogues, indicators and draft regulatory instruments relevant to the generation, use and dissemination statistics with a gender perspective, as well as contributing to improving and incorporating the gender perspective into administrative records. In addition, it provides for joint dissemination activities to be carried out through conferences, workshops, courses and seminars, and for the use of statistics and geographical information with a gender perspective to be promoted at the national level. Both institutions will also exchange statistical and geographical data, with due respect for confidentiality, in order to best fulfil their institutional objectives, and knowledge of the statistical and geographical output of INEGI will be promoted within the INMUJERES community.

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[11]   See National Institute of Statistics and Geography (INEGI), "Publicaciones: Mujeres y hombres en México 2020" [online] https://www.inegi.org.mx/app/biblioteca/ficha.html?upc=889463900009.

Diagram IV.1
Necessary measures for strengthening joint work between bodies producing and using gender statistics

Development of long-term joint work between national statistics offices, machineries for the advancement of women and other public bodies based on recognition of the institutional mandates of each body and their expert knowledge.

Systemic coordination

Roles and responsibilities

Transparent division of work in line with commitments made on the basis of institutional mandates and expert knowledge.

Common language

Resources

Joint creation of manuals, glossaries, conceptual output that establishes an information exchange and guarantees knowledge accumulation.

Identification of the resources needed for joint work on gender statistics and joint planning of funding approval strategies.

Needs

Mandates

Joint work on identifying information gaps and developing a medium-term road map with commitments from various bodies.

Existence of legislation that commits to joint work between bodies using and producing gender statistics, with clear mandates and budget allocations.

Source: Economic Commission for Latin America and the Caribbean (ECLAC).

In Argentina, in 2020, a cooperation agreement was signed between the National Institute of Statistics and Censuses (INDEC) and the Ministry of Women, Genders and Diversity to include the gender perspective, equality and diversity in the statistical production of the national statistical system and to exchange information to product relevant new indicators. In this agreement, the parties commit to: establishing a coordination unit through which capacity-building and training spaces will be created; cooperating on the design, processing and analysis of data; making progress in mainstreaming gender, equality and diversity policies in the statistical production of the national statistical system; working together on implementation the National Time-use Survey; and including a question on gender identity in the 2022 census. Under this agreement, the Ministry of Women, Genders and Diversity is working to develop an innovative and high-quality system of gender and diversity indicators.

Another example of strengthening the institutional framework for gender statistics concerns Chile, where, in 2014, the Gender Statistics Subcommission (SEG),[12] coordinated by the Ministry of Women's Affairs and Gender Equity, was created. The aim of this body is to coordinate, guide technically, systemize

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[12]   See Gender Statistics Subcommission, "¿Quiénes somos? [online] https://www.estadisticasdegenero.cl/quienes-somos/.

and promote the production and analysis of gender statistics. At present, the Subcommission comprises 13 ministries and State services[13] that provide public access to a range of gender indicators that are regularly updated.

Also noteworthy is the experience of Costa Rica, where there is a long-standing partnership between the national machinery for the advancement of women (the National Institute for Women (INAMU)) and the leading statistical authority (the National Institute of Statistics and Censuses (INEC)) that has been highly productive in the national development of gender statistics and indicators. The main actions carried out in that regard include: the publication of the *Guidelines on Incorporating the Gender Perspective into the Production and Dissemination of Statistics in the National Statistical System of Costa Rica* and of the *Guide on incorporating the gender perspective into the production and dissemination of statistics in the National Statistical System*; the integration of the gender perspective into the production and dissemination of statistics in the national statistical system through capacity-building spaces and the development of support materials; the creation and updating of statistics on gender gaps, including updating and strengthening the System of Gender Indicators and Statistics; and conducting specific studies on the circumstances and positions of women and men throughout the country (this included the roll-out of the National Time-use Survey). The partnerships between INAMU and bodies producing and using information have been consolidated through framework agreements, specific agreements, letters of understanding and other legal mechanisms that enable collaboration between the parties through fixed-term commitments with specific aims. In that regard, INAMU has had agreements with institutions such as INEC, the University of Costa Rica, the National University of Costa Rica, the States Distance University and the International Labour Organization (ILO). Under the commitments agreed between the parties, spaces for advocacy and exchange have been designed, as is the case for the commission for the improvement and updating of the System of Gender Indicators and Statistics, the Inter-institutional Technical Committee of the Unified System for Statistical Measurement of Gender-based Violence and the Inter-institutional Technical Commission on Accounting for Women's Work, among others. It is also important to highlight the bilateral work carried out by INAMU with other bodies producing and disseminating statistical information to mainstream the gender perspective. An example of this is the joint work conducted with the Office of the Superintendent of Financial Institutions and the Development Banking System; these bodies worked together to create annual reports on the financial gender gap. INAMU also worked with the Housing Promotion Foundation on the inclusion of the gender perspective in the National Housing and Urban Development Report of Costa Rica, which is published annually.

Also of note is the installation of information production areas in bodies responsible for making and implementing gender policies. An example of this is the Gender Information System[14] of the National Institute for Women (INMUJERES) of Uruguay, which is charged with producing and making available gender statistics on the basis of information from various State bodies and data producers, such as the National Statistical Institute, the Ministry of Public Health, the National Civil Service Office, the Electoral Court and municipal governments. Since 2009, a report on gender statistics has been regularly published, as well as seven information booklets that provide greater detail on various topics, including violence, masculinity, political participation, poverty, economic autonomy and the population of African descent.

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[13]   The Gender Statistics Subcommission is under the National Statistics Commission and its participants include public administration institutions that produce and analyse gender statistics. This Commission is a technical entity attached to the national directorate of the National Statistical Institute (INE), and, in article 5 of Law No. 17.374 it is established that the National Statistics Commission shall be composed of: the National Director of Statistics, who shall be the chair; a representative of the National Planning Office, a representative of the Production Development Corporation (CORFO); a representative of the Central Bank of Chile; a representative of the Budget Office of the Ministry of Finance; a representative of universities; a representative of workers; and a representative of businesses.

[14]   See [online] https://www.gub.uy/ministerio-desarrollo-social/sig.

In Antigua and Barbuda, with the adoption of the Montevideo Strategy, the Directorate of Gender Affairs perfected and improved its data collection methods by creating a national database on gender-based violence that contains comprehensive information disaggregated by gender. This database allows key actors, such as the police and civil society organizations that offer support and advisory services in relation to gender-based violence, to enter information on the cases they handle. It should be noted that, with the support of the Caribbean Development Bank, Antigua and Barbuda will receive assistance to strengthen the collaboration between its leading mechanism for gender affairs and the National Bureau of Statistics, as well as its capacities for gathering and analysing gender-sensitive information.

The Ministry of Women in Nicaragua is part of the National Statistical System and the Information System of the Government of Reconciliation and National Unity. Since 2008, this Information System has had an online platform and is aimed at systematizing institutional plans and facilitating the monitoring, control and evaluation of these plans in line with the 2030 Agenda.

El Salvador has a System of Statistics and Monitoring for Equality, an institutional management tool that makes it possible to access, categorize and analyse relevant and timely information on the progress made by State institutions in complying with national legislation to guarantee women's rights and take the situation and condition of Salvadoran women into account. It has an Information Centre for Substantive Equality, which consists of an online platform that provides public access to SEMI, which contains all information on gender statistics provided by the State to the Salvadoran Institute for Women's Development (ISDEMU). It also has a National System of Data, Statistics and Information on Violence against Women, a management tool that makes it possible to have a shared database on the types of violence in the country. Also of note is the coordination between ISDEMU, the General Directorate of Statistics and Censuses (DIGESTYC) and the Ministry of Economy, which has led to the joint development and implementation of the strategy on gender statistics in El Salvador for the period 2012–2025. In addition, there is a technical round table comprising ISDEMU, DIGESTYC, the Ministry of Economy and the Central Reserve Bank that is aimed at the creation of a unit on gender indicators and foreign trade for El Salvador.

The existence of areas in national statistics offices and machineries for the advancement of women that are mandated to produce gender statistics facilitates dialogue between both bodies and institutional coordination on the basis of the presence of experts in gender affairs and information production in both institutions. In order to ensure the gender perspective and usefulness of information for equality policies, it is essential that these competent areas or individuals have a plan of work. The establishment of units, committee or areas of work aimed at incorporating the gender perspective into the statistical production of national statistical systems is, without doubt, a crucial step, but the leading bodies involved in gender policies must be involved throughout the production of statistics. These bodies have significant accumulated knowledge on gender inequalities in various areas of sustainable development and on the needs and gaps in knowledge useful to the design of public equality policies, which is why it is essential for them to participate through the statistical production process in order to ensure that the information produced is of use in decision-making. One example of the establishment of areas of individuals charged with gender-related issues is in El Salvador, where, owing to the commitments made in national legislation to gender equality, the Gender Statistics Department was created in DIGESTYC; the main results of its work have included the launch of the Gender Statistics Observatory and the roll-out of the National Time-Use Survey (DIGESTYC, 2017b) and the National Survey on Violence against Women (DIGESTYC, 2017a).

In other cases, despite an absence of legislation, agreements or inter-institutional mechanisms on ongoing work, there are instances of collaboration and joint work for certain statistical operations that occur on a recurring basis or for joint production mechanisms, such as gender observatories or atlases. In that connection, the National Institute of Statistics of Paraguay implemented, with the support of UN-Women, a Gender Atlas,[15] a

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[15] See [online] https://atlasgenero.dgeec.gov.py/.

platform jointly designed with the Ministry of Women that has information georeferenced by department and data disaggregated by gender on the population, education ICT, paid and unpaid work, income, health, social security, indigenous peoples and the political participation of women in elected posts.

As will be detailed later, there are a number of countries that have implemented time-use surveys, surveys that measure violence against women and other specific surveys on the basis of partnerships between national statistics offices and machineries for the advancement of women. For example, in Cuba, through an ongoing partnership between the National Office of Statistics and Information (ONEI) and the Centre for Women's Studies of the Federation of Cuban Women, the National Gender Equality Survey was held in 2016 (ONEI, 2020); the Survey included a module that made it possible to gather information on violence against women in relationships. This also enabled information to be gathered on time use and care, including nationally representative measurements of paid and unpaid work, by gender.

Box IV.1 provides detail on the productive experiences of the gender statistics community of practice in Latin America and the Caribbean, through which multilateral cooperation partnerships and joint learning are promoted, enabling regional progress to be made in reaching methodological and conceptual consensuses and promoting the continued improvement operations with a gender perspective.

Box IV.1
Gender statistics community of practice

In recent decades, Latin America and the Caribbean have developed close cooperation in the production and use of gender statistics, which has led to significant progress in that area at the regional and national levels. Some of the most fruitful exchanges and discussions between producers and users of gender statistics have been the international meetings on gender statistics and the international meetings of information specialists on time use and unpaid work, held for the first time in 2000 and 2002 respectively and annually since. The two events are organized through a positive partnership between the National Institute of Statistics and Geography (INEGI) and the National Institute for Women (INMUJERES), both from Mexico, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and the Economic Commission for Latin America and the Caribbean (ECLAC), together with various United Nations entities. Mexico thereby consolidated its position as a regional leader in promoting exchanges on progress in gender statistics, which also boosts the global positioning of regional needs and contributions.

In 2007, Mexico proposed the creation of Working Group on Gender Statistics at the Statistical Conference of the Americas of ECLAC. Since then, INEGI of Mexico has coordinated the various constituent groups to address gender-related issues under the Statistical Conference of the Americas of ECLAC framework. The Working Group has been operational since 2019 and played a key role in the conceptual and methodological development, as well as the production and analysis, of gender statistics. Moreover, it has driven regional progress in the harmonization and quality of data. Thanks to the close links between the institutions in the Working Group, it has become a community of practice for gender statistics, and a regional platform for peer learning, collaboration and the exchange of experiences, knowledge and best practices in the production and use of gender statistics. This community continued to make progress in statistical discussions even after the implementation of the new operational working criteria of the Statistical Conference of the Americas of ECLAC, as it continued to collaborate with other working groups at the Conference, as well as in other formats for cooperation.

ECLAC recently created a new digital space for exchanges and work for the Gender Statistics Community of Latin America and the Caribbean, a network of countries and organizations. This platform has been designed to facilitate and encourage interaction between the various actors that produce and use gender statistics, as well as to act as a repository for information and good practices in the region.

Gender Statistics Community of Latin America and the Caribbean

Source:Economic Commission for Latin America and the Caribbean (ECLAC), "Comunidad de Estadísticas de Género de América Latina y el Caribe (CPEG)" [online] https://comunidades.cepal.org/estadisticasgenero/es.

The trends observed in the region show varying degrees of mainstreaming of the gender perspective in national statistical systems. These experiences are expressed as, for example, dissemination mechanisms on the websites of national statistics offices and machineries for the advancement of women. Almost all of the national statistics offices have specific pages on gender affairs on their official websites, the majority of which take the form of lists of topics. In some cases, the issue of gender appears independently, while in others it appears in relation to population or together with other social issues. As mentioned, mainstreaming the gender perspective involves including it in all statistical operations carried out within the national statistical system, which is why it must be highlighted in the different reports and instruments published on the official websites of national statistics offices. However, it is also necessary to have a specific microsite, with a separate link, to bring together gender analysis, publish specific reports and, in turn, be linked to thematic reports. The countries in the region have implemented various initiatives on the production, analysis and dissemination of information on gender inequalities, such as gender observatories, gender information systems, gender indicators and gender atlases (see table IV.1)

Table IV.1
Latin America and the Caribbean (18 countries): initiatives on the production, analysis and dissemination of gender statistics

Country	Gender web page Specific page on gender information on the website of the national statistics office	Gender observatory Initiatives on the continuous production, analysis and dissemination of relevant strategic indicators and analytical tools in various areas where there is gender inequality	Gender atlas Tool that highlights gender gaps by area
Argentina	Integrated Social Statistics System (SIES), INDEC		
Brazil	IBGE gender webpage	Gender Observatory of Brazil	
Bolivia (Plurinational State of)	INE gender webpage		
Chile	INE gender webpage		Gender Atlas
Colombia	DANE gender webpage	Colombian Women's Observatory	
Costa Rica	INEC gender webpage		

Country	Gender web page Specific page on gender information on the website of the national statistics office	Gender observatory Initiatives on the continuous production, analysis and dissemination of relevant strategic indicators and analytical tools in various areas where there is gender inequality	Gender atlas Tool that highlights gender gaps by area
Cuba		Scientific Observatory on Gender Equality	
Dominican Republic	National Statistics Office gender web page	System of Gender Indicators (SISGE)	*Gender Atlas of the Dominican Republic, 2020*
		Observatory on Gender Equality of the Dominican Republic	
		National Information System on Gender-based Violence (SINAVIG)	
		Observatory on Justice and Gender	
Ecuador	INEC gender web page		Gender Atlas 2018
El Salvador		Gender Statistics Observatory	
Guatemala	National Institute of Statistics gender web page		
Jamaica	Gender page of the Statistical Institute of Jamaica		
Mexico			Gender Atlas
Panama		System of Gender Indicators and Statistics (SIEG)	
Paraguay	National Institute of Statistics gender web page	Observatory on the Monitoring of Violence against Women	Gender Atlas
		Gender Observatory of the Supreme Court of Justice	
Peru	INEI gender web page	National Observatory on Violence against Women and Family Members	
Suriname	Gender statistics		
Uruguay	National Institute of Statistics gender web page	Gender Information System	
		Gender Violence Observatory	

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of National Institute of Statistics and Censuses (INDEC), "Género" [online] https://www.indec.gob.ar/indec/web/Nivel3-Tema-4-44; Brazilian Institute of Geography and Statistics (IBGE), "Gênero" [online] https://www.ibge.gov.br/estatisticas/multidominio/genero.html; Ministry of Women, Family and Human Rights, Observatório Brasil de Igualdade de Gênero [online] http://www.observatoriodegenero.gov.br/; National Institute of Statistics, "Género" [online] https://www.ine.gob.bo/index.php/estadisticas-sociales/genero/; National Institute of Statistics, "Género" [online] https://www.ine.cl/estadisticas/sociales/genero; "Atlas de Género" [online] https://www.ine.cl/estadisticas/sociales/genero/atlas-de-genero; National Administrative Department of Statistics (DANE), "Enfoque de género" [online] https://www.dane.gov.co/index.php/estadisticas-por-tema/enfoque-diferencial-e-interseccional/enfoque-de-genero; Colombian Women's Observatory [online] https://observatoriomujeres.gov.co/en/home/index; National Institute of Statistics and Census, "Género en ámbitos específicos" [online] https://www.inec.cr/genero/genero-en-ambitos-especificos; National Institute of Statistics and Census, "Género y grupos especiales de la población" [online] https://www.ecuadorencifras.gob.ec/genero-y-grupos-especiales-de-la-poblacion/; *Atlas de Género 2018*, Quito, 2018; National Institute of Statistics, "Género y pueblos: publicaciones" [online] http://www.ine.gob.gt/ine/genero-y-pueblos/; Statistical Institute of Jamaica (STATIN), "Gender and special population groups" [online] https://statinja.gov.jm/Gender-Special-Population.aspx; National Institute of Statistics and Geography (INEGI) and others, "Atlas de Género" [online] http://gaia.inegi.org.mx/atlas_genero/; National Institute of Statistics and Census, "¿Para qué sirven las estadísticas de género?" [online] https://www.inec.gob.pa/siegpa/paraque.asp; National Institute of Statistics, "Principales resultados de la Encuesta sobre Uso del Tiempo 2016" [online] https://www.ine.gov.py/default.php?publicacion=7; "Atlas de Género: datos y mapas basados en estadísticas de Paraguay" [online] https://atlasgenero.dgeec.gov.py/; National Secretariat of Information and Communication Technologies, Observatorio para el Seguimiento sobre Violencia hacia las Mujeres [online] http://observatorio.mujer.gov.py/; Supreme Court of Justice, "Observatorio de Género" [online] https://www.pj.gov.py/contenido/537-observatorio-de-genero/537; National Institute of Statistics and Informatics (INEI), "Indicadores de género" [online] https://www.inei.gob.pe/estadisticas/indice-tematico/brechas-de-genero-7913/; National Observatory of Violence against Women and Members of the Family Group [online] https://observatorioviolencia.pe/; National Bureau of Statistics, "Género" [online] https://www.one.gob.do/datos-y-estadisticas/temas/genero-y-grupos-de-poblacion-especiales/genero/; Sistema de Indicadores Sensibles a Género (SISGE) [online] https://sisge.one.gob.do/; Sistema de Información Nacional sobre Violencia de Género (SINAVIG) [online] https://sinavig.one.gob.do/; *Atlas de género de la República Dominicana, 2020*, Santo Domingo, 2020; Ministry of Women, Observatorio de Igualdad de Género de la República Dominicana [online] https://oig-rd.gob.do/; Observatorio de Justicia y Género [online] https://observatoriojusticiaygenero.poderjudicial.gob.do/index.aspx; General Bureau of Statistics, "Genderstatistieken" [online] https://statistics-suriname.org/genderstatistieken/; National Institute of Statistics, "Grupos poblacionales y género" [online] https://www.ine.gub.uy/web/guest/grupos-poblacionales-y-genero; Ministry of Social Development, "Sistema de Información de Género (SIG)" [online] https://www.gub.uy/ministerio-desarrollo-social/sig; "Observatorio de Violencia de Género" [online] https://www.gub.uy/ministerio-desarrollo-social/observatorio/violencia-genero.

The gender affairs websites listed above reveal varying degrees of development in their content. Some only have links to reports on violence-related surveys, time-use surveys or a bulletin on gender indicators that may not be regularly updated, and timely messages and information on the celebration of International Women's Day. While these sites provide a valuable window on the issue of gender and the dissemination of specific reports, they constitute a minimum step forward in view of the opportunities offered by online tools. In other cases, these websites provide detail on the importance of gender statistics, contain information on the institutional framework created to strengthen these statistics, make available gender indicators, include gender observatories or atlases, news and publications, and stay up to date. These are examples of ideal dissemination that can act as a reference for people interested in gender equality, including those responsible for making public policy decisions.

Gender indicators are also provided on the websites of machineries for the advancement of women under headings on information systems or gender observatories. In some cases, these tools become areas for collaboration between national statistics offices and machineries for the advancement of women, while other websites provide only the initiatives of the latter.

Gender observatories are initiatives for the continuous production and analysis of a set of relevant indicators in various areas where there is gender inequality. Its main feature is the regularity of its collection and analysis of information, which are aimed at making strategies, analytic tools and knowledge on gender inequalities available to governments, social and international organizations, academia, the private sector, the public and other entities, while also making it possible to identify persistent gaps and guiding public policy (UN-Women and others, 2021a). They are implemented in line with measure 10 of the Montevideo Strategy, which proposes the strengthening of monitoring and evaluation systems to increase accountability for the progress made on gender equality policies and, as a result, transparency in public administration. Gender observatories or systems make it possible to assess the degree of implementation of laws, standards, policies, plans and programs on gender equality, and women's rights at the regional, national and subnational level, which is why government promotion of such mechanisms is crucial to achieving gender equality objectives. They must produce and disseminate reliable, relevant, adequate and timely information, and guarantee spaces for dialogue with civil society organizations that carry out citizen monitoring. It is also recommended that these mechanisms act in coordination with others in various public institutions, civil society and academia to ensure that their efforts to monitor and evaluate policies on gender equality and women's rights are complementary and not duplicated.

The observatories differ from one-off studies or research that may be produced through coordination at a given time but that may not be kept up-to-date. They are also different from websites that present a set of gender indicators through a one-off effort that is not regularly updated later and that does not make available reports that contain analysis or interpretation of the data produced. Diagram IV.2 shows the relevant criteria in selecting indicators to be used in observatories on gender equality and women's autonomy.

In the creation of an observatory, it is essential for there to be political will, as well as agreements with producing entities to process information, to ensure the provision of specialized technical teams to produce and analyse information, and means of dissemination such as a web portal, and regular publications that develop and disseminate knowledge in various formats.

These initiatives may originate with State actors only or with civil society, they may have a national or subnational scope, and they may the responsibility of a single stakeholder or be part of an inter-institutional partnership. A good practice observed in the region in inter-institutional collaboration and partnership in implementing a gender observatory is the case of the Colombian Women's Observatory,[16] created in 2006 and headed by the Office of the Presidential Adviser on Equality for Women (CPEM). Under Law No. 1009 of 2006, this Observatory has an inter-institutional committee comprising DANE and other bodies. This mechanism provides 48 indicators in seven areas: demographics and population; economic autonomy; health; sexual and reproductive rights, a life free from violence; power and decision-making; education and ICT; and peacebuilding. It has more than 200 publications that provide analysis of the statistics produced and their links to public policies (Government of Colombia, 2022).

Diagram IV.2
Relevant criteria in selecting indicators for observatories on gender equality and women's autonomy

Traceability
Know all stages of the indicator's creation, updating and dissemination process and ensuring the continuous flow of information

Sustainability
Guarantee the necessary elements so that the production of indicators is regular and timely

Intersectionality
Disaggregation of the indicator by relevant variables to show the multifactorial and overlapping nature of gender inequalities

International comparability
Monitor the gender equality commitments that arise from global mandates and ensure comparability with international indicators

Territorialization
Disaggregation of indicators at the subnational level

Regional comparability
Monitor the gender equality commitments that arise from regional mandates and ensure comparability with regional statistics

Source: Economic Commission for Latin America and the Caribbean (ECLAC).

Box IV.2 provides an overview of the efforts made by civil society to produce gender statistics in Latin America and the Caribbean in its role as citizen monitor of the commitments made by States on gender equality. Civil society, especially feminist and women's movements, not only uses statistics as part of this role, but often also produced valuable information that has not been produced under the framework of national statistical systems, which makes a critical contribution to improving understanding of women's enjoyment of their rights in the region.

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16   See [online] https://observatoriomujeres.gov.co/en/home/index.

