



PAN AMERICAN HEALTH ORGANIZATION  
WORLD HEALTH ORGANIZATION



## **19th SESSION OF THE SUBCOMMITTEE OF THE EXECUTIVE COMMITTEE ON WOMEN, HEALTH, AND DEVELOPMENT**

*Washington, D.C., USA, 12-14 March 2001*

---

*Provisional Agenda Item 6*

MSD19/6 (Eng.)  
16 January 2001  
ORIGINAL: SPANISH

### **ANALYSIS AND MONITORING OF GENDER EQUITY IN HEALTH AND DEVELOPMENT**

#### **PRODUCTION OF GENDER STATISTICS IN MEXICO**

by

Marcela Eternod Arámburu  
Instituto Nacional de Estadística, Geografía e Informática (INEGI), México

This document explores the activities carried out by the Mexican National Institute of Statistics, Geography, and Informatics (INEGI). Specifically, it examines the incorporation of the gender perspective into the National Statistical Information System; how INEGI and the creators and users of sociodemographic statistics work closely together to produce these data with a gender perspective; and the work carried out to ensure that the governmental and nongovernmental organizations in charge of designing, implementing, following up on and evaluating public policies and whose goal is gender equity have the statistical infrastructure needed to properly quantify the scope of challenges and the impact of their actions.

## **1. Introduction**

This document provides a brief overview of the activities that the National Institute of Statistics, Geography, and Informatics (INEGI) has carried out to adapt the Mexican statistical system to the country's growing need for information with a gender perspective. It bears mentioning that INEGI worked in conjunction with the National Commission on Women (CONMUJER), the government body responsible for implementing the National Program for Women. The Regional Office of the United Nations Development Fund for Women (UNIFEM) has actively participated with the Commission.

Since statistical information generated within the National Statistical Information System should respond to national needs and priorities, INEGI undertook the task of reviewing the theoretical and methodological approaches to identifying, gathering, processing, generating, and analyzing data on men and women to see where the gender perspective was being applied and where it needed to be incorporated.

Upon first review, it was seen that, in general, the country's regular sources of statistical information were based on a set of concepts, definitions, and classifications that were not conceived taking into account differences between men and women. Moreover, these sources were not designed to show gender differences and did not consider inequalities in the situation or work of men and women.

This framework clearly had to be modified, critically examined, and redesigned from a gender perspective. Those who generate information were faced with an enormous challenge because it implied modifying concepts without halting the production of data and maintaining comparability within and among sources. The goal was to generate statistics based on the gender perspective. Essentially, this involved generating basic and derived statistics that would make it possible to learn about and show the contributions of women and men in Mexico's development on a regular basis; to diagnose and define the extent of differences, when they exist, between men and women; and to follow up on and evaluate public policy geared towards achieving gender equity.

## **2. Generation of Statistics with a Gender Perspective in Mexico**

In Mexico, as in many other countries, understanding of the inequality, exclusion, segregation, discrimination, and various situations of inequity between men and women is growing daily. This is largely the result of the arduous and consistent work begun around 1995 by the many national and international governmental and nongovernmental organizations,

institutions, and sectors that proposed incorporating the gender perspective into all their activities.

One of the instruments that has most affected the awareness of gender inequality in Mexico is statistical information because it provides empirical evidence, making it possible to confirm the presence of inequalities and measure the scope of differences. INEGI has taken certain action that has enabled it to have a statistical system with a gender perspective.

- One of INEGI's priorities is to incorporate the gender perspective in the National Information System.
- The goal is to encompass any and all regular sources of information.
- The National Information System extends beyond the capacities of INEGI because it involves other producers of statistical information, such as ministries, nongovernmental organizations, administrative offices, and national registries.
- Emphasis needs to be placed on the fact that, because of the nature of these efforts, they should be regarded as a constant and ongoing process, rather than an isolated endeavor.

