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ADVISORY NOTE 02

SEX-AND AGE- DISAGGREGATED DATA (SADD)

Achieving development
goals in the agriculture,
fisheries and
small business
sectors

Sex- and age-disaggregated data (SADD)

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Background

National policies and programmes are designed to address population needs; however, they can only do so effectively if those designing them are aware of the diverse needs that different groups of the population might have. The evidence that is thus considered during policy and programme decision-making processes must not only be readily available, up-to-date and accurate, but also properly disaggregated to capture the unique realities of men, women, boys and girls, as well as other important groups. Thus, effective policies and programmes must be informed by comprehensive **sex and age-disaggregated data (SADD)**.

The lack of sex-and age-disaggregated data and statistics that highlights gender inequalities, especially around issues pertinent to inclusive and sustainable development in agriculture, fisheries, and small scale agro-industries results in an incomplete picture of women's economic, political and social situations in the country and represents a key obstacle to the integration of gender equality into related sectoral programmes. Examples of the absence of sex-disaggregated data in policy frameworks include those related to land ownership (as an indicator of access to productive resources and wealth), and small- and microenterprise-ownership, to name a few.

The global demand for SADD

Recent decades have seen an increasing demand for national statistical systems to generate socially relevant and reliable statistics, including sex-disaggregated data and gender-sensitive indicators. Much of this demand is triggered by international mandates for gender equality such as the Beijing Platform for Action in 1995 (UN 1995) and, importantly, the Sustainable Development Goals (SDGs), which set time-bound targets and indicators.

Strategic objective **H.3 of the Beijing Platform for Action 1995** referenced the need to '*Generate and disseminate gender-disaggregated data and information for planning and evaluation*' and clearly outlined actions for national statistical services and relevant government stakeholders to take to comply. Among other things, governments are responsible for:

- Ensuring the regular production of a statistical publication on gender that presents and interprets topical data on women and men in a form suitable for a wide range of non-technical users;
- Ensuring that producers and users of statistics in each country regularly review the adequacy of the official statistical system and its coverage of gender issues, and prepare a plan for improvements, where necessary;
- Developing and encouraging the development of quantitative and qualitative studies by research organizations, trade unions, employers, the private sector and non-governmental organizations on the sharing of power and influence in society, including the number of women and men in senior decision-making positions in both the public and private sectors;
- Using more gender-sensitive data in the formulation of policy and implementation of programmes and projects.

Still, even as nations pursue the above, the gender dimension of agriculture, fisheries and small-scale agri-business statistics is often neglected by sector statisticians as well as by gender-statistics specialists. Since gender issues are an important component of the social context in the country, sex- and age-disaggregated data (SADD) on the structures of the agriculture, fisheries and small-scale agri-business sectors and related labour force are becoming increasingly important for national policy formulation, planning, monitoring and evaluation.

SADD in Agriculture and Related Sectors

In recent years, and in addition to the above, development thinking has been shifting from a focus on Women in Development (WID) – in which women’s practical/basic needs and economic empowerment are specially targeted – to a Gender and Development (GAD) perspective, which takes into account the division of work and benefits between women and men and is aimed at their conscious redistribution in both productive activities and the domestic sphere.

The change in development thinking from WID to GAD perspectives has had implications for the discipline of **gender statistics in agriculture**. Classical approaches to gender and agricultural/rural statistics that were situated within the WID framework often failed to recognize and consider much of rural women’s work in agriculture the related sectors.

With the shift to the GAD approach, new data on women’s roles, gathered at all levels, have begun to provide the kind of information needed to develop gender-sensitive policies, gender responsive programme plans and gender-just distribution of benefits.

In fact, **gender analysis** is now the cornerstone of the GAD approach and has helped to overcome the shortcomings of the earlier WID perspective by differentiating between needs and interests of both men and women. Gender analysis involves the collection of ‘new gender-disaggregated data’ (or SADD) from a variety of sources on a wide range of topics. These topics include, among others:

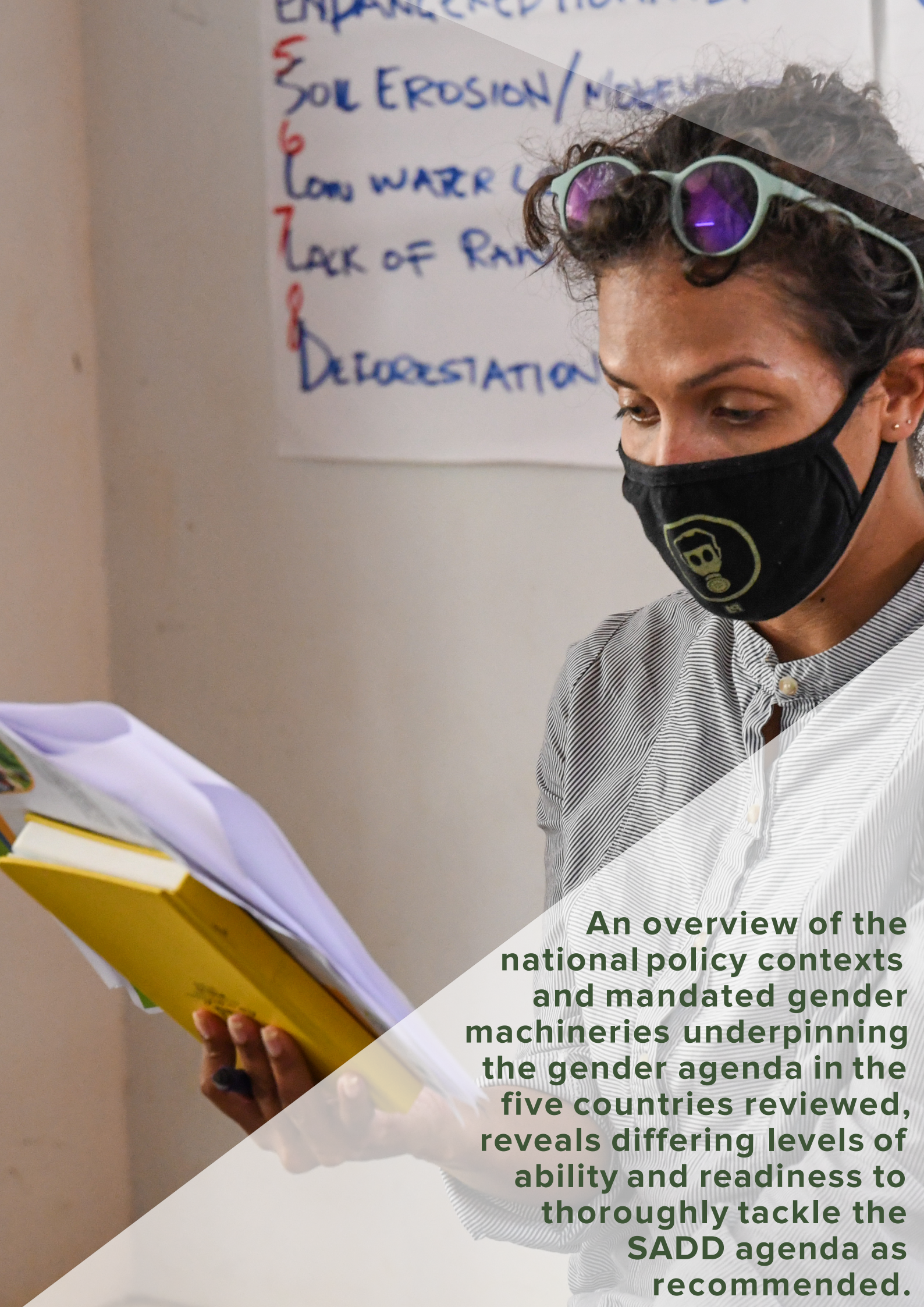
- Physical location and type of economy
- Different groups within the community (class divisions, ethnic and/or religious minorities)
- Demographic data (e.g., family size, age pyramids education level, etc.)
- Living conditions and technology available
- Normal roles of men and women, children and old people as regards task distributions, including the hours worked by different family members on different tasks and distribution of these through-out the day and year
- Exceptions to the task distribution (in the case of widows, unmarried mothers and other female headed households)
- Access to and control of resources (land, money, credit, machines etc.)

- Legal and actual land holding situation rights to use communal or state land and forests
- Financial situation
- Household budget data
- Membership of community organizations, including the existence of women's groups
- Observations on general problems faced: the community, women in particular and gender behaviours in general.

The collection of new data has helped enhance women's status by recognizing their value and facilitating a clear articulation of gender issues and the provision of a basis for sound remedial policy and planning initiatives. Practical application of this can be seen in the **World Programme for the Census of Agriculture (WCA)** a ten-yearly, world-wide programme of agricultural censuses promoted by the UN Food and Agriculture Organisation (FAO).

Recent developments in FAO’s approach to strengthening integration of gender analysis in agricultural survey methods have influenced the design of the WCA 2010, which covers the period of 2006-2015. Among other things, FAO now recommends agricultural censuses collect data on **primary items** (minimal indispensable data points for complete enumeration) and **secondary items** (additional data that can be collected through sample surveys that supplement the core census data as may be required by specific sectoral agenda). Integrating gender in census design and collecting sex- and age-disaggregated information for all minimal core data items is recommended, as this would facilitate disaggregation and analysis of the wider data sets collected to identify important trends and realities experienced by different groups of respondents.

