

# Framework for the Integration of Women in APEC



**SOM AD HOC TASK FORCE  
ON THE INTEGRATION OF WOMEN IN APEC**

Ministry of Finance and  
Economic Affairs  
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For  
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## FRAMEWORK FOR THE INTEGRATION OF WOMEN IN APEC

### A. INTRODUCTION

*What is the Framework for the Integration of Women in APEC?*

The *Framework* responds to APEC Leaders' recognition that gender is a cross-cutting theme in APEC. It is a practical and systematic approach to guide APEC in the achievement of the integration of women in the mainstream of APEC processes and activities. The *Framework* is comprised of three inter-related elements, and an Implementation Strategy, which together were identified by the 1998 APEC Ministerial Meeting on Women as essential to reinforce the important role of women in economic development. The inter-related elements are:

- **Gender Analysis** - a methodology for examining the differences in women's and men's lives;
- **Collection and Use of Sex-disaggregated Data** data classified by sex and presented separately for women and men;
- **Involvement of Women in APEC** the increased participation of women in APEC fora.

In addition, practical Guides for gender analysis, the collection and use of sex-disaggregated data and the involvement of women in APEC have been

developed as tools to complement the *Framework* and assist APEC with its implementation. These are available in print and on the APEC Secretariat website ([www.apecsec.org.sg](http://www.apecsec.org.sg)).

#### *What is the mandate for the Framework?*

The *Framework* follows up on the recommendation of the 1998 Ministerial Meeting on Women and subsequent APEC Leaders' directive to *develop a Framework for the Integration of Women in APEC* as a means of accelerating the progress of integrating women in the mainstream of APEC processes and activities. The *Framework* has been prepared by the SOM Ad Hoc Task Force on the Integration of Women in APEC, established for this purpose. The Joint Ministerial Statement of the 1998 APEC Ministerial Meeting on Women is Appendix 1.

#### *What is the basis for the recommendations from the Ministerial Meeting On Women?*

Ministerial recommendations are based on a series of principles contained throughout their Joint Ministerial Statement:

- Gender is a cross cutting theme in APEC;
- APEC activities related to trade and investment liberalization and facilitation (TILF) and economic and technical cooperation (ECOTECH) are closely inter-linked and have major implications for women;
- Women are critical to the achievement of sustainable economic

development in the region; and, women's unpaid work constitutes a major contribution to the economy;

- Close linkages exist between the issues and activities of other APEC fora and the issues affecting women in micro, small and medium enterprises, science and technology, human resources development, finance, fisheries, tourism, transportation, telecommunications, and other sectors;
- The specific realities faced by women must be recognized, understood and systematically taken into account in the formulation and implementation of policies, programs (including economic recovery programs), and projects;
- Efforts should be directed to empower and increase the capacity building of women to respond to economic opportunities and challenges, and to eliminate barriers to women's full participation in the economy;
- Greater emphasis should be placed on the engagement of broader sectors of society.

#### *What is meant by gender?*

*Gender* refers to the socially determined differences between women and men such as roles, attitudes, behaviors and values, as opposed to *sex* that identifies the biological differences between women and men. Whilst sex is genetically determined, gender roles are learned, vary across cultures and over time, and are thus amenable to change. Gender is a relational term, which includes both women and men.

### *What is meant by gender mainstreaming?*

In the APEC context, the *mainstream* refers to the set of dominant ideas, policies, practices, institutions, and organizations in society which determine the allocation of resources and opportunities.

*Gender mainstreaming* means women and men having equitable access to, and benefit from society's resources, opportunities and rewards, and equal participation in influencing what is valued and in shaping directions and decisions. Therefore, within APEC, gender mainstreaming would incorporate gender perspectives into the goals, structures, priorities, policies, decisions, processes, practices, activities (including projects), and resource allocation as well as participation at all levels.

In addition, special measures or women-specific projects may also be necessary to address gender inequalities and achieve APEC's goals for women and men in the region.

### *What is the potential impact of the Framework?*

Over time, the *Framework* could have far-reaching positive impacts on the social and economic well-being of the region. Its implementation would contribute to the increased effectiveness of APEC policies and activities in the achievement of its vision and goals, for example:

- The identification and elimination of barriers to women's full participation in the economy and the disproportionate impacts of the

financial and economic crisis on women, as identified by the 1998 APEC Ministerial Meeting on Women.

- The creation of a leading-edge workforce that fully utilizes the talents of the entire population, male and female;
- The increased capacity of women to respond to economic opportunities offered by trade and investment liberalisation and facilitation, and by economic and technical cooperation;
- The explicit integration of the economic interests of women into strategies for economic recovery and future prosperity;
- Broader understanding and support for APEC, through the increased participation of women.

### *To whom does it apply?*

The implementation of the *Framework* is the responsibility of all APEC fora and of all women and men involved in APEC processes, policies, projects and activities including Leaders, Ministers, Senior Officials, Chairs, Lead Shepherds and the APEC Secretariat.

The *Framework* may also be applied at the individual economy level.

## **B. ELEMENTS OF THE FRAMEWORK**

### **1. Gender analysis**

### *What is gender analysis?*

Gender analysis is an important component of the APEC approach to the integration of women in the mainstream of APEC activities and processes. It is a methodology to:

- Identify and understand the differences in the lives of women and men, and the diversity among women themselves, i.e. in their varied circumstances, responsibilities, social relationships and status within existing economic, social, cultural, environmental, institutional and political structures in any community, or economy.
- Assess how policies, programs or projects may impact differently on women and men, girls and boys;
- Compare how and why women and men are affected differently through the collection and utilization of sex-disaggregated data, both qualitative and quantitative;
- Integrate gender considerations throughout the planning, design, implementation and evaluation processes.

### *What is the added value of gender analysis?*

- More comprehensive knowledge and awareness of the different realities of the lives of women and men.
- Informed decision-making leading to the achievement of the goals of APEC and gender equality.
- Increased effectiveness and improved design, implementation, monitoring, evaluation and communication of policies and projects.

- Recognition that different strategies and measures may be necessary to achieve intended results and equitable outcomes for women and men.
- More effective APEC processes and mechanisms for coordinating, implementing and monitoring the *Framework for the Integration of Women in APEC*.

### *How do you implement gender analysis?*

Gender analysis may be applied at the policy or project level. In both cases, the outcomes of the policies or projects can strengthen equal economic opportunities for and participation of both women and men in future growth and prosperity of APEC economies, as well as change gender relations. To assist in the implementation of gender analysis, an *APEC Guide for Gender Analysis* is available.

## **2. Collection and Use of Sex-Disaggregated Data**

### *What is Sex-Disaggregated Data?*

Sex-disaggregated data means any data that is cross-classified by sex, presenting information separately for women and men, girls and boys. Sex disaggregated data is collected on the basis of concepts and methods that take into account women's and men's roles, realities, conditions and situations in all spheres and aspects of society, such as literacy, education levels, business ownership, employment, wage differences, dependants, home and land ownership, loans and credit, debts.

### *Why Collect Sex-Disaggregated Data?*

*The lack of sex-disaggregated data hides the actual, as well as the potential contributions of half the population to our economies and may hinder effective policy development. We recommend that APEC identify the gaps in data collection methodologies and processes and take steps to address these gaps in the most cost-effective way. Each member economy is encouraged to build its own sex-disaggregated database in a format comparable to internationally recognised standards, where available.*

(APEC Ministerial Meeting on Women, Manila, 1998)

Sex disaggregated data is an essential input into gender analysis and the understanding of the different economic contributions, circumstances and realities of women and men. Sex-disaggregated data can provide information about how much women contribute to all aspects of society and economic activity in both their paid and unpaid capacities. Using sex-disaggregated data can help APEC fora to decide on and carry out activities that are effective, equitable and beneficial for women and men, as well as their economies, and so gain the most benefit from their work.

Sex-disaggregated data can be used to:

- identify the different situation of women and men, including changes over time;
- consider the impact APEC activities will have on both women and men, and track the impact they do have;

- identify and define problems, develop options and choose the option which will be most effective and beneficial for both women and men;
- more fully understand the impact of events such as the regional economic crisis on women, and hence assist in formulating activities in response to the events;
- allocate resources and effort in a more equitable fashion;
- evaluate and monitor results and outcomes by sex.
- show progress or lack thereof of women using indicators and regular data publications.

More equitable results are likely when gender analysis using sex-disaggregated data is carried out. Economies, businesses and people all benefit when the range of women's and men's current and potential input to economic progress is known and used in economic decision making.

### *How can the collection and use of sex-disaggregated data for APEC Fora be improved?*

Member economies and some APEC fora are currently collecting and using some sex-disaggregated data in a range of areas. In addition to the statistics and information collected by individual economies there are many possible sources of data such as international agencies, research or study centres, businesses and non-government agencies.



