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Invisible No More?

Country Case Studies

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Uruguay: Time Use Surveys and Policy Case Study



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"First, I would like to highlight the Integrated National Care System, because the quality of society is reflected in how it takes care of its most vulnerable. [. . .] It is not an expense, not even an investment. It is about meeting an ethical imperative."

President Tabaré Vázquez, Uruguay
March 1, 2015

Identify and Prioritize

International and national feminist advocacy in the 1990s provided the initial impetus for measuring unpaid care work. The UN 1995 Beijing women's conference unleashed a movement to assert women's rights and measure all women's work, both paid and unpaid. UN regional agencies, including the Economic Commission for Latin America and the Caribbean (ECLAC), UNIFEM (now UN Women), and the International Labour Organization (ILO) motivated governments, provided legitimacy, and contributed funding and technical assistance.

In Uruguay, civil society and academia led advocacy efforts to bring national attention to the care deficit, women's care burdens, and their consequences for society.¹ From the start, policy objectives focused on reducing women's care burden, upholding the rights of people to care and be cared for, and confronting the economic challenges posed by the demographic transition in an aging society (the population of 65 and older nearly doubled from 7.6 percent in 1963 to 14.1 percent in 2011) as well as the role of the state in the provision of these care services.² Data catalyzed policy change by helping to re-conceptualize "care" as a collective and societal issue. In 2003, the University of the Republic (UdelAR) carried out a standalone TU survey to quantify unpaid work in Montevideo's metropolitan region. The survey found that about 91 percent of women spent almost two-thirds of their time on unpaid care for children aged 13 and younger.³

Aided by this data, advocacy efforts led to the incoming Uruguayan coalition government's (Frente Amplio) enacting the National Plan of Equal Opportunities and Rights (2007–2011), which called for the need to further quantify women's unpaid work. Following this, in 2007, Uruguay's national statistics office (INE), which was tasked with collecting this data, launched the first nationally-representative TU module in a household survey. The survey was conducted again in 2011 and 2013, enabling the government to quantify Uruguay's "care deficit" and measure progress over time.

In 2008, the Gender and Family Network, a member-based NGO that advocates for gender equitable public policies, held a series of roundtables with the explicit aim of ensuring care work was part of the public discourse. Influenced by these discussions, four major political parties included care work in their 2009 platform

1990s

Various academic studies on the care deficit and care burden for women are produced

2003

Universidad de la Republica conducts first time use (TU) survey in Montevideo

2006

National Plan of Equal Opportunities and Rights (2007–2011) is developed, includes specific actions to produce studies that quantify and make women's unpaid work visible

2007

National Statistics Institute includes time use module in national HH survey for first time

2010

Presidential resolution creates interinstitutional care working group with aim to develop a National Care System

2011

Second TU Module in national HH survey is implemented; National Debate on Care includes multiple dialogues with all sectors of society; National Survey for Social Representations about Care implemented

2013

TU Module in national HH survey is implemented

2015

National Care Plan 2016–2020 approved along with the National Care System (Law 19.353); National Tour on Care to socialize the population and stakeholders on the new system launches

2016

Implementation of National Care Plan 2016–2020 begins

1 Ministerio de Desarrollo Social and Direccion nacional de Políticas Sociales 2014

2 Sistema Nacional de Cuidados 2015

3 Aguirre 2006

while campaigning. The incoming 2010 government together with the National Institute of Women (INMUJERES), the National Coordinating Council for Gender Equality Policies, the Ministry of Social Development (MIDES), and a series of female advocates who held posts in the executive and legislative branches, created a working group within the National Council for Social Policies to develop a National Care System through Presidential Resolution 863/010. Starting in 2011, the Gender and Family Network brought together academics and policymakers in a series of policy roundtables and events as a way to promote childcare as a human right.

Collect and Analyze

The standalone TU survey in the Montevideo metropolitan area conducted by UdelaR in 2003 is credited with advancing the national conversation. To meet strategy objectives outlined in the National Plan of Equal Opportunities and Rights (2007–2011), the INE began including TU modules in the national household survey starting in 2007. The 2007, 2011, and 2013 TU modules asked participants (the self-identified main person conducting domestic tasks) to note their time spent as well as those of any household members ages 14 or older based on a list of activities using the International Classification of Activities for Time-Use Statistics (ICATUS) methodology.

The data produced is nationally representative with the 2013 survey including 3,391 households (7,447 people). The decision to use modules as opposed to standalone surveys stems mainly from cost considerations, particularly since the TU surveys are expected to be produced regularly.

INE has identified methodological issues related to the use of a pre-determined list of activities (versus other methodologies such as diaries), respondents' recall of time spent on certain activities, and proxy respondents (one person answering for all others in the household).

The implementation of the 2007, 2011, and 2013 TU surveys, led by INE in partnership with UdelaR, has included the following partners and funders: INMUJERES; MIDES; UN Women (financier); Community of Madrid (financier); UNFPA (financier); and Superior Council of Scientific Investigations of Spain.

By including a diverse set of policy actors in the development and analysis of TU data, Uruguay ensured that the findings would be not only disseminated, but also used to create a national care policy, which could serve as a best practice model for other countries. With the creation of a childcare working group under the National Council of Social Policy (Presidential Resolution 863/010), which includes line and planning ministries, the policy relevance of

the analysis and recommendations was prioritized from the outset.

UdelaR led the analysis of the data; INMUJERES aligned its analysis with the national gender equality strategy; the involvement of the MIDES helped to close the feedback loop with the National Care System; UN Women, UNFPA, Comunidad de Madrid, AECID and Comision Economica Para America Latina (CEPAL) all provided funding to ensure the methodology met global best practices and to ensure Uruguayan lessons learned were shared throughout the region.

The role of UdelaR in collecting and analyzing TU data as well as the development of the National Care System is unique in the region, since no other country has had an academic institution play such a pivotal and central role. Further, the TU survey data were directly used as the justification for creating a National Care System, supporting the national dialogue held by different working groups and consultations with civil society.

Key Findings from Uruguay's 2013 Time Use Survey

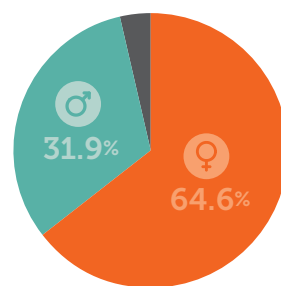
Women have a higher total work burden (55.8 hours/week) than men (50.2 hours/week) when paid and unpaid work are combined.

Men's share of unpaid work in the household increased slightly from 28.0 percent in 2007 to 31.9 percent in 2013, but continues to be half of what women do (64.6 percent in 2013).

35 percent of women spent time caring for adults and children compared to 22.4 percent of men.

Women spent more time caring (22.4 hours/week) than men (16.8 hours/week).

Women's participation in unpaid care work increases as income decreases (60 percent for the poorest quintile vs. 12.5 percent for richest quintile) as does the care deficit (19.1 percent vs 2.3 percent, respectively).



Share of unpaid work in the household by gender in 2013

While TU data provided the first inputs for defining the National Care System, the Child Care Working Group also conducted a series of diagnostic surveys and studies to develop the specific policies. Below is a non-exhaustive selection of reports, analyses, and studies implemented as inputs for the development of the National Care System:

- **The National Survey for Social Representations about Care (Encuesta Nacional sobre Representaciones Sociales sobre el Cuidado).** The survey was developed by Udelar in 2011. It asked 1,000 people about their perceptions of care for children and senior adults and in parallel interviewed key medical, education, and psychology personnel along with policymakers. One of the main findings was that 79 percent of men and 72 percent of women would opt to have children under two years old cared for in the household vs. at childcare centers during working hours.
- **Government data from the Ministry of Education and Culture (MEC) and the Coordinating Council for the Early Childhood Education, which oversees the different childcare centers (which can be private, public, or some combination of the two) in Uruguay.** The data was used to map the demand and supply of childcare services. One of the main findings was that childcare services in 2014 covered one-third of children between 0–3 while services for children ages 0–1 were almost entirely private.
- **Diagnostic for Dependent Elderly Adults/Seniors. This diagnostic included two parts: 1) An analysis of the 2011 Population and Housing Census data; and 2) 2012 Survey for the Identification of Dependent Senior Adults (NIEVE-MIDES).** The analysis of the census assessed how demographic trends and disabled adults (measured as those with difficulty seeing, hearing, moving, or understanding) would impact demand for adult care services. The main findings were that over 70 percent of seniors do not have any disabilities and only 16.4 percent (a total of 75,925 adults) have disabilities that would entail moderate or severe dependency (requiring care assistance). The census also identified 903 homes for senior adults. The NIEVE-MIDES surveyed a smaller sample of 804 adults of 65 years of age for their capacity to undergo 12 types of tasks. This survey found that 16.3 percent of senior adults had some type of dependency with 6.3 percent representing severe dependency and 10% mild dependency.
- **Analysis of Social Provision Bank (BPS) data.** Analysis of this data found that there are two main types of homes for adults: 1) those administered by NGOs that receive funding from the BPS and departmental governments (90 total) and 2) privately-run residences.

This diagnostic also included an analysis of relevant academic and government reports on the quality of senior care services.

- **Diagnostic of Caregiving Population (Personas Ocupadas en el sector cuidados, UN Women, ILO, and Working Group).**⁴ A combination of studies linked to the National Care System working group were combined for a diagnostic on paid and unpaid care workers.⁵ A study by Udelar used the 2013 TU survey module to analyze paid (96 percent of which were women) and unpaid care workers. It revealed that 9 percent of total work done in the country was care work. Previous work done by Amarante and Espino (2008) profiled people who work in households covered by the 2006 National Household Survey.
- Other analyses and reports were undertaken to map the coverage and quality of care services in the country in order to inform the development of the National Care System.⁶ But no other national household survey data was used. Among the analyses and reports were a study of LAC policies on caregiving (ECLAC) and a report on the methodological design for the identification of informal care services for early childhood.⁷

The spirit of cooperation in the evaluation of policies and data analysis has continued throughout the development of the National Care Plan 2016–2020 and creation of a joint learning agenda, which will be implemented by the National Care System and will include academia and civil society.

Inform and Influence

Collaboration among the different stakeholders mentioned above to identify unpaid care work priorities as well as the National Care System Working Group's production and analysis of TU data were significant factors in the use of the TU data findings for policymaking. Uruguay is unique in the region in that the TU and care work studies conducted were mandated by presidential decree to create a National Care System. Hence, the diagnostic analyses mentioned above combined with unpaid care work data directly fed into the national dialogue. After civil society and academic actors along with INMUJERES placed the issue on the national agenda, they then worked with the Working Group on national dialogues which can be categorized into two main phases: national debate and national care tour.

4 Aguirre 2013

5 Ibid.

6 For a list of all the reports and studies used in the development of the National Care System, see <http://www.sistemadecuidados.gub.uy/innovaportal/v/13292/1/innova.front/documentos>.

7 Dighiero 2015; Sistema Nacional Integrado de Cuidados and BID

National Debate on the Construction of a National Care System (2011)

After the Presidential decree to establish the National Care System, the Working Group led a series of consultations in each of the department capitals and nine consultations at the national level (three for each priority population: early childhood, people with disabilities, and senior citizens). A total of 1,202 organizations and 1,831 people participated in the regional consultations and 1,205 people and 454 organizations in the national debates. The consultation process allowed different actors in society to come to a collective understanding of “care” and identify solutions that could meet the diverse regional and socioeconomic needs of the population. The discussion confirmed the need for an expanded public care system that could be rolled out in Uruguay, a developing country, and not just limited to developed economies in Europe.⁸

National Care Tour (2015–2016)

In 2015, the National Care System led a national tour in all administrative departments to inform people about the new policy implications, the importance of shared responsibility for care between the state and citizens, and the value of care work.

Both consultations helped to incorporate the wider society’s needs into the National Care System, to inform the population of the strategies inherent in the new policy, and to elicit buy-in from civil society and the population at large. The main source of data for these working groups, roundtables, and policies were the 2003 and 2007 TU survey modules.

Policy

The above-mentioned data, advocacy, and policy factors coalesced to bring about the approval and implementation of the first holistic national care policy in Latin America. As early as the 2005–2010 government, INMUJERES created initial strategies that were then taken up by the Ministry of Social Development during the 2010–2015 transition of government. As a consequence, Centers for the Integral Attention of Early Childhood Development and Family (CAIF) and centers for seniors were expanded. During this period, programs with care centers were piloted in parallel with the ongoing national discussions about the National Care System.

National Care Ecosystem’s Main Actors

Government administration: Frente Amplio, political coalition that came to power in 2005

Child care working group: Ministry of Social Development (MIDES); Ministry of Work & Social Security (MTSS); Ministry of Public Health (MSP); Ministry of the Economy and Finance (MEF); Ministry of Education and Culture (MEC); Planning and Proposals Office (OPP)

The Gender and Family Network: Asociación Uruguay de Aldeas Infantiles SOS, Centro interdisciplinario de Estudios sobre el Desarrollo Uruguay (CIEDUR), Ciudadanías en Red (CIRE), CNS Mujeres por Democracia, Equidad y Ciudadanía, Comuna 12, Cooperativa Caminos, Cooperativa Mujer Ahora, Cooperativa Petrona Argüello, Cotidiano Mujer, Cooperativa Infancia, Adolescencia Ciudadana (IACI), Organización Nacional de Asociaciones de Jubilados y Pensionistas (ONAJPU), Red Canarias en Movimiento, Red Género y Familia, Asociación Civil El Paso, Unión de Mujeres del Uruguay (UMU), Comité de Jubilados de la Salud Privada (COJUSAPRI), Facultad Latinoamericana de Ciencias Sociales (FLACSO), El Abrojo, Primera AJUPEN Canelones

Other civil society actors: Children’s, senior, and disability organizations; Organizations representing workers (unions); national cooperatives.

University of the Republic (Sociology Department)

International organizations: Economic Commission for Latin America and the Caribbean (ECLAC), UN Women, United Nations Population Fund (UNFPA), International Labour Organization (ILO), United Nations Development Programme (UNDP), UNICEF, European Union, Spanish Agency for International Cooperation (AECID)

Source: Aguirre and Ferrari (2014).

The TU surveys and care studies served as key inputs in the development of various aspects of the National Care System. Data on time spent caring for children, particularly infants, helped prioritize early childhood programs within the national program. Results from the 2007 TU survey showed that women take on double the amount of care for children compared to their male counterparts. This data was compared to that of household surveys on the supply-side of child care, which found a big gap, especially for children ages 0–3. Understanding this gap, the amount of time spent

caring for children, and who is doing the caregiving allowed the National Care System to segment the target population and adjust government programs accordingly. As a result, in 2013, the TU module collected information on paid and unpaid child services used by households.⁹

Uruguay's National Care System represents the results of actions and programs targeting people in need of care (the dependent population) and caregivers. Gradually the system will include all care services, both public and private. The system focuses on care for preschool children, elderly people, and people with disabilities. The care policy is framed around gender equality and the human rights of caregivers and care receivers, including measures to improve the working conditions and wages of paid care workers and increasing support for unpaid family caregivers.

The system's principles are explicitly stated as: solidarity in the distribution of care responsibilities between all actors in Uruguayan society; universality in a system that seeks to expand access to the whole national population; promotion of autonomy for men and women to realize their life plans; and joint responsibility for care work between the state and citizens and between men and women. The system has five components each with several programmatic activities. A summary is outlined below:

- 1. Services:** Increase access to and quality of early childhood and senior care services
 - Expand coverage from 5,880 in 2016 to 28,000 children in 2020.
 - Increase number of early childhood education centers through public-private partnerships and create 50 new community care homes and pilot union and firm care centers.
 - Expand personal caretaker system for seniors with "severe dependency" including economic subsidies based on household income.
 - Create new system that certifies and expands the number of senior caretakers to include companies, cooperatives, and individuals.

2. Regulation

- Establish new law of National Care System that creates a legal "right to care and be cared for" in national legislation.
- Remove social security/pension requirements so that seniors with severe dependency can access care.
- Include fiscal reforms to ensure sustainability of the system and universality.

3. Capacity Building

- Expand supply of early childhood development courses and increase the number of students.
- Expand and improve quality of senior care courses. This includes creating new certification for caretakers.

4. Information and knowledge management

- Increase the capacity of the national statistics offices and ministries to regularly measure the dependent population (in need of care) and those providing care as well as the expenses related to these activities.
- Identify clearer definitions and measures of the different scales of dependency needed to target programs.

5. Communication

- Disseminate new regulations, policies, and services to the population.
- Develop a communications strategy to create behavioral change regarding cultural attitudes towards care, particularly looking to create a more gender equitable distribution of work. A more equal sharing of care responsibilities between women and men is pursued through awareness-raising campaigns and incentives for hiring male care service staff.

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- Karina Batthyany, professor, Universidad de la República (Uruguay)
- Patricia Cossani, social policies coordinator, Ministry of Social Development

⁹ Respondents were asked to measure time dedicated to care activities for children ages 0–3, 4–5, and 6–12 years of age; for persons with disabilities; and adults older than 65. Care includes feeding, transportation, supervision of activities, etc.

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Finland: Time Use Surveys and Policy Case Study

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Identify and Prioritize

It has not been possible to locate documentation in English or testimony on the origins of the 1979 time use survey (TUS), but such surveys are clearly in high demand for a wide range of uses in Finland. Surveys are conducted every 10 years and were funded by no fewer than eight organizations in 2009–2010.

The existence of TUS data has led to opportunities to produce new statistics, in particular the household satellite account. Because national accounts do not reflect the value of most unpaid work in the home and because the value of that work can be calculated in relation to the gross domestic product from time use data, Statistics Finland sought and obtained Eurostat funding to evaluate the quality and applicability of time use data for producing the household satellite account.¹ They have since worked with the Consumer Society Research Centre to produce the satellite account in 2001, 2006, 2009, and 2012. The latest version is currently being finalized.

Collect and Analyze

Finland has conducted four time use surveys, completed in 1979, 1987–1988, 1999–2000, and 2009–2010. Statistics Finland has led each survey, providing a degree of comparability, especially between the two most recent surveys, which follow harmonized European guidelines.

As the lead on the production of official statistics, Statistics Finland is responsible for determining the best ways to collect time use data. It follows guidance from the European Statistical System and European regulations on statistical production.

The definition used for unpaid care work is derived from a national adaptation of the Eurostat 2008 HETUS classification grouping on household and family care, referred to as “Domestic work” in the Finnish TUS.² The components of that category are listed below. Based on definitions used for household satellite account, unpaid care work is divided between childcare and care for adults who need help. Such adults include people with a disability or older people from categories 3, 4, and 6 shown in Table 1.³

Statistics Finland followed the Eurostat 2008 Guidelines on Harmonized Time Use Surveys (HETUS) using a fixed 10-minute interval time diary that respondents completed on two randomly designated days, one weekend day (Saturday or Sunday) and one weekday (Monday to Friday). Based on Eurostat’s recommendation, the last two time use surveys in Finland collected data by household. In contrast, earlier surveys collected data by individual.

1979

First time use survey is conducted in Finland

1987–1988

Second time use survey conducted in Finland

1989

Child care leave is introduced for parents with children under age 3

1996

Parents of children under school age are given the right to day care

1997

Private day care allowance introduced

1999–2000

Third time use survey conducted in Finland

2001

Finnish government introduces a tax reduction for domestic costs

Household Satellite Account produced for the first time

2004

Veto program initiated to make working life more attractive

2008

Eurostat revised guidelines on Harmonized European Time Use Survey (HETUS)

2009–2010

Fourth time use survey is conducted in Finland between April 2009 and May 2010

2013

Legislative reform gives fathers up to 18 working days of paid paternity leave

Latest Child and Family Policy in Finland introduced

¹ Niemi and Hamunen 1999

² Pääkkönen and Hanifi 2012

³ Varjonen and Aalto 2006

Table 1. Components of the Finnish Time Use Survey activity classification for domestic work

Subcategory	Example
Housekeeping	food preparation, dish washing, cleaning, laundry
Maintenance	home renovations, garden maintenance, pet care, vehicle maintenance
Other domestic work	helping an adult family member, childcare as help for neighbors, household finances, and planning
Childcare	physical care and supervision, reading and playing with the child, escorting child
Shopping and services	daily goods, commercial and administrative services
Travel related to domestic work	travel related to helping an adult family member, travel related to childcare

Data were collected by computer-aided telephone or face-to-face interviews and through time use diaries distributed to the respondents. The nationally representative sample selected all household members ages 10 and above in 4,499 households; 3,795 people kept diaries, representing a 41 percent response rate for the diaries, and their time use records covered 7,480 days. Weighting was standardized to correspond with data obtained from population statistics, and various registers were used to adjust for non-response bias.⁴

Respondents described activities undertaken alone. These activities were then coded according to the 146-category classification of activities harmonized to the HETUS. The 2009–2010 activities are comparable to 26 categories used in 1979, 82 categories used in 1987–1988, and 132 categories used in 1999–2000.⁵ The diaries collected information on the main activity, parallel or secondary activity, with whom the activity was undertaken, and if respondents used a computer or the Internet for the main or secondary activity. The location of the activity was determined in connection with the data classification.

Figure 1. Diary used in the 2009–2010 Finland Time Use Survey.

What were you doing?	
Record your main activity for each 10-minute period, starting from 07.00 to 10.00 am.	
Please only include one main activity on each line. Distinguish between travel and the activity that is the reason for travelling. Do not forget the mode of transportation.	
Time, a.m.	
07:00–07:10	
07:10–07:20	
07:20–07:30	
07:30–07:40	
07:40–07:50	
07:50–08:00	

What else were you doing?	Were you alone or together with somebody you know?				
Record the most important parallel activity. Also write down if you used a computer or the Internet for your main or parallel activity.	Please tick the box with an X or a vertical line				
	Alone	With my spouse	With my mother or father	With children aged under 10	With other persons that I know
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Source: Pääkkönen and Hanifi (2012).

The Social Insurance Institution, the National Consumer Research Centre, the Central Union for Child Welfare, the Ministry of Transport and Communications, the Ministry of Education and Culture, the Family Federation, the Finnish Broadcasting Company and the Ministry of the Environment funded data collection for the 2009–2010 survey.⁶ Statistics Finland noted how the organizations plan to use the data:

- **The Social Security Institution:** Study effects of family leave policies on time use of the families
- **The National Consumer Research Centre:** Study the Household Satellite Account, rhythms of daily activities
- **The Ministry of Education and Culture:** Evaluate cultural policy, time use of families and children
- **The Family Federation:** Investigate time use of families with children, the effects of working time on the family, being alone, division of domestic work between men and women, single mothers
- **The National Broadcasting Company:** Plan television program schedule
- **The Ministry of the Environment:** Plan housing and climate.⁷

4 OSF: Time use survey

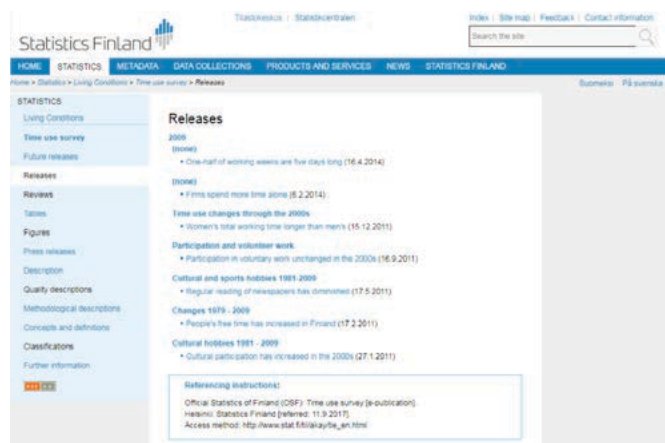
5 Ibid.

6 Ibid.

7 Pääkkönen 2011

Statistics Finland offers basic analyses of the survey results in short articles and publications, mainly in Finnish. Figure 2 shows a list of articles available in English from the Statistics Finland website.

Figure 2. Screen shot of Statistics Finland website listing articles in English based on time use survey data.



Source: Statistics Finland (http://tilastokeskus.fi/til/akay/tie_en.html).

In 2012, Statistics Finland published a report on the TUS results that presented and explained the main findings (approximately 45 pages), provided background information on the survey, and featured about 50 pages of detailed tables. The publication describes the changes that have taken place in time use over three decades, drawing on data from the surveys conducted between 1979 and 2009–2010.

The report examines changes in the broad activity categories and by various population groups (by sex, age, stage in family cycle -- e.g. no children, children under age 7 -- and socioeconomic group), and found that the division of time spent between sleeping, having meals, gainful employment, studying, domestic work, and free time has not changed much over the last 30 years.

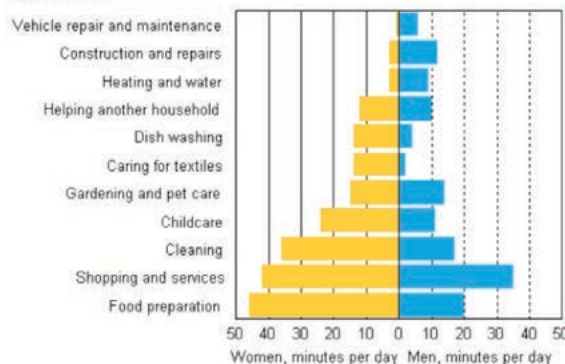
For domestic work, differences between the time spent by men versus women have been shrinking, with women doing less domestic work than they did 30 years ago and men doing more. Some equalization in the types of domestic work done has also occurred with men increasing their share of housekeeping work and women increasing their share of home maintenance work.

The TUS is an essential input used in preparing the Household Satellite Account. In cooperation with Statistics Finland, the Household Satellite Account has been produced in 2001 and 2012 by the National Consumer Research Centre attached to the University of Helsinki. Using the input approach, the value of household production is calculated

based on time spent on household work (using data from the TUS) and which goods and services were bought to make products like meals and do the laundry and cleaning (using data from the Household Budget Survey). The findings reveal that the national gross domestic product would be around 40 percent higher if all household production were included in the national accounts.⁸ A researcher working on this, Ms. Kristiina Aalto, explained that these results have spurred public discussion, but there is no evidence that these studies have directly affected policy.⁹

Figure 3.

Time used by men and women on various types of domestic work in 2009 to 2010, population aged 10 or over



Source: Statistics Finland (2011).

In the case of products based specifically on TUS results published by Statistics Finland, no direct link between the data and policies were found. The Household Satellite Account publications mention the direct application of the information to policies related to family, equality and labor, but examples in the Finnish context are not provided.

More detailed analysis of TUS data has been conducted by various researchers and institutions and published in online resources and journal articles (see references).

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⁸ Soinne 2016

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These research papers provide a stronger link between TUS data and policy interventions. Decisionmakers typically use the data to either advocate for policy development or change, or to assess the effectiveness of policy interventions, as in the case of Aalto (2015). For example, Huovinen and Piekkola (2002) highlight how information on how older retirees allocate their time, such as by providing neighborhood help and volunteer work, informs policies related to retirement.

Inform and Influence

Statistics Finland uses a range of channels to disseminate findings from the time use survey. Basic information is published on Statistics Finland's website (www.stat.fi/til/akay/tup.html), which contains links to short articles, summary publications in PDF, and methodological information. The results of the research are also published on paper. With seven press releases about the survey results dated between January 2011 and April 2014, it's likely the media played an important role in disseminating the main findings.

For users that wish to explore the data on their own, 13 tables of survey data are available to the public in Finnish, Swedish and English through Statistics Finland online database using PC-Axis.¹⁰ Finnish data are also included in the Eurostat publications available on the Internet.¹¹

Research institutes and academia play a strong role in how secondary research on time use is conducted and made available. Published papers may be freely available online or accessible by subscription or one-time payment to particular journals or services. Currently, a summary literature review or a summary of available resources related to the production and use of time use surveys in Finland seems to be lacking and could be a valuable tool for future research.

Policy

The number of organizations that funded the latest survey, the extent of research conducted using survey results, including production of the Household Satellite Account, and the introduction and adaptation of policies that recognize the value of unpaid work, suggests time use data has had a direct influence on policy.

According to a press release from Statistics Finland, the government uses this data to plan transport, social and leisure services, for example. The data are also needed to calculate the economic value of unpaid work done in households.¹²

Statistics Finland provided a list of areas where time use data has been used to influence policies or programs and signaled how it was used:

¹⁰ Finland, Bureau of Statistics 2017

¹¹ Eurostat 2005

¹² Statistics Finland 2009

- a) Production of the Household Satellite Account: valuing own use production and use of market services
- b) Shortening work time
- c) Child and family policy: time use of families and their children, effects of family leave policy on time use of families
- d) Time use in rural areas: led to employment projects for women
- e) National program for increasing the attractiveness of worklife: proposals to shorten the work week of older people and increasing flexible arrangements
- f) Early retirement
- g) Planning television program schedules based on analysis of daily rhythm of activities and locations
- h) Evaluation of cultural policy, especially questionnaire development on leisure hobbies
- i) Modelling the exposure of urban populations
- j) Time famine among Finnish employees.¹³

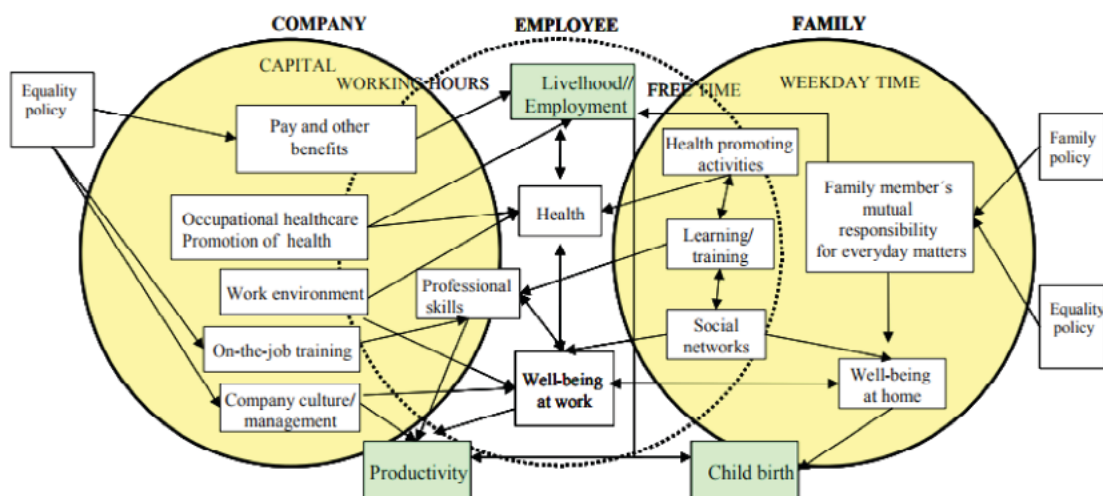
Time use data is a source of information that provides a basis for policy interventions. However, because it is used in conjunction with a range of information, its direct impact on policy is difficult to gauge. For example, the Ministry of Education and Culture has used the TUS results to analyze cultural participation, in particular time spent on activities such as attending concerts, visiting museums, singing, dancing, and playing music. Although this does not relate to the development of policies on unpaid care work, the experiences of this ministry provide insight into data use by

the Finnish government. The government uses information from the TUS and compares it with other sources of similar information, and references findings when preparing strategies and programs, such as the recently published Strategy for Cultural Policy 2025.¹⁴ Time use data is one of the information sources behind the following statement in the aforementioned strategy:¹⁵

"The range of different lifestyles and tastes will widen and small communities will become the stronghold of community spirit. . . Diversification of the population structure will increase the overall demand for cultural products and services but will also make it more fragmented. Consumers of culture will become more demanding. In a 24/7 society, there will be pressures towards longer opening hours, more flexible performance times and more accessible cultural facilities. Service expectations are becoming more individualised, especially among the well-to-do population."

An important use of official statistics is to ensure governments are accountable for their commitments and spending. In Finland, TUS data has been used in research into the effectiveness of national policies. For example, the Finnish government introduced a tax reduction on buying domestic services in 2001, that enabled households to deduct some of the costs of services like cleaning, cooking, laundry, and care services for children and adults. The policy aimed to increase employment, decrease informal work, and to promote the supply of household services. Research published in 2015 draws on a range of sources, including TUS data, to assess whether the policy has had the desired impact.¹⁶

Figure 4. Reconciliation of work and family life.



Source: Finland, Ministry of Social Affairs and Health (2008).

¹³ Pääkkönen 2011

¹⁴ Finland, Ministry for Education and Culture 2017

¹⁵ Esa Pirnes, counsellor for cultural affairs at the Ministry of Education and Culture, personal communication with author, Aug. 28, 2017.

¹⁶ Aalto 2015

Finland is well known for implementing family-friendly policies that help women and men balance the demands of home and work life. It has invested in this area for more than 30 years and performs well on related indicators by comparison to other countries.¹⁷ The Ministry of Social Affairs and Health implemented the Veto Programme between 2003 and 2007 to make working life more attractive both in the immediate and long terms. One aspect of this is the need to be able to balance work and family life including care for children, older people, and other family members who need assistance. The diagram above depicts a review of the program conducted in 2008 depicts the relationship between work and family life and public policy in Finland.¹⁸

The Veto Programme was influenced by findings from the TUS, in particular analysis done by Piekkola and Ruuskanen using the 1999–2000 TUS and labor market status of the survey participants between 2001 and 2004. Their analysis looked at time use and work attachment at two particular life phases: mothers' return to work from maternal leave and exit from employment by older people. It found that women perform nine hours more housework than men on average, but the gap is greatest for young women. At that time, only 25 percent of children under three years old were in childcare outside the home, compared to 50 percent in Sweden and 70 percent in Denmark, a reflection of the policy to compensate Finnish women who spend time at home. Researchers recommended that public policy continue to enable fathers to also stay at home.

The ongoing investment in time use surveys and regular revision of care work-related policies suggests TUS data is an important information source for government. The latest Child and Family Policy in Finland adopted in 2013 outlines changes to the Finnish family leave system, which is designed to help both parents stay home with children in different circumstances. The leave system provides for maternity leave (105 working days), extends paternity leave (54 working days, now with 18 working days that can be taken concurrently when the mother is on maternity leave), and parental leave (158 working days that can be taken by either parent or split between parents when maternity leave ends (with an extension for multiple births)). The government pays allowances for the duration of leave on

the basis of income with a minimum allowance in place for those without income.¹⁹

Care-related policies fit squarely within the overarching Finnish government program of working toward “sustainable growth and higher employment and to safeguard sufficient financial resources for public services and social protection.” The current government has an action plan to achieve this through 26 projects, which provide the basis for implementing government policy. Of these, two projects relate directly to time use and are likely to draw on time use data to set the baseline and monitor progress:

- **Home care for older people** will be developed and enhanced through measures rendering care work more attractive and making it easier to reconcile informal/family care and employment
- **Facilitating access to art and culture** will involve initiatives to increase the amount of time children spend with their families.²⁰

The Ministry of Social Affairs and Health (MSAH) is responsible for developing and implementing government policy that promotes welfare, social and health services, income security, insurance, working life, and gender equality. As part of this work, the MSAH develops financial benefits for families with children, as well as care arrangements for small children, providing families with alternative ways to care for their children.²¹ Responsibility for the provision of social welfare and health care services rests with municipalities (local authorities), with basic services to be provided as defined by law.²²

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- Mr. Esa Pirnes, counselor for cultural affairs, Ministry of Education and Culture

17 OECD 2005

18 Finland, Ministry of Social Affairs and Health 2008

19 Finland, Ministry of Social Affairs and Health 2013

20 Finland, Prime Minister's Office 2016

21 Finland, Ministry of Social Affairs and Health n.d.

22 Finland, Ministry of Social Affairs and Health 2013

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Moldova: Time Use Surveys and Policy Case Study

Jessica Gardner, Gender Statistics Specialist



Identify and Prioritize

The initial demand for a time use survey came from Moldova's Ministry of Labor, Social Protection and Family. Now called the Ministry of Health, Labor and Social Protection, the ministry is considered the most important user of the data.¹

The idea to conduct a time use survey (TUS) grew out of the joint United Nations project to strengthen the national statistical system and help Moldova's government advance its European integration agenda. Conducted between 2007 and 2017, the US\$1.7 million project aims to improve the collection, production, dissemination, and use of statistical information and to harmonize official statistics with international standards. The project identified conducting Moldova's first TUS as a priority.²

The purpose of the TUS was to show how people spend their time, where, when and with whom. As part of the National Program on Ensuring Gender Equality 2010–2015 coordinated by the former Ministry of Social Protection, Family and Children, the survey was conducted to illustrate the role and position of women and men in family and social life.³ The strategy notes the "double burden" of family and professional life that women carry. It also recognizes that opportunities for women to enter the work force are limited by a lack of services for women with small children.