Box IV.2
Contributions of civil society to statistical production in Latin America and the Caribbean

Civil society has played a prominent role in the region in the production of gender statistics to highlight the inequalities and realities that national systems remain unable to capture and to monitor public policies in its role as a user and producer of information. Its contribution in that regard is an example of the synergies between the various implementation pillars of the Montevideo Strategy, in particular the link between pillar 3 (on popular and citizen participation) and pillar 9 (on information systems). The ISO Quito initiative is a key experience in the role of citizen monitoring of regional commitments in the area of gender equality. It is a classification with different indicators to measure gender inequality in the region in accordance with the consensuses reached by countries at regional conferences. This instrument is also used for citizen monitoring the Gender Equality Observatory for Latin America and the Caribbean of the Economic Commission for Latin America and the Caribbean (ECLAC).

ISO Quito is an initiative of Articulación Feminista Marcosur (AFM), a movement of political action and thought whose strategy has the development of a regional and global feminist political field as its main pillar. It was created to monitor the situation of women with the aim of identifying areas that would support comparisons between countries, based on three pillars: economic autonomy; physical autonomy; and autonomy in decision-making. It has shown that, for some indicators related to women's physical autonomy, there is no official systematic information disaggregated by ethnicity and race, key aspects for analysing and changing inequalities in the region. The classification methodology uses quantitative and qualitative data and has three editions (2010, 2013 and 2016) and the respective reports have been published (AFM, 2018).

Feminist and civil society organizations have also been key players in demanding transparency in information collection, processing, analysis and dissemination processes, as well as in the protection of open data. In addition, various organizations have used activism to highlight data gaps and carried out a number of initiatives to produced what they call "counter-data": the practice, through civil society, of finding and gathering information from different sources to address the lack of data in certain areas as a form of political action (D'Ignazio and others, 2022).

There have been different experiences in that regard in the region that can be seen in initiatives such as unofficial self-managed surveys, the collection of data from atypical sources and the facilitation of access to information through user-friendly and easy-to-understand formats. For example, a group of organizations from various Latin American and Caribbean countries created the Regional Information Network on Anti-LGBTI Violence (Sin Violencia LGBTI), which identifies, records and analyses cases of homicide against lesbian, gay, bisexual, transgender and intersex (LGBTI) victims (Sin Violencia LGBTI, 2022). Another example of counter-data that has spread throughout the region is the unofficial mapping of feminicides and femicides using various sources of information, including official sources such as news articles or other media (D'Ignazio and others, 2022).

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of Marcosur Feminist Articulation (AFM), "ISO Quito: un instrumento para la igualdad", Montevideo, 2018; C. D'Ignazio and others, "Feminicide and counterdata production: activist efforts to monitor and challenge gender-related violence", *Patterns*, vol. 3, No. 7, Cambridge, Cell Press, 2022; I. Beck and M. Romeo, *Argentina cuenta la violencia machista: 1° Índice Nacional de Violencia Machista. Iniciativa impulsada por #NiUnaMenos*, Chisinau, Editorial Académica Española, 2016; Red Regional de Información sobre Violencias LGBTI (Sin Violencia LGBTI), "Nosotros", 2022 [online] https://sinviolencia.lgbt/nosotros/.

Gender atlases are tools that highlight gaps between men and women through social, economic and demographic indicators, using maps to visualize the gaps. Their greatest strengthen is the graphic representation of inequalities by region, which enables decision-making to be tailored to local realities. The atlases can be presented on a website that allows users to select and view the indicators of interest to them as layers the map, and they can also be downloaded or obtained as an e-book. A relevant example of good practice in the region is the Gender Atlas of the National Institute of Statistics of Chile, which uses maps with regional indicators to present information on autonomy in decision-making, economic autonomy, physical autonomy and learning processes for cultural change.

Production of gender statistics

In this chapter, progress made in the regular production of gender-sensitive measurements in the region is presented, alongside efforts to expand the gender mainstreaming approach to the production of all economic, social and environmental statistics.

A.   Measuring paid and unpaid work

The epistemological break with the traditional notion that work equals employment (that is, equals work for which one receives remuneration) is one of the key contributions of gender studies to the social sciences. Deconstructing the necessary relationship between work and remuneration has been a feminist step towards overcoming the historical invisibility of unpaid work and towards a concept of work that recognizes its paid and unpaid facets. The measurement of the broad concept of work is essential to addressing Sustainable Development Goals 5 and 8 and the synergies between them.

The definitions adopted at the 18th and 19th International Conferences of Labour Statisticians (ICLS) acknowledge productive household activities as work. At the 18th Conference, held in 2008, the *Resolution Concerning the Measurement of Working Time* was adopted, which contains a recommendation on measuring the work carried out in countries to design policies on labour and balancing economic activity and family life, and on preparing a technical guide on the best practices in measuring working time (ILO, 2008). The *Resolution Concerning Statistics of Work, Employment and Labour Underutilization* at the 19th Conference broadened the concept of work by defining it as "any activity performed by persons of any sex and age to produce goods or to provide services for use by others or for own use", independent of the legality, formality or means of payment for the activity carried out (ILO, 2013, p. 2). This constitutes recognition that unpaid domestic activities are work, which includes activities to produce goods for personal consumption and domestic services carried out in households for social reproduction (ILO, 2013, p. 54). Despite this vital progress in shedding a light on the contribution of unpaid work and, therefore, of women to the economy, there are still difficulties in adapting the relevant statistical instruments to these new definitions. An example of this is the language used in employment surveys to refer to those not participating in the labour market as inactive or not working. As a result, this analytical effort to incorporate unpaid work into the concept of work in a way that integrates it into standard labour statistics has not been entirely successful and remains a challenge. However, regional efforts to improve time-use measurements to capture unpaid work more accurately have been sustained since 2016. Diagram V.1 shows the consensus changes in the international conceptual agreements on the understanding of the concept of work.

As regards progress in producing information on time use, it should be mentioned that, to date, 23 Latin American and Caribbean countries have carried out at least one time measurement focused on domestic and care work, while 10 have placed an economic value on unpaid household work and 5 have calculated the satellite account of unpaid household work (see map V.1). In 2021, Argentina (INDEC, 2022), Colombia (DANE, 2011), the Dominican Republic and Uruguay implemented time-use measurements, and it is expected that such measurements will be taken by Chile, Costa Rica, the Dominican Republic and El Salvador for 2022 and 2023. It should also be noted that, in 2022, Chile and Mexico are working on implementing a rural national time-use survey project, financed through a joint cooperation fund of both countries under the Global Alliance for Care Work.

Diagram V.1
International conceptual agreements on the understanding of the concept of work

Production boundary

▲ Work in
unpaid training

▲ Other market
activities

▲ Work in
employment

**Activities within the
production boundary
of the System of
National Accounts**

▲ Voluntary work
in market and
non-market units

● Work to
produce goods
for personal
consumption

▲ Voluntary work
in household
production of goods

Work

Production boundary of the System of National Accounts

Work

● Work to produce
services for personal
consumption

▲ Voluntary work in
household production
of services

**Activities outside
the production boundary
of the System of
National Accounts**

▲ Production for use by third parties
● Production for final own use
Non-market-oriented (unpaid) work
Market (paid) work

Source: Economic Commission for Latin America and the Caribbean (ECLAC).

Map V.1
Latin America and the Caribbean: progress in measurements of time use and unpaid work, 1998–2021
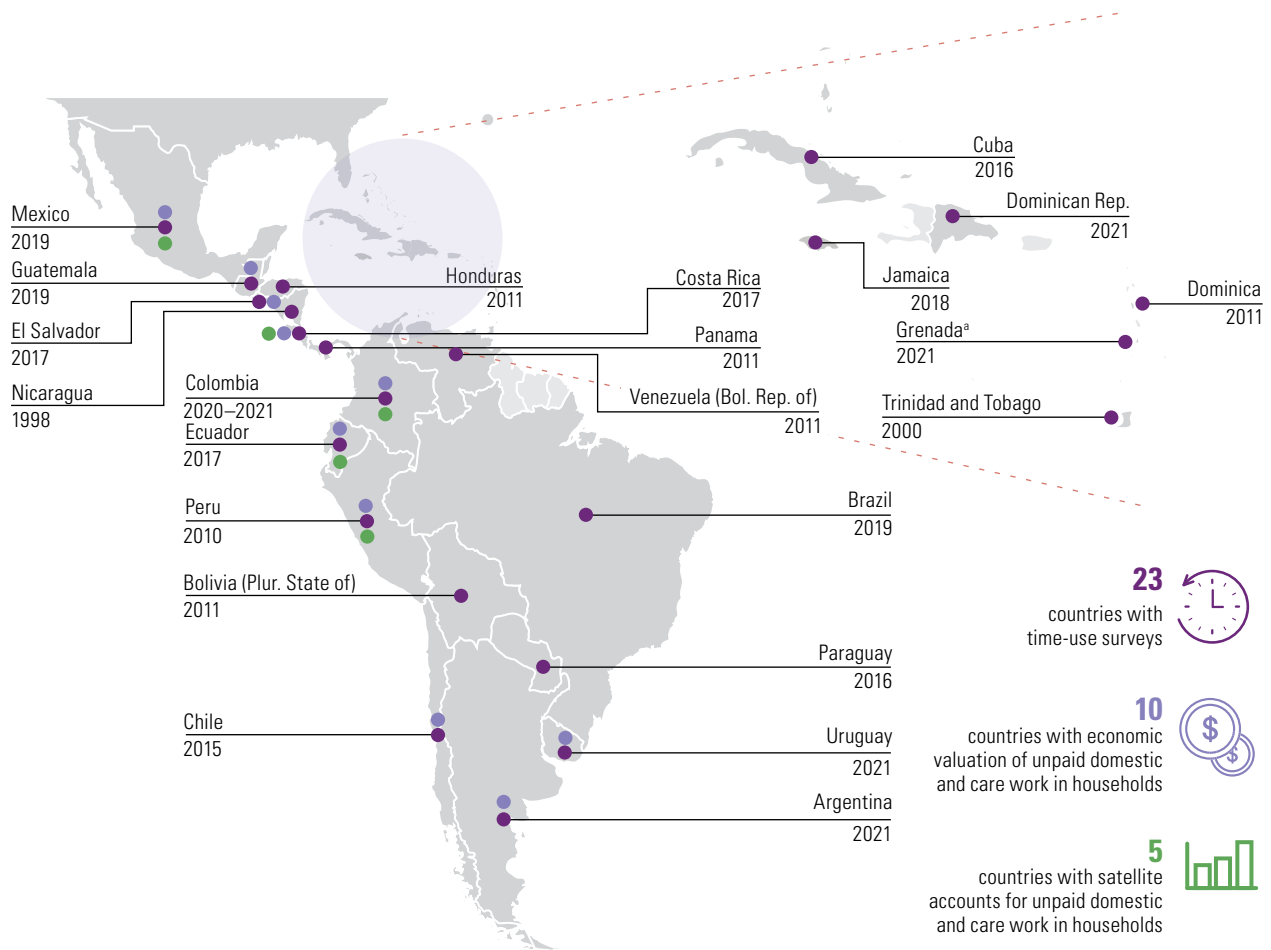
Source: Economic Commission for Latin America and the Caribbean (ECLAC).
ª At the time of finalizing this document, Grenada had carried out only a pilot survey on time-use information.

Within this group of measurements, there are differences and similarities in the type of survey instrument, the manner and mechanism of collection, the methodologies, the target population, the aims of the surveys, the legal foundations, the implementing and allied institutions, the geographical coverage, the number of questions and the choice of indicators, among other aspects. The adoption of the Classification of Time-Use Activities for Latin America and the Caribbean (CAUTAL) (ECLAC/INEGI, 2016) and the *Methodological guide on time-use measurements in Latin America and the Caribbean* (ECLAC, 2022a) as regional standards therefore constitute an important milestone in fostering the comparability of time-use measurements in the region, facilitating reporting on global (such as follow-up of Sustainable Development Goal 5), regional (such as total working time) and national indicators, and contributing to creating indicators that make it possible to monitor national public policies that reassess, reduce and redistribute domestic and care work and promote increased economic autonomy for women. Within the region, these measurements were implemented by national statistics offices, in partnership with machineries for the advancement of women and, in some cases, with the support of academic institutions, local and provincial entities or international bodies. The partnership between machineries for the advancement of women and national statistics offices has made it possible to incorporate the gender perspective into the instrumentation of this type of measurements as an element that has contributed to the issue of care being included and addressed in greater detail, which is a

feature that stands out compared to other parts of the world. Another of the factors that has strengthened synergies between national statistics offices and machineries for the advancement of women has been the creation, in some countries, of spaces for information integration and processing and data analysis; these spaces are incorporated into the institutional framework of machineries for the advancement of women, making them a key player in coordination with national statistics offices. In addition, international bodies have played a leading role in providing technical assistance and capacity-building, as well as funding for some of these experiences. However, also noteworthy is funding from national governments, which ensures greater continuity and institutionalization for these measurements, with national statistics offices and machineries for the advancement of women being the most common implementing bodies.

While the institutionalization of these measurements continues to be a challenge in Latin America and the Caribbean, there are at least seven countries that already have legislation on the implementation of time-use surveys. Regarding the obligation to conduct regular time-use surveys, the specificity of the legislation varies. Generally speaking, the Plurinational State of Bolivia and Ecuador recognize unpaid work as part of the economic system in their respective Constitutions. The Constitution of Ecuador (Constituent Assembly of Ecuador, 2008) recognizes, in its definition of the economic system (articles 325 and 333), unpaid self-supporting domestic work and human care work carried out in households, family work and autonomous forms of work. It also acknowledges the right to social security of all persons and extends State responsibility to those who perform unpaid household work. In the Plurinational State of Bolivia, the State Political Constitution also establishes, in its article 338, that the State recognizes the economic value of household work as a source of wealth and the obligation to quantify it in public policies. The legislation approved in Argentina, Colombia and Costa Rica, meanwhile, guarantees the regularity of these measurements by establishing the responsibility of national statistics offices, as the competent organizations, to carry them out (Legislative Assembly of Costa Rica, 2015; Ministry of Justice and Human Rights, 2019; Congress of the Republic of Colombia, 2010).

Some countries have incorporated measurements on unpaid work time in the continuous surveys they use to calculate short-term indicators on the labour market. For example, Brazil includes a set of questions in a module on other forms of work in the National Household Sample Survey (IGBE, 2015). Mexico includes a set of questions in the National Survey on Occupation and Employment[17] and a set of questions in the module on socioeconomic conditions in the National Survey of Household Incomes and Expenditures (INEGI, 2020), conducted biannually. Colombia, meanwhile, includes a relevant set of questions in the Major Integrated Household Survey.[18]

Response options that include unpaid domestic and care work apply are used not only in continuous measurements (such as ongoing surveys), but also to specific surveys (such as national youth surveys). This has made it possible to show that young women indicate care as a barrier to their continued education or employment to a greater extent than young men. This demonstrates that a proportion of young women are neither studying nor in paid employment owing to their commitment to provide care. The National Youth Survey of Uruguay, for example, introduces care of children under 12 years of age and care of persons with disabilities or persons over 65 years of age among the reasons for, among other things, never having attended secondary school, having repeated a course, having dropped out of secondary school, not having finished education, never having worked or not currently working (National Institute of Statistics, 2022).

In some Caribbean countries, questions on unpaid work and time use are included in censuses (see box V.1). In the current (2022) census in Costa Rica, questions on care have also been included; respondents are asked about the need for household care and how the household meets the demand for care of persons either between 0 and 12 years of age or over 65 years of age.

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[17] See National Institute of Statistics and Geography (INEGI), "Encuesta Nacional de Ocupación y Empleo (ENOE). Cuestionario de ocupación y empleo (ampliado): solo para personas de 12 y más años de edad" online] https://www.inegi.org.mx/contenidos/programas/enoe/15ymas/doc/c_amp_v5.pdf.

[18] See National Administrative Department of Statistics (DANE), "Mercado laboral (empleo y desempleo): históricos" [online] https://www.dane.gov.co/index.php/estadisticas-por-tema/mercado-laboral/empleo-y-desempleo/geih-historicos.

Box V.1
Time-use measurements in the Caribbean: the challenges and opportunities of censuses

The measurement and collection of time-use information remains a challenge for various countries in the Caribbean subregion. At present, there are only four countries, where five attempts were made to gather this type of information: in two cases, questions were included in household surveys and in the other three, relevant questions or modules were included in the population and housing census.

The Caribbean (4 countries): official time-use measurements

Country	Date	Name of measuring instrument
Dominica	2001 and 2011	Question in the population and housing census
Jamaica	2018	Module in the living conditions survey
Trinidad and Tobago	2000	Module in the population and housing census
Grenada[a]	2021	Set of questions in the workforce survey

Source: Economic Commission for Latin America and the Caribbean (ECLAC), *Methodological guide on time-use measurements in Latin America and the Caribbean* (LC/CEA.11/17), Santiago, 2022.
[a] At the time of finalizing this document, Grenada had carried out only a pilot survey on time-use information.

International recommendations indicate that independent surveys and specific modules in household surveys are the measuring methods best suited to gathering time-use information. While there are differences in the information potential of each of these, both can capture information on the activities people carry out and the time they spend on them, in an appropriate and detailed manner (ECLAC, 2022). However, the logistical and financial commitments that each of these types of measurement require, while different, can be a barrier for some countries. It is therefore necessary to consider other strategies that can be used to gather this type of vital information to reveal the unfair social organization of care and demonstrate how women's unpaid work contributes to social well-being.

Few countries in the Caribbean have regular household surveys, which restricts the subregion's chance to obtain comparable and timely information on time use. As shown in the above table, some countries have sought to meet the need for this type of information by using population censuses as an information-gathering instrument. These experiences, which are shared by countries in other parts of the world, show that it is possible to implement new strategies and lay the groundwork for a new opportunity in the Caribbean: the inclusion of questions on time use in the 2020 census round (Budlender, 2019).

The Regional Strategy for the Development of Statistics (RSDS) of the Caribbean Community (CARICOM) has advocated the standardization and harmonization of conceptual frameworks, methods and tools for official statistics in all member States. In that connection, it recommended a set of time-use questions on activities linked to unpaid care work for the questionnaires used in the 2020 census round (Budlender, 2019). The advantages of using a common set of questions on time use in Caribbean censuses include: achieving complete coverage of all countries; including information on all households and persons; minimizing design costs; and ensuring subregional comparability. The time-use information gathered from the census will make it possible to acquire a broader understanding of the population groups that carry out the activities indicated in the questions and the amount of time they spend on those activities. This coverage would make it possible to disaggregate information by age, gender and other factors that will facilitate greater understanding of those who perform social reproduction activities in the country. Regarding costs, regional standardization would also allow greater savings to be made through the exchange of analytical tools and equipment, as well as regional capacity-building (Budlender, 2019).

The inclusion of a set of questions in the censuses is an opportunity for the Caribbean to take an initial look at the social organization of care in the region's countries. In addition, it would meet the need for information to monitor various international commitments, such as indicator 5.4.1 of the Sustainable Development Goals (Budlender, 2019). However, the indicators that can be calculated with this limited number of questions does not allow for a comprehensive analysis of the distribution of time in a society. It is therefore important to make progress with these measurements and then complement them with other instruments that make it possible to capture all human activities in a more disaggregated manner, in particular those activities key to the development of policies aimed at addressed the structural challenge of the sexual division of labour and the unfair social organization of care.

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of D. Budlender, *Producing SDG Indicator 5.4.1: Guidance for Caribbean Countries*, New York, United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), 2019; Economic Commission for Latin America and the Caribbean (ECLAC), *Methodological guide on time-use measurements in Latin America and the Caribbean* (LC/CEA.11/17), Santiago, 2022.

The persistent lack of labour rights and opportunities for formal work at the regional level erodes the basic social contract underpinning democratic societies: the right of everyone to share in progress (ECLAC, 2018b). The creation of decent employment opportunities for the entire working-age population continues to be a major challenge for the region. This is why it is important to highlight the achievements of Latin American and Caribbean countries in using employment statistics to measure and disseminate information on gender inequalities in the labour market in a more appropriate manner, including by disaggregating traditional indicators of activity, employment and unemployment by gender, and by incorporating dimensions relevant to women's lives.

In this regard, worthy of note are the advances made in measuring instruments and in the analysis of the participation of women and men in different forms of work. Questions or responses categories have been incorporated into the typical measuring instruments used in relation to employment to facilitate better understanding of the unequal positions of men and women in the labour market. This has included, for example, the incorporation of response categories that cover family responsibilities in the questions on why people do not participate in the labour market and on their main requirements when looking for work. In some cases, this option is integrated into other reasons, such as study or illness, which makes it impossible to determine the weight of family responsibilities. When family responsibilities are in a separate response category it makes it possible to account for the constraints that the conditions of unpaid domestic work and care impose on women's participation in the labour market. Noteworthy here is the case of Guatemala, where this question makes it possible to distinguish between care for children, older persons and those who are ill in the National Employment and Income Survey (National Institute of Statistics, 2021).

Moreover, processing and analysing the information from ongoing surveys from a gender perspective has facilitated the cross-referencing of information that had previously been reported but not processed, such as the number and age of children of those participating in the labour market, which makes it possible to estimate the connection between the presence of children in a household and the working reality of men and women.

Labour segmentation, including identifying and characterizing areas of activity with a high number of women, gaps in income from employment, access to social protection and underemployment status, as well as the low rate of women's access to positions of responsibility in the labour market, are also new areas that appear in regular country reports on the basis of ongoing surveys. Similarly, there have been efforts to go into greater depth as to the reasons for horizontal and vertical labour segmentation, as well as to comprehensively explain gender gaps or the position of women outside the workforce. Examples of these good practices in incorporating the gender perspective into labour market analysis can be found in:

- Argentina: Ministry of Economy, *Las brechas de género en la Argentina: estado de situación y desafíos*, Buenos Aires, 2020;

- Colombia: National Administrative Department of Statistics (DANE)/Presidential Advisory Council for Women's Equity (CPEM), *Mujeres y hombres: brechas de género en Colombia*, Bogotá, 2020;

- Panama: National Institute of Statistics and Census (INEC), "Estadísticas del trabajo: Encuesta de Mercado Laboral, agosto 2019", Panama City, 2019 [online] https://www.inec.gob.pa/publicaciones/Default3.aspx?ID_CATEGORIA=5&ID_PUBLICACION=971&ID_SUBCATEGORIA=38;

- Peru: National Institute of Statistics and Informatics (INEI), *Perú: Brechas de Género 2021. Avances hacia la igualdad de mujeres y hombres*, Lima, 2021 [online] https://www.inei.gob.pe/media/MenuRecursivo/publicaciones_digitales/Est/Lib1833/libro.pdf and *Perú: Brechas de Género 2020. Avances hacia la igualdad de mujeres y hombres*, Lima, 2021 [online] https://www.inei.gob.pe/media/MenuRecursivo/publicaciones_digitales/Est/Lib1801/libro.pdf;

- Dominican Republic: Central Bank of the Dominican Republic, *Boletín Trimestral del Mercado Laboral*, and National Bureau of Statistics, *Evolución de la brecha salarial de género en República Dominicana 2014–2020: a partir de datos de la ENCFT*, 2020; and

- Uruguay: National Institute for Women (INMUJERES), *Estadísticas de Género 2020*, Montevideo, 2020.

Moreover, various sources of information have been integrated to facilitate the analysis of the labour market with a gender perspective. For example, DANE in Colombia has combined the Major Integrated Household Survey with the Statistical Register of Labour Relations (RELAB), which is based on administrative records of payments to the social security system. This register makes it possible to derive the labour income variable from the contributions made to the Comprehensive Social Security System, and, owing to its coverage, facilitates highly detailed disaggregation with a longitudinal perspective, which is a great benefit in terms of intersectionality. This has made it possible to analyse the gender pay gap in Colombia, in accordance with target 8.5 of the 2030 Agenda (DANE, 2020b).