International initiatives, such as those led by the United Nations and the World Bank are already in place to assist economies to improve their collection of sex specific data standards and best practices for data collection are well document. The *APEC Guide on Collection and Use of Sex-Disaggregated Data* gives information on resources available to assist economies as well as provides sources and examples of sex-disaggregated data that may be useful to support the APEC priorities.

Some work on the collection and use of sex-disaggregated data is already underway in priority areas through a number of APEC fora.

Increasing the collection and use of sex-disaggregated data in other areas could enhance APEC's opportunities to promote economic development. APEC fora can use data in many different forms to analyse situations for women and men. Qualitative data or research studies as well as quantitative statistics can provide useful insights for APEC fora. It would be appropriate for APEC fora to individually and collectively consider what data should be collected as they are developing and reviewing specific projects and policies. Extending disaggregated data to include other factors such as ethnicity and age could further add to APEC's information base. One example of data that could be collected by APEC are the participation rates of men and women in APEC fora and APEC leadership roles. Further examples are provided in the *APEC Guide on the Collection and Use of Sex-Disaggregated Data*.

### **3. The Involvement of Women in APEC**

#### *Why involve women in APEC?*

The 1998 APEC Ministerial Meeting on Women recommended the promotion and encouragement of the involvement of women in all APEC fora. Special mention was made of women's involvement in decision-making.

Data on the participation of women and men in APEC fora are incomplete and difficult to access. Most participant lists, for instance, are not sex-disaggregated. However, attendance lists of a number of APEC meetings and activities suggest that women constitute only about a quarter of the participants.<sup>1)</sup> This is roughly the same magnitude reported by a stocktaking of Human Resource Development Working Group (HRDWG) projects and activities.

In 1998 and 1999, among committee chairs, Lead Shepherds, convenors, and other leaders, the participation rate of women varied between 17-28 percent. These figures provide an approximate reference point for monitoring participation of women in APEC.

#### *How can women be more involved in APEC?*

Involvement of women refers to the *participation* of women in APEC fora, activities and projects. Women can participate as decision-makers, Leaders, heads of committees, working groups, or other APEC bodies that formulate

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1) In July 1999, the Philippines with funding support from Canada, conducted a study of the involvement of women in APEC. Two data sets were analysed: lists of APEC meeting participants and the list of APEC fora chairs and convenors; and responses to an informal survey on women's participation in APEC fora. The tabulated data is available electronically at the APEC Secretariat Website ([www.apecsec.org.sg](http://www.apecsec.org.sg)).

and implement policies and programs; as leaders or key members of research teams and conference delegations; and as partners or experts, who are consulted by APEC and member-economies either in individual capacities or as organisations (such as the APEC Business Advisory Council (ABAC) and the Women Leaders Network (WLN)).

Women's participation in APEC fora could be improved as follows (see *APEC Guide on the Involvement of Women*):

- Encouraging economies and all APEC fora to increase women's presence and participation in activities and projects, especially as decision-makers; and to include more women in their delegations to meetings and other fora, particularly to high level meetings such as Senior Officials, Ministers and Leaders.
- Through analysis of the current involvement of women in APEC and by addressing factors that may constrain women's participation.
- Through the promotion of an environment within APEC and its member-economies that will be conducive to greater women's participation by the implementation of the *Framework*.

### C. IMPLEMENTATION AND ACCOUNTABILITY

The 1998 Ministerial Meeting on Women made a series of recommendations to accelerate the integration of women in APEC and to *ensure the implementation of these recommendations and accountability for results*. The implementation strategy also responds to the APEC Leaders directive to

determine next steps to integrate women into the mainstream of APEC activities (APEC Leaders, Vancouver, 1997).

The implementation strategy sets out the essential actions to integrate women into APEC and will assist APEC achieve its goals of continuous and sustainable economic development and further prosperity for women and men in the region. The implementation strategy recognises that change will occur incrementally and over time, and builds on existing APEC processes and mechanisms. The strategy is flexible in that it allows each APEC forum to chart its most effective implementation path including the allocation of resources.

The successful implementation of the *Framework* requires a critical transition period for capacity building in gender analysis, developing awareness of the *Framework*, acquiring knowledge of good examples of gender-integrated policies and projects, and for APEC to gain experience with gender integration. Implementation also requires commitment at all levels of the organisation, APEC-wide management and monitoring of progress, and gender expertise to assist in the process. The strategy therefore anticipates a two-year transition period, subject to yearly progress reviews.

## IMPLEMENTATION STRATEGY

There is a shared responsibility at all levels of and throughout APEC for the implementation and promotion of the *Framework for the Integration of*

*Women in APEC.* Because of its cross-cutting nature, and mandate for coordination and monitoring, the Senior Officials Meeting (SOM), has a major responsibility for ensuring the implementation of the *Framework*.

*A. To maximise the effectiveness of APEC policies and activities and enhance the role and contribution of women in economic development, it is recommended that:*

**All APEC fora:**

- Examine the role and contribution of women, identify barriers to their contribution and take appropriate measures to eliminate these barriers consistent with this *Framework* (for example, building on the analysis undertaken in preparation for the 1998 Ministerial Meeting on Women in the areas of small and medium enterprises, science and technology, and human resource development).
- Encourage the increased involvement and participation of women in projects and activities, especially in decision-making.
- Collect and utilise, as appropriate, sex-disaggregated data in their respective subject areas as well as on the participation of women in meetings, projects and other activities.
- Incorporate the principles and methodology of gender analysis as an on-going part of work plans; and in activities such as project design, implementation, evaluation, and reports, including recommendations, as appropriate.

- Document and share good practices of policies, programs and projects that demonstrate effective gender integration in APEC, and at economy level.

*B. To coordinate, facilitate and monitor progress in the implementation of the Framework, it is recommended that:*

**All APEC fora:**

- Ensure capacity building through the provision of information sessions on gender analysis (e.g. as initiated by the Human Resources Development Working Group in 1999) and on the application of the *Framework*.

**Senior Officials Meeting (SOM):**

- Provide direction to all fora to ensure that gender integration is part of their work thereby enhancing the effectiveness of policy decisions.
- Ensure that gender is incorporated as part of the criteria for the development of project proposals and for project approval, as appropriate.
- Take steps to inform Ministers and Leaders of the implications of recommendations and decisions on women and men.
- Encourage research and further studies on matters of priority such as the impact of the financial and economic crisis on women, the gender implications of recovery measures, and on the contribution of women to

economic growth and future prosperity in light of the recommendations of the 1998 Ministerial Meeting on Women.

- Monitor and ensure the implementation of the *Framework* across APEC; and strengthen the institutional capacity for the implementation of the *Framework*, including through the formation of a SOM Ad Hoc Advisory Group on Gender Integration. The role of the Ad Hoc Advisory Group would be to provide gender advice and expertise to SOM, and other APEC fora on the implementation of the *Framework*. The Group would complement the responsibility and accountability of individual APEC fora for the implementation of the *Framework*. The critical transition tasks would be to:
- develop and recommend gender criteria for use, as appropriate, in project proposals, approval and evaluation;
- develop and recommend formats and processes for annual monitoring by SOM of the progress achieved in the implementation of the *Framework*, and analyse results;
- assist in the development of information sessions to various APEC fora on the *Framework* and gender analysis;
- oversee the compilation of best practices on gender integration in APEC fora and economies, which would link the work of various fora and provide a practical source of ideas on gender analysis and mainstreaming;
- provide recommendations on the next steps in gender integration and the further implementation of the *Framework*

The SOM Ad Hoc Advisory Group on Gender Integration would:

- have members with gender expertise;
- be open to all economies and representatives from other APEC fora;
- operate electronically to the maximum extent possible;
- designate lead economies on a yearly basis.

The mandate of the Ad Hoc Advisory Group would be for a period of two years, subject to review at the end of that period.

#### APEC Secretariat:

- Disseminate the *Framework for the Integration of Women in APEC*, in both print and electronic formats.
- Coordinate the annual process for Working Groups and other fora to report to SOM, Ministers and Leaders, and prepare the report on progress made in the implementation of the *Framework*, including the collection of data on the participation of women, for subsequent analysis by the SOM Ad Hoc Advisory Group on Gender Integration.
- Expand the APEC website:
  - include a separate section on gender that encompasses all the gender-related activities within APEC including publication of good practices in integration;

- establish links to other sites as additional sources of information on gender terminology and definitions, gender analysis, gender mainstreaming, gender-responsive indicators and sex-disaggregated data, such as the Women Leaders' Network (WLN), the World Bank, Asian Development Bank and others.