The strategy highlights how the social assistance system is based on a patriarchal society in which "women are in charge of unpaid care of the elderly, children, and ill people." This model needs adjusting, the strategy notes, to align with employment and gender equality promotion policies. A specific objective of the strategy is to improve work-life balance. An expected result, presumably from the TUS, was to study the role of women and men in daily duties and to evaluate the cost of unpaid care work.⁴

Collect and Analyze

To date, Moldova has conducted one TUS, completed in 2011–12 by the National Bureau of Statistics (NBS) and funded by the joint United Nations project on Strengthening the National Statistical System. This case study explores how the data have been used to develop national policies and programs.

The National Bureau of Statistics determined how the survey would be conducted, following United Nations and Eurostat guidelines.⁵ The Romanian National Statistical Institute and the Swedish Public Employment Service provided technical

2002

Government Decision (No. 1478) provides a monthly allowance for families with children

2003

Updated Labor Code includes provisions on maternity and partially paid care leave

2004

Law enacted on "indemnities for temporary work disablement and other allowances of social insurances." Provides 126 calendar days of paid maternity leave, payment upon birth of the child, and a monthly allowance up to three years of age

2007

Joint United Nations Project to Strengthen the National Statistical System begins

2008

Eurostat revises guidelines on Harmonized European Time Use Survey

2009

National Program for Gender Equality 2010–2015 approved

2011–2012

National Bureau of Statistics conducts first time use survey (TUS). Field work conducted from June 1, 2011 to May 31, 2012

¹ Aurelia Spataru, United Nations Development Programme (UNDP) project officer, email to author, September 1, 2017

² UNDP Moldova 2017

³ Vatcarau 2014

⁴ Republic of Moldova 2016a

⁵ United Nations Statistics Division 2005; Eurostat 2009

assistance under a European Union funded project (Strengthening Moldova's Capacity to Manage Labor and Return Migration).⁶

The definition used for unpaid care work is derived from the Eurostat 2008 HETUS classification grouping on household and family care. The childcare category covers (a) physical care of the child, (b) homework with the child, (c) reading, playing, speaking with the child and (d) accompanying the child. Providing care to adult members of the household is not listed as a subcategory in the data presented by NBS.

NBS followed the Eurostat 2008 Guidelines on Harmonized Time Use Surveys (HETUS) using a fixed 10-minute interval time diary that respondents completed on two randomly designated days – one weekend day (Saturday or Sunday) and one weekday (Monday to Friday).

A multistage sample design selected 15,600 private households representative of the country (excluding Transnistria and the municipality Bender) allowing disaggregation by region, area of residence, sex, age group, and working versus weekend days. All household members ages 10 years and older completed time use diaries covering 24 hours of the day in 10-minute intervals. Data collection took place between June 1, 2011 and May 31, 2012, using face-to-face interviews and then leaving diaries with respondents for completion. There were 10,642 households that agreed to participate in the survey—a 68.2 percent response rate.

The HETUS activity classification was used to group activities in 10 categories (personal care, employment, study, household and family care, voluntary work and meetings, social life and entertainment, sports and outdoor activities, hobbies and computing, mass media, and travel and unspecified time use). The diaries collect information on the main activity, parallel or simultaneous activities, the location or transport mode, and other persons present in the location.

Implementation of the 2011–2012 TUS and follow-up activities were supported by the United Nations Development Programme (UNDP), United Nations Entity for Gender Equality and Empowerment of Women (UN Women) and the Swedish Government within the framework of the UN joint project, “Strengthening the National Statistical System”.

Findings

NBS disseminated the survey results in a range of formats including a summary report, series of analytical notes, infographics, and an online database. In 2013, NBS published a 43-page summary report of TUS results in Moldovan. It includes information on the concepts and methods used and 13 tables of data.⁷ As shown in Figure 1, the major difference in how women and men use their time is in unpaid household and care work. Men spend an average of 158 minutes per day on household and family care, compared to 280 minutes by women—almost double that of men.

About 40 percent of fathers engage daily in childcare activities, compared to two-thirds (64 percent) of mothers. Differences between the average amount of time allocated by mothers and fathers to childcare are shown in Figure 2. The greatest difference relates to physical care of the child. Mothers spend 1.7 hours per day on this activity compared to 0.9 hours spent by fathers.⁸ It would be useful if available analysis had also examined differences in childcare by parents with children under

2013

Basic report on survey results published (in Moldovan)

2014

Analytical notes based on Time Use Survey data published

2016

National Employment Strategy 2017–2021 approved

Legislation on paid paternity leave enacted

2017

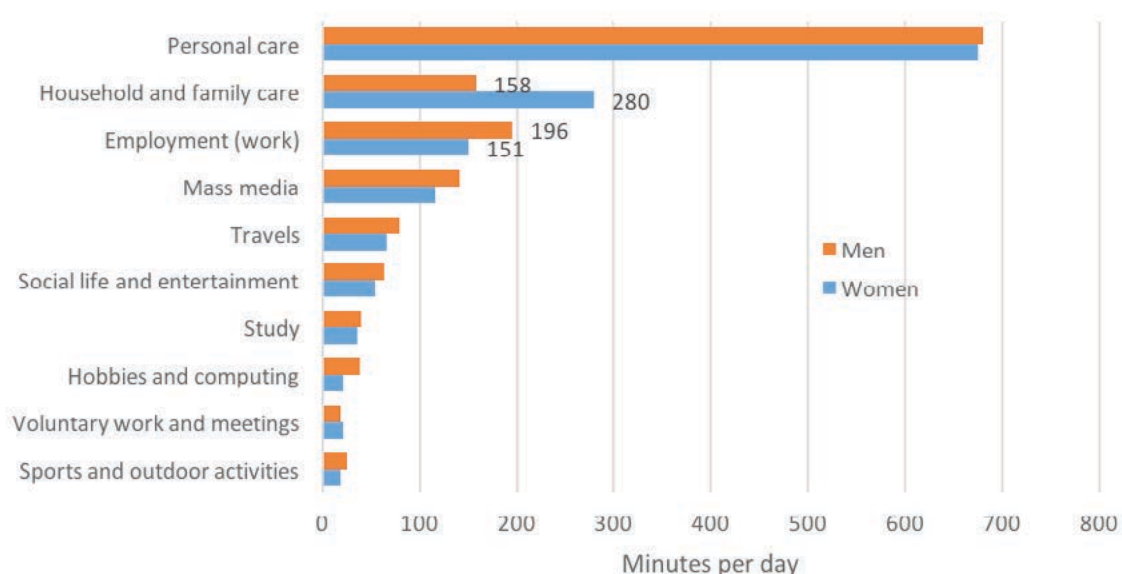
National Strategy for Gender Equality 2017–2021 approved

⁶ Vatcarau 2014

⁷ Republic of Moldova, National Bureau of Statistics 2013

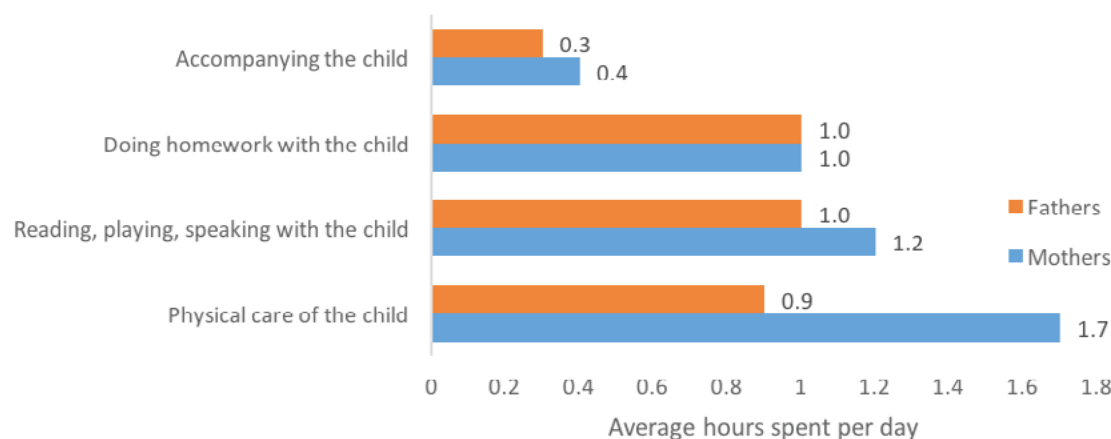
⁸ National Bureau of Statistics and United Nations Moldova. n.d.(b)

Figure 1. Time use by persons ages 10 and above in minutes per day, by activity type and sex, Republic of Moldova, 2011–2012.



Source: Data are from a table in Vatcarau (2014).

Figure 2. Time Moldovan parents spent caring for their children, 2011–2012.



Note: "Child" refers to all children less than 18 years old.

Source: National Bureau of Statistics and United Nations Moldova. (n.d.)(b).

the age of three and/or age seven as compared to parents with children under age 18.

As this was the first TUS conducted in Moldova, dissemination was given high priority. NBS and UN Moldova produced a series of 10 analytical briefs. To appeal to policymakers and other stakeholders, the briefs explored policy issues with clear explanations of the findings, comparisons to other European countries, and recommendations. The briefs covered the following topics:

- Time use by Moldovan parents for taking care of their children
- Time spent by young Moldovans for school studies
- How much time do Moldovans spend on various types of transport?

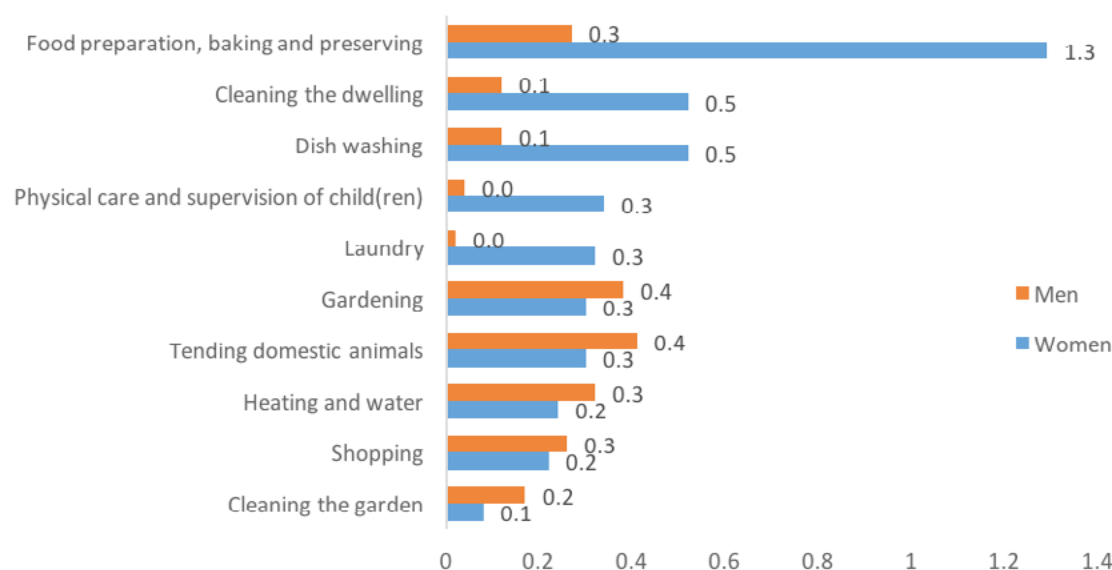
- Time use by people with disabilities
- What is the link between the health condition and lifestyle of Moldovans
- How popular are volunteering and participatory activities among Moldovans?⁹
- Importance of unpaid work in Moldova
- Social life and entertainment in Moldova
- How fond are Moldovans of reading?
- How much time do Moldovans spend traveling?

The survey found that women spend 4.9 hours per day on unpaid work, almost twice the amount of time spent by men (2.8 hours per day).¹⁰ As shown in Figure 3, the main forms

9 Participatory activities include meetings, religious activities, and other activities.

10 National Bureau of Statistics and United Nations Moldova. 2014c.

Figure 3. Time spent on main forms of unpaid work, by sex (hours per day), Moldova, 2011–2012.



Notes: Activity descriptions have been adjusted to be consistent with the English terms used in the Harmonized European Time Use Survey (HETUS) activity classification.¹² Hours per day are estimated and rounded to the nearest decimal point to reflect the amounts as shown in the source document.

Source: National Bureau of Statistics and United Nations Moldova (2014c).

of unpaid work are food preparation, baking and preserving, dish washing, cleaning the dwelling, physical care and supervision of children, gardening, tending domestic animals, heating and water, laundry, shopping, and cleaning the garden. In terms of division of labor, women are far more likely to take care of children, cook, clean, wash dishes, and do the laundry. Men are more likely to garden, arrange heating and water supply for the house, and tend to animals.

The brief highlights that Moldovans spend more time on unpaid work and less on paid work than Western European countries. People living in rural areas do more unpaid work (4.9 hours per day) than those in urban areas (3.8 hours per day) or the capital (3.6 hours per day).¹¹

Another brief analyzes the time parents spent caring for their children. It found that mothers spend 2.1 hours per day and fathers 1.3 hours per day on childcare. This includes physical care of the child, reading, playing, speaking with the child, doing homework and accompanying the child.¹³

NBS and UN Moldova developed a series of infographics to disseminate the main findings from the TUS (Figure 4). Themes include differences in how men and women use their time, time use on unpaid work, and childcare by parents.

The NBS online database includes a section on gender statistics and a table on time use. The database allows

data users to produce tables on any or all of the activities measured in the survey and to segment the information by sex and/or age group. Average time spent can be calculated for all persons as well as for only participants in an activity.¹⁴ The national statistical office can provide microdata to researchers when an official request is considered justified. There are plans to introduce procedures and tools to provide more systematic access to microdata for research purposes.

Although the report is available only in Moldovan, the structure and brevity of the report published by NBS suggests it does not make any link to policy nor provide recommendations on the use of the information. However, the analytical notes and infographics illustrate a clear link to policy by focusing on policy related issues and including recommendations that are relevant to policymaking. For example, given the imbalance in time spent on childcare, the report recommends that policies on family, child protection and women's employment focus on helping women to balance professional and family life. It also recommends public awareness campaigns to encourage men to be more involved in childcare. In relation to unpaid work overall, the note recommends it be integrated in the national accounts system, so that the economic value of this work is recognized.

¹¹ National Bureau of Statistics and United Nations Moldova. 2014c.

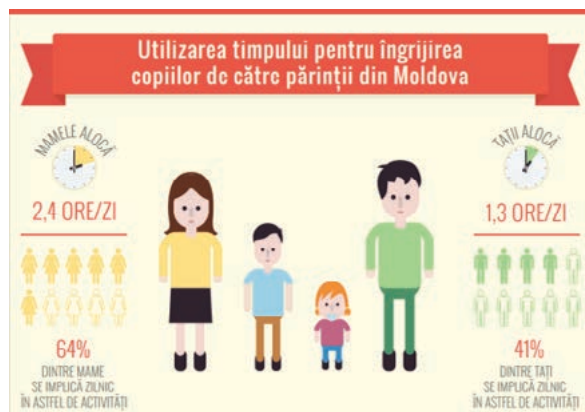
¹² Eurostat 2009

¹³ National Bureau of Statistics and United Nations Moldova 2014c

¹⁴ National Bureau of Statistics. n.d.

Figure 4. Selected infographics published by the National Bureau of Statistics on time use in Moldova (with unofficial English translation of headings).

Time use for childcare by parents in Moldova



Time use for unpaid work in Moldova



Source: National Bureau of Statistics and United Nations Moldova (<http://www.statistica.md/pageview.php?l=ro&idc=350&id=4448>).

A regional policy brief published by UN Women and UNDP in 2017 provides an example of the link between time use data in Moldova and investment in social care infrastructure.¹⁵ It combines TUS data with labor force participation and unemployment rates, use of childcare services and enrollment in preschool education, to illustrate the impact that unpaid care work has on women's participation in the workforce and the resulting impact on gross domestic product (GDP). The brief recommends periodically conducting time use surveys to collect data on all forms of work to monitor Sustainable Development Goal (SDG) indicator 5.4.1 (Proportion of time spent on unpaid domestic and care work, by sex, age and location) and to undertake gendered analysis of TUS and other data.

Inform and Influence

The TUS results and analytical notes were launched at an event, jointly organized by NBS, UNDP, and UN Women, on June 24, 2014. Press releases outlining the main findings in each of the 10 analytical notes were prepared by NBS and UNDP.¹⁶ The launch was followed by an interview with Radio Free Europe by Vlad Ganta, head of the Labor Statistics Division within NBS.¹⁷

The NBS website features products from the TUS. Some are also published on the websites of UNDP and other stakeholders such as Expert-Grup, mentioned below. Time use data are also featured in GenderPulse, an interactive data visualization tool released in 2016.¹⁸

The media played an important role in disseminating the TUS results to the general public. Articles were published by online media sources such as Diez.md¹⁹ and Realitatea.md. Civil society organizations such as Tinerii pentru dreptul la viață” (TDV) (roughly translated as Youth for the Right to Life) and Terre des hommes have also included TUS results on their websites for advocacy purposes.²⁰

NBS played the lead role in presenting and disseminating the TUS results. Another group, Expert-Grup, contributed to the series of analytical notes and played an important role in helping disseminate the survey findings. It is an independent organization that operates as an analytical center or thinktank on economic and public policy issues.²¹ Civil society organizations specialized in gender equality and lobbying for gender sensitive policies are using the TUS results as well. For example, the Academy of Economic Studies in Moldova (ASEM) uses the TUS results within two Master's degree programs: Public Finance and Taxation; and Accounting and Auditing in Public Institutions.

Policy

Findings from the TUS have influenced policy, providing evidence that is used to shape strategies related to women's economic empowerment and increasing the role of men in family life. One direct impact is the fact that data are quoted in government strategies and plans that provide the basis for policy interventions related to employment, for example, as outlined below.

15 Çağatay, Ilkcaracan, and Sadasivam 2017

16 National Bureau of Statistics 2014; UNDP Moldova 2014a; UNDP Moldova 2014d

17 National Bureau of Statistics 2013

18 GenderPulse. n.d.

19 Diez 2014; Realitatea 2014

20 Tinerii pentru dreptul la viață” 2017; Terre des Hommes 2014

21 Expert-Grup 2017

According to the combined second and third CEDAW report prepared in 2004, the new Labor Code adopted in 2003 introduced a range of provisions related to maternity leave and care of children up to age three.²² In 2002, the government introduced regulations on social protection for families with children, with multiple amendments since.²³ The government provides allowances at birth, and then monthly until the child reaches age three, to assist families with the costs of raising children.

Fathers of newborn children can now take 14 days paternity leave paid by the state due to amendments to the Labor Code. The amendments are part of the Law (No. 71) on amending and supplementing specific legal acts in the area of gender equality, adopted by the Parliament of the Republic of Moldova on April 14, 2016 and entered into force on May 27, 2016.

Under the national strategy on gender equality (for 2017–2021) the Government committed to take action to generate employment for women with small children, to develop a policy paper on establishing childcare centers in the workplace, to enhance early childhood education, and to introduce new legislation on equal pay for equal work and equal value.

In December 2016, Moldova approved a new National Employment Strategy for 2017–2021. The strategy is strongly based on evidence, quoting a wide range of statistics on labor market demand and supply, and used data on women’s and men’s unpaid and paid work to justify the need for innovative and flexible forms of employment. The strategy and action plan include a range of interventions related to increasing the participation of women in the labor market, such as developing new tools to support women in business and improving gender analysis of labor market information. There is no explicit detail on how the strategy will consider and address the impact of unpaid care work on labor market participation.

TUS results are used by international organizations for planning and programming. United Nations system support to the Moldovan government is guided by the Partnership Framework for Sustainable Development 2018–2022. The framework draws on TUS results in identifying unpaid care work as a priority and designing responses to address imbalances in women’s and men’s involvement in this type of work. Strategies include increasing access to childcare

services and the promoting innovative approaches of self-employment and entrepreneurship.

In addition to policies and programs related to unpaid care work, the TUS has provided data on people with disabilities, school studies, volunteering, health, and transportation and likely affected policymaking in those sectors as well.

The Ministry of Health, Labor and Social Protection is the main organization charged with developing and implementing government policy on gender equality. It oversees the national program on gender equality and social welfare policies including provision of social support to families with children.

The National Employment Policy 2017–2021 is implemented by a multi-stakeholder approach involving government ministries, civil society, the private sector, and research institutions, as set out in the attached action plan (available in Moldovan only). These include the Ministry of Finance, Ministry of the Economy, Ministry of Health, Labor and Social Protection, National Agency for Employment, Ministry of Education, Ministry of Youth and Sports, Ministry of Regional Development and Construction, and the Organization for the Development of Small and Medium Enterprises.

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UN 2004

Republic of Moldova 2002

Republic of Moldova 2017

Republic of Moldova 2016b

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Republic of Moldova and United Nations Moldova 2017

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Mongolia: Time Use Surveys and Policy Case Study



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Identify and Prioritize

In the transition to a market economy, Mongolia needed detailed information at the individual and household levels about employment, unemployment, the informal sector, paid and unpaid work, and labor allocation by gender to better capture real conditions in the national accounting system and labor force statistics. Such data could subsequently be used to improve related public policies.

The preliminary findings of the 2000 Population and Housing Census of Mongolia showed that the population in urban areas had grown considerably compared to pre-transition period estimates of the 1989 Population Census. While the official statistics indicated low rates of unemployment in urban and rural areas, other survey results, such as the Living Standard Measurement Survey of 1998, showed that the main reason people migrated to urban areas was to search for work. Little information about formal and informal employment at the individual and household levels and segmented by gender existed. Meanwhile many policy-related questions needed answers. Why was migration to urban areas increasing so rapidly? How did people find a job? Is there equality among men and women? Did poverty and unemployment decrease?

At the time insufficient data existed on the extent of women's participation in the labor market and the economy. The pilot time use survey in Mongolia not only provided new ways to evaluate and analyze work, particularly unpaid work, it also provided a process through which greater gender sensitivity could be incorporated into data collection and policy formulation.

The Gender Briefing Kit the United Nations Development Programme (UNDP) issued in 2000 noted that one country objective "is for detailed national surveys and analysis of the status of women and gender equality to provide the basis for gender awareness policy formulation, focusing on poverty elimination, unemployment reduction, education and health as the foundation for further development."¹ The advocacy of the UNDP office in Mongolia, based on the report, created interest among policymakers in gender equality, gender awareness policy formulation, which then generated a need to measure women's paid and unpaid work contributions in all aspects including animal husbandry, caregiving, and developing sectors of development in the country. The UNDP office in Mongolia funded analysis and report writing. Under the Asia-Pacific project on Gender Equality, the UNDP of Mongolia obtained technical support for data collection, survey design, data collection and analysis for the survey.

The sampling method for the TUS in 2007 stayed the same as for the 2000 pilot, however, the period of time covered varied. The sampling design was a multi-stage sampling. The sampling units were: primary unit (PSU) or a *soum*/county or *duureg*/district and the secondary unit (SSU) was a *bag*/subdistrict in rural area and a *khoroо*/subdistrict in an urban area. The tertiary unit (TSU) or aimags/provinces

2000

The time use survey (TUS) pilot is conducted with 1,086 households and 2,753 respondents

The National Program on Gender Equality is established

2004

The Law of Statistics is amended to require a TUS every four years

2007

The first TUS is conducted with 3,200 households and 7,136 respondents

2011

Mongolia's National Statistical Office (NSO) conducts the second TUS with 4,000 households and 14,079 respondents

2013

The law on promotion of gender equality is established. It includes a guarantee to value unpaid labor for household work, family business, childcare or care for elderly as a contribution to social wealth and family economy

2015

The NSO conducts the third TUS with 4,000 households and 13,626 respondents

2019

The fourth TUS is scheduled for 2019

¹ UNDP 2000a, 15

and capital city districts were selected by the NSO. Field supervisors selected households in subdistricts in rural and urban areas using probability proportional sampling techniques. In sampling households, they used random sampling techniques.² For the pilot TUS, the time period covered was just one quarter of 2000, whereas, for all the other time use surveys, all four quarters of the year were covered.

The primary objective of the TUS is to determine the time men and women spend in paid and unpaid work, its trend, and changes in the trendline. The main policy aim for collecting the data is to monitor the progress of the National Program of Gender Equality in Mongolia. However, for every TUS, the objectives are slightly different.

For instance, for the pilot TUS, the objectives were to:

- determine gender equalities/ inequalities in unpaid and paid work;
- obtain data on employment in both the formal and informal sectors of the economy to compare with the official statistical data and evaluate them; and
- explore the possibility of linking time use data to other kinds of data and using it to produce other kinds of data (e.g., for economic and social sectors where data remains limited and inadequate for making well-reasoned policies).

Leading up to the first TUS that was conducted in 2007, policymakers noted the lack of gender analysis data and information to determine disparities and changes occurring in male and female employment.³ In line with this report's recommendation, the UNDP/Swedish International Development Cooperation Agency (Sida) Project, "Poverty Research and Employment Facilitation for Policy Development-II," provided technical support to help the NSO analyze and prepare the first TUS. The UNDP Project funded the recruitment of an international consultant in 2008.

The objectives were to:

- determine the amount of time women and men spent in unpaid and paid work;
- determine Mongolian household characteristics, including their demographics, location, asset ownership, etc;
- contribute to calculation of the gross domestic product (GDP), particularly, value added by households; and
- obtain data essential to monitoring progress in the National Program of Gender Equality.

For the second TUS that was conducted in 2011, Sida objectives were to determine Mongolian household patterns and change in these patterns and obtain data essential to monitoring progress in the National Program of Gender Equality.

For the third TUS that was conducted in 2015, the objectives were to:

- estimate labor supply of the population in paid work, unpaid work, by year, by months, by hours, by gender, and by five age groups to enrich the related data;
- determine patterns in how the population spends its time and changes in those patterns;
- estimate added value of the informal sector; and
- use the collected data to evaluate the implementation of the National Program of Gender Equality that ended in 2015.

Some objectives of earlier surveys, such as calculating households' economic contribution to enhance the estimation of the GDP, were not continued in the objectives of the 2015 iteration.

Collect and Analyze

The pilot Time Use Survey (2000) was a collaboration between the Ministry of Social Welfare and Labor, UNDP and the National Statistical Office of Mongolia. For the first time in Mongolia, internationally applied methodologies and methods as well as activity classifications were used for the survey. For the first and second TUS, the NSO adopted the draft UN International Classification of Activities. For the third TUS, the NSO adopted the activity classification of the International Classification of Activities for Time Use Statistics (ICATUS)

of 2012 (see Table 2). The main funding for the pilot TUS came from the Capacity Building for Poverty Alleviation project.

The methodology as well as the classifications used for the TUS in 2007 was built on the approach taken in the 2000 TUS. Following the internationally applied methodologies and methods as well as classification of the time use survey around the world, the NSO designed the individual and household questionnaires (TUS-1) and the diary questionnaire (TUS-2). The UNDP/SIDA Project on "Poverty Research and Employment Facilitation for Policy Development-II" provided technical support to the NSO to analyze and prepare the first TUS report.

² NSO and UNDP 2000, 15

³ Government of Mongolia 2007, 37

The NSO conducted, analyzed, and reported on TUS 2011 and TUS 2015. The design of the questionnaires was the same as the first TUS of 2007 (See Table 1). The central government budget funded the surveys. NSO applied Eurostat guidelines to the TUS, as well as those of the UN Statistical Department.

The 2000 TUS was a pilot study, thus, sample size was relatively small in comparison to other sample surveys. To the extent that the various economic and ecological zones and urban-rural variations are represented, the sample may be described as “nationally representative.”⁴

Data collection methods for the pilot and subsequent time use surveys followed international standards. All TUS design consisted of two questionnaires:

- individual and household questionnaires (TUS-1)
- diary questionnaire (TUS-2)

The individual questionnaire surveys people aged 12 and above about their education level, marital, health and employment status. The household questionnaire asks any adult member of the household who can answer questions

about his/her family’s information, its members, type of their dwelling, water, sanitation, electricity, heating condition, and the household assets.

The questionnaires and classification of the activities were pre-tested two times. The pre-tested questionnaires, classifications of activities and instructions were revised and improved based on the comments of the pre-test. With the exception of the 2007 TUS, every TUS required pre-testing to test whether each question is clear to understand, and the order of questions is well structured.

Information related to household and demographic characteristics of the households were collected by interview. Information related time use was collected using a full 24-hour diary.

The 24-hour dairy was the main survey instrument through combined recall and self-completed diaries. Diaries were distributed to the PSU households, and respondents were asked to complete them over 2-3 days. The seven days of a week were divided into three groups and the same number of households were distributed to be interviewed in each part of a week. In other words, two thirds of the respondents

Table 1. Data collection methods used by time use surveys in Mongolia, 2000–2015.

TUS name	Year	The main instrument	Data collection method	Pre-testing
Pilot TUS	2000	A full 24-hour diary through combined recall and self-completed diaries.	<ul style="list-style-type: none"> ▪ Individual and household questionnaires (TUS-1) ▪ Diary questionnaire (TUS-2) 	The questionnaires, classification of the activities were pre-tested in a given number of households in Ulaanbaatar City two times.
First TUS	2007	A full 24-hour diary through combined recall and self-completed diaries.	<ul style="list-style-type: none"> ▪ Individual and household questionnaires (TUS-1) ▪ Diary questionnaire (TUS-2) ▪ The household questionnaire was extended by questions on dwelling and its type. 	No pre-test was conducted.
Second TUS	2011	A full 24-hour diary through combined recall and self-completed diaries.	<ul style="list-style-type: none"> ▪ Household and individual questionnaire ▪ Diary TUS-2 that contains questions on daily activities and time spent on those activities 	Each questionnaire, its structure, and order were pre-tested in urban and rural sample units.
Third TUS	2015	A full 24-hour diary through combined recall and self-completed diaries.	<ul style="list-style-type: none"> ▪ Individual and household questionnaires (TUS-1) ▪ Diary questionnaire (TUS-2) 	

4 NSO and UNDP 2000, 15

were assigned to complete two-day diaries and one third of the respondents were assigned to complete three-day diaries. Days of the week were grouped as follows:

1. Sunday, Monday, Tuesday
2. Wednesday, Thursday
3. Friday, Saturday

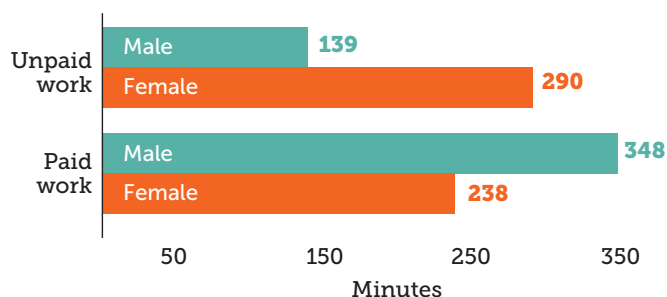
An interviewer visited the household on a daily basis and reviewed the diary and gave instructions where needed. The diary was filled by eligible respondents who were 12 years old and above at the time of the survey and who were at home at the survey time. The compulsory age for middle schooling is 12, thus, age of 12 was taken as the minimum age for eligible respondent. The survey unit measurement was minutes or hour.

Output indicators of the survey are the average times spent on the activities indicated in the diaries by respondents. In general, high literacy rates among the population of Mongolia helped to fulfill the survey objectives. For the TUS 2011, every third week of the third month of every quarter was covered during March, June, September, December of 2011. The reference period was “last week” or the week in which the survey took place.

Findings

The surveys did not define “care” but did estimate the time spent on caring for children, the sick, elderly and other family members. For instance, time spent on caring for children of pre-school age, physical care of children, playing, reading, talking with children, accompanying children to places like doctor, kindergarten, etc. and other care related to pre-school children. Another finding from the surveys quantified the time spent caring for the sick and other family and non-family members such as guests and visitors.

Figure 1. Average time spent on paid and unpaid work by gender in 2011, in minutes.



Source: NSO of Mongolia (2014).

Table 2. Classification of activities in time use surveys, 2000–2015.

TUS name	Location	Demographic indicators	Group of activities
First TUS-2007	Capital city, aimag centers, soum centers, and rural urban/rural	Gender, marital status, age groups: 1. Adult (18 and above) 2. Working age people 3. Children (12–17 years) 4. Youth 5. Elderly	Two-digit level of classification: ▪ SNA ▪ Extended SNA ▪ Non-SNA
Second TUS-2011	Capital city, aimag/province centers, soum/district centers, and rural urban/rural.	Gender, marital status, age groups: 1. Adult (18 and above) 2. Working age people 3. Children (12–17 years) 4. Youth (15–24 years) 5. Elderly	Two-digit level of classification: ▪ SNA ▪ Extended SNA ▪ Non-SNA
Third TUS-2015	Capital city, aimag/province centers, soum/district centers, and rural urban/rural	Gender, marital status, age groups: 1. Adult (18 and above) 2. Working age people 3. Children (12–17 years) 4. Youth (15–24 years) 5. Elderly	SNA classifications with three-digit level group of activities: ▪ SNA of goods ▪ Extended SNA ▪ Non-SNA

Inform and Influence

The analysis of the pilot TUS was reported in several reports and guidelines such as “Time use survey findings” (Ironmonger 1999), “The guideline for integrating unpaid work into national policies” by the Central Statistics Office of India (2000), and “Integrating paid and unpaid work into national policies” (Guerrero 1999). Participants from the Ministry of Health and the Ministry of Social Welfare and Labour (MSWL) reviewed and commented on the questionnaires of the pilot TUS.

The government hosted several workshops to present results of the pilot. The Ministry of Social Welfare and Labour, the NSO, and UNDP jointly organized the workshop, “Integrating Unpaid Work Into National Policies,” in November 2000 in Ulaanbaatar, to discuss key findings and policy implications of the pilot TUS with lawmakers, government officials, NGOs, bilateral agencies, and homemakers. The TUS led to valuable insights on the country’s work and employment conditions, and workshop participants identified five major policy issues:⁵

- Time-use data analysis;
- Labor and employment statistics;
- Workers in the informal sector;
- Unpaid work;
- Child work and education.

The workshop led to the following recommendations for policy reforms with respect to unpaid work:⁶

- Improve the methodology of integrating the household economy in national accounting.
- Introduce programs to ease the domestic burden among women.
- Improve social protection services and laws.
- Develop occupational skills among women.
- Promote positive roles of women and men through media and advocacy.
- Promote a campaign on developing information technology skills for women.

A joint NSO and UNDP report in 2008 first featured TUS analysis of 2007. The 2007 TUS featured more collected survey data than the 2000 pilot TUS. The Census and Survey Processing System (CSPRO) and the Statistical Package for Social Statistics (SPSS) were used to process and analyze the collected data for the first TUS of 2007 and all subsequent rounds.

The NSO published findings from the third TUS in a Mongolian language report in 2016. It used a new method of data collection and processing—computer assisted personal interview (CAPI)—and combined it with the paper-assisted personal interview method, PAPI.

Data were processed and presented by region, aimag/province, urban/rural location, male–female, marital, educational and employment status, and by five age groups. A test was performed to establish the statistical significance of any observed differences between groups. The collected demographic and employment data of the TUS were compared with other statistical data, such as Labor Force Survey data. The NSO published a report on the analysis of the second and third TUS of 2011. Data from the second and third TUS are publicly available from www.1212.mn, the official website of the NSO.

Link to care policy and development

In 2005, the government of Mongolia introduced the Child Money Program, a targeted social assistance program for families with three or more children living below the minimum subsistence level. In 2005, the benefit was Tg 3,000 per child per month. That’s equal to Tg 36,000 or US \$29.90 per year. The child money was paid to households conditional on children’s getting vaccinations, living with parents or officially authorized guardians, and not engaging in harmful forms of child labor. If children were 8 years or older, they had to be enrolled in school.