Similarly, in 2017, INEC in Ecuador published the fourth edition of the *Panorama Laboral y Empresarial del Ecuador*, an annual report aimed primarily at examining the economic and employment situation in the country by using an information system that combines administrative records from various sources with traditional surveys. This report takes into account the development of the labour market in Ecuador by using the Employment, Unemployment and Underemployment Survey and social security records. In both cases, there is exploration of the possibility of establishing panels with the aim of improving understanding of the transitions between different states of employment (or affiliation). The document is one of the products of the INEC Laboratory of Labour and Business Dynamics, an analytical tool aimed at meeting the growing demand for information on the country's productive structure and its counterpart in the labour system, as well at developing more specific and in-depth analysis on these issues so as to contribute to the design and implementation of public policies. This is intended to increase general awareness of the productive reality and employment conditions in the country (INEC, 2016).

In short, the bodies producing and using statistics have not been restricted to publishing indicators disaggregated by sex; they have also enhanced both their questioning and their analysis, while also going into greater detail in various areas linked to gender inequalities in the labour market with specific publications.

The inclusion of discrimination in employment as a type of gender-based violence experienced by women is also a new way of looking at the participation of women in the labour market, which includes the National Survey on Violence against Women of El Salvador (2017), implemented by the General Directorate of Statistics and Censuses (DIGESTYC).

Also worthy of note are the efforts made by a number of countries to identify specific situations of disadvantage in women's participation in the labour market resulting from the socio-health crisis caused by the coronavirus disease (COVID-19) pandemic. To that end, the Presidential Advisory Council for Women's

Equity, through the Colombian Women's Observatory, produced a series of publications on the situation of women in the COVID-19 pandemic. There are already 16 editions in the series, many of which are focused on measuring the setbacks to women's participation in the labour market. These include the following issues: "Socioeconomic impacts of COVID-19 on women (I): employment" (CPEM, 2020); *Impacts of COVID-19*, "Participation of women in productive sectors"; and "Socioeconomic impacts of COVID-19 on informal women workers".

In Mexico, the National Institute of Statistics and Geography (INEGI) conducted the Phone Survey on COVID-19 and the Labour Market in April 2020 to obtain information to complement the Phone Survey on Occupation and Employment, which was carried out at the most critical point of the pandemic.

Also worth highlighting is the effort made by countries in the region to collect information on the overload of domestic and care work in households as a result of lockdown measures and changes in employment. This has revealed the persistence of the unfair distribution of time spent on tasks related to domestic and care work in households, the majority of which are performed by women. In some cases, the data are collected as an initiative of national statistics offices. This was the case in Colombia, where the National Administrative Department of Statistics (DANE) collected information on the increase in the number of women undertaking household duties during the pandemic through the Major Integrated Household Survey and, despite operational difficulties, the roll-out of the National Time-Use Survey, which began in September 2020, was not suspended. In Mexico, the 2020 Phone Survey on Occupation and Employment was used to gather information on time use, disaggregated by gender, for the months of April, May and June. In Chile, the COVID-19 Social Survey, an initiative of the United Nations Development Programme (UNDP), in partnership with the National Institute of Statistics (INE) and the Ministry of Social Development and Family, was carried out, which provided information on the distribution of care since the start of the pandemic. For its part, the UC Center for Surveys and Longitudinal Studies carried out a Longitudinal Survey on COVID-19 and Employment, which included information on the participation and weekly time spent on domestic and care-related tasks. In other countries, at the initiative of various United Nations bodies, funds and programs, relevant information has been generated to identify the care dynamics at play during the pandemic. In Argentina, the United Nations Children's Fund (UNICEF) conducted a quick survey to determine the changes brought by the COVID-19 pandemic in relation to household activities. In Uruguay, UN-Women and UNICEF jointly published the results of the Childhood, Time-Use and Gender Survey.

The COVID-19 pandemic has revealed that, as established in the Montevideo Strategy, high-quality, timely, reliable and disaggregated data are fundamental to developing evidence-based policies. For countries to respond to and recover from the impacts of the pandemic, while also making progress in fulfilling their international, regional and national commitments to gender equality and women's rights, the region's statistical systems have had to innovate and implement initiatives that make it possible to continue to produce relevant information without sacrificing the incorporation of the gender perspective (ECLAC, 2021d).

As well as highlighting the value of these efforts to incorporate the gender perspective into the production of information on the pandemic, it should be noted that, at the very start of the crisis, indicators on the incidence of COVID-19 were presented without being disaggregated by gender. This situation should serve as a warning of the risks that a crisis may pose for certain consensuses in statistical production, which prove not to be fully established. An example of the risks involved in not having information disaggregated by sex and gender analysis in crisis contexts is teleworking. During lockdown, many jobs became virtual, which provoked a discussion about its importance as a means of linking paid and unpaid work, including beyond mandatory periods of lockdown. One of the main concerns about teleworking is that it involves women being overburdened with domestic work and does so in the invisibility of the home, thereby potentially creating a backwards step for women's autonomy. Some studies carried out in the region show that women have teleworked to a greater extent than men, with

significant care-related tensions (Batthyány and others, 2021; Espino, De los Santos and Salvador, 2021; Kreutzberger, 2020; Sticco, 2021). Regulating this type of employment without taking into account information disaggregated by sex that reveals differentiated behaviours can therefore lead to legislative decision-making that reproduces inequalities.

B.   Statistics on women's physical autonomy

One of the structural challenges of gender inequality that is most complicated to resolve is the persistence of cultural, discriminatory and violent patterns that impede women's autonomy.

1.   Gender-based violence

In the 2030 Agenda, the world's countries committed to eliminating all forms of violence against women and girls (Goal 5) (ECLAC, 2019d and 2021a). In Latin America and the Caribbean, three key indicators have been prioritized for the statistical monitoring of this extremely serious issue (see diagram V.2): the proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner (indicator 5.2.1); the proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner (indicator 5.2.2) and, under the regional monitoring framework for the 2030 Agenda, rates of femicide or feminicide (indicator C-5.2).

Diagram V.2
Sustainable Development Goal indicators key to the statistical monitoring
of gender-based violence against women

Global indicators for monitoring the Sustainable Development Goals		Additional regional indicator for monitoring the Sustainable Development Goals
Indicator 5.2.1 Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner	**Indicator 5.2.2** The proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner	**Indicator C-5.2** Rates of femicide or feminicide

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of United Nations, "Prioritized set of indicators for regional statistical follow-up to the SDGs in Latin America and the Caribbean" [online] https://agenda2030lac.org/estadisticas/prioritized-set-indicators-regional-statistical-follow-up-sdg.html.

Various Latin American countries have legally recognized the need to create statistics on gender-based violence against women. This occurs primarily in the context of the conceptual leap in the process of reforming first-generation laws, which had a fundamentally criminal basis and only address instances of violence in a domestic or intrafamilial environment. The comprehensive approach that characterizes the most recent legislation on the topic establishes the roles and responsibilities in prevention, care, punishment and redress for violence against women in different government sectors, including the various sectoral statistical stakeholders, as well as national statistics offices or institutions. The scope and stringency of the legal obligations on the generation of statistical information on gender-based violence varies by country (see table V.1).

Table V.1
Latin America (12 countries): legislation containing provisions on administrative records and the production of statistical information on violence against women

Country	Law and article	Year
Argentina	Law No. 26.485, Law on Comprehensive Protection to Prevent, Penalize and Eliminate Violence against Women in Areas in which They Develop Personal Relationships Art. 9 (k) and (l) Art. 37	2009
Bolivia (Plurinational State of)	Supreme Decree No. 3834, Adela Zamudio Registration and Early Warning System of the Anti-Violence Special Task Force	2019
	Law No. 348, Comprehensive Law to Guarantee Women a Life Free from Violence Art. 11	2013
Colombia	Law No. 1761, establishing Feminicide as a Separate Crime and Other Provisions (Rosa Elvira Cely) Art. 12	2015
Ecuador	Comprehensive Organic Law to Prevent and Eliminate Gender-based Violence against Women Art. 15 (5) Art. 54	2018
El Salvador	Decree No. 520, Special Comprehensive Law for a Life Free from Violence for Women Art. 30	2011
Guatemala	Decree No. 22/2008, Law on Femicide and Other Forms of Violence against Women Art. 20	2008
Mexico	General Law on the Access of Women to a Life Free from Violence Art. 47 (IX) Art. 49 (XXIII)	2007
Nicaragua	Law No. 779, Comprehensive Law on Violence against Women and Reforming Law No. 771, Criminal Code Art. 22 (G) and (H) Art. 52 (2) (B)	2012
Panama	Law No. 82, adopting Measures to Prevent Violence against Women and reforming the Criminal Code to Criminalize Femicide and Penalize Acts of Violence against Women Art. 33 (1)	2013
Paraguay	Law No. 5777 on the Comprehensive Protection of Women against All Forms of Violence Art. 12 (k) Art. 29, Art. 30	2016
Peru	Law No. 30.364 on Preventing, Penalizing and Eliminating Violence against Women and Family Members Art. 42	2015
Uruguay	Law No. 19.580, establishing Regulations on Gender-based Violence against Women Art. 11 (j) Art. 21 (k) Art. 22 (k) Art. 24 (f) and (g)	2018

Source: Economic Commission for Latin America and the Caribbean (ECLAC), Gender Equality Observatory for Latin America and the Caribbean [online] https://oig.cepal.org/en.

The production of statistical information to monitor the Sustainable Development Goals related to violence against women is faced with several methodological challenges. As regards prevalence data, the use of different instruments and methodologies complicates comparability both between countries and within a single country, as well as the creation of regional estimates (see table V.2). The instruments are split largely between demographic and health surveys with modules on gender-based violence and specific surveys on violence against women, which exist in ever more countries. There is a key difference in the design of samples; while in demographic and health surveys the population is usually limited to women of a reproductive age (15–49 years), in specific surveys there is no age restriction. In the latter type, there are differences between countries in the questions on experiences of violence.

Table V.2
Latin America and the Caribbean (24 countries): surveys that provide information on the prevalence
of violence against women, 2010–2022

Country	Type	Name of survey	Year of report
Latin America			
Argentina	Specific	National Survey on Violence against Women	2017
	Specific	Second National Survey on Violence against Women	2019
Bolivia (Plurinational State of)	Specific	Survey on the Prevalence and Characteristics of Violence against Women	2017
	Module (demographic and health survey)	Demographic and Health Survey	2017
Chile	Specific	National Survey of Victims of Domestic Violence and Sexual Offences	2012
	Specific	National Survey of Victims of Domestic Violence and Sexual Offences	2017
	Specific	IV Survey on Violence against Women in Domestic Violence and Violence in Other Settings	2020
Colombia	Module (demographic and health survey)	National Demographic and Health Survey	2011
	Module (demographic and health survey)	National Demographic and Health Survey	2016
Cuba	Module	National Gender Equality Survey	2018
Dominican Republic	Module (demographic and health survey)	Demographic and Health Survey	2013
	Specific	Pilot Survey on the Situation of Women	2019
Ecuador	Specific	First National Survey on Family Relations and Gender-based Violence against Women	2011
	Specific	National Survey on Family Relations and Gender-based Violence against Women	2019
El Salvador	Specific	*Violence against Women in El Salvador: population-based study 2014*	2015
	Specific	National Survey on Violence against Women	2018
Guatemala	Module (demographic and health survey/multiple indicator cluster survey (MICS))	National Survey on Maternal and Infant Health	2017
Honduras	Module (demographic and health survey)	National Demographic and Health Survey	2013
	Module (demographic and health survey/multiple indicator cluster survey (MICS))	National Demographic and Health Survey/Multiple Indicator Cluster Survey (MICS)	2021
Mexico	Specific	National Survey on Household Relationship Dynamics	2013 2017 2021
Nicaragua	Module (demographic and health survey)	Nicaraguan Demographic and Health Survey	2014
Panama	Module (demographic and health survey)	National Survey on Sexual and Reproductive Health	2018
Paraguay	Specific	First Survey on Domestic Gender-based Violence	2014
Peru	Module (demographic and health survey)	Demographic and Family Health Survey	2011 2012 2013 2014 2015 2016 2017 2018 2019 2020 2021

Country	Type	Name of survey	Year of report
Uruguay	Specific	First National Prevalence Survey on Gender-Based Violence and Generations	2013
	Specific	Second National Prevalence Survey on Gender-Based Violence and Generations	2020
Venezuela (Bolivarian Republic of)	Module (demographic and health survey)	Demographic Survey of Venezuela	2013
The Caribbean			
Belize	Module (WHO)	Belize Public Health Survey	2016
Granada	Specific	Grenada Women's Health and Life Experiences Study (WHLES)	2020
Guyana	Specific	Guyana Women's Health and Life Experiences Survey	2019
Haiti	Module (demographic and health survey)	Mortality, Morbidity and Service Utilization Survey (EMMUS-V)	2013
	Module (demographic and health survey)	Mortality, Morbidity and Service Utilization Survey (EMMUS-V)	2018
Jamaica	Specific	Jamaica Women's Health Survey (JWHS)	2018
Suriname	Specific	Suriname Women's Health Survey (SWHS)	2019
Trinidad and Tobago	Specific	National Women's Health Survey for Trinidad and Tobago	2018

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of World Health Organization (WHO), Global Database on the Prevalence of Violence Against Women [online] https://srhr.org/vaw-data/data; United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), Global Database on Violence against Women [online] https://evaw-global-database.unwomen.org/en.

The majority of the reports on surveys on gender-based violence against women tend to provide broad and non-specific information on prevalence, with some disaggregation by age group, marital status or territory. It is considered essential to review the possibilities offered by these survey databases to develop intersectional analyses; in other words, investigate the gaps between different groups of women through statistical cross-referencing of multiple categories, such as those mentioned above, as well as ethnic or racial identity, disability, sexual orientation and others. There are various bodies responsible for gathering such information; in some countries, this is carried out by national statistics offices, while in others there are sectoral surveys, such as those of the Ministries of Justice or Health. The creation of complex and multi-focal analyses represents a commitment to produce strong data that make it possible to guarantee the right to a life free from violence for all women and girls, without leaving anyone behind.

As well as surveys, the administrative records of bodies that receive complaints and enquiries about gender-based violence are also a valuable source of information in facilitating knowledge of how the situation is developing.

In the COVID-19 crisis and the home lockdown measures, many women have been forced to live continuously with perpetrators of violence. In this context, there has been an increase in calls to help lines from women in violent situations in almost all countries in the region, which has caused alarm above the growth of gender-based domestic violence. While the data on the search for care services can provide important evidence in studying changes to the dynamics of gender-based violence during the lockdown period, they are not considered to be statistically sound enough to be proof of an increase in cases. This is because, as is well known, only a small fraction of instances of gender-based violence actually come to the attention of the authorities, which is why information about care services is not a reliable enough source to measure prevalence.

Prior to the pandemic, Latin America and Caribbean had already recorded high figures of femicide or femicide, the extreme and lethal form of gender-based violence that, in general, represents the most severe stage of a progressive and continuous process of gender-based violence. The production of statistics on femicide or feminicide using official statistics from countries in the region is linked to States' commitment to due diligence under international agreements, as well as legislative advances in the specific criminalization of this offence (see box V.2) and the need to monitor it through statistics.

Box V.2
Legislation on statistical operations and records on violence against women and femicide or feminicide

In 10 countries in the region, as well as the criminalization of femicide, feminicide and gender-based violence, there are specific legal provisions on the creation of administrative record systems that make it possible to monitor the prevalence and incidence of this extreme form of gender-based violence against women through statistics (Spotlight Initiative, 2022). In an analysis of the comprehensive laws on violence against women in the region, it was found that all of this legislation includes, more or less substantially, explicit obligations to record data on the various forms of gender-based violence, including femicide or feminicide, as well as to disseminate and analyse information. In some cases, this legislation is extensive, establish regulations on sectoral responsibilities and provides for the implementation of inter-institutional information systems and the establishment of observatories on violence against women. In others, there are only short mentions that do not specify how the registration, processing and dissemination of information is to be carried out.

The comprehensive legislation that has more detailed provisions on registration systems usually establish a minimum set of areas for mandatory data collection. The most common are those related to the victim: age, marital status, profession or occupation, and level of education. There also countries where it is mandatory to record information in categories such as race or ethnicity, sexual orientation, gender identity, disability and migration status. In addition, in other countries there is an express legal requirement to record the relationship between the parties, the existence of any prior complaints and the type of violence.

In most cases, sectoral responsibilities to record information are explicitly established, and these most often concern the areas of health, justice, criminal prosecution and the police. In addition, guidelines on the processing and dissemination of information are established in the comprehensive laws of seven countries.

**Latin America (13 countries):[a] comprehensive laws on violence that include specific articles on recording data and information on gender-based violence, including femicide or feminicide,
by type and number of countries**
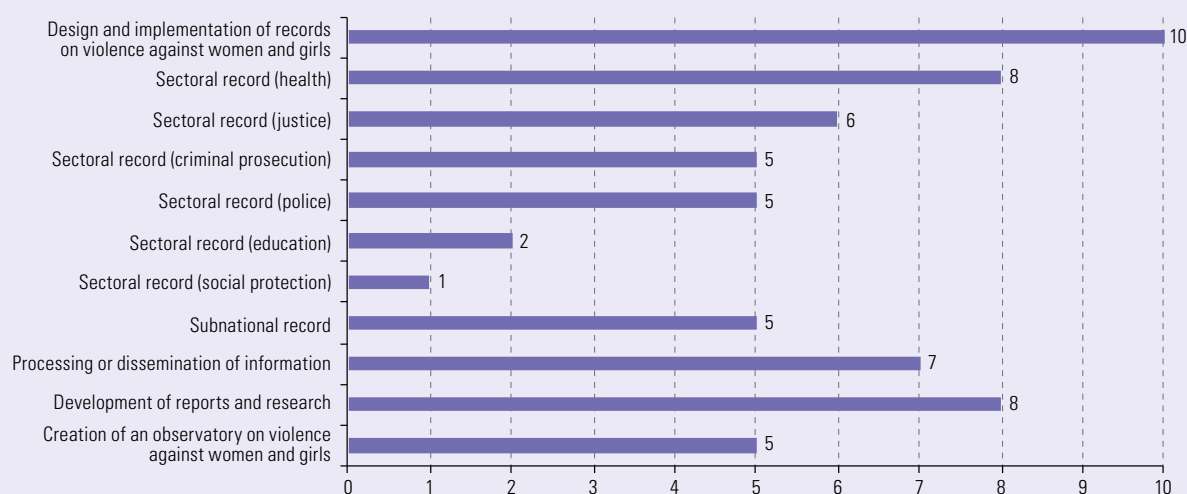
Source: Spotlight Initiative, *Estudio sobre la calidad de la medición del femicidio/feminicidio y las muertes violentas de mujeres por razones de género*, Panama City, United Nations Development Programme (UNDP), 2022 [online] https://americalatinagenera.org/wp-content/uploads/2022/02/E9_Informe_FINAL-REV-PNUD-CEPAL-09.02.22-1.pdf.
[a] The countries considered are: Argentina, Bolivia (Plurinational State of), Colombia, Ecuador, El Salvador, Guatemala, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay and Venezuela (Bolivarian Republic of).

The existence of specific guidelines on national policies and plans concerning statistics on gender-based violence and femicide or feminicide would be an important step in strengthening and consolidating measurements in this field.

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of Spotlight Initiative, *Estudio sobre la calidad de la medición del femicidio/feminicidio y las muertes violentas de mujeres por razones de género*, Panama City, United Nations Development Programme (UNDP), 2022.

The majority of the efforts made to produce national information on femicides or feminicides are involved in creating inter-institutional coordination mechanisms. This is done on the understanding that combining different administrative sources is a general principle to be applied in the creation of statistical records through civil service data, as the use of variables from different sources tends to enhance the information produced, as well as improving the possibilities for coverage and validation (Wallgren and Wallgren, 2016). In this regard, it is thought that, in addition to machineries for the advancement of women, as leading bodies in national anti-violence policy, and national statistics offices, the production of high-quality data on femicides or feminicides should involve direct producers, such as the police, law enforcement agencies, such as prosecutor's offices and criminal courts, and the health sector.

The heterogeneous reality of the (inter)institutional responsibilities in the development of statistical information on femicides or feminicides is taken into account in both the annual process carried out by the Gender Equality Observatory for Latin America and the Caribbean to date, and the regional analysis conducted jointly by ECLAC and UNDP under the Regional Programme for Latin America and the Caribbean and the Spotlight Initiative. On the one hand, in six countries, this is produced exclusively through the justice and security sector. On the other hand, in five countries, machineries for the advancement of women also participate alongside that sector, and in another five these institutions are joined by national statistics offices. This means that national statistics offices in 11 countries do not actively participate in the process of producing and strengthening information on femicides or feminicides (see diagram V.3). While it is certain that each of the producer institutions in the justice and security sector have their own internal statistics departments, the presence of national statistics offices in this process is thought to represent progress towards the institutionalization and inclusion of the resulting statistics in the national statistical system (Spotlight Initiative, 2022).

Diagram V.3
Latin America (16 countries): sectoral coordination in the production of statistical information on femicides or feminicides

6 countries[a]
Justice and Security Sector

11 countries:
no participation of national statistics offices

5 countries[c]
Justice and Security Sector, machineries for the advancement of women

5 countries[b]
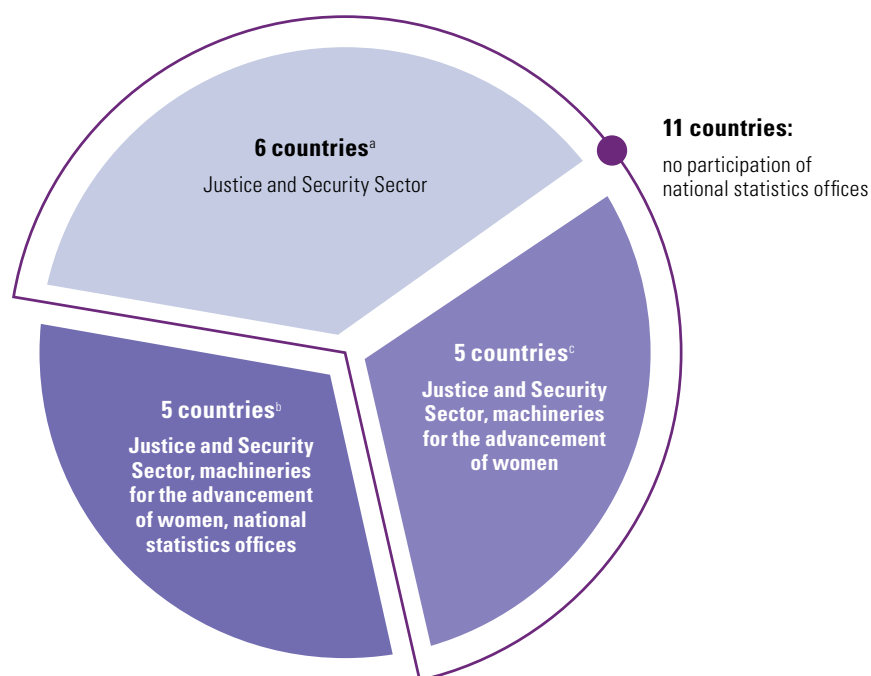Justice and Security Sector, machineries for the advancement of women, national statistics offices

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of Spotlight Initiative, *Estudio sobre la calidad de la medición del femicidio/ feminicidio y las muertes violentas de mujeres por razones de género*, Panama City, United Nations Development Programme (UNDP), 2022.
[a] Argentina, Bolivia (Plurinational State of), El Salvador, Honduras, Nicaragua and Panama.
[b] Colombia, Dominican Republic, Ecuador, Mexico and Peru.
[c] Brazil, Chile, Costa Rica, Paraguay and Uruguay.

In order to produce information on feminicides, it is essential to have inter-institutional coordination processes that make it possible to have integrated, authorized and harmonized information so as to further strengthen comprehensive information systems that support prevention initiatives. In that connection, while most countries have commissions and boards to carry out inter-institutional follow-up work on information on gender-based violence against women, only six countries have specific spaces for coordinating the response and management of information on femicides or feminicides (Spotlight Initiative, 2022).