## APPENDIX

**APEC Ministerial Meeting on Women  
October 15-16, 1998, Makati, Philippines  
Joint Ministerial Statement**

**Preamble**

1. We, the Ministers from Australia; Brunei Darussalam; Canada; Chile; the Peoples Republic of China; Hong Kong, China; Indonesia; Japan; the Republic of Korea; Malaysia; Mexico; New Zealand; Papua New Guinea; the Republic of the Philippines; Singapore; Chinese Taipei; Thailand; and the United States of America; members designate from Peru, Russia, and Vietnam; representatives of the APEC Secretariat; observers from the Pacific Economic Cooperation Council, South Pacific Forum, and ASEAN Secretariat responsible for women's concerns related to economics and trade of the Asia-Pacific Economic Cooperation (APEC) region met in Manila on 15-16 October 1998, to give practical effect to the commitments made by Leaders in 1996, to put special emphasis on the full participation of women and youth (Paragraph 18), and, in 1997, when Leaders directed APEC to take specific steps to reinforce the important role of women in economic development and hold a Ministerial Meeting on Women to take stock of the progress to date in involving women in APEC's agenda and to determine next steps to integrate women into the mainstream of APEC activities (Paragraph 20).

2. The theme of our meeting was Women in Economic Development and Cooperation in APEC, with the sub-themes: Women and Small and Medium Enterprises; Women and Industrial Science and Technology and, Women and

Human Resources Development. Throughout our deliberations, we were cognisant of the role that women play in the achievement of the objectives of the Bogor Declaration, the Osaka Action Agenda and the Manila Action Plan. We noted the cross-cutting nature of the issues and the linkages that exist between the sub-themes.

3. In view of the economic and financial crisis in our region, we are concerned with its differential impacts on women and men. While the full social and economic consequences of the crisis have yet to be fully understood, we believe that a disproportionate share of the burden falls on female youth and women, particularly where there have been decreases of expenditures on education, training, health care and social services as well as supply shortages of basic needs such as food and medicines, and a general reduction in employment. We stress that women have a crucial role in the successful planning, design and implementation of economic recovery programs, not only as beneficiaries but also as decision-makers. Additional investments in training, retraining and upskilling women workers can aid in the recovery process.

4. Recognising that progress has been made on the advancement of women and the rapid pace of development in the APEC region, we emphasise the importance of preparing women to fully utilise their potential in order to meet the challenges to the region. We also wish to ensure that all APEC decision making levels take into account the concerns and perspectives of women in APEC in the different fora.

5. We commend APEC for the initiatives already taken to promote the full

participation of women in its processes and activities. Throughout our discussions, we built upon the commitments made by Ministers of Finance, Human Resources Development, Small and Medium Enterprises, Science and Technology, Transportation, and, Environment and Sustainable Development, as well as the activities undertaken by APEC Committees and Working Groups. We also commend Officials for their work as they prepared for this APEC Ministerial Meeting on Women and the experts who prepared the technical papers that provided the basis for a constructive dialogue and led to the formulation of recommendations to APEC Leaders. We believe that the papers contain valuable information and analysis and could serve as useful references in APEC for follow-up work to this Ministerial Meeting.

6. We took note with appreciation of the contribution made by the Women Leaders' Network (WLN) from APEC economies, since 1996, on issues pertaining to women and APEC.

#### **Women in Economic Development and Cooperation in APEC**

7. Women are critical to the achievement of sustainable economic development in our region. At this time of economic and financial crisis, it is especially important that women continue to contribute to global growth and recovery. Women now constitute between 32 and 46 percent of the labour force in individual economies. Globally, the increase in women's overall share of the labour force has been particularly marked in export-oriented sectors, where women comprise as much as three-quarters of the workforce. Although women are known to be particularly active in the informal sector, their participation and contribution to the economy through

this sector is undoubtedly greater than current estimates. Furthermore, women's unpaid work constitutes a major contribution to the economy.

8. In terms of the impact of women on trade and investment, women's participation in these areas as workers, entrepreneurs, and investors contributes to the achievement of sustained economic growth. However, as a result of gender biases in institutions, women workers and women in business are often less able to take advantage of the economic opportunities that may be created by trade and investment liberalisation. With appropriate policies and programs in place, women's increasing labour force participation and the growth of women's businesses will significantly contribute to the capacity of APEC economies to engage in and benefit from global trade. Regarding the impact of trade on women, increased labour force participation has created in some cases, incentives for investments by public and private sectors in education and training for girls and women. These gains, however, must be balanced against the negative effects of poorly paid jobs, and poor and hazardous working conditions as well as their consequent strain on domestic economies health and social expenditures.

9. As a result of our deliberations, we conclude that the specific realities faced by women must be recognised, understood and systematically taken into account in the formulation and implementation of policies, programs (including economic recovery programs), and projects. We urge APEC to address the paucity of data and research on the roles and contributions of women. Where trade and investment liberalisation and globalisation may create different effects and opportunities for women and men, we believe that gender impact analysis will lead to an improved understanding of their

relative merits, and thus, should be undertaken across all APEC sectors. We acknowledge that analysis of data is being undertaken in various APEC sectors. In this respect, we support further efforts to identify gaps in such data collection and where necessary, suggest improvements.

10. In the context of the current economic and financial crisis affecting many economies in the region, we conclude that greater effort is needed to enhance the contribution of women to their economies and to explicitly integrate women's participation and concerns in economic recovery programs. Measures are also needed to minimise the disproportionate burden of the crisis on women.

11. We are pleased that several of the APEC Working Groups have begun to address gender issues as part of their activities. However, we note that the efforts vary in emphasis and scope from one Working Group to another, and believe that APEC would be greatly strengthened by a more concerted and coordinated approach to integrate women and gender into all its processes and activities, and engagement of broader sectors of society. We support the view expressed by Ministers at the 1996 Conference on Regional Science and Technology Cooperation, recognising gender as a cross-cutting concern with implications in other APEC fora.

12. We recognise that APEC activities related to trade and investment liberalisation and facilitation (TILF) and economic and technical cooperation (ECOTECH) are closely inter-linked in areas such as education and training, labour force participation (in the formal and informal sectors), access to information and technology, and business and credit. We also recognise that



these agendas have major implications for women.

### **Women and Small and Medium Enterprises (SMEs)**

13. It is well recognised that SMEs have been leading contributors to economic growth in most economies. The growth of micro, small and medium enterprises owned or operated by women has been a worldwide phenomenon over the past years. While in most economies, data on the full extent of women's participation in SMEs is not available, their contribution across APEC member economies is much larger than commonly perceived and continues to grow rapidly. In industrialised economies, over one-third of new businesses are set up by women and in some cases, women's businesses are creating employment faster than the domestic average. However, women-owned SMEs face gender-specific barriers that limit their capacity to maximise their contribution to the economic growth and social development of APEC economies.

14. In many APEC economies, women business-owners experience serious difficulty in accessing financial resources, including start-up or venture capital. Examples persist of gender bias in the legal structures and financial institutions of our economies which limit women's choices to enter into and develop successful businesses. Financial institutions need to remove gender-stereotype prejudices affecting business women and become gender sensitive in lending decisions. Institutional and structural changes in terms of policy reforms and legal framework need to be pursued to provide women equal access to financial resources. Access to financial packages and services targeted towards the large and growing sector of women-operated SMEs has

to be available. Access to markets including tourism, information and technology, particularly media and communication technologies, are important factors in determining the success of businesses. On-line marketing and information services for women have to be established to enable them to search for niche markets and do business. The participation of women in domestic and global trade fairs/missions has to be encouraged to build networks for their businesses. Networking to link women entrepreneurs in the formal sector with those in the informal sector is important for business linkages, technology transfer and management upgrading via fostering sister relationship programs. There needs to be a focus on improving the management capacity and capability of women-owned SMEs. Women's training has to address the urgent need for specialised skills training and acquisition of education to meet the labour requirements of globalisation. Given women's multiple burdens, assistance needs to be provided to women in SMEs to cope with multiple roles by facilitating familyfriendly employment and providing basic support, such as parental leave.

15. We find that as a result of the lack of sex-disaggregated data on women's contributions to SMEs and to the economy, economies may be missing opportunities to enhance and promote the development of SMEs and economic growth. We note with concern that out of fifteen APEC SME projects since 1994, only two were gender-specific. We encourage APEC to build on the commitment made by APEC Ministers at their Meeting on SMEs in 1997, where they agreed to promote gender sensitive policies and measures related to the development of SMEs to empower women in technical, managerial, and entrepreneurial fields, and to take the necessary measures to remove the barriers faced by women-owned SMEs so that they

may develop, expand and thereby increase their contribution to the social and economic growth of the region.

16. We welcome the agreements reached by the 1998 APEC SME Ministers to include micro enterprises and women entrepreneurs as an integral part of the Integrated Plan of Action for SME Development. They also emphasised the importance of eliminating barriers to the full participation of women to individual APEC economies. In this context, they noted the establishment of the Confederation of Women's Business Councils in some APEC economies as a catalyst to facilitate and enhance business networking and partnership among some entrepreneurs. We welcome the reference by SME Ministers to recent statements of APEC Finance Ministers about the impact of the financial crisis. SME Ministers highlighted the need to develop immediate measures to support SMEs and strengthen social safety nets in affected economies. We further recognise the importance and benefits of E-commerce in SMEs and encourage other APEC fora to give special assistance to women in the use of E-commerce in business.