In 2006, the Child Money Program was universalized to cover all children. The annual benefit amount increased almost four-fold to Tg 136,000 (or US\$116.10) per child per year.⁷ (Hodges et al. 2007). In 2011, the child benefit more than doubled to Tg 252,000 (US\$199.1 per year).⁸ In 2011, the cash benefit accounted for 13 percent of total fiscal expenditures and 6 percent of GDP, much higher than social welfare spending in other countries at similar levels of development.⁹ In 2016, the child benefit was reduced to a targeted social assistance program for families with children living under the minimum subsistence level.

In addition to this primary universal cash benefit program, the government also introduced or increased various benefits to different groups. Most of the benefits were designed to promote child birth. In 2006, a one-time payment of Tg 100,000 (or US\$84.8) was given for each newborn child and Tg 500,000 (or US\$423.9) for newly-married couples. In 2012, a payment was introduced for women who gave birth to four or more children and raised them until at least age one. Maternity benefits included Tg 20,000 per month for five months during pregnancy and seven months after birth. In addition to this social assistance,

5 UNESCAP and UNDP 2003

6 Ibid.

women who made social insurance contributions for 12 months before giving birth also received payments through the contributory social insurance system.

In addition, the government also introduced a school breakfast program in 2006 for children in primary school grades 1–2. The program cost about Tg 300 (US \$0.26) per child per day. Other benefits included ones for poor people taking care of elderly persons or persons with disabilities, temporary benefits for students in higher education, as well as a one-time universal cash benefit for the entire population.

In 2012, the parliament passed a new Social Welfare Law that regulated various social assistance programs in addition to the universal Child Money Program. The new law specifies four types of assistance: social pensions, social assistance, social services, and social development services. The law uses a combination of categorical and income-based targeting. The categories of persons entitled to assistance include, for example, orphaned children, persons with disabilities and with chronic illnesses, elderly persons without caretakers, households with four or more children, elderly persons, pregnant women, and women with infants up to age one. In addition, the law prescribes assistance to poor persons (Gankhuyag and Banzragch 2015).

The mining boom in 2002–2012 and the increase in taxes from the mining sector enabled the government to finance the Child Money Program and other social benefits. However, starting from 2016, the Child Money and other social benefits were terminated due to a decline in government revenue.

Time use evidence and policy

TUS data was expected to enhance policy diagnosis and policymaking in reducing poverty, improve employment and gender equality. In addition, it was hoped that TUS data would help in building data and information to aid in more evidence-based gender and poverty analysis.¹⁰ However, according to data on report and survey data downloads, monitored by the NSO, the demand for TUS data is among the lowest of all available survey data on the website (See Table 3).

While the TUS-2011 data were downloaded 3,762 times, unfortunately, it is not possible to identify who (academia, government agencies, or NGOs) the main users were from the website administrators. As such, it is difficult to conclude whether those accessing the data were necessarily best equipped to apply findings to formulate policy. We did not find any research that was solely based on the survey data.

Table 3. Use of the survey data and reports from the NSO open access website to data

Number	Surveys	Data of upload	Number of views	Number of Downloads
1	TUS 2011	2017-11-03	56219	4261
2	TUS 2015	2017-05-24	2601	583
9	HSES 2015*	2017-01-05	19354	4064
8	HSES 2014	2015-08-31	51579	8917
7	HSES 2011	2013-08-06	76150	8706
6	HSES 2007/2008	2013-08-06	187036	11603
4	LFS** 2015	2017-01-06	15223	19546
3	LFS 2011	2013-07-31	42257	3231
11	SIS*** 2013	2015-04-09	105742	7245
12	PHFS**** 2008	2013-08-08	167854	16001

Notes: * = Household Socio-Economic Survey, ** = Labor Force Survey, *** = Social Indicators Survey, **** = Population Health and Fertility Survey.
Source: www.1212.mn.

Furthermore, the UNDP and NSO have not cited Mongolia's TUS findings in other reports and research including "Human Development Report - 2008, 2013, 2016" that measured Gender Equality Index for the country and was produced by the UNDP office in Mongolia, "Situation Analysis of Children and Women" by the UNICEF office in Mongolia, and "Country Gender Profile: Mongolia", a final report written by the Japan International Cooperation Agency in 2013.

To identify the demand for and use of the TUS data by policymakers in the country, we interviewed several NSO officers and specialists, who are responsible for the survey organization, conducting the surveys, and analyzing the findings. Namely, we met E. Gantuya, Ch. Tsogtbayar from NSO and M. Tsogtbaatar, S. Battsetseg, O. Buyanaa, and B. Tserenkhkhand from the Ministry of Labor and Social Welfare, who were working on TUS organization and reporting at their respective organizations. The NSO specialists emphasized the importance of timely organization and collection of the TUS data and its reporting by the NSO. However, they were unsatisfied with public use of the data and lack of attention from policymakers. They could not recall a case where policymakers asked for details about the TUS data. They assume that ministries and policymakers do not use the data to formulate, evaluate, and monitor policies.

When we asked the specialists from the Ministry of Labor and Social Welfare, who supposedly would be most likely to use the TUS data, they did not know about the data and reports, and apparently were not using the data to formulate policy, despite acknowledging its importance and relevance. MLSW specialists' lack of knowledge about the TUS may be due to frequent turnover. After each parliamentary election, the ministry specialists change. Moreover, few researchers, stakeholders and policymakers in Mongolia seek out and use statistical data specifically for policymaking. For instance, according to research that evaluated customer satisfaction of NSO data in 2014, an estimated 43 percent of users used the data for research; only 7.8 percent used it for policy formulation and decision making.¹¹

According to M. Chimeddorj, director at Labor Studies Institute of the MLSW, the 2016 Law of Childcare Services, is based on research including the Household Socio-Economic Survey for 2012 and 2014, the Time Use Survey of 2011 and administrative data from the Ministry of Education, Science and Culture.¹² However, he noted in our interview

that the Child Money Policy was not based on research findings from the TUS, since the policy had begun in 2005. The policy was initiated and planned based on an analysis of the Living Standard Measurement Survey of 2002–2003.

Another way of evaluating the use of TUS data for policymaking is to see how the data was used to evaluate the National Program on Gender Equality and how the data and indicators were used to monitor and evaluate the program indicators in 2015–2016. Although the government had planned to evaluate the program's progress using indicators in 2004, 2008, 2012, and 2015, we did not find a final report that assessed the national program implementation. We can only conclude that one of the objectives of the first, second, and third TUS—to obtain data that would be used to monitor progress in the National Program of Gender Equality—was not achieved.

However, from reports on the National Program of Gender Equality, one can conclude that a notable outcome of the national program was the Law on Promotion of Gender Equality in 2011, which went into effect in 2013. By conducting the 2011 and 2015, the NSO met the objectives outlined in the Law to "take up a responsibility to provide management in incorporation of unpaid household labor and household production into the extended System of National Accounts." For example, one can learn how much time women and men spent in unpaid and paid work in minutes, hours, weeks, months, and years. One can also learn about the population and household trends, such as household asset ownership, individuals' education, employment, occupation, and hours worked on primary and secondary jobs. However, the objective to estimate added value in the informal sector was not met.

As in Latin America, in the case of Mongolia, international agencies have played a significant role in adopting and conducting time use surveys, but additional efforts are needed, including steps taken to use the results of the surveys for formulating, planning, implementing, and evaluating national level policy.¹³

In the 2000 workshop in Ulaanbaatar, participants offered recommendations for improving the survey's usefulness and application for policymaking, including incorporating more in-depth analysis and tables to highlight key statistics, conducting the survey in four seasons (and subsequently every three to five years after), expanding user participation, and maximizing donor support for the survey.¹⁴ The survey's

11 For more information, see <http://www.nso.mn>.

12 According to the Law, a childcare provider can be assigned to a maximum of five children and he/she must be 18–65 years of age, a Mongolian citizen who is healthy, with communication skills. The person would need to get a certificate after completing a 30-day course designed by the Ministry of Labor and Social Welfare and have a suitable place for a child care. The government would pay the person's wage while the parents would pay for meals.

13 Some researchers emphasize that "data produced at the start of an elected government is more likely to influence policy than data that is reported at the end of it." The Mongolian TUS data and reports are usually produced at the beginning of new governments.

14 UNESCAP and UNDP 2003

limitations may have hindered uptake and application of the data in policy formulation.

As the owner of the data, NSO should systematically advocate the use of TUS among academia, the line ministries such as the Ministry of Labor and Social Welfare; the Ministry of Education, Science and Culture; the Ministry of Health; and the government agencies such as the National Committee of Gender Equality, and NGOs such as Gender Center for Sustainable Development, the National Network MONFEMNET, and the Mongolian Women's Farmers' Association.

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This case study was prepared with interviews with the following experts:

- E. Gantuya, senior statistician, Department of Labor Force Survey, National Statistics Office of Mongolia (NSO)
- Ch. Tsogtbayar, former specialist at the NSO, Department of Population and Social Statistics
- M. Tsogtbaatar, specialist, who is responsible for the TUS, Department of Policy and Planning, Ministry of Labor and Social Welfare of Mongolia
- S. Battsetseg, specialist, Department of Population Development, Ministry of Labor and Social Welfare of Mongolia. Battsetseg is a member of the working group for the National Program of Gender Equality
- O. Buyanaa, specialist, Department of Population Development, Ministry of Labor and Social Welfare of Mongolia. Buyanaa is a member of the working group for the National Program of Gender Equality. She is responsible for the program's projects, training, and advocacy
- B. Tserenkhand. Specialist of the Department of Labor Law and Policy of the Ministry of Labor and Social Welfare of Mongolia
- M. Chimeddorj, director, Labor Studies Institute, Ministry of Labor and Social Welfare

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Cambodia: Time Use Surveys and Policy Case Study



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Background

Cambodia experienced political conflicts and civil war for two decades. In 1991, the warring factions signed a peace accord in Paris, putting an end to internal conflict and beginning a path to national reconciliation with assistance from the international community. This led to a general election, organized and supervised by the United Nations [UN] in 1993, and the Royal Government of Cambodia [RGC] was established. The international community—the World Health Organization [WHO], the World Red Cross, UNICEF, UNESCO and other organizations—gave financial aid to rebuild the country's economy and social sectors, including its education system. In education, this rebuilding happened through projects such as the United Nations Development Programme [UNDP] project, the implementation of the Capacity Building for Education and Human Resources Sector Management program, and the Rebuilding Quality Education and Training in Cambodia program, ratified at the National Education Seminar in 1994.

The country is at peace, and has enjoyed a decade of largely unbroken macroeconomic stability and growth. In 1997 it regained its seat and representation at the United Nations after the armed conflict and in 1999 became a full member of the Association of South East Asian Nations (ASEAN). A new government was formed in July 2004, after commune elections in 2002, representing major steps forward in the country's political development. The government released a Socio-Economic Development Plan for 2001–2005 (SEDP II), developed a National Poverty Reduction Strategy (NPRS), and signed on to the achievement of the Millennium Development Goals (MDGs). All reflect its commitment to human development.

Identify and Prioritize

The National Institute of Statistics (NIS) of the Ministry of Planning (MOP), supported by the Swedish International Development Cooperation Agency (SIDA), has been implementing a substantial agenda of data collection since 2005. The Royal Government of Cambodia (RGC) uses the NIS data to monitor its National Strategic Development Plan (NSDP) and to develop effective policies for reducing poverty in Cambodia. Part of this agenda is the Cambodia Socio-Economic Survey (CSES) which has collected data on time use within the household. The contents of the CSES were developed in cooperation with key stakeholders and were designed to meet the data needs of a variety of users. Researchers, analysts, and NGOs use the results to better understand the socioeconomic situation in Cambodia.

Various data initiatives undertaken by the national statistics office reflect two major concerns about the work burden of household members and their well-being.

First, the decision to collect time use and employment data on household members as young as five years old reflects an ongoing concern that very young children are engaging in household work and paid or unpaid labor to their detriment. The Cambodia Labor Law (RGC 1997) allows children ages 12 to 14 to participate in light work, provided it is not hazardous to their physical or mental development and

1994

The first Cambodia Socio-Economic Survey (CSES), a nationally representative household survey, was conducted.

1996

The first Cambodia Child Labor Survey was fielded, followed by similar surveys in 2001 and 2012.

2001

The Cambodian National Council for Women (CNCW) was established by royal decree. CNCW coordinates and provides opinions to the Royal Government on matters relating to promoting the status and roles of women and the social welfare of Cambodian women and to eliminating all forms of discrimination and violence against women.

2003

The National Institute of Statistics (NIS) of the Ministry of Planning (MOP) includes a time use form in its regular Cambodia Socio-Economic Survey (CSES). The CSES 2003–2005 (Nov. 2003–Jan. 2005) aimed to collect information on a pre-specified list of 22 activities from all household members older than five years over a 24-hour period.

does not affect their schooling. Cambodia ratified many of the UN-International Labour Organization (ILO) conventions on child labor—the United Nations Convention on the Rights of the Child [UNCRC] (1990) in 1992; the ILO Convention No. 138 (1973) on Minimum Age for Admission to Employment in 2006; and the ILO Convention No. 182 (1999) on Worst Forms of Child Labor in 2006. Cambodia has committed to implementing these international conventions by protecting children's rights and disseminating information about the Convention on the Rights of the Child (Save the Children 2012). The results of a special survey on child labor in 2001 have underpinned concerns about the adverse consequences of long workhours on a child's physical development and schooling.

Secondly, although changing socioeconomic trends are slowly altering what is considered the norm about the gender division of labor within the household, women's work burden remains a concern. Women, whether or not they work outside the home, are expected to be homemakers and responsible for taking care of the family and thus work long hours. A Time Use Survey was conducted with the 2003–2005 CSES, and later surveys focused on time spent in both market employment and specific household tasks (e.g., fetching water and firewood). National Institute of Statistics reports the results of the CSES 2004 as follows:

The gender division of labor is rather conventional in Cambodia according to this first time use survey done in the country. Men do more market work and agricultural and related primary sector industries while women spend more of their time doing housework (cooking, washing/cleaning, care of children and elderly and shopping). Household work (handicraft, fetching water, collecting firewood, construction and similar) is more evenly distributed between the genders.

The value of the uncounted contribution of all the women of Cambodia in housework is estimated to be riels 10.7 billion per day compared to just more than 1 billion for men. The value of household work is much more alike, or riels 1.6 billion for men compared to 1.8 billion for women.

Collect and Analyze

The CSES is a household survey with questions for households and household members. In the household questionnaire, several modules contain questions related to living conditions (e.g., housing conditions, education, health, expenditure/income, and labor force). It is designed to provide information on social and economic conditions of households for policy studies on poverty, household production, and final consumption for the National Accounts and weights for the Consumer Price Index (CPI). Its main objective is to collect statistical information about the population's living standards and the extent of poverty. Essential areas are household production and cash income; household level and structure of consumption including poverty and nutrition; education, and access to schooling; health and access to medical care; transport and communication; housing and amenities; and family and social relations.

The CSES 2004 sample of 15,000 households in 900 villages was drawn from the register of villages and enumeration areas based on the 1998 population census. A nationally representative sample of 1,000 households in 60 villages was interviewed each month from November 2003 to January 2005. A time diary sheet was filled out for every household member above the age of 5 years. The diary sheet contained a list of 22 activities. The succeeding CSES applications (2007, 2009–2014) did not collect time use data again using the diary method for a 24-hour period. Instead, the later surveys used a recall method to obtain information only on time spent for household work and for paid employment. Table 1 compares the time use data collected by the 2004 CSES and the later surveys.

2006

Cambodia's policy on Alternative Care for Children established. The policy ensures that children grow up in a family and a community environment and promotes institutional care only as a last resort and a temporary solution for children.

2011–2015

Cambodia's National Social Protection Strategy (NSPS) for the Poor and Vulnerable (2011–2015) contains specific provisions for organizing public works programs that encourage the participation of women.

Table 1. Time use data collected by Cambodia household surveys

Number	CSES 2003-2004 (24-hour diary format)	CSES 2007, 2009-2014 (Questions asked of the household head, spouse of the head of household, or another adult household member)
1	Sleeping	
2	Eating, drinking, personal care	
3	School (also homework)	
4	Work as employed	<p>What was [NAME]'s employment status in his/her main occupation/economic activity?</p> <p>How many hours did [NAME] work in his/her main occupation/economic activity during the past 7 days?</p> <p>How many days did [NAME] work in his/her main occupation/economic activity during the past month?</p> <p>Under what type of employer did [NAME] work in his/her secondary occupation/economic activity?</p> <p>What was [NAME]'s employment status in his/her secondary occupation/economic activity?</p> <p>How many hours did [NAME] work in his/her secondary occupation/ economic activity during the past 7 days?</p> <p>How many days did [NAME] work in his/her secondary occupation/ economic activity during the past month?</p> <p>Besides the hours worked during the past 7 days in [NAME]'s main and secondary occupation/ economic activity, how many hours did [NAME] work in other jobs/ activities during the past 7 days?</p> <p>How many hours in total did [NAME] work (main + secondary + additional occupations/ economic activities) during the past 7 days?</p>
5	Own business work	
6	Tending rice	
7	Tending other crops	
8	Tending animals	
9	Fetching water	<p>Which members of your household are fetching drinking water in the wet season? (up to 3 members)</p> <p>How many minutes per day do they spend in total on fetching drinking water in wet season?</p> <p>Which members of your household are fetching drinking water in the dry season? (ID codes of up to 3 household members)</p> <p>How many minutes per day do they spend in total on fetching drinking water in dry season? (ID codes of up to 3 household members)</p>
10	Collecting firewood	<p>Which household members are collecting or fetching firewood or charcoal? (ID codes of up to 3 household members)</p> <p>How many hours per week in total do they spend on collecting or fetching firewood? (ID codes of up to 3 household members)</p>

11	Hunting
12	Fishing
13	Buying/shopping
14	Construction
15	Weaving, sewing, textile care
16	Handicraft (not textile)
17	Cooking
18	Washing, cleaning
19	Care of children/elder
20	Travels
21	Leisure time
22	Other (specify)

Source: National Institute of Statistics (NIS), Ministry of Planning (MOP), Royal Government of Cambodia. <https://www.nis.gov.kh/index.php/14-cses/12-cambodia-socio-economic-survey-reports>.

Time use studies on Cambodia highlight the traditional gender roles that influence the division of labor, especially in rural households, although changing socioeconomic trends are slowly altering what is considered the norm. Women are the principal homemakers (e.g., cooking and cleaning) and are responsible for taking care of the family (e.g., children and the elderly) (Brickell 2011). Their preference is to engage in productive activities near home so that they can also fulfill their household responsibilities.¹ In rural households, they are more tied to the subsistence economy than men and provide the household's safety net. They are expected to do agricultural work during the peak farming seasons, but can engage in other income-generating activities or work in non-agricultural sectors only during the slack periods.²

Not many studies have used the time use data. One that stands out compares time allocation across countries (OECD 2014). In this study, Cambodia is compared with 12 countries and with OECD countries in aggregate (Figure 1). The country comparison indicates that in Cambodia people work the fewest hours in an average day: On average, males and females work a total of 384 minutes (or 6.4 hours) and 414

minutes (or 6.9 hours), respectively, per day. These work hours are two hours fewer than in China and four hours fewer than in Mongolia. The time spent for nonmarket or unpaid work per day in Cambodia also falls far short of the average for other countries, such as Kazakhstan, Australia, and New Zealand.

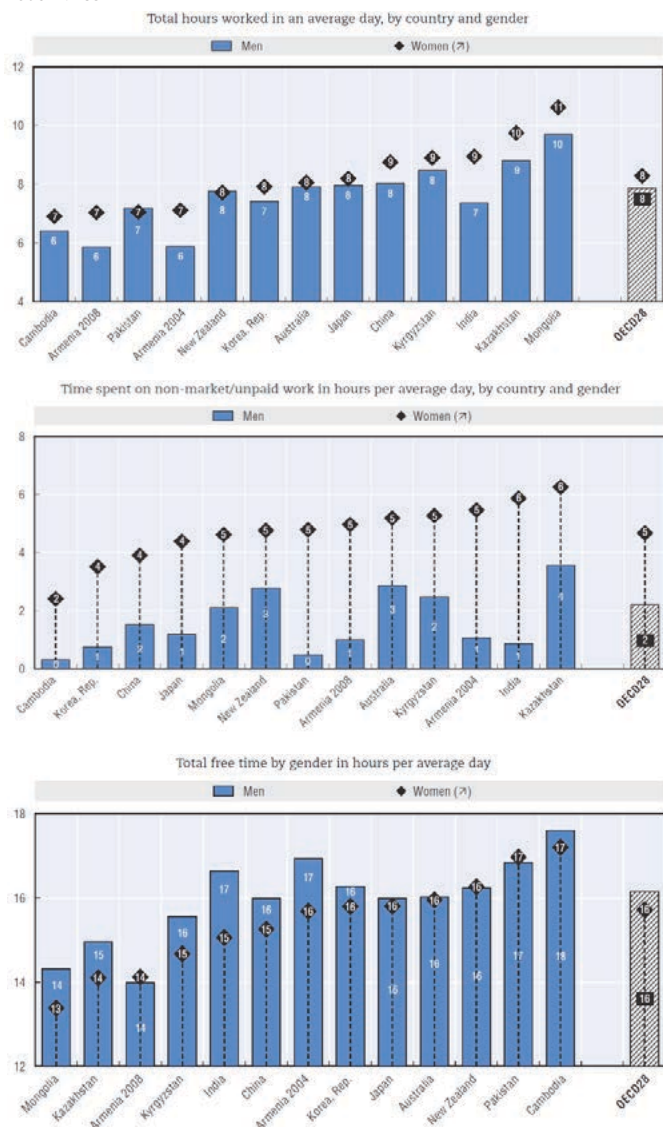
Figure 1 illustrates the need for caution in interpreting time use patterns across countries. The short average market and nonmarket work hours in Cambodia reflects the fact that the base population in its time use survey is five years and older, so many more children are included in the estimates. This is quite different than in the other countries for which the base population is 10 or 12 years old. The appropriate comparisons would be the time use by specific age groups. Indeed, a report by the National Institute of Statistics (2009) states that women's labor force participation in Cambodia is the highest in Asia. Women's economic activity rate (for those ages 15–64) is only marginally less than that of men (79 percent versus 82 percent). National data reveal that women are now engaged in a wider range of domestic and non-domestic roles than in the past. Further, a report by the

1 In the Cambodia Demographic Health Survey (2006: 272), women were asked whether husbands should not help with housework chores. Disagreement was said to reflect gender-egalitarian ideals. Findings from a case study in the province of Siem Reap highlight the persistence of traditional thinking. Only 0.8 percent of women disagreed with this statement (National Institute of Statistics 2005).

2 The agricultural sector is still very important in Cambodia, accounting for over 30 percent of GDP in 2014 and for 54 percent of employment in 2010. World Development Indicators data show that women are slightly more likely to work in agriculture and slightly less likely to work in industry compared to men; the proportions working in the service sector are similar.

Ministry of Women's Affairs (2007: 17) cites national data showing that women spend more than twice as much time as men on housework.

Figure 1. Comparison of time allocation in Cambodia and other countries.



Source: OECD (2011).

The textile and garment industry is particularly relevant to the issue of women's market work. The young women employed as assembly line workers are typically young migrants from the poorer provinces, usually between the ages of 15 and 35 years, are less likely to be married compared to women in the general population, and are

expected to work hard for minimum pay (Ministry of Women's Affairs, 2007). Over 90 percent of factory workers work at least 10 hours per day, six days a week and more during the busiest months. Many workers do not take leave for long periods in order to earn bonuses and benefits tied to reaching production targets. As a result, the workload of textile industry workers is much higher than that of workers in other industries.

The total work burden of children and youth has been a prominent policy concern in Cambodia because of its link to schooling rates and health status, and because the work does not necessarily add to the economic well-being of the household. The report from the first child labor survey (1996) noted the following:

... About 84 percent of the children helping in household chores live in the rural area of Cambodia. ... It is natural to observe that, if the number of hours helped per day increased, the percentages of school attendance decreased. For both sexes, if the number of hours helped increased from less than three hours to 7–9 hours per day, the percentages of school attendance decreased from 88.4 percent to 32.6 percent. In Cambodia, the tradition dictates that children should help in household chores. The percentage of school attendance of girls is notably lower than that of boys: 80.4 per cent vs. 88 per cent. Most of the children (47.6 per cent) helped less than three hours per day, followed by those who helped 3–4 hours per day (41.8 percent).

Table 2 shows the hours devoted to work and study of economically active children ages 7 to 14 years. Children who are younger than the minimum allowed working age, which is 15, work an average of almost 22 hours per week.³ Those children who combine economic activity and schooling put in a slightly shorter average work week of 20 hours, but this is only a little less than the 23.5 hours they spend on their schooling each week. When we consider also the nonmarket work that these children perform, adding an average of eight hours of work per week, the total work burden of these 7- to 14-year-olds rises to almost 31 hours per week.⁴

Work intensity is about the same for boys and girls and increases with age (Table 2). By age 11, boys and girls who do not attend school work an average of 20 and 22 hours

³ The Cambodia Labor Law sets a general minimum working age at 15 years, but allows children ages 12–14 years to perform "light" work that is neither hazardous to their health nor interferes with their schooling. Cambodia's Labor Law sets the minimum allowable age for any kind of employment or work which by its nature could be hazardous to the health, safety, or morality at 18 years. Therefore, for a complete estimate of child labor in accordance with national legislation, it is necessary to look at all below-age workers (all economically active 7- to 11-year-olds), all economically active 12- to 14-year-olds except those in light work, and all 15- to 17-year-olds in hazardous work or worst forms of work.

⁴ Research on children's participation in domestic life has tended to focus on the experiences of those living within families. Edmond (2010) reports on a pilot project, undertaken in one Cambodian orphanage, which focused on the care that children provided to themselves and to one another. Not only were such care practices manifest, Edmond argues, but they were understood by children to contribute to their power and status within the orphanage as well as the construction of their individual moral self-identities. The boundaries of relationships between children were defined and redefined through care-related actions.

Table 2. Average working hours by working status, age group and industry, 2001

Sector	Sex	Ages 7–11		Ages 12–14		Ages 15–17	
		Work only	Work + study	Work only	Work + study	Work only	Work + study
Total	Male	19.7	19.7	31.7	21.6	37.3	21.6
	Female	21.7	18.6	31.4	19.9	37.3	19.9
	Total	20.7	19.2	31.5	20.8	37.3	20.8
Agriculture	Male	19.0	21.9	31.2	21.9	35.0	21.9
	Female	20.4	20.1	29.6	20.1	32.1	20.1
	Total	19.6	21.1	30.4	21.1	33.4	21.1
Commerce	Male	27.1	19.0	28.2	19.0	37.6	19.0
	Female	26.7	19.4	30.9	19.4	37.7	19.4
	Total	26.9	19.2	30.1	19.2	37.7	19.2
Services	Male	20.2	21.7	37.3	21.7	42.3	21.7
	Female	25.6	20.1	42.1	20.1	49.4	20.1
	Total	22.1	21.0	40.2	21.0	47.4	21.0
Manufacturing	Male	15.1	20.9	35.4	20.9	41.3	20.9
	Female	25.3	21.0	35.3	21.0	49.6	21.0
	Total	22.5	21.0	35.4	21.0	47.7	21.0

Note: UCW calculations based on Cambodia Child Labour Survey (2001).
Source: ILO and World Bank (2006).

per week, respectively; by age 14, these children work more than 31 hours per week. This is much longer than the time threshold of 14 hours frequently cited in international estimates of light work for the 12–14 age group (ILO and World Bank 2006).

Considering those children and youth who work only, we also note that work intensity differs by gender and industry. Work hours are significantly longer for girls than boys in service jobs (for all three age groups) and in manufacturing jobs (for ages 7–11 and ages 15–17), and shorter in agriculture (for ages 12 and older). In services and manufacturing, both boys and girls work for than 40 hours per week, on average, at ages 15–17.

Inform and Influence

The available reports on Cambodia reveal quite clearly that line ministries of the national government (e.g., National Statistics Agency of the Ministry of Planning, Ministry of Women's Affairs) have been directly involved in data collection initiatives related to time use and participation in economic activities. These ministries have been supported, financed and/or inspired by UN agencies (e.g., the International Labor Organization, UNICEF and the United Nations Development Fund for Women, or UNIFEM); multilateral organizations (e.g., World Bank); bilateral organizations (e.g., Swedish International Development Cooperation Agency (SIDA), United States Agency for

International Development, or USAID); and international NGOs (e.g., Save the Children, Women in Informal Employment: Globalizing and Organizing (WIEGO) Child Care Initiative (CCI)). The overall focus of these entities has been poverty and inequality. They are aware of the need to address issues related to child labor and abuse, the women's total work burden, as well as domestic violence against women and migration (in particular, as related to human trafficking). These concerns emerged soon after the cessation of violent conflict in Cambodia.

Policy

The data on time on care work appear to have provided support for a new policy on childcare in 2006. Cambodia's policy on Alternative Care for Children aims to ensure that children grow up in a family and a community. It promotes the principle that institutional care should be a last resort and only a temporary solution for children. In 2006, Minimum Standards on Residential Care for Children were adopted. In 2008, another set of Minimum Standards on Alternative Care for Children in the Community were instituted. Both Minimum Standards set a baseline for residential and community-based care facilities in their care of children. In 2009, the implementation of the Policy on Alternative Care was further strengthened by the development of a draft proclamation, Prakas on Procedures for Implementation of the Policy on Alternative care, which establishes a child welfare system in Cambodia.

Time use data have provided supportive evidence for the country's concerns about the total burden of (paid and unpaid) work on children, youth and women. Although time use data using a 24-hour diary method have been collected only once in 2003–2004 through the Cambodia Socio-Economic Survey, subsequent surveys have collected uncommonly detailed data on time spent in market and selected household work. These time use data have not been cited widely in policy reports on Cambodia, but they have undoubtedly put flesh on the bones of policies related to child labor and gender.

As part of the broader effort to craft durable solutions to child labor and abuse, the International Labour Organization (ILO), UNICEF and the World Bank initiated the joint interagency research project, "Understanding Children's Work" (UCW), in December 2000. The UCW Project was guided by the Oslo Agenda for Action, which laid out the priorities for the international community to fight child labor. Through data collection, research, and assessment activities, the UCW project aims to broaden the understanding of child

labor, its causes and effects, how it can be measured, and effective policies addressing it. Important ambiguities and gaps in legislation relating to child labor remain, however.

Of particular concern, the Cambodia Labor Law has not been extended to informal sector enterprises or settings, where the overwhelming majority of child workers are concentrated. This means family-based agriculture and domestic services are not covered by legislation. The Law does not specifically define what constitutes child labor in terms of type of work, conditions of work, or work hazards. The enforcement of child labor laws is another major challenge facing the government. The government by its own admission currently does not have the capacity to properly enforce and monitor laws relating to child labor. Cambodia's national development plans are highlighted in the second Socio-Economic Development Plan (SEDP II), the National Poverty Reduction Strategy (NPRS), the 2003 Cambodian Millennium Development Goals (CMDG), the Rectangular Strategy (RS) and the National Strategic Development Plan (NSDP) 2006–2010. Of these, the CMDG and NPRS documents contain specific child labor reduction targets. The CMDG document mentions the goal of reducing the proportion of working 5- to 17-year-old children from 16.5 percent in 1999 to 13 percent in 2005, to 10.6 percent in 2010, and eight percent in 2015. NPRS targets a reduction of labor force participation of children ages 10–14 years from 8.3 percent in 1999 to 5.3 percent in 2005.

On gender and care policies, the time use data on the total market and nonmarket work of women document what is commonly known, that women work long hours and that their work burden exceeds that of men. The policies tend to focus on women's role as mothers, but mostly in relation to working women. For example, maternity leave for women employed in the formal sector is compulsory. However, a study of maternity protection in the garment factories in Cambodia found that workers and their line supervisors had very little awareness of the details of maternity leave rights and payments (ILO 2012). In a survey of workers in the garment industry in Cambodia, "pregnancy" was still cited as a source of discrimination in recruitment at factories by 68 per cent of the women interviewed (ILO 2012).

In another example of a policy that focuses on women's roles as mothers in a work context, nursing mothers can choose how to distribute the total duration of daily breastfeeding breaks while at work. They can take their allocated time as either a one-hour break or as two 30-minute breaks. Managers of enterprises employing a

8 Ethiopia, CSA 2011
9 Ethiopia, MoLSA 2012
10 Ibid.

minimum of 100 women or girls must set up, within their establishments or nearby, a nursing room and a daycare center. If the company is not able to set up a daycare center on its premises for children more than 18 months of age, female workers can place their children in any daycare center, and their employer will pay the bill. On this too, the critical challenge is enforcement, that is, assessing whether enterprises meet compliance standards and ensuring that they do.

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Mexico: Time Use Surveys and Policy Case Study



Luis Marquez, Data2X Consultant

Identify and Prioritize

Following the 1995 Beijing Platform of Action, the National Program for Women (which in 2001 transformed into the Mexican National Institute for Women or INMUJERES) worked with the National Institute for Statistics and Geography (INEGI) to develop a time use module in its National Survey for Work, Contributions, and Time Use of 1996 (ENTAUT). This was one of the first time use modules developed in the LAC region. Cuba implemented a module in 1985 (with follow up modules in 1988, 1997, and a time use survey in 2001. And a set of time use questions were included in the Brazilian national household survey starting in 1991.³

INEGI and INMUJERES both attribute Mexico's participation in the Fourth Conference on Women in Beijing to having helped spur the national discussion around gender and helped provide a concrete need for better data. With the support of multiple INEGI presidents, time use modules within the National Survey of Household Income and Expenditures (ENIGH) were included in the 1996, 1998, and 2002 surveys and a standalone National Survey of Time Use (ENUT) was implemented in 2009 and 2014.

Since 1996 the production of gender statistics has been a priority for INEGI and this commitment was strengthened with the passing of the 2006 Law for Gender Equality that includes articles on the production of gender statistics. Specifically, the law mandates the development of studies and technical diagnostics measuring gender equality. These commitments are included in the National Program for the Equality of Opportunities and Non-Discrimination 2013–2018 (PROIGUALDAD) which states that the ENUT is an “instrument to provide support for gender-related public policies” and develop statistics “with a gender perspective about unremunerated domestic and care work.”

From the outset, the objective of the Mexican TU surveys has been to provide data on all forms of paid and unpaid work, how women and men spend their time, and the importance of household productive activities to the economy. Starting in 2002, one of the main objectives of the ENUT was to create satellite accounts—used to measure the size of economic sectors that are not defined as industries in national accounts—to demonstrate the value of Mexican households' unpaid work.

The Satellite Account of Unpaid Work of Households in Mexico (CSTNRHM) defines the unpaid work of households as time spent on housework and care provided by household members to produce services for consumption within the household without pay or remuneration, so it is outside the boundary of National Accounts whose methodology traditionally only includes paid productive activities within the household as part of its equation (e.g., accounts like the gross domestic product). The Satellite Account allows for the evaluation of household contributions to the

1995

Mexico participates in Fourth World Conference on Women and prepares data for national reporting commitments under 1995 Beijing Platform of Action through National Program for Women

1996

National Institute of Statistics and Geography (INEGI), at the behest of INMUJERES, implements first time use (TU) module, National Survey for Work, Contributions, and Time Use (ENTAUT)

1998

Second TU module using diary methodology introduced in national employment and income survey (ENIGH)

2000

First International Meeting on Gender Statistics hosted by INEGI, INMUJERES, and UN Women¹

2002

First stand-alone National Survey of Use of Time (ENUT by its Spanish acronym) and first Satellite Account of Unpaid Work of Households in Mexico created

2006

National Law for Gender Equality approved

¹ UN Women = United Nations Entity for Gender Equality and the Empowerment of Women

² SCA-ECLAC= Statistical Conference of the Americas of the Economic Commission for Latin America and the Caribbean

³ Aguirre and Ferrari 2014; UN Women et al. 2013

national economy by giving a value to the production of household services not included in the national accounts.