2.   Measurement of child, early and forced marriages and unions

Child, early and forced marriages and unions have been defined as harmful practices because they constitute a form of violence against women and girls, and are deeply rooted in discrimination based on sex, gender, age and other factors (Committee on the Elimination of Discrimination against Women/Committee on the Rights of the Child, 2014). The elimination of these practices was therefore included in target 5.3 of the Sustainable Development Goals, progress on which is measured through the indicator on the "proportion of women aged 20-24 years who were married or in a union before age 18"[19] (ECLAC, 2019d). The guardian of this indicator is UNICEF and the main data sources are multiple indicator cluster surveys (MICS), which correspond to a UNICEF initiative to provide countries with assistance in generating statistical information on children and women worldwide, demographic and health surveys, and national surveys on the health of the population (see table V.3).

Table V.3
Latin America and the Caribbean (23 countries): sources for calculating Sustainable Development Goal indicator 5.3.1: "proportion of women aged 20–24 years who were married or in a union before age 18"

Country	Most recent available year	Source
Barbados	2012	Multiple indicator cluster surveys
Belize	2016	Multiple indicator cluster surveys
Bolivia (Plurinational State of)	2016	Demographic and health survey
Colombia	2015	Demographic and health survey
Costa Rica	2018	Multiple indicator cluster surveys
Cuba	2019	Multiple indicator cluster surveys
Dominican Republic	2014	National Multipurpose Household Survey 2019
Ecuador	2018	National Health and Nutrition Survey
El Salvador	2014	National Health Survey/multiple indicator cluster surveys
Guatemala	2015	Demographic and health survey
Guyana	2014	Multiple indicator cluster surveys
Haiti	2017	Demographic and health survey
Honduras	2012	Demographic and health survey
Jamaica	2011	Multiple indicator cluster surveys
Mexico	2018	National Survey on Demographic Dynamics
Nicaragua	2012	National Demographic and Health Survey
Panama	2013	Multiple indicator cluster surveys
Paraguay	2016	Multiple indicator cluster surveys
Peru	2018	Demographic and Family Health Survey
Saint Lucía	2012	Multiple indicator cluster surveys
Suriname	2018	Multiple indicator cluster surveys
Trinidad and Tobago	2011	Multiple indicator cluster surveys
Uruguay	2013	Multiple indicator cluster surveys

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of United Nations, Regional Knowledge Management Platform on the 2030 Agenda in Latin America and the Caribbean [online] https://agenda2030lac.org/en.

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[19]   See Gender Equality Observatory for Latin America and the Caribbean, "Child marriage" [online] https://oig.cepal.org/en/indicators/child-marriage.

Gathering information through specialized surveys on child marriages and early unions presents a number of advantages, as it facilitates the consideration of a number of variables that can be cross-referenced to produce a more robust analysis of the topic,[20] illustrating that child, early and forced marriages and unions are linked, as a cause and consequence, to a series of sociocultural factors (ECLAC, 2021a). It is also important to note that these specialized surveys involve intensive training processes for data collectors, which helps to avoid biases in the formulation of questions on certain culturally-sensitive topics.

While the statistical operations mentioned represent a contribution to raising awareness of the prevalence of child marriage and early unions, these processes are not applied in all countries and do not have a fixed schedule approved by governments. Table V.3 shows that the most recent data available for some countries is already a decade old. This makes it difficult to monitor the issue, in addition to existing challenges relating to the lack of records in national demographic and health surveys of marriages and unions entered into before the age of 15 years (Greene, 2019).

On the other hand, the information available for the region has other limitations that prevent the proper recording of this phenomenon. In Latin America and the Caribbean, informal unions (characterized by cohabitation without legal registration) predominate, in contrast to the more formalized practices seen in other parts of the world (UNICEF, 2019). These informal unions are generally not considered to be "marriage" or to include "childhood", leading to the use of different terms that reduce the visibility of the issue (Girls Not Brides, 2020). In this context, it is not mandatory to record this practice and the administrative records that take it into account, such as civil records and those of bodies responsible for registering marriages and legal unions, are extremely limited in terms of cohabitation in general, and even more so on child involvement in such cases.

Another statistical operation that takes child, early and forced marriages and unions into consideration is censuses. Despite their potential, there remain limitations in the registration and analysis of information on marriage rates and household relationships. In the first case, the United Nations has recommended the inclusion of categories on common-law unions and civil unions alongside categories on civil status (according to national legal definitions), thereby proposing differentiation between persons of different and the same sex (United Nations, 2017). However, most countries mainly continue to use civil status, which refers to an individual's legal status and juxtaposes unions and cohabitation, which can lead to their omission (Schkolnik, 2019). In the latter case, while census surveys include a question on family relationships, this does not take into account either secondary nuclear families or all types of families, and therefore does not provide information on interpersonal relationships, but rather only on the relationship with the person identified as head of the household. In that context, some countries, such as Brazil, Cuba, Mexico and Uruguay, began to include questions on the presence of mothers or fathers in the household in the 2010 census round; Costa Rica incorporated this trend in its 2022 census and Mexico and Brazil retained the question in their 2020 and 2022 censuses, respectively.

For example, in the case of Mexico, the 2010 census contained a question on whether the partner or spouse of each member of the household lives in the household and who that person is so as to identify them (Schkolnik, 2019). In Uruguay, the 2011 census included new categories on the relationship with the head or reference person of the household, and a set of questions was added to ascertain the presence of the mother and father in the household in relation to grandchildren and other identified relatives and non-relatives under 18 years of age (Melendres, 2019).

However, challenges remain in the codification and processing of this information. The Latin American and Caribbean Demographic Centre (CELADE)-Population Division of ECLAC has developed recommendations for including questions to gather information on child marriages and unions in the 2020 census round. Among others, the recommendations are to strengthen inquiries on civil or marital status by differentiating between legal and common-law unions, to disaggregate data on relationships with the reference person as much as possible and to introduce improvements to the response categories

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[20]   In the case of MICS surveys, analysis aimed at finding meaningful connections between certain sociodemographic variables and the existence of child marriage or early unions has given rise to recommendations to prioritize public policies to prevent such practices, such as ensuring universal access to non-sexist and high-quality education for girls and young women (see, for example, UNICEF (2019)).

so as to gather information on blended or extended families. Also recommended is the inclusion of a set of questions on fertility among those over 10 years of age, which will make it possible to improve the quality of information gathered on older age groups, aged between 12 and 15 years, as well as to obtain a reference level of information on fertility between 10 and 11 years of age, taking care to ensure that this bias is reduced during the training process for those carrying out the census and through a awareness-raising process aimed at the entire population. Given the persistence of adolescent fertility rates and rates of child, early and forced marriages and unions at the regional level, it is strongly advised that countries include questions on the age and date of the first marriage or union and the mother's age at the time of the birth of her first living child; this makes it possible to understand the special distribution and improve the available information so as to design public policies aimed at reducing instances of such extreme situations (ECLAC, UNFPA, 2021).

Child, early and forced marriages and unions are, without question, complex issues that jeopardize the autonomy of girls and female adolescents and deepen gender inequalities. In that context, taking girls and female adolescents who are married or in unions into account in surveys that measure the different dimensions of discrimination against women, such as time-use surveys or surveys on the prevalence of gender-based violence against women, has made it possible to increase awareness of this harmful practice and its consequences, thereby promoting the development of more comprehensive public policies.

C.   Synergies in gender statistics and the intersectional perspective

The structural challenges that underpin unequal power relationships in Latin America and the Caribbean are inextricably connected, meaning that the changes made to any one of them requires a complete reorganization of the structure, with the resulting implications, in terms of progress and setbacks, on gender relations. The use of intersectionality as an analytical tool reveals the impacts of the interaction of multiple power relationships on social dynamics and on the experiences of individuals and groups in different aspects of their lives. In addition, it makes it possible to investigate the contribution of public policies to reducing or increasing the multiple forms of growing global inequality (Hill and Bilge, 2019), in particular gender inequality.

The term "intersectionality" first appeared in the late 1980s as the result of a long tradition of interpreting social realities driven primarily by racialized women in different contexts in Latin America and the United States. General Recommendation No. 28 under the Convention on the Elimination of All Forms of Discrimination against Women was a turning point in the explicit adoption of the concept of intersectionality to refer to the invisibility between sex and gender discrimination and other factors that affect women. This represents conceptual progress that strengthens the notion of multiple forms of discrimination as it is recognition of their inextricable interaction, as well as their abundance. Despite its strong political impact and its widespread adoption in academia, its use in public policies and, in particular statistical systems, continues to be a relatively unexplored field.

Understanding what it means to produce statistics with an intersectional approach is the first step to making progress on this challenge, The Global Partnership for Sustainable Development Data (GPSDD) contends that using intersectionality in statistical processes means carrying them out in line with concrete objectives: (i) the identification of existing inequalities between different population groups, as well as within each group; and (ii) the reduction of these inequalities through data acquired through high-quality information (IDC/GPSDD, 2021). This involves capturing the diversity of people's life situations, using as a reference point certain key characteristics identified in accordance with the context so as to conduct subsequent analysis that combines two or more categories and shows the effects of that combination in relation to the topic in question (DANE, 2020a). The categories traditionally identified in intersectional analyses include gender, age, ethnic and racial identity, gender identity, sexual orientation, disability, education level, place of residence, socioeconomic level and migration status.

For more than a decade, ECLAC has been emphasizing that "if it isn't counted, doesn't count", showing that the inclusion of variables that make it possible to collect information relevant to analysing inequality gaps in censuses, surveys and administrative records is an essential step towards "leaving no one behind." There has been significant progress in the region in recent decades, such as the inclusion of questions on disability and ethnic or racial background in almost all of the census in the most recent round, and an initial introduction of questions on gender identity in the current round of censuses.[21] Regarding surveys, there have been various experiences focused on specific groups, such as the National Survey on Sexual and Gender Diversity (ENDISEG) of Mexico (INEGI, 2022a), the National Disability Survey of Costa Rica (CONAPDIS/INEC, 2019) and the First Survey on the Population of African Descent in the Arica and Parinacota Region of Chile (National Institute of Statistics, 2014). In addition, there has been some progress in the region in applying methodologies on the creation of sample designs to produce statistically representative information on low-prevalence population groups (Molina, 2019). All of these advances make it possible to broadly analyse regional inequalities and raise awareness of how discrimination relates to and deepens gender inequality.

The inclusion of variables that capture the diversity of the population through statistical instruments requires the adoption of overarching, contextually relevant and inclusive conceptual frameworks. It is essential for social organizations that represent relevant groups to be involved in the process and for their perspectives to be taken into account when developing strategies for the collection, processing, analysis and dissemination of data (see diagram V.4). In addition, having diverse and inclusive teams is a key strategy in preventing the negative impact of certain unconscious biases on the way that groups that are historically marginalized and made invisible are portrayed in statistics. However, the introduction of variables is not enough in itself to ensure the adequate inclusion of the intersectional approach. As well as disaggregating data, it is vital to highlight intersections between variables that illustrate relevant gaps between different population groups and between different subgroups in each group. To that end, data must be presented in a comparative manner and contextualized using qualitative information that avoids reinforcing stereotypes (DANE, 2020a).

Diagram V.4
Key factors in the inclusion of a gender and intersectional approach in statistics
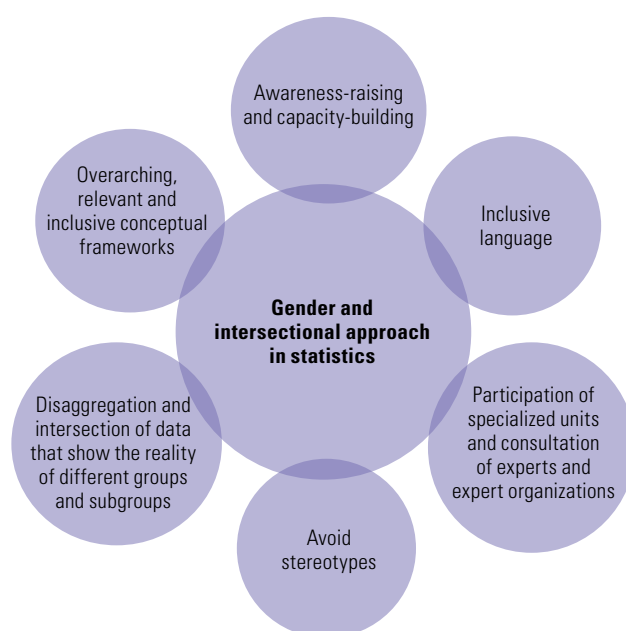
Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of National Administrative Department of Statistics (DANE), *Guía para la inclusión del enfoque diferencial e interseccional en la producción estadística del Sistema Estadístico Nacional*, Bogotá, 2020.

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[21] Argentina has expanded the categories for recording gender identity in the census questionnaire in line with the provisions of the Gender Identity Act (Law No. 26.743) and of Decree No. 476/2021 on the identity documents of non-binary people.

In line with what it means to mainstream the gender perspective in statistics, applying the intersectional approach is a task that, ideally, encompasses all phases of a statistical process or operation. However, this does not prevent the production intersectional analyses using surveys and other products that are already available. To do so, it is necessary to assess whether those products have information that, when properly disaggregated and combined, makes it possible to compare the situations of various groups of interest.

There has also been a strengthening of the capacity of the instruments implemented in the region to conduct an analysis from a gender and intersectional perspective so as to improve assessments to reflect the diversity of women's lives. Ever more efforts are being made to include the territorial dimension, ethnic or racial background, gender identity and age, as well as income level, in order to take into account the variety of experiences of gender inequality in different contexts. Moreover, regional progress is being made in developing methodologies that will make it possible to strengthen intersectional analysis, as is the case in small area estimations (see box V.3).

Box V.3
Small area estimations and their potential for gender analysis

Faced with a growing need for estimated disaggregated by relevant groups and reliable information for decision-making in public policy, small area estimation techniques have proved to be a viable and methodologically sound option. These methodologies are based on the integration of different data sources and generally use household surveys as their main input, while expanding their possibilities for disaggregation through the use of complementary sources, such as population censuses, administrative records or satellite imagery.

Household surveys make it possible to produce representative statistics with specific levels of aggregation, such as large geographical subdivisions or characteristics including gender, age group and ethnic or racial group. However, when indicators for small subdivisions, such as estimates at the municipal level, are needed, the inference from the surveys is imprecise and insufficiently accurate.

The methodologies of small area estimation provide for a model for the relevant indicator on the basis of information provided by the survey and apply it using complementary data sources with the aim of predicting the desired indicators at the level of disaggregation allowed by those sources. These methodologies may include an adjustment process to ensure the disaggregated statistics align with the aggregated statistics.

In recent years, the Statistics Division of the Economic Commission for Latin America and the Caribbean (ECLAC) has developed and implemented small area estimation methodologies with the aim of providing disaggregated information both at the regional level and focused on more vulnerable groups, in line with the mandate of the 2030 Agenda for Sustainable Development to "leave no one behind". Unit models are used to make individual predictions on the basis of average income and the likelihood of being in a situation of poverty or extreme poverty, and to submit these results at the major administrative division and municipal levels.

Small area estimation models can contribute to broadening gender analysis through greater levels of disaggregation than surveys generally permit. To the extent that the models used incorporate gender as a predictive variable for the relevant indicators, the gaps identified in the survey can be analysed through disaggregation at more precise geographical levels or in combination with other relevant variables.

Various international experiences have shown the usefulness of small area estimation methodologies to provide empirical evidence on the gaps between population groups and contribute to decision-making on public policies aimed at closing these gaps. The representation of the results in maps has facilitated analysis of the spatial relationships between different indicators and the identification of priority areas.

Source: Economic Commission for Latin America and the Caribbean (ECLAC).

As regards ethnic and racial identity, the countries in the region have launched pages on the websites of national statistics offices on original or indigenous people where information from the 2010 round of the population and housing census are processed. Pages on the population of African descent can also be found on those websites.[22] Specific documents have been developed on the situation of indigenous and Afrodescendent women, and the gender indicators of various information-production instruments tend to be disaggregated by Afrodescendent status or belonging to indigenous or original peoples. The Brazilian Institute of Geography and Statistics (IGBE) publishes a periodic report on gender statistics that take into account the exacerbated inequalities experienced by black women in the country (IGBE, 2021).

In Latin America and the Caribbean, census measurements of sexual orientation and gender identity remain limited. International and regional recommendations on conducting population censuses have not yet incorporated observations or suggestions on non-heteronormative forms of measuring sex and gender. Argentina included the gender identity variable in its National Population, Household and Housing Census of 2022. Before reaching this question, "assigned sex at birth" is asked about in the questionnaire and three possible responses are offered: woman/female, male/masculine and x/none of the above. Regarding gender identity, the question has eight options: woman, transgender/transvestite woman, transgender/transmasculine man, non-binary, other identity/none of the above, prefer not to answer, omitted. Other countries in the region, such as Chile, Ecuador, El Salvador and Paraguay, have also provided for a question on gender identity in the current census rounds.

Similarly, some countries have begun to include the gender identity variable, in addition to sex, in their permanent surveys. Specific probabilistic and non-probabilistic measurements have also been implemented, as well as pilot surveys from national statistics offices, social development ministries and civil society.

In Chile, for example, the Ministry of Social Development and Family incorporated questions on gender identity and sexual orientation into the National Socioeconomic Characterization Survey (CASEN), and, in 2018, published a study on methodologies for measuring gender identity and sexual orientation. Colombia has included the gender identity and sexual orientation variable in the Major Integrated Household Survey, and in Uruguay the gender identity variable is included in the Continuous Household Survey. Mexico, in turn, measured the sexual orientation variable in 2017 in the National Survey on Discrimination (ENADIS) (INEGI and others, 2017), and, in 2021, it implemented a National Survey on Sexual and Gender Diversity (ENDISEG) (INEGI, 2021), the results of which were published in June 2022 (INEGI, 2022b). In Brazil, IBGE included the sexual orientation variable in the National Health Survey of 2019 (IBGE, 2022) and is carrying out cognitive tests on including the gender identity variable in the 2023 National Household Survey. Similarly, the National Institute of Statistics and Informatics (INEI) of Peru conducted a Virtual Survey for LGBTI Persons in 2017 (INEI, 2018).

In Uruguay, the Ministry of Social Development has promoted initiatives to include the gender identity variable in administrative records, as well as to collect such data in the First National Census of Trans Persons in 2016 and the National Youth Survey in 2018, among others. In turn, since 2012, the Ministry has been incorporating data on gender identity into some of its programmes and, since 2014, it has been aggregating this data in a single register. Forms also include a field for the name that a person uses socially. The aim of these additions is to contribute to the recognition of the gender identity of transgender people, and facilitate the implementation of mechanisms to collect information on their lives so as to generate input to develop evidence-based public policies.

In accordance with the analysis of international and regional experiences of measuring the sexual orientation and gender identity variables, it may be concluded there are complexities in measuring these variables that are related to the difficulty of understanding the response categories, the risk of introducing biases in other data by including these questions (owing to the stigma faced by people with a non-heterosexual sexual orientation and people with a transgender identity), the deliberate decision of certain groups to not respond to questions on these issues (for reasons relating to privacy or a political position) and the risk to the demands of such groups owing to low rates of response to these surveys.

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[22] See, for example, the websites of the national statistics offices of Argentina, Chile, Colombia and Paraguay. See National Institute of Statistics of Chile, "Etnias" [online] https://www.ine.cl/estadisticas/sociales/condiciones-de-vida-y-cultura/etnias; National Institute of Statistics of Paraguay, "Población indígena" [online] https://www.ine.gov.py/default.php?publicacion=31.

D. Use of censuses, surveys and administrative records in gender analysis

In this tour through the progress made by Latin American and Caribbean countries in strengthening the gender perspective in national statistical systems, it is relevant to analyse the innovations proposed in the 2020 census round. National population and housing censuses are the most widespread operation to gather statistical information that a country conducts and these are usually carried out every 10 years. Because of their universal nature, they are the most important primary source of statistical information and their results provide the basic background information on housing, households and individuals that is needed to design and implement policies and programs, make decisions on public and private investment, and for academic institutions and national and international bodies to conduct studies. National population and housing surveys are also of vital important to creating sample frameworks for subsequent household surveys, information from which facilitates gender analysis. In addition, census information is the basis for development population estimate and projections, and makes it possible to obtain denominators for most of the socioeconomic and monitoring indicators of international and regional agreements, such as the Sustainable Development Goals of the 2030 Agenda and the Montevideo Consensus of the Regional Conference on Population and Development in Latin America and the Caribbean. In particular, censuses make it possible to disaggregate data at smaller territorial scales and for different social groups, thereby contributing to the achievement of Sustainable Development Goal target 17.18 (ECLAC, 2017d).

Including the gender perspective in a population census goes beyond identification the sex variable for all persons. It involves recognizing, through the census process, that there are inequalities in men's and women's access to well-being and resources, and that these inequalities affect women's autonomy. This makes it necessary for census questionnaires to reflect these differentiated realities and ensure that there are no sexist biases that could influence responses present in the formulation of questions, the examples provided during training for census-takers or the distribution of the census (ECLAC/UNFPA, 2021). To that end, it is essential to have teams trained in gender affairs and that are supported by machineries for the advancement of women. For example, censuses make it possible to adjust conceptual and operational definitions that differentiate between families, households and housing, thereby generating useful information to better understand the heterogeneity of family arrangements and how they affect women's positions and access to resources. Among other things, this makes it possible to go into greater depth in studying various types of families and identify secondary households to improve awareness of different family and living arrangements. The information provided by population censuses facilitates the creation of baselines for most social indicators and the collection of information for small areas.

The 2020 census round offers a number of opportunities to incorporate the gender perspective. In addition to what has been mentioned on measuring family and cohabitation arrangements more broadly, ECLAC has recommended moving towards the use of a more inclusive term for the category "head of household", such as "reference person", which contains fewer gender biases. This is thought to be a more accurate term and also opens the door to including the possibility of recording joint headship. This will be dependent on the progress of each country and there are already examples of this in the region. In Uruguay, the term "reference person" was used in 2011, and "person responsible for the household" was used in Brazil in 2000 and 2010. Worthy of note is the case of Costa Rica, where questions are also asked about "shared headship", which has added a dimension to the concept by not only avoiding gender biases but also adding an indicator on what has been called "greater household symmetry". If the "head of household" category is retained, steps must be taken to ensure that it does not contain any kind of gender or other biases. It would also be a step forward to reflect on how other variables are measured, such as family relationships, by seeking to record all kinds of family relationships between members of the household and their civil or marital status. It is recommended that these changes be made throughout the official statistical system, and not only in the census.

Furthermore, it is important to continue to differentiate between legal unions and consensual unions, both for use in analysis and to benefit future comparisons with administrative records. It is also suggested that the rule to remove cases of same-sex partners when editing or reviewing data be revoked, and that the relevance of specifically asking about the existence of such relationships be assessed. In addition, when researching fertility or marital statistics, it is recommended that 10 years of age be used as the lower limit, taking into account the cultural patterns and legal framework of each country, as well as the advantages and disadvantages of lowering the age limit. It is also recommended that an individual's age at the time of the birth of their first child is recorded, especially in countries with high rates of adolescent fertility (ECLAC/UNFPA, 2021).

Population censuses also have the potential to provide basic detailed statistics on the occupation and area of activity of small population groups. For the new census round, ECLAC recommends retaining questions to ascertain "activity status", currently referred to as "workforce status", as an effective mechanism for gather information on the work carried out by women with a high degree of accuracy, especially work made invisible owing to its informal or rural nature, by being linked to personal consumption or cultural practices, or as a result of biases on the part of the survey-taker. It is crucial to ensure the inclusion of the gender perspective when gathering information on the activities of those outside the workforce (students, pensioners and persons doing unpaid work). It is interesting to further disaggregate responses to the question on occupation or area of activity so as to identify gender gaps, which can be facilitated by the use of tablets or online applications. Providing survey-takers with training on gender-sensitive matters is essential to avoiding possible sources of biases that lead to underestimation of the participation of women in economic activities to their classification as "housewives", especially in the case of married women. Censuses also provide an opportunity to include questions on membership of social security institutions, disaggregated by type, which would allow a closer look at the coverage of women in social protection systems (ECLAC/UNFPA, 2021).

Censuses are also a fundamental tool in learning about the availability of information and communication technologies (ICT) in households, as well as about the use of goods and services related to these technologies at the individual level (ECLAC/UNFPA, 2021). This type of information facilitates understanding of generational and gender gaps that, among other inequalities, are often made invisible (ECLAC/UNFPA, 2021).

