

# A Pragmatic Approach to Developing a Comprehensive Gender Capacity Framework

A companion report to the  
Gender Data Outlook 2024

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# About PARIS21

The Partnership in Statistics for Development in the 21st Century (PARIS21) promotes the better use and production of statistics throughout the world. Since its establishment in 1999, PARIS21 has successfully developed a global network of statisticians, policy makers, analysts and development practitioners committed to evidence-based decision making. PARIS21 works with governments, international organisations, civil society, and other stakeholders to strengthen national statistical systems, promote the use of data for policy making, and foster partnerships and networks in low and middle-income countries.

# About UN Women and Women Count

“Making Every Woman and Girl Count” (Women Count), is UN Women’s global gender statistics programme, launched in 2016. The programme is a multi-stakeholder global strategy that aims to create a radical shift in how gender statistics are used, produced and promoted to inform policy and advocacy on gender equality. Women Count Phase II benefits from the generous support from the Governments of Australia, France, Ireland, and Sweden, and the Bill and Melinda Gates Foundation.

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# Foreword

This paper puts forward a comprehensive framework for understanding gender data capacity. It aims to provide a tool for assessing the maturity of statistical systems in terms of how they produce, use and disseminate gender data, and how these data are taken up outside national statistical systems. The framework builds on existing maturity models by UN Women and others but seeks to incorporate a more direct focus on gender data use and impact. The paper starts from the premise that when data are taken up outside of national statistical systems, they are more likely to influence policy, attitudes and public debate.

The proposed framework comprises four broad and conceptually distinct outcomes: 1) an enabling environment for gender data; 2) its production; 3) the extent to which a national statistical system uses gender data and makes them accessible to outside users; and 4) the use of these data by other actors. Within each outcome, the paper identifies logical sub-categories and proposes specific indicators.

This paper includes an in-depth review of available indicators to determine their suitability for populating the framework based on their conceptual relevance, robustness, ability to reflect change, country coverage and update frequency. It also highlights critical gaps – where information is needed but indicators are not yet available. To chart a path forward, recommendations are proposed for an initial measurement exercise (“Year 1”) along with next steps for addressing indicator gaps, including the inclusion of questions in existing surveys to include a stronger gender focus and experimentation with other forms of data analysis, such as text mining. Assuming that data availability and quality will improve and the framework’s needs will change over time, the framework is envisioned to be a dynamic and evolving product.

The paper is authored by Emma Samman, Research Associate in the Gender Equality and Social Inclusion (GESI) programme at ODI London. It benefitted from extensive inputs from colleagues at PARIS21 (notably Johannes Jütting, Lauren Harrison, Sophie Kenneally and Yu Tian) and UN Women (notably Jessamyn Encarnacion, Lauren Billi, Sofia Olofsson, Papa Seck, Rea Jean Tabaco, Mika Mansukhani and Ramya Emandi). Members of the Gender Data Outlook Technical Advisory Group (TAG) also provided useful suggestions and feedback on a draft version of this paper. The author is also grateful for informative discussions with Shaida Badiee and Lorenz Noe at Open Data Watch.

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# Abbreviations and acronyms

API	Application Programming Interface
CFDD	Clearinghouse for Financing Development Data
CGD	Citizen-Generated Data
CRESS	Country Reporting on Statistical Systems
CRS	Creditor Reporting System
CTGAP	Cape Town Global Action Plan for Sustainable Development Data
DAC	Development Assistance Committee
DHS	Demographic and Health Surveys
EMIS	Educational Management Information System
GSGS	Global Survey on Gender Statistics
HIES	Household Income and Expenditure Survey
HMIS	Health Management Information System
IDA	International Development Association
LFS	Labour Force Survey
MDAs	Ministries, Departments, and Agencies
MICS	Multiple Indicator Cluster Surveys
NDP	National Development Plan
NGEP	National Gender Equality Plan
NSDS	National Strategy for the Development of Statistics
NSO	National statistical office
NSS	National statistical system
ODIN	Open Data Inventory
ODW	Open Data Watch
RSS	Really Simple Syndication
PRESS	Partner Report on Support to Statistics
SCI	Statistical Capacity Indicator
SCM	Statistical Capacity Monitor

SDG	Sustainable Development Goal
SCI	Statistical Capacity Indicator
SPI	Statistical Performance Index
UN	United Nations
UNSD	United Nations Statistics Division

# Overview: Why measuring gender statistics matters

## Defining gender statistics

Gender is central to the Sustainable Development Goals (SDGs), both as a stand-alone goal (SDG 5) and as a key element of several other goals. It is also gaining prominence in countries' national planning. Following the adage “if you can't measure it, you can't manage it”, a great deal of activity has sought to track progress toward gender equality and to understand the extent to which different types of investment translate into policy change. Critical to this discussion are the collection of gender data and their conversion to gender statistics (Box 1).

### Box 1. Defining gender data and gender statistics

**Gender data** are the raw information or observations about individuals or groups related to gender characteristics which can be processed and analysed to derive gender statistics.

**Gender statistics**, defined as “statistics that adequately reflect differences and inequalities in the situation of women and men in all areas of life”, can provide valuable insights into the specific needs, experiences and challenges faced by different genders, allowing for more effective and impactful development strategies.

Source: UN DESA 2006: 1.

However, the production of gender statistics has not kept pace with the production of statistics in other areas. Many gender-related issues are underreported or overlooked,<sup>1</sup> and the production of gender data often lags behind in crucial sectors (Data2X and ODW, 2021<sup>[1]</sup>).<sup>2</sup> Moreover, the nature of gender is itself the topic of ongoing discussions. Evolving perspectives on gender identity that transcend the conventional male-female binary and consider how gender intersects with other characteristics of individuals to shape their experiences have profound implications for what data statistical systems should collect and how these data should be analysed and shared (Box 2). While highlighting the need for data systems to evolve, particularly with respect to gender identity, this analysis adheres to the United Nations Statistics Division's (UNSD) current guidelines, according to which “[g]ender statistics are defined by the sum of the following characteristics: (a) data are collected and presented disaggregated by sex as a primary and overall classification; (b) data reflect gender issues; (c) data are based on concepts and definitions that adequately reflect the diversity of women and men and capture all aspects of their lives; and (d) data collection methods take into account stereotypes and social and cultural factors that may induce gender biases” (UN DESA, 2016, p. 193<sup>[2]</sup>).

A cross-national focus on the components of a robust gender data landscape, and the gaps therein, can help to direct financing and technical support where they are needed the most to accelerate gender-responsive data production and use. This is the emphasis of the UN Women flagship “Making Every Woman and Girl Count” programme (hereafter, Women Count), which since 2016 has supported countries to improve the production, accessibility and use of gender statistics, (UN Women, 2022<sup>[3]</sup>). Beyond this, the process of developing a framework can bring strategy and accountability to efforts to boost gender data capacity, enabling stakeholders to develop a shared and specific definition of goals and the key challenges they face; guide investment decisions; and define a realistic expectation of impact to measure progress and shift strategy where needed (Donahue, Fleming and Parilla, 2023<sup>[4]</sup>). In time, the assembled indicators could contribute to our knowledge concerning what aspects matter most to advancing gender data capacity and to connect investments with changes, monitor feedback loops between gender data capacity and overall statistical system performance, and elevate the profile of gender data capacity.

### Box 2. Emerging understandings of gender and implications for statistical systems

Gender is a complex, multifaceted and dynamic construct that varies across cultures and over time. Over the past decade, gender theorists have placed a greater emphasis on non-binary gender identities and on intersectionality, both of which enrich our understanding of what gender is and how it intersects with other factors to shape the lived experiences of individuals and groups. Growing recognition of gender as a non-binary concept has led to calls to integrate the experiences of people who identify as non-binary, genderqueer, genderfluid or transgender, among others. Intersectionality, in turn, recognises the intricate interplay between gender and other systems of inequality, i.e. how gender interacts with factors such as race, class, ethnicity or sexuality to shape outcomes and opportunities. Moreover, it highlights the co-constitutive nature of different systems of inequality, which have the potential to amplify privilege or deprivation.

Recognition of these developments is critical to fulfil the national statistical office’s mandate to provide a detailed population profile and, more broadly, to foster inclusion and respect for people’s diverse identities and experiences. It, therefore, has implications for which data are collected, about whom, and how they are analysed and presented. However, emerging understandings of gender have outpaced the ability of official statistical systems to develop appropriate methodologies and standards, particularly in resource-constrained settings. Cultural and ethical issues also need careful attention: some people may prefer not to disclose their gender identify or feel unsafe doing so. In other words, while official data collection efforts have started to include non-binary gender markers and to produce disaggregated statistics focusing on key intersections known to systematically influence outcomes (as enumerated in the Sustainable Development Goals’ call to “leave no one behind”), there has yet to be a comprehensive shift towards accommodating more complex understandings of gender. This is one reason for the proposed two-tack focus of this paper: outlining what a comprehensive framework would look like in principle then identifying the indicators that are practically available to populate it. A key element of a forward-looking research agenda will be to trace the implications of emerging understandings of gender for gender data systems and to chart a way forward to embed them in data collection, analysis and use.

Note: The first paragraph of this box draws on Scarborough (2018<sup>[5]</sup>).

## Contribution to the Gender Data Outlook

Over the past five years, PARIS21 and UN Women have collaborated to respond to the need for more and better gender data, through specific efforts integrating gender into national statistical planning and programming. To address the critical question of how diverse investments in gender data translate into meaningful change for women and girls, UN Women and PARIS21 are introducing a new flagship report series, the Gender Data Outlook, which will seek to assess countries' levels of statistical maturity using the revised global framework and corresponding overall measure for gender data capacity.

The main objective of the flagship series is to provide a comprehensive overview of where countries stand in their capacity to translate gender data investments into policy change – at a global level and in specific cases. Key stakeholder groups are: international and national data donors aiming to better channel and monitor their investments; representatives of national statistical offices (NSOs), national machineries for gender equality and women's empowerment, and other government entities seeking inputs into policy, budgeting and agenda-setting; and international organisations, academics/think tanks and gender data advocates who may take-up and further analyse its results.<sup>3</sup>

To better inform the Gender Data Outlook series, this paper conducts an in-depth review of existing measurement efforts. It will serve as the foundation for a more comprehensive assessment of gender data and capacity, ensuring that it builds on existing conceptual frameworks and measures and responds to current knowledge gaps and emerging concerns. It, therefore, offers a discussion of existing frameworks that have been advanced to understand data capacity, considering their applicability for gender statistics. Based on this review, it proposes a revised framework, structured by outcomes, sub-categories and indicators. It then seeks to translate this framework into a practical measurement agenda by providing an in-depth assessment of the indicators already or potentially available to populate the framework and highlighting measurement gaps (see Annexes B-E). Finally, the paper makes recommendations for future data collection in this area. The review of frameworks is also intended to contribute to revising the conceptual framework that informed the first phase of the Women Count project (2016-21) and to expand its measurement potential.

This exercise stands to inform current discussions in three ways. First, it offers a way forward in assessing cross-national gender capacity which could enrich programmatic and policy discussions. Second, it offers considerations for priority indicators to fill critical evidence gaps that could inform future iterations of this work. Finally, it provides an opportunity to ensure the Women Count framework remains fit for purpose in the next phase of its work. The value added of the Women Count Maturity Model and the proposed framework *vis-à-vis* the most comprehensive frameworks that aim to understand statistical capacity (e.g. the World Bank's Statistical Performance Index [SPI], PARIS21's Statistical Capacity Monitor [SCM]) is threefold:

1. it is **specific to gender statistics**, ensuring a focus on this specific domain and inviting comparisons between overall data capacity and gender data capacity
2. it covers the **full gender data value chain**, from enabling factors through to use
3. it emphasises **data use as the primary purpose of data production**, thereby underlining its practical application.

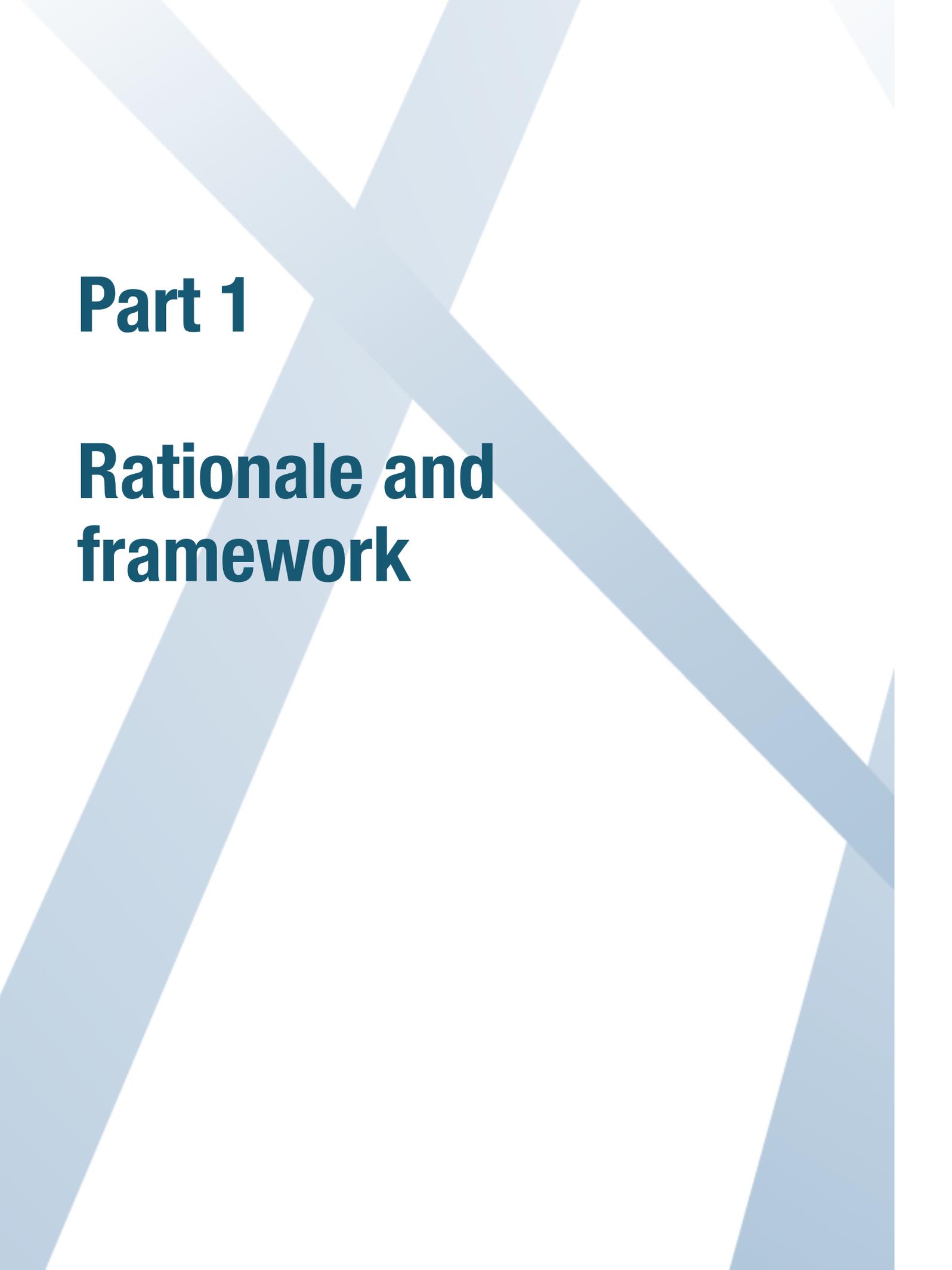
## Proposed framework approach

The proposed framework also builds on the previous Women Count Maturity Model. The revised conceptual model separates data use from data accessibility to highlight the importance of data use as the fundamental driver of work on gender data capacity. At its core, the revised model has involved a full-scale rethinking of the contents of each outcome – and what sub-categories and indicators are the most

important for this purpose. It also aims to include separate measures of high-income countries' support for gender data capacity, to be elaborated in future iterations of this work.

This paper adopts an approach closely aligned with the World Bank's SPI<sup>4</sup> to construct a comprehensive framework for understanding gender data capacity and assessing the maturity of statistical systems in this regard. The proposed framework comprises broad and conceptually distinct outcomes, logical sub-categories, and specific indicators. As data availability and quality improve and the framework's needs evolve, it is envisioned to be a dynamic and evolving product. This paper presents an in-depth review of the available indicators to determine their suitability for populating the framework, considering the current limitations in data availability. It proposes recommendations for an initial measurement exercise ("Year 1") and identifies critical knowledge gaps that require fielding new survey questions or other forms of data collection. The selection of indicators is based on conceptual relevance, robustness, ability to reflect change, country coverage and update frequency.

Part I seeks to elaborate the rationale for this exercise and the framework. Chapter 1 motivates the focus on advancing gender data capacity. Chapter 2 discusses the framework set out in this paper in relation to other frameworks that have been advanced to structure discussions of statistical capacity and proposes adjustments to the framework created based on the first phase (2016-21) of the Women Count programme. Chapter 3 provides more details on indicator sources and how they will be categorised within the framework based on their availability. Chapter 4, the main section of the paper, provides an in-depth overview of the framework by outcome. For each outcome, the discussion identifies the associated sub-categories and indicators, providing details on the value added, strengths and shortfalls of each indicator and highlighting how it contributes to an understanding of gender data capacity. For each outcome, the paper presents a list of "Year 1" recommendations for an initial cross-national measurement exercise based on data availability and the intention to cover as many aspects of gender data capacity as possible. It also outlines next steps to expand or update indicators that were created in one-off assessments and/or for a limited number of countries, or which do not yet exist. Part II discusses a way forward to address data gaps and proposes some questions that could be added to future NSO surveys in critical areas where data are lacking.