Starting in 2000, Mexico's INEGI and INMUJERES, in conjunction with UN Women, have hosted annual LAC NSO meetings on gender statistics at INEGI's headquarters in Aguascalientes. Additionally, beginning in 2002, the same organizers convened LAC NSOs to discuss time use surveys and in 2007 the Working Group on Gender Statistics (WGGS) was created under the auspices of the Statistical Conference of the Americas of ECLAC (SCA-ECLAC). These programs demonstrate that gender statistics is a priority for the Mexican government, led by INMUJERES and INEGI who have consistently worked to ensure that gender data is central to good policymaking. This ongoing commitment to national and regional gender statistics was further solidified by the Mexican foreign minister in September 2016 with the announcement of the creation of the Center for Excellence for Data on Gender Equality housed at INEGI. The Center will be based on the WGGS model mentioned above. The specific objectives of the initiative are currently being defined by INEGI.

Collect and Analyze

INEGI has a three point strategy for the development of TU data: 1) Conduct standalone ENUT surveys approximately every five years that enable detailed analysis of specific activities within key categories (e.g., domestic chores, caring for children, caring for adults, tending to crops, etc.); 2) Incorporate TU activity list modules in the Work and Employment Survey (ENOE) in addition to questions about time spent on remunerated work; 3) Include TU activity list modules in relevant national-level household surveys like the 2015 Intermediate Census Survey (conducted between the 2010 and 2020 censuses). This strategy allows INEGI to get nuanced information on time use every five years while still having more regular TU measurements that can be cross-referenced with other data such as employment and income as well as having representative data at the state and municipal levels, where many policies in Mexico are developed and implemented. All ENUT's and TU modules are nationally representative with the 2014 ENUT surveying 18,996 households, including 2,000 households in municipalities where 90 percent or more of the population speak an indigenous language.

INMUJERES has helped to ensure government funding is allocated for the surveys. In 2008, for example, with the support of the Commission on Gender Equity of the Chamber of Deputies, INMUJERES was able to get the Ministry of Finance to allocate funds to gender activities which were partially used to conduct the 2009 ENUT. INMUJERES financed 90 percent of the 2014 ENUT survey. The remaining 10 percent came from INEGI.

Methodological Challenges and Approaches

INEGI has identified methodological issues related to the use of an activity list module rather than time use diaries, respondents' recollection of time spent on certain activities, and proxy respondents (one person answering for all others in the household). It is important to note that the 1996 TU survey module asked about activities performed in the previous week but did not ask which place or with whom they were implemented.

The 1998 methodology employed a daily diary methodology which met with significant challenges:

2009

Second ENUT implemented and Classification of Time Use Activities for Latin America and the Caribbean (CAUTAL) presented to SCA-ECLAC Working Groups of Gender Statistics²

2013

National Development Plan 2013–2018 and Program for Gender Equality 2013–2018 (PROIGUALDAD) approved with cross-cutting gender equality objectives, including reduction of unpaid work burdens

2014

Third ENUT implemented

2015

Time use questions included in Inter-Census Survey

2016

Announcement of creation of INEGI Global Centre of Excellence in Gender Statistics

1 Niemi and Hamunen 1999

2 Pääkkönen and Hanifi 2012

3 Varjonen and Aalto 2006

1. Respondents with little education found it hard to fill out their own diary;
2. the addition of the module to the wider household survey was associated with higher nonresponsive rates;
3. difficulty of assigning activities in 10–15 minute intervals over 24 hours (versus weekly estimates); and
4. data collected daily captured atypical days which skewed the data.

The challenges faced in implementation produced bad data that INEGI was unable to publish, so methodology was abandoned in future surveys. However, since the 1996 and 1998 modules were included as part of the ENIGH, they were able to undergo analyses that cross-referenced time use data with income, employment, expenditures, housing and socio-demographic variables which the standalone surveys cannot measure. The 2002 and 2009 surveys are the most comparable methodologically since they use a “simplified diary” that contains a list of activities and a reference period of the past week which INEGI now believes is the best approach for surveys moving forward.

The 1998 daily diary methodology experience, combined with other LAC NSO TU survey experiences, led the INEGI, INMUJERES, and UN women, under the auspices of the ECLAC WGS to develop the Classification of Time Use Activities for Latin America and the Caribbean (CAUTAL). The CAUTAL was developed in order to offer a regionally-specific classification that could be used by NSOs in LAC that mainly prefer to use activity list modules as opposed to the European diary methodologies which use the International Classification of Activities for Time-Use Statistics (ICATUS). The main difference between the two methodologies is that CAUTAL classifies activities in a 24-hour period versus ICATUS which uses a full week. However, data produced using CAUTAL are comparable to data produced using ICATUS. Additionally, CAUTAL was designed with the unpaid work (UW) satellite accounts in mind.

Analysis

The close collaboration between INMUJERES and INEGI, strengthened by various formal cooperation agreements, has given the data analysis a strong gender focus that informs national gender equality plans and policies. After each TU survey has been completed INEGI and INMUJERES review the data, affirming the quality and financial validity of each one, and providing feedback for continuous improvement.⁴

The main objective of time use surveys in Mexico has been to develop satellite accounts to measure the value of unpaid work as part of the System of National Accounts in order to make women’s, and to a lesser extent men’s, work more visible and highlight unremunerated productive contributions to the economy (See Box 2 for examples of data produced and published by INMUJERES and INEGI yearly using different TU survey sources). For INMUJERES and INEGI, the Household Satellite Account and TU survey data provides the main justification for national gender equality policies, including gender budgeting programming that is included in the Federal Financial Budget and Responsibility Law.

A majority of the survey analysis is carried out by INEGI, with support from INMUJERES and in some cases UN Women and ECLAC. However, unlike countries like Uruguay, in Mexico neither academia, nor think tanks, nor other line ministries have systematically analyzed the data. During the current government administration (2013–2018), the Social Development, Work and Social Security and Health ministries have conducted research on relevant issues, such as a diagnostic study of childcare centers for working mothers, pensions for seniors, and people with disabilities, but have mainly used administrative data or INEGI’s poverty surveys rather than TU survey data.

The analysis objectives for the national time use survey are:

- to develop information to analyze daily family life particularly its organization and the cycle of life;
- to provide evidence for the “permanence” of gender roles and make information available about the daily activities of men and women from a demographic and socioeconomic perspective;
- to measure participation and time spent on care activities, including care for the chronically or temporally ill, girls and boys, seniors;
- to make visible the responsibilities that families have assumed and the need for the State to satisfy those demands for care;
- to develop an approach for measuring social and political participation levels and volunteer work in the community;
- to provide information about the participation rates and the time that people dedicate to care and recreational activities including sports and cultural activities as a way to measure quality of life;

- to estimate the time spent by the population in transportation transfers, on a diverse set of processes, educational activities, activities supporting other households, and in using different types of communications equipment, noting gender inequities in time spent on each;
- to identify the distribution of time spent by the indigenous population on a diverse set of activities, both specific to their communities and also those linked to the national context; and
- to identify the activities with the biggest gender gaps among indigenous populations in comparison to the national average.

Key findings from Mexico's time use surveys.

The **value of women's unpaid work in 2014 was 18 percent of GDP compared to 6.2 percent for men** up from 15.8 percent and 4.6 percent in 2008, respectively.

A higher proportion of the total share of unpaid work (measured in hours) in Mexico is undertaken by women (77 percent) than men (23 percent).

Women spend 28.8 hours a week taking care of children and adults compared to 12.4 for men.

Women spend more than twice as much time caring for children under 14 and almost three times as much time with children younger than 5.

Women spend 29.8 hours a week on domestic chores compared to 9.7 hours for men.

Inform and Influence

As noted in the analysis section above, the focus of the National Institute of Statistics and Geography has been to produce time use data that makes gender inequalities in unpaid work more visible and provides information related to how women and men spend their time, specifically in paid and unpaid productive activities. Additionally, because these gender statistics were available and disseminated, they increased the awareness among government entities regarding the importance of developing policies that promote gender equality.⁵ INEGI disseminated the information through annual technical briefs of the Household Satellite Account, TU survey descriptive reports, and annual Men and Women in Mexico statistical reports that include chapters on unpaid work and TU statistics.

INMUJERES uses this data, particularly the Household Satellite Account information, and takes the lead in disseminating the data with relevant public sector entities, like the Ministries of Social Development (SEDESOL), Work and Social Security, Education (SEP), and Health.

In the early 2000s (2003–2004) INMUJERES created TU technical briefs that outline the uses and implications of TU data for these ministries.⁶ For example, the TU surveys showed that 12- to 18-year-old beneficiaries of Oportunidades—a conditional cash transfer program created by SEDESOL—spent double the amount of time studying compared to those who did not participate in the program. This evidence helped prove the program's effectiveness in getting children to stay in school and improve their academic performance. The TU data also noted that girls in poor households spend less time studying than boys, but this gender gap disappears for Oportunidades beneficiaries.⁷

Policy

Perhaps the most important effect of the unpaid work data on policy in Mexico has been the inclusion of a goal to increase shared responsibilities within families and reduce time and care burdens for men and women in the 2013–2018 National Development Plan. This was the result of national conversations between government and civil society, which pushed for the inclusion of policies that increase men's involvement in caring for children and adults based on findings from national unpaid work data. Unpaid work data has also been used to develop the PROIGUALDAD program which serves both as a stand-alone gender equality strategy for the country and as one of three cross-cutting issues in the National Development Plan (the other two issues are "democratizing productivity" and "making government more modern and accessible to people"). In general, unpaid work data has influenced the National Development Plan and PROIGUALDAD directly and the specific programs implemented by different ministries indirectly since they align their work with the objectives in the Plan. The National Development Plan's objectives related to unpaid work are:

- to reduce the gap between men's and women's access to and permanence in jobs as well as strengthen programs that help improve women's access to social security, wellbeing, and economic autonomy;
- to promote policies directed at men that encourage their participation in domestic and care work;

⁵ Ibid.

⁶ Navarro 2012

⁷ Orozco and Hubert 2009; World Bank and Orozco 2009

- to design, implement, and promote affordable, accessible, and quality policies and services that support families in the care of young children and other family members that require attention; and
- to evaluate care interventions within social programs to achieve socially equitable policies for men and women that reduce gender gaps.

In addition to the UW objectives in the National Development Plan, the Mexican government implements independent care programs. Below are some examples.

SEDESOL created the Childcare Facilities Program (PEI), which benefits more than 15,000 working mothers; students (children between 1- and 4-years-old; children with disabilities qualify until they are 6-years-old); and single parents. One explicit goal of the program is to allow working mothers and single parents to keep their jobs, look for work, or study. SEDESOL also created the Social Co-Investment Program, which supports training of care personnel for children and adults. It also created and implemented a model for the inclusive care of boys and girls with disabilities in collaboration with the UNDP, UNICEF, and the Pan-American Health Organization.

INMUJERES provides subsidies for mothers and female heads of household to access childcare services.

The Mexican Institute of Social Security (IMSS) gave more than 213,000 children monthly access to 1,380 Early Childhood Development centers. The objective was for 100 percent of existing care centers to obtain an official certification for preschool aged children that would benefit approximately 45,000 female heads of household by 2017. The IMSS also provides subsidies for maternity leave for working women who are enrolled in social security.

The Institute of Security and Social Services for Workers of the State (ISSSTE) created a certificate program for gerontology and social work, gerontology nursing, and thanatology (the scientific study of death and the practices associated with it). The ISSSTE has also run an online course on informal caregivers for senior adults, created manuals on how to care for seniors, and seven Day Centers for Senior Adults.

The Ministry of Education (SEP) created programs to promote shared responsibility of tasks in the household and challenge traditional gender norms in primary and secondary education.

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Albania: Time Use Surveys and Policy Case Study

Jessica Gardner, Gender Statistics Specialist



Identify and Prioritize

Gender equality has been a priority for the government of Albania for more than a decade. In 2004, Albania adopted its first gender equality legislation. Before that, it ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1993 and the Beijing Platform for Action in 1995, demonstrating its commitment to gender equality. During the 1990s, the transition from a centrally planned to a market-based economy played a role in pushing women back into traditional roles in the home as job opportunities and social services diminished.

Understanding the importance of monitoring and reporting on the issue of unpaid care work, the Advanced Studies Center (ASC), a not-for-profit research organization, conducted the first study on unpaid care work in Albania with the support of the then United Nations Development Fund for Women (UNIFEM). It drew on focus group discussions and time use diaries completed by 122 women and 103 men to analyze the extent and nature of unpaid care work (including housework) and its impact on women's economic empowerment.¹

The ASC calling on the government to fill the information gap on unpaid work with a nationally representative survey, as well as Albania's efforts to join the European Union (EU), both prompted the country's first time use survey (TUS). Firstly, in order to join the EU, candidate countries, such as Albania, must fulfill an EU requirement in the field of statistics among many others.² Accession countries are assessed against the "acquis," the set of EU laws with which member countries must comply. Time use surveys are the basis for some of the many kinds of statistics that the EU encourages its member countries to produce. While time use surveys are not compulsory, statistical requirements suggest they be conducted every 10 years.³

Secondly, Albania receives a large amount of financial assistance under the Instrument for Pre-accession Assistance (IPA)—almost €650 million between 2014 and 2020. This funding is directed to a range of priority sectors including areas related to evidence-based policy making (strengthening democratic governance) and unpaid care work (better employment services and labor market policy, inclusion of vulnerable people, and efficient social services).⁴

In 2016, the European Union launched a new Gender Action Plan 2016–2020 (GAP II) establishing gender equality and opportunities for women and girls as central to EU external relations spending, programming, and policy making. The GAP II aims to promote the economic and social rights and empowerment for women and girls, citing the burden of unpaid work as one area to be addressed. The GAP requires the EU to conduct gender analysis and draw upon disaggregated data to develop,

2007

Advanced Studies Center publishes findings from their research on unpaid care work

2008

Eurostat revises guidelines on Harmonized European Time Use Survey (HETUS)

2010–2011

Albania's national statistics office, INSTAT, leads first time use survey (TUS). Field work conducted from March 2010 until March 2011

2011

Analytical report on survey results published in December

2013

National Strategy for Development and Integration (NSDI) Phase II released

2014

National Strategy for Employment and Skills 2014–2020 adopted

National Action Plan for Women's Entrepreneurship (Annex to the Business and Investment Development Strategy 2014–2020) adopted

Albania's Fourth Periodic Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) Report submitted

¹ Danaj et al. 2007

² Eurostat 2016

³ Eurostat 2014

⁴ EC 2015

implement, monitor, and evaluate its programs and policies. Such requirements increase the demand for surveys such as those on time use in Albania.⁵

The main objective of the Albanian TUS was to develop nationally representative estimates of how women and men in Albania spend their time on various activities. The survey was designed to identify gender differences in time use patterns with a particular focus on paid and unpaid work activities. In turn, these gender-specific differences would help establish clear linkages between gendered time use and its impact on women's and men's employment status, education outcomes, health, economic independence, and position within society. Data use was key among the objectives, providing researchers, academics, and government users with a documented dataset in an understandable and accessible format.⁶

The new National Statistical Programme for 2017–2020 includes a time use survey to be conducted in 2020. INSTAT has asked donors for technical assistance to support analysis of the results.⁷

Collect and Analyze

To date, there has been one TUS conducted in Albania in 2010–2011. A second is planned for 2020. The TUS was undertaken by the national statistics office – INSTAT – and funded by the United Nations Population Fund (UNFPA). As a candidate that plans to join the European Union, Albania is working toward compliance with EU regulations and has followed the European methodology for time use surveys as revised in 2008. This case study explores how the data has been used to develop national policies and programs.

INSTAT led implementation of the TUS, determining the methods to be used, with technical assistance from Statistics Sweden (which conducted a TUS in 2000–2001 and 2010–2011).

A national definition of unpaid care work can be derived from Albania's use of the Eurostat 2008 Guidelines on Harmonized Time Use Surveys (HETUS) classification grouping on household and family care (unpaid work). It includes both child care (physical care and supervision, teaching the child, reading, playing and talking with the child, and accompanying the child) and adult care (physical care of a dependent adult household member, other help for a dependent adult household member, and help for a non-dependent adult household member).⁸

INSTAT applied the Eurostat 2008 Guidelines on Harmonized Time Use Surveys (HETUS), using a fixed 10-minute interval time diary that respondents completed on two randomly designated days (one weekend day, Saturday or Sunday, and one weekday, Monday to Friday).

The sample selected 2,250 households that represented the four subnational regions (central, coastal, mountain, and Tirana). All household members ages 10 years and above completed the time use diaries. With a 91.5 percent response rate, the survey ended up collecting 10,333 completed diary days (just over 1,000 diaries for each weekday and around 2,500 for each weekend day).

The HETUS activity classification covers 10 activity types (personal care; employment and paid work; study; household and family care; social life and

2015

European Commission Gender Action Plan 2016–2020 (GAP II) introduced

2016

National Strategy and Action Plan on Gender Equality 2016–2020 (NSGE) adopted

Gender Country Profile Albania 2016 ("Gender Brief Albania 2016") produced

2020

Data collection for second time use survey to commence

⁵ EC, High Representative of the Union for Foreign Affairs and Security Policy 2015

⁶ INSTAT 2011

⁷ brahimaj 2017

⁸ INSTAT 2011

entertainment; sports and outdoor activities; hobbies and computing; mass media; and travel and unspecified time use) and the diaries collect information on main activity, parallel or secondary activity, with whom the activity was undertaken, and the location where the activity took place.

The survey was funded by the United Nations Population Fund (UNFPA) which provided the budget for training enumerators and conducting the field work. Statistics Sweden provided technical assistance on data processing and supported Albania's participation in regional seminars on measuring time use.

Findings

INSTAT released the results in a 145-page report which provided detailed gender analysis of the main findings from the TUS. In addition to an overview of the methods and other technical information, the report analyzes the time spent on various activities by women and men (ages 10 and older) and discusses how Albania compares to other European countries.

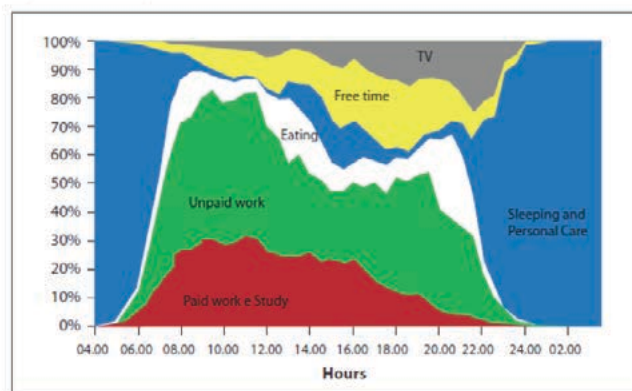
The report also explores gender differences in how time is spent on weekdays versus weekends, variance by age groups, and between women and men in urban versus rural areas. It also presents time use of women and men based on the presence of children in a household and employment status.

The report explores time spent on unpaid work in some detail, with the analysis presenting the average time (in hours and minutes) that women and men spend on various unpaid household and care activities. The analysis found stark differences between the time use of women and men, particularly with respect to time spent on paid versus unpaid work. Unpaid work in this context includes child and adult care as well as other household work, such as food preparation, cleaning, laundry, gardening, house construction and repairs.

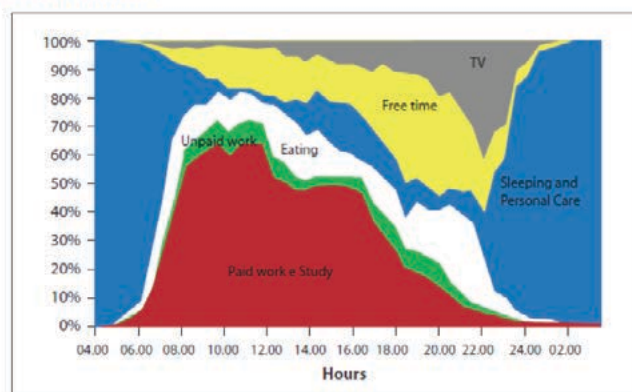
The graphs below depicting the "daily rhythm" of time use by the average working age woman (ages 20–74) versus the average man tell a clear story. On weekdays (Monday to Friday), men undertake a lot more paid work or study than women, as shown by the red shading in the graphs in Figure 1. Women are mostly involved in unpaid work (green shading) and to a far greater extent than men throughout the typical work week. The graphs also show that women spend less time than men on free time and watching TV on week days (yellow and grey shading respectively).

Figure 1. Daily rhythm of time use by women (Graph 1.1) and men (Graph 1.2) on weekdays, Albania, 2010–2011

Graph 5.3: Proportions undertaking various activities at different hours of the day, Albanian women 20-74 years, on weekdays



Graph 5.4: Proportions undertaking various activities at different hours of the day, Albanian men 20-74 years, on weekdays

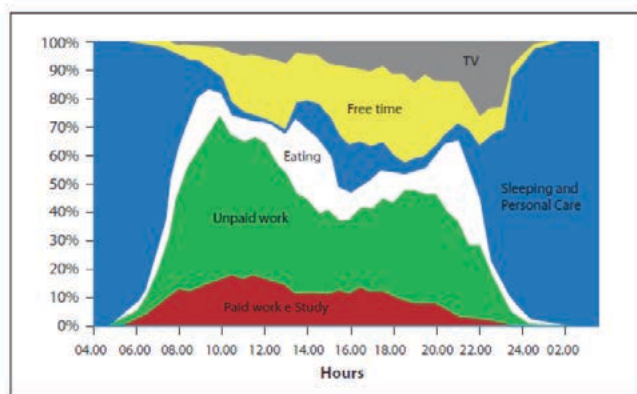


Source: INSTAT (2011).

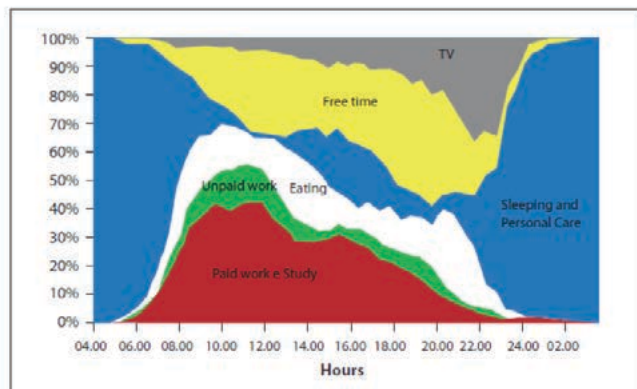
The graphs in Figure 2 show the pattern of time use for women (Graph 2.1) and men (Graph 2.2) on weekend days (Saturdays and Sundays). Both engage in less paid work and study on these days. Yet while women have more free time and TV time on weekends, men are far more likely to have time for leisure. Men's involvement in unpaid work increases slightly on weekend days. But women spend so much more time on unpaid work during weekend mornings that their total time spent on work (paid and unpaid) is almost as high as it is on weekdays.

Figure 2. Daily rhythm of time use by women (Graph 2.1) and men

Graph 5.5: Proportions undertaking various activities at different hours of the day, Albanian women 20-74 years, on weekend days



Graph 5.6: Proportions undertaking various activities at different hours of the day, Albanian men 20-74 years, on weekend days



(Graph 2.2) on weekend days, Albania, 2010–2011.

Source: INSTAT (2011).

INSTAT's time use survey report provides statistical findings but does not present interpretations of the data. Hence, there is no link to policy implications, and no recommendations are made on how to use the information. Subsequent gender analysis produced by government and key development partners illustrates the link between time use survey findings and policy priorities. For example, the Gender Country Profile for Albania (the "Gender Brief 2016") contextualizes statistical gender data within the framework of national commitments to the Sustainable Development Goals (SDGs), CEDAW, the EU GAP II, and the National Strategy for Gender Equality.

The brief observes that "unpaid care work is the exclusive domain of women" and that when combining paid and unpaid work, women work two hours more per day than men, and this is considered a barrier to their entering the labor force. It quotes TUS data in relation to (i) women's primary responsibility for reproductive and unpaid care work; (ii) women's longer working hours; (iii) and the

overburdening of women who engage in both paid and unpaid care work as a result of gender roles and lack of adequate childcare facilities.

Furthermore, the document establishes linkages between TUS data and their impact on women's educational outcomes, occupational choice, access to the labor market, working conditions, pension entitlements, poverty, voice, and participation.⁹

Gender Brief Albania 2016 is an important policy-related document that gives the government and development partners a roadmap for the future on how to use TUS data to shape national policy, as well as EU IPA programming and EU sector budget support to Albania across various sectors (employment, education, pension, child care, agriculture, justice, governance, private sector development, entrepreneurship, etc.).

Inform and Influence

Following preliminary release and discussion of the results, Albania held a national conference to launch the results of the survey in December 2011. Participants included the main stakeholders from government, civil society, and development partners, as well as the media, which showed notable interest in the results with a range of articles published in newspapers reporting the results (e.g., on the gendered difference in time spent sleeping).

INSTAT led the presentation and explanation of the results, because civil society organizations may find it challenging to interpret the TUS results and refrain from further analysis of the data provided, as indicated by public comments.

INSTAT reports that researchers from academia have showed interest and have been using the data. Microdata are available for download and analysis from the INSTAT website (<http://www.instat.gov.al/en/figures/micro-data.aspx>) without charge or the need for written application. A list or summary of the resulting research has not been compiled.

There has been little interest or engagement with civil society around the survey results. Ms. Pranvera Elezi, who heads INSTAT's time use survey unit, reported that based on the reactions at the launch, it seems likely that civil society organizations do not understand the TUS results and have not dug deeper into the details.

Policy

It is clear from policy and related documentation that the results of the TUS have proven useful in providing clear evidence of the gender gap in unpaid care work and its impacts. The government is using the data to justify

introducing more social services, including child care and elderly care, as part of its strategy to empower women economically through increased participation in the labor force.

Data producers at INSTAT say it's difficult to assess the extent to which the TUS results have been picked up by others and applied in decision-making and strategy development. Information about how the data is used does not typically get fed back to the statistical office. Only when questions are directed at the TUS experts do they become aware of who is attempting to interpret and use the information.

Improving engagement between producers and users of the TUS could increase the quality of future time use surveys through a clearer understanding of data needs and the types of information that would best shed light on policy issues.

Limits in the statistical knowledge and skills of potential data users can pose barriers to maximizing use of Albania's TUS data. The audience reaction at the initial launch of the results gives some indication of the degree of interest and readiness to apply the data.

According to the head of the TUS section at INSTAT, who led the dissemination and communication of results, data uptake by government and civil society has been weak. At the launch, the comments were general and few questions were asked about the details, suggesting the target audience had limited capacity to absorb the type of information the report contains.

INSTAT suspects the underlying cause for the low interest at the time of release is that government officials have a limited understanding of statistics or how to use them. Furthermore, gender analysis and systematic gender mainstreaming of policies across sectors is a relatively new obligation for government and development partners. It is at an early stage, and capacity development and monitoring are needed to ensure gender analysis and mainstreaming of policies takes place.

The link between time use survey findings and government policy is evident in several strategic documents. The National Strategy and Action Plan for Gender Equality 2016-2020, the third of its kind in Albania, sets out the government's priorities for achieving gender equality. The strategy has four goals, the first of which is the economic

empowerment of women and men. Objectives include increasing participation of women in the labor market and reducing women's unpaid domestic work (including care work) by increasing access to services such as nurseries, kindergartens, and services for the elderly. The percentage of time women and men spend on unpaid work is one of the indicators identified for monitoring the national strategy. To capture this data, INSTAT will need to conduct a TUS every 10 years.¹⁰

The National Employment and Skills Policy highlights the disproportionate time women spend on unpaid care work and the barrier this creates for labor force participation. It calls for policy responses to support work-life balance through childcare options and other support services to encourage mothers of younger children to engage in paid work.¹¹ However, policies such as the Business and Investment Development Strategy 2014-2020, which includes targets for increasing women's participation in business, do not refer to the TUS findings and would benefit from drawing on them to understand and articulate barriers to women entering the labor force. In fact, the strategy mentions the need to implement a survey to collect accurate data on the barriers women face as well as their needs but does not highlight what is already known from the TUS and other data sources.¹²

In 2015, Albania revised its Labor Code to include maternity and paternity leave entitlements for both partners/spouses for the first time. The code provides up to four months' unpaid leave for a mother or father of a child between birth and age six, and leave can be split over time but may not be less than one week. The employer reserves the right to transfer the parental leave for up to six months due to operational reasons.¹³ This may be evidence of an indirect link to the findings from the TUS data, as well as a shift towards introducing policies that are standard for EU countries.

The Ministry of Social Welfare and Youth plays an important role in policy implementation related to unpaid care work. The Ministry coordinates implementation of the National Strategy and Action Plan on Gender Equality through an Inter-Ministerial working group. It also acts as a custodian of the National Employment and Skills Strategy.

The Social Insurance Institute is responsible for monitoring maternity and paternity leave.¹⁴

10 Republic of Albania, Ministry of Social Welfare and Youth 2016

11 Republic of Albania, Ministry of Social Welfare and Youth 2014

12 Republic of Albania, Ministry of Economic Development, Trade and Entrepreneurship 2014

13 Lexology 2016

14 UN Women & United Nations Development Programme (UNDP) Albania 2016

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2. Ms. Ani Plaku, National Gender Expert
3. Ms. Dolly Wittberger, International Gender Expert

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Ethiopia: Time Use Surveys and Policy Case Study



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Ethiopia is a predominantly agricultural country, with 80 percent of the population living in rural areas. In recent years, Ethiopia's economy experienced double digit growth.¹ However, poverty remains widespread in the country, with about 30 percent of the population still living below \$1.25 PPP per day.²

To protect the poor and most vulnerable individuals, households, and communities from adverse effects of shocks and destitution, the Ethiopian government passed a number of social protection and care laws and programs. But like similar laws and programs in Sub-Saharan Africa, the lack of funding, limited institutional capacity, and politics diminished their effectiveness.³

Most caregiving services are provided through other mechanisms including family members, extended families, indigenous institutions, and nongovernmental organizations. Due to gender norms, women spend disproportionately more time on unpaid care work than men, including cooking, cleaning, and caring for children, the ill, and the elderly. However, women's work has not been counted as part of national accounts, due to a common misperception that it is too difficult to measure.

Measuring the unpaid care work of women is an important first step to tackling entrenched gender norms and stereotypes and redistributing responsibilities for care and housework between women and men. The Beijing Platform of Action (BPfA) resulting from the Fourth United Nations World Conference on women, called for the development of suitable statistical means to recognize and make visible the full extent of the work of women and all their contributions to the national economy, including their contributions in the unremunerated and domestic sectors. The PFA further recommends countries conduct Time Use Surveys (TUS) to generate data on how individuals spend their time. It can then be used to estimate the value of unpaid work.

Identify and Prioritize

The first and only time use survey in Ethiopia took place in 2013. It was conducted by the Ethiopian Central Statistical Agency (CSA) with financial support from UN Women and the Ethiopian Ministry of Women, Children and Youth Affairs. The World Bank provided technical assistance for the survey report.

The survey was designed to acknowledge and make visible the full extent of women's work and all women's contributions to the national economy. It also helps the government fulfill its international commitments and design appropriate care policies.

The ETUS is a useful statistical tool for collecting detailed information about "hidden" activities, which are often left out of conventional workforce surveys and economic statistics. It provides data for policymakers and valuable information for

2007

Housing and Population
Census carried out

2011

Demographic and Health
Survey conducted

2012

Pilot survey of the ETUS
conducted

2013

Main survey of the ETUS
conducted

2014

Main report of the time use
survey published

2016

National social protection
policy published; 2013 ETUS
gender time use and time
poverty report published

¹ National Planning Commission 2015

² World Bank Group 2015

³ Nino-Zarazu et al. 2012

all those working toward greater gender equality. Upon the Ethiopian Parliament's request, an in-depth analysis of gender time use and time poverty was conducted using data from the ETUS.

Collect and Analyze

The 2013 ETUS was the first and only standalone time use survey conducted. Prior to the main survey, a pilot survey was conducted from July 20 to August 6, 2012 with 900 households in 30 enumeration areas in all regions of the country.

The main survey was administered in February 2013 with 20,280 households and 52,262 individuals, ages 10 and older. The sampling frame was first stratified into 11 regions and then into rural and urban enumeration areas. Using the 2007 Population and Housing Census data, 676 enumeration areas were selected, and 30 households were randomly selected from each enumeration area. All individuals ages 10 and above from selected households were interviewed.

Data was collected through interviews involving face-to-face recall. Activities performed were recorded for 24 hours of each day, divided into one-hour time slots. Questions regarding households were answered by the "head" of the household. Questions regarding individual activities/diaries

were directly answered by the respective individuals, ages 10 and above.

The survey questionnaire had two broad sections. The first section of the questionnaire was designed to capture household information including a household roster, socioeconomic characteristics of household members, and other general household related data. The second part of the questionnaire was designed to collect individual activity data including information about participation and time spent on care activities. Major care was taken when measuring simultaneous activities. For each activity reported by respondents, the ETUS asked whether that activity was conducted sequentially or simultaneously.

Activities were classified into three major categories using the revised International Classification of Activities for Time Use Statistics (new ICATUS) developed by the United Nations statistics division. Activities fall into three major categories: SNA production, Non-SNA/extended SNA production and Non-productive. SNA activities are activities within the system of national accounts (SNA) production boundary. Non-SNA/extended SNA activities include domestic and personal services produced and consumed within the same household or community. Care activities and unpaid community services fall under this category. Non-productive and leisure are those activities that cannot be delegated to someone else.

Table 1. Data collection methods used by time use surveys in Mongolia, 2000–2015.

Activity	Urban				Rural			
	10–17		18+		10–17		18+	
	Boys	Girls	Men	Women	Boys	Girls	Men	Women
SNA	49%	45%	74%	60%	77%	82%	78%	79%
	268	188	500	340	335	244	395	264
Extended SNA	48%	79%	47%	89%	56%	85%	59%	94%
	127	220	144	299	242	250	243	354
Non-productive	100%	100%	100%	100%	100%	100%	100%	100%
	905	879	938	927	891	864	971	891
Learning	67%	74%	15%	12%	42%	44%	5%	2%
	464	448	425	367	368	371	316	323

Note: SNA=activities captured by the system of national accounts. Non-SNA/extended SNA activities=domestic and personal services produced and consumed within the same household or community. They include care activities and unpaid community services. Non-productive activities cannot be delegated to someone else.

Source: Adapted from the 2013 ETUS Report. Ethiopia, CSA (2014b).

Findings

Major findings, including average time spent on each ICATUS activity category by sex, age, and area are presented in Table 1. On average, participation rate and time spent on SNA activities is higher for men (74 percent and 500 minutes) than women (60 percent and 340 minutes) in urban areas. It is also higher for girls (82 percent and 244 minutes) than boys (77 percent and 335 minutes) in rural Ethiopia. However, participation rates and time use on non-SNA (extended SNA) activities is significantly higher for women and girls (89–94 percent and 299–354 minutes) than men and boys (47–59 percent and 144–243 minutes) both in rural and urban areas. The participation rate for non-productive/leisure activity is the same (100 percent) for all men, women, girls and boys in both rural and urban areas though the time use slightly varies across these groups.

Caregiving is one of the activities listed under non-SNA (extended SNA). The findings on participation rates and time use on caregiving and other such unpaid activities are presented in Table 2. In every age group, females were more likely to do caregiving and spend more time on these activities than males. The difference becomes apparent quite early on. Among girls ages 10 to 14, 24 percent did

caregiving, compared to 8 percent of boys. Participation rose to 44 percent for females ages 15 to 29, whereas for males it remained flat at about 9 percent. And for the 30 to 64 age cohort, 36 percent of females did caregiving, compared to 13 percent of males. Participation dropped off for the elderly, but still was higher for women than men. Average time spent by females daily ranged from about 150–200 minutes. For men, average daily time across age groups was about 100 minutes.

Almost all caregiving activities were focused on children. Women typically spent more time caring for children than men did. Of those involved in caregiving activities, about 90 percent of men and 95 percent of women spent time taking care of children, whereas only about 1–2 percent of men and women were involved in caring for adult household members. For adult care, however, while participation rates are extremely low, men spent slightly more time in these activities.

Unlike other extended SNA activities, men were more likely to be involved in unpaid community services than women. Among the 15 to 29 and 30 to 64 age groups, 11 percent and 18 percent of men were involved in unpaid community services, compared to 8 percent and 10 percent of women,

Table 2. Average participation rate and daily time spent in minutes on unpaid services, by gender and age group.