#### **Women and Industrial Science and Technology (IST)**

17. In the new global, knowledge-based economy, competitive advantage requires a highly skilled and diversified workforce that will increase productivity and fuel innovation. Economies need the talent of their entire population, male and female, to create a leading-edge workforce. This will be achieved through policies that place greater emphasis on science and technology education and training for skills upgrading and re-skilling. It further implies the full utilisation of women's talent and competence in these

fields. We commend APEC Ministers at their Conference on Regional Science and Technology Cooperation, in 1996, for recognising the importance of removing barriers and promoting the full contribution of women to science and technology as essential elements in meeting APEC's goal of achieving sustainable and equitable development as well as the need to strengthen the exchange of scientific and technical men and women across the region.

18. As part of APEC's economic goals and activities, we must address the range of factors that discourage female youth and women from pursuing interests in and considering careers in science and technology. We note that in many economies fewer young women than young men obtain formal education, and that of the number who do, an even smaller proportion obtain training in science and technology. Skills' gaps, as well as skilled workforce shortages, are already creating major bottlenecks in global and regional economic production and scientific development. Yet, women remain an under-utilised intellectual resource in most parts of the world.

19. We note in particular, women's important role in local knowledge systems and indigenous science and technology. Whether in agriculture, textile, food processing, and many other technologies, women's deep involvement with traditional knowledge systems has been commonly recognised. We believe APEC must make greater efforts to understand and preserve these knowledge systems, including promoting mutually beneficial exchanges between practitioners of modern and traditional technology, and, to support the continuing development of traditional practices and knowledge of indigenous and rural women.

20. Given the importance of science and technology for future sustainable economic development, we are concerned that there is severe under-representation of women in science and technology. We are also concerned by the limited information available at domestic and global levels, on the participation rates of women and men in scientific and technological education and careers, and, on the possible differential impact of technological change on the lives of women and men. In this regard, impact studies particularly on information and communication technologies should be conducted. We commend the Industrial Science and Technology Working Group (ISTWG) for establishing an Ad Hoc Group on Gender and Science and Technology for a two-year period from 1997 to 1999, to document and share best gender practices, and to design a gender and science and technology web site for information dissemination. In view of the need to complete its work, which has been postponed due to the financial and economic crisis, it is recommended that extension of the mandate of the Ad Hoc Group be considered to allow it to complete its workplan, mindful of the current management review process. Furthermore, we suggest that special efforts to improve the recruitment and retention of women in science and technology, be included as part of the proposed APEC Agenda for Science and Technology Industry Cooperation in the 21st Century.

#### **Women and Human Resources Development (HRD)**

21. Investments in human resource development enhance economic development and the well-being of our populations. A sound educational base provides a foundation for employment security and lifelong learning. We agree that full participation by female youth and women at all levels of

education and training is critical to developing a skilled workforce that can respond to economic change. We conclude that obstacles to women's full access to human resource development strategies that recognise the different realities of women and men must be examined and addressed.

22. We are pleased to note the increased labour force participation of women. But we are concerned with the trend of increased feminisation of low-wage and low-skill employment, jobs frequently accompanied by unsafe and unhealthy conditions with little opportunity for skill development in most economies. Throughout our economies, we see evidence of barriers that prevent women from advancing in their careers. Earnings differentials, and education and occupational segregation between women and men remain persistent forms of economic inequality. In addition, we recognise the need to better understand how women may benefit from and may be disadvantaged by, globalisation and changes in the organisation of production. We also note that the performance of unwaged work falls disproportionately on women and believe that HRD strategies can ease work-family tensions in order to achieve full participation of women.

23. As we come together during this time of financial crisis, we stress the importance of recognising investments in women's and female youth's education and training as sound investments in economic growth and the importance of understanding that as young women acquire more education, there is a corresponding improvement in the general welfare of future generations that is closely linked to economic growth. Therefore, these investments should not be subjected to austerity drives such as reduction of budget allocation.

24. We commend the considerable work of the Human Resources Development Working Group in integrating gender into its work, including through the HRD WG Statement of Medium Term Priorities that emphasises that activities should be undertaken with due consideration of gender implications. The HRD WG agrees to integrate gender-based analysis into the Project Management Guide which could serve as a model for other APEC fora.

#### **Common Themes**

25. We note the inter-relationship of barriers to the realisation of women's full economic contributions across the range of our discussions particularly the differential impact of the current economic and financial crisis on women. It is essential that we direct our efforts to:

- Expand economic opportunities in areas where women are traditionally under-represented;
- Empower and increase capacity building of women to respond to economic opportunities and challenges;
- Eliminate barriers to women's full participation in the economy;
- Recognise the economic contributions of women's unpaid work and that APEC economies address, where possible, the constraints created by these responsibilities;
- Increase the availability and quality of sex-disaggregated data, research, and analytical information;

- Ensure the integration of women in the planning, design and implementation of responses to the current economic and financial crisis.

26. We recognise the close linkages that exist between the issues and activities of other APEC fora and the issues affecting women in small and medium enterprises, science and technology, and human resources development. We urge the SOM in their coordinative function to encourage all APEC fora to take into account the range of our conclusions in their respective work.

#### **Recommendations:**

27. We are pleased to report that important steps have been taken in integrating women into the mainstream of APEC processes and activities. We strongly urge APEC to build on these initial efforts and to this end, the following recommendations are submitted to Leaders and are addressed to APEC as a whole.

#### ***We seek the endorsement of APEC Leaders to:***

- a) **Recognise gender as a cross-cutting theme in APEC.** The successful integration of women into the mainstream of APEC processes and activities under TILF and ECOTECH, requires a comprehensive, horizontal and gender-sensitive approach to all APEC planning and programming, as well as the implementation, by sector, of women-specific

activities and projects. Moreover, greater emphasis should be placed on the sharing of experiences among APEC economies, and the engagement of broader sectors of society. The current SOM review of the APEC management process and subsequent implementation may provide a timely opportunity for the identification of the institutional measures to integrate gender as a cross-cutting theme in APEC.

- b) Place a high priority on the collection of sex-disaggregated data.** The lack of sex-disaggregated data hides the actual, as well as the potential, contributions of half the population to our economies and may hinder effective policy development. We recommend that APEC identify the gaps in data collection methodologies and processing and take steps to address these gaps in the most cost-effective way. Each member economy is encouraged to build its own sex-disaggregated database in a format comparable to internationally-recognised standards, where available.
- c) Implement gender impact analysis of policy, program and project proposals as an integral component of APEC decisions, processes and activities, including planning, priority setting, resource allocation, design, implementation and evaluation.** We believe that APEC must examine its current practices in this regard, and develop methodologies and tools (or adapt those currently available in other fora), that will meet the needs of APEC and provide the best results.
- d) Place a high priority on the development of further studies on the impact of the financial and economic crisis on women and the development of strategies to minimise any disproportionate effects on**

**them; and to explicitly integrate the economic interests of women into regional and domestic strategies for economic recovery and future prosperity.**

- e) Accelerate the progress of integrating women in the mainstream of APEC processes and activities.** We recommend the development of a *Framework for the Integration of Women in APEC*. We believe that this *Framework* will maximise the effectiveness of APEC policies and activities, strengthen horizontal linkages across APEC, and promote a common understanding of how the goals of gender integration can be achieved.

The *Framework* would include: the development of guidelines for gender analysis; improvements to the collection and utilisation of sex-disaggregated data; approaches to the involvement of women; and an implementation plan for the *Framework*, including options for a process to review the progress of integrating women in APEC in future years, taking note, among others, of the suggestions from the technical papers of this Ministerial Meeting.

The *Framework* would be developed within one year by an Ad Hoc Task Force on the Integration of Women in APEC under an existing APEC mechanism to be determined by SOM. This Task Force will be resourced by individual economies, would communicate electronically and by other means, and will be disbanded following the completion of the *Framework*.

**f) Promote and encourage the involvement of women in all APEC fora.**

We believe that APEC should review its approach to all APEC planning and programming, encouraging all APEC fora to increase the involvement of women, especially in decision-making. This should include APEC-related fora such as the APEC Business Advisory Council (ABAC). We also recommend greater application of gender perspective and expertise in APEC work.