# **Part 1**

# **Rationale and framework**

# 1 The rationale for advancing gender data capacity

Gender equity is first and foremost a matter of social justice. In keeping with the definition of gender data advanced in Box 1, it invokes a society in which all genders are equally valued and have equal opportunities and freedoms.<sup>5</sup> Furthermore, the instrumental evidence highlights wide-ranging welfare gains from improvements in gender equality spanning economic growth,<sup>6</sup> poverty reduction, improved health and well-being, enhanced educational outcomes, increased social and political stability, strengthened democracy, and the promotion of human rights (UNDP, 2020<sub>[6]</sub>). It follows that gender equity is essential to fulfil international human rights standards such as the Beijing Platform for Action and the Convention on the Elimination of all Forms of Discrimination Against Women, as well as globally agreed-upon policy frameworks such as the Sustainable Development Goals (SDGs). Increasingly, regional and national planners are including gender-relevant outcomes in plans and/or gender equality policies.

PARIS21 grounds the need for better gender data on three criteria:

1. “[T]he importance of sex-disaggregated data gaps, which affect the design, implementation and evaluation of policies and place the achievement of SDGs at risk”, rendering it imperative to increase the production and wider use of gender statistics in line with national priorities and the 2030 Agenda.
2. Advances notwithstanding, “women and girls continue to suffer violence and discrimination [and] are also disproportionately affected by poverty, lack of education, political and economic exclusion, and lack of access to healthcare” (PARIS21, 2021<sub>[7]</sub>).<sup>7</sup>
3. Although the SDGs, especially SDG 5, call on all countries to achieve gender equality and the empowerment of all women and girls by 2030, current gaps in gender statistics make it difficult to obtain a full picture of the different roles that men and women play in society.

UN Women, in turn, links gender data gaps to three distinct but inter-related challenges.<sup>8</sup> First, a weak policy space and legal and financial environments result in gender statistics being under-prioritised and under-funded in national budgets. Second, technical and financial challenges lead to the under-resourcing of data production in areas that are important but challenging to measure, such as gender-based violence, or in areas where more methodological work is needed, such as the gender pay gaps. Third, a lack of access to gender data in user-friendly formats limits possibilities for informing policy and advocacy, in turn lowering demand for the additional production of gender statistics.

Many stakeholders are potential gender data users, including policy makers, advocates, researchers, the media and the public (UN DESA, 2016, p. 2<sub>[2]</sub>). Accordingly, such data serve multiple purposes. First, gender data help identify the specific needs and challenges different genders face, supporting the development of tailored and effective policies and programmes (see Perez, 2019 <sub>[8]</sub>). Moreover, they can help to pinpoint marginalised or disadvantaged groups and to understand intersecting forms of discrimination, contributing to policies to ‘leave no one behind’ (see Samman et al., 2021 <sub>[9]</sub>). The availability of reliable and disaggregated gender data therefore enables evidence-based decision-making across sectors (see Eden and Wagstaff 2020 <sub>[10]</sub>), with implications for human capital investments, labour market policy, and efforts to reduce poverty and violence, among others (UN DESA, 2016, pp. 2-4<sub>[2]</sub>).

Indeed, research shows that better use of statistics leads to more robust policy and development outcomes [(Scott (2005<sub>[11]</sub>) cited in PARIS21 (2021<sub>[12]</sub>)]. Second, gender data allow for monitoring progress toward gender equality, and identifying areas where course correction or further action is required (Wroblewski and Leitner 2022). Third, gender data provide evidence that can shape public opinion and raise awareness of gender inequalities, thereby challenging stereotypes, debunking myths and driving meaningful public discourse (OECD 2012, UN DESA 2016). Data can thereby strengthen advocacy efforts by providing a solid foundation for arguments and mobilising support for gender equality initiatives. Fourth, gender data facilitate effective resource allocation, enabling the strategic use of resources to maximise impact and equity. Fifth, by providing measurable indicators and benchmarks, the use of gender data can foster accountability.<sup>9</sup> Last, gender statistics can advance gender analysis and research, thereby promoting an understanding of the actual situation of women and men in society (UN DESA, 2016, p. 3<sub>[2]</sub>).

While attributing changes in policy or programming to the increased availability of data can be challenging, there are both qualitative case studies and indicative evidence that support this claim. For example, it is suggestive that “[t]he most notable advances in gender equality and women’s rights have been in education and in sexual and reproductive health, both areas where better data is available. Meanwhile, areas with poor data, such as economic participation, or no data, such as unpaid work, have seen less progress” (Buvinic and Levine, 2016, p. 35<sub>[13]</sub>).<sup>10</sup> Moreover, the only Millennium Development Goal (MDG) measure that was available disaggregated by sex for many countries was school enrolment: “As a result, gender parity in education became the most prominent indicator of gender equality in the MDG framework, and gender equality became synonymous with girls’ education. Indirectly, a focus on this indicator induced investments and policy changes to get more girls into school.” Buvinic and Levine (2016<sub>[13]</sub>) observe that this coincided with an annual average growth in investments in girls’ education of 14% between 2002 and 2012 – from USD 1.2 billion to USD 4.4 billion, significantly above the average growth rate of 6% for all other sector-specific aid. In turn, the availability of gender data is linked with better statistical systems; Beegle et al. (2023, p. 25<sub>[14]</sub>) report that “around 40% of the variation in the availability of gender SDG indicators is explained by the statistical performance of a country”.

In summary, investments in gender data capacity are necessary to improve outcomes for people of all genders, and are likely to have multiplier effects, supporting and amplifying broader improvements in statistical systems.

## 2 Elaborating a framework of gender data capacity

This chapter offers a revised global framework for assessing gender data capacity, drawing primarily on the most comprehensive existing frameworks for measuring gender data capacity, namely the Women Count framework, and overall statistical capacity, the World Bank's Statistical Performance Index (SPI) and PARIS21's Statistical Capacity Monitor (SCM). Other frameworks were also consulted to ensure that relevant outcomes and sub-components were included – notably the ODW and Data2x Gender Data System Maturity Model (ODW and Data2X, 2023<sup>[15]</sup>); the World Bank's Strengthening Gender Statistics project;<sup>11</sup> the United Nations Statistical Commission's Minimum Gender Indicators;<sup>12</sup> and the United Nations Statistics Division's Global Survey on Gender Statistics, the latest round of which took place in late 2022 (see Box 3.1).

This chapter outlines a full or “first best” (see Dang, Serajuddin and Stacy (2023<sup>[16]</sup>) on the SPI) framework that might provide a comprehensive representation of gender data capacity. To balance simplicity and conceptual clarity, it identifies top-level outcomes reflecting distinct components of the gender value chain and within each outcome, sub-categories that add specificity and structure. Chapter 3 addresses how indicators were selected to populate the framework.

The original Women Count framework consisted of three thematic outcomes:

1. creating an enabling environment to promote “a supportive policy, legal and financial environment to address institutional and financial constraints and to strengthen policies and practices governing the production and use of gender statistics”
2. increasing the production of quality gender statistics by improving “the regular production of gender statistics to monitor the SDGs and other national and international policy priorities”
3. improving data accessibility and use by “expanding access to data to inform policies, programmes, research and advocacy through solutions such as open access, dissemination tools and user-producer dialogues so that data users are better able to use gender statistics to inform research, policies, programmes and advocacy” (UN Women, 2023, p. 1<sup>[17]</sup>)

This paper proposes retaining the first two outcomes – an enabling environment and data production – on the basis that they are key and conceptually different elements of the gender data value chain, and therefore merit individual attention. The third outcome could then be divided into data accessibility and data use, since the two concepts are distinct, engaging different sets of actors with different motivations. This separate focus on data use also underscores the important message that data use is the paramount objective of all efforts to advance gender data.

The resulting four outcomes also align well with PARIS21's framework underpinning its SCM, which consists of five families of indicators:<sup>13</sup>

1. planning: the process of making arrangements for statistical production
2. production: the process of constructing statistics
3. dissemination: the action of spreading statistical information widely

4. use: statistical literacy, use and esteem of statistics
5. investment: devotion of resources to the statistical system.

The key difference is that this proposal includes investment and planning in the enabling environment outcome on the basis that both are critical precursors to the advancement of gender data capacity. Within the enabling environment outcome, “financial resources” is a sub-category.

Another key framework circumscribing statistical capacity is the World Bank’s SPI, which consists of an overarching framework and composite measure of statistical performance based on the data available to populate the framework (see Annex A). The SPI consists of five pillars:

1. data use, focusing on the demand side of the statistical system
2. data services, focusing on the interaction between data supply and demand, such as the openness of data and quality of data releases
3. data products, focusing on whether countries report on global indicators
4. data sources, focusing on whether censuses, surveys and other data sources are created
5. data infrastructure, which captures whether foundations such as financing, skills and governance needed for a strong statistical system are in place.<sup>14</sup>

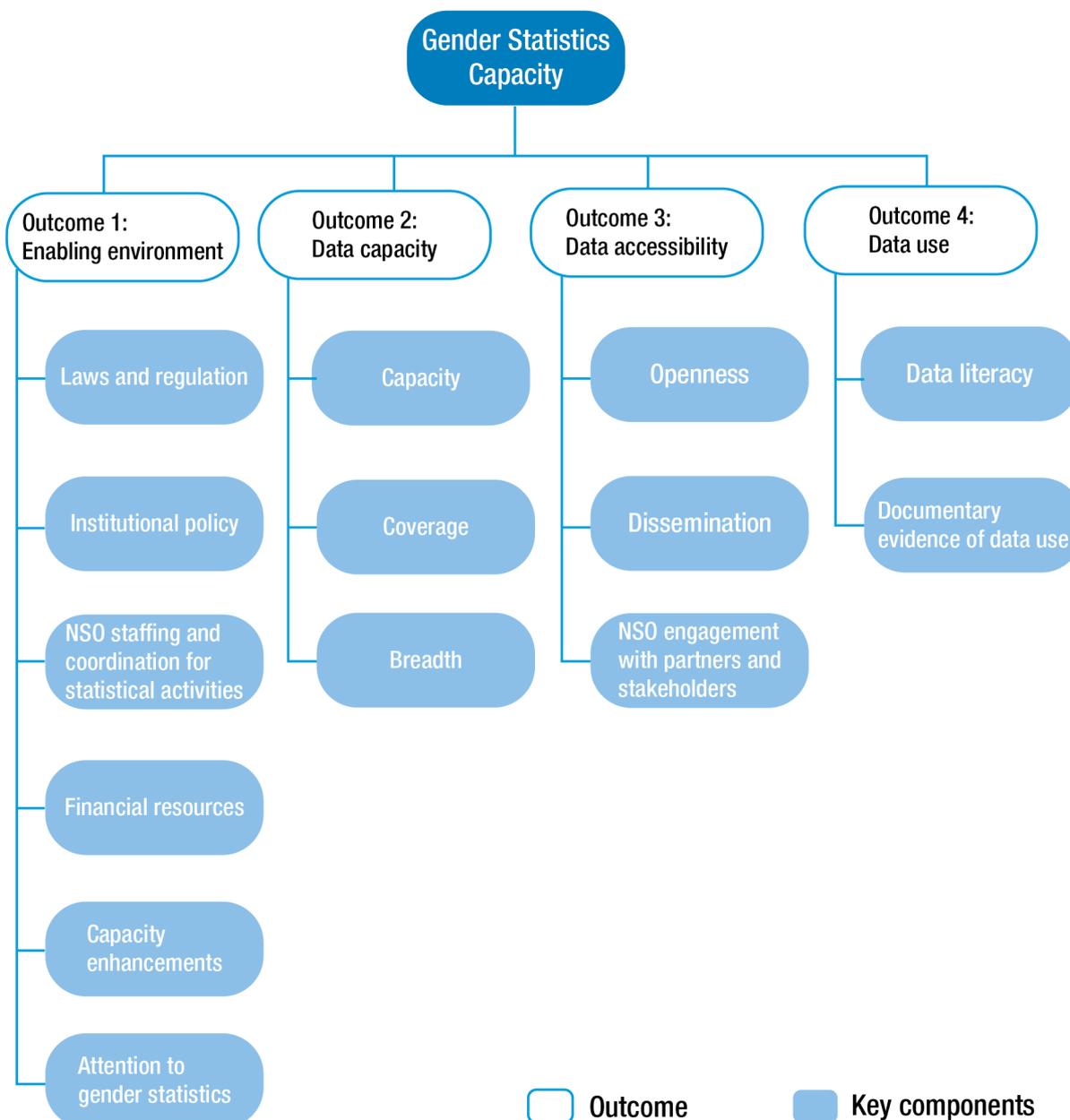
These pillars align reasonably well with PARIS21’s frameworks and the revised version of the UN Women framework that informs this paper (see Annex A for a comparison of the frameworks). The World Bank’s “data infrastructure” pillar is similar to the enabling environment outcome. The pillars on data sources and on data products are subsumed by the data production outcome. This paper does not propose distinguishing these two elements, nor separating data analysis from production (as the World Bank’s Strengthening Gender Statistics project does), but rather to consider both data sources and products as sub-categories of data production.

The SPI’s data products section focuses on coverage of key sectors: social, economic, environmental, institutional. A similar typology – or a more detailed sectoral division as in the United Nations’ Minimum Indicator Set which contains 5 categories<sup>15</sup> or the World Bank’s Gender Data Portal, which includes 14 topics,<sup>16</sup> could be considered in later iterations of this framework; however, further work would be needed to establish whether this approach is a useful one, and if so, what categorisation would be the most appropriate. Moreover, many sets of gender indicators (e.g. those relating to SDG 5 or the Minimum Set of the Open Data Inventory [ODIN] indicators) are cross-sectoral, which would make their categorisation challenging.

The World Bank’s data services pillar roughly corresponds to the accessibility outcome while the data use pillar maps onto the fourth outcome of the same name. Among the other frameworks consulted for this study, the ODW and Data2X Gender Data System Maturity Model is the most closely aligned with the aims of this study. Three of its five dimensions – data governance, financing and technical capacity – can be considered specific aspects of the enabling environment outcome; its data instruments dimension falls under the production outcome and the stakeholder co-ordination dimension features both as a measure of the enabling environment and of data accessibility.

The available frameworks and indicators of each outcome of the revised gender data capacity model were reviewed to identify logical sub-categories to add specificity and structure (Figure 2.1).

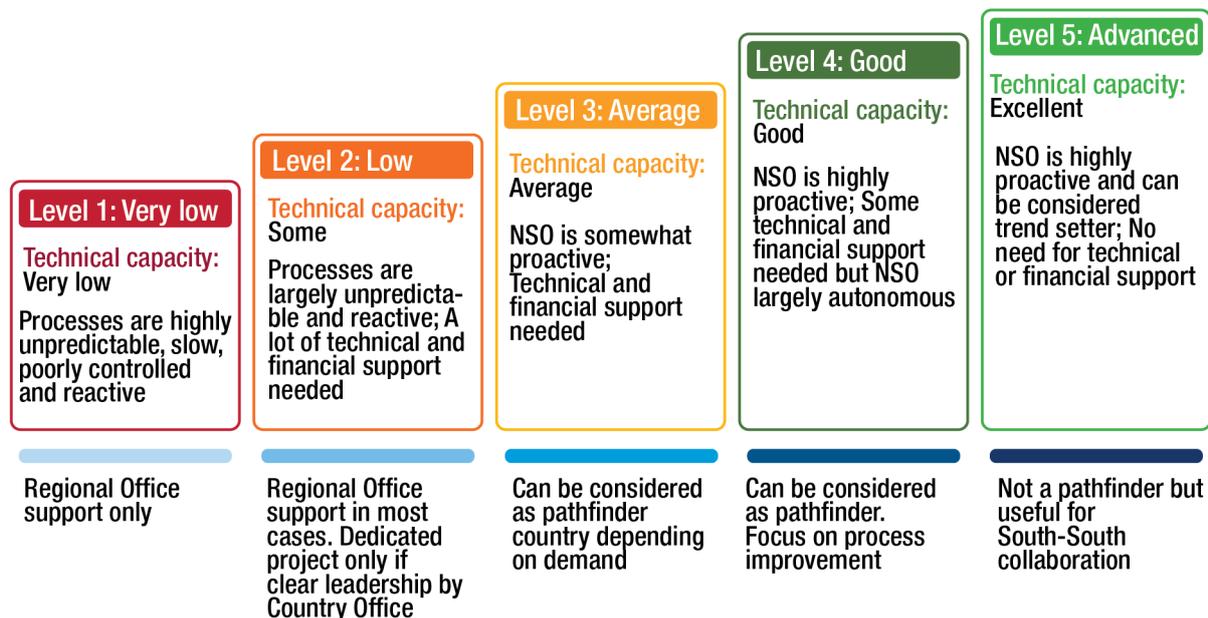
Figure 2.1. The revised Gender Data Outlook Gender Capacity Model



Notes: Sub-category policy or programmatic actions linked to data use are patterned as this is a placeholder. It is proposed to collect qualitative data that provide insight into this critical sub-category to enable the exploration of creating cross-national indicators.

Gender capacity, measured according to the proposed framework, could be compared with overall statistical performance to determine whether countries are performing relatively better or worse on gender statistical capacity relative to overall statistical capacity. It will also be useful to revisit how to categorise countries by their statistical system’s level of maturity; for example, building on UN Women’s Women Count Maturity Model, which, using the Women Count framework, depicts levels of statistical maturity-specific settings (Figure 2.2).<sup>17</sup> Both relative and absolute approaches to categorisation should be considered.

Figure 2.2. The UN Women Maturity Model



Reference: Adapted based on Data Management University, Fundamentals of the Capability Maturity Model (<https://www.ewsolutions.com/fundamentals-capability-maturity-model/>)

Source: UN Women (2023<sup>[17]</sup>).