Activity	Ages 10–14		Ages 15–29		Ages 30–64		Ages 65+	
	Male	Female	Male	Female	Male	Female	Male	Female
Providing unpaid services for domestic uses	52%	78%	48%	91%	43%	92%	38%	69%
	228	204	177	274	186	290	190	217
Providing unpaid caregiving services to household members	8%	24%	9%	44%	13%	36%	5%	13%
	102	157	95	210	93	173	103	135
Providing unpaid community services	4%	3%	11%	8%	18%	10%	10%	5%
	185	146	240	163	258	182	209	17
Providing unpaid caregiving services to children in household	91%	95%	91%	97%	92%	96%	73%	77%
	7	38	7	93	11	62	4	20
Providing unpaid caregiving services to adult household members	1%	1%	1%	2%	1%	2%	1%	2%
	103	49	103	63	80	81	66	76

Source: Adapted from the 2013 ETUS report. Ethiopia, CSA (2014b).

respectively. Time spent by men across these age cohorts was also greater (250 minutes/day), compared to about 160–180 minutes for women (roughly one hour less). These differences persisted across groups with different socioeconomic characteristics. Disaggregated data on time use by socioeconomic characteristics is available in the ETUS report.

The highest amount of time spent on simultaneous activities was on extended SNA (16 minutes) and non-productive activities (38 minutes). Females spent much more time than males on simultaneous activities in SNA (female 4 minutes and male 3 minutes) and Extended SNA activities (female 28 minutes and male 3 minutes) which can be related to the societal norms. More detailed data on time use and participation rates on caregiving and simultaneous activities can be found in the ETUS report.

Inform and Influence

The main report based on the time use survey was published in December 2014 and is now publicly available at the Central Statistical Agency.

The ETUS findings will be used as an input to integrate gender perspectives into national development plans, develop household production satellite accounts, reform statistical measures of national accounts; and formulate policies for promoting gender equality and reducing poverty.

Policy

No policies have been developed using the time use survey as an input, but the country has implemented various care and protection policies, laws, proclamations, and services developed prior to and after the ETUS.

Currently the country has a national social protection policy, national action plan, and strategies and proclamations that actively help facilitate care for vulnerable members of society. The National Social Protection Policy is the major care policy, which covers a wide range of vulnerable individuals and communities.

Ethiopia enacted the first comprehensive and integrated social protection policy in 2016.⁴ The newly approved social protection policy improves upon earlier social welfare policies and programs. It targets 12 social groups including children, pregnant and lactating women, people with disabilities and mental health problems, the elderly who lack care and support, and citizens affected by HIV-AIDS and other chronic diseases. The policy has five focus areas: promoting the productive safety net; promoting

employment and improving livelihoods; promoting social insurance; increasing equitable access to health, education and other social services; and providing legal protection and support for citizens exposed to abuse, exploitation, and violence (see Appendix for more information).

Governance Structure

The implementation of the national social protection and care policy is carried out at different levels. The federal government assumes primary responsibility for carrying out the policy. At the federal level, the policy is coordinated by four entities: the Federal Social Protection Council, the Social Protection Advisory Board, the Social Protection Co-ordination Unit, and social protection co-ordination focal persons.

The Federal Social Protection Council oversees the implementation of the policy, establishes appropriate monitoring and evaluation mechanisms, proposes appropriate resources, and ensures that appropriate capacities are in place to deliver the policy at the national level. Members of the council are drawn from different ministries including Ministry of Labor and Social Affairs, Ministry of Women and Children, Ministry of Health, Ministry of Education, Ministry of Agriculture and Natural Resources, Ministry of Justice, Ministry of Finance and Economic Cooperation, Ministry of Urban Development and Housing, other relevant public and private institutions, and the United Nations (UN) and development agencies. Regional Social Security Councils are also members of the Federal Council.

The Social Protection Advisory Board is a technical level committee drawn from different ministries, chaired by the Ministry of Labor and Social Affairs. The advisory board provides technical advice to the Federal Council and the Federal Coordination Unit. The Ministry of Labor and Social Affairs is the Secretariat of the Federal Council, and a Federal Coordination Unit is established under this ministry.

An institutional arrangement similar to the federal level is also designed at the regional and woreda (district) levels. The lowest administrative unit is the kebele. There is a Social Protection Council at the kebele level which oversees and coordinates all social protection programs in the kebele. Decisions about whether someone qualifies for the benefits listed under the policy fall to officials in the woreda and kebele administrative units of city administrations.

The national social security and care policy is funded by the federal government, as well as by various governmental and nongovernmental sources, communities, and in some cases individual philanthropists.

⁴ Ethiopia, MoLSA 2016

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Appendix

2016 Social Protection Policy

Productive Safety Net Program

The Government of Ethiopia launched the Productive Safety Net Program (PSNP) in 2005 as one of the major components of the Food Security Program. The PSNP was initially designed to address the needs of chronic food insecure households in rural areas. The intended outcomes of the PSNP are to assure food consumption and prevent asset depletion through cash transfers and rehabilitate the natural environment through public works. The typical PSNP is a predictable temporary cash transfer program in exchange for labor for public works during bad agricultural seasons. But it is an unconditional cash transfer for pregnant women, people with disabilities, and the elderly who have no other means of support. The PSNP in urban areas focuses mainly on improving poor people's access to urban housing. This can involve building condominiums for low income households (with priority given to women). The program also takes steps to stabilize food prices by subsidizing grain costs for low income households.

Employment and Livelihood Schemes

As part of employment creation programs, the government has introduced micro and small enterprise (MSE) schemes to help unemployed people start their own businesses. Micro and small enterprise (MSE) development is being supported by Technical and Vocational Education Training (TVET). Women and other vulnerable groups with special needs are particularly targeted as they are currently less likely than men to take out loans and get financial or investment training. According to the Federal Micro and Small Enterprises Development Agency, about 1.5 million new jobs were created through supports given to micro and small enterprises in just a five-year period.⁵

The Social Insurance Scheme

The Social Insurance Scheme is a contribution-based pension plan that provides benefits in old age. Although the Social Security Agency has managed a social insurance scheme since 1963, until recently, it reached only 1 percent (about 1 million) of the population, covering only public sector workers.⁶ Poor households in the informal sector and self-employed were excluded. The government established the Private Organizations Employees Social Security Agency (POESSA) in 2011 to manage private sector social security fund. About 800,000 private sector employees are contributing to the fund.⁷ According to Proclamation No. 715/2011, informal sector workers, employees of religious,

⁵ FEMSEDA 2011

⁶ Ethiopia, MoLSA 2012

⁷ Ibid.

political organizations, NGOs and civil society organizations can also opt into this social insurance plan.

Despite government efforts to increase the available formal social security schemes, only a small fraction of the elderly is covered by existing social insurance schemes. As a result, it is common to see increasing numbers of abandoned elderly citizens languishing in the streets around churches or mosques. Some lucky ones are rescued by good Samaritans such as Mekedonia and Kibre-Aregawian, which are rare nursing homes for the elderly and people with a mental disability. In the absence of alternatives, begging becomes a form of social protection for many.

Equitable Access to Health and Education

The Health Extension Program (HEP) provides basic health services in an equitable manner to the rural and urban population. The program uses 38,000 health extension workers (HEW), almost all women, to reach out to communities and households at a ratio of 3 to 1 kebele or 1 to 500 households.⁸ Nutrition is one of 16 health packages implemented by the HEWs. The key messages are improved infant feeding practices, increased birth spacing, and improved nutrition and intake of micronutrients by women of reproductive age.

In order to increase access to basic education for all, the government launched the Education Sector Development Program. This program is committed to helping reach more difficult-to-reach groups, including children in pastoral areas and children with special educational needs. Alternative Basic Education Centers (ABE) are another mode of education used to increase access for the difficult to reach. According to estimates, more than 900,000 rural children (65 percent girls) living beyond the reach of the formal education system were able to access basic schooling through this mechanism.⁹ School feeding is another support offered to vulnerable children. Currently, 650,000 students in 1,200 schools with low enrolment in chronically food insecure areas are covered.¹⁰

Legal Protection and Support

The Revised Family Code addresses gaps and inconsistencies inherent in the 1960 Civil Code and positively influences women's economic empowerment. Labor Proclamation and the Revised Criminal Code proscribe practices that undermine the rights and welfare of children and women. There is a code of conduct on preventing and addressing sexual violence in schools. Within the Ministry of Justice, the Women, Youth and Children Coordination Office supports the investigation and prosecution of cases of

gender based violence (GBV) and other crimes against vulnerable groups. It also ensures access to legal aid and social support for survivors. Currently this support is available through a special unit in Addis Ababa and the government plans to extend access to other regions. Systems are in place to improve citizen-responsive justice for women and girls. A number of safe houses serve women survivors of GBV, mainly in Addis. Scale-up to other areas is under consideration in collaboration with the UN Women program. Child victims of violence are offered different psychosocial services, such as shelter, counselling, and medical assistance.

⁸ Ethiopia, CSA 2011
⁹ Ethiopia, MoLSA 2012
¹⁰ Ibid.

South Africa: Time Use Surveys and Policy Case Study



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Identify and Prioritize

To recognize and account for women's contribution to the economy through both paid and unpaid domestic work, the Fourth World Conference on Women's Beijing Platform for Action (1995) called for the collection of appropriate data. Based on the discussion in the Beijing platform, the South African Time Use Survey (TUS) was designed to collect information on the distribution of both the paid and unpaid labor.

South Africa has conducted two standalone national time use studies. Statistics South Africa (Stats SA) conducted the first South African TUS in 2000; The next survey was conducted in 2010. The aim of the surveys was to understand the economic and social well-being of different groups in society. Two main objectives of the survey were to improve the concept, methodology, and measurement of the work and work-related activities; and to help develop policies that promote gender equity.

In 2010, Stats SA announced plans to conduct a TUS every four years beginning in 2016; findings beyond the 2010 TUS are not available.

Collect and Analyze

Survey respondents completed a 24-hour diary starting from 4:00 pm the previous day to 4:00 pm on the day of their scheduled survey interview with half-hour time slots. In each time slot, at most three activities could be recorded. To account for the activities throughout the day, the respondent had to record at least one activity in each time slot.

Simultaneous activities were recorded by allowing the respondents to identify whether the activities were performed at the same time. Stats SA reported the time of the simultaneous activities in two ways. In one approach, they allowed the full duration of simultaneous activities to be cumulatively counted in the analysis. Using this approach, the total time adds up to more than 24 hours. For the full time of the day to add up to 24 hours, Stats SA divided each time slot equally between the activities performed simultaneously. However, no question asked whether activities were undertaken jointly with other people. Locations of the respondents during the activities were recorded by two location codes. The first location code captured whether the respondents were in his/her own dwelling, someone else's dwelling, field farm or other agricultural workplaces, educational establishment, public area, or while traveling. The second location code considered whether the respondent was inside or outside the dwelling, or, if the respondent was traveling, what mode of transport was used. An interviewer completed the diary during face-to-face conversation with individual respondents. Though the questionnaire was printed in English, the interview was conducted in other preferred languages.

In addition to the diary section, the TUS offered a module on household information. The household module also contained a household roster to collect information like sex, age and population group of all the members who usually stay

1994

Social Development Ministry starts giving Disability Grants (DG) and Grants for elderly people, commonly known as old age pension

1995

Women's Budget Initiative (WBI) is established

1997

The Employment Act of 1997 allows for three days of family responsibility leave and four consecutive months of maternity leave

1998

Social Development Ministry began to distribute Child Support Grants (CSG), Foster Care Grants (FCG) and Care Dependency Grants (CDG)

1999

The pilot survey of the first national time use survey (TUS) of South Africa is conducted

2000

The first national time use survey in South Africa conducted

2004

Public programs such as the EPWP (Expanded Public Work Programme in South Africa) are designed to provide employment to the unemployed, targeting 55 percent of women

in the dwelling at least four nights a week. This roster helped the interviewer identify the two eligible people from the household, one male and a female, to be interviewed further for the diary.

Before completing diaries, respondents answered questions on their relationship to other household members, their education, the social group they belong to, marital status, the number of children they have, and their work status. The work-related questions were similar to those in the Labor Force Survey (LFS) of South Africa. In 2000, the TUS work-related questions were comparable to LFS 2000, and later in 2010, the questions followed the LFS 2010. As one of the aims of the TUS was to improve the measurement of work and work-related activities, the LFS questions helped capture data that could be used to compare individuals' time use to their labor force status.

The surveys were designed to collect information from two respondents, ages 10 or older, from each selected household. If there was only one person of that age in the household, then only that person would be interviewed. When there were more than two eligible members in the household, the interviewer was required to list all eligible members in a selection grid. The respondents to be interviewed were then systematically selected from the grid.

In 2000, the planned sample was 10,800 dwelling units, or households. However, during the survey, some households turned out to be unoccupied, and others could not be found. As a result, the actual sample was 8,564 households from which 14,553 individuals were interviewed. The sample frame for the survey was based on the sampling design of the 1999 Survey of Activities of Young people (SAYP), which was taken from the 1996 Population Census enumerator areas (EAs).

The TUS sample has only included non-institutionalized individuals, excluding people in prison, boarding houses, hotels, hospitals, and boarding schools. The survey captured four EAs (down from 16 EAs in the 1996 Population Census) – formal urban, informal urban, commercial farming areas, and other rural areas – stratified by province. The sample was allocated to the strata disproportionately by using the square root method. The Primary Sampling Unit (PSU) were EAs that contained 100 or more dwelling units. Commonly, EAs contained fewer than 100 dwelling units, and so were pooled. SAYP oversampled working children in informal urban and commercial farming areas, an approach that the TUS replicated.

By using the three-stage sampling procedure, the allocated PSUs were selected using a proportional to size method where size was the number of dwelling units which was considered the ultimate sampling unit. For each PSU, 12 dwelling units were drawn, however, for a dwelling unit containing multiple households, all households were enumerated. Later, from the enumerated units, two members were randomly selected for the interview based on the number of eligible respondents in each unit. The response rate was 94 percent for the randomly selected individuals. The data were weighted before the analysis to be representative of the province's sex, race, and age groups. The data were collected in three tranches and the sample was divided equally with 3,600 units in each tranche to cover the seasonal variation.

The planned sample for the 2010 TUS was 30,000 dwellings. The sampling frame was the same as the one used by 2001 Population Census which was conducted by Stats SA. For the household-based surveys, Stats SA follows the master sample of PSU which is composed of EAs drawn from across the country. The sample was designed to be representative at the province level and, then within provinces at the metro and non-metro levels. The sample was also representative of the geography

2010

The second wave of the TUS of SA is conducted.

2016

Minister of Health announces that the government will provide universal care to people infected with HIV/AIDS

2017

Labor Law passes, granting gender neutral maternity leave for the primary caregivers of children ages four months and younger

type within the metro areas, which was divided by urban formal, urban informal, rural formal, and tribal areas.

The 2010 TUS sample followed 3,080 PSUs which were further divided into four rotational groups. The rotational groups had the same distributional pattern as the whole sample. The TUS of 2010 followed a stratified two-stage sampling with sampling done by probability proportional to size in the first stage. In the second stage, dwelling units were systematically sampled. The weights were adjusted for non-response that was representative of the civilian population of South Africa.

To test the full questionnaire and logistics before the data collection, in November 1999 Stats SA ran a pilot survey in North West Province. Stats SA made the questionnaire available in 11 languages spoken across South Africa.

Stats SA followed the standard procedure of coding the occupation and industry codes in the head office. Fieldworkers coded activities based on interviewee responses; coding also covered activities recorded during the pilot survey.

Analysis

In the South African TUS, reproductive work is defined as “activities such as rearing and caring for children; caring for the elderly, ill, disabled and other household members; unpaid caring for non-family members; cooking and cleaning; and fetching water and fuel. These activities constitute production, but are not included in the calculation of gross domestic product.” Activity coding was based on the United Nations draft of International Classification of Activities for Time Use Statistics (ICATUS). The ICATUS first divides the activities into 10 main groups. Three broad activities are under System of National Accounting (SNA) production, and three fall under activities which are considered work, like unpaid care work but are outside the SNA categories.

Activity codes that explicitly covered caring for the household or non-household members:

Time used to care for children, the sick, elderly and disabled for own household:

511 Physical care of children: washing, dressing, feeding—mentioned spontaneously

512 Physical care of children: washing, dressing, feeding—not mentioned spontaneously

521 Teaching, training and instruction of household’s children—mentioned spontaneously

522 Teaching, training and instruction of household’s children—not mentioned spontaneously

531 Accompanying children to places: school, sports, lessons, etc.—mentioned spontaneously

532 Accompanying children to places: school, sports, lessons, etc.—not mentioned. spontaneously

540 Physical care of the sick, disabled, elderly household members: washing, dressing, feeding, helping

550 Accompanying adults to receive personal care services: such as the hairdresser, therapy sessions, etc.

561 Supervising children and adults needing care—mentioned spontaneously

562 Supervising children and adults needing care—not mentioned spontaneously

580 Travel related to care of children, the sick, elderly and disabled in the household

590 Care of children, the sick, elderly and disabled in the household not elsewhere classified

Time used for community services and help to other households:

671 Caring for non-household children—mentioned spontaneously

672 Caring for non-household children—not mentioned spontaneously

673 Caring for non-household adults

674 Other informal help to other households

Activity codes that cover unpaid contribution in household management:

Household maintenance, management and shopping for own household:

410 Cooking, making drinks, settling and serving tables, washing up

420 Cleaning and upkeep of dwellings and surroundings

430 Care of textiles, sorting, mending, washing, ironing and ordering clothes and linen

440 Shopping for personal and household goods

441 Accessing government service such as collecting pension, going to post office

448 Waiting to access government service

450 Household management: planning, supervising, paying bills etc.

460 Do-it-yourself home improvements and maintenance, installation, servicing and repair of personal and household goods

480 Travel related to household maintenance, management and shopping

490 Household maintenance, management and shopping not elsewhere classified

491 Chopping wood, lighting fire and heating water not for immediate cooking purposes

The TUS categorized collection of fuel, firewood or dung, and water as an economic activity under primary production activities not for an establishment (not for market or for pay). This follows the SNA criteria; however, these activities can be reclassified as unpaid household work.

The activity codes can also be used to identify whether the respondents mention the care activities spontaneously or they only mention them after prompting – a methodology used to understand the general underreporting of care activities. To fully capture childcare activities, after completing the diaries, interviewers prompted the respondents by asking: “Did you spend any time during the day looking after children?” If the respondents say “yes” to that question, the interviewer then asked respondents whether they had stated all the information on childcare activities in the diary. If the respondents had not, the interviewer asked them to report further on them, and marked them as “not spontaneously mentioned.”

The interviewers collected additional information on activities by asking the respondents whether the diary day was typical for them and which activity they enjoyed the most and the least. For capturing personal care activities, separate codes are reported as personal care and self-maintenance under the main group of nonproductive activities.

The reports present the findings of the TUS based on male and female participation in an activity and average time spent by the population on the main grouped activities. Special attention is given to the time spent by respondents on childcare. The general findings regarding women’s contribution in unpaid household maintenance and childcare point to a large gender gap.

- In 2000, women spent around 3 hours per day on household maintenance and men spent 1 hour 14 minutes.
- In 2010, women had spent 3 hours 15 minutes per day on household maintenance activities, while male counterparts spent 1 hour 28 minutes on such activities.
- In 2000, women with children age 7 years and younger living with them spent more than 1 hour 27 minutes in childcare, while men in the same situation spent 7 minutes.

- In 2010, women with the children age 7 years and younger living with them spent more than 4 hours in household maintenance and 1 hour 25 minutes in child and adult care. In the same situation, men spent 1 hour 16 minutes on household maintenance and 15 minutes caring for household members and the children.

Limitations of the Data

The South African TUS does contain weaknesses in measuring care:

- Care for non-children is not disaggregated as much as care for own children;
- One cannot distinguish the extent of passive and active care;
- Analysts cannot distinguish among the care provided to: the elderly, disabled, or ill;
- The survey captures only a limited picture of the intra-household distribution of tasks because only two members of the household were interviewed. The two members (one male and one female) can be anyone in the households who is 10 years or older, regardless of their relationships.

Inform and Influence

The South African TUS data is available from Stats SA. The data is also publicly available from Datafirst, a research data service site maintained by University of Cape Town (www.datafirst.uct.ac.za). The public data reports all the information collected in 2000 and 2010 TUS in the household data file, the person level data file, the activities data file, and the all person, household roster file.

Policy

In mid-1995, the Gender and Economic Policy Group, the parliamentary Committee on Finance, and two policy research NGOs established the Women’s Budget Initiative (WBI), designed to address care policies. Though it was expected the South Africa TUS would inform the WBI, no existing policies have taken into account the TUS findings as a way to address the unpaid care economy of South Africa (Budlender 2000).

Several civil society and academic institutions have used TUS data to analyze economic outcomes, acknowledge the gender gap in time allocation, and address the need for policies on women’s unpaid work burden, including:

- Blackden, C. Mark, and Quentin Wodon, ed. 2006. Gender, time use, and poverty in sub-Saharan Africa, World Bank Working Paper no. 73. Washington, DC: World Bank Publications.

- Charmes, Jacques. 2015. Time use across the world: Findings of a world compilation of time-use surveys. Human Development Report Office Background Paper. New York: UNDP.
- Floro, Maria S., and Hitomi Komatsu. 2011. "Gender and work in South Africa: What can time-use data reveal?" *Feminist Economics* 17, no. 4: 33–66.
- Kızıllırmak, Burca, and Emel Memiş. 2009. The unequal burden of poverty on time use. Levy Economics Institute Working Paper No. 572.
- Miranda, Veerle. 2011. Cooking, caring and volunteering: Unpaid work around the world. OECD Social, Employment and Migration Working Papers No. 116. Organisation for Economic Co-operation and Development.

Existing Care Policies in South Africa

Although South Africa has extensive social protection schemes for the elderly, disabled, and children, none of these policies have explicitly taken into account the care burden of women, as many policies primarily address poverty reduction. The government of South Africa has not notably used the findings of the time use survey to shape policy. The data were mostly analyzed by civil society and academics to highlight the need for government to create gender-inclusive policies.

In South Africa, anti-poverty measures indirectly addressed the need to recognize, redistribute, or reduce women's unpaid care burden. Cash transfer policies like the Child Support Grant (CSG), Foster Care Grant (FCG), Care Dependency Grant (CDG), Disability Grant (DG) and Grant for Older Person (generally called old age pension) do not incorporate care; rather they are a part of larger poverty reduction strategies. All the grants are supported under the Social Development Ministry and administered by South African Social Security Agency (SASSA). Except for FCG and DG, all grants in the South Africa are means-based.

Beginning in 1998, CSG, FCG, and CDG became important parts of the Early Child Development and Care (ECD) policies of South Africa. FSG provides a cash transfer to foster parents of children to provide care and protect vulnerable orphaned children; CDG provides support for caregivers of disabled children. CSG assists low-income primary caregivers, and is the most widely used grant in South Africa. The Maintenance Acts mandates that fathers support their children even when the father is not married to the child's mother. However, due to poor implementation, and many instances where fathers were unable to support

the child, CSG helps mothers who are primary caregivers to better bear their high unpaid care burden.

Grants for older persons are provided to people ages 60 years and older. Although the old age pension supports the elderly, the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Older Persons in Africa (2016) calls on states to adopt policies that assume the older person will be supported by communities and families as long as possible (Esquivel and Kaufman 2017). Because caregivers are mostly women, this perspective increases the unpaid care burden for women.

There is evidence that infrastructure development, in general, reduces women's unpaid care burden. However, the infrastructural investment in South Africa remains low (Esquivel and Kaufman 2017). Since 2004, the Expanded Public Work Programme (EPWP) has increased employment among women, though with the unintended effect of contributing to longer working days for women (Esquivel and Kaufman 2017).

For workers in South Africa, Section 25 of the Basic Conditions of Employment Act, 1997 (amended in 2002 and 2013) entitles workers to full paid family responsibility leave – including for the birth of a child – for three days if they have worked for at least four months at one place of employment.

Following Section 25 of the Basic Conditions of Employment Act 1997 (last amended in 2014), female workers may take up to four consecutive months of maternity leave. An employee can take leave four weeks before the delivery and is not allowed to return to work within six weeks of child birth unless a medical practitioner certifies she may. In 2017, South Africa passed a labor law requiring employers to take a gender-neutral approach to parental leave. If the employee is the primary caregiver of the child either biologically or parenting by law, the employee is entitled to maternity leave regardless of whether the employee gave birth to the child. However, the statutory entitlement to such leave will expire when the child turns four months old (Moodley and Ferreira 2017).

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Egypt: Time Use Surveys and Policy Case Study



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Identify and Prioritize

In 2006, in cooperation with Egypt's Central Agency for Public Mobilization and Statistics (CAPMAS), the Economic Research Forum (ERF) designed the Egypt - Labor Market Panel Survey - 2006 (ELMPS 2006). The first longitudinal survey was conducted in 1998. A second round was in 2006, followed by a third round in 2012. The 2006 round was the first to examine time use in its questionnaire.

These longitudinal studies are nationally representative and cover topics such as household assets and durable goods, education, employment, migration, women's unpaid work, women's status and fertility, household enterprises, remittances, and non-work related income. The survey's panel design makes it possible to study various phenomena over time. For example, the questionnaire includes a large number of retrospective questions about the timing of major life events such as education, residential mobility, jobs, marriage, and fertility.

The Population Council wanted to create an evidence base for research that makes a difference in terms of policies and programs that target regional and gender-specific youth disparities and youth unemployment, while focusing on youth.¹ So it identified a need and created the Survey of Young People in Egypt for 2009 (SYPE 2009). This survey collects data on five key life transitions of education, work, family formation, health, and civic and political participation. It follows and expands the scope of the earlier Adolescence and Social Change in Egypt (ASCE) survey, conducted by the Population Council in 1997. The Council designed the survey in cooperation with the National Center for Examinations and Educational Evaluation, which designed and pretested the aptitude tests included in the survey, along with CAPMAS, which handled sample design.^{2,3} The Council also managed the metadata production, while the Information and Decision Support Center (IDSC) assisted with data collection and processing.⁴

Collect and Analyze

In Egypt, time use data has been collected as part of some national surveys.

Egypt - Labor Market Panel Survey - 2006 (ELMPS 2006)

The 2006 Labor Market Panel Survey sample consists of three types of households: those visited in 1998, split households formed by or joined by an individual who was part of the 1998 data collection round, and a refresher sample of 2,500 households. According to Barsoum (2007), The ELMPS 2006 final sample consists of a total of

2006

First time use module incorporated into the Labor Market Panel Survey

2009

Time use data collected through Survey of Young People in Egypt

2012

Second time use module incorporated into the Labor Market Panel Survey

2015

The Strengthening Social Safety Net Project launches. The project provides income support and expands social inclusion to almost 1.5 million poor Egyptian families with young children, the elderly, and persons with severe disabilities.

1 Population Council n.d.

2 The Center aims to develop an educational evaluation system in Egypt by defining its philosophy, methodology, methods and tools used by specialists.

3 CAPMAS is the official statistical agency of Egypt that collects, processes, analyzes, and disseminates statistical data and conducts the census.

4 IDSC's mission is to impartially support government decisions by offering advice on the best policy scenario mix and analytical research.

8,349 households distributed as follows: (1) 3,684 households from the original ELMS 1998 survey; (2) 2,167 new households that emerged from these households as a result of splits; and (3) a refresher sample of 2,498 households.⁵

Of the 23,997 individuals interviewed in 1998, the number of those still alive or in the country in 2006 was 22,987. Of those, 17,357 (75.5 percent) were successfully re-interviewed in 2006, forming a panel that can be used for longitudinal analysis. The 2006 sample contains an additional 19,743 new individuals. Of these, 2,663 individuals joined the original 1998 households, 4,880 joined the split households, and 12,200 were part of the refresher sample of households.

According to Barsoum (2007), interviewers asked children, ages 6–17, and all women, ages 18–64, questions about time use and domestic work. Data about time use was collected retrospectively through self-recall with the interviewer. The questions on domestic work are detailed and ask about time spent on various domestic chores during the past 7 days, but not on a daily basis: “Did you spend time cooking in the past seven days? How much time did you spend on it?”

For care activities, which are defined in the questionnaire as “caring for the sick or the elderly” and “taking care of children/ childcare,” two types of questions are asked:⁶

- “Did you spend time caring for the sick or the elderly in the past seven days? (while not doing other chores) How much time did you spend on it?”
- Did you spend time taking care of children in the past seven days? (while not doing other chores) How much time did you spend on it?”
- “Did you spend time on childcare at the same time that you were doing other activities in the past seven days? How much time did you spend on it?”

Although the questionnaire does not refer to care activities undertaken by more than one member, the questions indicate that the care activities were collected as a) primary or first activity only, and b) as either a secondary activity, or a primary activity but with a secondary activity as well.

The time use questions covered the last seven days. Given that recalls over the past week are subject to higher margins of error, than, for example, recall of activities over the past 24 hours, this may have somewhat diminished the quality of the data.

The Economic Research Forum (ERF) is the primary investigator for the ELMPs 2006.⁷ The data collection was administered by the ERF in collaboration with the Egypt’s Central Agency for Public Mobilization and Statistics.

Survey of Young People in Egypt - 2009 (SYPE 2009)

The SYPE sample is nationally representative, covering all governorates in Egypt.⁸ It is a stratified, multi-stage cluster sample. The primary sampling units (PSUs) come from the CAPMAS master sample, which is based on a 2006 census. The SYPE sample had 455 primary sampling units (PSUs), divided between urban and rural localities. The SYPE sample included 11,372 households corresponding to 20,200 male and female household members ages 10–29, according to Barsoum et al. (2010).⁹ However, not all of them were selected.

Based on the Kish grid technique used to eliminate sample bias, selection rules were adopted to randomly select from each household: one young person (either male or female) in the 10–14 age group, one female and one male young person, ages 15–21, and one female and one male young person, ages 22–29. A total of 16,061 young people were selected to be interviewed as part of this survey. Of this group, 15,029 young people were interviewed.

Data about time use was collected retrospectively through self-recall with the interviewer, referring to the previous week and to the previous day. Respondents were asked to report the hours and minutes they spent the previous day on 27 different activities, which can be grouped into eight activity categories: personal, school, domestic, market work, spare time, religious, voluntary, and commuting activities.

However, the questionnaire does not specify if the activity is undertaken separately or simultaneously with other activities, and it does not refer to care activities undertaken by more than one person. Example questions are: “Were you involved in [ACTIVITY] during the last week?” “Were you involved in [ACTIVITY] yesterday?” “How many hours were you involved in [ACTIVITY] yesterday?” (ACTIVITY= sleeping, bathing, eating, household chores inside the house like clothes/dish washing, cleaning, cooking, mending...). The care activities are defined according to the questionnaire as “domestic duties: care of children, sick, or elderly”.¹⁰ These questions do not indicate that the care activities were collected as primary or secondary activities.

The SYPE 2009 was administered by the Population Council, the Information and Decision Support Center, the National

⁵ Barsoum 2007

⁶ Economic Research Forum n.d.

⁷ Economic Research Forum 2016a

⁸ Economic Research Forum 2016c

⁹ Population Council 2010

¹⁰ Economic Research Forum n.d.

Center for Examinations and Educational Evaluation, and CAPMAS. The survey was funded by the Canadian International Development Agency, the World Bank, the United Nations Population Fund, the United Nations Development Programme, the United Nations Development Fund for Women, the Netherlands Embassy, the Swedish International Development Cooperation Agency, and the United Nations Children's Fund.

Egypt - Labor Market Panel Survey - 2012 (ELMPS 2012)

The Egypt - Labor Market Panel Survey 2012 (ELMPS) 2012 is the third round of a periodic longitudinal survey that tracks households and individuals interviewed in 2006, some of whom were also interviewed in 1998. The Economic Research Forum is the primary investigator of the ELMPS 2012.¹¹ The data collection was administered by the ERF in collaboration with the CAPMAS.

According to Assaad and Krafft (2013), the final sample for the ELMPS 2012 was 12,060 households, corresponding to 49,186 individuals, and consisting of 6,752 households from the 2006 sample, 3,308 new households that emerged from these households as a result of splits, and a refresher sample of 2,000 households.¹² Of the 37,140 individuals interviewed in the 2006 survey, 28,770 (77 percent) were successfully re-interviewed in 2012. These individuals, 13,218 of whom were also tracked in 1998, form a panel that can be used for longitudinal analysis. The 2012 sample also includes 20,416 new individuals.

The 2012 data collection process involved two phases: an enumeration phase undertaken in 2011, focused on locating households and individuals from the 2006 sample, and a fielding phase for the full 2012 survey from March 1, 2012 to June 10, 2012. As stated in the questionnaire, the time use data pertains to all individuals, ages 6–64. Data about time use was collected retrospectively through self-recall with the interviewer regarding his/her time allocation during the past seven days. Domestic activity data gleaned were not very detailed, as the questions grouped activities together:

- “Did you spend time cooking, washing dishes, doing laundry and ironing, cleaning your house in the past seven days? How much time did you spend on it?”
- “Did you spend time caring for children, the sick or the elderly in the past seven days? (while not doing other chores)? How much time did you spend on it?”

- “Did you spend time on childcare, caring for the sick or the elderly at the same time that you were doing other activities in the past seven days? How much time did you spend on it?”

Here, care activities are defined as “caring for children, the sick or the elderly”. The questionnaire does not refer to care activities undertaken by more than one member of the household.

Inform and Influence

Researchers can gain access to this data by applying for access on the ERF data portal.¹³ This survey was used multiple times in academic research and policy briefs.

Egypt - Labor Market Panel Survey - 2006 (ELMPS 2006)

Hendy (2010) uses ELMPS 2006 data to analyze time use in invisible unpaid work within the household and among both males and females.¹⁴ She also studies the effect of marriage on women's work habits and time allocation. She finds that marriage increases domestic labor for women, which in return can explain the low labor force participation of married females in Egypt.

Survey of Young People in Egypt - 2009 (SYPE 2009)

Roushdy et al. (2011) provided a report about the SYPE 2009 data.¹⁵ Chapter 8 of the final report includes a descriptive analysis of how youth spend time, including some comparisons by gender and rural-urban residents.¹⁶ It explores how young people spend their time, whether between work or leisure, providing information about their societal roles, and attitudes.

As the report notes, the analysis of time use is a prominent tool for understanding gender-role differences. While time spent by youth in personal maintenance and school related activities does not vary much by gender or across other background characteristics, the researchers found that labor market activities and domestic chores do vary greatly by sex. Males tend to spend more time in paid and unpaid market work, while females spend more time on housework and care activities.

Egypt - Labor Market Panel Survey - 2012 (ELMPS 2012)

This survey was used many times in academic research and policy briefs. Hendy (2015) investigates the reasons behind the persistently low female labor force participation in Egypt over time and across the different economic sectors, using

11 Economic Research Forum 2016b

12 Assaad and Krafft 2013

13 Economic Research Forum 2016a

14 Hendy 2010

15 Roushdy et al. 2011

16 Barsoum, Krafft, and Roushdy 2011

Table 1. Hours per week spent on housework and carework by females, ages 15–64 by marital status and employment status, 2006–2012.

	Employed				Not Employed			
	Never Married		Ever Married		Never Married		Ever Married	
	2006	2012	2006	2012	2006	2012	2006	2012
Hours of housework	19.3	12.3	38.0	23.9	16.8	10.3	32.9	22.9
Hours of carework	0.9	0.8	7.4	5.4	1.0	0.6	9.9	6.7
Total hours of domestic work	20.1	13.1	45.4	29.3	17.8	10.9	42.8	29.6
N (Observations)	550	396	2,067	2,233	2,781	2,872	6,542	9,633

Source: Hendy (2015).

the Egypt Labor Market Panel Surveys (ELMPS 1998, 2006, 2012).¹⁷ She analyzes the determinants of Egyptian women's participation in the labor markets. Among the factors studied, she uses female time allocation from ELMPS 2006 and 2012. She finds, as Table 1 shows, that women who were married once or still are tend to spend larger shares of their time on care activities than never-married women. Those married once or who are still married and employed spend more time on domestic chores and care activities than unemployed ever-married women.