The WCA 2010 also introduced the **sub-holding** and **sub-holder** concepts. A **sub-holding** is defined as a single agricultural activity or group of activities (e.g., a field, a plot, a livestock operation, etc.) managed by a particular person or group of persons in the holder’s household on behalf of the agricultural holder. There may be one or more than one sub-holding in a holding. A **sub-holder** is a person responsible for managing a sub-holding on the holder’s behalf. There is only one sub-holder in a sub-holding, but there may be more than one sub-holder in a holding. The sub-holder concept is broadly similar to the concepts of “plot manager” and “farm operator” used in some countries. Capturing information on the sex and age



An overview of the national policy contexts and mandated gender machineries underpinning the gender agenda in the five countries reviewed, reveals differing levels of ability and readiness to thoroughly tackle the SADD agenda as recommended.

of sub-holders can help identify trends and eventual gender-based inequalities within the larger holdings.

About CountrySTAT. CountrySTAT is a statistical framework and applied information system for analysis and policy-making to organise, integrate and disseminate statistical data and metadata on food and agriculture coming from different sources. It gathers and harmonises statistical information from different institutions so that information tables become compatible with each other at the country level and with data at the international level.

Country-level capacity for SADD

An overview of the national policy contexts and mandated gender machineries underpinning the gender agenda in the five countries reviewed, reveals differing levels of ability and readiness to thoroughly tackle the SADD agenda as recommended.

The **Government of Antigua and Barbuda** established the Directorate of Gender Affairs to, inter alia, design, promote the implementation of, execute, monitor, evaluate, advocate and mobilize support for policies and programmes that promote gender equality in the country. However, at present, there is no over-arching national policy framework that establishes clear measures, targets and indicators for advancing gender equality and gender mainstreaming. As a result, other national sector policies have incorporated gender considerations, albeit with varying degrees of precision –i.e., the National Strategic Action Plan to End Gender-based Violence (2013-2018), Antigua and Barbuda National Youth Policy (2007), the Education Sector Plan (2013-2018), the National Strategic Plan (NSP) for HIV/AIDS in Antigua and Barbuda (2012-2016), Food and Nutrition Security Policy (2012), and the National Anti-Drug Strategy Plan (2010-2014).

The **Government of Barbados** established the Bureau of Gender Affairs (BGA) in 1999 as the national gender machinery responsible for facilitating the achievement of national objectives for gender equity and equality, as expressed in the National Strategic Plan of Barbados (2005–2025). However, despite the importance given in the NSPB to achieving gender equality and mainstreaming gender into national priorities and initiatives, in practice, gender is not a priority. This is evidenced by the ‘gender neutral’ stance, which does not recognise barriers to gender equality, and the difficulty in accessing sex-

disaggregated data, particularly within the economic sectors. It is also reflected in the low levels of support from senior members within the public service for gender-sensitivity training and the extent to which trained personnel can incorporate gender mainstreaming into existing work obligations. Having said that, the BGA is spearheading the development of a National Gender Policy for Barbados.

Barbados was one of three Commonwealth countries that participated in a pilot project for the Commonwealth Secretariat’s Gender Budget Initiative in 1999, but there is currently no gender budgeting strategy for Barbados, and ministries other than the host Ministry of People Empowerment and Elder Affairs (MPEEA) do not have budgets for gender mainstreaming.

Thus, both Antigua and Barbuda and Barbados appear to lack a strong gender mainstreaming strategy that can be utilized by Ministries, agencies, organizations and other groups to advance the national gender quality mandate and to build understandings of the critical nature of gender equality in agriculture, fisheries and small business development plans and processes. Furthermore, in both countries, the national gender machinery is often marginalized in the national government structures, and the mechanisms for promoting gender equality are frequently hampered by unclear mandates, lack of adequately trained staff, inadequate financial resources, the lack of readily available data and accurate information, and insufficient support from national political leadership.

The **Government of the Commonwealth of Dominica** established a Bureau of Gender Affairs (BGA) and has put in place a National Gender Policy which signalled the BGA’s expanded focus from ‘women’s rights and empowerment’ to ‘gender equality’ and attention to emerging male gender gaps and issues in the society (e.g., in the areas of education, health and violence).