# 3 Approach to indicator selection for the proposed framework

The key datasets measuring statistical performance were reviewed to identify gender data capacity indicators – namely PARIS21’s Statistical Capacity Monitor (SCM) and the World Bank’s Statistical Performance Index (SPI).<sup>18</sup> The following additional relevant information was also reviewed: the Clearinghouse on Financing Development Data (CFDD),<sup>19</sup> Open Data Watch indices, UN Women’s Women Count monitoring frameworks, the United Nations Statistics Division’s (UNSD) Global Survey on Gender Statistics (GSGS), Agenda 2030, and various ODW/Data2X and PARIS21 documents. In selecting indicators to populate the framework, priority was given to include indicators that applied to all countries, regardless of their income levels, as well as indicators specific to high-income countries, given their dual role in contributing to improving gender data capacity in less resourced settings and in ensuring their own statistical systems advance gender data capacity. The indicators were categorised as follows:

1. **Available:** Indicators for which cross-national data are available either regularly or from periodic data collection exercises and those that could be constructed from data that can be obtained through publicly available international sources (e.g. Sustainable Development Goals database, World Bank Gender Data Portal).
2. **Possible:** Indicators that could be developed based on:
  - a. periodic surveys such as the UNSD’s GSGS, which is conducted only once per decade, and to which access may be restricted
  - b. one-off assessments carried out by international organisations (e.g. World Bank, Data2X, PARIS21) that would need updating to be used in this framework
  - c. the review of documents contained in the CFDD
  - d. text mining following a methodology (procedures and data sources) designed for related indicators, e.g. in the PARIS21 SCM.
3. **Not yet available:** Indicators that would fill an important gap in the framework but for which an established methodology is not yet available. In parallel to the use of those indicators that are already in the public domain or ready to measure, there is a need for a parallel plan or process to collect these indicators.

### Box 3.1. The United Nations Statistical Division's Global Survey on Gender Statistics

The Global Gender Statistics Programme, which seeks to advance gender statistics, is mandated by the United Nations Statistical Commission and implemented by the United Nations Statistical Division. The Inter-Agency and Expert Group on Gender Statistics, first convened in 2006, co-ordinates and guides the programme, and currently focuses on examining emerging and unaddressed key gender issues and related data gaps, and on developing proposals on how to fill these gaps.

In late 2022, the United Nations Statistical Division administered its decennial Global Survey on Gender Statistics. The survey had three aims: 1) to measure progress in the production and use of gender statistics since the 2012 survey; 2) to assess the impact of COVID-19 on the production of gender statistics; and 3) to obtain information on whether and how a gender perspective could be mainstreamed into national statistical systems – all with the ultimate objective of guiding the Inter-Agency and Expert Group on Gender Statistics' work under the Global Gender Statistics Programme.

As of mid-December 2022, representatives of national statistical offices in 107 countries had responded. This dataset has some limitations; for example, the comprehensiveness of the responses obtained may depend on the structure of the statistical system (centralised, decentralised) and the position and knowledge of the person assigned to answer the survey. Given its timeliness and close alignment with the themes covered in this framework, numerous indicators could be derived from the survey data. Future iterations of this measurement exercise would need to find alternative means of obtaining this information (see Part II).

Note: The Global Gender Statistics Programme is available at: <https://unstats.un.org/unsd/demographic-social/gender/index.cshhtml#:~:text=About%20the%20Global%20Gender%20Statistics,on%20Gender%20Statistics%20IAEG%20DGS>.  
Source: UNSD (2022<sup>[18]</sup>).

Chapter 4 highlights the sub-categories and indicators included within each outcome of the revised UN Women framework. Annex B provides an illustration and Annex C describes how the indicators selected for this exercise map on to the indicators used in the original UN Women's Women Count Maturity Model. The accompanying Excel file provides full details for each indicator reviewed, organized by outcome and subcategory. The information includes a full definition, whether the indicator is ready to measure, links to metadata (where this exists), the source, country coverage and periodicity.

# 4 Populating the framework: A review of the indicators

This chapter provides an in-depth discussion of the proposed framework by outcome. Following a discussion of sub-components, indicators and their availability, a list of “Year 1” recommendations is proposed for an initial cross-national measurement exercise based on data availability and an intention to cover as many aspects of gender data capacity as possible.<sup>20</sup> Finally, for each outcome, the paper outlines next steps to expand or update indicators that were created in one-off assessments and/or for a limited number of countries, or for indicators which do not yet exist.

## 4.1. Enabling environment outcome

This outcome focuses on institutional constraints to the production and dissemination of gender statistics. It first discusses relevant laws and regulations, then the emphasis given to gender statistics in policies and planning instruments (National Strategy for the Development of Statistics [NSDS] and national plans). It explores the staffing and co-ordination of national statistical offices (NSOs) before addressing the available resources for gender statistics, through data on domestic and external funding devoted to gender statistics (relative to overall statistics). Finally, it turns to NSOs’ efforts to enhance relevant capacities and to the attention given to gender statistics within NSOs and the broader society. Each category is described in turn.

### 4.1.1. Proposed enabling environment indicators

#### *Laws and regulation*

The intent of these indicators is to focus on the extent to which national statistical legislation supports gender data and statistics on the premise that identifying gaps can advance both gender statistics and the statistical system overall. Per PARIS21: “Changes in statistical legislation may be needed to provide an enabling environment for better statistics that more accurately reflect the full picture of the society. Moreover, the production of gender statistics may be hampered by the NSO’s limited right to access administrative and non-official data sources for statistical purposes ..., there is often untapped potential in these data sources to provide a more granular and well-rounded picture of gender equality” (PARIS21, 2022, p. 12<sub>[19]</sub>). UN Women’s Women Count monitoring framework gives examples of such laws in its “pathfinder” countries – e.g. the inclusion of a gender-sensitive amendment to the National Statistical Law based on international best practices and recommendations in Morocco, a specific law in El Salvador that establishes a national system for statistics, data and information on violence against women. Three specific indicators are proposed. Indicator 1.1a measures the existence of laws, regulations or policies governing the management, co-ordination, production or dissemination of gender indicators. Indicator 1.1b indicates the existence of a road map, strategy or action plan relating to the laws or regulations mandating the production and/or dissemination of gender statistics. Indicator 1.1c identifies whether legislation mandates the national statistical system (NSS) to conduct specialised gender-based surveys.

## Indicator 1.1: Ready to measure?

The United Nations Statistics Division's Global Survey on Gender Statistics asks of the existence of any laws, regulations or policies governing the management, co-ordination, production or dissemination of gender statistics (Indicator 1.1a). Further work would be needed to develop a more nuanced indicator, e.g. considering aspects such as the introduction of standards for co-ordination, data sharing and access; and data disaggregation. The survey also asks about the existence of a road map, strategy or action plan relating to any laws or regulations mandating the production and/or dissemination of gender statistics (Indicator 1.1b) and about the existence of legislation mandating the conduct of specialised gender-based surveys (Indicator 1.1c).

### *Institutional policy*

Indicators 1.2 and 1.3 measure the extent to which gender statistics are explicitly referenced in country instruments for national statistical planning and national development plans, respectively. Standard categories are whether the country has an NSDS integrating gender statistics and as a more stringent condition, whether it is institutionalised through a budget line (of zero or any amount). Consideration of two precursors to an NSDS form the basis for next two indicators, which would allow developing a more nuanced continuum – a strategic framework for gender statistics and a gender statistics strategy, respectively. Indicator 1.4 identifies the existence of a minimum or priority set of gender indicators (e.g. national priority gender equality indicators), which are intended as a framework for more focused statistics capacity development on gender by guiding priority setting by national entities within a country's NSS. It sets the scope and provides strategic direction to the efforts of a wide range of gender statistics stakeholders in strengthening institutions, improving co-ordination mechanisms, updating legislation, ensuring adequate budgetary allocations, advancing research and methodological development, and improving staff competencies and data sources. Indicator 1.5 focuses on the mainstreaming of a gender perspective into statistical activity, i.e. systematically incorporating gender issues and gender-based biases in the management, co-ordination and development of statistical activities within the NSO. The final proposed indicator (Indicator 1.6) would identify whether institutional recipients of public funds (non-governmental organisations, associations, etc.) are mandated to collect data on the gender-specific use of the resources; it is intended as an indication of the extent to which gender considerations are integrated into public systems for monitoring and accountability.

## Indicators 1.2 – 1.6: Ready to measure?

Indicator 1.2 (on National Strategy for the Development of Statistics) would require a review of the NSDS in the CFDD. Indicator 1.3 could be derived from the national plans that are available at CFDD. Indicator 1.4 (whether national priority gender equality indicators include a minimum or priority set of gender indicators) and Indicator 1.5 – the status of gender mainstreaming in the national statistical office's activity – were proposed for the UNSD GSGS but not included in the final version. Indicator 1.6, regarding whether institutional recipients of public funds must report on the gender-specific use of the resources, does not yet exist.

### *National statistical office's staffing and co-ordination for statistical activities*

Three cross-national measures provide insights into the extent to which the institutional set up of the NSO is conducive to the generation of gender statistics. Indicator 1.7 concerns the NSO's organisation structure: whether it has appointed a dedicated unit or individual responsible for gender-related statistics and for mainstreaming gender into statistical work more broadly, as the creation of a dedicated staffing unit can ensure the sustainability of the production of gender statistics and effective communication and implement a clear and harmonised agenda plan of action related to gender (PARIS21, 2022, p. 13<sub>[19]</sub>). Alternatively, the production of gender statistics may be spread among departments and units, but in such cases a gender statistics focal point (and a clear mapping of responsibilities) is needed (PARIS21, 2022, p. 13<sub>[19]</sub>). Indicator 1.8 would focus on inter-agency co-ordination. Per PARIS21, co-ordination mechanisms can provide a platform for sustained dialogue, and can be embodied in inter-agency working groups or committees (PARIS21, 2022, p. 12<sub>[19]</sub>). The indicator, therefore, seeks to identify whether the NSO has established an inter-agency body to bring together government agencies and other stakeholders involved in producing and using gender statistics. Indicator 1.9 seeks to establish evidence of regular collaboration between the NSO and the national gender machinery,<sup>21</sup> which has proved an important enabler of work on gender statistics within countries. Finally, Indicator 1.10 proposes measuring the proportion of women and men in various positions within the NSO, distinguishing leadership, technical and administrative roles.

## Indicators 1.7, 1.8, 1.9, 1.10 Ready to measure?

Two indicators (Indicators 1.7 and 1.9) are available in the United Nations Statistics Division's 2022 Global Survey on Gender Statistics; their future availability will depend on the inclusion of relevant questions on national statistical offices' routine surveys. Neither Indicator 1.8 (the existence of an intra-agency co-ordination mechanism) nor Indicator 1.10 (gender representation in national statistical offices) currently exist.

### *Financial resources*

Data2X and ODW (2021<sub>[11]</sub>) reports that core gender data systems are underfunded by roughly USD 450 million per year, on average, or by half of what is needed to adequately support policy decision making and accelerate gender equality.<sup>22</sup> Such financing is critical to “ensure that the instruments used to collect and disseminate gender data, including special surveys, are made available and sustained. In addition, missing or limited IT infrastructure represents one of the key bottlenecks in sharing gender data between government institutions. Resource limitations are especially visible when reporting on indicators that rely heavily on administrative sources or require multi-stage compilation and validation (e.g. mortality statistics)” (PARIS21, 2022, p. 13<sub>[19]</sub>). Given this importance, the framework includes seven measures that cast light on the allocation of domestic and external funding to gender statistics. The revised framework will also include measures of high-income countries' financial support for gender data capacity in International Development Association (IDA) countries, to be elaborated in future iterations of this work.

Indicator 1.11 is a binary measure of the extent to which a set of key gender-related activities within an NSDS is fully funded. Indicator 1.12 assesses the overall share of finance devoted to gender statistics as a share of NSS finance. Indicator 1.13 decomposes NSO funding for gender statistics into the share that derives from the national budget for statistics as opposed to the women's machinery and “other sources”, and further distinguishes funding occurring on a reoccurring or regular basis from that occurring on an “*ad hoc* and irregular” basis. Both indicator components will provide insights into the extent to which funding for gender statistics is likely to be sustainable. Indicators 1.14 and 1.15 focus on the importance national governments and external donors, respectively, place on gender statistics: 1) the share of domestic finance

devoted to gender statistics as a share of all finance devoted to statistics (to be derived from national plans); and 2) for IDA or “blend” countries, the share of external financing (from official development assistance and private sources) that supports gender data efforts as a share of external financing for statistics. Indicator 1.15, which can be derived from PARIS21’s annual *Partner Report on Support to Statistics (PRESS)* database (see PARIS21 (2022<sub>[20]</sub>)) is based on the OECD Creditor Reporter System.<sup>23</sup> While it is in wide use, it is not without limitations. The corresponding methodological note<sup>24</sup> cautions that “some factors in the CRS can affect the results, including:

- The lack of granularity in some cross-cutting projects with statistical components can lead to difficulties in identifying the exact budget allocated to data and statistics.
- Reporters’ knowledge/awareness about certain purpose codes and policy markers. It is difficult to determine if the increase of funding assigned to one purpose code is due to the increased awareness of the topic on the part of donors, or the actual increase of funding from donors.
- The 12-month time lag of CRS publication. On the one hand, sufficient time to co-ordinate donor reporting and apply meticulous statistical standards ensures the quality of the CRS data. On the other hand, lagged information is limited in scope to support partners’ decision making, especially for a platform like the Clearinghouse and urgent scenarios like the pandemic.

Despite efforts to eliminate duplications, the PRESS survey dataset, which contains information from several sources, may contain duplicated information. This is mainly caused by the complex aid flows from initial donors, through intermediate agencies, to final recipients.”

Furthermore, “the gender identification depends heavily on correct description and manual identification of projects by donors. The project descriptions that are used to match projects must contain relevant information to be identified, donors must apply the Development Assistance Committee gender marker to projects in accordance with best practices, and donors must respond to the PRESS survey with diligence to identify all their gender data-relevant projects. As such, it is difficult to arrive at a truly independent estimate of gender data financing.” Notwithstanding these limitations, this is the most rigorous indicator of external financing to gender statistics identified. Owing to the extreme volatility of funding, a three-year moving average of levels of support could be used.<sup>25</sup>

The final two indicators under this sub-component (Indicators 1.16 and 1.17) aim to capture governments’ willingness to invest in gender data. These are respectively whether the NSO (in IDA or “blend” countries) has participated in any effort to mobilise resources for gender statistics within a fixed reference period such as the previous year – e.g. at a donor roundtable (Indicator 1.16); and whether the COVID-19 pandemic prompted the maintenance of or an increase in resource allocation for gender statistics within the NSO, as an illustration of whether the NSO is willing to direct resources to collect data in the face of a crisis with marked gendered impacts (Indicator 1.17). This is a critical indicator, particularly given that funding for gender data decreased by 55% in 2020, the first year of the pandemic, nearly three times the fall in funding for overall data and statistics.<sup>26</sup>

## Indicators 1.11 - 1.17: Ready to measure?

Of the seven proposed indicators, only Indicator 1.15 is routinely available: external support for gender statistics, which features in PARIS21’s biennial PRESS report. The extent to which the gender component of a national strategy for the development of statistics (NSDS) is fully funded (Indicator 1.11) could potentially be derived from an analysis of NSDS in the CFDD. The share of domestic finance for gender statistics in domestic finance for statistics (Indicator 1.12) and of domestic finance or gender statistics in all finance for gender statistics (Indicator 1.14) are flagged as “possible” given that Data2X and ODW (2021<sub>[1]</sub>) computes these indicators for 14 countries and the data can be derived from the national plans at the CFDD. Data on the source and regularity of funding for national statistics offices’

gender statistics (Indicator 1.13) and on the impact of COVID-19 on resource allocation for gender statistics (Indicator 1.17) are available from the 2022 United Nations Statistics Division's Global Survey on Gender Statistics. Finally, Indicator 1.16 on national statistical offices' mobilisation of funding for gender statistics is not currently available.

### *Capacity enhancements*

Per PARIS21: "A holistic approach to gender statistics will require technical capacities to assess survey methodologies, questionnaire design, and sampling strategies to ensure gender-sensitivity. Gender statistics also require specialised approaches to analysis and communication, such as intersectional analysis of disaggregated data" (PARIS21, 2022, p. 13<sub>[19]</sub>). Indicator 1.18 assesses whether the NSO has undertaken methodological development or capacity building relating to the various elements of the gender value chain that could include: data governance; non-traditional data sources; development of a gender statistics programme; mainstreaming a gender perspective; data collection, production and dissemination; user producer dialogue/collaboration; reporting on gender-relevant SDG indicators; the use of a harmonised list of gender statistics indicators (e.g. Minimum Set of Gender Indicators); data analyses and use; and database management.<sup>27</sup> Indicator 1.19 would capture the existence of a gender statistics programme in official statistics training.

## Indicators 1.18 and 1.19: Ready to measure?

Indicator 1.18 was included in the draft version of the United Nations Statistics Division's Global Survey on Gender Statistics. Indicator 1.19 does not currently exist.

### *Attention to gender statistics*

Two indicators are proposed to give insight into civil society organisations' demand for and NSO prioritisation of gender statistics, respectively. The first indicator (Indicator 1.20), adapted from a PARIS21 SCM indicator, is the number of civil society organisations listed on the United Nations Department of Economic and Social Affairs' NGO Branch register as active in both the "Statistics" and "Gender issues and advancement of women" categories (potentially standardised as the share of organisations active in each country). The second indicator, Indicator 1.21, is whether a country identified "Disaggregation of data on gender and population groups" as a priority area where the NSO plans to invest in capacity development over the next three years in the 2021 World Bank Survey on the Implementation of the Cape town Framework for Action.

## Indicators 1.20 and 1.21: Ready to measure?

Indicator 1.20 – on the demand for gender statistics – could be obtained from data in the United Nations Department of Economic and Social Affairs' NGO Branch register while Indicator 1.21 on national statistical offices' prioritisation of gender statistics was collected in the 2021 Capetown Framework survey (70 of the 101 participating countries gave consent for the disclosure of their data).