Policy

The 1994 Civil Status Law and the 1996 Child Law, amended in 2008, ensure that every Egyptian child grows up in a responsible family, protected from all kinds of violence, abuse, mistreatment, and exploitation. The law also protects children from all types of discrimination and guarantees equality among children in exercising all their rights.¹⁸

Meanwhile, through the Ministry of Social Solidarity, the government establishes several childcare projects and amenities for childcare.¹⁹ In 1959, the ministry developed the Alternative Family System to enroll children deprived of family care, especially those without family members, into families chosen according to certain conditions and criteria to ensure these children are cared for and safe.

The ministry also established the Child Project, which focuses on providing services and developing children's programs in rural society by providing an appropriate environment for the care and development of preschool children and providing opportunities for their integrated development.

Furthermore, the Working Child Project works to foster and develop working children from the age of 6 to 15 years and aims to create the opportunity for the child to grow fully integrated in all physical, mental, and emotional aspects. It also provides a full meal weekly and raises awareness in the community about the negative effects of child labor. The project also attempts to compensate for missed schooling by helping the child integrate into society as a child and with literacy classes.

Additionally, children's libraries all over the country target children between 6 and 15. They aim to care for children socially, culturally, and educationally during their free time.

Moreover, the government launched several Accommodation Institutions, which are homes for children deprived of family care because they are orphaned or their families disintegrated. These homes aim to provide social, educational, health, vocational, religious, and recreational care for these deprived children.

National Care System and Policy Ecosystem

Key stakeholders in the National Care System include:

- The Ministry of Social Solidarity: social care programs and amenities for women, children, elderly and disabled
- The Ministry of Health and Population: institutions and care programs for the elderly and disabled
- Nongovernmental organizations collaborate with the Ministry of Social Solidarity to provide certain care programs.

The care policies in Egypt cited above were established before time use data was gathered. Therefore, the data

¹⁷ Hendy 2015

¹⁸ Arab Republic of Egypt 2008

¹⁹ Arab Republic of Egypt, Ministry of Insurance and Social Affairs. n.d.

cannot be said to have had a direct policy impact. The absence of a link between the time use data and policies can be explained by the fact that the data was gathered without a specific policy objective in mind. In addition, there was no demand among primary governmental users for this data.

However, there is potential for the data to be used to influence policy directly or indirectly. For example, the Ministry of Social Solidarity, could use this data to update its national care system. Time use data may also influence policymakers indirectly by raising their awareness about the amount of time females spend on domestic work and care activities, which affects in turn their labor market activities.

This data on female invisible unpaid work complements the rich information and studies we have about women's labor market activities. Studying these two together would enable us to better understand the market behavior of women, and thus design and implement the right policies to raise the persistently low female labor force participation rates in the MENA region.

Although house chores and care activities earn no money and are not counted in national accounts, these activities take up much time that could have been invested in the labor market. Therefore, policies that aim to facilitate the family and house life of females and reduce the gender-biased labor division within households are an investment in the country's economy in general.

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Ghana: Time Use Surveys and Policy Case Study



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Background

Time use information in Ghana has been collected in three ways over recent years. The most consistent approach is the Ghana Living Standard Survey (GLSS), rounds of which were conducted in 1991–1992, 1998–1999, 2005–2006 and 2012–2013; the most recent round of GLSS data was collected in 2016–2017 but was not available at the time of writing. The Government of Ghana, the World Bank, and the European Union have provided the technical and financial support for GLSS.

The second way that time use data has been collected is the EGC-ISSER Socioeconomic Panel Survey (2009–2010), which collected data on Ghana's socioeconomic conditions. This survey was conducted by Economic Growth Center (EGC) at Yale University and the Institute of Statistics, Social and Economic Research (ISSER) at the University of Ghana. Although it was designed as a panel study with data collection at 3 year intervals however, the first wave of data was the only one completed. It should be noted that both the GLSS and the EGC-ISSER Socioeconomic Panel Survey covered the time use activities in aggregate with a short time use module in the questionnaire.

In 2009, Ghana conducted a stand-alone time use survey which provides much more detailed information. The following discussion is based on the stand-alone 2009 GTUS.

Identify and Prioritize

To recognize and account for women's contribution to the economy in both paid and unpaid domestic work, the Fourth United Nations World Conference (Beijing Platform for Action, 1995) called for the collection of appropriate data. In 1998, the United Nations Economic Commission for Africa (UNECA) held a subsequent conference on the theme African Women and Economic Development: Investing in Our Future. The conference focused on the past and future contribution of women to Africa and the world economy and in particular issues relating to gender discrimination.

Based on discussions at the conference, the African Center for Gender and Social Development (ACGS) of UNECA developed the framework for considering women's non-market work in national accounting systems and national budgets. An Africa-specific guidebook to integrate gender perspectives was developed (UNECA/ACGD 2004). UNECA, in collaboration with other agencies, used the guidebook to create a detailed manual on collecting sex-disaggregated time use data in Africa.

Implementation in Ghana

In 2009, as part of an initiative by UNECA to promote the Time Use Surveys, Ghana Statistical Service (GSS) conducted the first standalone time use survey in the country. UNECA and the Government of Ghana provided the financial and technical support, with additional financial support from the African Development Bank. The GSS managed the day-to-day operations of the survey from recruiting staff to supervising the field work and processing the data.

1991–1992

Round 3 of Ghana Living Standard Survey (GLSS) is conducted with a short time use module

1998–1999

Round 4 of the GLSS is conducted with a short time use module

2005–2006

Round 5 of the GLSS is conducted with a short time use module

2008

The leading cash transfer program, Livelihood Empowerment against Poverty (LEAP) is introduced by Ghana's National Social Protection Strategy. This project is currently administered by the Department of Social Welfare (DSW) in the Ministry of Gender, Children and Social Protection (MoGCSP)

2009

The Government of Ghana pilots gender-responsive budgeting in education, health, and agricultural sectors of the economy

The pilot survey for the first national stand-alone time use survey (TUS) of Ghana is conducted

The first national stand-alone TUS in Ghana is conducted

2009–2010

The EGC-ISSER Socioeconomic Panel Survey is conducted to collect data on Ghana's socioeconomic conditions. The survey includes a short time use module

2012–2013

Round 6 of the GLSS is conducted with a short time use module

The objective of the Ghana Time Use Survey (GTUS) was to build the GSS and the UNECA member capacities to collect gender statistics on surveys and censuses. The Time Use Survey aimed to:

- measure economic participation of women to feed into the government policies designed to address gender inequality;
- help to incorporate gender dimensions in poverty reduction strategies;
- include the contributions of women in National Satellite Accounts on Household Production;
- contribute to developing gender aware macroeconomic models for Ghana;
- improve the methodology and measurement of work and work-related activities; and
- mainstream gender into development programs by informing the stakeholders on how Ghanaians spend their time.

Collect and Analyze

Both a household questionnaire and an individual time use diary, were used to collect the information in the survey. The household questionnaire collected information about demographic and socio-economic characteristics of the members of the household and was used to identify eligible household members for the individual interviews (GSS 2012).

The household questionnaire captured the following:

- Composition/ demographic information: relationship to head of the household, sex, age, nationality, religion, marital status and type of marriage, education and employment for members ages 10 years and above.
- Socioeconomic characteristics: employment status, main and secondary occupation, and industry of the primary occupation.
- Household characteristics: type and ownership of dwelling, the number of rooms in the dwelling, the main source of lighting for dwelling, types of fuel used for cooking, the collection of fuel, source and collection of drinking water, and ownership of household items.
- Household assets: ownership and control of assets like farmland, land, livestock, industrial equipment, building/dwelling, non-residential premises, import or sale license, transportation equipment, car, bicycle, motorbike, cart, and corn mill by males, females, or both.

- Use of social services: use of primary and secondary school, health facility, and market near the dwelling, and distance of the primary and secondary school, health facility, and market from the dwelling.
- Household expenditure: spending on consumption and payment made by household and non-household male or female member.

The individual diary was used to record information on the individual's activities, and the duration and location of activities within one-hour slots for a day. All eligible household members were asked about their activities in the 24 hours beginning at 4 am on the previous day through a face-to-face interview. Each individual questionnaire was linked to a household questionnaire (GSS 2012).

In each time slot at most five activities could be recorded and respondents were asked to identify whether these were simultaneous or consecutive. At least one activity was required to be documented in each time slot. If more than one activity was carried out in a given time slot, the interviewer asked the respondents to estimate the time in minutes spent on each task. However, there was no way to identify whether the respondent had undertaken the activity alone or jointly with others.

The location of the respondents during the activities was also recorded using two sets of codes. The first set of location codes captured whether the respondents were at home, someone's house, school or college, workplace, other places, or traveling. The second set of location codes related to the mode of transport the respondent was using: walking, private car, taxi, train, bus, bicycle, and other. In addition, the interviewer also recorded the person/ group for whom the respondents performed the activities (self, household, work, friend, charity, community, child, or other).

Sampling

The sampling frame for the 2009 GTUS was the 2008 Ghana Demographic and Health Survey (GDHS) sample. The sampling frame was first stratified into the 10 administrative regions in the country, then into urban and rural Enumeration Areas (EAs). At the first stage of sampling, 300 EAs were selected, using systematic simple random sampling, as Primary Sampling Units (PSUs) from the 412 EAs that were included in the 2008 GDHS. The second stage of sampling involved selecting (using systematic simple random sampling) 16 households in each selected EA as Secondary Sampling Units (SSUs).

This resulted in a sample of 4,800 households. This included a 20 percent assumed non-response rate and substitution of households in the field was not permitted.

Rural areas were oversampled as variations in the variables to be studied were expected to be greater in rural areas. Weights were adjusted for the variation in the 2000 census population, the 2008 GDHS population, and the 2009 GTUS population to represent the 2009 census population measurement. Weights were also adjusted for nonresponse and oversampling of the rural household.

Of the 4,800 sampled households, 4,193 took part in the survey. Of the 10,742 individuals who were eligible for the survey, 9,297 individuals responded. All individuals ages 10 years and older were interviewed for the 24-hour activity diary. Heads of households were the respondents for the household questionnaire. When the individual respondents for the diaries were absent, a minimum of three call backs were made to complete the diaries.

Pilot survey

Before launching the survey, a pilot was conducted to test the sample design, check the flow of the questionnaire and the time required to complete it, and identify the target population. Fieldworkers were trained on the concepts, survey instruments, and procedures. Training was conducted through role play to familiarize workers to the field process.

The TUS Secretariat at the GSS and UNECA facilitated the pilot survey. Based on a competitive selective test, 20 fieldworkers were selected for the pilot survey which was conducted from April 19 to 25, 2009.

Analysis

The Ghanaian TUS defines “reproductive work” as:

“activities such as rearing and caring for children; caring for the elderly, ill, disabled and other household members; caring unpaid for non-family members; and cooking and cleaning, and fetching water and fuel. These activities constitute production, but are not included in the calculation of gross domestic product.”

In addition, the Ghanaian TUS defines the “care of children and adults” as:

“time spent doing activities to care for or help any child (under age 18) or adult in the household, regardless of the physical or mental health status of the person. Childcare and adult care are defined under two categories - primary and secondary. Primary childcare refers to time spent directly and exclusively on a child while not engaged in any other activity (e.g. housework, watching television). These activities include time spent providing physical care, reading to and playing with children, changing diapers, taking care of children’s health needs, dropping off, picking up and waiting for children, assistance with homework, etc. Primary

adult care refers to time spent directly helping and caring (dressing, bathing, grooming, etc.) for a sick, elderly or disabled relative or other adult. Also, included here is help given directly to these dependent adults with housekeeping tasks such as cleaning, laundry, shopping and meal preparation. Secondary care of children and adults implies having responsibility for their well-being and being available to them while engaged in other primary activities. For example, your child may be doing homework or watching television, and a disabled or sick parent may be reading in the next room while you are doing dishes. Secondary childcare or adult care therefore also overlap with other activities.”

To code the activities, The United Nations draft of International Classification of Activities for Time Use Statistics (ICATUS) was used. The ICATUS first divides activities into 15 main groups. Five broad activities are under System of National Accounts (SNA) production, three under the activities which are considered work, like unpaid care work but are outside the SNA categories, and seven broad activities cover nonproductive activities which do not fulfill third person criteria (i.e. they cannot be delegated to another person and achieve the same results). The activity coding that covers explicitly caring for the household or non-household members is provided in the Appendix.

In the Ghanaian TUS, collection of fuel, firewood or dung, and water was categorized as an economic activity under primary production activities, which are not for the market, following ICATUS’ SNA classifications.

To fully capture childcare activities, after completing the diaries, interviewers prompted the respondents by asking: “Did you spend any time during the day looking after children?” If the respondents confirmed that they had, the interviewer inquired further whether they had stated all the information on childcare activities in the diary. They also told respondents to report all activities fully if not already done so.

The interviewer took the same approach when asking about adult care, asking: “Did you spend any time during the day taking care of adult persons?” The interviewer would ensure that the respondent recorded the activities if they had failed to mention them before. Additional information on the activities was collected by asking the respondents about whether the diary day was typical for them.

For capturing personal care activities, separate codes were used to report personal care and self-maintenance under the main group of nonproductive activities. The personal care activities also included the time respondents spent getting medical care from professionals, household members, and from other nonhousehold members.

Findings

The general findings regarding women's and men's share of unpaid work indicate a large gender gap. For example:

- Women spent around 2 hours 51 minutes per day providing unpaid domestic services for own final use within the household, whereas the figure for men was 1 hour 6 minutes per day.
- Women spent around 1 hour 8 minutes per day, while men spent 22 minutes per day, on providing unpaid caregiving services to household members.
- Men were more likely than women to be formally employed while women were more likely than men to do paid domestic work.

Data limitations relate to how care was measured. The weaknesses of the Ghana TUS in measuring care are as follows:

- Care for children other than the respondent's own was not disaggregated as much as care for own children.
- It is not possible to compare the extent of passive vs. active care.
- Analysts cannot differentiate between the care provided to the elderly, disabled, or ill as the questionnaire only asks about care provided to children or adults.
- Due to the methodology that shaped how the questionnaire was administered, there may be recall issues for respondents.
- Seasonality was not taken into account; the diaries were collected in two consecutive months.

Inform and Influence

The Ghanaian TUS data is available from GSS and access is obtained through application to GSS. A report presenting the findings of the TUS is available on the GSS website and contains information on participation in an activity and average time spent on grouped activities. Both sets of information are disaggregated by sex. Particular attention was given to the time spent by respondents on childcare.

The level of influence that the 2009 GTUS has had would appear to be low. To date, a second round of data collection has not taken place, nor does the National Statistics Development Strategy prepared in 2016 make provision for another standalone survey over its lifetime (GSS 2016). A second round of the ECG-ISSER panel study has also not been carried out. Of the social protection policies listed below, none mention Time Use data as a source of information, and they are primarily aimed at addressing vulnerability rather than the unpaid care burden.

All of the above suggests that carrying out a dedicated time use study in Ghana is a low priority for both policy makers and the GSS. It also suggests that any further data collection may require a similar external initiative as that of UNECA which supported the 2009 GTUS or strengthening the short time use module collected within the GLSS.

Policy

In 2009, the Government of Ghana piloted gender-responsive budgeting in education, health, and the agricultural sectors of the economy (Addo n.d.). In addition, a training manual to incorporate gender was prepared by the Parliamentary Center in 2009 (Parliamentary Center 2009). However, detailed information on whether the Government of Ghana has continued to adhere to gender budgeting or incorporation of gender in the parliamentary process in later years cannot be assessed. A clear link between the 2009 GTUS and the implementation of gender budgeting is not likely given that the report based on data collection was not released until 2012.

The Medium-Term Expenditure Framework (MTEF) of 2016–2018 by the Ministry of Gender, Children and Social Protection in 2016 makes no mention of the Time Use data and shows that policies in Ghana to date have been more focused on reducing poverty through targeting the vulnerable. The programs have also targeted human trafficking, domestic violence, and cultural rituals like female genital mutilation (FGM) (Ministry of Gender, Children and Social Protection 2016; Addo n.d.). It does not appear that any policy aimed at addressing the unpaid care economy of Ghana has been pursued as a result of the 2009 GTUS.

However, the gender gap in time allocation and the need for policies to address the unpaid work burden of women are addressed by civil society and academics who have used the TUS data to analyze economic outcomes. Some of the existing papers which have used the GTUS are:

Acheampong, Kofi. 2015. "Determinants of farm and non-farm family-controlled child labor." *International Journal of African Development* 2, no. 2: 7.

Aryeetey, Ernest, and Ravi Kanbur, eds. 2017. "The Economy of Ghana Sixty Years after Independence." New York: Oxford University Press.

Charmes, Jacques. 2015. "Time use across the world: Findings of a world compilation of time-use surveys." Human Development Report Background Paper, UNDP.

Rios-Avila, Fernando. 2016. Quality of Match for Statistical Matches Used in the Development of the Levy Institute Measure of Time and Consumption Poverty (LIMTCP) for Ghana and Tanzania. Working Paper no. 873.

Honorati, Maddalena., and Sara Johansson de Silva. 2016. "Expanding Job Opportunities in Ghana." *Directions in Development*. Washington, D.C.: World Bank Group.

Existing Care Policies in Ghana

Ghana has seen a number of poverty reduction programmes and infrastructure developments implemented in recent years which though not expressly aimed at addressing the unpaid care burden, may have helped to lessen it (Esquivel and Kaufman 2017).

LEAP

The most extensive cash transfer program in Ghana, the Livelihood Empowerment against Poverty (LEAP) did not explicitly target care as an area for change; rather this program targeted extremely poor households by providing cash and health insurance. LEAP is a leading program of Ghana's National Social Protection Strategy and is administered by the Department of Social Welfare (DSW) in the Ministry of Gender, Children and Social Protection (MoGCSP). Begun in 2008, LEAP expanded its program coverage in 2009 and 2010. It targeted households with at least one member in one of the following demographic categories:

- Age sixty-five years and above without any form of support
- Severely disabled without productive capacity
- Orphaned and vulnerable children
- Extremely poor or vulnerable households with pregnant women and mothers with infants

Besides cash transfers, LEAP provided free health insurance to the beneficiaries under the National Health Insurance Scheme which started in 2004–2005. To improve childhood nutrition, the government of Ghana collaborated with UNICEF Ghana and USAID to target households with pregnant women and infants. Female-headed households are more likely to participate in LEAP than male headed households (The Transfer Project 2017).

National Early Childhood Care and Development Policy

Ghana's Early Childhood Care and Development Policy has been noteworthy due to its coordinated approach to providing basic care for children from birth to 8 years of age. However, the quality of services provided, such as basic education, require much improvement (Esquivel and Kaufman 2017). While key indicators have shown improvement, for example enrolment in pre-primary education, a 2011 UNICEF report found that rates of maternal and child mortality, malnutrition and lack of access to adequate water and sanitation remained high, with substantial disparities across income groups and geographic regions (UNICEF 2011).

Other programmes such as school feeding, which provides one hot nutritious meal per day, free school uniforms, exercise books, and take-home rations for girls, may also help to lessen the strain of unpaid care work (World Bank 2016).

Health Care and Social Welfare

6.9 million Ghanaians are exempt from payment of premium for the National Health Insurance System (NHIS) including persons under 18, over 70, LEAP beneficiaries, the indigent, pregnant women and social insurance pensioners (World Bank 2016).

Social welfare services targeting a small number of children, the elderly and persons with disabilities is also available (World Bank 2016).

Parental Leave

According to section 57 (1 and 3–5) of the Labor Act 2003 (Act 651), employees are entitled to at least 12 weeks of maternity leave. In the case of critical medical issues, or when two or more babies are born, maternity leave can be extended by an additional two weeks. Upon returning to work, mothers are entitled to take an hour break during her service time to breastfeed her children (Wage Indicator 2017b). There is no limit to the number of times maternity leave can be taken. While there is no provision for paternity leave, family responsibility leave is an option. According to the Labor Act of Ghana, full-time workers are entitled to annual leave of at least 15 days after working at a place of employment for more than a year. The worker simply needs to provide at least 30 days' notice before taking the leave (Wage Indicator 2017c).

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Appendix

Activity codes that cover care are:

3	Unpaid domestic services for household and family members
31	Food and meals management and preparation
311	Organizing, planning and preparing meals/snacks
312	Serving meals/snacks
313	Cleaning up after food preparation/meals/snacks
314	Storing, arranging, preserving food stocks
315	Stoking/tending oven or fire for cooking
319	Other activities related to food and meals management and preparation
32	Cleaning and upkeep of dwelling and surroundings
321	Indoor cleaning
322	Outdoor cleaning
323	Recycling and disposal of garbage
324	Upkeep of in/outdoor plants, hedges, garden, grounds, landscape, etc.
325	Tending furnace, boiler, fireplace for heating and water supply
329	Other activities related to cleaning and upkeep of dwelling and surroundings
33	Do-it-yourself decoration, maintenance and small repair
331	Do-it-yourself improvement, maintenance and repair of dwellings
332	Installation, servicing and repair of personal and household goods including ICT equipment
333	Vehicle maintenance and minor repairs
339	Other activities related to do-it-yourself decoration, maintenance and small repair
34	Care and maintenance of textiles and footwear
341	Hand-washing; doing laundry
342	Drying; hanging out, bringing in wash
343	Ironing/pressing
344	Mending/repairing and care of clothes and shoes; cleaning and polishing shoes
349	Other activities related to care of textiles and footwear
35	Household management for own final use
351	Paying household bills

352 Budgeting, planning, organizing duties, activities, etc.

353 Selling, disposing of household assets

354 Moving to new place to live

359 Other activities related to household management

36 Pet care

361 Daily pet care including feeding, cleaning, grooming, walking, playing with pets

362 Using veterinary care or other pet care services (grooming, stabling, holiday or day care)

369 Other activities related to pet care

37 Shopping

371 Shopping for/purchasing of goods and related activities

372 Shopping for/availing of services and related activity

38 Travelling, moving, transporting or accompanying goods or persons related to provision of services for own final use

380 Travelling, moving, transporting or accompanying goods or persons related to provision of services for own final use

39 Other unpaid domestic services for household and family members

390 Other unpaid domestic services for household and family members

4 Unpaid caregiving services for household and family members

41 Childcare and instruction

411 Caring for children including feeding, cleaning, physical care

412 Providing medical care to children

413 Instructing, teaching, training, helping children

414 Talking with and reading to children

415 Playing and sports with children

416 Minding children (passive care)

417 Meetings and arrangements with schools and child care service providers

419 Other activities related to childcare and instruction

42 Care for dependent adults

421 Assisting dependent adults with tasks of daily living

422 Assisting dependent adults with medical care

423 Assisting dependent adults with forms, administration, accounts

424 Affective/emotional support for dependent adults

425 Passive care

426 Meetings and arrangements with adult care service providers

429 Other activities related to care for dependent adults

43 Help to non-dependent household and family members

431 Feeding, cleaning, physical care for non-dependent household and family members including for temporary illness

432 Affective/emotional support for non-dependent household and family members

439 Other activities related to care for non-dependent household and family members

44 Travelling and accompanying goods or persons related to unpaid caregiving services for household and family members

441 Travelling related to care-giving services for household and family members

442 Accompanying own children

443 Accompanying dependent adults

444 Accompanying non-dependent household and family members

449 Other travel...(

49 Other activities related to unpaid caregiving services for household and family members

490 Other activities related to unpaid caregiving services for household and family members

South Korea: Time Use Surveys and Policy Case Study



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Identify and Prioritize

Prior to 1999, the academic community and the Korea Broadcast system had previously collected small-scale time use surveys focusing on leisure and free time use patterns, but the country had no previous history of collecting data for a time use survey (TUS) that was nationally representative. These small-scale surveys lacked information on unpaid domestic and care work along with production by households.

When the System of National Accounts 1993 was adopted by the United Nations Statistical Commission during its 27th session in 1993 as the international standard for compilation of national accounts, South Korea's interest in collecting data pertaining to unpaid production of services within households began to expand significantly (Shon 1999). In 1995, the initiatives by EUROSTAT together with the Fourth UN World Conference on Women in Beijing that led to the adoption of Global Platform for action, which underlined the importance of collecting and measuring unremunerated work, motivated South Korea to develop its first nationally representative TUS (Shon 1999). Consequently, KOSTAT started to prepare for its first large-scale TUS in 1997 and collected its first TUS in 1999 (Shon 1999).

South Korea conducts the TUS every five years and has conducted four surveys (in 1999, 2004, 2009, and 2014) so far. The main rationale for conducting the TUS is to provide information on how Koreans spend their time and when they perform certain activities to enhance the understanding of their lifestyle and quality of life (Statistics Korea 2015). A second rationale is to understand how women and men spend their time on unpaid housework, analyze the economic value of housework, and provide basic data necessary for integrating the satellite account of households into the national accounts system (Statistics Korea 2015). A third reason is to use the Korean Time Use Survey (KTUS) to establish public policies on relevant topics, such as work-life balance, labor, and welfare, and facilitate academic research (Statistics Korea 2015).

Collect and Analyze

Statistics Korea (KOSTAT) is the government agency that manages TUS implementation, conducting each TUS. Prior to conducting the survey, KOSTAT creates a survey questionnaire, conducts relevant literature reviews, examines the international activity classification, gathers opinion from TUS users, conducts pilot surveys, arranges gifts for each respondent, and meets with outside experts to improve the implementation of each TUS. KOSTAT also trains supervisors from every local office to conduct the survey (Choi 2011). For each TUS, the trained interviewers visit the households prior to the time-diary date to explain the survey, confirm their cooperation, and give the gift to each respondent. In 2009, \$13 was given to the household head and \$5 to other household members who completed the diaries (Choi 2011).

1982

Early Childhood Education Promotion Act goes into effect

1991

Child Care Act introduced

1997

South Korea's government begins to increase investments in social care

1999

Statistics Korea (KOSTAT) collects the first time use survey (TUS) data

2000

Ministry of Employment and Labor introduces the Maternity Protection Act

2004

KOSTAT conducts its second TUS

2006

The government introduces Vision 2020 Plan to raise fertility and prepare for a society with extreme aging

2008

Long-Term Care Insurance Program for elderly individuals established

2009

KOSTAT conducts its third TUS by collecting time use data in two different seasons

2014

KOSTAT begins to conduct the TUS in three different seasons

Each TUS consists of three parts: the household questionnaire, individual questionnaire for all household members, and time diary. In each TUS, the household questionnaire contains data on household composition, household income range, and the type of occupancy and dwelling. The individual questionnaire includes data on the member's relationship to the household head, gender, age, educational attainment, feelings about time pressure, gender roles, economic activity, side job, weekly working time, occupation, employment status, monthly gross average income range, days off, and subjective evaluation of time pressure and tiredness. Information for the individual and household questionnaires is collected in face-to-face interviews.

A diary method is used to collect the time use data; each respondent is asked to keep a time-diary and record his or her activities in the diary. In the 2014 TUS, each respondent was asked to record their main and secondary activities in 10-minute intervals for two full days. These self-recorded activities are then coded into three-digit activity codes. In addition to secondary activities, the diary in the 2014 TUS includes contextual information on whom the respondent was with while performing each activity, location of the activity (home or away from home), and mode of transportation to fully understand the main activities (Statistics Korea 2014). The respondent is able to select an answer from multiple choice options. Since 1999, the household and individual questionnaires along with time diaries have undergone minor changes over time. These changes are highlighted below in Table 1.

For all versions of surveys, the sample of TUS consists of four levels, which includes a sample of enumeration districts (EDs), households, individuals, and diary days. For the 2014 TUS, 540 EDs are selected from the Social Survey household sample using a systematic sampling method. From each selected ED, 15 households were randomly selected based on a simple random sampling approach. Within each sampled household, all household members ages 10 years or above are interviewed. The sample for the 2014 TUS contained 27,000 individuals from 12,000 households.

In the 2014 TUS and its previous versions, the diary days were pre-assigned. The 15 selected households in each ED are divided into five groups (A to E). Each group consists of three households, then two consecutive days were assigned to each group during the survey. Saturday and Sunday were assigned twice among the 5 groups.

For example, if group A is assigned Friday and Saturday, then Group B is assigned Sunday and Monday, etc. The 2014 TUS was conducted three times a year (July, September, and late November/early December) to better capture the

relationships between temperature (also rainfall and weather patterns) and activities (Choi 2011; Choe, Choi, and Kim 2013). Cluster analysis is adopted to stratify diary days for the 2014 TUS. The clustering variables used in the analysis included weather patterns (temperature, rainfall, wind speed, humidity, sunshine duration, etc.) between 2008 and 2012 (Choe, Choi, and Kim 2013).

Classification of Care Activities

Benchmarking Harmonized European Time Use Survey (HETUS), Multiple Time Use Study (MTUS), and International Classification of Activities for Time Use Statistics (ICATUS) for international comparability, KOSTAT created its own activity classification for its TUS to reflect cultural heritage and recent trends, including the growing use of electronic devices. KOSTAT adjusts and modifies its classification of time use activities over time. Table 1 below shows changes made to care activities. In the 2014 TUS, all self-recorded activities are categorized into 9 one-digit, 50 two-digit, and 143 three-digit categories (Choe, Choi, and Kim 2013).

In the 2014 TUS and previous versions, care activities are defined as unpaid activities associated with providing care for family members. The one-digit level category that captures involvement in care tasks is under "Family Care" for all versions of the surveys. In the 2014 TUS, its two-digit category for care work includes the following breakdown of care activities: preschool childcare, elementary school care, school child care (excluding elementary-aged children), spouse care, parents care, and other family care activities. Its three digit level care activities are: physical care of preschool children; reading or playing with preschool children; physical care of school-aged children (getting up, preparing children for school, etc.); teaching the child (helping with homework, guiding in doing things, playing); visiting school (spending time at a daycare establishment, school, attending parent-teacher meetings); spouse care (massaging, mental, or physical help), parents care (physical care of parents, grandparents, washing, waiting on parents at table, accompanying parents to doctor), and other family care (Choi 2011).

Taking into account the primacy and intensity of activities, each respondent is asked to record activities, including care activities, that are performed simultaneously with a primary activity as a secondary activity in their time use diaries for all surveys. For the 2009 TUS, time spent supervising children is often recorded as a secondary activity to main activities, such as doing housework, watching television, or meeting friends. As a result, KOSTAT takes into consideration both primary and secondary care activities in the TUS questionnaire (Choi 2011). Additionally, when care activities are undertaken by more than two household members,

each respondent can record the people whom s/he was with under the “with whom” column in the questionnaire (Statistics Korea 2014).

Over time, South Korea’s time use surveys have asked for more contextual information. In the 1999 and 2004 surveys, the questionnaire did not contain separate columns for contextual information, but respondents were asked to write down the mode of transportation and with whom they did an activity. For the 2009 TUS, the questionnaire added separate columns for questions that asked where the person was when performing each activity and with whom. The 2014 TUS asked about type of transportation. And options for answering “with whom” were more granular, distinguishing between children younger or older than 10. In addition, being with parents was an option.

As the TUS evolved, some other changes related to attitudes and household traits were made. For example, the 2004 TUS asked respondents what they thought of the following statement: “The role of men is work and the role of women is care.” Another question asked people how they felt about sharing household work at home. For other changes made to the TUS since its inception, see Table 1.

Inform and Influence

Academics, research institutions, and international organizations have relied on the TUS to examine South Korea’s key policy issues pertaining to providing care services to women, children, elderly, and the infirm. For instance, a recent Asian Development Bank Economic Working Paper by Kim and Chin (2016) uses the 2009 KTUS along with other datasets to provide a theoretical framework that explains the determinant of female labor market participation, human capital accumulation, and economic growth in the context of South Korea. This paper offers empirical evidence which supports policies that eliminate gender discrimination in the labor market.

Kim and Chin (2016) use the 2004–2014 TUS to examine changes in time spent on housework among married women and men with a preschooler as their first-born child. Using the 2004 and 2009 KTUS, Noh and Kim (2015) analyze the feminization of poverty in Korea focusing on time use and time poverty. This study uses their findings to advocate for policies that reduce poor women’s total work time. Kim (2016) evaluates the Long-Term Care Insurance program in South Korea using the 2014 KTUS. Peng (2009b) uses the 2004 KTUS to examine women and men’s time in unpaid care work in an effort to examine political and social economy of care in South Korea. Kwon (2007) estimates the total value of unpaid work performed by Korean women using market replacement cost and opportunity cost methods and findings from the 1999 and 2004 TUS.

While these papers attempt to provide empirical evidence based on the KTUS to help strengthen the country’s care policies, no evidence indicates that government agencies responsible for drafting care policies use a TUS to design and implement care policies. Policy decisions on care services for women, elderly, children, and infirm are based on socioeconomic data, such as female labor force participation, the number of elderly individuals, and the number of childcare facilities.

While TUS datasets are not available online, evidence shows that KOSTAT is committed to making time use information available to the public through several channels to help increase the awareness among academics and research institutions of the time use patterns of different segments of the population. KOSTAT’s method of disseminating time use information includes descriptive TUS reports produced for each survey and presentations KOSTAT statisticians deliver at domestic and international conferences. For example, KOSTAT statisticians gave a detailed presentation on improvements in the 2014 TUS at the International Seminar on Gender Statistics held in South Korea in 2013.

Table 1. Selected changes made to South Korea’s Time Use Survey

	1999 TUS	2004 TUS	2009 TUS	2014 TUS
Sample size	17,000 HHs	12,750 HHs	8,100 HHs	12,000 HHs
No. of surveys per year	One survey in September	One survey in September	Two surveys in March and September	Three surveys per year
Classification of care activities	Reading and playing with preschool children were combined as one activity		Reading and playing with preschool children were categorized as separate activities	Elementary school care was added

Source: Statistics Korea (2014).

International Organizations, namely the Asian Development Bank, along with academics, play a significant role in disseminating time use information. The box below describes the main findings of the 2014 TUS.

As explained in the section above, time use surveys have been widely used among academics and research institutions to examine key policy issues and make policy recommendations. Their analysis of time use surveys has helped to shed light on the effectiveness of government care policies and raise awareness of gender differences in time use patterns.

Key findings from the 2014 Time Use Survey.

On average, males spent 47 minutes on household activities and family care. The time they allocated to these activities increased by 5 minutes compared to five years prior.

Females spent an average of 208 minutes (or 3 hours and 28 minutes) on such tasks, a 9-minute decline compared to five years prior.

Koreans worked an average of 3 hours and 16 minutes. Males worked an average of 4 hours and 8 minutes, compared to 2 hours and 26 minutes for females.

Source: KOSTAT (2015).

Policy

South Korea's investments in the care of young children and elderly have increased considerably since 1990 (Peng 2011). The country's commitment to the expansion of social care has been predominately motivated by a sharp decline in its total fertility rate along with a rapidly ageing population (Peng 2009b). The South Korean government led by Kim Dae-Jung and Roh Moo-Hyun also used social investment in childcare and early child education, elderly care, and skills training as an instrument to not only develop human capital, but also increase job creation and stimulate economic growth. Additionally, the country's emphasis on care policy has been informed and motivated by increasing global support for social investment by international organizations, namely the Organisation for Economic Co-operation and Development (OECD) and United Nations Educational, Scientific and Cultural Organization (UNESCO), according to Peng (2009b). The care policies that South Korea currently has in place include the Early Childhood Education and Care Policy, Long-Term Care Insurance Program, Maternity Protection Act, and welfare policies for persons with disabilities.

Early Childhood Education and Care Policy

The Early Childhood Education Promotion Act established in 1982 led to rapid growth of private and public kindergartens in South Korea. Paralleling the development of early childhood education is the childcare legislation enacted through the Child Care Act of 1991 (Na and Moon 2003). The increasing prevalence of nuclear families over extended families, declining fertility, aging population combined with increasing women's participation in the labor market in the 1990s increased the demand for education and care services for young children. These early education and childcare services expanded in size and became more integrated after "the Reform Plan for the Early Childhood Education System" was proposed by the Presidential Commission on Educational Reform in 1997 to integrate early childhood education with early childcare (Na and Moon 2003).