In recent years, countries in the region have also made progress in incorporating the gender perspective into economic statistics by using, for instance, economic censuses. The coordination of traditional sources of information, such as sociodemographic surveys and labour information collected in continuous surveys, with the use of economic censuses has made it possible to identify barriers to women's exercise of their right to work that arise from both the supply of and demand for employment. This information, on the economic activities of businesses, the labour participation of men and women and the features of total employed staff, contributes to the monitoring of Sustainable Development Goals 8 (on the promotion of sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all) and 5 (on the achievement of gender equality and empowerment of all women and girls by studying the participation of women and men in economic activities and their sectoral and geographic distribution).

An example of this is the information published by INEGI in Mexico, on the basis of the 2019 economic censuses, on the participation of women and men in economic activities, with the aim of presenting a current overview of the dominant economic activities in each of the country's states and municipalities, as well as the level of participation of women and men in those activities. This is done by using an interactive platform, designed to become useful input for gender analysis on the structure and dynamics of staff employed in the country's businesses and commercial establishments (INEGI, 2019).

Despite this, the national statistical systems of Latin American and Caribbean countries have not yet incorporated statistical operations that highlight the importance and measure the role and participation of women in rural areas and in small and subsistence economic units in those areas. A historic deficit of

high-quality information on rural women has been observed in this context, representing a challenge to deepening regional understanding of their participation in the economic and local markets, as well as the obstacles they face in the autonomous development of their lives.

Another area in which statistical information is used for gender analysis concerns the production of information on financial inclusion. It is necessary to generate data that facilitate analysis of differences in the access and use of financial services and the restrictions that women face. This information makes it possible to discover the extent to which women and men are aware of their financial rights and whether or not they exercise them (Saavedra, 2020).

On the one hand, household surveys have been implemented with questions on access to and use of financial services and the obstacles facing women in this field. This information makes it possible to examine, from the perspective of demand, the situation of men and women in relation to their access to and use of services, as well as their personal characteristics. If based on household surveys, this information has the potential to be representative of the entire population and all subgroups, and show how the use of services can vary significantly owing to factors such as gender, income, wealth, race, employment and education. According to information gathered by the Inter-American Development Bank (IDB) in 2020, 13 countries in the region have conducted household surveys on financial topics: Argentina, Bolivia (Plurinational State of), Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Mexico, Nicaragua, Paraguay, Peru and Uruguay. The majority of these surveys were carried out by consultancy firms, which do not always publish the microdata needed to allow the public to conduct gender analysis. In that regard, it is appropriate for national statistics offices to carry out such surveys as this increases the likelihood of having accessible microdata. In other, rare cases, these surveys are conducted by central banks or academia.

On the other hand, in a number of countries, the bodies responsible for oversight of the banking sector also use administrative records to produce gender statistics, enabling them to take into account gender gaps in access to financial products from a supply perspective (see box V.4). While the use of this information presents challenges owing to their organization and the range of records, the region is making progress in using it to understand gender gaps in financial inclusion.

Box V.4
Using administrative records to measure financial inclusion from a gender perspective

Among Latin American and Caribbean countries, Chile was the pioneer in using the administrative records of financial system regulators to conduct analysis of gender gaps in access to and use of financial services. In 1998, it implemented the Management Improvement Programme to improve the effectiveness of public administration. The Programme incorporates performance indicators for all public bodies and links achievements to financial incentives for staff. These bonuses are awarded or withheld in accordance with each department's fulfilment of objectives in six categories: human resources; customer service; integrated territorial management; financial administration; management planning and control; and gender equity. Gender equity is identified as one of the Programme's priorities with the general aim of institutionalizing gender equality indicators at all levels and in all sectors. It was through the Programme, as the regulatory body of the Chilean financial sector, that the then Office of the Superintendent of Banks and Financial Institutions of Chile not only began, in 2001, to compile sex-disaggregated data on the country's financial systems, but also ultimately decided to ask banks to provide sex-disaggregated data on their savings accounts. This is how the country was able to produce 18 editions of a report on financial inclusion with a gender perspective, developed by the former Office of the Superintendent and the current Financial Market Commission. These reports take into account gender gaps in access to credit and in savings, trends in cash management and financial integrity (Financial Alliance for Women and others, 2016).

Mexico, meanwhile, highlighted women's empowerment as one of the five positive impacts of financial inclusion. For the most recent five years in a row, the country has included a chapter on gender in the annual financial inclusion reports produced by the National Banking and Securities Commission. This is the result of a successful process of mainstreaming the gender perspective in government bodies.

In 2019, Costa Rica published its first report on gender gaps in access to and use of the financial system, an assessment arising from joint work between the National Institute for Women (INAMU), the Office of the Superintendent of Financial Institutions (SUGEF) and the Development Banking System, with the support of the Economic Commission for Latin America and the Caribbean (ECLAC) (INAMU and others, 2020). The study, which combines relevant data on access to and use of financial instruments of women and men, is the first in a series of three documents entitled *Women's financial inclusion: the road to economic autonomy*, which will guide decision-making and the creation of inclusive policies aimed at women, from the country's public and private institutions, especially in the financial system. Using the findings from these assessments, INAMU developed a document entitled *Guidelines on closing the financial gaps between men and women in Costa Rica*, which, through the implementation of affirmative actions, is aimed at promoting the full access, use and control of all services provided by the national financial system, taking into account the different ways in which women approach and make use of these services.

In Guatemala, the Superintendence of Banks issues the *Biannual Bulletin on Gender-based Financial Information and Statistics* (Guatemalan Superintendence of Banks, 2022), which provides information on the access of women and men to the credit portfolios of banking institutions and on the insurance profiles of insurance companies from a gender perspective.

Of these experiences, worth highlighting is the joint production process between the leading bodies in the financial system and the leading bodies in gender policies, which have corroborated the following trends:

- Women access to credit has increased, but a gap with men remains.

- The gender gap in the loan amounts granted is significant.

- Women's banking debt has, persistently over time, a higher percentage of housing debt than men, while men have a higher percentage of commercial debt.

- Women have systematically shown lower delinquency indicators than men.

- The interest rates applied to men and women are different and affected by factors such as ability to pay, income level and greater or lesser ease of access to the labour market.

- Women access mortgages from commercial banks less and are more likely to be members and clients of building societies and credit unions (although not in all countries as in some countries there is also a gap in access to these entities).

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of Financial Alliance for Women and others, "Catalyzing inclusive financial systems: Chile's commitment to women's data", *Case Study*, Brooklyn, 2016; Financial Market Commission, *Género en el sistema financiero: decimoctava versión*, Santiago, 2019; National Banking and Securities Commission, *Panorama Anual de Inclusión Financiera con datos al cierre de 2020*, Mexico City, 2021; National Women's Institute and others, *Segundo informe de brechas entre hombres y mujeres en el acceso y uso del sistema financiero en Costa Rica 2020, San José, 2020*; Guatemalan Superintendence of Banks, "Boletín Semestral de Estadísticas de Información Financiera por Género", Guatemala City, 2022 [online] https://www.sib.gob.gt/web/sib/boletin-semestral-financiera-por-genero.

Another information-related challenge in gender analysis, which can be addressed through various records and surveys, is urban mobility, which presents challenges arising from the different positions and roles of women and men in society. For gender-related reasons, women and men make different use of cities and take different journeys, which shows their unequal access to resources and public space. In box V.5, further detail is provided on the instruments for gathering information on urban mobility with a gender perspective.

Box V.5
Urban mobility and gender

Urban mobility has a key social dimension for well-being and the enjoyment of the rights of those in cities, and access to and use of resources and public spaces, the reasons for movement, and travel times and costs are some of the variables that have a significant impact on gender equality. Different studies and research projects show the high level of gender inequality in access to sustainable urban mobility, but there has been little progress in the regular production of measurements of mobility with a gender perspective.

One of the data-collection instruments that serve as a basis for analysing mobility patterns are origin-destination surveys or mobility surveys. These make it possible to gather information on the accessibility, coverage and performance of public transport, as well as to characterize movements in terms of origin and destination, reason, means and duration, and to disaggregate them by gender and other factors, as required. The specific reason for designing them determines, to a large extent, their scope and possibilities for gender analysis, making it possible to determine gaps by socioeconomic level, age and other variables. In that regard, origin-destination surveys enable the characterization of some of the key elements of the different mobility of men and women, but they are not sufficient for understanding the phenomenon in all its dimensions. The efforts already made by some cities in the region to that end should be noted here. In the Montevideo Metropolitan Area, for example, the 2016 mobility survey contained questions on residents' perception of some features of the public transportation systems. In addition, since 2011, the mobility surveys in the city of Bogotá have included a module aimed at gathering information on women's safety on public transport. Similarly, in 2017, Mexico City, under the Safe Cities and Public Spaces for Women and Girls programme, supported by the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), implemented the Survey on Sexual Violence on Transport and in Other Public Space in Mexico City.

It is highly desirable to move forward down this path to understand the reasons why women face limitations in moving around the city and to be able to develop concrete actions that will allow them to have better access to urban opportunities. To that end, and with a view to the regular production statistics on urban mobility with a gender perspective, it will be necessary to work in different areas. Of particular importance among these is coordination between the different actors that implement the surveys and machineries for the advancement of women, while also taking into account the various bodies that operate at different territorial levels and with different sectoral perspectives. This is not only necessary to shed light on gender inequality in urban mobility, but also to make progress towards harmonizing the essential processes, criteria and variables that enable greater degrees of comparability between the surveys carried out in each city. On the other hand, it is important to complement this information with focused operations to both highlight inequalities and understand their causes. Lastly, it is advisable to aim for a more regular production of information, which would make it possible to capture the rapid changes taking place in urban dynamics and to respond appropriately with informed public policies.

Source: Economic Commission for Latin America and the Caribbean (ECLAC).

The availability of data from non-traditional information sources and the combination of those and traditional information has driven the conversation around the role of national statistics offices and the reconsideration of how national statistical systems function, with the aim of ensuring the public value of information and creating trust in official statistics (see box V.6).

Box V.6
The role of data stewardship and the gender perspective

Countries are faced with a changing information environment, characterized by the surge in new sources of information and new data producers, as well as by a growing demand for more detailed information that is available more quickly. This concerns non-traditional sources, such as information from mobile phones, satellite data or social networks, and, primarily, in the case of Latin America and the Caribbean, administrative records, use of which continues to be insufficient in the creation of timely and disaggregated statistics.

This scenario presents the need to rethink the role of national statistics offices to go beyond data production and take on tasks related to the concept of "data stewardship". This concerns data governance, which involves: managing access to administrative records and other sources of information, as well as collecting, disseminating and using them; coordinating the national statistical system to avoid duplication in data collection and guaranteeing the efficient use of data; data security and protection of the anonymity of informants and data providers; and the quality management of data to ensure that the information complies with the international standards for sources of statistical information. While the specific combination of functions will vary by country, the role of data steward involves broadening the responsibilities of national statistics offices in coordinating the national statistical system and linking data providers to the production of official statistics. In order to make progress in this area, it is essential to modernize legislation on statistics, establish strategic partnerships, set criteria on the use of new data sources and introduce new processes in general.

In view of these challenges, the eleventh meeting of the Statistical Conference of the Americas of the Economic Commission for Latin America and the Caribbean, the creation of a working group to prepare an assessment of the concept of "data stewardship" in the region was approved. The group aims to develop a definition of a regional concept of data stewardship in order to propose enabling elements for national statistical systems, in particular national statistics offices, to implement and mainstream it. This working groups coordinates with relevant global initiatives, such as the international initiative established by the United Nations Statistical Commission at its fifty-second session.

The challenge of data stewardship is directly linked to the gender perspective in statistical production. Administrative records and other sources of data used may contain biases in their collection processes that affect their representativeness of women and men. As a result, the availability of information to be disaggregated by gender and the features of the information source must be taken into account in quality control processes in order to properly reflect the specific realities and challenges that the areas to be studied present for men and women.

Source: Economic Commission for Latin America and the Caribbean (ECLAC).

E.   Opportunities for innovation

This section provides information on innovation strategies to integrate diverse sources of information, such as attempts to use non-traditional statistics for geospatial integration and the use of big data.

In the case of big data, various projects have been implemented that have integrated, or have the potential to integrate, the gender perspective into the production of indicators on the labour market and digital skills, access to broadband connections and use of social networks, demographic aspects and other elements relevant to monitoring the Sustainable Development Goals. Of particular note is the "Big data for measuring the digital economy" project, implemented by ECLAC, which consists of a measurement exercise aimed at generating more information on the business structure of the Internet economy in Brazil,

Chile, Colombia and Mexico, using online data obtained through big data techniques and combining them with the administrative records of official sources. The aim of this project is to increase knowledge and understanding of the dynamics of online businesses and quantify their importance to the economy in order to produce information useful to developing public policies. The use of non-traditional information sources, such as big data, presents various methodological, technical and resource-related challenges. Organic data come from different sources and are found in various formats, such as social networks, website content, electronic transactions, data from mobile phone records and geolocation (Global Positioning System, GPS). This involves various approaches to collecting, processing, analysing and visualizing information. Data available online was used to produce sex-disaggregated on the labour market and digital skills, access to broadband connections and use of social networks, which, together with demographic aspects, are relevant to monitoring the Sustainable Development Goals. ECLAC has also implemented a project to monitor online job vacancies in Latin America and the Caribbean (Gontero and Menéndez, 2021), which will make it possible to analyse supply and demand in employment from a gender perspective and taking into account the opportunities that are open —or not— to women.

When using big data, it is important to be aware that construction, use and analysis with a gender perspective are not guaranteed and must be introduced. It is a tool that has presented gender biases and that, while very useful, does not always manage to reveal the lived realities of women in all their diversity. In order to reduce these biases, it is crucial for technical teams to question the representativeness of the data sets analysed and the gaps that are not being revealed. This must form part of the analysis and presentation of the results, providing information on the impact of these omissions on the design of public policies (UN-Women/Global Pulse, 2018). In addition, it must be taken into account that most of these data are private and businesses have few incentives to share them, leading to limited access to and use of these data. There has not been much progress in establishing public-private collaboration solutions on the use of big data (UN-Women/Global Pulse, 2018). Lastly, it is necessary to move towards data governance models that do not respond to market logic, but that instead promote the idea of data as a public good. As a public resource and shared asset, big data can provide institutions with the means of being accountable to the public and, for example, act as a basis for designing a safe and reliable public transport system in remote areas and proactive health services that can support women's empowerment (Gurumurthy, Chami and Alemany, 2018). This new model of governance must also ensure protection for personal privacy and the security of sensitive data.

On the other hand, geospatial data have great potential to highlight gender inequalities and the varies realities of women depending on the area in which they live (see box V.7). A study conducted by ECLAC (2018b) indicates that, within the region, although most national statistics offices use geospatial information in some of their processes, only 42% of them have geoportals to disseminate statistics data, interoperate with other entities and integrate other types of geospatial information. In order to contribute to improving this situation, ECLAC has been implementing project entitled "Strengthening the geospatial capacities of national statistics offices to monitor the 2030 Agenda in Latin America and the Caribbean".

In Argentina, the Ministry of Women, Genders and Diversity, together with the Institute for Masculinities and Social Change and the Spotlight Initiative Argentina, a global partnership with the European Union and the United Nations aimed at eliminating violence against women and girls worldwide, developed the Federal Map of Experiences of Men and Masculinities. This tool was constructed on the basis of a survey carried out in November 2020 and includes geolocalized data from 200 spaces that work with men and masculinities. It also includes spaces that provide support for men who inflict or have inflicted violence, public sector experiences at different levels of government and resources aimed at these issues.

Box V.7
Geospatial data in monitoring gender inequalities

Creating public policies to achieve the full development of Latin American and Caribbean countries involves making evidence-based decisions, not only by using robust data and statistics on sociodemographic, economic and environmental processes, but also the possibility of pinpointing them in the territory as they occur in a specific time and place. Now more than ever, the demands for information under the global and regional agendas and commitments that Latin American and Caribbean countries have entered into require the integration of statistical and geospatial information as part of a single data ecosystem that promotes comprehensive information systems and enable analysis of territorial inequalities.

In this context, and in the specific area of gender-related issues, geospatial data offer the possibility of disaggregating a broad range of data and indicators, to the extent that they can be pinpointed to a location in the territory, such as through the reference to political and administrative units, geographical censuses or georeferenced postal addresses. For example, having sex-disaggregated on the population with no income of their own, the unemployment rate disaggregated by gender, female poverty indices and other data, disaggregated at the level of census districts or municipalities, may make an important contribution to raising awareness of these territorial inequalities and, as a result, to focusing public policies on addressing gender-related issues with a principle of territorial equity.

Source: Economic Commission for Latin America and the Caribbean (ECLAC).

An example of the use of geoportals to disseminate gender statistics of great use to public policies is the case of DANE in Colombia, which has a geoportal where geolocalized information from the National Population and Housing Census is presented. This portal includes a geodisplay where gender indicators can be seen at the departmental and municipal level (DANE, 2022a). At the start of the pandemic, DANE developed a geovisor on the vulnerability of the population to COVID-19 infection that presented population information by level of vulnerability to infection in accordance with other demographic characteristics and health condition, in combination with other indicators, such as multidimensional poverty, teenage pregnancy, the economic recovery in employment for young people, the presence of persons over 60 and 70 years of age and the location of medical centres and hotels. The visualization is available at the census block level for all municipalities in the country (DANE, 2022b).

A vital area of innovation for the region, and the world in general, is to approach the environmental pillar of development from a gender perspective to create statistical information. Environmental statistics are statistical series on the main environmental dynamics and variables in the territory and over time, and they are aimed at providing information on the environment, major changes in a given period and time, and the factors that influence these dynamics. Environmental statistics are translated into a variety of indicators that go beyond climatic factors and address topics that take into account the multidimensional nature of issues linked to public policies on the environmental, such as the proportion of the population that lives in household with access to basic services (an indicator linked to Sustainable Development Goal 1 on ending poverty), and issues related to land ownership, such as the proportion of landowners or holders of agricultural land rights who are women (an indicator linked to Sustainable Development Goal 5 on gender equality). All of this makes it possible to inform assessments and public policies on the environment and sustainability, as well as to provide inputs to strengthen citizen participation (Quiroga, 2009).

The development of environmental statistics has gained momentum in the context of the 2030 Agenda as they are essential to providing information on Sustainable Development Goals 16 and 17. In fact, they provide substantial information on the targets of seven Goals (6, 7, 11, 12, 13, 14 and 15) and are used to measure specific goals of another five (1, 2, 3, 8 and 9) (ECLAC, 2017b). The use of environmental statistics is so relevant to the development of Sustainable Development Goal indicators that 43% of them (i.e. 105 indicators) are considered environmental indicators, although almost half of these still need new data

sources or further methodological development (ECLAC, 2017b). Moreover, of the three pillars of sustainable development, the monitoring of progress towards environmental sustainability is unquestionably the weakest (ECLAC, 2018; Quiroga, 2017).

The drive for increase development of environmental statistics has been bolstered by the increasing ability to monitor trends and understand physical and ecological systems, as well as by the continued progress in developing technical and scientific capabilities (GEO, 2011). In that regard, there are possibilities for innovation in the collection of environmental data and the preparation of indicators through the use of earth observations, geospatial information, data science and artificial intelligence, among other tools. Innovation in this area has been formalized through international initiatives, such as the Regional Committee of United Nations Global Geospatial Information Management for the Americas, which seeks, among other things, to provide information to support sustainable development and the 2030 Agenda (United Nations, 2021), as well as through national initiatives, such as those carried out in Chile and Colombia.

In Colombia, satellite imagery and georeferenced data are being used to provide information on Goal 11 on sustainable cities and communities, and Goal 9 on industry, innovation and infrastructure (EO4SDG, 2022). Since 2020, Chile, for its part, has been promoting an Environmental Intelligence Strategy that takes into account the intensive use of technologies, data science and artificial intelligence with the aim of "generating and consolidating information and knowledge on the state of the environment and its changes over time, in order to contribute to decision-making and the continued improvement of public policies (SMA, 2021, p. 4). From the gender perspective, however, there are still few innovations that refer to measurements on the nexus between environment, climate change and gender dynamics (see box V.8).

Box V.8
Challenges facing the region in producing statistics on gender and climate change

Climate change is one of the most significant multi-scale challenges currently facing the world. It is a highly complex and cross-cutting phenomenon that already encompasses social and economic dimensions in addition to environmental ones, all of which interact with each other (ECLAC, 2022a). In this context, despite the fact that a number of international regulatory frameworks, such as the United Nations Framework Convention on Climate Change (UNFCCC) and the Paris Agreement, have already been essential to coordination response actions and public policies, the development of statistics and indicators on climate change is a recent effort, one where there is little standardization and international comparability (United Nations, 2022b). This situation is framed by a context in which the development of environmental statistics has been the weakest of the three dimensions of sustainable development (ECLAC, 2022b; Quiroga, 2017). In Latin America and the Caribbean, economic, social and demographic statistics have been produced regularly, but environmental statistics are neither gathered nor produced with the same frequency, and have historically been allocated a smaller budget and fewer technical resources (ECLAC, 2022b).

In this context, incorporating the gender perspective into statistics on the environment and climate changes is global challenge. In the case of climate change, its impacts fall disproportionately on more vulnerable populations, including women (Aguilar, 2021a). This is because of unequal development processes that marginalize them socially, economically, culturally and institutionally, exposing them to the effects of climate change to a greater extent than men and leaving them with fewer resources to use to adapt (IPCC, 2014). It is therefore essential to have more and better tools to precisely measure the effects of climate change on the lives of women in the region and thereby create transformative public policies from a gender perspective.

While there has been progress in the last decade in the production of sex-disaggregated statistics in the social, economic and political field, environmental data are rarely disaggregated by gender; this is not only the case in Latin America and the Caribbean, but around the world (Aguilar, 2021b). The problem is that, while the 2030 Agenda recognizes the centrality of gender equality to achieving sustainable development, the link between gender equality and the environmental dimension of sustainable development has not been made sufficiently clear (Aguilar, 2021b). In fact, among the Goals with an environmental dimension, there is only one target that contains an explicit reference to the importance of managing and planning for climate change from a gender perspective, and the indicator for monitoring this target does not yet have an internationally agreed methodology (Aguilar, 2021a).

The lack of data illustrating the nexus between gender, climate change and the environmental dimension is an issue that has been recognized in multiple spaces. For example, in the *Declaration Adopted by Ministers and High-level Authorities of the National Machineries for the Advancement of Women in Latin America and the Caribbean for the Sixty-sixth Session of the Commission on the Status of Women (CSW66)* under the sixty-second meeting of the Presiding Officers of the Regional Conference on Women in Latin America and the Caribbean, on the priority topic of "Achieving gender equality and the empowerment of all women and girls in the context of climate change, environmental and disaster risk reduction policies and programmes", it was agreed that the capacity of national statistics offices and other public institutions to gather, analyse and disseminate sex-disaggregated data on climate change and disaster risk reduction would be strengthened (ECLAC/UN-Women, 2022).

At the global level, there have been important advances in producing climate change statistics that can be compared internationally. In March 2022, the United Nations Statistical Commission, at its fifty-third session, adopted the Global Set of Climate Change Statistics and Indicators as the reference framework to be used and adapted by countries when developing their statistics on climate change (United Nations, 2022a). At the same session, under decision No.16, the Commission also called for the harmonization of this statistical framework with related areas, such as biodiversity, disasters, gender equality and the empowerment of women and girls (United Nations, 2022a). In that regard, developing climate change statistics that incorporate a gender perspective and even an intersectional perspective that highlights the multiple overlapping inequalities in the region has, since the start, constituted a valuable opportunity at the national, regional and global levels.