**g) Ensure the implementation of these recommendations and accountability for results.**

This Ministerial Meeting on Women has no precedent in APEC. We believe that the momentum gained at this Meeting in addressing the role and contribution of women in economic development and cooperation in APEC must be carried forward. However, the scope and complexity of the issues facing women and APEC economies on the eve of the 21st century will require a longer-term perspective, sustained commitment, better coordination, equitable access to resources and accountability for results. We therefore believe that, within an existing APEC mechanism, it is essential that a process to ensure the progress of integrating women in APEC be an inherent part of the *Framework*. And since APEC activities occur within the context of economic policies determined by officials of the various APEC economies, we encourage more women to participate in the decision-making structures of these economies.

28. In summary, we wish to emphasise to Leaders women's critical role in economic development and cooperation in APEC, and the importance of building on APEC's initial efforts to integrate women in the mainstream of

its processes and activities. To accelerate progress toward this goal, we recommend the development, in consultation with other APEC fora, of a *Framework for the Integration of Women in APEC*, over the course of the next year, by an Ad Hoc Task Force on the Integration of Women in APEC under an existing APEC mechanism to be determined by SOM.

**Closing Remarks**

29. We were honoured by the presence of His Excellency Joseph Ejercito Estrada, President of the Republic of the Philippines. We wish to express our most sincere appreciation to President Estrada and the Philippines for their warm hospitality, and thank all those involved in ensuring that this Meeting was a resounding success.

## APEC Guides

## I : APEC GUIDE FOR GENDER ANALYSIS

### *What is the APEC Guide for Gender Analysis?*

The APEC Guide for Gender Analysis is a tool to assist in the implementation of the Framework for the Integration of Women in APEC and for mainstreaming gender into APEC directions and policy recommendations, project design, implementation, monitoring, evaluation and communication. It is meant to illustrate the kinds of questions or information that lead to gender mainstreaming and more effective policies and projects.

### *What is gender analysis?*

Gender analysis is an important component of the APEC approach to the integration of women in the mainstream of APEC activities and processes.

It is a methodology to:

- Identify and understand the differences in the lives of women and men, and the diversity among women themselves i.e. in their varied circumstances, responsibilities, social relationships and status within existing economic, social, cultural, environmental, institutional and political structures in any community or economy;
- Assess how policies, programs or projects may impact differently on women and men, girls and boys;
- Compare how and why women and men are affected through the collection and utilization of sex-disaggregated data, both qualitative and quantitative;



- Integrate gender considerations throughout the planning, design, implementation and evaluation processes.

*How is gender analysis applied?*

Gender analysis is integral to the process of formulating, implementing, and evaluating policies and projects. It complements and increases the rigour of the analytical process by ensuring that policies and projects take into account the specific circumstances of, and identify the differential impacts on women and men. It is not an additional layer of analysis or a task to be done after the fact.

At first glance, some policies or projects may appear to be gender-neutral, i.e. without gender implications. However, such implications may emerge as gender analysis is undertaken. The utilization of sex disaggregated data is essential to the process.

*Who should use the APEC Guide on Gender Analysis?*

The Guide for Gender Analysis is of interest to all those involved:

- At the policy level of APEC, such as Chairs, Lead Shepherds, Senior Officials, Ministers and Leaders, and
- At the project level, such as members of APEC Committees including the Budget and Management Committee (BMC), Working Groups, Project Overseers, the APEC Secretariat and other APEC fora.

**APEC GUIDE FOR GENDER ANALYSIS**

The Guide for Gender Analysis may be applied at the policy or project level. In both cases, the outcomes of the policies or projects can change gender relations and strengthen equal economic opportunities for and participation of both women and men in the future growth and prosperity of APEC economies.

***A. Gender Analysis at the Policy Level of APEC:***

In APEC, Leaders provide overall strategic policy direction, monitor progress, and set the course of change in sectors of relevance to APEC's vision and goals for the region. APEC processes leading to Leaders' agreements have evolved incrementally over time, in response to emerging situations and to the need to address an increasing number of economic and social issues. The impact of Leaders' agreements may be felt from the macro to the micro levels of economies and throughout the region.

The following approach is APEC-specific and builds on the levels of decision-making within APEC from Lead Shepherds to Senior Officials (SOM), Ministers, and Leaders. It provides a broad understanding of the kind of information required for effective and equitable policy direction and communication.

**I. Reports and recommendations at the level of Committee Chairs and Lead Shepherds:**

Chairs, Lead Shepherds and other APEC officials have a responsibility to ensure that proposals, evaluations and recommendations from their Committees and Working Groups provide SOM, Ministers and Leaders with complete and appropriate information on women and men.

*To facilitate this process, ensure that the Members of the Committees, Working Groups or other groups:*

- Take into account the Joint Statement of the Ministerial Meeting on Women (1998) and implement the Framework for the Integration of Women in APEC.
- Apply the APEC Guide for Gender Analysis throughout their work.

*Consider the following:*

- Is gender expertise available to the Committee or Working Group to assist in the overall integration of gender perspectives and considerations? Are the Committee or Working Group processes and materials conducive to gender mainstreaming and to the formulation of effective and equitable recommendations for SOM, Ministers and Leaders?
- Are the priorities, work plans, activities and resource allocation equitable for both women and men and consistent with the commitments made by Leaders and Ministers to eliminate the barriers to, and strengthen the role and economic contribution of women in the APEC process?

- How visible is gender throughout meeting agendas and supporting background documents and reports? Is the information disaggregated by sex? Are gender-neutral terms used which inadvertently hide the contributions and realities of, and different impacts on women and men?
- Do the forms for project proposals, evaluation and reporting provide an opportunity to consider the gender implications?
- Do reports and recommendations focus on the longer-term outcomes for women and men? Do they lead to a better understanding on the part of Ministers and Leaders, of the consequences of their decisions relative to the contribution of women and men to the advancement of APEC goals?

*Example:*

- **Expanding opportunities for business:** The growth of micro, small and medium enterprises owned or operated by women has been a worldwide phenomenon over the past years. The Ministerial Meeting on Women (1998) identified a number of barriers experienced disproportionately by women-owned businesses, in the areas of access to financing, markets, technology and training.

Do APEC priorities for market expansion take into account the specific challenges faced by women-owned businesses? Are specific efforts directed at eliminating the barriers faced by women-owned businesses and enhancing their growth and export capacities? Does the elimination of red tape affect more businesses owned by men rather than women?

Do Committee and Working Group reports, action plans, tools, (e.g. matrix, forms, manuals), measurements and indicators, and recommendations reflect awareness of gender differences and impacts? Are SOM, Ministers and Leaders made aware of the steps taken to follow-up on the Ministerial Meeting on Women, and implement the Framework for the Integration of Women in APEC?

## II. Coordination of the APEC agenda and monitoring at SOM level:

The Senior Officials Meeting (SOM) is a strategic, cross-cutting mechanism to coordinate the APEC agenda respecting directives coming from Leaders and Ministers, and recommendations and proposals directed to Leaders and Ministers. It ensures the effective and efficient management and administration of APEC, including budget control. It also monitors progress and outcomes, and recommends courses of action.

The recognition of gender as a cross-cutting theme in APEC is a relatively new development within APEC. With the support of SOM, the Ministerial Meeting on Women was held in 1998, and the Framework for the Integration of Women in APEC was developed by an Ad Hoc Task Force reporting to SOM.

### *To maintain this momentum, consider the following:*

- Do the background documents, reports and other information prepared for SOM, Ministers and Leaders present the different realities of women and men? Is the information disaggregated by sex? For example, is

information included on the anticipated impacts on women and men in areas such as trade liberalization and facilitation?

- Do SOM Agendas and Summary Conclusions clearly reflect its responsibility for the implementation of gender mainstreaming in all aspects of the work of APEC?
- To what extent does the development of sectoral deliverables provide opportunity to advance gender mainstreaming? Do the deliverables also advance the APEC agenda through initiatives that address barriers to women's economic contribution in areas such as business, trade, E-commerce, science and technology, human resources development?

### *Example:*

- **Management review of APEC:** A principle of good governance requires that the goals, structures, policies, priorities, activities, processes and mechanisms of an institution effectively lead to and support the achievement of organizational goals. This applies to APEC in the implementation of Ministerial and Leaders' directives respecting gender as a cross-cutting theme and gender mainstreaming.

Are APEC processes and mechanisms appropriate and effective for the monitoring and accountability requirements of Ministers and Leaders for gender mainstreaming? Do existing processes and mechanisms ensure the long-term sustainability of APEC's work in gender mainstreaming? To what extent do APEC priorities and resource allocation take into account and reflect its commitment to strengthen the contribution and involvement of women in economic growth for the region?

### III. Decision-making and communication at Ministerial and Leaders' Levels:

Leaders' recognition and endorsement of gender as a cross-cutting theme in APEC represents a turning point for APEC. The challenge is to ensure the implementation of this principle throughout the system. Ministerial and Leaders' accountability for results and long-term impact require that gender mainstreaming occur across, and at all levels of the organization.

