

Commission on the Status of Women

Forty-ninth session

New York, 28 February – 11 March 2005

PANEL IV

Remaining challenges in relation to statistics and indicators, building on the discussions at the High-level round table organized in the 48th session of the Commission 2004 as well as available data from the World's Women: Trends and Statistics (2005) and the World Survey on the Role of Women in Development (2005)

Written statement* submitted by

Paula Monina G. Collado
Deputy Administrator, National Statistics Office
Philippines

* The paper has been reproduced as submitted.

Issues and Challenges in Generating Gender Statistics in the Philippines ⁽¹⁾

Paula Monina G. Collado ⁽²⁾

The Philippines has a relatively vast experience in generating statistics to address gender issues. The networking between the statisticians and gender advocates has improved data collection on topics related to gender issues. Publications on women and men have also been institutionalized in the publications plans of statistical agencies as well as other government agencies. Capability building programs have been designed to be able to cascade not only in the different government agencies but local government units as well.

The Philippine constitution as well as other legislative and executive issuances recognizes the important role of women in nation building and advancing their status. Gender and development are integrated across sectors at the national and sub national planning processes. The 30-year Philippine Plan for Gender-Responsive Development, 1995-2005 provides a framework for pursuing full equality and development of women and men. At the agency, sector or locality levels, Gender and Development focal points are tasked to catalyze, coordinate, provide direction to and serve as technical adviser on the efforts on this concern. Recent landmark legislations are on anti-trafficking in persons (Republic Act 9208 Anti-Trafficking in Persons Act of 2003) and anti-violence against women and their children (Republic Act No. 9262 – Anti-Violence Against Women and Their Children Act of 2004).

Early studies to come-up with the statistical perspective to monitor gender concerns identified more than 400 indicators derived from censuses, surveys and administrative reporting forms. As early as 1994, government agencies have been enjoined to promote gender concerns through generation of statistics. This paper will present statistics on eliminating gender bias in education. It will then discuss how the various projects undertaken by the National Commission on the Role of Filipino Women (NCRFW), the national machinery on women, to improve statistics on gender concerns. Finally it seeks to identify the challenges facing the data producing agencies to be able to support the need for sex-disaggregated data.

Promoting Gender Statistics, Survey Says

Filipinos view education as an important factor to uplift their quality of life. Education is considered as one of the sectors where differences between women and men are almost equal. Census results provide statistics on literacy (Table 1). From 1980 to 2000, literacy rates among females and males 10 years old and over are close with females overtaking their male counterparts only in 2000. But looking at the numbers, there are still about 4.4 million Filipinos who are illiterate, with women accounting for 2.1 million. A look at those aged 15 to 24 years shows females as more literate than males. Are there programs to teach the 320,000 illiterate women 15 to 24 years old?

Table 1. Literacy Rates by Sex: Philippines, 1980, 1990 and 2000

Year	Literacy Rate 10 years and above		Literacy Rate 15 - 24 years	
	Male	Female	Male	Female
1980	82.8	82.6	94.5	95.7
1990	93.7	93.4	96.3	96.9
2000	92.1	92.5	91.1	92.5

Source: Philippines National Statistics Office, 1980, 1990 and 2000 Census of Population and Housing

Do women and men have equal access to services and opportunities for education and training? Is the educational system responsive to the improvement of women's status? Functional literacy, a higher level of literacy which includes not only reading and writing skills but also numerical and comprehension skills, shows that women are better off although improvement over the years is negligible (Table 2).

Table 2. Functional Literacy by Sex: Philippines, 1994 and 2004

Year	Both Sexes	Male	Female
1994	83.8	81.7	85.9
2003	84.1	81.9	86.3

Source: Philippines National Statistics Office, 1994 & 2003 Functional Literacy, Education and Mass Media Survey

Table 3. Participation Rates, by Sex:
Philippines, 1996 and 1999

School Level	1996	1999
Elementary	94.3	97.0
Male	95.3	96.8
Female	93.4	97.1
Secondary	63.4	65.4
Male	58.7	62.6
Female	68.2	68.3

Source: Republic of the Philippines, January 2003.
Philippines Progress Report on the MDGs

Goal 3 of the Millennium Development Goals (MDGs) targets seeks to promote gender equality. The Philippines target is to eliminate disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015. Enrollment data for school year 1999-2000 show that girls have higher participation rate in the elementary (97.1 percent) than in secondary (68.3 percent). It must be

noted that in the latter half of the 90s, men participation rate in the secondary school grew at a higher pace than women (Table 3).