### **3. INEGI and the Origin of the Gender Statistics System in Mexico**

In mid-1993, the Mexican Office on Women, which is responsible for preparing the diagnoses for the regional preparatory work to the Fourth World Conference on Women, requested INEGI's participation in order to have statistics about men and women, using regular sources of information, such as censuses, surveys, and administrative registries. In response, INEGI created a unit responsible for generating indicators that take differences into account. Therefore, INEGI focused on two aspects: analyzing existing data from various sources and developing indicators by sex.

#### **3.1 *INEGI - UNIFEM Collaboration***

To respond to this emerging demand for information, given the manifest limitations of many sources, INEGI analyzed how best to take advantage of available information. The support of UNIFEM's Regional Office was key in the joint effort with INEGI, making it possible to form a small team of data producers and users, sensitized in both the gender perspective and in generating quantitative information. This team consulted with specialists interested in addressing gender issues and brought together data producers, users, and

experts on this subject. In 1993, the first meeting was organized between gender statistics producers and users, and, to date, a vast number of workshops, seminars, conferences, and courses have been in order to learn about the emerging need for the gender-based information required to design public policies.

At the same time, this work forced INEGI to inventory and diagnose the production of statistics in Mexico, making it possible to learn about user needs, information gaps, and problems to be solved in order to generate the needed statistics based on the gender perspective. In short, INEGI realized that all information sources should be individually reviewed, as should the generation of data, to identify where situations were being concealed, biases introduced, or differences hidden. It also was noted that INEGI should not conduct this review alone. The highest possible number of users, institutions, agencies, experts, and academicians should also take part.

In 1995, INEGI began to review the conceptual frameworks for gathering information: the processes for generating data; classifications; variables; definitions; and catalogues. Surveys began to be reprocessed and complementary information gathered to analyze gender in sociodemographics. As a result of these revisions, modifications, adjustments, and reprocessing, as well as of the design of *ad hoc* products concerning men and women, it was possible to begin incorporating the gender perspective into the main information sources.

Based on that first review of how information was generated, additions and changes continue to be made to regularly obtain information with a gender perspective from various sources. To cite just one example, the national household survey on income and spending has made more than 50 modifications, additions, or adjustments.

Since 1995, INEGI has responded to demands for information needed to carry out gender analyses and, in turn, has worked to stimulate, promote, and strengthen the demand for data based on this perspective. To this end, ongoing interaction has been maintained between those who generate the information and those who use it. It is very important to emphasize the role of UNIFEM in sensitizing producers on the gender perspective and in training users on the importance of employing statistics in diagnosing the situation and designing policies and actions. A great deal of work in this vein has been carried out jointly by INEGI and UNIFEM: publications; courses; workshops; meetings; seminars; and technical assistance.

### **3.2 INEGI - PRONAM - UNIFEM**

In 1996, the Government of Mexico created the National Commission on Women in response to the Platform of Action of the Fourth World Conference on Women. The Commission is responsible for implementing the 1996-2000 National Program for Women (PRONAM). Coordination of the Program required the gathering of basic statistical information, so INEGI entered into a series of collaboration agreements with PRONAM to prepare diagnoses, design policies, monitor actions, and better evaluate the impact of these actions.

The initial cooperation agreement focused on five major projects launched in 1996, that are still under way:

- Establishment of a permanently updated bank of indicators;
- Continuous acquisition of complementary information and new indicators;
- Joint promotion of exchanges between producers and users so that data is appropriately used and public policies better designed;
- Design of a system of indicators to monitor and evaluate the activities of PRONAM; and
- Gathering of information on work, use of time, and contributions within the home.

Thus, the INEGI-UNIFEM dynamic began to function as a trio and reoriented at least part of its activities to meet PRONAM requirements.