The Global Set of Climate Change Statistics and Indicators provides a total of 158 indicators in 5 areas that correspond to the stages of climate change defined by the Intergovernmental Panel on Climate Change (IPCC): (i) drivers; (ii) impacts; (iii) vulnerability; (iv) mitigation; and (v) adaptation (United Nations, 2021). However, while some indicators that can be disaggregated by gender are proposed in this Global Set of Statistics, no conceptual framework is established on the development of statistics and indicators that specifically address the nexus between gender and climate change. Some efforts to make progress in this direction include a joint proposal by the International Union for Conservation of Nature (IUCN) and the United Nations Environment Programme (UNEP) in which four priority areas are identified that relate more broadly to the link between gender and the environment: (i) right to land, natural resources and biodiversity; (ii) access to food, energy, water and sanitation; (iii) climate change, sustainable production and consumption, health and well-being; and (iv) women in environmental decision-making at all levels (UNEP/IUCN, 2018). Regarding the area of climate change and sustainable production and consumption, in this proposal indicators related to the impact of disasters, access to public transport and patterns of consumption are suggested as entry points as some of them are already included in the development of statistics under the Sustainable Development Goals (UNEP/IUCN, 2018).

At the regional level, efforts to make progress in the development of conceptual frameworks so as to create statistics and indicators on gender and climate change, as well as on gender and the environment, can be supported by the commitments under the Regional Gender Agenda and the work carried out through the Statistical Conference of the Americas by the Statistical Coordination Group for the 2030 Agenda in Latin America and the Caribbean. These take into account gender indicators in areas related to violence against women, time spent on paid and unpaid work disaggregated by gender, the population with access to water sources and improved sanitation sources, and the percentage of urban and territorial development plans that have gender-sensitive and intercultural approaches" por "gender and intercultural approaches, among others (ECLAC, 2018).

However, it is important to address challenges that go beyond the formulation of specific indicators and that concern institutional and capacity-building aspects. On the one hand, the difficulty is linked to the wide range of topics that are directly or indirectly related to climate change. National statistics offices have found it difficult to conduct national consultations and establish data collection and exchange processes as they do not have the specialized multidisciplinary knowledge required for the multifactorial study of climate change (United Nations, 2022a). On the other hand, the regular production of environmental statistics in general is extremely limited owing to the insufficient collection, validation and structuring of these statistics in national statistical systems (Quiroga, 2021). The other challenges related to developing environmental indicators include the low level of visibility of environmental statistics units in statistical institutes, the scarcity of stable resources in institutional budgets to fund this process and insufficient inter-institutional coordination and cooperation in the production of environmental data, statistics and indicators (Quiroga, 2021). Many of these challenges are also often faced by national statistics offices in the regular production of gender statistics.

Given this situation, it is vital to create multidisciplinary teams that include experts on gender affairs and are able to capture the complexities arising from climate change in socioeconomic and environmental terms. It is particularly important to develop climate change indicators in the areas of vulnerability and adaptation, which, according to the Secretary-General of the United Nations, are the areas where it is most difficult to make progress in producing internationally comparable statistics and indicators (United Nations, 2021), and are areas especially relevant to approaching climate change from a gender perspective.

Source:Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of L. Aguilar, "Gender equality in the midst of climate change: What can the region's machineries for the advancement of women do?", *Gender Affairs series*, No. 159 (LC/TS.2021/79), Santiago, Economic Commission for Latin America and the Caribbean (ECLAC), 2021a; "Prácticas promisorias que promueven la igualdad de género y la autonomía de las mujeres en la respuesta al cambio climático en América Latina y el Caribe", *Project Documents* (LC/TS.2021/110), Santiago, Economic Commission for Latin America and the Caribbean (ECLAC), 2021b; Economic Commission for Latin America and the Caribbean (ECLAC), "Estado de situación de las estadísticas ambientales en América Latina y el Caribe", Santiago, 2022a [online] https://www.cepal.org/es/temas/estadisticas-ambientales/indicadores-ambientales-objetivos-desarrollo-sostenible-ods; "Estadísticas ambientales y de cambio climático para América Latina y el Caribe", Santiago, 2022b [online] https://biblioguias.cepal.org/estadisticasambientales/cambioclimatico; *Report of the prioritization of indicators for regional follow-up to the sustainable development goals in Latin America and the Caribbean. Statistical Coordination Group for the 2030 Agenda in Latin America and the Caribbean of the Statistical Conference of the Americas of ECLAC* (LC/CE.17/3), Santiago, 2018; Economic Commission for Latin America and the Caribbean/United Nations Entity for Gender Equality and the Empowerment of Women (ECLAC/UN-Women), *Declaration Adopted by Ministers and High-level Authorities of the National Machineries for the Advancement of Women in Latin America and the Caribbean for the Sixty-sixth Session of the Commission on the Status of Women (CSW66)*, Santiago, 2022; Interngovernmental Panel on Climate Change (IPCC), *Climate Change 2014: Impacts, Adaptation, and Vulnerability. Summary for policymakers,* Geneva, 2014; United Nations, "Draft decisions", New York, 2022a [online] https://unstats.un.org/unsd/statcom/53rd-session/documents/decisions/AnnexIII-Draft-resolution.pdf; *Climate change statistics: report of the Secretary-General* (E/CN.3/2022/17), New York, 2021; "Global Set of Climate Change Statistics and Indicators", Nueva York, 2022b [online] https://unstats.un.org/unsd/envstats/climatechange.cshtml; R. Quiroga, "Importancia y desarrollo de las estadísticas e indicadores ambientales en América Latina y el Caribe", document presented at the "Metodología para construir y sostener indicadores de biodiversidad y ODS" workshop, Santiago, Economic Commission for Latin America and the Caribbean (ECLAC), 1-10 August 2017; "Estadísticas e indicadores ambientales: avances y desafíos en América Latina y el Caribe", document presented at the "Estado, avances y desafíos de la estadística ambiental en América Latina y el Caribe" webinar, Santiago, Economic Commission for Latin America and the Caribbean (ECLAC), 26 February 2021; United Nations Environment Programme/International Union for Conservation of Nature (UNEP/IUCN), *Gender and Environment Statistics: Unlocking Information for Action and Measuring the SDGs*, Nairobi, 2018.

What should we measure to move towards a care society?

Faced with overlapping structural and short-term crises, the persistence of structural challenges of gender inequality and the unsustainable nature of the dominant development model, ECLAC, has called for a transition to a care society that prioritizes care of people and the planet, as well as self-care (ECLAC, 2021f).

The care society is the end goal, but also the path to achieving an equal distribution of power, resources, time and work between women and men. It is a proposal that must be understood as a global, regional, national and local response, with a shared, multiscale and intersectional outlook that calls for the implementation of transformative public policies and cultural change to guarantee care. This involves recognizing the interdependence of individuals, as well as of productive processes and society, and making the sustainability of human life and the planet central. It is a new paradigm that can be used to rethink patterns of production, consumption and distribution and to redirect finances towards the real economy. It makes it possible to put an end to a patriarchal culture of privilege and to reverse social and gender inequality, in synergy with the environmental dimension and economic development. It means transforming social relationships, and promoting and ensuring the rights of individuals to be cared for throughout their lives, as well as the rights of the persons who provide care. This will improve job security in the care sector and allow progress to be made towards greater formalization and professionalization of such work (ECLAC, 2021f). In addition, this prioritizes care for the plant in a context of environmental degradation and climate change (see box VI.1). The transformations needed to create a care society require multisectoral and multidimensional measures that are coordinated and able to provide for the establishment of a new social organization of care, under which the participation of the State, the market, communities and households in the provision of well-being can be reconsidered and the time that men and women spend on care can be equitably redistributed.

Care systems, policies and services play an important role in moving towards the new horizon of the care society. Care policies, alongside an expansion of public services, have the potential to become one of the drivers of economic recovery as they are a fundamental pillar of well-being, provide crucial social and economic benefits, and are key to overcoming poverty and reducing inequalities (UN-Women and others, 2021a).

Moving towards a care society involves recognizing, redistributing and reducing care tasks under the human rights framework and the commitments made under the 2030 Agenda and the Regional Gender Agenda. It also involves acknowledging that care is a right and a universal need, is also reflective of structural diversities during a person's life cycle, their physical condition, socioeconomic status and income, and regional differences (ECLAC, 2022b).

Box VI.1
The statistical silence of care in assessing the impact of climate change

The costs of care in disasters continue to be statistically invisible. As a result, they receive little attention in the design of public policies to address disasters through damage assessments, the design of emergency response systems, and recovery planning and management (Floro and Poyatzis, 2019). As noted in Pindyck's study of impact assessment models for climate change, these models provide little information on the negative impact of catastrophes on human well-being (Pindyck, 2013). Similarly, Prahl and others (2016) indicate that the impact on the care sector in terms of increased morbidity and the associated demand for paid and unpaid care services must be included in discussions on the impact of climate change and assessments of response systems, programmes and policies that address it. Omitting the effect on the allocation of time spent on unpaid care work is likely to produce an even more adverse impact for the well-being of societies, and women in particular, who will intensify their commitment to meeting the growing demand for care (Bauhardt, 2014).

In that regard, the Santiago Commitment contains a call for an "advance in building a gender, intersectional, intercultural and rights perspective into national policies and budgeted programmes on sustainable development, climate change mitigation and adaptation, and disaster risk reduction, especially in the most vulnerable territories" (ECLAC/UN-Women, 2020, p. 6), "recognizing its differentiated effects on women, adolescents and girls, as well as on other groups in vulnerable situations" (ECLAC/UN-Women, 2020, p. 6). Incorporating care as part of climate change impact assessments in such a way would become central to addressing the structural challenges of gender inequality and promoting women's autonomy.
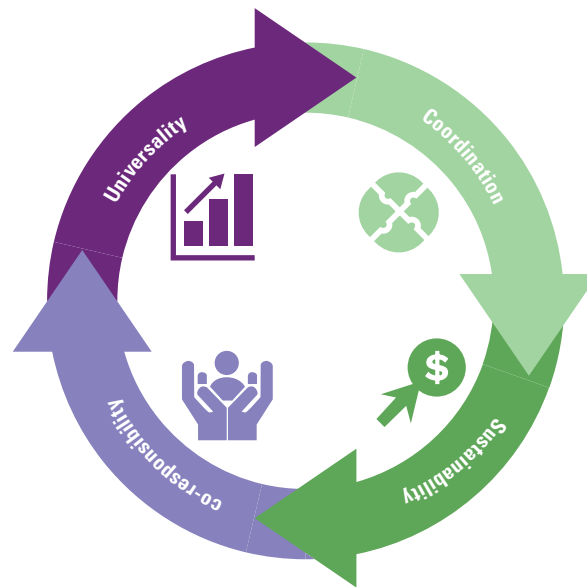
Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of C. Bauhardt and W. Harcourt (eds.), *Feminist Political Ecology and the Economics of Care: In Search of Economic Alternatives*, Routledge, 2019; M. Floro and G. Poyatzis, "Climate change, natural disasters and the spillover effects on unpaid care: the case of super-typhoon Haiyan", *Feminist Political Ecology and the Economics of Care: In Search of Economic Alternatives*, C. Bauhardt and W. Harcourt (eds.), Routledge, 2019; R. Pindyck, "Climate change policy: what do the models tell us?", *Journal of Economic Literature*, vol. 51, No. 3, Nashville, American Economic Association (AEA), 2013; Economic Commission for Latin America and the Caribbean (ECLAC), *40 years of the Regional Gender Agenda* (LC/G.2682/Rev.1), Santiago, 2017; C. Bauhardt, "Solutions to the crisis? The Green New Deal, degrowth, and the solidarity economy: alternatives to the capitalist growth economy from an ecofeminist economics perspective", *Ecological Economics*, vol. 102, Amsterdam, Elsevier, 2014; B. Prahl and others, "Damage functions for climate-related hazards: unification and uncertainty analysis", *Natural Hazards and Earth Systems Sciences*, vol. 16, No. 5, Munich, European Geosciences Union (EGU), 2016; Economic Commission for Latin America and the Caribbean/United Nations Entity for Gender Equality and the Empowerment of Women (ECLAC/UN-Women), *Santiago Commitment*, Santiago, 2020.

In that regard, and given the important of care policies to moving towards the care society, the aim of this chapter is to contribute to considerations of the information needed to measure the current organization of care among people, i.e. to quantify the care needs and the intensity of care required by different population groups and how the provision of such care is distributed among the State (through public services), the market (through paid services) and communities and households. In addition, it is important to incorporate the gender perspective into these measurements to determine how to untie one of the main challenges of gender inequality: the sexual division of labour and the unfair social organization of care. One of the key measurements is based on analysis of the distribution of the resources needed for care (time, work and money) among men and women.

The move towards universality, one of the pillars of comprehensive care policies (see diagram VI.1) under the equality framework, required the identification of both demand (all persons who need care, assistance or support that must be provided by third parties throughout their lives, as well as care needs by group) and supply (all forms of care provision, including individuals and services). The very act of recognizing that there are populations with greater demand and serious deficiencies in the provision of care means that criteria on the progress and specificity of public policies can be defined more precisely in accordance with the features of the priority populations and territories (ECLAC, 2022b).

Diagram VI.1
Comprehensive care policies: the pillars to progress towards gender equality

Source: Economic Commission for Latin America and the Caribbean (ECLAC), *Social Panorama of Latin America, 2021* (LC/PUB.2021/17-P), Santiago, 2022.

Demographic data are the main tool used to determine demand for care and are the starting point for predicting potential future demand. The main sources of these data are population and housing censuses, which make it possible to obtain extensive data, given that information is gathered about the entire population, and to disaggregate them by various characteristics (including age, gender, family relationship, health, economic condition, employment and access to basic services). One of the indicators traditionally used to estimate the demand for care is the dependency ratio. This ratio, based on demographic data on the relationship between the population that requires care and the population able to provide it, makes it possible to determine the demand for care. This information is key to the State budgetary allocations made to the provision of services that can meet this demand (Durán, 2018).

Demographic analyses with a care perspective offer an approximation of potential demand and the possibilities for care within a community, but it should be noted that this information must be complemented by specific studies on social perceptions of the ideals of care in the population, the features of each country's social welfare systems and the participation of women in the labour market, among other dimensions that affect the way in which societies organize and distribute care responsibilities. The presence —or absence— of extensive networks (family, community, friendship), the moral obligation to care for others, the capacity to organize and innovate, the degree of internal conflict between groups and the relative power of each subgroup to change previous forms of social organization are among the conditions that affect the care model in each context (Durán, 2014).

Although the demographic projections derived from census data may depend on the technical and methodological criteria used, they are usually very consistent and precise (Durán, 2005). However, as the time intervals between census cycles is usually 10 years,[23] the information may become obsolete in the face of the circumstances experienced by the population during that time period. Demographic and health surveys are useful in that regard as they make it possible to verify and identify changes over time in demographic

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[23]   One of the most important recommendations for conducting population and housing censuses is for these to be carried out exactly every 10 years and, ideally, in years ending in 0 (ECLAC/UNFPA, 2021). However, the region has not always managed to follow this recommendation. In Latin America, "of the total 20 countries that make up the region, 17 have carried out a census during the decade starting in 2010, and only 6 did so in 2010 precisely; 7 countries, meanwhile, did so between 2011 and 2013, and 4 between 2017 and 2018. Six countries had a gap between censuses longer (or much longer) than the recommended period of 10 years, and three countries simply did not conduct any census in the decade beginning in 2010" (ECLAC/UNFPA, 2021, p. 11).

dynamics and the population's main problems and needs in the area of health. Like censuses, however, these surveys also do not enable understanding of the specific requirements of those who need care and those who provide it, which is why it is necessary to carry out surveys that determine the degrees of dependency in a population, using instruments designed for that purpose.

For its part, the information provided by time-use surveys is essential to identifying not only the number of people who need care, but also the degree of commitment in terms of the number of hours needed to meet demand for care. In Latin America and the Caribbean, time-use surveys are emerging that have a particular emphasis on raising awareness of care (see table VI.1). By prioritizing questions that capture such activities, the surveys carried out in the region revealed the time spent by individuals and household on care and on providing support to members of the household, other family members and the community outside the household, which illustrates the demand for care in terms of units of time.

Table VI.1
Latin America and the Caribbean (15 countries): examples of time-use measurements and level of disaggregation of activities

Country	Year	Type of data collection	Paid work		Unpaid work			Personal activities	Total
			(1) Employment and related activities	(2) Production of goods for personal consumption	(3) Unpaid domestic work for one's own household	(4) Unpaid care work for members of the household	(5) Unpaid care work fo rother households or community or volunteer work	(6), (7), (8), (9) Personal activities	
Argentina	2013	Questions	2	0	1	2	2	0	7
	2021	Independent	16	1	8	7	9	18	59
Brazil	2001	Questions	3	1		1	1	0	6
	2016	Questions	3	4		1	1	0	9
Chile	2015	Independent	13	12	11	6	4	24	70
Colombia	2012	Independent	13	7	16	13	13	26	88
	2017	Independent	13	9	21	14	17	31	105
Costa Rica	2017	Independent	5	9	32	34	19	30	129
	2011	Independent	5	10	40	32	20	24	131
Dominican Republic	2016	Module	4	1	1	1	1	9	17
	2021	Module	16	0	18	18	0	0	52
Ecuador	2012	Independent	2	30	42	24	5	26	129
El Salvador	2010	Module	2	2	10	16	7	10	47
	2017	Independent	4	9	15	21	9	12	70
Guatemala	2014	Module	1	2	6	3	1	0	13
	2017	Module	1	2	6	3	1	0	13
Honduras	2009	Questions	1	0	1	1	0	3	6
Mexico	2009	Independent	3	7	27	18	3	12	70
	2014	Independent	3	10	35	26	8	17	99
Panama	2011	Independent	2	11	39	20	12	29	113
Paraguay	2016	Independent	5	6	9	29	2	6	57
Peru	2010	Independent	5	11	55	24	16	27	138
Uruguay	2013	Module	2	1	10	26	11	7	57
Independent average			7	10	27	21	11	22	100
Module average			6	1	10	15	5	7	43
Questions average			2	1	1	2	1	1	7

Source: Economic Commission for Latin America and the Caribbean (ECLAC), *Methodological guide on time-use measurements in Latin America and the Caribbean* (LC/CEA.11/17), Santiago, 2022.
Note: The numbers in the column headings correspond to the one-digit activity code of the major divisions in the Classification of Time-Use Activities for Latin America and the Caribbean (CAUTAL).

The data obtained through time-use surveys have illustrated the persistence of the sexual division of labour in households, demonstrating that that it is women who, through paid and unpaid work, meet care needs. Similarly, information on the distribution of domestic and care work among men and women can be used to transform sociocultural patterns based on gender stereotypes and implement public actions and policies that allow them to be overcome. Time-use surveys were used as such a source of information in some of the care policies in the region (see box VI.2).

Box VI.2
Harnessing time-use information in care policies

Data from time-use surveys on social and gender inequalities in the distribution of unpaid care work have been used, for example, in the design of the Integrated National Care System of Uruguay, the District Care System of Bogotá and the process of creating care policies in Argentina, Mexico and Paraguay (ECLAC, 2022).

In the case of the Uruguayan System, its roots are linked to the demands of women's social movements and the feminist academic community, which, in fact, introduced time-use surveys to the country (INE and others, 2008). The results of the 2007 time-use survey led to the following survey, carried out in 2013, including and expanding questions on care, as the System was in the design stage at the time. The government worked closely with academia to design, implement and analyse the results of the surveys to develop the System. In 2021, the National Institute for Women (INMUJERES), in conjunction with the National Institute of Statistics (INE), carried out the third time-use survey in Uruguay. The importance of time-use surveys throughout the design, implementation and budgeting processes of the System has been widely documented. The information gathered was used to fuel the definitions on care-related training in the first National Care Plan, investment in infrastructure and human resources and, and the direct supply and provision of care services. This information was also used to support the identification of the System's priority populations: infancy and early childhood; older persons; persons with disabilities; and carers. Other sources, such as household surveys and administrative records, were also used in this process to characterize the segments of the population that received care and the persons that provided paid and unpaid care. Also used were the National Survey on Persons with Disabilities, the Survey on Household Expenditure and Income, and the Module on Education, Health Status and Morbidity, as well as information on the institutional coverage of care for women and girls, and including the results of specific studies and research in academic on gender relations in care.

The District Care System of Bogotá, launched in 2020, falls under the city's District Development Plan 2020-2024 and is aimed at the efficient coordination of institutional service as a joint-responsibility care model involving the district, the community, families and the private sector. This plan was based on a wide variety of indicators on relevant topics, including some from time-use surveys and the population and housing census. The aim of the system is to recognize, redistribute and reduce the overload of care work, which falls primarily on women. In addition to this, a plan on cultural change has been proposed that includes elements on new masculinities and shared responsibility between women and men.

In Paraguay, the availability of information from the time-use survey made it possible to support the proposals and definitions of the strategy to develop the National Policy on Care in Paraguay. The Inter-institutional Steering Group on the Development of Care Policy began operations in 2016, the same work that the Time-Use Survey was implemented.

In Mexico, in 2020, an initiative on constitutional reform was submitted to the Congress of the Union that established care as a human right and provided for the creation of a National Care System. In both the explanatory memorandum of the reform and in the discussions that took place under the open consultation convened by Congress, the information from the time-use survey was widely used; this included not only the indicators on time spent on unpaid and paid domestic and care work, and the total amount of work, but also other indicators that take account of intersectionality in gender inequalities.

In May 2022, the draft "Caring in Equality" bill was submitted to the Parliament of Argentina. This concerned the creation of the Comprehensive System of Care Policies of Argentina and was based on indicators from the time-use module that was incorporated into the Annual Urban Household Survey in 2013. As part of efforts to include care in the public agenda, the National Time-Use Survey was held in the last quarter of 2021 and provided relevant input to informing the design of the future system.

Source: Economic Commission for Latin America and the Caribbean (ECLAC), *Methodological guide on time-use measurements in Latin America and the Caribbean* (LC/CEA.11/17), Santiago, 2022; National Institute of Statistics of Uruguay and others, *Uso del tiempo y trabajo no remunerado en el Uruguay: módulo de la Encuesta Continua de Hogares, septiembre 2007*, Montevideo, 2008.

Care is not only embedded in territories, but also takes shape in relation to them. For this reason, the care economy must be analysed situationally, as inequalities, and especially those related to gender, are influenced not only by income, age, ethnic and racial background and household characteristics, but also by the features of the place where the care relationships are rooted. This can reduce or exacerbate the household care burden, time poverty and gender gaps. For example, the needs of people living in territories far from urban centres are greater in terms of journey costs and times when accessing certain basic goods and services, such as care services or educational establishments. Similarly, the population in areas that lack basic services, such as drinking water, is subject to the additional costs involved in getting water from tankers, negative effects on their health and the opportunity cost of spending time fetching water, which has a particular impact on the time available to women. In fact, not only do women in rural areas spend more time than men on unpaid work, but their participation in this type of work is also greater than that of men and women in urban areas (ECLAC, 2017c).

On the other hand, in cities, certain features of infrastructure (paved streets, basic infrastructure, sanitation), as well as access to different forms of transport, have a significant impact on the burden of domestic and care work. Women are more dependent on public transport and non-motorized means of transport (cycling and walking), and are generally the ones travelling with packages, shopping, children and cars, which is why the negative impacts of these barriers are particularly clear in relation to them. Similarly, the care needs of people permanently or temporarily in a dependency situation increase in accordance with the deficiencies or features of each territory.