Has education provided women with better access to the decision-making structures in the society? Do women still have marginal participation in the political processes? The female members are outnumbered by males in the legislative branch that is the Senate and the House of Representative. Female senators comprised one fifth of the Senate in 1998.

Congresswomen have increased by half but decreased in terms of percentage share from 1998 to 2004 (Table 4). Will we see more female legislators in the future?

The measurement of women's contribution to economy remains in the wish list of statistics on gender issues. Do women participating in both formal and informal sectors of the labor force given equal terms and conditions, benefits, pay and opportunities? Labor force data from 2000 to 2004 shows that women employed in non-agriculture industries have declined from 55 to 45 percent as compared to men. Is this a sign of transfer to the agriculture sector or women simply getting out of employment? Can the sex-disaggregated statistics be further processed to better portray disparities, if any?

Table 4. Number and Percent of Female Senators and Congressmen in the Legislative Branch: Philippines, 1998, 2000 and 2004

Year	Senators			Congresspersons		
	Male	Female	Percent Female	Male	Female	Percent Female
1998	19	5	20.8	187	20	9.7
2000	21	3	12.5	174	34	16.3
2004	19	4	17.4	170	30	15.0

Source: Commission on Elections

Table 5. Employed Persons in Non-Agriculture Industries by Sex: Philippines, 2000-2004 (in thousands)

Year	Male	Female	Percent of Women in Non-Agriculture
2000	9,436	11,389	54.7
2001	10,005	8,828	46.9
2002	10,088	8,850	46.7
2003	10,780	9,034	45.6
2004	10,986	8,968	44.9

Source: Philippines National Statistics Office, Labor Force Surveys

Laying the Groundwork

Availability of support from various sources of funds has been one of the advantages in the Philippines. The NCRFW, the women's machinery in the country has consistently advocated the need for statistical support to monitor the progress on gender concerns. This has worked to the advantage of the statistical agencies. Activities implemented in the projects covered framework development, assessment of data source and gaps, systems development, data generation, data packaging, generation, capacity building and institutionalization of data systems.

The major activities to produce statistics on gender issues are:

1. Development of a Gender-Based Indicator System, Data Assessment and Improvement Plan - This was completed by the Statistical Research and Training Center with support from the NCRFW in 1992. The outputs included the list of gender-based indicators composed of about 240 indicators, assessment of gender-specific data requirement and availability and data improvement plan.
2. Generation of Statistics on Filipino Women - This was completed in 1993 by the National Statistics Office (NSO) with support from the NCRFW. The output was a user-friendly compilation of available statistics and indicators on women. It served as the model for the ASEAN Handbook of Statistics on Women.
3. Establishment of a Philippine Statistical Database on Women Migrant Workers (WIMBASE). This was completed by NCRFW with support from the Asia and Pacific Development Center in 1993. The outputs included a framework tracing the flow of events involved in the migration process, design of a database containing both statistical information and an index of textual information and a publication on Changing Occupational Patterns of Filipino Women Migrants. The database, however, required instituting certain modifications in the administrative reporting system to be fully institutionalized.
4. NCRFW Computerized Database System – This was undertaken by NCRFW with funding support from the Asian Development Bank in 1993. A computerized database system that contained both statistical and bibliographic information on women was set-up. A set of analytical reports was also published like the Filipino Women Issues and Trends and Trends in Women Employment in the Regions, 1991-1994.
5. Improving Statistics on Gender Issues - This was completed in 1995 with the National Statistical Coordination Board as the lead agency with support from the United Nations Economic Commission for Asia and the Pacific (UN ESCAP) with funds from the UN Fund for Women (UNIFEM). The project involved six countries: India, Pakistan, Philippines, Sri Lanka, Thailand and Vietnam. The project output included a Report on Gender Issues in the Philippines, a popular booklet entitled Women and Men in the Philippines: A Statistical Handbook published in English and Filipino, National Plan of Action in Integrating Gender Concerns in the Philippine Statistical System.
6. Institutional Strengthening Project Phase II – This was sponsored by the Canadian International Development Agencies (CIDA) and consisted of projects implemented by the NSCB, NSO and SRTC.
 - a. NSCB - The main components are Refinement of Existing GAD Indicators System, Conduct of a Pilot Time-Use Survey in the Philippines Toward the Development of a Framework for Measuring Women's and Men's Contribution in the Economy and Development of a Methodology to Generate Statistics on Violence Against Women and Children (VAWC). Outputs of the first components included a core GAD Indicators Data Framework, Core GAD Indicators and Core GAD Indicators Statistical Data Assessment. The Pilot-Time Use component provided a conceptual framework and development of the estimation methodology. The outputs of the VAWC component included the Statistical Framework for VAWC, Glossary on VAWC and other related concepts, Report on the Existing Administrative Based Data Collection and Reporting System concerned with VAWC and a Statistical Handbook on VAWC.