#### 4.1.2. Recommended enabling environment indicators for Year 1

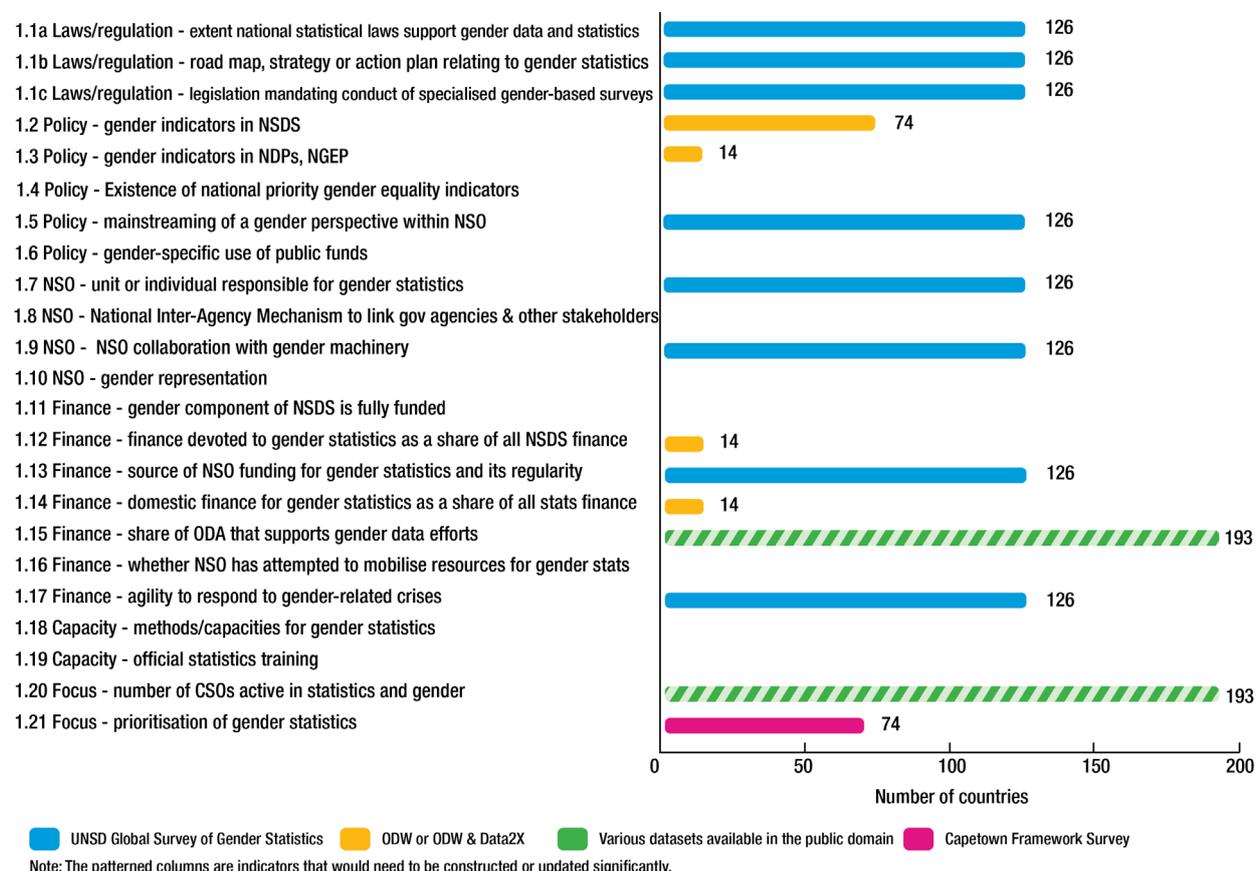
Table 4.1 presents the indicators recommended for an initial “Year 1” measurement exercise for the enabling environment outcome, taking into account present indicator availability and the potential to create new indicators from existing sources.

**Table 4.1. Recommended enabling environment indicators for an initial Year 1 measurement**

No.	Indicator	Source
1.1a	Extent to which national statistical legislation supports gender data and statistics	UNSD GSGS
1.1b	Existence of a road map, strategy or action plan relating to the laws or regulations mandating the production and/or dissemination of gender statistics	UNSD GSGS
1.1c	Existence of legislation mandating the conduct of specialised gender-based surveys	UNSD GSGS
1.7	Existence of a gender statistics unit or individual within the NSO	UNSD GSGS
1.9	Evidence of regular collaboration – NSO and gender machinery	UNSD GSGS
1.13	Proportion of NSO funding for gender statistics that derives from the national budget for statistics as opposed to the women’s machinery or other sources, and its regularity	UNSD GSGS
1.15	External financing (from official development assistance and private sources) that supports gender data efforts as a percentage of external financing for statistical activities (three-year average)	PARIS21 PRESS database
1.17	Agility in the face of crisis – whether COVID-19 led to the maintenance of or an increase in NSO resource allocation for gender statistics	UNSD GSGS
1.20	Number of civil society organisations (CSOs) active in both “Statistics” and “Gender issues and advancement of women” (potentially standardised as the share of CSOs active in each country)	Derived from UNSD NGO register
1.21	Whether a country identifies “Disaggregation of data on gender and population groups” as a priority area where the NSO plans to invest in capacity development over next three years	2021 Cape town Framework Survey

Note: UNSD GSGS: United Nations Statistics Division’s Global Survey on Gender Statistics.

Figure 4.1. Coverage of proposed enabling environment indicators



Note: The patterned columns are indicators that would need to be constructed or updated significantly.

Table 4.2. Missing indicators under the enabling environment outcome due to the limited country coverage

Limited number of countries (<100 countries)\*

Availability	Indicator # and name	Indicator source	Next steps
74 countries	1.2 Extent to which a country prioritises gender statistics in its national statistical planning	Data2X (2019), ODW/Data2X (2021), PARIS21 and UN Women (2023)	Review: NSDS in CFDD
14 countries	1.3 Extent to which gender indicators are integrated into national development plans, national gender equality policy or equivalent	PARIS21 and UN Women (2023)	Review: national plans in CFDD
14 countries	1.12 Finance devoted to gender statistics (% as a share of all finance for National Strategy for the Development of Statistics)	ODW/Data2X (2021)	Review: PARIS21 CRESS data
14 countries	1.14 Domestic finance for gender statistics (as % of all statistics finance)	ODW/Data2X (2021)	Review: national plans in CFDD

\* The Cape Town Framework survey is not included here because the potential coverage (194 countries who are administered the survey) is much higher than actual coverage for 2021 (70 countries which opted to disclose their data of the 101 countries who responded to the survey). Notes: NSDS: National Strategy for the Development of Statistics; CFDD: Clearinghouse on Financing Development Data. Indicator sources are all one-off assessments.

**Table 4.3. Missing indicators under the enabling environment outcome due to the unavailability of data**

No	Indicator	Proposal source	Next steps
1.4	Existence of national priority gender equality indicators	United Nations Statistics Division's Global Survey on Gender Statistics draft version	Explore NSO survey options
1.5	Status of gender mainstreaming activities in the national statistical office's (NSO) activity	UNSD GSGS draft version	Explore NSO survey options
1.6	Rules regarding gender-specific use of public funds	TAG recommendation	Determine process
1.8	Existence of a national inter-agency mechanism for co-ordinating gender statistics	UN Women monitoring frameworks	Explore NSO survey options
1.10	Gender representation in national statistical office (NSO) (% women, including leadership, technical and administrative roles)	TAG recommendation	Explore NSO survey options
1.11	Finance – key set of gender-related activities within the National Strategy for the Development of Statistics (binary measure of the extent to which it is fully funded)	Adapted from PARIS21 Statistical Capacity Monitor indicator	Review: NSDS in CFDD
1.16	NSO mobilisation of funding for gender statistics (whether NSO has engaged in any efforts – e.g. donor roundtables – to mobilise resources for gender statistics production or use)	UN Women monitoring frameworks	Explore NSO survey options
1.18	Whether the NSO has undertaken methodological development or capacity building relating to various elements of the gender value chain	UNSD GSGS draft version	Explore NSO survey options
1.19	Official statistics training on gender statistics	UN Women monitoring frameworks	Explore NSO survey options

Note: NSDS: National Strategy for the Development of Statistics; CFDD: Clearinghouse on Financing Development Data.

## 4.2. Data production

Under this outcome, the proposed indicators assess capacity, whether a country has weaknesses in any core data instruments, the coverage of core gender indicators – considering the extent to which policy-relevant gender indicators are collected (including frequency and spatial disaggregation) – and breadth, or the extent to which existing surveys, economic records, administrative and new data sources are used to generate gender statistics.

### 4.2.1. Proposed data production indicators

#### *Capacity*

The first two proposed indicators relate to capacity to produce gender data. Indicator 2.1, a summary measure of strengths and weaknesses in gender data instruments, seeks to identify if weaknesses exist in any (and if so, how many) of three core instrument groups used to produce gender data: foundational (civil registration and vital statistics systems and censuses), administrative and survey.<sup>28</sup> Indicator 2.2 assesses whether a country has conducted one or more specialised surveys relevant for producing gender statistics (time use or violence against women) in a reasonable reference period, e.g. the previous five years.<sup>29</sup>

## Indicators 2.1 and 2.2: Ready to measure?

Indicator 2.1 – on the quality of gender data instruments – could be updated. Doing so would entail revisiting the frequency standards outlined in Data2X and ODW (2021<sup>[11]</sup>). Indicator 2.2 requires construction; a potential source of information is whether countries have conducted specialised surveys on time use and/or gender-based violence is UN Women. The agency has commissioned research that looks at time-use survey conducted (or not) across all countries (as of 2021), which would need updating; UN Women’s Ending Violence Against Women Section may have collected similar data on gender-based violence. The World Bank’s Gender Data Portal’s time-use data may also be useful in this respect.

### *Coverage*

This framework proposes various sets of gender data indicators compiled by the UNSD (Minimum Set of Gender Indicators, SDGs) and other international organisations (UN Women, World Bank) and non-governmental organisations (ODW, Data2X). Indicator 2.3 is concerned with gender mainstreaming in statistical production; it measures the regularity of NSO production of gender statistics in 39 areas, providing comprehensive coverage of social, economic and environmental themes. Indicator 2.4 refers to the ODIN Open Gender Data Coverage index, a measure of the availability of 27 indicators and disaggregations (2022/23 version), their timeliness (last five and ten years), and geographic coverage (first and second administrative levels). Indicator 2.5 compares the coverage of gender relative to non-gender categories in the ODIN index.

The next three indicators are concerned with various subsets of SDG indicators. The SDG indicators are highlighted given that they offer “a consensus set of indicators selected as part of a global consultative process” (Beegle et al., 2023, p. 28<sup>[14]</sup>) that can be accessed in a standardised manner through the UN SDG database. Indicators 2.6, 2.7 and 2.8 refer to UN Women-identified SDG indicators. Indicator 2.6 is concerned with the availability of UN Women’s Minimum Set of (quantitative) Gender Indicators from the SDGs. Indicator 2.7 identifies the percentage of 52 gender-specific indicators (as of 2022) that are available in the UNSD’s global SDG database and Indicator 2.8 identifies the number of years a country needs to achieve 100 percent SDG gender data availability across 82 gender-specific SDG indicator series.<sup>30</sup> Indicators 2.9 and 2.9a refer to a World Bank list of 50 gender-related (or specific) SDG indicators, which closely match UN Women’s Minimum Set of Gender Indicators. Indicator 2.9 is concerned with the percentage of these indicators that are available. Indicator 2.9a refers to the ratio of SDG gender-related (or specific) indicators to the entire subset of SDG indicators, to assess the extent to which gender-related SDG indicators are under-reported. Beegle et al. (2023<sup>[14]</sup>), for example, find that the reporting rate is less than half for 50 SDG gender indicators than for the overall set of 181 indicators. Indicator 2.10 refers to a set of 93-104 indicators (depending on region), or 68 common SDG indicators, identified as part of the ODW and Data2X “Bridging the Gap” gender data assessment, with availability assessed in the SDG database and national databases. The various data coverage indicators overlap considerably, so a decision will need to be taken over which to include based on an evaluation of their relative strengths and weaknesses for this framework (see Annex D).

The CFDD adds the following comment on the SDG data, which applies more broadly to data sourced by international organisations: “All data sourced from the SDG Global Database reflects a country’s capacity to report data to international organizations. This capacity will vary across countries.” Additionally, ODW cautions that some countries have rejected the availability of gender indicators in the global SDG database and the Minimum Indicator Set as a measure of country capacity to produce data and that further investigation is needed to validate these measures.<sup>31</sup> The CFDD also notes, in relation to the SDG

database that: “the number of gender-relevant indicators is a moving target, as more indicators receive methodological improvements, allowing for more indicators to be considered gender-relevant”.<sup>32</sup>

A signal advantage of the ODIN indicators is in their visualisation of the completeness of the set of gender indicators that they select in a given year,<sup>33</sup> including their availability over time (within the previous five and ten years) and over space (at the first and second administrative levels). In addition, the set of indicators included in the index are reviewed and updated biennially. Third, the completeness of the ODIN gender indicators can be readily compared with the completeness of non-gender indicators included in the ODIN index. A potential disadvantage is that changes in the indicator set could hinder comparability over time. ODW notes that every ODIN assessment contains some minor methodology changes (and indeed, several changes were made to the gender component between the 2020/21 and 2022/23 assessments) – however, using the available data, users can create custom scores that exclude data categories introduced in later years to increase the compatibility between years.<sup>34</sup>

The final indicators in this section address specific data gaps. Indicator 2.11 is concerned with the availability of data on individual (rather than household-based) poverty data. Finally, Indicator 2.12 shifts the focus to data reporting, specifically the gap between data that are available at a population level and those reported by sex. This draws on Beegle et al. (2023, p. 3<sub>[14]</sub>), who call attention to the “insufficient processing of available data or the lack of dissemination even when processed data and constructed indicators are available”; they estimate that the SDG gender coverage rate would be 43% instead of 31% if countries which had a population estimate for an indicator published sex-disaggregated estimates.

## Indicators 2.3 - 2.12: Ready to measure?

Indicator 2.3 is available in the United Nations Statistics Division’s Global Survey on Gender Statistics. Indicators 2.4 and 2.5 are already available from Open Data Watch, with wide geographic coverage. Indicators 2.6, 2.7, 2.8, 2.9 and 2.9a – on Sustainable Development Goal (SDG) gender data – can be readily constructed from the SDG database. The data for Indicator 2.10, focusing on a wide set of indicators in both national and international databases, would require considerable work to update, as they were created for a 2018-21 assessment conducted for just 25 countries. Indicator 2.11 on the availability of individual poverty data could be constructed from World Bank poverty assessments, while Indicator 2.12 on data reporting could be constructed using the United Nations Statistical Division’s SDG database.

### *Breadth*

The final set of indicators focuses **on the extent to which specific core sources of data are used to produce gender statistics**. Indicator 2.13 is concerned with administrative data production, namely the availability and accessibility of sex-disaggregated data on crisis-related situations. For the Year 1 exercise, this will be measured with the availability of sex-disaggregated data on COVID-19 cases and deaths (whether a country is providing sex-disaggregated data on cases and deaths, or only cases or deaths, or neither). After the first year, appropriate new indicators will be sought to measure this concept as appropriate. The next four candidate indicators (2.14, 2.15, 2.16 and 2.17), pertaining to non-traditional data,<sup>35</sup> administrative data, economic records and household surveys, derive from the UNDP GSGS. These indicators identify the proportion of existing data sources in each category that are used to produce gender statistics.

## Indicators 2.13 - 2.18: Ready to measure?

For Indicator 2.13, for the Year 1 exercise, sex-disaggregated data on COVID-19 are readily available from the COVID-19 Sex-Disaggregated Data Tracker. In future years, alternative indicators on crisis-related situations would need to be identified. Indicators 2.14, 2.15, 2.16 and 2.17 are available in the 2022 United Nations Statistics Division's Global Survey on Gender Statistics but would need to be included in routine data collection to be regularly available in the future.

### 4.2.2. Recommended data production indicators for Year 1

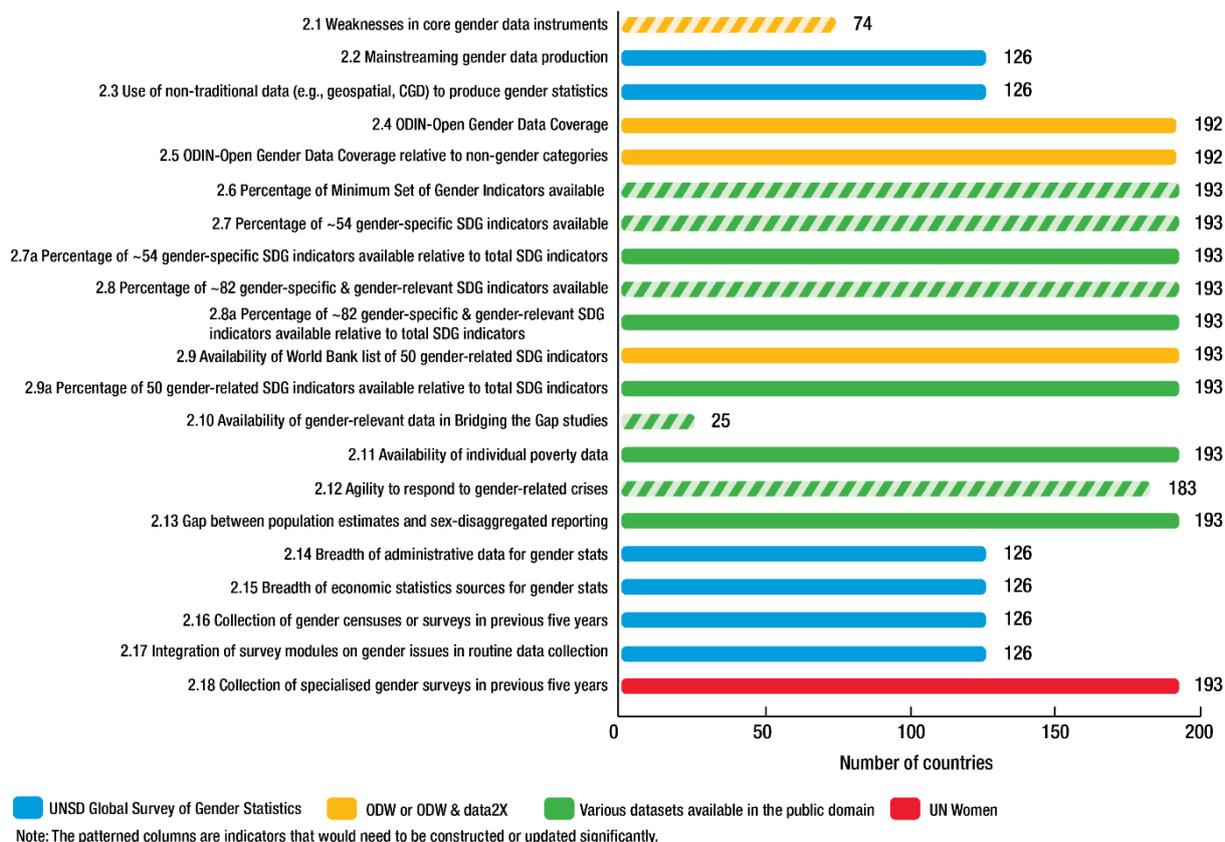
Table 4.4 presents the recommended indicators for data production for an initial "Year 1" measurement exercise due to the availability of data.