Policies on Early Childhood Education and Care (ECEC) aim to facilitate mental and physical growth of young children, lessen families' financial burdens, and increase women's social and economic participation by providing education and care services to all young children (Peng 2011). At present, the ECEC provides early childhood education through public and private kindergartens for children ages 3 to 5 and private or public childcare facilities for children under the age of 5 from low-income households and/or with working mothers. It also provides free preschool education and childcare for one year for all five year-olds as well as partial subsidies to all public education and care facilities in the country (Peng 2011).

While education and care services have become more integrated, the ECEC services are still delivered under a system of dual administration. Early childhood education is monitored by the Ministry of Education, Science, and Technology (MoEST) while early childhood care is regulated by the Ministry of Health, Welfare, and Family Affairs (MoHWF) (Rhee 2015). Each local and regional government in both rural and urban areas receives funding from these ministries to expand its ECEC programs and improve childcare and the early childhood education system (Peng 2009b).

Within the MoEST, the Early Childhood Education Division under the Bureau of Self-Governing Education is the main authority for the education of young children (Rhee 2015; Na and Moon 2003). It is responsible for formulating basic policies that promote the development of early childhood education, establish and support early childhood education institutions, and pursue free kindergarten and early childhood education (Na and Moon 2003).

The main actor for childcare within the MoHWF is the Child Care and Education Division. This division develops and coordinates comprehensive plans for childcare, amends the Child Care Act and its related sub-regulations, conducts research on childcare, and selects and supports targeted children for financial aid. Additionally, the Ministry of Gender Equality and the Ministry of Labour are involved in early childhood education and care, as they deal with policy issues related to childcare for working women (Peng 2009b).

After the major ECEC reform in 1997, young children's enrollment rates in kindergarten and childcare facilities in South Korea increased while the number of children receiving early childhood education and care also rose gradually (Peng 2012). For instance, the number of children enrolled in kindergartens increased by about 5 percentage points, from 31.6 percent to 36.2 percent between 1990 and 2007 (Ministry of Education 2017). Similarly, the number of children enrolled in a childcare facility increased from 48,000 to 737,192 between 1990 and 2001 (Na and Moon 2003).

The Long-Term Care Insurance Program

In response to the increasing public concern about the rising costs associated with providing care to elderly people, the Long-Term Care Insurance Program (LTCI), also known as Elderly Care Insurance, was established in July 2008 through the Elderly Long-Term Care Act to address the elderly population's immediate care needs, relieve individual families of the burden of unpaid care, and help meet the fiscal cost associated with the growing care needs of the elderly (Peng 2009b; Yoon 2014). As the most comprehensive long-term care coverage in South Korea, the LTCI scheme provides in-home and institutional care services to all insured individuals ages 66 and above with physical disabilities, along with those between 40 and 64 who are suffering from premature aging (Peng 2010).

These services include day and night care, short-term respite care, and welfare equipment services, and home help and support with daily activities, home medical services, and home visit bathing (UNESCAP 2015). Cash benefits are provided to elderly people living in remote areas that lack in-kind services. In an effort to support eldercare in rural areas where in-home care workers or facilities are limited, the LTCL finances caregiving services provided by a family member when s/he has a certificate of qualification for in-home eldercare (Yoon 2014).

Governed by the Ministry of Health and Welfare, the National Health Insurance Corporation (NHIC) administers

and supervises the LTCI scheme (UNESCAP 2015). It collects the insurance premium, manages individual applications and assessments, and conducts service provider evaluations. Local governments regulate and issue licenses to service providers based on guidelines from the central government. To be eligible for care services under this scheme, each applicant must request and pass an assessment of their care needs by the NHIC. An NHIC staff member visits the applicant's house and evaluates their needs using an LTCI eligibility checklist. The final decision is made by a committee, which is organized by the local government and the NHIC (UNESCAP 2015). For elderly individuals who are not eligible for the scheme, the LTCI scheme offers two supplementary care services for low-income elderly persons whose total household wealth is below 15 percent of the average household wealth along with basic check-up services for elderly individuals living alone (UNESCAP 2015).

The LTCI provides universal coverage independent of a person's wealth and places more emphasis on home-based care services (UNESCAP 2015). Instead of tax-based financing, this scheme is based on contribution-based social insurance that enables the government to collect insurance premiums at a uniform rate from all adults who hold national health insurance (Yoon 2014). It is currently 6.6 percent of the National Health Insurance premium or 0.4 percent of a monthly salary.

However, self-employed people are responsible for 100 percent of the contribution. The State funds 20 percent of the expected annual budget for the scheme to NHIC. The Central and local governments along with the NHIC are accountable for LTCI administrative costs (UNESCAP 2015). In 2013, the Ministry of Health and Welfare reported that the government spent nearly 0.3 percent of GDP on the scheme (UNESCAP 2015). The beneficiary charges are 15 percent and 20 percent of the total cost for home-based care and institutional care services, respectively (UNESCAP, 2015). In 2013, roughly 6 percent of the elderly population was eligible for the program (NHIC 2013).

Maternity and Childcare Leave

The Maternity Protection Act (a reform of maternity and parental leave legislation within the Labour Standard Act, Equal Employment Act, and Employment Insurance Act) constitutes a national mandate for maternity and childcare leave (Peng 2009b). The Ministry of Employment and Labor designed this Act in June 2000, and a revised version was introduced to the National Assembly. The Act came into effect in 2001. In an attempt to expand its support for work-family reconciliation among families with children, the government revised the Act again in 2005 (Peng 2009b).

Under this act, employers are required to grant a pregnant female worker 90 days of maternity leave to be split before and after childbirth, with at least 45 days should be allocated after the childbirth. The first 60 days are fully paid, and the remaining 30 days are paid by Employment Insurance at a percentage of the mother's monthly income.

After the end of the maternity leave, employers are required to allow the female workers to return to the same work or one with the same level of pay as she had before the leave (Ministry of Employment and Labor 1997). Female workers can request up to 10.5 more months of childcare leave until the child reaches one year old. Employment insurance provides modest financial support to eligible new mothers. All working women who earn wages in any occupation in a business or workplace are covered through this Act (Ministry of Employment and Labor 1997). On the other hand, men can have up to five days of paternity leave (3 days are paid and 2 days are unpaid). Fathers can take up to a year of subsidized childcare leave (OECD 2016b).

People who are not covered are domestic workers, day laborers, and self-employed workers (Ministry of Employment and Labor 1997). Although the number of women taking maternity leave has almost doubled since 2006, the increase represents only 20 percent of the number of babies born in 2014 (OECD 2016b). The disparity is explained in part by a large share of women that leave the labor force before giving birth. Additionally, non-regular workers or those working in small and medium-sized enterprises do not take maternity leave since they are not covered by the Act and Employer Insurance (OECD 2016b). While a very limited number of fathers, or 4.5 percent of the total, in 2014 took parental leave, the share of men taking parental leave is on the rise (OECD 2016b).

Welfare Policies for People with Disabilities

To provide financial support to individuals with disabilities, the Korean government provides them with direct and indirect income transfers. The government provides two types of financial support: security pensions and allowances. To enhance the well-being of persons with severe disability, a pension is the financial assistance provided to working age persons (ages 18 to 64) who are severely disabled and unable to work. The disabled allowance is given to persons under the age of 18 with mild disability who experience difficulties in daily living (Van Kham and Cho 2016).

To expand job opportunities for the disabled, South Korea also introduced the Disabled Employment Policy in 1990. This policy sets the quota employment system for persons with disability and is implemented by both private and

public companies. Companies must pay fines if they hire fewer than the set quota. The Ministry of Health and Social Welfare has also established long-term care services for individuals with physical or mental disabilities (Van Kham and Cho 2016). The target for this service includes disabled persons who are older than 6 years old and younger than 65. These health services include day and night nursing, home bathing, and home nursing, etc. In 2007, the government also enacted the "Special Needs Education Law," which guarantees access to special schools, special classes in regular school, and individualized education for students with a disability (Van Kham and Cho 2016).

Various ministries take the lead on administering and implementing these care policies for persons with disabilities. They include the Ministry of Employment and Labor, Ministry of Education, and Ministry of Health and Welfare (Van Kham and Cho 2016).

Links between TUS and Care Policies

While the Korean Time Use Surveys have been widely analyzed, especially by academics, to make recommendations on care policies and related topics, no evidence suggests that time use surveys are used as a basis for the improvements made to the above major care policies in Korea. Data from the TUS can directly help relevant ministries enhance the effectiveness of policies in expanding care services to targeted populations.

For instance, data on women, men, or even children's time on parental care recorded as a primary and/or secondary activity can help the Korean government to understand the family dynamics of parental care. Identifying the key provider of parental care within a family and the intensity of parental care within households with different socioeconomic characteristics could also help shape policies.

This information is vital to improving and expanding care services for elderly individuals as it may help alleviate work responsibilities of the family members who take on most parental care and potentially increase their participation in the labor market. Besides helping shape policies that could increase women's labor force participation and reduce caregiving responsibilities, TUS data can also aid in assessing the impact of policies. For example, data from the 1999–2014 TUS on time spent on care activities and market activities can be used to empirically examine how the Early Childhood Education and Care policy contributes to changes in women's childcare workload and their involvement in labor market work over time.

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Kazakhstan: Time Use Surveys and Policy Case Study



Jessica Gardner, Gender Statistics Specialist

Identify and Prioritize

For many years, the Kazakhstan government has focused on gender equality. It approved the National Action Plan on improvement of the situation of women in the Republic of Kazakhstan in 1999, the Concept of Gender Policy in 2003, and the Strategy for Gender Equality in the Republic of Kazakhstan for 2006–2016 in late 2005.² The strategy focusses on achieving gender equality in the economy. One key issue the government has identified is the impact of unpaid care work on labor force participation. It also cites the lack of gender analysis and gender indicators and the insufficient amount and use of statistical data as a barrier to effectively developing and implementing policies related to gender equality.

Gender statistics is a priority area and the Agency for Statistics is the only one in Central Asia to have a dedicated division working on this. In its efforts to strengthen gender statistics and provide internationally comparable data, the Agency of Statistics initiated the first time use survey (TUS) in 2006. A second survey was conducted in 2012.³ The purpose of the survey was to measure how individuals allocate their time in daily activities, to analyze the division of paid and unpaid work between men and women, and to explore women's and men's roles in social and economic life.

Collect and Analyze

To date, two TUSs have been conducted in Kazakhstan, one in 2006 and in 2012. All surveys were implemented as a module integrated into the Household Budget Survey. The Committee on Statistics of the Republic of Kazakhstan is currently preparing to conduct a third survey in 2018. This case study provides an overview of the methodologies used and explores how the data may have influenced national policies and programs.

The Agency of Statistics of the Republic of Kazakhstan followed United Nations guidelines when conducting the TUS.⁴

The definition of care work was derived from the use of the trial International Classification of Activities for Time-Use Statistics (ICATUS). ICATUS includes the activity group of "provision of caregiving services to household members" which comprises child care (caring for children/physical care; teaching, training, helping children; accompanying children to places; minding children (passive care) and adult care (caring for adults/physical care; caring for adults/emotional support; and accompanying adults to places).

1999

National Action Plan on improvement of the situation of women adopted

2003

Concept of gender policy adopted

2005

United Nations publishes guidance on producing time use statistics

Strategy for Gender Equality in the Republic of Kazakhstan for 2006–2016 adopted

2006

First time use survey conducted¹

2009

State Guarantees of Equal Rights and Opportunities of Men and Women enacted

2012

Second time use survey conducted

2018

Committee on Statistics of the Republic of Kazakhstan's projected launch of third time use survey

¹ Some online resources suggest surveys were conducted in 2001 and 2003. This case study reflects Ainur Dossanova's abstract on time use surveys in Kazakhstan, referenced below.

² Republic of Kazakhstan 2005

³ Dossanova n.d.

⁴ United Nations Statistics Division 2005

Figure 1. Excerpt of time use diary in the 2012 Kazakhstan Time Use Survey.

	What were you doing? <i>Record your main activity for each 10-minute period!</i>	What else were you doing? <i>Record the most important parallel activity</i>	Where were you or which means were you moving by?	Were you alone or together somebody you know? <i>Mark "yes" by crossing</i>			
				Alone	With children aged <10 living in your hh	With other members of hh	Other persons that you know
07.00-07.10				<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
07.10-07.20				<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
07.20-07.30				<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
07.30-07.40				<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Source: Committee on Statistics of the Republic of Kazakhstan (2016)

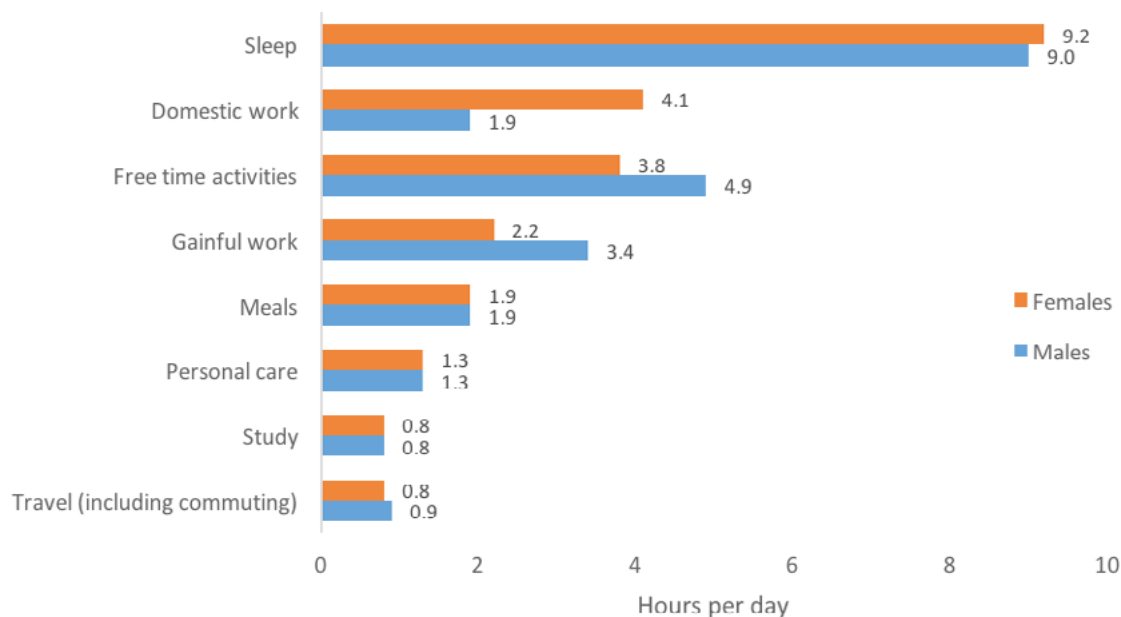
In 2012, information was collected using a 24-hour time diary (see Figure 1) with 10-minute intervals that respondents completed on two randomly designated days; one weekend day (Saturday or Sunday) and one weekday (Monday to Friday). A total of 12,000 households were included in the sample and all household members ages 10 years or older were given diaries to complete. In all, 33,830 respondents took the survey. The diary was provided to respondents for self-completion, with the exception of children, older people, and others who required assistance from interviewers to complete the diary. As shown in the figure below, the diaries collected the type of main and parallel activity for each interval, the location or type of transportation, and with whom the activity was conducted.⁵

A different methodology was used in the 2006 surveys; the surveys collected information over a seven-day period from respondents who completed a form, which interviewers subsequently coded.

A national Directory of Activities was developed based on the trial International Classification of Activities for Time-Use Statistics (ICATUS) from the United Nations guidelines referred to above. It consisted of 10 major activity groups (personal care, employment, training, housekeeping, communication, sports activities, hobbies, movement, etc.).⁶

The government of Kazakhstan funds the Household Living Standards Survey, including the module on time use. According to the Committee on Statistics' work plan, the

Figure 2. Time use of the population ages 10 and above, by major activity group and sex, Kazakhstan, 2012.



Source: UNECE Gender Statistics Database (http://w3.unece.org/PXWeb2015/pxweb/en/STAT/STAT__30-GE__98-GE_LifeBalance/0105_en_GELB_TimeUseStructur_r.px/table/tableViewLayout1/).

⁵ Dossanova n.d.

⁶ Ibid.

survey is conducted every five years. For the 2012 TUS, the Committee on Statistics prepared a report published in Kazakh and Russian and available on the National Statistical Office (NSO) website.⁷ The report includes a few pages of brief analysis and 31 tables of data. The gender statistics compilation, *Women and Men in Kazakhstan* (2016), contains two tables of data on time use by activity for the population ages 10 and above and one for people ages 15 and above by employment status (working vs. not working).⁸ Aggregated data are included in the United Nations Economic Commission for Europe's (UNECE) Gender Statistics Database alongside results from other countries.

The survey found that females (ages 10 and above) spend, on average, 6.3 hours per day on a combination of paid, or gainful, work and domestic work compared to 5.3 hours for males (see Figure 2). Women spend more than two hours per day than males on domestic work, which represents females' second biggest group of activities after sleeping. Males enjoy much more free time than females at 4.9 hours vs. 3.8 hours per day, respectively.

Inform and Influence

The primary channel for disseminating the survey findings is the Committee on Statistics' website. Summary analyses and tables are available for download in Microsoft Word and Excel formats.

Researchers are able to request access to microdata in accordance with the Committee on Statistics rules on disclosure and the use of de-identified microdata database files for research purposes.⁹ No information on the number of requests or the extent of use in research papers was found.

Policy

Kazakhstan has a strong framework for achieving gender equality and addressing barriers such as traditional stereotypes around women's role as the primary caregiver. Although legislation and policies exist, they remain on the periphery of government action, and little is done to monitor their implementation with data and evidence.

Capacity within government for gender analysis and gender mainstreaming in policy development is currently weak.¹⁰ The Strategy for Gender Equality in the Republic of Kazakhstan for 2006–2016 was adopted before the TUS

data were produced and therefore they are not directly linked. The strategy includes analysis of women's role in economic production and priorities linked to increasing their economic empowerment. The barrier to paid work that family care responsibilities place on women is noted as a factor in implementing the strategy. Future actions include "measures for supporting men and women who are engaged in taking care of children and their upbringing, as well as mechanisms for involving men in taking care of the children."

"Women bear the majority of the load of non-paid household work, and they have less time for a career or raising their professional skills and self-education. Our society still does not acknowledge the economic value of women's non-paid household work, including taking care of children."¹¹

Strategy for Gender Equality in the Republic of Kazakhstan for 2006–2016

The national strategy establishes mechanisms for monitoring progress in achieving its objectives. They include listing the statistical indicators to be used. Among them are ownership of land, access to credit, labor force measures, income and poverty measures, and access to social welfare payments. The share of women and men in unpaid care work is not included. The gender statistics section of the Committee on Statistics website is structured around the strategy goals and provides the latest data for the identified indicators.¹²

A gender assessment conducted by the Asian Development Bank in 2013 reports that, at that time, no monitoring results or appraisals of strategy implementation had been found. What's more, an evaluation prepared by a group of NGOs noted that the strategy has a "purely formal character" and that "local government, in particular, has not been active in realizing the strategy's basic goals."¹³

The State Guarantees of Equal Rights and Opportunities of Men and Women (Law number 223 – IV), was enacted in 2009. It contains provisions for equal opportunity and treatment of women and men in the work force, including the rights and obligations of men and women in marriage, family relations, and care for children (Article 11). This provides the legal basis for policies to ensure the "equal division of responsibility of upbringing of children of men and women."¹⁴ Thus far, no evidence showing a direct link between this legislation and the TUS results has been found.

8 Committee on Statistics 2016a

9 Committee on Statistics 2010

10 OECD 2017

11 Republic of Kazakhstan 2005

12 Committee on Statistics 2016b

13 ADB 2013

14 Ecoinet 2012

Figure 1. Gender attitudes in Kazakhstan as measured in the European Bank for Reconstruction and Development's Life in Transition Survey, 2016.



Source: EBRD (2016).

There have been reported attempts to introduce legislation to conceptualize unpaid domestic work in support of gender equality policies, but parliament did not back them.¹⁵ No information on the content of the bills presented to parliament has been found.

The Labor Code (article 193) provides women with maternity leave for 70 calendar days prior to the birth and 56 calendar days after delivery (and longer in the case of complications or multiple births). Employers are obliged by law to grant their employees unpaid leave to care for children up until age three and to keep the job available for them until they return from leave. Employees who are either the mother or the father, single parents, grandparent, or other guardian raising the child, or employees who have adopted a newborn child, are entitled to request this childcare leave. Such leave is to be considered part of the total length of service in the job.¹⁶

In 2008, the government introduced compulsory social insurance for pregnancy, childbirth and maternity leave for working women. Paid from a state fund, women are entitled to an amount based on the average monthly wage for all days of maternity leave and 40 percent of the average monthly wage for leave taken up until the child is one year of age.¹⁷ This comprises around 5,800 tenge per month, which has been described as insufficient as actual costs of

food and goods needed for infant children are estimated to be around 30,000 tenge per month.¹⁸

The Labor Code also protects women from being terminated from an employment contract on the basis of pregnancy and offers a range of provisions relating to flexible working hours and not overburdening employees with children who are younger than seven years old.¹⁹ The 2014 shadow report to the Committee on the Elimination of Discrimination Against Women (CEDAW), compiled by a consortium of nongovernmental organizations active in promoting women's rights, cites cases where women have been fired, because they were pregnant.

In other cases, they were forced to sign an employment contract agreeing they would not get married or take maternity leave. Men have also experienced problems taking paternity leave. In at least one case, a man was forced to leave his job because his employer refused to let him take paternity leave or leave to take care of his sick child.²⁰

The state pays old age pensions based on compulsory contributions. Length of service, a factor in how the pension is calculated, takes into account time spent by a non-working mother caring for her children until they reach age three, as well as time spent by people who care for someone with a disability or the elderly.²¹

15 ADB 2013

16 UN 2012

17 Ibid.

18 Female & Feminist's NGOs Initiatives on CEDAW- Kazakhstan 2014

19 UN 2012

20 Female & Feminist's NGOs 2014

21 UN 2012

The concluding observations on the combined third and fourth periodic reports of Kazakhstan note that persistent stereotypes of women as primary caregivers have a damaging effect by contributing to increases in child marriage.²²

The Concept on Family and Gender Policy for 2030 is currently under development. It will set the scene for policies and programs related to unpaid care work. It will include action plans to reduce stereotypes in education and employment.²³ It is unclear what role the TUS data will play in the development of policy, but given how the national gender statistics are structured around strategy, it is likely that they will be one of the inputs involved in developing and monitoring the policy. The draft policy was discussed at a national forum on the empowerment of women in the corporate sector held in Astana in February 2017.²⁴

In related discussions, the European Bank for Reconstruction and Development (EBRD) cites a 2016 survey that includes questions on gender attitudes, which found that 86 percent of Kazakh men and 85 percent of women believe that a woman should do household chores even if her husband is not working (see Figure 3) and two-thirds (68 percent) of Kazakhs favor traditional family arrangements where the man works and the woman takes care of the household.²⁵

The Family and Demographic Policy department of the National Commission for Women's Affairs is responsible for developing and overseeing government policy on gender equality. Currently the office has three staff members.²⁶

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22 UN 2014

23 OECD 2017

24 EBRD 2017

25 EBRD 2016

26 OECD 2017

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Thailand: Time Use Surveys and Policy Case Study



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Identify and Prioritize

The first world conference on women in 1975 called for more statistics on women's status, including statistics on time use. This emphasis has expanded further through three subsequent international conferences on women and other United Nations conferences, especially the Fourth World Conference on Women in Beijing in 1995.¹ Thailand's participation in these international conferences together with its commitment to the Beijing Declaration and Platform for Action pushed the Thai government to collect statistics on time use and to reduce inequalities between women and men.² In particular, the emphasis on gender equity prompted the Thai government to incorporate plans to empower women, children, elderly, and disabled individuals into its Eighth National Economic and Social Development Plan 1997–2001 to enhance the livelihoods and well-being of women and children.³

Thailand's National Statistical Office (NSO) administered the time use surveys as part of the national household survey. The time use surveys are conducted every five years. Surveys were run in 2001, 2004, 2009, and 2014.⁴ The aim was to study gender differences in time use patterns, to use the data as a basis for policy implementation and monitoring, and to use time use statistics to improve the gross domestic product estimates in the System of National Accounts.⁵

Collect and Analyze

Thailand's NSO defines how time-use data are collected, and administers and funds the data collection. Since 2004, the TUS has gathered information on what each respondent does during each 10-minute interval of a 24-hour period on a randomly selected day. In addition to the time use statistics, each TUS questionnaire asks for basic characteristics, namely sex, age, education, and marital status, along with perceived wage for the respondent's time spent on domestic and care tasks. The questionnaire also includes questions about why each activity was performed, the location, and whom the respondent was with while engaged in the activity. For each TUS, the time use data was collected using an in-person interview approach, and the household and individual questionnaires are completed using a combination of direct interview and self-completed questionnaires.⁶

Since 2009, the TUS has been based on a stratified three-stage sampling approach. In the first stage, enumerated areas (EAs) were randomly chosen from each province based on probability sampling. Information on the EAs and the list of EAs were obtained from the 2000 Thai Population and Housing Census. Stage two involves random selection of households from each EA using a systematic sampling

1995

Thailand adopts the Beijing Declaration and Platform for Action as a roadmap to promote gender equality

1998

The Labour Protection Act B.E. 2541 (1998) on workers' maternity leave goes into effect

1999

The king of Thailand and the National Assembly approve the National Education Act B.E. 2542, which mandates early childhood education

2001

Thailand's National Statistical Office conducts its first time use survey (TUS)

2004

The second TUS is conducted

2007

The Persons with Disabilities Empowerment Act B.E. 2550 (2007) is approved

1 UN 1995b

2 Thailand, National Statistical Office (NSO) 2015; UN 1995a

3 UN 1995a

4 Thailand, NSO 2015

5 Ibid.

6 Ibid.

method. In the third stage, simple random sampling chose from each selected household only one member who was at least 6 years old to be interviewed for the 2014 TUS. In previous surveys, individuals ages 10 or older were randomly selected to be interviewed for the TUS. A table of random numbers was used to randomly select a day. The respondent from each household would then complete his/her 24-hour time diary based on that day's activities.⁷ A total of 83,880 people were surveyed for the 2014 TUS.⁸

Activity Classification

The respondents' time use activities are classified according to the 2003 International Classification of Activities for Time Use Statistics (ICATUS). Based on the 2003 ICATUS, activities are broadly grouped into 15 one-digit categories for the 2009 and 2014 surveys. These categories include:

- work for corporations/quasi-corporations, non-profit institutions and government;
- work for household in primary production activities;
- work for household in non-primary production activities;
- work for household in construction activities;
- work for household providing services for income;
- providing unpaid domestic services for own final use within household;
- providing unpaid caregiving services to household members;
- providing community services and help to other households;
- learning;
- and socializing and community participation;
- attending/visiting culture, entertainment and sports events;
- hobbies, games, and other pastime activities;
- indoor and outdoor sports participation and related courses;
- mass media; and
- personal care maintenance.

Care Activity Classification

People who perform "care activities" are defined as providing unpaid caregiving services to household members. Since 2009, the TUS has divided the one-digit care activities into nine 3-digit-level activities. These activities include caring for children and physical care; teaching, training, and helping children; accompanying children to places; minding children; caring for adults (physical care); caring for adults (emotional support); accompanying adults to places; travel-related unpaid caregiving services; and providing other unpaid caregiving services to household members.⁹

When someone performs a care activity simultaneously with other activities, the care activity is recorded as a secondary activity. The three-digit level of care

2008

The Labour Protection Act B.E. 2541 is amended to better protect female workers

Ministry of Social Development and Human Security (MSDHS) together with UNDP launch Gender Disaggregated Data and Database Project

2009

The National Statistical Office conducts its third TUS

2014

The fourth and latest TUS is implemented

2016

National Care Plans for the disabled and for the Early Childhood Care expire

2017

Cabinet approves the Fourth National Care Plan for the Disabled (2017–2021) and the Fifth National Plan for Early Childhood Care (2017–2021)

⁷ Ibid.

⁸ Ibid.

⁹ Ibid.

activities that are often recorded as secondary activities are teaching, training and helping children, along with minding children. However, the primacy or intensity of activities, including care activities, is not taken into account. When more than two household members are involved in the care activity, this information can be recorded in the last column of the TUS questionnaire that asks, “Who did you perform this activity with?” The answers to this question include “do it alone,” “member of this family,” “member of other family,” “member of this family and other family,” “community member,” “friend or neighbor,” and “other members.”¹⁰

Thailand’s NSO analyzes the time use of different groups of individuals in various activities and publishes its findings in a report for each TUS.

Key findings from Thailand’s 2014 Time Use Survey.

Females are more involved in domestic and care tasks than males. Females spend 2.64 hours per day on average on domestic activities, compared to 1.39 hours for men.

Females devote 3.09 hours per day while men spend 1.76 hours per day on care activities.

Males spend slightly more time in paid work activities than females (7.87 vs. 7.49 hours per day).

Time allocated toward personal care activities (12.70 vs. 12.45 hours per day) as well as socializing activities (4.48 vs. 4.03 hours per day) is higher for men than for women.

Source: Thailand, National Statistical Office (2015).

Thailand’s TUS has been underutilized by the government, academics, and civil society; very few reports or studies have used the TUS to empirically analyze the country’s key policy issues. The most recent paper that uses the TUS to conduct an empirical analysis is the work of Yokying et al. (2016) entitled Work-Life Balance and Time Use: Lessons from Thailand. This paper uses the 2009 TUS to examine married women’s and men’s work-life balance by analyzing the determinants of market work, domestic and care work, and leisure activities of married Thai women and men.

Rural women cope with tensions between their paid work and household tasks by reducing their leisure time. Urban women manage their care responsibilities by reducing time spent on market work. Although both women and men confront tensions between household and market work and between work and leisure, the tensions are likely to be more intense for women. This affects their participation in the labor market as well as their ability to achieve a healthy work-life balance. The results of this analysis provide strong evidence of gender inequality in terms of the division of household labor and speaks to the challenges women in Thailand face when managing multiple work activities.

Inform and Influence

Thailand’s NSO disseminates time use information through several different channels. Reports for each TUS (in Thai) are available online through the NSO’s official website. These reports can also be accessed through the websites of Thailand Development Research Institute, Legislative Institutional Repository of Thailand, and Union Catalog

Table 1. Describes changes NSO has made to the TUS over time

	2001 TUS	2004 TUS	2009 TUS	2014 TUS
Time use data was collected for every 10-minute interval				
Questionnaire				Started using tablets to record data
Sample Design	Stratified two-stage sampling: selections of primary sampling unit (PSU) and private households		Stratified three-stage sampling: selections of PSU, private households, and one household member	
Coverage	All household members ages 10 and above		One household member ages 10 and above	One household member ages 6 and above
Sample Size	26,058 households	26,520 households	79,560 households	83,880 households
Classification of Activities	10 major activities at the one-digit level and up to two-digit level	15 activity categories and up to three-digit level	15 activity categories at the one-digit level and up to five-digit level	

Source: Statistics Korea (2014).

10 Ibid.

of Thai Academic Libraries. The NSO also publishes brief summaries of its findings under the “current statistics” section of its website. In addition, NSO statisticians have given presentations providing detailed information on how the TUS was conducted as well as gender differences in time use patterns at the International Workshop on Social Statistics in 2010 and other international conferences. NSO statisticians also used TUS data when they made another presentation on women’s roles in non-economic activities at the 3rd Global Forum on Gender Statistics in 2010 in the Philippines. Despite the NSO’s efforts to publicize time use information, academics along with civil society play little role in disseminating or analyzing the TUS.

Policy

Although the TUS has not played a role in developing care policies in Thailand, data on changes in females’ and males’ socioeconomic characteristics, such as access to education, health care services, earnings, and types of occupation, provides the basis for developing and revising the country’s Long-Term National Development Plans for women, children, elderly, and infirm. The data could also help justify programs that provide care services for these individuals. The key objectives of Thailand’s National Development Plans and specific care programs available to women, the elderly, the disabled, and children are outlined below.

The Twelfth National Development Plans for Women (2017–2021)

This plan aims to foster positive perceptions of gender equality, enhance women’s competitiveness and opportunities in the labor market, increase women’s participation in the political arena, and improve women’s livelihood and well-being.¹¹

The main government agency responsible for drafting and working with relevant ministries to implement different aspects of the plan is the Department of Women’s Affairs and Family Development, which is part of the Ministry of Social Development and Human Security.¹²

The Fourth National Care Plan of Empowerment of Persons with Disabilities (2017–2021)

The Ministry of Social Development and Human Security’s Department of Empowerment of Persons with Disabilities developed and will implement this plan.¹³

The plan focuses on reducing discrimination against disabled individuals in all forms. This includes improving their access to resources, information, and services; improving their access to buildings, facilities, and public transport; and improving public perceptions of disabled individuals.¹⁴

The Fifth Long-Term National Plan for Early Childhood Care (2017–2037)

Drafted by the Office of the Education Council, the plan aims to increase care services for all young children under the age of four, especially those living in remote areas, enhance parents’ ability to effectively care for young children, improve the quality of early childhood care services, and make local governments’ administration of early childhood care centers and education more effective.¹⁵

In contrast, earlier national development plans emphasize the role of families in providing physical and mental care for young children.

The Second National Plan for Older Persons (2017–2021)

In 2003, the Thai government passed the Older Persons Act that established the National Commission on the Elderly, which in turn sets and monitors all policies related to older people.¹⁶

The National Plan on Older People is based on the belief that the elderly are valuable assets to Thai society and that all elderly individuals shall have security through social protection, care from the family, support from the community, and social and state support.¹⁷

Old Age Allowance

Introduced in 1993 by the Department of Public Welfare to provide financial support for impoverished elderly individuals, the Old Age Allowance program is a non-contributory social protection scheme, which guarantees basic income for Thai women and men ages 60 and above who do not receive pensions from the work-based pension system.¹⁸ Between 1993 and 2009, the allowance underwent several changes in terms of eligibility, size of benefit, authority in charge, targeting system, and administration. Up until 2009, the scheme targeted only impoverished elderly individuals or those without enough income to meet necessary expenses, who were unable to work, who had been abandoned, or who lacked a caregiver of any kind.¹⁹

11 Thailand, NESDB 2016

12 Ibid.

13 Thailand, Department of Empowerment of Persons with Disabilities 2017

14 Ibid.

15 Thailand, Department of Child and Youth 2017

16 Thailand, Ministry of Social Development and Human Security 2009

17 Ibid.

18 Suwanrada and Wesumperuma 2013

19 Ibid.

In an attempt to expand old-age income support to a larger number of individuals, the old-age allowance scheme was revised. In 2009, it began to cover all elderly people ages 60 and older who were not living in public nursing homes or did not have a permanent income, such as a salary or pension.

This increased the coverage from 25.5 percent of the older population in 2008 to 75.2 percent in 2010.²⁰ In 2012, the scheme's redistributive function was changed from a flat pension rate of 500 Baht per month (less than 14 USD) to all recipients to a multiple-rate system. Currently, 600 baht goes to those ages 60–69 years, 700 baht is given to those ages 70–79 years, 800 baht goes to those 80–89 years, and 1,000 baht per month goes to those ages 90 and older.²¹

This scheme is managed by several government agencies including the Ministry of Interior's Department of Local Administration, Bureau of Budget and the Ministry of Social Development and Human Security. The Bureau of Budget is responsible for funding the scheme and transferring funds to the Department of Local Administration. The Department of Local Administration then distributes the funds to its Local Administrative Organizations in each province.²² The local offices of the Department of Local Administration in all provinces' administrative areas oversee processing applications and distributing the old-age income to eligible elderly people.²³ In 2017, the government spent 64,770 baht (million) on the scheme.²⁴

This scheme is considered the main pillar of financial support for elderly individuals who work or have worked in the informal sector. According to the National Survey of Older Persons in Thailand conducted by Thailand's National Statistical Office in 2011, 11.4 percent of Thailand's elderly population relies on this support as their main source of income.²⁵

Early Childhood Education

The Thai government's care services for young children under age 7 consist mainly of early childhood education. Given that Thailand's National Education Act of B.E. 2542 (1999) placed a strong emphasis on early childhood education, the National Plan for Early Childhood Care

underscores the need to provide educational opportunities for impoverished and disabled children. Several government agencies, including the Ministry of Education, Ministry of Interior, Ministry of Health, and Ministry of Social Development and Human Security, implement the plan.²⁶

The Thai government provides childcare centers for children ages 2- to 3-years-old throughout the country and has established pre-kindergartens and kindergartens for children ages 3- to 6-years-old. These centers and schools are administered by the Ministry of Interior's local offices in each province. In 2014, there were 19,820 such childcare centers in Thailand. About 940,152 children are enrolled in these centers, and 53,150 teachers/helpers were employed in these centers. However, the teacher to child ratio is approximately 1:20, and only 34 percent of these childcare centers have met the Thai government's minimum quality standard. An estimated 25 percent of children ages 2 to 3 lack access to these early childhood educational services.²⁷ The Thai government in total spent roughly 5 percent of its annual education budget (or 1 percent of its annual total budget) on preschool education.²⁸

Maternity Leave

Thailand has ratified several International Labour Organization conventions including Fundamental Principles and Rights at Work.²⁹ These international commitments provide the basis for establishing and improving Thailand's labor law so that it will better protect its workers and improve their quality of life.³⁰ In response to the Asian Economic Crisis, Thailand's Labor Protection Act was revised and enforced in 1998 to provide better protection to working women, especially in terms of maternity protection.³¹ This Act has been administered by the Department of Labor, Protection and Welfare.