The APEC agenda revolves around Ministerial and Leaders' directives as expressed in Joint Ministerial Statements and Declarations. Their Statements and Declarations constitute the primary vehicle for communicating the substance of APEC's work and its achievements to all its various publics.

*In support of Ministerial and Leaders' accountability for results, consider the following:*

- Do Ministers and Leaders have complete information on which to base their decisions? Is the data disaggregated by sex in order to establish the differences in the situation of women and men, the different impacts of decisions on them, and their respective contributions to economic growth and social stability?
- What strategies, priorities and actions can best maximize the capacities and contributions of both women and men to the achievement of APEC goals? What measures are required to address the gender differences in the sectors of relevance to APEC?

- To what extent does APEC and its member economies ensure that its input to multilateral negotiations such as WTO, reflects the results of gender analysis, and encourage these multilateral organizations to take into account the differential impacts of their decisions on women and men?
- As APEC seeks to broaden understanding and support for APEC, are Ministerial Statements and Leaders' Declarations focused on substantive impacts and outcomes? Do they project a human face? Do they reflect an understanding of and demonstrate action respecting the different realities of the lives of women and men? Have the views of gender experts, women business owners, women's professional associations, the Women Leaders' Network of APEC economies, or other been sought and reflected?

*Example:*

- **Strengthening social safety nets:** The APEC Ministerial Meeting on Women (1998) and the World Bank (1999) recognized the differential impacts of the financial and economic crisis on women and men. They expressed concern that a disproportionate share of the burden fell on women, particularly where there have been decreases of expenditures on education, training, health care and social services as well as shortages of supplies such as food, medicines, and a general reduction in employment. As a result, APEC's involvement in the strengthening of social safety nets is of direct relevance to women.

How do Ministerial Statements and Leaders' Declarations make this link?

How effective are the Statements and Declarations as a communication tool with the various publics of APEC including women's organizations? How do they express the differential impacts of the crisis on women and men? Do they reflect Ministerial and Leaders' understanding of the importance of social safety nets to women, given the realities of their lives? Do they demonstrate appropriate action? Do they contribute to public understanding of and support for APEC vision and goals?

### ***B. Gender Analysis at the Project Level:***

The three steps utilized in the Guide for Gender Analysis are drawn from A Guide to Strengthening Project Management and Performance prepared by the Human Resources Development Working Group (HRDWG).

To assist in understanding the differences between a gender-aware approach (i.e. the integration of gender as a variable throughout different steps of the project) and a gender-neutral approach, examples are included under each question. They are related to the ECOTECH priority areas. They are meant for illustrative purposes and are not exhaustive. A different project area has been included under each of the three steps, to provide examples of the gender considerations in various sectors.

#### **Step I : Project Design (e.g. defining purpose and objectives; research; deciding the activities and outcomes)**

#### **Example: Integrated Rural Economic Development**

***To ensure a gender perspective, consider:***

#### **I) Defining the purpose and objectives:**

- What is the problem to be addressed? Do the purpose and objectives clearly reflect the target population, by sex?

Gender-neutral : To improve the food security and income of the community, through employment creation, productivity increase and crop diversification.

✓ Gender-aware : To improve the food security and income of women and men in the community, through employment creation, productivity increase and crop diversification, taking into account the different roles of women and men in the total agricultural production system.

- Who has been consulted on the problem the project is to address? Are women as well as men directly involved in the development of the solution and throughout all phases of the project?

Gender-neutral : Community services; Local farmers associations; Cooperatives; Council of local Leaders.

✓ Gender-aware : Representatives from both women and men's associations : e.g. Community services including women's volunteer groups, child care services, women's income generating groups; Local farmers' associations including women's institutes; Cooperatives including women's coops and micro-credit lenders; Council of local leaders, and women's informal leaders in the community; etc.

*Tips for success* : Be careful with gender-neutral terms such as youth, elderly, farmers, stakeholders, as they tend to hide gender implications and can be misleading in gender analysis.

Remember that gender analysis is not an add-on at the end of the process or an extra layer of analysis; it is integrated systematically throughout each step of the project.

## ii) Research:

- What are the circumstances of women and men, girls and boys in the community? How do they differ?

Gender neutral : Gather information concerning the population in the community, e.g. occupations, levels of assets and incomes, savings and indebtedness, levels of education and literacy, the number of households and household size, isolated communities in the area.

✓Gender-aware : Compare data, disaggregated by sex, regarding the occupations, levels of assets and incomes, savings and indebtedness, levels of education and literacy, the number of households, household size, and the number of single-headed households, ethnically or culturally distinct and/or isolated communities in the area.

- Who does what work in the community, in the household (e.g. care giving to children and elderly, unpaid work)? Does the project affect these roles?

Gender-neutral : Farming, machinery operation and maintenance, labor (yearly and casual), transportation, marketing.

✓Gender-aware : Assessment of the relative roles and division of labor between women and men in the total agricultural production system, household food security, household or small-scale agricultural processing and marketing, off-farm employment, and community work.

- Who owns what in the community? Who has access to resources?

Gender-neutral : Credit, equipment, land, water and forests, research, training.

✓Gender-aware : Examination of the relative access to resources by women and men including formal and informal credit, equipment, land, water and forests, research, training opportunities.

- What are the constraints faced by women or men in gaining access to and control of resources?

Gender-neutral : Assessment of constraints including financial, credit, literacy, technology, and training.

✓Gender aware : Assessment of the different constraints faced by women and men including time, mobility, financial, credit and collateral, literacy, asset ownership, technology, lack of training, family responsibilities, cultural or religious constraints.

- Who will benefit? Who will lose? How can the project design be adjusted to increase positive effects, and reduce or eliminate the negative ones?

Gender-neutral : Impacts of relocation, rights to land use, loss of income, and technology.

- ✓ Gender aware : Examination of the different impacts on women and men, of relocation, loss of rights to land use, loss of income, loss of cultural properties, of technology, workload, and family responsibilities.

**Tip for success** : Remember to gather both qualitative and quantitative data, disaggregated by sex.

## ii) Deciding activities and outcomes:

- Is the project consistent with, and does it build on, the Framework for the Integration of Women in APEC and other APEC gender-related commitments including Joint Statements of Ministerial Meetings?

Gender neutral : No links with APEC policies and priorities, or specific consideration of gender as a variable in the project.

- ✓ Gender-aware : The APEC Framework as well as the Gender Analysis Guide and other relevant documents are made available to those involved in all aspects of the project; their application is monitored throughout the project.

- Who are the major decision-makers in the community and what changes are to be introduced that may impact on the results, outcomes and ultimate success of the project?

Gender-neutral : Support is sought from community leaders, local associations, and the banking sector. Assessment of the practices and factors that may limit acceptance of the project including changes from nomadic agriculture to intensive, sedentary farming systems, mutual help traditions, adaptation to new technologies.

- ✓ Gender-aware : Support is sought from formal and informal leaders in the community including women, local associations including women's organizations, banking institutions including women's cooperatives. Assessment of the socio-cultural beliefs and practices that may limit acceptance of the project including, mutual help traditions, responsibilities for kin, land ownership, perceptions of women's traditional roles.

- Are gender-sensitive indicators utilized for monitoring the impact of the project?

Gender-neutral : Emphasis on commonly used quantitative indicators, e.g. group participation, involvement of the community.

- ✓ Gender-aware : Qualitative and quantitative indicators include women's invisible or unremunerated work such as childcare, housework and community work. Data is

analyzed to determine which action or activity would be more effective for women or men.

**Tip for success :** Remember to set measurable targets and gender-sensitive indicators to identify and address the potential consequences of the project on women and men, to outline the expected risks and develop strategies to address them.

**Step II : Project Implementation (e.g. development of work plans; delineation of tasks, allocation of resources, management and monitoring)**

**Example : Education and Training**

**A. To ensure a gender perspective, consider:**

**D) Work plans, tasks and allocation of resources:**

- Are the project resources, mechanisms or benefits accessible to women and men to encourage full and equal participation? Who manages the project resources?

Gender-neutral : Project activities are open to everyone, women or men.

✓Gender-aware : The project includes support systems and special arrangements such as childcare provisions, on-the-job training, transportation, subsidies, culture-specific programs or special programs for disadvantaged groups.

- Will the project ensure equal access for women and men to non-traditional fields of education, training and work?

Gender-neutral : The project offers opportunities for training and employment in non-traditional fields to all women and men.

✓Gender-aware : The project develops gender-sensitive and culturally aware approaches and special measures. It takes into account factors such as accreditation; cost of training and certification; mobility; courses offered at night; location of training facilities; acceptability by the community; influence of custom and culture; curriculum; gender sensitivity of educators, need to encourage women to participate.

- What percentage of the projects budget is allocated to activities that address the specific needs of women?

Gender-neutral : The activities are costed within a total budgetary allocation, and a set percentage is established from the outset to cover unanticipated circumstances such as access to a person with disability.