With regard to these emerging needs for information, between 1995 and 1996, major gaps were identified in several areas, such as participation in the exercise of power, decision-making, violence, use of time, the environment, participation in the media, and the lack of quantitative and qualitative data on perceptions, representations, and values. In light of this situation, INEGI committed itself to generating more information. In 1996, the National Survey on Work, Contributions, and Use of Time was conducted. In 1998, a new methodology was applied in this survey to evaluate its results and decide which methodology was more appropriate for Mexico. In 1999, the first Survey on Domestic Violence was conducted and the results were analyzed, making it possible to identify the limitations of the survey and to begin working on the design of a new survey.

INEGI - PRONAM - UNIFEM prioritized the exchange between information producers and users, requiring continued efforts and coordination. Therefore, these entities

have participated in, organized, and co-organized extensive activities to advance as quickly as possible toward a national statistical system with a gender perspective.

### **3.3 SISESIM**

A work team was formed to identify information needs in order to develop a system of indicators for evaluating and monitoring PRONAM. This project was reworked in 1997, expanding its scope to include the Interagency System of the United Nations, under the management of UNIFEM. As result, the System of Indicators for Monitoring the Situation of Women in Mexico (SISESIM) was created.

SISESIM is a set of computer programs, containing series of indicators reflecting the demographic, social, economic, and political situation of Mexican women vis-à-vis men. SISESIM contains 1,453 indicators currently organized under six priority subject areas: education; home, family, and housing; demographics; political participation; health and social security; and labor.

Women's health is one of the most relevant areas in SISESIM. Mexico places a great deal of importance on health care programs for women, which are geared toward guaranteeing them access to comprehensive quality services that respond to their needs and demands and take into account the specific characteristics of their life cycle, social condition, and place of residence. The National Program for Women established 24 priority actions in health care for women, and SISESIM responded by incorporating 370 indicators, organized into seven subtopics: addiction; violence; health and morbidity; total mortality, social benefits, occupational risks, and reproductive health.

By virtue of the fact that SISESIM is designed to grow, gain strength, and continue to develop, there are plans this year to incorporate new indicators on addiction and social and family violence and to include the subtopic of disability, based on the results of the Seventh Population and Housing Census of 2000 and the 2000 National Health Survey.

## **4. INEGI Publications**

Another way to respond to the demand for statistical information with a gender perspective is by disseminating products that show the situation and participation of women in different areas of social life. Since 1995, INEGI has been producing a growing series of publications with a gender perspective. The goal is to highlight the empirical evidence available, reflecting the real presence of gender differences and emphasizing the fact that

women and men interact differently in all spheres and that women are usually at a disadvantage.

In 1995, INEGI and the Interagency System of the United Nations published *El perfil estadístico de la población mexicana: Una aproximación a las inequidades socioeconómicas, regionales y de género* (Profile of the Mexican Population: A Look at Socioeconomic, Regional, and Gender Inequalities). This publication includes indicators on education, employment and income, and health and home, among others, showing the existing differences between men and women, with special emphasis on indigenous women in Mexico.

Also in 1995 and in preparation for the Fourth World Conference on Women, INEGI, in conjunction with UNIFEM, published *La mujer mexicana: Un balance estadístico al final del siglo XX* (The Mexican Woman: Statistical Balance at the End of the Twentieth Century). This document provides statistics, showing that the opportunities and responsibilities of men and women in society, work, the family, education, and health are not, and have not been, equal. This publication was presented in China at the Workshop on Gender Statistics organized by the United Nations and is a good example of how joining efforts and skills can benefit work.

At the request of the National Program on Women, *Mujeres y hombres en México* (Women and Men in Mexico) was published in 1996. This book provides a sociodemographic overview of the situation of women vis-à-vis men. The initial document was organized into 13 subject areas and included basic indicators for men and women presented using tables, figures, and maps for ease of comprehension. The second revised and expanded edition was presented on 8 March 1997, International Women's Day. From that point on, every 8th of March INEGI has provided Mexican society with an ever-growing set of indicators with a gender perspective. The fifth edition is currently in press and has been expanded upon substantially to include new indicators and indicators updated with data from the 2000 census.