- b. NSO – There were three components contracted to NSO. For the GAD Trainers Training, the outputs included a Trainers' Manual for a 1-day gender awareness seminar that was distributed to the more than 90 regional and provincial NSO offices and 30 trained GST trainers. For the Gender Sensitivity and Gender Responsive Planning Workshops, the output included almost 150 gender sensitive NSO field personnel and GAD action plan for the 16 regions. For the Conduct of the Pilot Time-Use Survey, the outputs were recommended mode of data collection and data instrument; adaptation of the Trial Time Use Activities proposed by the UN Statistics Division and provision of data for the two sample areas to SNCB for use in the valuation studies.
- c. SRTC – The output is a training course on statistics for gender-responsive development planning. A trainers' manual and a trainers' training were undertaken. Three pilot training programs were conducted with a total of 73 participants.

The projects institutionalized some of the initiatives. The NSCB, the highest policy making body on statistics issued resolutions supporting the adoption of the framework as follows:

1. Statistical Framework on Gender and Development Indicators System (Resolution No. 5, Series of 2001)
2. Statistical Framework and Glossary Related to the Protection of Women and Children (Resolution No. 6, Series of 2001)
3. Creation of an Inter-agency Committee on Gender Statistics to rationalize generation of gender-responsive statistics.

While a lot has been done, there are still a lot more. Is there a need to get a national picture for anti-trafficking in persons and anti-violence against women and their children? Have agencies institutionalized the outputs of their projects? Can women migration statistics be monitored from using the administrative reporting forms?

Challenges

An assessment of the gaps in the statistics on gender concerns revealed that some of the identified data gaps can be addressed by further processing census and survey data sets. Actual data gaps are in the fields of environment (exposure to pollution), economic participation (time spent on doing housework, access to credit), media (advertisement with sexist, stereotyped and demeaning roles), health (women exposed to STD and HIV), violence against women and armed conflict. Has media capitalized on the lack of data to magnify cases of VAWC?

Framework development, on the other hand, has been dealt with extensively. Shouldn't the efforts of gender advocates be generated to analysis of existing variables? Couldn't the large-scale surveys provide a better statistical perspective of the gender issues rather than case studies? Preparation of national surveys to collect any of these new specialized data series will require longer preparation and bigger resources.

The questionnaire and the mode of data capture for the time-use survey have undergone a number of pretesting already. Since it was done on a small scale, the survey design especially the response rate should be looked into. Validation of the quality of data needs to be done as well.

The proposed VAWC survey is another challenge for the statistical office. Are the proposed data to be collected really needed to come up with plans and programs to address VAWC? Since we have no idea on the real extent of the incidence of VAWC, appropriate sample sizes to reduce the sampling error and minimize the cost need to be studied closely. Support for the VAWC must not come only in terms of developing the instruments and processing the data. The appropriate field operations approach must be identified to ensure good data quality from surveys.

The close collaboration between the women's machinery and statistical offices has been one of the best practices in the Philippines. While many have been sensitized on gender concerns, many more needs to be aware of the gender concepts and issues. Continued capacity building among statisticians not only at the national level but also at the regional and provincial levels will produce more gender advocates. Capacity building remains a challenge to reach out to all.

There are a lot of statistics available for research. Re-tabulation or re-processing of some of the data is needed to highlight gender concerns. Are 3 or 5-year old data sets still useful? It must be noted that census and survey data takes a longer time to be processed than micro data. Producing statistics must always go hand-in-hand with disseminating statistics. The challenge remains in how these statistics produced can promote interest and commitment to address gender concerns.

References

Commission on Election, 2005. Special Tabulations

Ericta, Carmelita N., 2000. "Issues, Trends and Directions in the Development of Gender Statistics." Paper presented at the Annual Research Conference of the Statistical Research and Training Center held on October 6, 2000 at the Sulo Hotel in Quezon City, Philippines

National Statistical Coordination Board, 2003. Women and Men in the Philippine 2003 Statistical Handbook

National Statistics Office, 1980, 1990 and 2000 Census of Population and Housing reports

National Statistics Office, 1994 and 2003 Functional Literacy, Education and Mass Media Surveys

National Statistics Office, 2000 to 2004 Labor Force Surveys

Republic of the Philippines and United Nations Country Team, January 2003. Philippines Progress Report on the Millennium Development Goals.