**Table 4.4. Recommended data production indicators for an initial "Year 1" measurement**

No.	Indicator	Source
2.2	Collection of specialised data relating to gender in previous five years	UN Women
2.3	Gender mainstreaming in statistical production	UNSD GSGS
2.4	ODIN – Open Gender Data Coverage index: availability of 27 gender indicators or those with sex-disaggregation; timeliness (last 5-10 years); and geography (first/second administrative levels)	ODW
2.5	ODIN – Open Gender Data Coverage: gender relative to non-gender categories	ODW
2.6	Percentage of Minimum Set of Gender Indicators available	UN Women, UNSD
2.7	Percentage of 52 gender-specific indicators available to monitor progress on the Sustainable Development Goals (SDGs)	UN Women, UNSD
2.8	Number of years needed to achieve 100% SDG gender data availability across 82 gender-specific SDG indicator series	UN Women, UNSD
2.9	Percentage of World Bank list of 50 gender-related SDG indicators available to monitor SDG progress	World Bank, UNSD
2.9a	Percentage of World Bank list of 50 gender-related SDG indicators available to monitor SDG progress relative to total number of SDG indicators	World Bank, UNSD
2.11	Availability of individual (rather than household-based) poverty data	World Bank
2.12	Gap between population estimates that can be sex-disaggregated and sex-disaggregated reporting of gender-related SDG indicators	World Bank, UNSD
2.13	Availability and accessibility of sex-disaggregated data on crisis-related situations (for Year 1: whether a country is providing sex-disaggregated data on COVID-19 cases and deaths, or only cases or deaths, or neither)	COVID-19 Sex-Disaggregated Data Tracker
2.14	Breadth of non-traditional data (geospatial, citizen-generated, modern media or private sector data) for gender statistics	UNSD GSGS
2.15	Breadth of administrative data for gender statistics	UNSD GSGS
2.16	Breadth of economic data for gender statistics	UNSD GSGS
2.17	Breadth of survey data for gender statistics	UNSD GSGS

Note: UNSD GSGS: United Nations Statistics Division's Global Survey on Gender Statistics; ODW: Open Data Watch.

Figure 4.2. Coverage of proposed data production indicators



Notes: The patterned columns are indicators that would need to be constructed or updated significantly.

Table 4.5. Missing indicators under the data production outcome

Limited number of countries (<100)

Availability	Indicator # and name	Indicator source	Next steps
74 countries	2.1 Weaknesses in core gender data instruments	Data2X/ODW (2021 <sup>[11]</sup> )	Review/update standards of frequency for all sources Update assessment of sources (which derive from one-off studies)
25 countries	2.10 Availability of 93-104 indicators (depending on region), based on SDG and national databases. List includes indicators from the SDGs, the Minimum Set of Gender Indicators not included in the SDGs, and supplemental indicators proposed by UN Women (2017 <sup>[21]</sup> ).	Data2X/ODW Bridging the Gap: Mapping Gender Data Availability project (2021) Africa Technical Report (ODW and Data2X, 2019 <sup>[22]</sup> ) Latin America and the Caribbean Technical Report (ODW and Data2X, 2020 <sup>[23]</sup> ) Asia and the Pacific Technical Report (ODW and Data2X, 2021 <sup>[24]</sup> )	Review criteria for indicator selection and value added of updating the list/referencing national databases

Note: Indicator sources are all one-off assessments.

### 4.3. Data accessibility

Outcome 3, which focuses on data accessibility, includes measures of the openness of gender data and of NSO engagement with partners and stakeholders to improve their access to gender data.

#### 4.3.1. Proposed data accessibility indicators

##### *Openness*

Indicator 3.1, the ODIN composite, describes how well a country's set of selected gender indicators produces meet international standards of openness – namely the availability of download options that make the data more accessible; of an open data license or open data terms of use; of data in machine-readable format; of reference metadata; and of data in non-proprietary format. The index is reviewed and updated biennially. Indicator 3.2 compares the gender openness indicators with the openness of the non-gender categories included in the ODIN index.

### Indicators 3.1 and 3.2: Ready to measure?

Open Data Watch reviews and updates Indicators 3.1 and 3.2 biennially. The 2022/23 version computes the indicators for 192 countries.

##### *Dissemination*

Seven indicators are proposed for dissemination. Indicator 3.3 is a measure of breadth: the number of means through which a country's NSO disseminates gender statistics, covering publication(s), web/landing page, data portal(s) and/or data visualisation tools. Indicator 3.4 assesses whether the NSO has a dedicated gender statistics section on its website, if it has a website or whether it provides access to gender statistics. Indicator 3.5 measures if the NSO has an official country-operated, dedicated online portal for reporting SDG progress containing sex-disaggregated data, detailed either on the government web page or NSO website. Indicator 3.6 would involve a more comprehensive assessment of how the NSO/NSS monitors the use of gender data and statistical products, to include: tracking views or engagement on the NSO website or data portal page; monitoring downloads of data or statistical products; counting engagement with user groups; tracking citations of data in publications; and the monitoring of API.<sup>36</sup> Indicator 3.7 considers whether the NSO/NSS has carried out a range of activities to educate data users in the previous three years, including through social media, external events, media engagement, customised booklets, seminars, awareness-raising campaigns and/or specific website sections for different users. Indicator 3.8 could consider the extent of data-driven research or the provision of advisory/statistical services. Indicator 3.9 is a binary measure of whether official NSO statements referencing gender indicators are issued to journalists at least on a quarterly basis. Indicator 3.10 is a binary measure of whether the NSO uses a social media account (Facebook, Instagram, Twitter, YouTube) to disseminate gender data and information.

## Indicators 3.3-3.10: Ready to measure?

Indicator 3.3 was included in United Nations Statistics Division's Global Survey on Gender Statistics. Indicators 3.4 and 3.5, both adaptations of PARIS21's Statistical Capacity Monitor's measures, could be derived from a review of the national statistical office's website. Indicators 3.6 and 3.7 would require inclusion in a survey such as the Capetown Framework Survey, from which they are adapted. Indicator 3.8 does not exist. Indicators 3.9 and 3.10 are adaptations of indicators in the PARIS21 Statistical Capacity Monitor, so the methodology could need to be adjusted for gender data.

### *National statistical office's engagement with partners and stakeholders*

These indicators pertain to NSO efforts to connect with users. Indicator 3.11 combines the number of stakeholders with whom the NSO collaborates to cover gender statistics and the regularity of that collaboration. Indicator 3.12 references whether the NSO has developed a system that ensures co-ordination between users and producers of gender statistics – and the regularity of any such meetings. As PARIS21 describes: “The inclusion of the wider gender data ecosystem in the NSDS process can help to identify gender data needs, develop indicators and methodologies for data collection, improve data coverage, and enhance relevance of statistics to support gender equality. Ultimately, these mechanisms for dialogue can support greater uptake and use of gender statistics for policy and programme design” (PARIS21, 2022, p. 12<sub>[19]</sub>). Open Data Watch adds that such co-ordination can “unify activities of all stakeholders engaged with gender data from production to use along the data value chain” (ODW and Data2X, 2023<sub>[15]</sub>). Indicator 3.13 would measure whether NSS reports/websites refer to partnerships with organisations active in the gender space.

## Indicators 3.11, 3.12 and 3.13: Ready to measure?

Indicators 3.11 and 3.12 are from the United Nations Statistics Division's Global Survey on Gender Statistics. Indicator 3.13 does not exist and could potentially be developed through text mining techniques.

### **4.3.2. Recommendations for data accessibility indicators for Year 1**

Table 4.6 presents the recommended indicators for data accessibility for an initial “Year 1” measurement exercise due to either present indicator availability or the potential for creating indicators by adapting existing non-gender indicators.

**Table 4.6. Recommended data accessibility indicators for an initial Year 1 measurement**

No.	Indicator	Source
3.1	ODIN Openness index, which is a composite including the availability of download options that make the data more accessible; an open data license or open data terms of use; data in machine-readable format; reference metadata; data in non-proprietary format	ODIN-Open Gender Data – as a composite or subscores
3.2	ODIN openness score for gender data relative to non-gender categories	ODIN-Open Gender Data
3.3	Number of ways the national statistical office (NSO) disseminates gender data covering publication(s), web/landing page, data portal(s) and/or data visualisation tools	UNSD GSGS

3.11	Number of stakeholders with whom the NSO collaborates regularly to cover gender statistics, and the regularity of that collaboration	UNSD GSGS
3.12	Collaboration and dialogue between users and producers of gender statistics	UNSD GSGS

Note: UNSD GSGS: United Nations Statistics Division’s Global Survey on Gender Statistics; SCM: Statistical Capacity Monitor; SDG: Sustainable Development Goal.

**Figure 4.3. Coverage of proposed data accessibility indicators**



Note: NSO: national statistical office; SDG: Sustainable Development Goal.

### 4.3.3. Next steps in indicator development for data accessibility

**Table 4.7. Missing indicators under the data accessibility outcome**

No.	Indicator	Proposal source	Next steps
3.4	Dedicated focus on gender statistics on website	Two variants: 1) proposed questionnaire in UN Women, Women Count and PARIS21 (2020 <sub>[25]</sub> ); 2) Adaptation of PARIS21 SCM indicator “Data portal”	Review: NSO website
3.5	Dedicated portal for SDG data (and availability of sex-disaggregated data)	Adaptation of PARIS21 SCM indicator “SDG portal”	Review: NSO website
3.6	Ways NSO monitors the use of gender data and statistical products	Adapted from a question in the Cape town Framework Survey	Explore NSO survey options
3.7	Means of outreach to statistical users	Adapted from a question in the Cape town Framework Survey	Explore NSO survey options
3.8	Extent of data-driven research or provision of advisory/statistical services	Technical advisory group recommendation	Determine process
3.9	Whether official NSO statements referencing gender indicators are issued to journalists at least on a quarterly basis	Adaptation of PARIS21 SCM indicator “Press releases issued at least quarterly”	Review: NSO web page

3.10	Whether NSO uses social media to disseminate gender data	Adaptation of PARIS21 SCM indicator “Social media”	Review: NSO web page
3.13	NSO text references to partner organisations	PARIS21 (2023 <sup>[26]</sup> )	Explore text mining method

Note: SDG: Sustainable Development Goal; SCM: Statistical Capacity Monitor.

## 4.4. Data use

This proposed outcome seeks to connect the improved production, accessibility and use of data to tangible change by evaluating the uptake of gender statistics in policy and public discourse. To this end, data literacy is considered alongside the extent to which gender indicators are used systematically in national policy documents and media accounts, as well as in academia and civil society.

### 4.4.1. Proposed data use indicators

#### *Data literacy*

Data literacy underpins the formation of active and critical citizens (Gal, 2004<sup>[27]</sup>); recent international agreements such as Agenda 2030 affirm its importance: “the world must acquire a new ‘data literacy’ in order to be equipped with the tools, methodologies, capacities, and information necessary to shine a light on the challenges of responding to the new agenda”.<sup>37</sup>

The first proposed indicator (Indicator 4.1) would measure sex-disaggregated data literacy. In the absence of sex-disaggregated data on data or statistical literacy, inequality of educational quality – namely the ratio of male to female in levels of literacy and numeracy, or the share of each who have achieved a given level of proficiency – was considered as a proxy, but ultimately deemed inappropriate given likely differences between functional educational outcomes and data literacy, and because of its youth focus. This is, therefore, an area for future investigation. The next indicator (Indicator 4.2) refers to societal gender data literacy. PARIS21 has created a measure of societal data literacy in more than 100 countries based on “the use and critical engagement with statistics in national newspapers”, derived from the machine-based text mining of national newspapers and the categorisation of relevant extracts according to their level of statistical sophistication (see PARIS21, 2023<sup>[28]</sup> for details). However, this indicator is currently being redesigned given that the Really Simple Syndication (RSS) web feed Application Programming Interface (API) used to aggregate and distribute news from multiple sources is being discontinued. The process of revisiting this indicator will hopefully yield useful insights into how gender data literacy could be measured, but for now this is earmarked as an area for further investigation.

## Indicators 4.1 and 4.2: Ready to measure?

Further work is needed to identify appropriate indicators of individual data literacy (Indicator 4.1) and societal gender data literacy (Indicator 4.2).

#### *Documentary evidence of data use*

Four indicators are proposed under this sub-category. Indicator 4.3 would assess the systematic use of gender indicators in national policy documents. Indicator 4.4 quantifies the extent to which gender data are

used in national print media; PARIS21's current methodology for creating this indicator, which is derived from the same data that was used to produce societal data literacy, is currently being redesigned. Indicator 4.5 would focus on the use of gender statistics by civil society and Indicator 4.6 on their use in academia. No established methodology exists for any of these indicators, but text mining is proposed as a potential way forward (see Box 5.2).

## Indicators 4.3, 4.4, 4.5 and 4.6: Ready to measure?

None of these indicators exist. Indicators 4.3 and 4.4 should be a focus for methodological development, as they could be produced by adapting a methodology already used to create existing PARIS21 Statistical Capacity Monitor indicators on the "use of statistics in national policy documents" and on data literacy measured via print media, respectively. For Indicators 4.5 and 4.6, the source materials (e.g. civil society documents, academic papers) are available, but the methodology needs design.

### *Policy or programmatic actions linked to data use*

This is a placeholder. It is proposed to collect qualitative data that provide insight into this critical sub-category to enable the exploration of creating cross-national indicators that reflect data-informed government actions.

#### **4.4.2. Recommendations for data use indicators for Year 1**

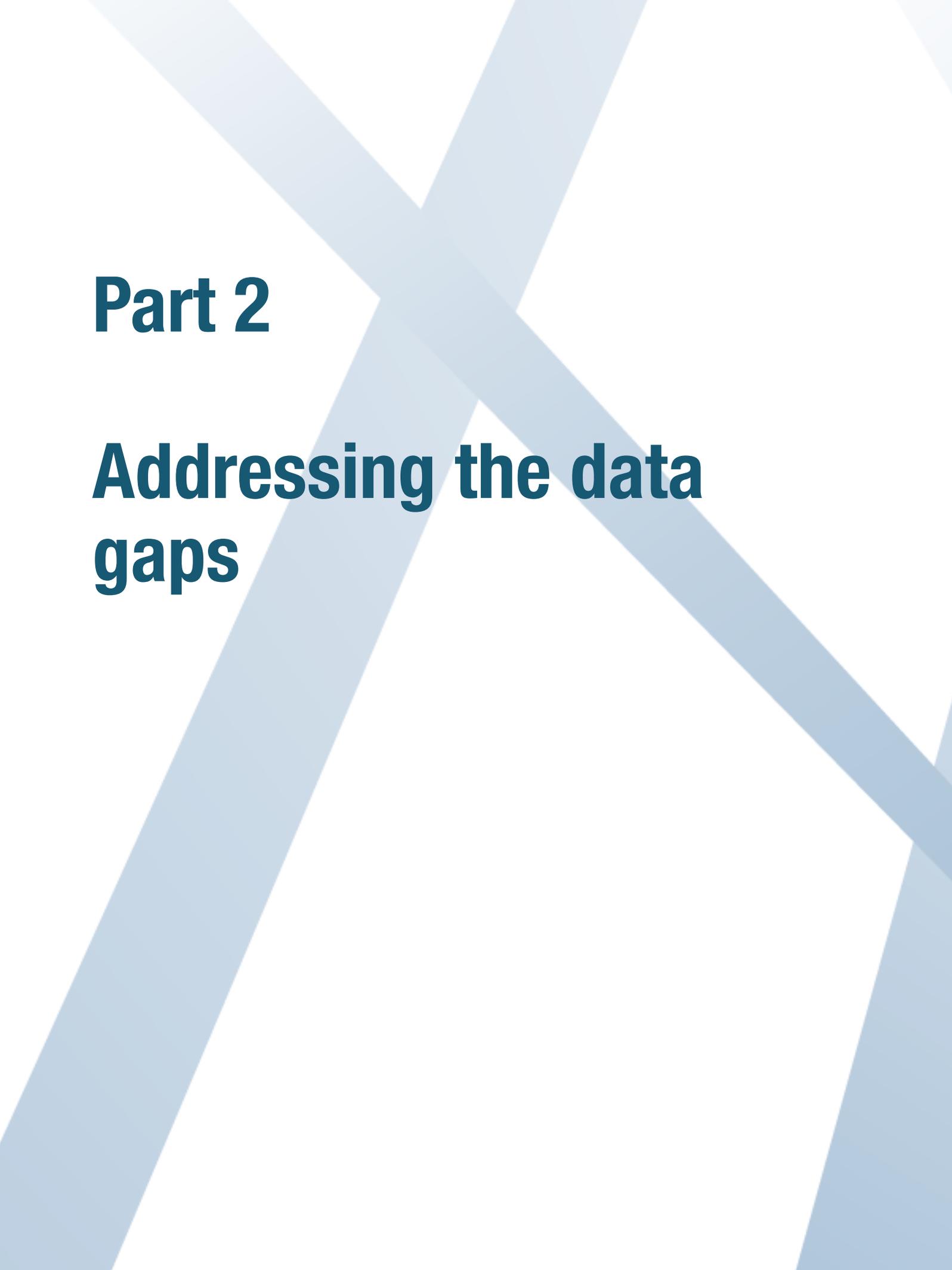
No indicators are currently available for inclusion in an initial "Year 1" measurement exercise.