Care policies must therefore be based on data that contribute to identifying and revealing the relationship between care and territory. In that regard, information that cross-reference socioeconomic statistics with geographic areas and levels are key tools for local and subnational governments when implementing care services. Moreover, a local approach involves mapping the social and institutional actors to establish mechanisms for dialogue or coordination with those active in the same areas and with possible users of care policies so as to understand their needs and preferences, and so they can participate in the assessment of the service.
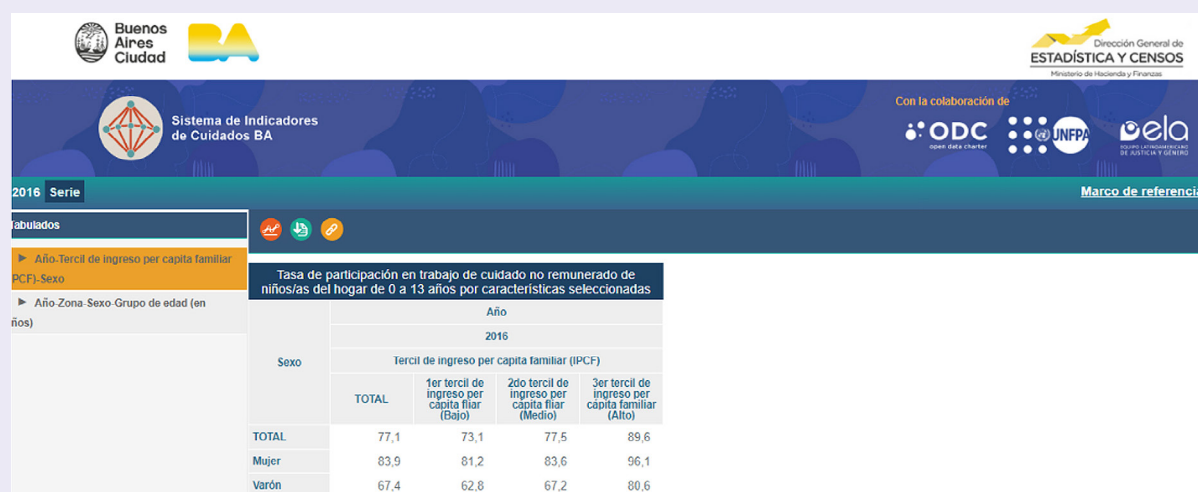
Some cities, such as Bogotá and Buenos Aires, are implementing or designing care systems, and their experiences are highlight valuable in terms of how central information production is to decision-making. Box VI.3 provides information on the experience of the Care Indicator System of the City of Buenos Aires.

Box VI.3
Care Indicator System of the City of Buenos Aires

The Care Indicator System of the City of Buenos Aires of the General Directorate of Statistics and Censuses is aimed at providing reliable and up-to-date information on the organization of care in the city. It contains a range of statistical data and administrative records on the configuration (and its changes over time) produced by the link between institutions that provide care services and the ways in which household and individuals that need care (in particular children and young people, older persons and persons with disabilities) benefit from them.

The System has a website that provides indicators with the most recent available data for each year, as well as a set of graphs that show the trends or structure of the main indicators for different periods and areas. The indicators are grouped by care provider: the State, households, civil society organizations and private sector.

Its main sources of information are household surveys, population estimates and administrative records from other bodies in the Government of the City of Buenos Aires, such as the Ministry of Education (annual survey, teacher census), the Ministry of Health (National Survey on Risk Factors) and the Ministry of Human Development and Habit (records of specific programmes or surveys), as well as the Survey on Time-Use in the City of Buenos Aires (2016) and the disability module of the Annual Household Survey (2018).

Care Indicator System of the City of Buenos Aires

Tasa de participación en trabajo de cuidado no remunerado de niños/as del hogar de 0 a 13 años por características seleccionadas

Sexo	Tercil de ingreso per capita familiar (IPCF)			
	TOTAL	1er tercil de ingreso per cápita fliar (Bajo)	2do tercil de ingreso per cápita fliar (Medio)	3er tercil de ingreso per cápita familiar (Alto)
TOTAL	77,1	73,1	77,5	89,6
Mujer	83,9	81,2	83,6	96,1
Varón	67,4	62,8	67,2	80,6

Source: Government of the City of Buenos Aires, "Sistema de Indicadores de Género BA" [online] https://www.estadisticaciudad.gob.ar/eyc/?page_id=74588.

Source: General Directorate of Statistics and Censuses, "Sistema de Indicadores de Cuidados de la Ciudad de Buenos Aires (SICCABA)", Buenos Aires, 2021 [online] https://www.estadisticaciudad.gob.ar/sipr/cuidados/principal.

When designing care-related policies and services, it is essential to have a territorial perspective and a universal outlook that does not compromise criteria on quality, sufficiency and equality. Without an approach that takes fully into account the sociodemographic, infrastructure and geographical characteristics of each territory, as well as their concrete impact on the care economy, care policy will be neither sustainable nor effective.

Box VI.4 presents the experience of the District Care System of Bogotá, which is an example of good public policy practice with a territorial perspective and an evidence-based approach.

Policies on co-responsibility in care require the State to take the lead in promoting and regulating practices aimed at the distribution of tasks in all areas in which care is provided and received. It is the State that is able to promote changes in labour legislation, expand the care-related obligations of businesses and implement strategies for cultural change, including in education curricula (ECLAC, 2022b). Households, markets, the State and the community together, which together form the so-called "care diamond" are involved in the design, financing and provision of care (Razavi, 2007). These vertices interact in complex ways and the boundary between them tends to be fluid and flexible. The care diamond is not a static, unchanging structure, but instead takes varied forms in different countries and territories. The "vertex of the diamond" with most relative weight will therefore depend on the characteristics of countries, the quality of services in each territory and the fiscal assessment of each country.

Box VI.4
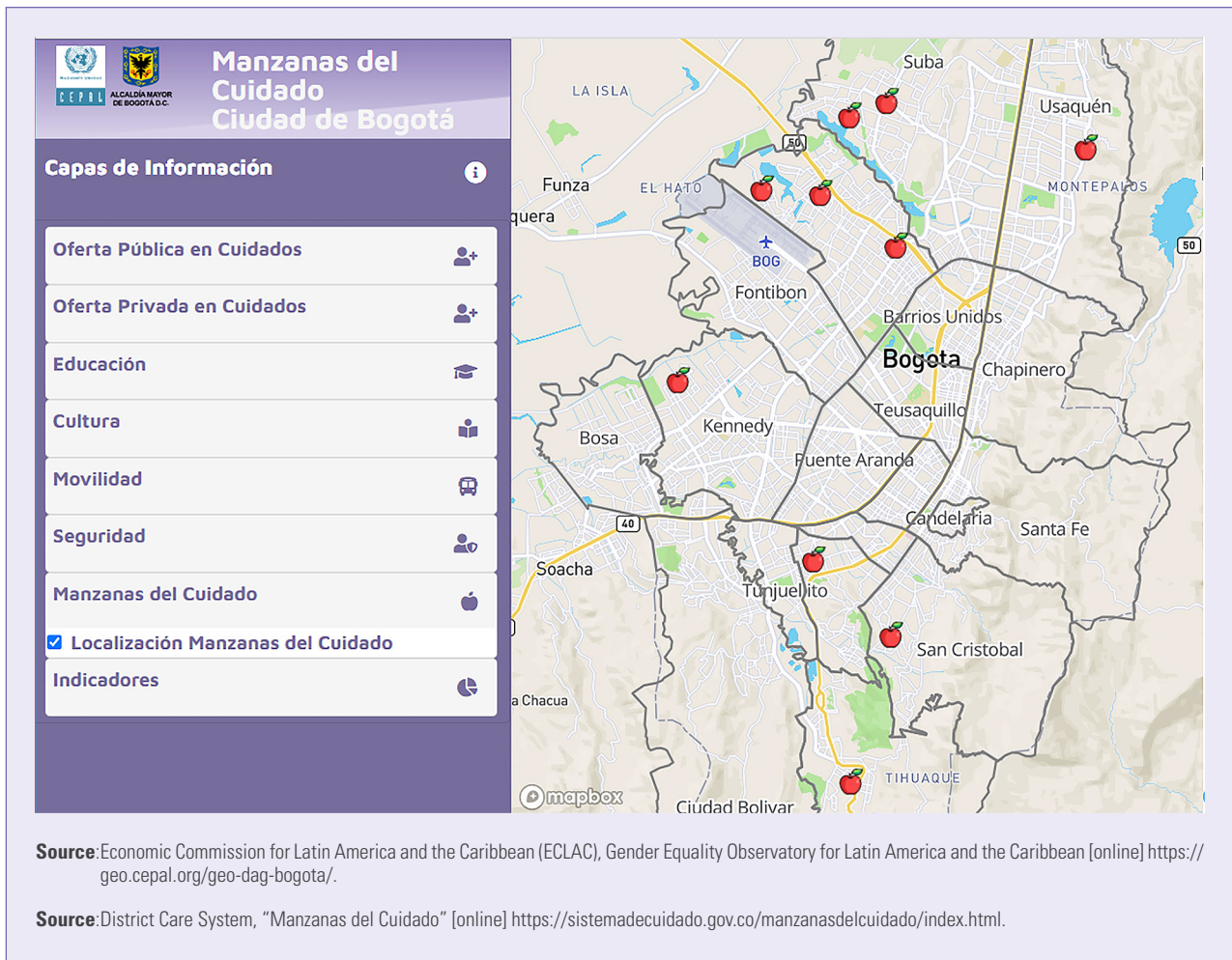Care policies with a territorial perspective: the District Care System of Bogotá

Through joint work with the Economic Commission for Latin America and the Caribbean (ECLAC) and the District Secretariat for Women of the Office of the Mayor of Bogotá, technical criteria and a set of gender indicators were established to facilitate the implementation of the District Care System of Bogotá from a territorial perspective.

Including the territorial perspective in care policy involves taking note of all of the specific socioeconomic, demographic and geospatial features of a territory, as well as taking into account and aligning it with other territorial interventions. The indicators were therefore designed on the basis of the conceptual framework of the District Care System, the nature of the city and the content of the District Development Plan 2020–2024 and the Land-use Management Plan of Bogotá.

Three sets of indicators that have a direct impact on the city's economy were designed:

(i)   Indicators on demand for care: these concern the identification of care needs, by different population groups with specific requirements, and the people active in this sector, including early childhood care, and care for persons with disabilities and older persons.

(ii)   Indicator on the supply of care: these indicate the public and private goods, services and provision that are available in the territory and aimed at meeting the demand for care.

(iii) Socioterritorial indicators: these describe the factors that have a direct impact on care work, highlighting the burden of such work in households and its unfair distribution. These indicators, which facilitate the creation of actions suited to territorial requirements and, ultimately, optimize the relationship between supply and demand in care, are, in turn, categorized as:

(a) Indicators on household characteristics; housing materials, improved sources of water, improved sanitation, domestic appliances for the refrigeration and cooking of food, etc.

(b) Indicators related to the care economy: women who work exclusively in the household, households with people in a permanent or temporary dependency status.

(c) Indicators on income/employment, unemployment, the monetary poverty of women, etc.

(d) Indicators on the environment: unpaved roads, broken pavements, distance from bus stops or transport hubs, etc.

These indicators were used as input to establish the prioritization criteria in the location of "Manzanas del Cuidado" care hubs and mobile units. In addition, with the support of ECLAC, a map was created with georeferenced data that contains detailed information on these indicators and their territorial basis; this provides dynamic input to optimize and continuously improve public policies.

Source: Economic Commission for Latin America and the Caribbean (ECLAC), Gender Equality Observatory for Latin America and the Caribbean [online] https://geo.cepal.org/geo-dag-bogota/.

Source: District Care System, "Manzanas del Cuidado" [online] https://sistemadecuidado.gov.co/manzanasdelcuidado/index.html.

This heterogeneity draws attention to the need to understand the specific dynamics of each society in the management and organization of care, without compromising either access to services or their quality. In other words, care can be provided through a broad combination of arrangements between the private sector, the community, households and the State. Measuring the supply of care involves taking into account goods, services and provisions aimed at potentially meeting the demand for care. To that end, it is necessary to map all of the existing arrangements between these different actors and the specific form they take in each country and territory.

The government and private provision of care can be measured through administrative records, but this requires inter-institutional and intersectional coordination, with strong leadership from the organization responsible for consolidating data or the institution heading up the design, implementation or assessment of public policies on care. Making progress on indicators on the supply of care involves strengthening data interoperability, i.e. broadening the capacity to exchange information and increase interaction between institutions to use that information.

It should be noted that in Latin American countries that are implementing or designing care policies, institutional organization covers various topics. The leading institutions in care policies may be social development ministries, machineries for the advancement of women and the social security sector. The policies may,

however, involve the participation of bodies from various sectors. This "cross-cutting aspect of care policies makes it vital for there to be institutional coordination with clearly defined competencies and roles between the different levels (subregional, local and national) and agencies of the State. A collaborative approach is therefore essential, as these policies may involve areas as diverse as public infrastructure, education, health care, labour legislation and pension systems" (ECLAC, 2022b, p. 218).

The community provision of care, which is more complex, is carried out in the territory on the basis of various types of proximity ties: cultural, religious, neighbourhood, relationship, friendship, activism and others. Moreover, community-based care takes different forms that may range from the provision of care in institutions with a certain degree of permanence and long-term stability (for example, care centres for people with permanent or temporary dependency status) to *ad hoc* arrangements developed to meet concrete needs at specific times. It is crucial to be able identify these dynamics to consider them in relation to the indicators on care service provision and to make community contributions visible.

The experience of the Federal Care Map is presented in box VI.5. This is an online tool developed by the Ministry of Women, Genders and Diversity that makes it possible to identify and locate the various provisions of care services and spaces for early childhood, older persons and persons with disabilities throughout the country.

The development of care policies required far-reaching economic commitments that take financial sustainability into account from the outset. The resources allocated to financing comprehensive care systems must be sufficient, non-transferable and sustainable, in addition to covering all levels and areas of public policy.

Box VI.5
Federal Care Map of Argentina

Over the last two decades, various institutional efforts have been made to develop public policies in the region that are aimed at coordinating and reorganizing the provision of care, fostering greater shared social responsibility and a fairer organization.

To that end, through the Ministry of Women, Genders and Diversity (machinery for the advancement of women in Argentina) and in close collaboration with the Economic Commission for Latin America and the Caribbean (ECLAC), the Federal Care Map was created. This is made up of the current supply of infrastructure and services that meet the various needs of social reproduction, with a focus on the establishment of a federal care system.

In the Federal Care Map, the geographical locations of different organizations, educational institutions and services that provide care or training in care are made available. The portal, which has 32,000 care spaces and 1,000 training spaces nationwide, provides the locations for services and institutions in the field of: (i) education and care for children; (ii) inclusive care for persons with disabilities; (iii) sociotherapeutic support and comprehensive care for older persons; and (iv) vocational training, higher education and other educational establishments that provide mentoring and guidance linked to care work.

A noteworthy aspect of this tool is the use of various innovative resources, in line with the continuous supply of data and instruments in recent years, such as open code software, georeferencing tools and multiple browsing functions, as well the ongoing work on inter-institutional and interministerial liaison and coordination (Ministry of Labour, Employment and Social Security, Ministry of Public Works, Ministry of Health, Ministry of Social Development and others), links to civil society and the continued development of more accessible forms of use. The following image shows the interface with the user community on the website.

Federal Care Map of Argentina
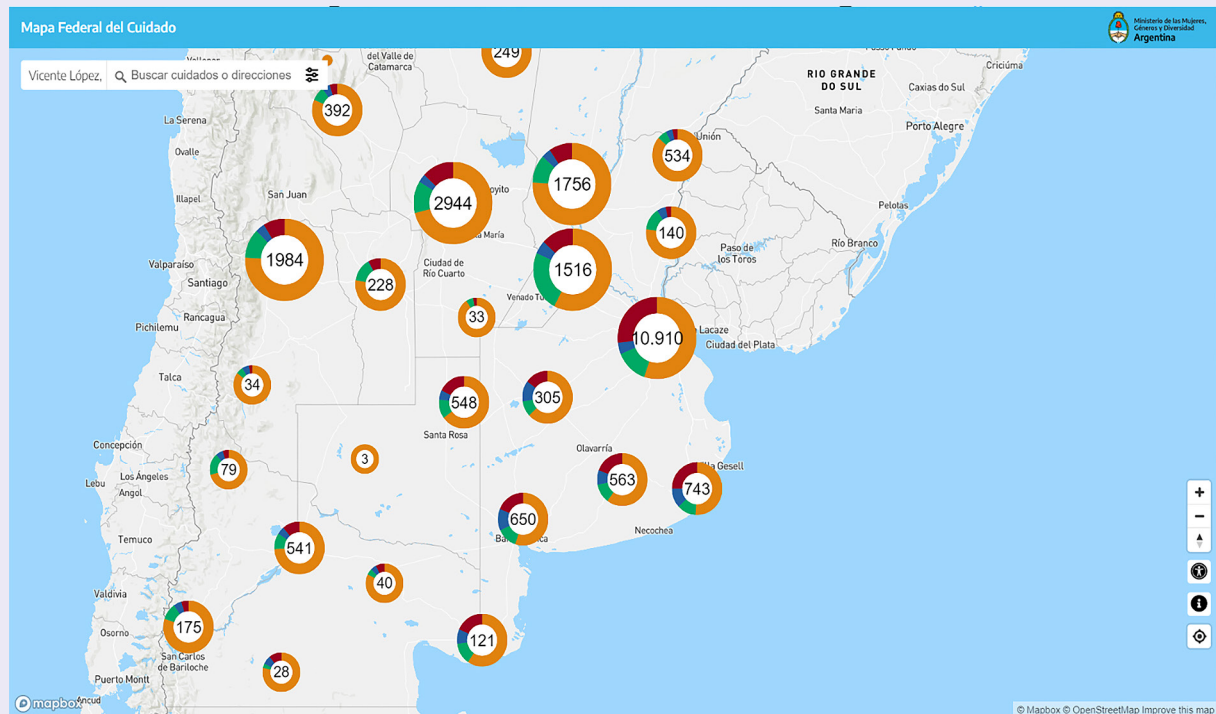
Source: Ministry of Women, Genders and Diversity, Mapa Federal del Cuidado [online] https://mapafederaldelcuidado.mingeneros.gob.ar/

Source: Ministry of Women, Genders and Diversity, Mapa Federal del Cuidado [online] https://mapafederaldelcuidado.mingeneros.gob.ar/.

The potential of the care economy to achieving a fair transformation towards a new development lies, on the one hand, in the macroeconomic outcomes of investing in the care economy. Such investment increases economic efficiency, productivity, job creation –especially for women– and levels of tax revenue. On the other hand, investing in this sector leads to the improvement of the present and future abilities and well-being of society as a whole (ECLAC, 2022b; UN-Women and others, 2021a). A care society must highlight the multiplier effects of the care economy in terms of well-being and in energizing economies as a whole.

In that regard, it should be noted that in recent decades progress has been made towards developing methodologies that make it possible to quantify the economic value of domestic and care work. This is provided a figure of the contribution of this type of work, mainly carried out by women, to GDP. The limited male-centric conceptualization of GDP, framed by the production sector, has historically overlooked the contribution of care and domestic work to the economy as a whole, which has had significant consequences for women's autonomy. When developed using an anthropocentric approach, GDP has primarily been presented to the world as an element of the provision of resources for production, without consideration of negative externalities and their effects on the sustainability of life. It is therefore essential to move towards measurements that move away from trade activity and provide space for the sustainability of life to play a leading role, while also being key input in the development policies that facilitate change to the existing development model (Vaca Trigo and Baron, 2022).

The economic valuation of unpaid domestic work is a powerful tool for making progress towards fulfilling the 2030 Agenda and making visible the multiplier effects of the care economy on improving well-being and boosting economies. The importance of these methodological efforts to expanding the concept of what is considered productive opens the door to recognition of women's contribution to the sustainability of life, as well as highlighting their importance to supporting production chains. These activities interact with the understanding of the scope of demand for domestic and care work, which, in turn, helps to raise awareness and identify the infrastructure and service requirements essential to meeting the care needs of the population. These needs are met and, in economic terms, subsidized by unpaid work that in mainly carried out by women in their households.

Ten countries in Latin America have managed to assess the economic contribution of unpaid household work and five of them have designed satellite accounts for unpaid household work. According to some of the estimates made in the region, this type of work is valued at between 15.9% and 27.6% of GDP, of which approximately 74% is contributed by women (see table VI.2).

Table VI.2
Latin America (10 countries): economic assessment of unpaid household work
(Percentages of GDP)

Country	Year of publication	Total unpaid work	Unpaid work of men	Unpaid work of women	Contribution of women	Input	Salaries
Argentina	2019–2020	15.9	3.9	12.0	75.7	Survey on Unpaid Work and Time-use Survey 2013 + Permanent Household Survey of the fourth quarter of 2019 + Census 2010	Generalist
Chile	2021	20.8	6.8	14.0	67.3	National Time-use Survey 2015 + National Socioeconomic Characterization Survey 2015 and 2017 + National Employment Survey 2015	Generalist
Colombia	2022	19.6	4.7	14.9	76.0	National Time-use Survey 2020-2021 + Major Integrated Household Survey 2021	Specialist
Costa Rica	2019	25.3	7.3	18.0	71.1	National Time-use Survey 2017 + Continuous Employment Survey (ECE) 2017 + supply and use table of the System of National Accounts	Hybrid
Ecuador	2020	19.1	4.6	14.5	75.9	Satellite Accounts on Unpaid Household Work 2007-2015 + National Employment, Unemployment and Underemployment Survey 2015-2017 + Businesses and Establishments Directory	Hybrid
El Salvador	2010	21.3	4.5	16.8	78.9	Time-use module of Multipurpose Household Survey 2010	Hybrid
Guatemala	2011	18.9	3.4	15.5	82.0	National Employment and Income Survey + National Survey of Living Conditions	Generalist
Mexico	2020	27.6	7.4	20.2	73.2	National Time-use Survey 2019 + National Survey on Occupation and Employment + average wages in the System of National Accounts of Mexico	Hybrid
Peru	2016	20.4	6.3	14.1	69.1	National Time-use Survey 2010 + National Accounts 2010 (supply and use table and equivalent employment matrix)	Hybrid
Uruguay	2015	22.9	6.6	16.3	71.2	Continuous Household Survey 2013	Hybrid

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of I. Vaca Trigo and C. Baron (2022), "Descentrar el producto interno bruto (PIB): bienestar, cuidados y tiempo", *Project Documents* (LC/TS.2022/80), Santiago, Economic Commission for Latin America and the Caribbean (ECLAC), 2022.
Note: This table is based on the official information provided by countries, with the exception of Argentina, Chile, El Salvador, Guatemala and Uruguay where the information is from assessment exercises, which, despite using official sources, have not been included as satellite accounts in the statistics of Systems of National Accounts.

While most of the measurements presented were made by the leading national accounting bodies of each country, on some occasions, these assessments have emerged from other institutions or in organized civil society. One such case is Chile, where the first estimate was made by ComunidadMujer in 2019 with information from the 2015 National Time-use Survey. Regarding methodology, unpaid work can be valued by considering the cost of input (the input method) or by assessing the product resulting from this work (the output method). The input method was used for all of the measurements made in the region. This method requires: (i) the quantification of unpaid work; and (ii) a salary to estimate the value of this work. Time-use surveys have been crucial for the first element. Greater detail about the input used in each of the Latin American valuation experiences is provided in the penultimate column of table VI.2. For the second element –the salary–, there are two options: considering the replacement cost, which involves attributing the salary paid to a person doing a similar activity in the market, or considering the opportunity cost, which involves attributing the possible salary that the person doing the unpaid work would receive in the market. The replacement cost method has been applied in the methodologies used in the 10 countries that have assessed unpaid work (Vaca Trigo and Baron, 2022). The choice of a replacement salary is another of the definitions to be taken into consideration when assigning a value to unpaid work, and this will depend on social and cultural factors, as well as each country's level of economic development (Vaca Trigo and Baron, 2022). Argentina, Chile and Guatemala use the salary of a generalist worker (a person who can carry out any kind of household task), while Costa Rica, Ecuador, El Salvador, Mexico, Peru and Uruguay use the hybrid method, which combines generalist salaries with the salaries of a specialist worker (a person who has specific knowledge for each household task). Colombia, meanwhile, uses both methods and then performs a comparison.

It also becomes necessary to design projections that make it possible to calculate the impact on economic variables of creating comprehensive care systems. Understanding the effect on employment, tax revenue and gender and income inequality gaps enables areas of strength to be developed so as provide continuity to care policies, especially during changes of government or unfavourable economic conditions. At the same time, it is essential to monitor changes to the amount, level, composition and disbursement of budgetary allocations for care policies, and to disseminate information on those allocations. This will reveal what status they are afforded and, in parallel, ensure that these consignments are processed properly (ECLAC, 2022b).