However, a country gender assessment conducted in 2014 revealed inadequacies in the collection of sex-disaggregated data, and the conduct of gender-sensitive research and analysis by relevant stakeholders including the public/private sectors and civil society. Data gaps include those related to the publication of the 2011 population census, the absence of an agricultural census since 1995, the lack of sex-disaggregated data on credit services by banks

and other credit institutions, etc. Still, a few key institutions do have the capacity to collect sex-disaggregated data, such as the Central Statistical Office, and the Ministries of Education and Health.

While the National Gender Policy takes a gender mainstreaming approach, the process of developing other national and sectoral policies has not been adequately informed/guided by the National Gender Policy. This is related to the lack of capacity and resources of the Bureau of Gender Affairs to effectively lead gender mainstreaming across the public/ private sectors and civil society. A key example is Dominica's Third Medium-Term Growth and Social Protection Strategy 2012- 2014 (GSPS). The GSPS 2012-2014 represents the Government's strategy for pursuing growth and poverty reduction. The GSPS 2012-2014 includes a section on gender that recognizes the Government's adoption of the 2006 National Gender Policy and reiterates the imperative of achieving the empowerment of women and redressing gender disparities. It indicates that gender mainstreaming is the main approach for achieving the objectives of the National Gender Policy and urges "strong cooperation and collaboration from all departments in the entire Government system to enable the BGA to carry out its mandate effectively" (GOCD, 2012b: 74). However, the GSPS 2012-2014 does not integrate gender as a cross-cutting issue but views gender as a specific sector.

The **Government of Grenada** established a Division of Gender and Family Affairs under the present Ministry of Social Development, Housing and Community Empowerment and it has developed a Gender Equality Policy and Action Plan that recognises and appreciates the differences between men and women based on biological and physiological realities as well as social constructs. It aims to bring a gender equality perspective to national development through a number of thematic areas.

However, here too, a country gender assessment conducted in 2014, as well as this study revealed serious inadequacies in the collection, compilation and analysis of sex-disaggregated data, and the conduct of gender-sensitive research and analysis by relevant stakeholders including the public and private sectors and civil society. Still, a few key institutions seem to have the capacity to collect sex-disaggregated data such as the Central Statistical Office, the Ministry of Finance, the Parliamentary

Office, the Ministry of Education, the Ministry of Health and the Royal Grenada Police Force.

The Division of Gender and Family Affairs has faced many challenges including inadequate staffing linked to structural adjustment policies. This has resulted in a limited capacity for planning, implementing and monitoring programmes and activities for the advancement of women's rights and gender equality, and undertaking gender mainstreaming (GOCR/CEDAW, 2009: 7-8). There is, therefore, a need for the enhancement of the status and staffing of the national gender machinery to enable it to lead and coordinate the implementation of the (forthcoming) Gender Equality Policy and Action Plan (GEPAP).

The **Government of St. Lucia** has not established a central mechanism to spearhead the national gender agenda in the country and it does not have a national gender policy. While it has employed a systematic approach to mainstreaming a gender perspective in pursuit of its national development objectives, efforts to promote gender equality are often marginalized in the national government structures, and the mechanisms for promoting gender equality are frequently hampered by unclear mandates, lack of adequately trained staff, inadequate financial resources, the lack of readily available data and accurate information, and insufficient support from national political leadership. Funding for gender focal points is necessary along with gender sensitization and training of research staff and policymakers, evaluators and recommenders to inform gender-responsive policy-making.

Country-level capacity for SADD in Agriculture

For nearly twenty years, the FAO has responded to the gender-related data gaps within the agriculture, fisheries and agro-processing sectors through a collaboration between two of its divisions - the Gender, Equity and Rural Employment Division (ESW) and the Statistics Division (ESS) – and the national statistical systems in the countries reviewed. The effort was aimed at the building of national capacity in the thematic area of gender and statistics for ministries responsible for agriculture, fisheries and small agro-enterprises and central statistics office. Much of this collaboration has taken place in the context of the World Programme for the Census of Agriculture (WCA) and the changing analytical approaches to gender in development studies.



In all countries, regardless of advances to date, efforts to clarify and socialise gender-related institutional mandates and structures are required.