#### **4.4.3. Next steps for indicator development on data use**

**Table 4.8. Missing indicators under the data use outcome**

No.	Indicators	Proposal source	Next steps
4.1	Inequalities among males and females in data literacy	Not available	Determine process
4.2	Levels of gender data literacy among the general population	Consider adaptation of PARIS21's Statistical Capacity Monitor (SCM) current work on data literacy	Explore text mining method
4.3	Use of gender statistics in national policy documents	Adapted from PARIS21's SCM indicator on use of statistics in national policy	Explore text mining method
4.4	Use of gender statistics in national print media	Consider adaptation of PARIS21's Statistical Capacity Monitor (SCM) current work on data literacy	Explore text mining method
4.5	Use of gender statistics by civil society	Adapted from the World Bank's Statistical Performance Index proposed indicator on "data use by civil society"	Explore text mining method
4.6	Use of gender statistics in academia	Adapted from the World Bank's Statistical Performance Index proposed indicator on "data use by academia"	Explore text mining method

Note: Shaded indicators could be prioritised given that they build on existing methodologies already in use to produce Statistical Capacity Monitor indicators, applied to new data.



## **Part 2**

# **Addressing the data gaps**

# 5 Proposed solutions for addressing data gaps

The available data refer to indicators that are already available and can be used “as is” and to indicators that can be constructed from cross-national data that are readily available in the public domain (though the latter case may require some methodological development). In parallel to analysing the readily available data, it will be important to establish an updating plan that includes processes for collecting new data to construct the indicators needed to populate the Gender Data Outlook framework. This plan should separate indicators for which different approaches are needed, for example, those:

1. available for a small number of countries (and for which a data collection method exists)
2. requiring future survey-based data collection with national statistical office (NSO) representatives
3. based on text mining of available sources using artificial intelligence or large language models
4. for which no methodology exists.

Many of the indicators proposed in this paper for use in an initial measurement exercise derive from the United Nations Statistical Division’s 2022 Global Survey on Gender Statistics. As this survey only takes place every decade, it is not feasible that it inform regular iterations of this measurement exercise. Accordingly, a small number of questions focused on the most critical gaps could be included in future iterations of the Survey on the Implementation of the Cape Town Global Action Plan for Sustainable Development Data (Box 5.1), and/or other survey-based data collection with representatives from NSOs.

### Box 5.1. Implementation of the Cape Town Global Action Plan for Sustainable Development Data

The United Nations' 2017 Cape Town Global Action Plan for Sustainable Development Data (CTGAP) has provided a framework for advancing the statistical capacity building needed to achieve the Sustainable Development Goals (SDGs) and mobilising funding for modernising national statistical systems. In 2021, the World Bank, the United Nations Statistical Division and PARIS21 conducted a survey intending to “inform actions ... to implement, monitor, and finance [CTGAP], and in support of the efforts to refocus the conversation on the longer term goals set by the CTGAP, taking into consideration the new realities and challenges of the coronavirus pandemic” (World Bank, UN DESA and PARIS21, 2022, p. 2<sup>[29]</sup>). The data were also intended to contribute to two linked instruments announced at the 2021 UN World Data Forum: 1) the CFDD; and 2) the World Bank-hosted Global Data Facility.

Administered between August and September 2021, the survey was sent to 194 national statistical offices (NSOs). One hundred one responses were received: 35 from high-income countries, 28 from upper middle-income countries, and 38 from lower middle-income countries and low-income countries. Twenty-nine of the countries were International Development Association (IDA) members and 70 participating countries gave their consent to disclose of their data. The questionnaire focused on the five strategic action areas of the CTGAP: 1) the existence and key features of planning instruments to support the development and modernisation of the national statistical system (NSS); 2) the perceived co-ordination capacity within the NSS, and with the wider data ecosystem; 3) key ongoing efforts for NSO and NSS innovation and modernisation (from both a regulatory and a technical perspective); 4) priorities for and constraints to capacity development; 5) areas of action around open data principles, data dissemination and privacy, issues around data stewardship, and partnerships. IDA countries completed an additional questionnaire focusing on the demand for financing for data and statistics. Countries can opt whether or not to disclose their individual data, which complicates its use for analysis; in the 2021 survey round, 31 of 101 countries opted for their data to be kept private.

To date, the survey does not have a gender focus. Indeed, only one question from the 2021 round is relevant to this framework (Indicator 1.22 under “Enabling environment”, which measures whether a country identifies “Disaggregation of data on gender and population groups” as a priority area for NSO plans to invest in capacity development over the next three years). However, discussions underway reveal the potential to add a very small number of questions to a future round (that would need to conform to the five strategic action areas that are central to the framework), and/or, perhaps more promisingly, to add a gender focus to the existing questions.

Source: World Bank, UN DESA and PARIS21 (2022<sup>[29]</sup>).

Assuming a small number of questions could be added to forthcoming CTGAP or other surveys, a small number could cover areas for data that do not exist (and that the UNSD GSGS suggests is viable) adapting questions from existing survey instruments where possible (see Annex E for details). In short:

#### Enabling environment

1. Are there laws, regulations or policies in your country governing the management, co-ordination, production or dissemination of gender statistics (or indicators)?
2. Has the NSO appointed a dedicated unit or individual responsible for gender-related statistics and for mainstreaming gender into statistical work more broadly?
3. Please indicate if there is a road map or strategy to implement the laws or regulations governing the management, co-ordination, production and/or dissemination of gender statistics.

4. Has the NSO has established an inter-agency mechanism to bring together government agencies and other stakeholders involved in producing and using gender statistics?
5. Does the NSO collaborate with other national entities to advance gender statistics in the country?
6. Has the NSO organised methodological developments or capacity adding with respect to gender statistics?

#### **Data accessibility**

7. What are the existing mechanisms for collaboration and dialogue between users and producers of gender statistics to ensure data produced are fit-for-purpose and used?
8. Is there a dedicated web page, data portal, publication or data visualisation tools on gender statistics on the website of key actors on gender statistics in the NSS? (Check all that apply)
9. How does the NSO/NSS monitor and measure the use of data and statistical products related to gender?
10. Which activities has the NSO/NSS carried out to educate data users in the past three years, including the media, on gender data?

Finally, text mining could be further used to create indicators that can be derived through the systematic analysis of documentary evidence, such as policy documents, print media, academic articles and civil society reports (Box 5.2).

#### **Box 5.2. Text mining: Method and constraints**

Text mining involves extracting meaningful information from textual data, which can be used to generate indicators or insights into datasets. Since 2010, PARIS21 has used text mining techniques to generate several indicators in the Statistical Capacity Monitor dataset and since 2019, in collaboration with UN Women, has explored the use of the technique to identify patterns in gender-sensitive approaches to data use and policy design.

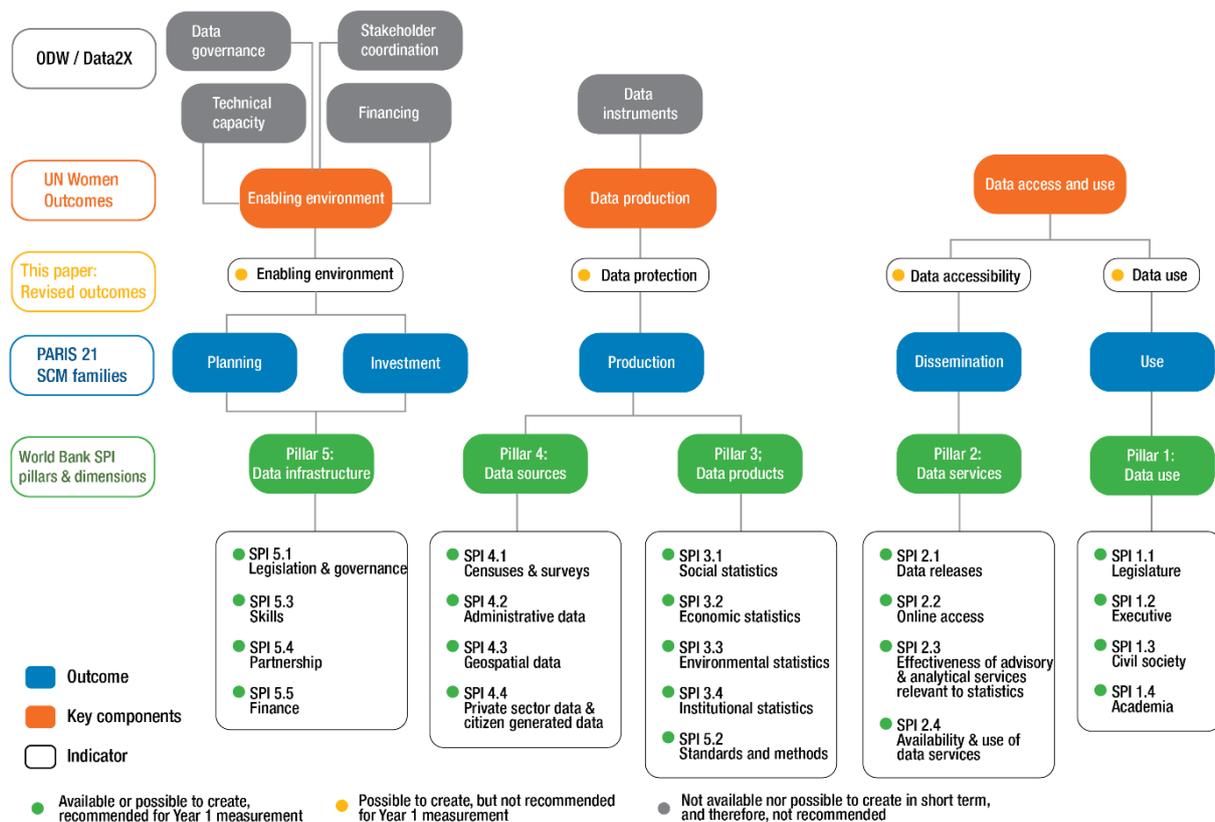
A key exercise involved the text mining of 134 policy documents (national development plans, poverty reduction strategies and gender policy documents) in English, French and Spanish to analyse their use of gender statistics. The analysis was developed using a gender-specific keyword list, which included language from the documentation of all gender-related Sustainable Development Goal (SDG) indicators on the United Nations' website. The use of policy documents and SDG documents related to gender allowed for the machine learning of "the pattern of sectoral policy text in policy documents". Building on earlier PARIS21 work on statistical literacy, the analysis categorised the references to gender data in terms of three levels of sophistication.

The method has its constraints. It assumes the selected statistical terms are appropriate across contexts. Current implementation is limited to the most widely spoken languages globally (English, French and Spanish), thereby ignoring local languages. Moreover, though newspapers and blogs are only a subset of national media, radio and TV cannot yet be easily captured in machine-readable format. In addition, automated text analysis does not cover visualised data, such as graphics and tables. Finally, while based on high-level glossaries and internationally acknowledged data sources, the keyword lists used for analysis are subjective. Next steps include methodological refinement, the inclusion of more gender-related documents, publication of the tool to allow countries to evaluate their own policy documents and country implementation.

Source: PARIS21 (2021<sup>[12]</sup>).

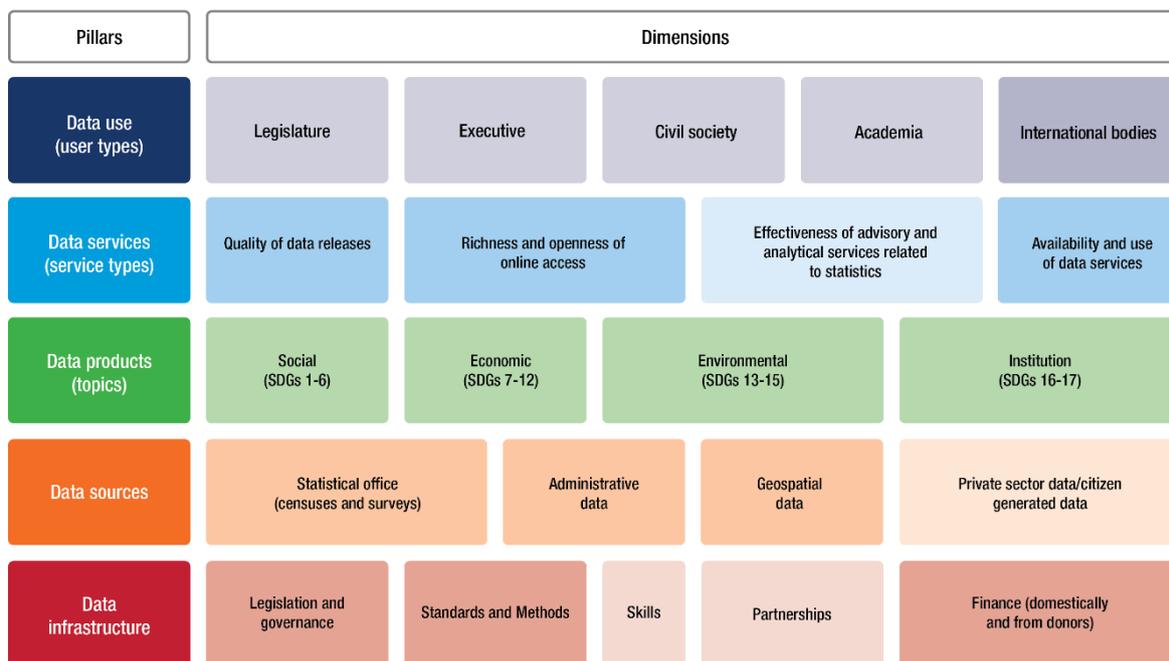
# Annex A. Comparison of the different frameworks used to assess cross-national statistical capacity

Figure A A.1. World Bank Statistical Performance Index framework



Source: <http://www.worldbank.org/en/programs/statistical-performance-indicators/Framework>.

Figure A A.2. A comparison of key frameworks for understanding cross-national statistical capacity



Note: SCM: Statistical Capacity Monitor; SPI: Statistical Performance Index.

# Annex B. Illustration of the proposed Gender Data Outlook framework

Colour reference:

1. Outcome – Blue
2. Key components – Orange
3. Indicators, coded based on availability:
  - a. Green – Available or possible to create, recommended for Year 1 measurement
  - b. Amber – Possible to create, but not recommended for Year 1 measurement
  - c. Grey – Not available nor possible to create in the short term, therefore, not recommended

Figure A B.1. Key components and indicators under Enabling environment outcome, and indicator availability

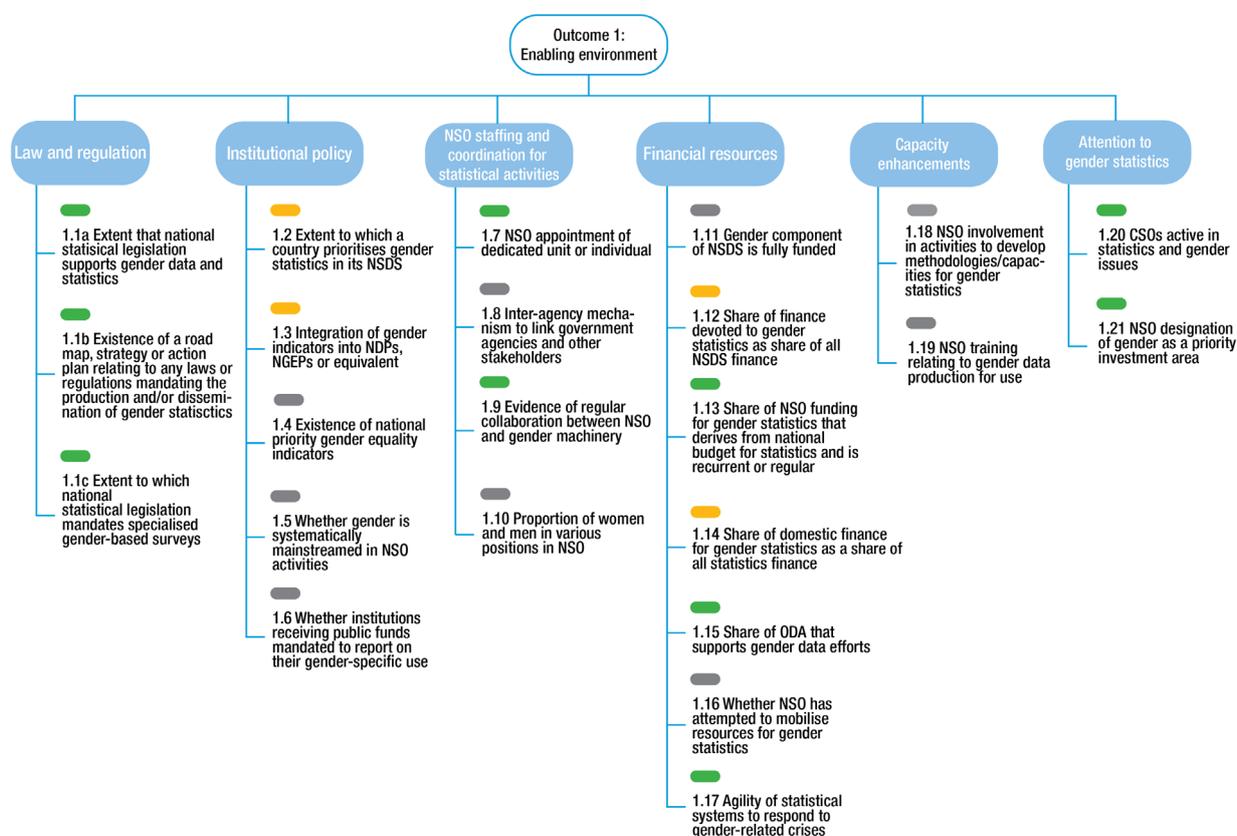


Figure A B.2. Key components and indicators under Data production outcome, and indicator availability