✓Gender-aware : The activities and budgetary allocations take into account the purpose and objectives of the project, the factors contributing to or inhibiting the achievement of equitable outcomes for both women and men, and the special measures that may be required to ensure equal opportunities and equal results for women and men.



## ii) Monitoring :

- Does the projects data collection and indicators measure the projects effects on women and men, and the participation of women and men? Do women share the uses of resources?

Gender-neutral : the data is not collected or expressed by sex. Indicators utilize standard enrolment (the number of children enrolled in primary or secondary school as a % of the total number of children in the relevant age group for that level) that assumes an orderly and simple relationship between age group and level of education.

✓Gender-aware : The data is disaggregated by sex; in addition to the commonly used indicators of education and literacy, indicators include net enrolment (net enrolment ratios showing the total number of children enrolled in a schooling level who belong to the relevant age group, expressed as a % of the total number of children in that age group), enrolment statistics by level, and at the higher levels, by field of study.

*Tip for success* : Remember that gender analysis applies to both women and men.

**Step III : Project Evaluation and Communication of Results (e.g. evaluation criteria; recommendations; follow-up; communication and information dissemination)**

## Example : Micro Finance and Development of Micro Enterprises

### A. To ensure a gender perspective, consider:

#### I) Evaluation criteria, recommendations, follow-up:

- To what extent does the evaluation report document the impacts of the project on women as well as men? Are gender-neutral or gender-aware terms utilized?

Gender-neutral : The project report assesses the impact on the community, uses gender-neutral terms, and does not attempt to explain and evaluate the gender factors that impacted on the results and outcomes.

✓Gender-aware : The project report assesses the different impacts on women and men, for example, their relative access to equipment, land, technology, information, markets, training opportunities in business practice, financial planning, enhanced production methods. The project report also assesses changes in the constraints faced particularly by women, for example, acquiring credit, time, financial, literacy, asset ownership, collateral, cultural or religious (e.g. women unable to sign for their own loans, not formally owning assets used for collateral).

- To what extent did the project achieve the intended results for both women and men?

Gender-neutral : The project report utilizes primarily quantitative aggregated data, that groups the particularities of women and men under a gender-neutral term such as participants, credit users, lenders, entrepreneurs, market vendors, laborers, workers.

✓ Gender-aware : The project report is based on qualitative and quantitative data, disaggregated by sex, to measure results and longer-term outcomes on women and men, for example, job creation; new businesses; division of labor; access to loans and amounts received; collateral required; interest rates; entrepreneurial skills; personal income; community economic development; participation of women and women's organizations.

## ii) Communication and information dissemination :

- Are the methods of communication appropriate for women as well as men?

Gender-neutral : The dissemination of information and communication of project results are made available to all interested parties and project participants.

✓ Gender-aware : The dissemination of information, and the communication of project results take into account levels of literacy, access to various media, cultural practices, and includes, women's organizations, women entrepreneurs, women's cooperatives.

*Tips for success* : Give yourself time to become familiar with the methodology and gain confidence in its application.

Ask a gender expert for help.

Remember that gender analysis adds value to your project and simply common sense.

## II : APEC GUIDE ON COLLECTION AND USE OF SEX-DISAGGREGATED DATA

### *What is the APEC Guide on Collection and Use of Sex Disaggregated Data*

This guide stands as an adjunct to the APEC Guide for Gender Analysis. The process outlined in the Guide for Gender Analysis includes consideration of when and how to use sex-disaggregated data. This guide does not provide further steps to carry out the process. Instead it is a resource guide to highlight what sex-disaggregated data is useful, and where to get further information or training. There are a number of good publications available to assist APEC fora and member economies to improve their collection of sex disaggregated data and which illustrate standards and best practices. These are listed in the reference section.

### *Why an APEC Guide on collection and use of sex-disaggregated data*

Sex disaggregated data is an essential input into gender analysis and the understanding of the different economic contributions, circumstances and

realities of women and men. Sex-disaggregated data can provide information about how much women contribute to all aspects of society and economic activity in both their paid and unpaid capacities. Using sex disaggregated data can help APEC fora to decide on and carry out activities that are effective, equitable and beneficial for women and men, as well as their economies, and so gain the most benefit from their work.

Sex-disaggregated data can be used to:

- identify the different situation of women and men, including changes over time;
- consider the impact APEC activities will have on both women and men, and track the impact they do have;
- identify and define problems, develop options and choose the option which will be most effective and beneficial for both women and men;
- more fully understand the impact of events such as the regional economic crisis on women, and hence assist in formulating activities in response to the events;
- allocate resources and effort in a more equitable fashion;
- evaluate and monitor results and outcomes by sex.
- show progress or lack thereof of women using indicators and regular data publications.

More equitable results are likely when gender analysis using sex-disaggregated data is carried out. Economies, businesses and people all

benefit when the range of women's current and potential input to economic progress is known and used in decision making.

#### *What different types of data are useful?*

Sex-disaggregated data means any data that is cross-classified by sex; that is presented separately for women and men, girls and boys.

Different types of sex-disaggregated data are useful for different purposes.

**Gender indicators** are specific statistics or other forms of evidence selected and presented to show the relative position of women and men in respect to goals, values or aims of specific activities. They are particularly useful for evaluating progress. They can be based on any type of data.

**Cross-sectional data** is collected at one point in time from a census or survey of the population. Cross-sectional data that measures the current situation for all subgroups of the population is most useful for establishing the current situation for women and men, hence identifying current needs.

**Time series data** is collected at different points in time. A time series shows the changing pattern over time for the population as a whole or for subgroups of the population. A major use of time series data is to show macro-economic trends, such as the growth of Gross Domestic Product. It could be used, for example, to look at the changing pattern of participation in education in relationship to macroeconomic changes. Care needs to be taken with time series data to ensure that users do not draw inappropriate

conclusions about relationships between variables.

**Longitudinal data** is collected from units (individuals, firms or establishments) at one point in time, followed by repeat surveying of the same units. Such data from individuals is needed, for example, to study areas such as lifetime earnings and ability to save for retirement, the impact of having children on women's paid and unpaid work, or the long-term effects of a particular policy.

Cross-sectional, time series, and longitudinal data are all types of quantitative data. They are data that can be appropriately expressed in numbers.

**Qualitative data**, in contrast, relates to information that is often not appropriate to express in numbers. The researcher using such data is usually seeking to gain new understanding of a situation, experience or process by, for example, learning from detailed accounts that people give in their own words. Although non-numerical, qualitative data has its own structures and analytical methods. It is incorrect to apply a sampling logic to qualitative research data, as its collection methodology is not dependant on probability theory. Such information can be useful to understand factors making a difference to individuals in, for example, their ability to work in the paid labour force. Qualitative data may be particularly useful in the area of small business development to identify barriers to women. For example, qualitative interviews could be carried out with women running successful businesses to identify factors that contribute to success.

*What data is relevant to the APEC priority areas?*

Sex-disaggregated data is relevant in all APEC priority areas. The following are selected examples of useful sex disaggregated data in APEC priority areas.

- **Trade and investment liberalisation**

Trade liberalisation affects people and businesses across the board: those involved in exporting, importing, manufacturing for domestic markets and consumers both of raw products, machinery and goods for final consumption. The issues for women and men arise from their different roles and participation in each of these areas. These different roles cannot be analysed and the impacts assessed without data disaggregated by sex. Some examples of useful data would include the number of women and men involved in exporting by industry.

- **Business facilitation**

Women and men can face different problems in compliance with regulation (such as difficulty in assessing information which is being made available mainly through men's organisations). Information needed to facilitate business operations, such as information on barriers to exporting or barriers to expanding businesses, needs to be disaggregated by sex.

- **Developing human capital**

Women and men have quite different patterns of education and labour market participation. Human capital development can only be effective if these differences are known and activities appropriately designed for both sexes.

Useful data includes labour market activity and unpaid work by sex such as women's and men's working conditions, occupational segregation, wages, productivity, career opportunities etc, basic data on education participation, and achievement at all levels, by sex. Such data will be useful in identifying where HRD interventions are needed.

The Human Resources Development Working Group (HRDWG) Labour Market Information database has some data disaggregated by sex. The HRDWG, ISTWG, SMEPLG and TPT-WG conducted projects in which data has been collected on women.

- Fostering safe, efficient capital markets

Women can find finance much more difficult to access because they may have less direct ownership of assets. Women investors may have different views on what constitutes a safe investment and where they are prepared to put their capital. Useful data includes data on access to finance, size of loans, by sex.