In order to expand knowledge about women's labor in their most immediate environment, INEGI announced the publication of *Las familias mexicanas* (Mexican Families), which provides an extensive statistical overview of the composition of Mexican families, their structure, and organization. It describes the leading sociodemographic and economic characteristics of families, with special emphasis on households headed by women and on the relationship and sex of household members.

Reprocessing information from the 1995 National Employment Survey led to publication of *Estadísticas de empleo con enfoque de género* (Employment Statistics with a Gender Perspective), which covers a wide range of activities, including those carried out by the employed and the non-economically active population, as well as the demographic and social features of the employed population (usually not analyzed) and a set of indicators. The last includes feminization indexes, income, hours worked and devoted to domestic tasks, segregation indexes, and wage discrimination. In 1998 and 1999, the National Employment Surveys were reprocessed, and a broader and up-to-date publication with new and more refined indicators was prepared.

The document *Trabajo doméstico y extradoméstico en México* (Domestic and Non-Domestic Labor in Mexico) analyzed the work that men and women perform in the production of goods and services to meet the demands of society, as well as in daily life through work in the home. The purpose of this publication is to make the labor of women more visible by showing differences in the activities of men and women, identifying and characterizing various population subgroups.

*Estadísticas educativas de hombres y mujeres 2000* (Educational Statistics for Men and Women, 2000) provides a set of indicators on the educational situation of women and men, highlighting the progress made over the past three decades and the gender differences that persist in different regional contexts.

*Diferencias de género en las aportaciones al hogar y en el uso del tiempo* (Gender Differences in Household Contributions and the Use of Time) provides statistics on the time that men and women devote to various activities, such as remunerated work, unremunerated work, study, domestic activities, recreational activities, and community service. It also presents data on income recipients and providers and how monetary contributions are made to the home. This book is the product of reprocessing databases from the National Survey on Work, Contributions, and Use of Time, conducted for the first time in Mexico in 1996.

The document *Los hogares con jefatura femenina* (Households Headed by Women) provides a general profile of the characteristics of Mexican households headed by women and draws comparisons with households headed by men. It also shows the demographic and socioeconomic characteristics of households and their members, living conditions, income, and expenditures.

*Indicadores de hogares y familias por entidad federativa* (Household and Family Indicators by State) is INEGI's first effort to provide statistics based on the demographic and



socioeconomic characteristics of Mexican households by state. The publication makes it possible to learn about family diversity and contrasts in types of organization and living conditions.

*Estadísticas de trabajo doméstico y extradoméstico en México, 1995-1999* (Statistics on Domestic and Non-Domestic Labor, 1995-1999) includes indicators and basic statistics on the labor Mexican men and women perform in the home and in the labor market. The objective of the document is to contribute data that will make it possible to learn about the participation of men and women in domestic and non-domestic activities. It also reports on occupational segregation and prevailing wage discrimination in the job market in the past five years.

*Uso del tiempo y aportaciones en los hogares mexicanos* (Use of Time and Contributions in Mexican Homes) is a publication analyzing how men and women distribute their time and make economic contributions to the household. Its main purpose is to provide statistics to make visible, from a gender perspective, the important work that women do in the domestic arena in terms of social reproduction as well as monetary contributions for general expenses in their homes.

## **5. Final Comments**

Statistics are valuable for increasing knowledge and changing circumstances. Statistical data eliminate what is anecdotal and adequately measure problems.

Experts at INEGI are convinced of the importance of applying the gender perspective in the National Statistical Information System and of the need to provide information that guarantees the detection of class, generation, and gender inequalities. They realize that to continue this project they need to be trained and provide training to other colleagues responsible for sectoral and regional statistics on the theory of gender and its methodological applications. Further progress is needed in the breakdown of information by sex, in reprocessing sources, and in the ongoing analysis of conceptual frameworks and data collection instruments.

In addition, the progress made to date in the interaction and shared responsibility of actors must be recognized, where the work of producers, users, and experts is indispensable in meeting the demands and requests for statistical information with a gender perspective.