The WCA in the Caribbean

- The **Government of Antigua and Barbuda** conducted its first census in 1961, its second in 1984 and the most recent one in November 2007.
- The **Government of Barbados** conducted agriculture censuses in 1950 and in 1961. In 1969, a revised Statistical Programme determined censuses were to be completed in years ending in “1”, thus, a census was carried out in 1971 but resource constraints impeded the 1981 exercise; it was instead completed in 1989.
- The **Government of the Commonwealth of Dominica** conducted a complete agricultural census in 1960/61 and attempts to update this information were made in 1976/77, but the results were considered inadequate. The most recent Census of Agriculture was completed in 1995 by the Ministry of Agriculture (MOA), in close cooperation with the Central Statistical Office (CSO) of the Ministry of Finance.
- The **Government of Grenada** has conducted six agricultural censuses (ACs) in the last 50 years. Two ACs were conducted as a part of the West Indies ACs, in 1946 and 1961, while the other four were conducted as Grenada's Agricultural Censuses (GACs), in 1975, 1981, 1995 and 2012.
- The **Government of St. Lucia** has also conducted six agricultural censuses (ACs) in the last 50 years. Two ACs were conducted as a part of the West Indies ACs, in 1946 and 1961, while the other four were conducted as St. Lucia's Agricultural Censuses, in 1973/74, 1986, 1996 and 2007.

Strategic elements of this collaboration with the countries have included:

- Production of technical guidelines and training materials for gender and statistics to support data production and use;
- Sensitisation and Training of both producers and users in gender issues, concepts and tools for the production, analysis and use of sex-disaggregated data;
- Technical Support to agricultural censuses and surveys in gender principally within the framework of technical support to the World Census of Agriculture;
- Recoding and/or re-tabulation of existing data to produce sex-disaggregated data sets, especially

for use in policy decision-support provided by FAO; and

- Preparation of sex-disaggregated data bases and data sets, for inclusion in larger data bases, such as FAOSTAT.

Considerations for decision-makers

In all countries, regardless of advances to date, efforts to **clarify and socialise gender-related institutional mandates and structures** are required as is comprehensive capability development for all relevant staff in gender-related principles, approaches and tools, and adequate funding to support the gender mainstreaming agenda and collection, analysis and dissemination of readily available and accurate sex-and-age related data and information.

In addition, **clear systems** need to be put in place in all Ministries and agencies to support and facilitate the regular/ongoing collection and collation of sex-disaggregated data on key sector issues, undertaking gender analysis of quantitative and qualitative data, setting gender-responsive targets, and using the above in policy-making, planning and service delivery.

A systematic plan to **build on existing SADD platforms** in the countries reviewed and the region would also be required. A few points for consideration include, but are not limited to:

- **Supporting a strong synergy between the WCA and CountrySTAT programmes** to provide a coherent framework for SADD in Agriculture work within and across countries. The ten-year focus of WCA, with its emphasis on the agricultural census and associated surveys, when coupled with re-analyses of earlier censuses and surveys, will help to establish benchmark data on gender aspects of the structure of the agricultural (particularly the household) sector. The integrative feature of CountrySTAT, which harmonises data from a variety of sources, would allow for a gender module that would include sex-disaggregated data items that would need to be measured at more regular intervals, such as the rural economically active population (agriculture versus other employment, agriculture employment and agriculture unemployment, etc.). There is also the need to develop a framework for a gender statistics

module that would be compatible with the gender statistics under WCA and integrate this into the CountrySTAT and FAOSTAT information systems. Through CountrySTAT, these data could then be fed more easily into the gender framework in FAOSTAT, making access to, and use of, such data quicker and easier for policy makers.¹

- **Establish a wider, multi-sectoral framework for SADD collection, analysis and uptake.** Such a system could provide the framework needed for the collection, representation and gender analysis of statistics on women and men required for evidence-based policy formulation across sectors, as well as for other important statistical services, such as measuring the progress towards the Sustainable Development Goals (SDGs) and other international conventions. Where required, training in the analysis of sex-disaggregated agricultural data should be considered. Finally, it is anticipated that such a synergistic framework would promote a Caribbean-wide sharing of experiences and ‘best practices’ through the institutional mechanism of CARICOM to help build a community of practice for improving the use of SADD in agriculture, fisheries and small-scale agri-business in the region.
- **Engender the design and data collection of future national agricultural censuses.** These could entail capturing, among other things:
 - Demographic data on the agricultural population: Average size and dependency ratio of agricultural households by sex of Head of Household at enumeration districts (EDs) and national levels;
 - Access to productive resources, land and animals: at holding or plot level, including the sex of manager, individual or collective plot manager; for livestock: Agricultural holdings by type of animal and by sex of holder; ownership of animals by type and by sex of owner;
 - Destination of agricultural produce: example: Crop usage proportions (percentages

consumed, used for seed, sold, wages in kind, animal feed, etc.)

- Labour and time-use: Example: How much time do men and women in the household spend on selected agricultural activities?
- Poverty indicators: Problems satisfying household food needs.

¹ This is the case for agricultural statistical data in general in the Philippines (Lizarondo and Jalisán 2007).