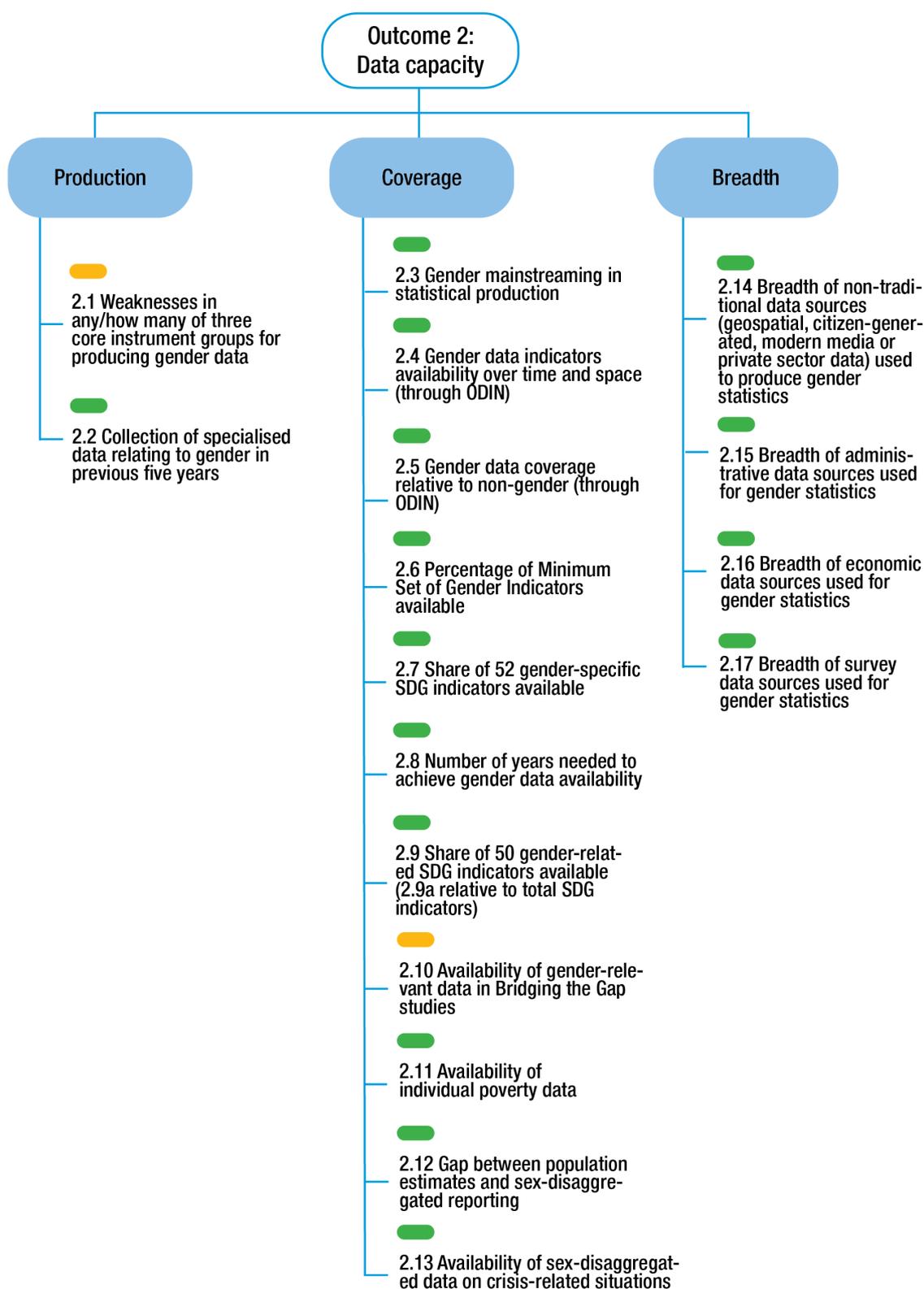


Figure A B.3. Key components and indicators under Data accessibility outcome, and indicator availability

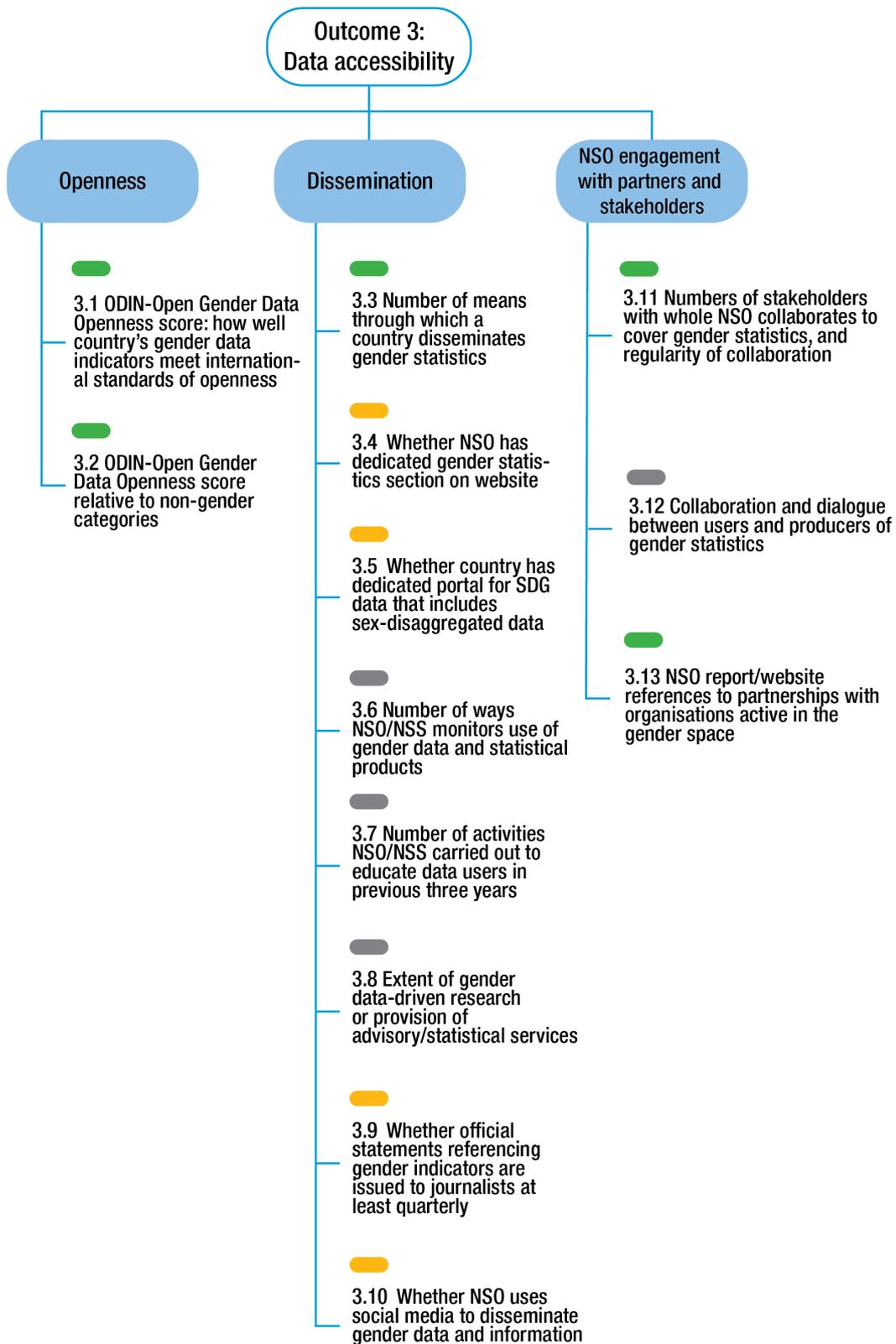
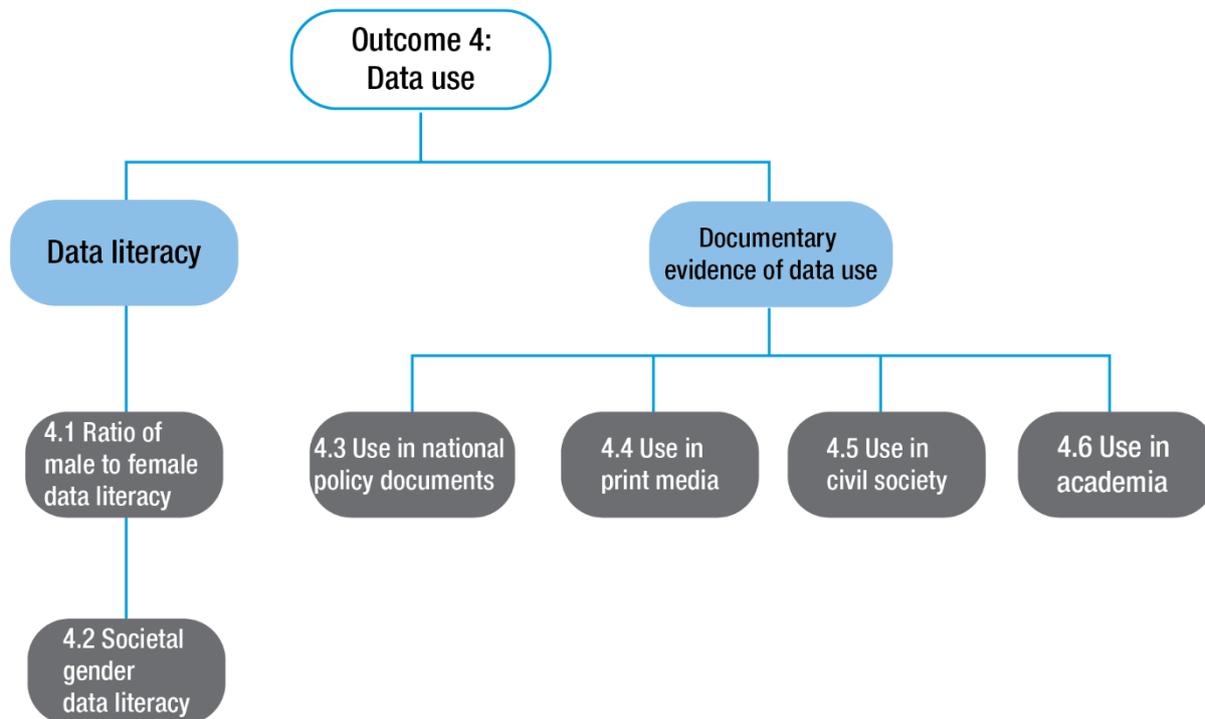


Figure A B.4. Key components and indicators under Data use outcome, and indicator availability



## Annex C. Mapping of indicators in UN Women Count framework with indicators in the Gender Data Outlook framework

This annex maps the indicators in the Women Count framework against corresponding indicators in the proposed Gender Data Outlook framework, grouped by the outcomes in the original framework.

**Table C.1. Enabling environment**

<b>Women Count framework</b>	<b>Gender Data Outlook framework</b>
National statistical office's (NSO) demonstrated interest and commitment for gender statistics development	1.21 NSO designation of gender as a priority area
Broader government's commitment for gender statistics (e.g. Ministry of Women, other MDAs)	1.9 Evidence of regular collaboration – NSO and gender machinery
Integrated gender statistics in laws, regulations, the national strategy for the development of statistics (NSDS) or national plans	1.1 Existence of gender statistics legislation 1.2 Prioritisation of gender statistics in the NSDS 1.3 Integration of gender statistics into NDPs and/or NGEPS
Government financing of gender statistics	1.14 Domestic finance devoted to gender statistics
National mechanism for gender statistics co-ordination	1.8 Existence of a national inter-agency mechanism for co-ordinating gender statistics
Dedicated gender statistics unit or focal point in NSO	1.7 Existence of an NSO focal point for co-ordinating gender statistics
General statistical capacity (based on World Bank SCI)	Not included as focus is exclusively on gender statistics

**Table C.2. Data production**

<b>Women Count framework</b>	<b>Gender Data Outlook framework</b>
Conduct regular surveys with a focus on gender issues (HIES, DHS, MICS, LFS, etc.)	2.1 Weaknesses in core gender data instruments – foundational (census/civil registration and vital statistics), administrative and/or surveys
Availability of data to monitor gender-related Sustainable Development Goals (SDGs)	2.6, 2.7, 2.9 Percentage of gender indicators available to monitor progress against the SDGs
Latest round of population and housing census conducted	2.1 Weaknesses in core gender data instruments – foundational (census/civil registration and vital statistics), administrative and/or surveys
Recent time-use statistics, violence against women and/or other specialised surveys	2.2 Collection of specialised gender data (e.g. time-use statistics/violence against women) in previous five years
Regularly disaggregate data by sex for gender analysis	2.4 Availability of indicators and disaggregations in ODW ODIN (Open Data Inventory) 3.5 Dedicated portal for SDG data (and availability of sex-disaggregated data)
Standards, classifications and definitions are harmonised	

Capacity of data producers	2.1 Weaknesses in core gender data instruments – foundational (census/civil registration and vital statistics), administrative and/or surveys
Capacity on administrative data	2.9 Breadth of administrative data used to produce gender statistics
Capacity on other non-traditional data (e.g. geospatial, CGD)	2.2 Use of non-traditional data (e.g. geospatial, CGD) to produce gender statistics

**Table C.3. Data accessibility and use**

<b>Women Count framework</b>	<b>Gender Data Outlook framework</b>
Gender data openness and sharing policy (e.g. gender statistics section on the national statistical office's [NSO] website, Women and Men publication)	3.1 ODIN-Open Gender Data Openness (and sub-components) 3.2 ODIN-Open Gender Data Openness score relative to non-gender categories 3.3 Number of ways NSO disseminates gender data 3.4 Dedicated focus on gender statistics on website 3.5 Dedicated portal for SDG data (and availability of sex-disaggregated data) 3.6 Ways NSO monitors use of gender data and statistical products
Extent of gender data-driven research (e.g., Country Gender Equality Profile) or provision of advisory/statistical services	3.8 Extent of data-driven research or provision of advisory/statistical services
Partnerships or collaborations between NSO and other actors in the gender data ecosystem (including regular users/producers dialogues)	3.12 Collaboration and dialogue between users and producers of gender statistics 3.13 Extent to which NSO texts reference partner organisations
Capacity of users	4.1 Inequalities among males and females in data literacy 4.2 Levels of data literacy among the general population
Gender statistics programme in official statistics training	1.19 Official statistics training on gender statistics
Demonstrated use of gender statistics	4.3 Use of gender statistics in national policy documents 4.4 Use of gender statistics by civil society 4.5 Use of gender statistics in academia 4.6 Use of gender statistics in national print media

## Annex D. Summary of global gender data gap estimates

Provided by Open Data Watch<sup>38</sup> in May 2023. The World Bank section was modified by the author in October 2023.

### SDG 5 estimates

#### [UN Women Gender Snapshot publication](#)

- Their estimate of SDG 5 data availability (as of the fall 2022 publication) is the ratio of the number of data points (from all data sources: country, country-adjusted, estimated, modelled and global monitoring) of SDG 5 for which data are available (using the latest year available) vs. the total number of data points for all the SDG 5 indicators and sub-indicators.
- Coverage: 193 United Nations (UN) countries
- Data source: SDG database

#### [United Nations Statistics Division's \(UNSD\) SDG database](#) and [SDG progress report](#)

- Their estimate of SDG 5 data availability is the ratio of the number of countries that have data (all data, meaning country data, country-adjusted data, estimated and modelled data, and global monitoring data) for at least one year since 2015 divided by all the countries.
- Coverage: 193 UN countries
- Data source: SDG database

#### [ETH Zurich SDG Data Availability Monitor](#)

- Their estimate of SDG 5 data availability is the ratio of the number of countries that have data (all data, meaning country data, country-adjusted data, estimated and modelled data, and global monitoring data) for at least one year since 2015 divided by all the countries. Different from United Nations Statistical Division estimates due to taking unweighted average of series data availability and marking all indicators relevant for all countries rather than excluding certain indicators based on country relevance (land-locked status for life below water indicators, for example).
- Coverage: All countries with M49 code excluding Antarctica
- Data source: SDG database

### Gender data across the Sustainable Development Goals

#### [UN Women: It will take 22 years to close SDG gender gaps](#)

- UN Women uses “82 gender-specific indicator series where data disaggregated by sex are available” from the UNSD SDG Global Database. Computations are based on the latest data available for each indicator series by country. It is unclear what the data type is (country, country-adjusted, all, etc.).
- Coverage: 193 UN countries

- Data source: SDG database

#### Minimum Set of Gender Indicators

- The UNSD maintains this list of 51 and 11 qualitative indicators. The website monitors the number of series with at least one datapoint from 2016 to 2020 and takes the average number of countries with at least one datapoint per category of indicators.
- Coverage: 193 UN countries and 2 observer countries
- Data source: UNSD database

#### Inter-Agency and Expert Group on Gender Statistics

- The Inter-Agency and Expert Group on Gender Statistics has a list of 85 Tier I/Tier II SDG indicators that are deemed gender-relevant.
- Coverage: No evidence of systematic study to evaluate gaps associated with this dataset.
- Data source: SDG database

World Bank Gender Statistical Performance Indicators The World Bank Data Group is working on a special focus on gender as part of its analysis around the Statistical Performance Indicators. Per Beegle et al. (2023, p. 4<sup>[14]</sup>), the World Bank has identified 50 SDG indicators which “closely match the UN Women minimum set of 52 quantitative gender indicators”. The World Bank team removes three indicators that it considers to be neither gender-related nor sex-disaggregated measures (Indicators 4.7.1, 4.a.1 and 13.3.1), and adds an indicator of the share of “working poor” by sex (Indicator 1.1.1).