As regards the effects of investment on care, there are various studies that have included countries in the region. The ILO (2019) report *Care Work and Care Jobs for the Future of Decent Work* provides an exploration of the capacity for job creation of investment in the care economy. The number of direct and indirect jobs that could be created by expanding education, health and social care services (including both short- and long-term care) was calculated for 45 countries, including Argentina, Brazil, Mexico and Peru. This report was based on prior research on investment in the care economy and developed it by detailing the costs of increasing care services and showing the potential to create decent employment. In turn, De Henau (2019), in a similar study for three countries, including Uruguay, focused on the investment in childcare that would be needed to cover all children under school age. Subsequently, and using the same methodology, UN-Women and others (2020 and 2021b) carried out similar studies on childcare and dependent older persons in Mexico. Lastly, De Henau (2022) estimated the cost of providing universal access childcare and care for permanently dependent persons, as well as of increasing parental leave in 82 countries, including 7 in Latin America.[24] The main results and parameters of these studies are detailed in table VI.3.

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[24]   Argentina, Brazil, Chile, Colombia, Costa Rica, Mexico and Peru.

Table VI.3
Main results and parameters of studies on the cost of care

Study	Countries	Key parameters	Results
ILO (2019) based on Ilkkaraçan and Kim (2019)	Argentina, Brazil, Mexico and Peru	Contrasting two scenarios: (a) best way: expanding care services to meet the requirements of Goals 3, 4, 5 and 8; (b) status quo: assuming that care services will be expanded in line with populati on increases, while maintaining current coverage.	In Argentina, Brazil, Mexico and Peru, investment of 2.3%, 2.7%, 1.9% and 3.5% of (projected) GDP respectively in education, health and social care above the status quo would create 28%, 19%, 22% and 32% more jobs by 2030 compared to the status quo. Moreover, 7%, 30%, 10% and 12% of those jobs would be in other sectors, and 15.8%, 21%, 13.7% and 14.7% of the total investment, respectively, would be recovered through tax revenue.
De Henau (2019)	Uruguay	Universal and free coverage for children under 4 years of age.	Annually investing 2.8% of GDP would increase women's employment by 4.2%, and 37% of the jobs created would be in other sectors. With the additional tax revenue, the net funding gap would be 1.4% of GDP.
UN-Women and others (2020)	Mexico	Universal and free coverage for children under 6 years of age.	Additional annual investment of 1.16% of GDP for five years would increase employment by 3.9%. The additional tax revenue would be 0.29% of GDP.
UN-Women and others (2021)	Mexico	Universal coverage for dependent persons over 60 years of age (with different services for serious, moderate and mild dependency).	Initially investing 0.11% of GDP and reaching the fifth year with service costs equivalent to 0.46% of GDP would increase formal employment by 0.46%. With the additional tax revenue, the funding gap in the fifth year would be 0.39% of GDP.
De Henau (2022)	The Americas region	Universal and free coverage for children under school age (60% for children under 3 years of age) and permanently dependent persons.	Additional investment of 1.38% of (projected) GDP in childcare and of 2.48% of GDP for dependent persons would be required. Added to the increase of parental leave, this would involve a total investment of 4.3% of GDP, which would lead to a projected increase by 2035 of 10.6% in the employment-to-population ratio for women (and of 2.7% for men). The additional tax revenue would reduce net investment to 3.2% of (projected) GDP.

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and others, "Costs, returns, and effects of a universal, free, and quality child care system in Mexico", Mexico City, 2020 [online] https://mexico. unwomen.org/sites/default/files/Field%20Office%20Mexico/Documentos/Publicaciones/2021/twopager_pobinfantil.pdf; "El cuidado de las personas adultas mayores en situación de dependencia en México: propuesta de servicios, estimación preliminar de costos e identificación de impactos económicos", Mexico City, 2021 [online] https://mexico.unwomen.org/sites/default/files/Field%20Office%20Mexico/Documentos/Publicaciones/2021/fourpager60v4.pdf; J. De Henau, "Costs and benefits of investing in transformative care policy packages: a macrosimulation study in 82 countries", *ILO Working Paper*, No. 55, Geneva, International Labour Organization (ILO), 2022; "Investing in free universal childcare in South Africa, Turkey and Uruguay. A comparative analysis of costs, short-term employment effects and fiscal revenue", *Discussion Paper*, No. 28, New York, United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), 2019; International Labour Organization (ILO), *Care Work and Care Jobs for the Future of Decent Work*, Geneva, 2019; I. Ilkkaraçan and K. Kim, *The Employment Generation Impact of Meeting SDG Targets in Early Childhood Care, Education, Health and Long-Term Care in 45 Countries*, Geneva, International Labour Organization (ILO), 2019.

All of the studies mentioned are based on the development of a cost structure to expand care services, an input-output methodology[25] to calculate the indirect job creation and a tax revenue estimate that would increase economic activity. More specifically, one the cost structure is in place, it is possible to incorporate it into the input-output analysis to work out the jobs that would be created in sectors other than those in which production inputs are obtained.

As regards care expenditure, worth noting is the recent implementation of the Social Expenditure Database (SOCX) methodology of the Organisation for Economic Co-operation and Development (OECD) in ten countries in the region (Argentina, Brazil, Colombia, Costa Rica, Dominican Republic, El Salvador, Guatemala, Peru, Trinidad and Tobago and Uruguay). This methodology, which is aimed at analysing social expenditure at the programme level, is already being used in Chile and Mexico as OECD member States. The breakdown of social expenditure includes categories related to comprehensive care systems that can

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[25]   Input-output matrices are data matrices that represent the production and structure of expenditure in different sectors. The matrix presents intersectoral transactions, where each sector buys production input or sells to other intermediate sectors. Intersectoral transactions create multiplier effects that are calculated as output multipliers. These multipliers show the effect of increasing a unit of output of a particular sector in the output of other sectors. One the output multipliers have been obtained, it is possible to combine them with employment rates by industry —i.e. the number of workers per output unit— to obtain employment multipliers (Ilkkaraçan, Kim and Kaya, 2015).

be monitored. These categories include the provisions in pre-school care and education, and the provisions in household assistance and residential care services, both for older persons and for persons with disabilities (Adema and Fron, 2019).

In order for care systems and policies to comply with the aim of strengthening joint social and gender-based responsibility in care and overcome the traditional social division of labour, it is essential for the State to ensure the quality of the service provision. To that end, these policies must be followed up through a robust system of monitoring and evaluation indicators that provide information on the fulfilment of objectives, both in terms of the quality of the services created or expanded, and in the coverage of the population that needs them and their impact on women's economic autonomy. The systematic accountability of care systems must be an essential feature of their management and must be supported by information from different instruments, such as administrative records, specific surveys of beneficiaries and qualitative studies that take into account the system's impact on the lives of families, especially of women and persons working in the care sector. This will make it possible to visualize the fulfilment of goals and refocus activities if there is insufficient progress.
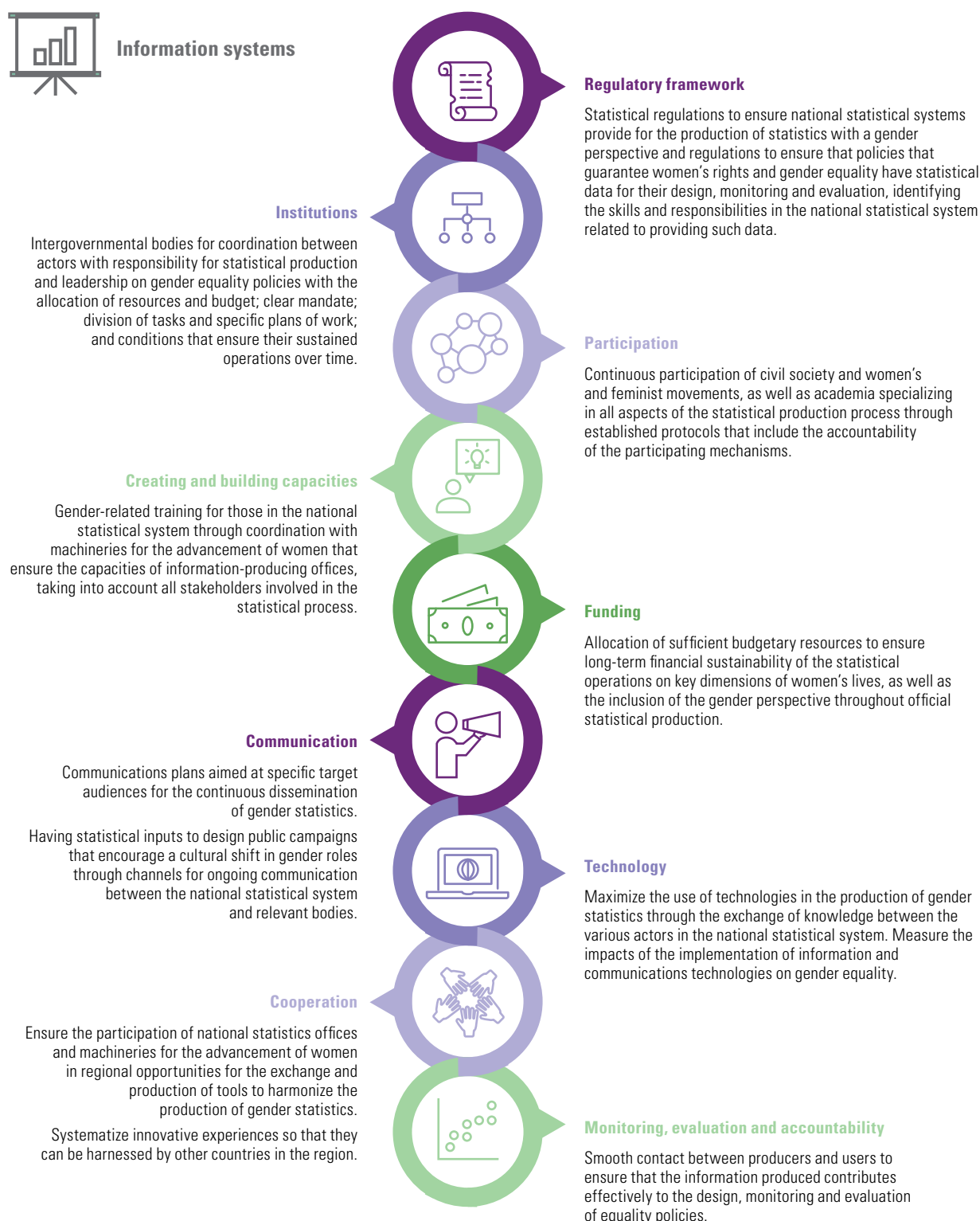
A decade of action to 2030

This concluding chapter presents the challenges facing information systems in areas key to achieving the Goals of 2030 Agenda and the Regional Gender Agenda, so as to propose a road map that will guide advances in statistical production in the coming years. It is essential to bear in mind that mainstreaming the gender perspective in national statistical systems is not an end in itself, but rather something that responds to specific needs and acts as a means of understanding the structural causes of gender inequality, and thereby of promoting and monitoring public policies aimed at addressing the structural challenges of inequality. Later in the chapter, the other nine pillars for implementation of the Montevideo Strategy will be used as a framework to order the challenges and recommendations proposed to make progress towards implementing public policies that contribute to eliminating gender inequalities and guaranteeing the human rights and autonomy of women (see diagram VII.1).

As mentioned throughout the document, the work of various actors at different levels who are willing to commit their resources and the use of their teams is needed to make progress towards mainstreaming the gender approach in the stastistical information system. This requires a regulatory framework that mandates, guides and provides sustainability to actions to boost the gender perspective in statistical production. In order to successfully include this approach, States must maximize their use of specialist gender resources and, at the same time, strengthen the guiding and leading role of machineries for the advancement of women in that area. It is therefore necessary to approve legislation that ensures that national statistical systems produce statistics with a gender perspective with the participation of machineries for the advancement of women throughout the statistical process, from the identification of needs to dissemination and use in decision-making in public policy. Moreover, it is important for these regulatory frameworks to clearly establish the guiding role of national statistics offices in national statistical systems and define the responsibilities of these institutions in ensuring the implementation of the gender perspective in all statistics processes and the quality of the information produced on gender inequalities.

The legislation should be approved in a number of respects. On the one hand, the importance of having statistical data should be included in regulations on the policies that guarantee women's rights and gender equality, as well as the responsibilities of the national statistical system to provide such data for the design, monitoring and evaluation of such policies, taking into account the diversity of women. On the other hand, regulations governing the national statistical system should include a mandate on incorporating the gender perspective throughout the statistical process on the basis of ongoing consultation with the leading bodies in gender policy and of capacity-building on gender-related matters.

The Montevideo Strategy as a road map for moving towards the creation of information systems with a gender perspective

Information systems

Regulatory framework

Statistical regulations to ensure national statistical systems provide for the production of statistics with a gender perspective and regulations to ensure that policies that guarantee women's rights and gender equality have statistical data for their design, monitoring and evaluation, identifying the skills and responsibilities in the national statistical system related to providing such data.

Institutions

Intergovernmental bodies for coordination between actors with responsibility for statistical production and leadership on gender equality policies with the allocation of resources and budget; clear mandate; division of tasks and specific plans of work; and conditions that ensure their sustained operations over time.

Participation

Continuous participation of civil society and women's and feminist movements, as well as academia specializing in all aspects of the statistical production process through established protocols that include the accountability of the participating mechanisms.

Creating and building capacities

Gender-related training for those in the national statistical system through coordination with machineries for the advancement of women that ensure the capacities of information-producing offices, taking into account all stakeholders involved in the statistical process.

Funding

Allocation of sufficient budgetary resources to ensure long-term financial sustainability of the statistical operations on key dimensions of women's lives, as well as the inclusion of the gender perspective throughout official statistical production.

Communication

Communications plans aimed at specific target audiences for the continuous dissemination of gender statistics.

Having statistical inputs to design public campaigns that encourage a cultural shift in gender roles through channels for ongoing communication between the national statistical system and relevant bodies.

Technology

Maximize the use of technologies in the production of gender statistics through the exchange of knowledge between the various actors in the national statistical system. Measure the impacts of the implementation of information and communications technologies on gender equality.

Cooperation

Ensure the participation of national statistics offices and machineries for the advancement of women in regional opportunities for the exchange and production of tools to harmonize the production of gender statistics.

Systematize innovative experiences so that they can be harnessed by other countries in the region.

Monitoring, evaluation and accountability

Smooth contact between producers and users to ensure that the information produced contributes effectively to the design, monitoring and evaluation of equality policies.

Source: Economic Commission for Latin America and the Caribbean (ECLAC).

Intersectoral work has proved to be key in the successful process of countries in the region in incorporating the gender perspective in statistical production. In order to make progress on such work, it is important to strengthen institutions on various fronts. Firstly, and as recommended in the Montevideo Strategy, it is necessary for these actions to contribute to strengthening the leading role of machineries for the advancement of women, which is achieved to a large extent by other actors recognizing their relevant expert knowledge to guide decision-making on statistical issues linked to the inclusion of the gender perspective. In some countries, these links are very strong and come with a long history of joint work that has made it possible to strengthen trust and develop a shared language. In other cases, the coordination is recent or intermittent, and does not make use of the wealth of expertise in gender in the government. It is therefore necessary to ensure coordination between all actors with responsibilities related to producing statistics and guiding gender equality policies throughout the statistical process using mechanisms (regulations, cooperation agreements, inter-institutional groups) that establish the requirement for opportunities for consultation and mutual assistance. Such mechanisms must establish the budgetary needs and appropriate operating conditions for intergovernmental and intersectoral organizations created for the joint production of gender statistics. It is therefore necessary to ensure that these institutions have a clear mandate, division of tasks, allocation of resources and specific plans of work. The challenges mentioned by countries in this regard include political and institutional difficulties that arise in coordination between State data-producing bodies, which is even more complicated in federal countries, where complex institutional consensuses, agreements and frameworks must be developed to integrate data from the country's various jurisdictions. All of this enables the expansion of the interoperability of information systems to improve interconnectedness and the cross-referencing of different databases and to broaden information and knowledge exchanges.

The third implementation pillar of the Montevideo Strategy concerns popular and civic participation: the democratization of politics and societies. As indicated previously, the need to recognize and harness the expert knowledge machineries for the advancement of women also applies to civil society and women's and feminist movements, as well as specialist sectors of academia. The participation of civil society in the process of defining public policy is not only a right of citizenship that democratic States must guarantee, but also a factor that enhances and improves State action, optimizing information collection process, accountability and transparency in public administration. To that end, institutionalized participation mechanisms must be established within national statistical systems (working groups, committee, consultation systems, etc.). The region's civil society organizations and academia are users of statistical information and, in some cases, information producers; they very frequently ensure the existence of information that States are not able to provide on issues such as sexual diversity, sexual and reproductive health, gender-based violence, political participation and care. A national statistical system that did not harness these capacities would not be an efficient system, which is why it is essential to ensure that there are far-reaching participatory processes throughout statistical production in a regular and institutionalized manner using protocols that include accountability and other regulatory standards. Similarly, it is necessary to broaden and develop discussions on data stewardship so as to ensure the reliability of official statistics.

Some of the progress that has been made in information systems to take gender inequalities into account no not necessarily involve an increase in expenditure for States. On the contrary, the regulated and transparent use of public resources usually results in greater levels of efficiency and, ultimately, better use of public resources. The use of available intersectional and gender-sensitive information also calls for the creative use of data to create new information that better illustrates the reality of women's lives in all their diversity. It is also necessary to use technologies that enable existing information to be cross-referenced. That requires capacity-building among information users and producers in line with the provisions of measure 9.g of the Montevideo Strategy. The building and strengthening of State capacities in the production of statistics with a gender perspective requires the development of a shared conceptual framework for all stakeholders involved in the statistical process that can be used to analyse inequalities. To that end, States must ensure

continuous training on gender-related matters for those in the national statistical system by creating links with machineries for the advancement of women and with the leadership of those machineries. Having trained officials at all levels and in all areas ensures that the gender perspective is considered at all stages and makes innovation possible, which includes incorporating the gender perspective into non-traditional areas. Similarly, it is important to strengthen the capacities to produce and analyse gender statistics in machineries for the advancement of women and other State institutions. It is also necessary for these shared conceptual frameworks to include the gender perspective and intersectionality so that they can be comprehensively incorporated into statistical production.

While substantial resources are not always required to make progress in including gender issues in statistical processes, it is certain that little progress can be made without funding and the allocation of sufficient and sustainable resources for that purpose. As established in the pillar on financing in the Montevideo Strategy, financial sustainability is also a challenge in production of gender statistics. In order to design gender policies based on robust and official statistical production, it is necessary to have planned and systematic budgets for corresponding statistics and sufficient samples to carry out a sound analysis of inequalities. In a recent report by Open Data Watch (ODW) and Data2X, it was found that, despite the increasing recognition of the importance of information systems with a gender perspective and gender gaps in statistical systems, in recent years there has not been an increase in financing, but rather stagnation (ODW/Data2X, 2021). Measuring progress towards fulfilling gender equality commitments necessarily requires budgeting for activities, including both statistical operations and actions that make it possible to support intersectoral and participatory work. The allocation of sufficient resources to ensure the long-term financial sustainability of statistical operations on key aspects of women's lives (time use, gender-based violence, etc.) and opportunities for coordination must be guaranteed in planning and budgeting processes. At present, most financing efforts in support of information systems with a gender perspective are international, and a small group of major projects are the main donors. As a result of this situation, financing is volatile and there are substantial changes from one year to the next, reflecting the need to increase not only funding, but also financing and promotional efforts at the local, regional and national levels to be able to create strong and central information systems with a gender perspective (ODW/Data2X, 2021). Countries therefore report their ongoing challenges to obtain sufficient political will to ensure the budget needed for statistical operations of particular importance to women's lives, which are sometimes able to move forward with international cooperation, but that are unable to be institutionalized with the resources needed for their long-term survival.

In order to transform information into useful knowledge for decision-making, citizens and public bodies must take ownership of this knowledge. The dissemination of knowledge created in different formats and languages and to varying degrees of depth is an unavoidable prerequisite for this knowledge to have an impact on decision-making, a statement consistent with the provisions of measure 9.f of the Montevideo Strategy. National statistical systems must also commit to communication and the promotion of cultural change to move towards an egalitarian society, encouraging the exploitation of the information generated and its use in decision-making. It is recommended that communications plans be designed, with the use of ICT, that are aimed at specific target audiences to ensure the continuous dissemination of gender statistics. It would also be desirable to develop statistical input to design awareness-raising campaigns that promote cultural change in gender roles through channels for continuous communication between the national statistical system and the relevant bodies.

Technology must also be harnessed to maximize use of it in the production of gender statistics and to enable the various stakeholders in the statistical system to exchange knowledge. There are various examples of how to incorporate technology in statistical operations that measure their time use and gender-based violence, facilitating the collection of information and improving its quality and fast processing. The use of technology and its gender inequalities must also be included as an important topic in the production of information by national statistical systems. It is therefore recommended that the efforts of implementing ICT on gender equality in areas such as employment, health and gender-based violence be measured. Similarly, the use of technology should strengthen the interoperability of data and computer systems to make information exchanges between State institutions most efficient and sustainable over time. An example of the use of technology in the production of gender

statistics is big data and the opportunities they offer, when used responsibly and with a gender perspective, to shed light on different aspects of the realities of women and guide decision-making. Cooperation, in turn, has become an enabling factor for the inclusion of the gender perspective in Latin American and Caribbean countries. A number of outstanding working processes at the regional level have been noted as a result of collaboration and the sharing of experiences and lessons learned among countries, as well as the creation of conceptual and methodological consensuses. It is key to ensure the participation of national statistics offices and machineries for the advancement of women in regional opportunities for the exchange and creation of harmonization tools for the production gender statistics. The community of practice of gender statistics and the working groups of the Statistical Conference of the Americas of ECLAC both constitute valuable spaces for exchange and cooperation on matters concerning gender statistics. Moreover, it is very useful for countries to systematize their innovative experiences so that other countries in the region can take advantage of them. To that end, it is important to continue to encourage joint work between the Regional Conference on Women in Latin America and the Caribbean and the Statistical Conference of the Americas. Such regional mechanisms lead to cooperation and make it possible to harness the regional institutional framework to promote multilateral partnerships, which, in turn, facilitate the development and strengthening of technical, methodological and analytical capacities in gender statistics, as well as the effective communication of the information generated and its subsequent use in the formulation and monitoring of public policies.

Lastly, monitoring, evaluation and accountability is a mandate that strengthens the valuable feedback of information systems and democracies. It is therefore essential to maintain continuous contact between producers and users so as to ensure that information produced contributes effectively to the design, monitoring and evaluation of equality policies.

While countries in the region have different institutional, political and budgetary capacities to advance with gender information systems, it can be concluded that they are all capable of making progress, at their own pace, in strengthening these systems and that all regional learning and a willingness to cooperate can be of great use in all contexts. Progress may be in stages or gradual, in accordance with the capacities of each country, but it must always take place on the basis of the principle of progress and non-regression in institutionalizing the gender perspective in the national statistical system. To that end, it is crucial that this progress is sustainable over time by virtue of being based on capacities established in stable teams and on inter-institutional, regulatory and budgetary trust.

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Mainstreaming the gender perspective in national statistical systems makes it possible to produce information that reflects the circumstances of women and men in all their diversity, and thus to shed light on inequalities in different aspects of life. The Regional Gender Agenda recognizes the need to design informed public policies based on this type of data, as outlined in the Montevideo Strategy for Implementation of the Regional Gender Agenda within the Sustainable Development Framework by 2030, pillar 9, "Information systems: transforming data into information, information into knowledge and knowledge in political decisions".

This document presents the current situation of statistical production with a gender perspective in Latin America and the Caribbean, the factors that have been key to making progress in this area and the remaining challenges. It was prepared within the framework of the systematic review of progress in the implementation of the Montevideo Strategy, with a focus on pillar 9, and is the outcome of the coordinated work of the Regional Conference on Women in Latin America and the Caribbean and the Statistical Conference of the Americas of Economic Commission for Latin America and the Caribbean (ECLAC).