- Strengthening economic infrastructure;

The economic infrastructure affects women and men as consumers, workers, business owners and investors. Any work on the economic infrastructure would need to consider the different roles and uses of the infrastructure to enable developments to be effective for all. As this area is so wide ranging, some examples only are given of where sex-disaggregated data could be used. Useful data could include sex disaggregated data on the use of different forms of transport, data on the demand for access to telecommunication facilities and reasons for it,

data on the impact of tourism and the contribution of women and men to the tourism industry. Qualitative as well as quantitative information would be useful in many areas.

- Harnessing technologies for the future

Useful data could include data on participation in science and technological training, by level and sex, data on use and access to new technology within businesses by sex.

The Ad Hoc Group on Gender, Science and Technology of the Industrial, Science and Technology Working Group (ISTWG) held an Expert Group Meeting on Gender, Science and Technology in 1998, focussed on sex disaggregated data in science and technology. The ISTWG is also collecting descriptive data from all approved projects to identify the number of women and men participating.

- Promoting environmentally sustainable development

Women in the home have different experiences of environmental impact, and can contribute practical information such as how to improve energy efficiency among small scale consumers. Useful data could include information on energy use by sector, and sex of users; on women and men working in industries that are the focus of development projects, and in industries dependent on these.

- Encouraging the growth of Small and Medium Enterprises

Women are widely and often successfully involved in small and medium enterprises, but in often in different activities than men. Businesses operated by women may be successful for different reasons

or may face different barriers to growth. Sex-disaggregated data on women's and men's involvement in small and medium enterprises, by size, urban/rural and type of activity is critical to understanding their contribution to economic development and the constraints to economic growth and prosperity.

### *Data on women in the APEC region*

Basic sex-disaggregation of economic and social data such as economic growth, labour market activity at all levels and educational participation is essential to monitor economic and social progress in the APEC region and identify problems and future priorities.

For example, data to support the analysis of the impact of women on trade and the impact of trade on women is needed. Sex-disaggregated data on formal and informal employment, sex-disaggregated data on internal migration, and on changing incomes of households and sex-disaggregated information on changes in household composition could help illuminate the impact of the regional financial crisis on women and men. This would help answer questions such as have men or women been more affected by changes in the formal and informal labour market? How has this affected their families? What were flow on effect on women and men in rural communities? Were would recovery programs be most effectively targeted?

### *Effective use of data*

Effective use of data is important for gender analysis and project success.

Data can be used more effectively where:

- sex-disaggregated data is widely available, through tables in publications and electronic forms;
- the data used is appropriate and relevant, and its strengths and weaknesses are well documented and understood;
- users are trained in gender awareness in data analysis and interpretation;
- users have skills in data presentation.

There are a number of publications available to assist economies to improve their collection and use of sex disaggregated data, standards and best practices.

### **Resource List**

Materials available to assist readers to collect appropriate data and improve the quality of existing data.

Tony Beck and Morton Stelcner (1997) Guide to Gender Sensitive Indicators. Canadian International Development Agency (CIDA) website : [www.acdi-cida.ca/agency-e.htm](http://www.acdi-cida.ca/agency-e.htm)

Birgitta Hedman, Francesca Perucci, Pehr Sundström (1996). Engendering Statistics A Tool for Change. Statistics Sweden Publications Services website : [www.scb.se/indexeng.htm](http://www.scb.se/indexeng.htm)

United Nations (1997) Handbook for Producing National Statistical Reports on Women and Men, Sales No E.97.XVII.10. website : [www.un.org](http://www.un.org)

Leroy Stone, Zeynep Karmen, W.Pamela Yaremko (eds) (1999) Gender Equality Indicators : Public Concerns and Public Policies Status of Women Canada.

Website : [www.swc-cfc.gc.ca/publish/text.html](http://www.swc-cfc.gc.ca/publish/text.html)

*The following web-site has information or references which may be helpful*

[http://www.ids.ac.uk/eldis/stats/gen\\_stam.html](http://www.ids.ac.uk/eldis/stats/gen_stam.html) This website, compiled by Sussex University in the UK, contains a good list of references on the topic statistical methodologies for the collection, analysis and presentation of gender-disaggregated data although it does not have many recent references.

*References containing sex-disaggregated statistics on the APEC region*

United Nations (1997) Wistat Women's Indicators and Statistics Database Sales No.E.96.XVII.14

United Nations (1997) The World's Women 1995 : Trends and Statistics. Sales No. E.95.XVII.2.

United Nations (1998) Women and Men in the ESCAP region. Sales No E99.II.F.3

World Bank Gender Net country level data disaggregated by sex drawn from the World Development Indicators (WDI)

<http://www.worldbank.org/gender/>

### ***Training Resources***

*Material available to assist with training, or developing training courses on sex-disaggregated data*

Training Users and Producers in Statistics, United Nations International Research and Training Institute for the Advancement of Women (INSTRAW), 1995. website : [www.un.org/instraw/](http://www.un.org/instraw/)

Engendering Statistics A Tool for Change. Birgitta Hedman, Francesca Perucci, Pehr Sundström, Statistics Sweden 1996. Website : [www.scb.se/indexeng.htm](http://www.scb.se/indexeng.htm)

There are a number of reports available on training courses that contain useful material. For example:

Training Users and Producers of Statistics on Gender Issues in the South Pacific, Report of the Seminar held in Rarotonga, Cook Islands, 1992, INSTRAW, 1995

*Organisations which may be able to provide training or advisory services*

INSTRAW(The International Research and Training Institute for the

Advancement of Women) [www.un.org/instraw](http://www.un.org/instraw).

ESCAP(The United Nations Economic and Social Commission for Asia and the Pacific) <http://unescap.org>

ESCAP Committee on Statistics  
<http://unescap.org/stat/role-re.htm>

SPC(Secretariat of the Pacific Community)  
[www.spc.org.nc/En/statistics.htm](http://www.spc.org.nc/En/statistics.htm)

### III. APEC GUIDE ON THE INVOLVEMENT OF WOMEN

#### Background

The 1998 APEC Ministerial Meeting on Women recognized the scope and complexity of the issues facing women and APEC economies on the eve of the 21st century, and cited the need for longer term perspective, sustained commitment, better coordination, equitable access to resources, and accountability of results. Moreover, recognizing the progress made on the advancement of women and the rapid pace of development in the APEC region, desires to ensure that all APEC decision-making levels take into account the concerns and perspective of women in APEC in the different fora.

#### Strategies

#### At the APEC level

- *Support for APEC projects and activities that seek to analyze and address the barriers to and opportunities for women's participation in APEC*

The nature of support is likely to vary among committees, working groups, and other APEC bodies. Efforts can be exerted to collect and analyze data that are classified by sex. Examples of such efforts are the systematic preparation of participants' list and summary according to sex for all APEC meetings and activities, and continuing projects such as the Labour Market Information database (LMI) of the HRDWG.

- *Networking and close co-ordination with various groups (both within and outside APEC) that are working to promote women's involvement in APEC*

There are various economy-level, regional, and international efforts to address gender issues and women's concerns. Of special interest to APEC are organizations, councils, or units that can provide expert advice and services on improving women's involvement in APEC. Foremost among these groups is the Women Leaders' Network (WLN). In addition, there are business women's councils (or their confederations), national women's studies associations, women's units of labor or trade organizations, non-government organizations, and study centers that are engaged in advocacy, training, research, and other activities aimed at advancing women's status and promoting gender equality and equity.



Within APEC, different working groups, committees, and other bodies are engaged in or supporting gender-related initiatives (see, for instance, APEC Secretariats Gender-Related Developments in APEC, 1995-1999). These efforts need to be coordinated and their results disseminated among APEC bodies

- *Inclusion of more women in APEC fora, projects, and activities*

A direct approach to greater women's involvement in APEC is increasing women's presence and participation in APEC bodies or fora, activities (including meetings), and projects. This also means increasing women's involvement in APEC-related fora like the ABAC.

APEC can encourage member economies to name women to decision-making posts, and to include women in their delegations to meetings and other fora. More particularly, APEC can urge the economies to designate more women to APEC delegations that are traditionally the exclusive domain of men.

*At the economy level:*

The realization of the goals and suggestions contained in the Joint Ministerial Statement of the 1998 APEC Ministerial Meeting on Women partly depends on the cooperation of member economies. APEC can encourage economies to undertake the following:

- *Designate women as APEC contact or focal points and as delegates*

Involvement of women in APEC fora, projects, and activities is largely

constrained by whether women are nominated by their respective economies to APEC posts or to delegations to APEC meetings. To increase women's involvement in APEC decision-making, APEC can urge member economies to enable more women to assume leadership positions in APEC.

- *Develop rosters of eligible women within their economies*

Economies can seek out and develop rosters of eligible women so that there are easily available lists of qualified female candidates for participation in APEC fora, including decision-making roles. Specifically, they can draw on these lists for candidates for appointment to ABAC, to serve in working groups, as experts, participants, and speakers. The lists can include gender experts, women's studies academics, as well as female business and labor union leaders.