- Coverage: 193 UN countries
- Data source: SDG database

#### Data2X/ODW Bridging the Gap

ODW selected Tier I and Tier II SDG indicators proposed by UN Women supplemented by other gender-relevant indicators (UN Women Minimum Set non-SDG and sex-disaggregated based on metadata), for a total of 93-104 indicators depending on region. The assessment focused on availability in the last ten years, adherence to standards, and timeliness and frequency. Indicators were assessed for these elements in national and international databases.

- Coverage: 25 countries, 15 in sub-Saharan Africa, 5 in Latin America and the Caribbean, 5 in East Asia and the Pacific
- Data source: SDG database and national databases

### **Sustainable Development Goal relevant**

Open Data Watch ODIN Gender Data Index, to be replaced with coverage and openness as captured by the Gender Data Monitor:

- ODIN assesses 22 categories of official statistics across 65 indicators, half of which require sex-disaggregation or are gender-relevant. The ODIN Gender Data Index creates an index out of these gender data indicators and contrasts coverage and openness of these gender data against the non-gender data indicators.
- The Gender Data Monitor will update these estimates and expand the list of gender indicators to 53. A team of assessors looks for evidence of these indicators in national databases and these findings are scored similar to the ODIN methodology for coverage and openness. Non-gender data are not assessed separately as part of the Gender Data Monitor work at present.
- Coverage: close to 200 countries
- Data source: national databases

## Annex E. Potential survey questions for routine national statistical office surveys

This annex provides questions taken directly from or amended from existing surveys that could potentially be incorporated into routine national statistical offices' (NSO) surveys, such as the Survey on the Implementation of the Cape Town Global Action Plan for Sustainable Development Data, to address some of the critical gaps in the measurement framework outlined in this paper. The source of each question is indicated.

Gender laws, regulations and policy

### 1a. Existence of laws, regulations or policies governing the management, co-ordination, production or dissemination of gender statistics (or indicators).

Are there laws/regulations in your country mandating the production and/or dissemination of gender statistics (or indicators) and related road map/strategy/action plan? (Check all that apply)

	Existing laws/ regulations	Existing road map/ strategy/action plan	Neither existing
Statistics law/regulation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Gender equality law/regulation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Crime and criminal justice law/regulation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Family law/regulation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Law/regulation on mainstreaming gender perspective into the production of statistics	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If there are any other laws/regulations in your country mandating the production and/or dissemination of gender statistics (or indicators) and related road map/strategy/action plan, please specify:

If there are no laws/regulations in your country mandating the production and/or dissemination of gender statistics (or indicators) and related road map/strategy/action plan, please explain why:

Are there any specific laws or regulations requiring the national statistical system to conduct specialised gender statistics surveys (e.g. violence against women surveys, time-use surveys, household surveys, labour force surveys, surveys on asset ownership, entrepreneurship)?

- Yes, please specify and indicate the link/reference \_\_\_\_\_
- No

Source: UNSD Global Survey on Gender Statistics.

### 1.b Alternative formulation:

Laws, regulations, or policies	Governing the coordination of gender statistics and/or gender statistical system	Governing the collection of gender-relevant data1	Governing the production of gender statistics2	Governing the dissemination of gender statistics	Title of the document (please include a link if available)
<input type="checkbox"/> Statistics law	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	.....
<input type="checkbox"/> Statistics regulation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	.....
<input type="checkbox"/> Statistical policies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	.....
<input type="checkbox"/> National statistical action plan	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	.....
<input type="checkbox"/> Gender-related law	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	.....
<input type="checkbox"/> Gender-related regulations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	.....
<input type="checkbox"/> Gender-related national action plan	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	.....
<input type="checkbox"/> Other, specify .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	.....

Source: UN Women, Women Count and PARIS21 (2020, p. 47<sup>[25]</sup>)

## 2. Existence of a gender statistics entity within the national statistical office (NSO) and/or any institutions within the national statistical system (NSS) – and if so, the type.

Is there a gender statistics entity within the NSO and/or any of the institutions of the NSS in your country?

If YES, check all that apply, otherwise go to Question 3:

- Within the NSO: Gender statistics-dedicated office (section/department/division/unit)
- Within the NSO: One gender statistics focal point (one person only in the entire NSO)
- Within the NSO: Multiple gender statistics focal points/officers (in multiple sections/departments/divisions/units)
- Outside the NSO within the NSS: Gender statistics section/department/division/unit/focal point(s) in the national women's machinery
- Outside the NSO within the NSS: Gender statistics section/department/division/unit/focal point(s) in other ministries/agencies
- Outside the NSO within the NSS: Gender statistics working groups, advisory groups or other standing groups
- Other \_\_\_\_\_

Source: UNSD Global Survey on Gender Statistics.

**3. Existence of an inter-agency mechanism to bring together government agencies and other stakeholders involved in producing and using gender statistics.**

Source: Based on UN Women monitoring frameworks.

**4. Involvement of the NSO in methodological work and/or or capacity adding covering: 1) data governance; 2) non-traditional data sources; 3) development of gender statistics programme; 4) mainstreaming gender perspective; 5) data collection, production and dissemination; 6) user producer dialogue/collaboration; 7) reporting on gender-relevant SDG Indicators; 8) use of a harmonised list of gender statistics indicators (e.g. Minimum Set of Gender Indicators); 9) data analyses and use; and 10) database management.**

Response categories (whether binary or categorical) require development.

Source: The list of the ten options is taken from the UNSD Global Survey on Gender Statistics.

**5. NSO collaboration with other national entities to advance gender statistics – including ministries, research institutions/think tanks, non-governmental organisations/civil society organisations, institutionalised collaboration through an expert group or similar, etc.**

Does your NSO collaborate with other entities in the country for the production of gender statistics?

	On a reoccurring and regular basis	On an <i>ad hoc</i> and irregular basis	Both	Non-existence/ unknown
With international organisations	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
With ministries	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
With academia, research institutes and think tanks	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
With non-governmental organisations	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
With machinery for the advancement of women	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
With other national entities, please specify	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Name(s) of the collaborating entity/entities

With international organisations \_\_\_\_\_  
\_\_\_\_\_

With ministries \_\_\_\_\_  
\_\_\_\_\_

With academia, research institutes and think tanks \_\_\_\_\_  
\_\_\_\_\_

With non-governmental organisations \_\_\_\_\_  
\_\_\_\_\_

With machinery for the advancement of women \_\_\_\_\_  
\_\_\_\_\_

With other national entities, please specify \_\_\_\_\_

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Source: UNSD Global Survey on Gender Statistics.

**6. Existence of mechanisms for collaboration and dialogue between users and producers of gender statistics to ensure data produced are fit-for-purpose and used – including bilateral/multi-party meetings, seminars or workshops, and whether these are regular or *ad hoc*.**

Is there a task force, technical committee or similar working group at the national level for collaboration and dialogue between users and producers of gender statistics to ensure data produced are fit-for-purpose and used?

- Yes, existing collaboration and dialogue on a reoccurring and regular basis (e.g. monthly, biannually, annually or any other periodical basis)
- Yes, existing collaboration and dialogues on an *ad hoc* and irregular basis
- No existing collaboration and dialogues

Source: UNSD Global Survey on Gender Statistics.

**7. Existence of a dedicated web page, data portal, publication or data visualisation tools on gender statistics on the website of key actors on gender statistics in the NSS, and if not, whether any of these are under development.**

Does the NSO have a dedicated web page(s), data portal(s), publication(s) or data visualisation tool(s) on gender statistics? (Check all that apply)

Type of resource	Yes	No
Web/landing page(s)	<input type="radio"/>	<input type="radio"/>
Data portal(s)	<input type="radio"/>	<input type="radio"/>
Publication(s)	<input type="radio"/>	<input type="radio"/>
Data visualisation <sup>55</sup> tool(s)	<input type="radio"/>	<input type="radio"/>

Provide link if existent

Web/landing page(s) \_\_\_\_\_

Data portal(s) \_\_\_\_\_

Publication(s) \_\_\_\_\_

Data visualisation tool(s) \_\_\_\_\_

Source: UNSD Global Survey on Gender Statistics.

**8. How does the NSO/NSS monitor and measure the use of data and statistical products related to gender?**

Tracking views or engagement on NSO website or data portal page	YES/NO
Monitoring downloads of data or statistical products	YES/NO
Counting engagements with user groups	YES/NO
Tracking citations of data in publications	YES/NO
Monitoring of API	YES/NO
Other	YES/NO

Source: Adapted from World Bank, UN DESA and PARIS21 (2022, p. 21<sup>[29]</sup>).

**9. Which activities has the NSO/NSS carried out to educate data users in the past three years, including the media, on gender data?**

Use of social media (including publishing videos)	YES/NO
Participation in external events, such as conferences, book fairs or other public events	YES/NO
Press conferences or press releases with specific contacts for questions	YES/NO
Appearance of senior management (director general, chief statistician or other officials) in mass media (TV, radio and print)	YES/NO
Publications of booklets tailored for specific groups	YES/NO
Seminars, including e-learning, live chat sessions, podcasts	YES/NO
Awareness campaigns	YES/NO
Specific sections for different types of users (e.g. students) on the website	YES/NO

Source: Adapted from World Bank, UN DESA and PARIS21 (2022, p. 25<sup>[29]</sup>).

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## Notes

<sup>1</sup> Per UN Women analysis, only 42% of the data needed to monitor the gender equality dimensions of the SDGs are available (Seck and Baptista, 2023<sup>[36]</sup>). Similarly, Beegle et al. (2023<sup>[14]</sup>) find that countries reported on average 31% of 50 SDG gender-related indicators in at least one year from 2016 to 2020, compared with a rate of 65% for all 181 SDG indicators.

<sup>2</sup> For example, the authors observe that data on the impacts of climate change on women are lacking.

<sup>3</sup> Concept note for UN Women and PARIS21 Flagship report series on the nature of gender data, November 2022, unpublished.

<sup>4</sup> Available at: <https://www.worldbank.org/en/programs/statistical-performance-indicators/Framework#:~:text=The%20SPI%20framework%20focuses%20on,has%20regularly%20published%20since%202004.>

<sup>5</sup> This often implies a policy focus on women and girls: “all too often, women are not treated as ends in their own right, persons with a dignity that deserve respect from laws and institutions. Instead, they are treated as mere instruments of the ends of others – reproducers, caregivers, sexual outlets, agents of a family’s general prosperity” (Nussbaum, 2000, p. 220<sup>[37]</sup>).

<sup>6</sup> See discussion in Samman and Hunt (2022<sup>[31]</sup>).

<sup>7</sup> Specific data collection is needed to monitor diverse aspects of welfare because indicators representing distinct types of achievement (or deprivation) are typically poorly correlated, both within and between dimensions of well-being (Ranis, Stewart and Samman, 2006<sup>[32]</sup>).

<sup>8</sup> See: <https://data.unwomen.org/women-count.>

<sup>9</sup> See, for example, Generation Equality and UN Women (2022<sup>[38]</sup>)

<sup>10</sup> The authors further remark: “[a]ccording to a UN Statistics Division survey of 126 countries, 80% regularly produce sex-disaggregated statistics on education and 65-70% produce statistics on sexual and

reproductive health and fertility, but only 30-40% regularly produce statistics on informal employment, unpaid work and violence against women”.

<sup>11</sup> The Strengthening Gender Statistics project provides technical assistance to NSOs in IDA-eligible countries to improve the availability, quality and use of gender data, focusing on data production, analysis and dissemination as entry points (World Bank, 2022<sup>[30]</sup>).

<sup>12</sup> The Minimum Set of Gender Indicators includes a qualitative indicator: “the existence of a law on gender statistics”.

<sup>13</sup> Per PARIS21 (see the section “About these indicators” at: <https://statisticalcapacitymonitor.org/indicator>), this model is adapted from the OECD’s “virtuous data cycle”, which informed its 2017 Development Co-operation Report *Data for Development*. This model highlights that any improvement in one aspect of the system complements its other components.

<sup>14</sup> See Dang et al. (2023<sup>[16]</sup>), as well as the description in Beegle et al. (2023<sup>[14]</sup>).

<sup>15</sup> The five categories are economic structures, education, health, public life/decision making and human rights.

<sup>16</sup> The topics are assets, children 0-14, education, employment and time use, entrepreneurship, environment, health, leadership, norms and decision making, population, SDGs, technology, violence, and youth 15-24.

<sup>17</sup> See UN Women, Women Count and PARIS21 (2020<sup>[25]</sup>). ODW and Data2X (2023<sup>[15]</sup>) offers their own maturity model, designed to highlight “the state of gender data within an NSS”, to bolster the case for financing gender data and to inform gender data advocacy.

<sup>18</sup> See: <https://statisticalcapacitymonitor.org> and Dang et al. (2023<sup>[16]</sup>).

<sup>19</sup> Available at: [https://paris21-data.github.io/CH\\_methodology\\_note](https://paris21-data.github.io/CH_methodology_note). The Clearinghouse on Financing Development Data is a dedicated platform for aid providers and recipients introduced by the Bern Network. It is designed to allow countries and development partners to align their priorities, optimise their decision making and demonstrate a stronger case for data and statistics. The platform seeks to make available user-focused, transparent and accessible information about aid flows, partners, projects and results.

<sup>20</sup> “Year 1” in this instance refers to a first measurement exercise rather than a specific year; the precise time frame bounding the inclusion of indicators will be determined when compiling the data.

<sup>21</sup> National gender machineries are government offices, departments, commissions or ministries that provide leadership and support to government efforts to achieve greater gender equality (see OECD (2007<sup>[35]</sup>)).

<sup>22</sup> <https://commit.data2x.org>.

<sup>23</sup> The CRS is a database used to track official development assistance flows from Development Assistance Committee (DAC) member countries based on their annual reporting of development activities to the DAC. The database collects data on individual aid activities, such as sectors, countries and policy types, by assigning “purpose codes” and “policy markers” to differentiate and classify them. DAC members

use the gender equality policy marker and a three-part scoring system to indicate qualitatively the extent to which each aid activity targets gender equality as a policy objective (see OECD (2016<sup>[33]</sup>)).

<sup>24</sup> [https://paris21-data.github.io/CH\\_methodology\\_note/about-the-data.html#gender-relevant-sdg-indicator-availability](https://paris21-data.github.io/CH_methodology_note/about-the-data.html#gender-relevant-sdg-indicator-availability).

<sup>25</sup> This follows ODW and Data2X (2021<sup>[1]</sup>).

<sup>26</sup> <https://smartdatafinance.org/news/gender-equality-requires-gender-data-but-where-is-the-funding>.

<sup>27</sup> These categories derive from the UNSD GSGS, which asked about methodological work/capacity building in each of these areas.

<sup>28</sup> Weaknesses are defined using quantitative and qualitative criteria as follows: “Weak foundational systems: Countries that do not have a census planned or conducted during the 2020 round or if they have been rated as low or medium on their CRVS capacity, as even medium capacity means that a quarter of all births are not registered. Weak administrative systems: Countries have been rated as having low or medium EMIS and HMIS capacity. Weak survey systems: Countries that meet one or none of the established standards for frequency of the five categories of survey instruments (health, income/expenditure, labour, agricultural, supplemental)” (Data2X and ODW, 2021, p. 29<sup>[1]</sup>).

<sup>29</sup> Indicators 2.15, 2.16 and 2.17, all of which are concerned with the availability of collection of gendered data, will need to be considered carefully to avoid double counting (e.g. of surveys on violence against women or time use).

<sup>30</sup> UN Women and UN DESA (2022<sup>[39]</sup>) lists 52 gender-specific indicators. UN Women (2022<sup>[34]</sup>) outlines a methodology for computing the number of years needed for countries to achieve 100% SDG data availability across 82 gender-specific SDG indicator series, derived from the UNSD’s listing, November 2021.

<sup>31</sup> Personal communication.

<sup>32</sup> [https://paris21-data.github.io/CH\\_methodology\\_note/about-the-data.html#gender-relevant-sdg-indicator-availability](https://paris21-data.github.io/CH_methodology_note/about-the-data.html#gender-relevant-sdg-indicator-availability).

<sup>33</sup> The set of indicators being monitored is adjusted each time the index is updated but the 2022 index tracked countries’ data offerings across 27 indicators, some of which refer to gender-specific data and others to sex-disaggregated data (for details, see: [https://docs.google.com/document/d/1q1h0\\_z0TUGayO-qN9o3ablmo\\_qVdSGgPgU\\_Ptq5xrdU/edit#](https://docs.google.com/document/d/1q1h0_z0TUGayO-qN9o3ablmo_qVdSGgPgU_Ptq5xrdU/edit#)).

<sup>34</sup> [https://docs.google.com/document/d/1q1h0\\_z0TUGayO-qN9o3ablmo\\_qVdSGgPgU\\_Ptq5xrdU/edit#](https://docs.google.com/document/d/1q1h0_z0TUGayO-qN9o3ablmo_qVdSGgPgU_Ptq5xrdU/edit#).

<sup>35</sup> Non-traditional data sources include geospatial, citizen-generated, modern media and ‘other private sector’.

<sup>36</sup> Adapted from a question in the Capetown Framework Survey. See World Bank, UN DESA and PARIS21 (2022, p. 21<sup>[29]</sup>).

<sup>37</sup> Quotation is from *The Synthesis Report of the UN Secretary-General on the Post-2015 Agenda, "The Road to Dignity by 2030"*, cited in PARIS21 (2023<sup>[28]</sup>).

<sup>38</sup> The description of these measures is based solely on the experience and understanding of Open Data Watch staff and cannot be attributed to official methodologies as published by the respective agencies. For any questions, please contact Lorenz Noe ([lorenznoe@opendatawatch.com](mailto:lorenznoe@opendatawatch.com)).

Significant efforts are underway across the globe to strengthen gender data capacity and use. However, without a sound understanding of where investments in gender data should be most needed, how effective they are, and how they translate into meaningful action for gender equality, their impact is limited.

This paper provides an in-depth review of existing indicators on gender data capacity and use. Based on the results of the review, the paper puts forward a comprehensive new framework for understanding gender data capacity, which aims to provide a tool for assessing the maturity of statistical systems in terms of how they produce, use and disseminate gender data, and how these data are taken up outside national statistical systems.