Under this act, female employees are entitled to a maximum of 90 days of maternity leave, which includes holidays. Employers are required to pay their pregnant female employees who take maternity leave their full wages throughout the entire leave period, but in reality they are paid only up to 45 days of leave.³² If the female employee has made contributions to the Fund for at least seven

20 Knodel et al. 2015

21 Thailand, Ministry of Social Development and Human Security 2017

22 Thailand, Ministry of Social Development and Human Security 2009

23 Thailand, Bureau of Budget 2008

24 Thailand, National Economic and Social Development Board 2016

25 Suwanrada and Wesumperuma 2013

26 Tongliamnak 2017

27 Ibid.

28 Ibid.

29 Thailand has not ratified the ILO's Maternity Protection Convention, 2000.

30 Thailand, Ministry of Labor 2017

31 Ibid.

32 Thailand, Ministry of Labor 2017

months prior to the pregnancy, the Social Welfare Fund would cover the remaining 45 days.³³

Insured female employees receive a lump sum payment for delivery at the rate of 13,000 baht per delivery along with a cash benefit at the rate of 50 percent of wages for up to 90 days.³⁴ However, the coverage of this act along with the Social Welfare Fund is limited to female employees working in the formal sector. About 43.5 percent of the female workers who are working in the informal sector and self-employed persons are not covered by this act.³⁵

Although the Labour Protection Act offers no paternity rights, the government in 2012 approved a paternity leave for state employees whose wives have given birth. To encourage its male government officials to take care of mothers and their newborn babies, the prime minister's office approved and issued a draft royal decree, which allows the state officials and employees to take 15 days off at full salary within 90 days of the child's birth.³⁶

Care Policies for Persons with Disabilities

To comply with the Convention on the Rights of Persons with Disabilities, Thailand has established laws and policies to support persons with disabilities. While the Ministry of Social Development and Human Security's Department of Empowerment of Persons with Disabilities is the main actor that implements laws and policies to enhance the well-being of disabled individuals, various other ministries, such as the Ministry of Interior, Ministry of Labor, Ministry of Transportation, and Ministry of Health, are also involved in implementing policies that aid individuals with disabilities in Thailand.³⁷

Employment: The Ministry of Labor sets a minimum quota for government agencies to employ persons with disabilities and develops programs to help disabled individuals acquire appropriate work skills.

Financial Support: Persons with disabilities are able to borrow money for self-employment up to 60,000 baht (US\$1,712) per person. In addition, persons with a Disability ID card are eligible to receive disability support of 800 baht (US\$22) per month. Funding for this financial support is provided by the Ministry of Interior.

Health Care Services: Individuals with disabilities have access to health care services at any hospitals free of charge through the Gold Card program, which is a universal health care program for persons with disabilities.

Infrastructure: A pilot project in 10 provinces is renovating and modifying facilities and buildings at major tourist attractions or major landmarks to make them more accessible for persons with disabilities.³⁸

In 2016, the 1,657,438 persons with a Disability ID card were all eligible for financial support from the Ministry of Interior's local offices. About 25 percent of these individuals are able to work but are unemployed, while 59 percent are unable to work. Roughly 16 percent of the employed persons with disabilities were self-employed or worked in agriculture.³⁹

Links between TUS and Care Policies

Although the TUS has been conducted regularly by the NSO, Thailand's Time Use Surveys have not been used as the basis for development or improvements in the country's care policies for women, children, elderly, or persons with disabilities. Additionally, only a few studies have used the surveys to conduct empirical analysis relating to the country's key policy concerns or to help make policy recommendations.

The TUS could directly help the Thai government and its relevant ministries gain a better understanding of female and male time use patterns and thus make more informed policy decisions. For instance, data on time allocated to care activities can help the government identify socioeconomic characteristics (e.g. average earnings, occupation, employment status, household composition) associated with women who work longer hours (or at a higher intensity) in domestic and care activities. Researchers could also investigate whether women's time spent on work activities places a constraint on their market work or well-being (e.g. time spent on leisure).

Such empirical analysis could help Thailand determine the potential demand for subsidized early childcare services in different locations, improve its targeting strategies, and

33 Thailand's Social Security Act requires all employers to withhold social security contributions of 5 percent from all employees' monthly salary, up to a maximum of 15,000 baht per month. Employees who have registered for social security may file compensation claims for injury, illness, disability, death, childbirth, child welfare, retirement, and unemployment (Thailand, Social Security Office 2017).

34 Thailand, Social Security Office 2017

35 Ekbanyaskul 2010

36 Thailand, Office of the Prime Minister 2012

37 Thailand, Department of Empowerment of Persons with Disabilities 2017

38 Thailand, Department of Empowerment of Persons with Disabilities 2017

39 Ibid.

effectively develop a plan for providing early childhood care services among needy households. Given that declining fertility is becoming a major challenge for Thailand, developing and expanding care services for young children is crucial to address this demographic and economic issue.

Using the TUS to understand Thai female and male time use patterns and behavior segmented by demographic characteristics presents an innovative strategy. Ideally, it could help the government to improve its national development plans and care policies and by extension, effectively enhance Thai people's well-being.

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Tanzania: Time Use Surveys and Policy Case Study

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Identify and Prioritize

Tanzania Gender & Networking Program (TGNP) took the lead in advocating for increased production of gender statistics and time use data. An NGO funded by the Swedish International Development Cooperation Agency, TGNP works to increase knowledge generation, research, and analysis of gender topics. It also provides advocacy training to women and youth. Its basic objective was to recognize women's unpaid work and monetize this contribution as a percentage of gross domestic product. TGNP organized workshops for government officials from Tanzania's Ministry of Finance, the Planning Commission and the National Bureau of Statistics, on the importance of accounting for unpaid care work when developing policies and budgets.¹ TGNP explained how time use data could be used in the macroeconomic modeling that informs the government's budgeting and policy. They also conducted small-scale research to reveal the time spent by members of AIDS-affected households on care work.

After several years of research and advocacy, TGNP's efforts resulted in a decision by Tanzania's National Bureau of Statistics to add a time use module to the 2006 Integrated Labor Force Survey.² TGNP provided the necessary technical assistance, including training and monitoring.

Collect and Analyze

The 2006 ILFS was intended to supply the data needed to monitor the National Strategy for Growth and Poverty Reduction or "MKUKUTA." The ILFS was implemented by the National Bureau of Statistics (NBS) in collaboration with the Ministry of Labor, Employment and Youth Development. The survey was funded by the government of Tanzania through the vice president's office, in collaboration with development partners under the PRSP.

A three-stage sampling approach was agreed upon during the planning stage. The sampling work started in November 2005 and ended in December 2005, before the execution of the fieldwork for the ILFS. The sampling was based on the National Master Sample (NMS) that covers Tanzania's Mainland and Zanzibar.

The three-stage sampling used the 2002 Census to determine representative samples of rural villages and urban enumeration areas that were reduced at the third stage to a random selection of 20 representative households in each selected village and 30 households in each urban EA. Five questionnaires focusing on different aspects were administered in each of these households. All household members seven years and older were interviewed for seven consecutive days in each quarter of the year using a diary with 90 groupings of activities, following a UN classification. The sample size included 3,000 households and 10,553 individuals.

2005

The Tanzania Gender & Networking Program (TGNP) pioneers the idea of conducting a time use survey (TUS) to recognize women's unpaid contributions. The Poverty Eradication Division of the vice president's office endorses the idea

2006

The first nationally representative time use module is incorporated into the Integrated Labor Force Survey (ILFS).

2014

A second TU module is implemented through ILFS

2017–2018

Forthcoming household budget survey (currently under development) will include a time use module to measure women's assets and derive an individual poverty measure. The TU module is promoted and will be funded by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)

1 Esplen 2009

2 Budlender 2007

The 2014 ILFS was implemented by the National Bureau of Statistics (NBS) from January 2014 to December 2014. Funding for the survey was provided by the World Bank and other donors through Tanzania Statistical Master Plan (TSMP) Basket Funds.

The 2014 ILFS used the sampling frame derived from 2012 Census for Dar es Salaam, rural areas, and other urban areas. The sample selection methodology for the 2014 ILFS was again based on a stratified three-stage sample design. The time use questionnaire was administered only in every fifth household in the sample. During data collection, the interviewer developed a household register for persons, ages 5 years or older based on their sex and age. One household member was selected from the register using the Kish grid criteria (a scientific method to select a representative household member by sex and age) and the time use questionnaire was administered to the selected member of the household in each selected household in the subsample. Approximately 1,440 household members were interviewed.

The time use module uses ICATUS which is now in line with System of National Accounts (SNA) categories; the classification system contains 15 categories which fall into one of three umbrella activity categories: SNA activities, extended SNA, and non-work.

SNA activities:

1. Work for corporations, quasi-corporations, nonprofit institutions, and government
2. Work for household in primary production activities
3. Work for household in non-primary production activities
4. Work for household in construction activities
5. Work for household providing services for income

Extended SNA:

6. Providing unpaid domestic services for own final use within household
7. Providing unpaid care giving services to household members
8. Providing community services and help to other households

Non-work:

9. Learning
10. Socializing and community participation

11. Attending, visiting cultural, entertainment and sports event
12. Hobbies, games and other pastime activities
13. Indoor and outdoor sports participation and related courses
14. Mass media
15. Personal care and maintenance

Inform and Influence

The 2006 ILFS report was written by a team which included staff from the Tanzania National Bureau of Statistics; Ministry of Planning, Economy and Empowerment; Ministry of Labor, Employment and Youth Development; Research on Poverty Alleviation; and Tanzania Gender Networking Program.

According to the published report, adding the time use modules to the standard labor force questions would help meet the main data users' specific needs. The government as the main data user was interested in labor force data in general. The International Labour Organization (ILO) was especially interested in the child labor module, because it wanted to determine the extent to which children are denied their basic rights, such as schooling, due to economic activities. TGNP was interested in the time use module, because it would shed light on gender disparities resulting from various economic activities performed at the family, community and national levels. The time use component was implemented with the technical support of an expert from the Republic of South Africa.

Findings

In "Gendered Patterns of Time Use in Tanzania: Public Investment in Infrastructure Can Help," Fontana and Natali (2008) present findings from a gender analysis of the 2006 TU data. The data showed that women, and particularly those from low income groups and living in areas with limited facilities, spend long hours on water and fuel collection, food preparation, and other domestic and care activities to compensate for poor infrastructure. Children, too, are heavily involved in unpaid work. Girls are more involved than boys. Examples of public policy mentioned in the paper to address these gender differences are infrastructure in the water sector, sanitation services, electrification, roads, and better transportation, especially in rural areas.

Findings from the 2014 module included:

- Caregiving accounts for 16 percent of women's total unpaid work in Tanzania.³

- Women spent 22 minutes of each day collecting water.⁴
- Males spend more time in SNA production activities (342 minutes per day) than females (195 minutes). On the other hand, females spend more time in extended SNA (238 minutes per day) than males (64 minutes).
- About 9 in 10 females are engaged in unpaid work compared to only 5 in 10 males.

Policy

The 2014 TU results, disseminated by the National Bureau of Statistics in collaboration with the Labor Ministry, launched an important national conversation and debate on the large amounts of time people spend (particularly men) in non-work activities or idle time during the day. The TUS recorded an average of only four hours daily spent on economic activities, according to an NBS expert. This fact was picked up by politicians, some of whom wanted to place restrictions on card games and the sale of alcohol during the day, which led to complaints from brewery companies. These TU results triggered a national conversation. No specific policies or regulations were enacted as a result, however.

In April 2016 TU results on child labor were also disseminated.

Summarizing, an NBS expert said that while the 2014 TUS had an impact in the national conversation and debate (shaping policy horizons), its results have not been fully used for policy. Greater awareness and training on the uses of TU data are needed to increase demand for this information, especially from the pertinent ministries, like the Women's Ministry.

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Colombia: Time Use Surveys and Policy Case Study



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Identify and Prioritize

Colombia's active participation in international fora during the 1990s and the decade leading up to 2010 influenced the public dialogue surrounding unpaid care work and the need for time use surveys (TUS).¹ However, its participation in the Working Group on Gender Statistics (WGS) starting in 2007 under the auspices of the Statistical Conference of the Americas of the Economic Commission for Latin America and the Caribbean (SCA-ECLAC) may have played the biggest role in stimulating development of a time use survey in Colombia.² Led by the National Administrative Department of Statistics (DANE according to its Spanish acronym), Colombia was an active participant in the regional SCA-ECLAC conference pushing for coordinated TUS methodologies. In particular, several influential senators, including Angela Maria Robledo and Cecilia Lopez Montaño, helped spur the development and approval in 2010 of Law 1413 on the Caring Economy (see box 1) during regional meetings.^{3,4}

The main objective of Law 1413 is to "include the caring economy composed of unpaid work in the National System of Accounts in order to measure women's contribution to the economic and social development of the country and to serve as a key tool for the definition and implementation of public policies." From the outset, the law sets the time use survey's main objective as the development of a satellite account on unpaid work as opposed to public policies which seek to reduce the caring deficit or burden on women. A strong focus on unpaid housework seems to reflect the original focus of the initiative. While the original focus of the law was to create an unpaid work satellite account, the strong political backing and creation of a multisectoral working group of members of government and civil society has helped focus on the satellite account as a starting point, rather than an end point, in the process of developing public policy.

The development of a "law project" led by politicians in the legislative branch is notable, as it meant that there was strong political support for developing a time use survey. The law (see Box 1) is similar to those deployed throughout the LAC Region. But it notably mandates the creation of a cross-sectoral working group that includes academia and civil society led by the presidential advisor on gender equality. Unlike many other LAC countries, Colombia does not have a women's or gender equality ministry, but because the caring economy working group is

1 Examples include the Fourth World Conference on Women in Beijing 1994, the Tenth Regional Conference on Women in Latin America and the Caribbean, the related Quito Consensus in 2007, and the Eleventh Regional Conference on Women in 2010.

2 The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), Instituto Nacional de Estadística y Geografía (INEGI), and United Nations Population Fund (UNFPA) also actively take part in the Working Group on Gender Statistics.

3 These two senators were the ones highlighted by key sources and stood out in the desk review as key sponsors of the law.

4 Cecilia Lopez Montaño was not only a senator but a former minister of Agriculture, Environment, and Planning, and head of the employment division at ECLAC which meant she had relevant experience working on unpaid work issues.

2007

First time use module in National Household Survey (Gran Encuesta Integrada de Hogares)

2008

Second time use module appears in National Household Survey

2009

Time use module in National Household Survey

2010

Law 1413 enacted on the inclusion of the caring economy in the national system of accounts and time use module in National Household Survey

2012

National Gender Equity Policy for Women is developed

2013

First Stand-Alone National Time Use Survey (ENUT) is conducted

2016

Discussions begin on national agenda on the caring economy and National Care System

2017

Second National Time Use Survey (to be published)

situated in the executive branch, the issue has more political weight, albeit without a ministry and associated resources to implement caring policies.

Law 1413 on the Caring Economy.

The Law 1413 on the Caring Economy includes the following key tenets:

Defines the caring economy and key terms such as unpaid housework, time use surveys, and satellite accounts.

Classifies housework and unpaid caring activities as the following in exhaustive list: 1) organization, distribution and supervision of domestic work; 2) preparation of food; 3) cleaning and maintaining the house and its surroundings; 4) cleaning and handling of clothes; 5) caring, teaching and development of children (including transporting them to school and helping them with their homework); 6) caring for the elderly and the sick; 7) shopping, payments, and administrative/government processes having to do with the home; 8) home repairs; and 9) community service and unpaid work in other households belonging to friends, relatives, or neighbors.

Assigns responsibility to DANE to apply the law in conjunction with a multisectoral committee and mandates it to develop the necessary mechanisms and procedures to plan, design, apply, and update the Time Use Survey (ENUT) which is “indispensable to obtain information on unpaid housework.”⁵

Mandates that DANE and Ministry of Finance and Public Credit implement the methodological, technical, and administrative processes needed to develop a TUS and include its results in the system of national accounts. Further, it specifies that the ENUT should be carried out at least every 3 years.

Mandates that the presidential high-level advisor on gender equality coordinate a working group with the participation of government entities, academia, and civil society with the objective of supporting the implementation of the ENUT.

Directs the Finance Ministry, National Planning Department, Bank of the Republic, National Budget Office, Comptroller General, and other government entities that participate in the preparation, implementation, and control of the government budget and national economy to **include unpaid housework as part of their analyses of the country’s economic development.**

Finally, DANE has expanded upon its mandate and outlined the following objectives for its TUS:

- Develop a measurement of time use and unpaid work for Colombia following SCA-ECLAC’s statistical gender recommendations
- Identify the distribution between paid and unpaid work in order to measure the total work load in the country
- Incorporate a sociodemographic and gender perspective when measuring unpaid work
- Make visible women’s and men’s roles within the home
- Develop an analysis and the unpaid work satellite account
- Develop indicators about gender inequalities in unpaid work

Collect and Analyze

Collection

DANE began including TU questions in the national HH survey in 2006 and implemented subsequent modules in 2007, 2008, 2009, 2010. After Law 1413 was passed in 2010, DANE began developing a standalone time use survey in 2012–2013. It is currently developing the follow up ENUT with measurements taking place between 2016 and 2017. For the 2012–2013 survey, DANE employed a list of 83 activities based on both the International Classification of Activities for Time-Use Statistics (ICATUS) and Classification of Time Use Activities for Latin America and the Caribbean. The nationally representative survey obtained completed responses from 42,285 households accounting for 148,492 people ages 10 years or older during a 52-week period between August 2012 and July 2013. However, DANE employed different methodologies in the collection of data compared to its regional peers.⁶

Pilot testing by DANE showed that it was too hard for respondents to recall time spent on a given activity during a given week. Hence, DANE used only time use on the day before the survey visit as a measurement point and used sampling techniques to get a representative sample of all days of the week from the entire national sample. Since DANE limited the measurement to the previous day, it freed up survey time to employ a hybrid approach to data collection that included a structured survey and long list of activities (83), a battery of labor force and employment questions, and some questions regarding the participation

⁵ The committee was not actually created until 2013 when DANE’s decree (2490) created the Inter-sectoral Committee for the inclusion of unpaid housework in the System of National Accounts.

⁶ DANE 2013

of children in daycare programs. For the 2016–2017 ENUT, questions also measure respondents' perceptions of time poverty and equal distribution of work.

The current approach still has problems, however, relating to the measurement of simultaneous activities, or multitasking (doing multiple activities like caring for children and cooking at the same time). As a result, 28 percent of survey responses did not add up to 24 hours. This problem could have been avoided had a diary methodology been used. DANE mentioned that it was aware of the current Chile TUS and to its knowledge Chile's National Statistics Office faced similar issues. While the diary methodology was initially considered by DANE, they decided that these methodologies were too expensive, plus previous experiences in LAC showed that diaries did not work well. DANE also conducted the survey using an application on tablets and mobile phones that not only sped up the survey collection time, but also allowed enumerators to validate certain data and control for simultaneity.

The implementation of the 2012–2013 and 2016–2017 ENUT surveys has included the following partners and financiers: DANE (main financier); UNFPA (financier in technical design); ECLAC (in kind technical support).

Analysis

The first analysis cited in the literature of the last 15 years in Colombia was the one done by the Mayorality of Bogotá's Women, Gender, and Diversity Secretariat using 2006 data from the national household survey. Although it was not widely disseminated, a more complete analysis was developed by ECLAC in 2011 using 2007 and 2008 national household survey data. This analysis helped shape the TUS discussion that followed the 2010 law. The main forms of analysis DANE relied on for the time use survey are the development of the Unpaid Work Satellite Account and the now annual report called "Women and Men in Colombia," which it has been publishing since 2009. See Box 1 for some highlights of findings from the time use survey. Additionally, DANE in partnership with the UNFPA created a request for proposals called "Investigas" (Investigate) that culminated in seven studies that use the 2012–2013 ENUT data.⁷ DANE also notes that the caring economy committee chaired by the presidential advisor on gender equality is the main audience and user of the data. The Departamento Nacional de Planeación (DNP), the government's planning department, uses the data for its poverty analyses and the Presidential Advisor developed a report in 2013 with the ENUT data.

While the analyses above do not have direct links to the development of public policy, the DNP is currently working with the World Bank to analyze both the demand for and supply of caregiving services as the country prepares to develop a national care policy. These analyses will build upon the planning department's own analyses using the ENUT 2012–2013 that have contained policy-relevant findings. For example, more than 1.2 million people had disabilities that required the support of at least one person or caretaker. Additionally, the inter-sectoral committee has developed a statistical needs assessment, based on the methodology developed by Maria Angeles Duran, a well-known time use survey and caring economy expert. This analysis found that the highest caregiving demand is for children ages 0–14. But economists project that children's demand for care will decrease, while the elderly population's demand for care will increase.

Key findings from Colombia's Time Use Survey.

Caregiving activities (the caring economy) in Colombia constitute 19 percent of the country's gross domestic product. This sector is larger than sectors like agriculture (6 percent), industry (11 percent), and the financial sector (18 percent).

Sixty-nine percent of women spend time doing unpaid work in the household compared to 33 percent of men (see Figures 1 and 2), and **women spend more time (77 minutes) on average than men (56 minutes).**

Seventy-nine percent of the hours spent on unpaid work and care work is done by women. 89% of the hours spent on food preparation, 90 percent of time spent on dealing with clothes/laundry, and 76 percent of caring activities are done by women.

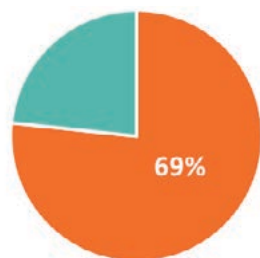
Nearly one-quarter (23 percent) of women's time is spent caring for adults and children compared to 4.4 percent of men's time. Women spent more time on caregiving (76 minutes/day) than men (38 minutes/day).

Nine in 10 women do work or activities that are outside the scope of the national system of accounts compared to 6 in 10 men.

Nearly one in five men, or 19 percent, take part in sports or cultural activities compared to only 8 percent of women.

About 1 in 10 households, or 9.7 percent, encounter barriers to accessing childcare services for infants.

Figure 1. Percent of **women who spend time on unpaid work** in the household.



Source: DANE (2013).

Figure 2. Percent of **men who spend time on unpaid work** in the household.



Inform and Influence

As mentioned above, Colombia's participation, particularly that of influential senators, in international fora on TUS spurred the development of Law 1413. After the law was passed, DANE held a national high-level Forum on Time Use and Unpaid Work in September 2011 that included influential senators, the director of DANE, and the presidential advisor on gender equality. In the fall of 2011, multiple high-level dissemination events took place. DANE also held dissemination events for the ENUT results along with members of its inter-sectoral committee.⁸ These events and multiple articles in national newspapers and media have spread news of the findings. Several female senators like Cecilia Lopez have written opinion editorials about unpaid work, TUS, and the need for policies to address the inequalities inherent in them.

While still in their initial stages, these efforts have helped to shift the national discussion to developing a National Care System (SINACU is its Spanish acronym) led by DANE and DNP via the inter-sectoral committee. Colombia has yet to embark on national consultations or dialogues on the caring economy that countries like Uruguay and Chile have already implemented. Additionally, biannual reports to Congress on the status of the law's implementation, which beginning in 2014 included DNP's development of a national care policy, keep the issue alive in policy and political circles.

Policy

Direct Data to Policy Impacts

There is a direct, albeit recent, link between the development of Law 1413 and the development of a caring policy in Colombia. Starting in 2016, under the auspices of the Inter-sectoral Committee led by DANE and mandated by Law 1413, DANE and DNP began leading an effort to

develop the National Care System of Colombia (SINACU), based on a national agenda on the caring economy led by the committee. Hence, the committee is now leading the development of a coordinated policy for Colombia. It is notable that DANE and the NSO have taken strong leadership roles in developing public policy, although the planning department (DNP) will be the main coordinator.

The Inter-Sectoral Commission developed the following tenets for SINACU:⁹

- Focus and Principles
 - » SINACU will focus on human rights, lifecycle, gender equality, territories, and intersectionality
 - » Main principles: Equity, progressiveness, complementarity, co-responsibility, and opportunity
- Guiding themes: recognition, reduction, and redistribution of care work
- Responsible parties: Public and private sector as well as communities and families
- Key action areas: services, regulation, capacity building, knowledge and information management.
- Beneficiary Populations: Caregivers and caring population (supply) and care dependents (demand).

Beyond these recent developments, the main use of the TUS data in the ENUT has been the development of the Unpaid Work (UW) Satellite Account as mandated by the law.

Indirect Data to Policy Impacts

The National Public Policy on Gender Equity for Women (2012–2022) outlines as a thematic priority the reconciliation of labor and family responsibilities and the continuation of the UW satellite account that will help highlight gender inequalities in unpaid household and care work. One thematic priority outlined in the Guidelines for the National Public Policy on Gender Equity is “economic autonomy and equality in the labor market and in care.” The policy uses DANE TUS data from the national household survey on unpaid work, since it was prepared before the ENUT was developed.

The most prominent use of the ENUT in Colombia's National Development Plan (PND) 2014–2018 is the statistic that 9.7 percent of homes noted barriers to access caregiving services for infants.¹⁰ This was used in one of the main arguments endorsing the expansion of the Colombian government's From Zero to Forever (De Cero a Siempre)

⁸ The Inter-Sectoral Committee for the Inclusion of Unpaid Household Work data in the National Accounts includes the following members: DANE, the presidential high-level advisor on gender equality, the Ministry of Health and Social Protection, the Ministry of Labor, the National Planning Department, the Administrative Department of the Presidency, and the Administrative Department of Social Prosperity.

⁹ Perfetti 2016

¹⁰ Colombia 2016

early childhood development program which is on track to exceed its goal of caring for more than 1.5 million children through different childcare services.¹¹ The program, however, does not have a strong gender equality focus, as the main objectives focus on improving socioeconomic and health outcomes for children as opposed to increasing female labor force participation or reducing the women's caregiving burden.

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India: Time Use Surveys and Policy Case Study



Gayatri Koolwal, Data2X Fellow

Identify and Prioritize

Although there has been a long gap between the last large time use survey (TUS) and now—due in part to a lack of consensus on measurement issues—people in the Indian government have been interested in conducting a regular TUS for both statistical and policy reasons.

First, India's Ministry of Statistics and Programme Implementation (MOSPI) strongly favors a TUS that is able to highlight types of activities that official employment statistics are less able to capture, including small-scale self-employment and contributed family work, as well as time spent in other activities such as education and other productive home-based work, which might explain some puzzling trends in India's national employment surveys.

MOSPI has provided the main impetus for the upcoming national TUS. The motivation has come mostly from a task force on employment and interest within other ministries, including the Ministry of Women and Child Development. MOSPI developed all survey design/methodological approaches for the new TUS.

According to India's official employment data, captured by the National Sample Survey Office (NSSO), women's overall labor force participation (LFP) has been low.¹ In 2012, women's national LFP rate in India was only 33 percent, compared to an average in East Asia of 63 percent. Policymakers in India are also trying to understand why women's LFP has fallen over the last decade, with the decline particularly dramatic in rural areas.² Women's rural LFP fell, for example, from about 53 percent to about 38 percent between 2004–2005 and 2011–2012. Men's rural LFP also fell, although to a lesser extent—from about 88 percent to 80 percent. In urban areas, the decline in LFP was less pronounced over the same period. For women, it dropped from 25 to about 23 percent. For men, it declined from about 83 to 79 percent.

Some believe the declines for women's LFP, particularly in rural areas, may be due to migration for work elsewhere/education. However, underlying reasons for the overall trend remains a puzzle for policymakers. Social norms affecting work preferences have also dampened women's LFP. Yet how these norms have affected employment decisions in a dynamic and rapidly growing economy needs to be better understood. To complicate matters, many statisticians also argue that India's official employment data do not fully capture the different types of work Indians do, especially when it comes to women, who may be involved in small-scale self-

1998-99

India's Ministry of Statistics and Programme Implementation (MOSPI) conducts a time use survey (TUS) in six states (Haryana, Madhya Pradesh, Gujarat, Orissa, Tamil Nadu and Meghalaya). It covers 18,591 households and 77,593 individuals

2000

Results of survey are released

2008

The 1993 System of National Accounts (SNA) classification is revised, giving greater visibility to work done in the informal sector

2012

A National Classification of Activities for Time Use Surveys (NCATUS) is developed by MOSPI to address the SNA changes and tailor activity classifications to the Indian context

2012–14

MOSPI sets up an expert committee to offer guidance to the government on how to conduct time use surveys regularly. MOSPI decides to conduct a pilot survey in two states in 2013 to test the NCATUS 2012 classification

¹ The official employment data captured by the NSS is the same as India's Labor Force Survey (LFS).

² See Das et al (2015).

employed activities, informal or seasonal work, and/or family work, but may not report it.^{3,4}

As a result, a regular TUS would be able to “fill out” the story on work trends. On a related note, the 19th International Conference of Labour Statisticians (ICLS 19) changes, which recognize the importance of women’s unpaid productive work, are another reason why time use surveys are being considered as a way to complement traditional employment surveys.

The second motivating factor for a regular time use survey is the need to understand the time constraints women face. They not only affect their ability to work outside the home, but also affect other outcomes related to their own health, pursuit of education, etc.^{5,6} The Ministry of Women & Child Development has been the main driver on this front for the need for a TUS to understand how best to design employment, health, and education policies, in addition to addressing women’s time burdens and time spent in unpaid care work. Other interested ministries include the Ministry of Labour, Ministry of Health and Welfare, and the Ministry of Rural Development. All provided input on TUS design in 2012.

MOSPI is also interested in regular, spatial comparisons of time use across the country, and how to correlate women’s time use with regional policies on subsidized access to clean water and gas connections, in a context where women and girls spend large amounts of time collecting water and firewood for fuel. In general, there is a notion within India that a large share of women’s unpaid care work (and unpaid work in general) is exacerbated by limited access to infrastructure and services such as safe water and clean fuels in homes, better transport, and reliable, affordable paid childcare services.⁷

Government experts agree that a one-off TUS doesn’t have much utility. Collecting time use data more frequently could yield important policy benefits for national accounting as well as policy and advocacy. At the moment, MOSPI hopes to conduct one regularly, approximately every three years.

Collect and Analyze

Outlined below are the time use surveys/pilots that MOSPI has conducted since 1998.

These surveys, including the 1998–1999 TUS, the 2013 pilot, and the upcoming 2018 survey, are standalone. While MOSPI considered between 2012 and 2014 whether to connect a time use module to the regular NSS employment survey/ Labor Force Survey (LFS), it has decided going forward that a standalone survey is better, because it would reduce respondent burden. They also feel it is important to

3 World Bank data show that India’s share of employed women contributing family workers (34 percent in 2010, compared to 11 percent for men) is also among the highest in the world. See <http://data.worldbank.org/indicator/SL.FAM.WORK.FE.ZS?locations=IN&view=map>.

4 Despite the Indian economy’s high growth rates in the 2000s, recent work by researchers at Princeton and the International Growth Centre aims to better understand the systematic decline in rural women’s labor force participation using National Sample Survey data. See <http://www.theigc.org/project/women-work-rural-india/>.

5 According to OECD statistics (<http://stats.oecd.org/index.aspx?queryid=54757>), women in India spend an average of 5.9 hours a day in unpaid work, compared to 52 minutes a day for men.

6 Some argue that freeing women from time spent in unpaid care work will increase their labor force participation, although this hasn’t been confirmed systematically across countries. See, for example, the 2015 McKinsey report: <http://www.mckinsey.com/global-themes/employment-and-growth/the-power-of-parity-advancing-womens-equality-in-india>

7 See, for example, the Ministry of Women & Child Development’s 2016 National Policy for Women (2017 version forthcoming), http://wcd.nic.in/sites/default/files/draft%20national%20policy%20for%20women%202016_0.pdf.

2015

MOSPI conducts field tests in six states to inform a full-fledged, standalone nationally representative TUS

2017

Ministry of Labour and Employment’s Maternity Benefit (Amendment) Act, recognizing women’s time spent in care work, goes into effect in April

Questionnaires and methodology for a new, nationally representative TUS are completed

2018

Implementation of new national TUS

2020

Results from TUS scheduled for release

preserve the “continuity of structure” of the LFS. The sampling frame for the TUS will be taken from the LFS, however.

1998–1999 TUS (six states):

The main objectives of the 1998–1999 TUS were:

- To develop a conceptual framework and a suitable methodology for designing and conducting time use studies in India on a regular basis
- To infer policy/program implications from the analysis of the data on (a) distribution of paid and unpaid work among men and women in rural and urban areas; (b) the nature of women’s unpaid work including the drudgery of their work; and (c) gender inequalities in time allocation within the household.
- Based on individuals’ time use patterns, to infer how employment and welfare programs should be targeted.

Implementation

Three sets of schedules were used: one for collecting data on characteristics of selected households, one on details of individual household members, and one on time use pattern of all members ages 6 years and above. To capture seasonality in work patterns, the survey was spread over one year and was conducted in four sub-rounds of three months’ duration each.

An interviewing method was adopted as opposed to a time diary or direct observation approach. Respondents were asked to recall their time spent over the last 24 hours, in one-hour time slots.

Data were collected for three types of days: (a) normal; (b) a weekly variant allowing for a day off; and (c) abnormal days (for example, guests visiting, illnesses, etc.). They ultimately found that “normal” days made up more than 90 percent of all the days covered in the survey. So focusing on a regular or normal day was likely sufficient for future survey design.

Constraints

The 1998–1999 survey relied on a different classification of activities than the International Classification of Activities for Time Use Statistics (ICATUS) or the activity classification in the regular employment survey, making it difficult to compare with the employment survey and draw policy conclusions.

Interviewers encountered some measurement problems. Respondents, particularly in rural areas where hourly time is not tracked as carefully, found it hard to recall what they had done in one-hour time intervals. This lengthened interviews considerably, as administrators tried to understand the chronology in respondents’ time use patterns.

In the 1998–1999 TUS, simultaneous activities were addressed in a very limited manner. This affected how care work was estimated, since care of children and the elderly was often conducted with other domestic and economic activities. Specifically, the survey asked, for each activity, whether or not it was conducted simultaneously with another activity (yes/no). Fieldworkers were then asked to determine the main and secondary activity among reported simultaneous activities, and they allocated the total time spent according to the relative importance given by the respondent. Where activities were seen as equal in importance, time was distributed equally between them. In the case of economic and non-economic activities that were performed simultaneously, priority was given to economic activities in deciding their importance. And respondents, particularly those who had difficulties with recall, also typically only gave information on the main activity. Care work, as a result, was often underestimated.

2013 pilot (two states):

MOSPI’s main objective in conducting the 2013 pilot was to test NCATUS classification of activities developed in 2012; while overall findings on methodology have been released, underlying tabulations of the data have not.

The 2013 pilot was conducted in the states of Bihar and Gujarat. It refined the 1998–1999 approach of asking respondents to recall their time in one-hour time slots. Instead, the 2013 pilot asked respondents what they did between “waking up” and “breakfast” as opposed to “6 am–8 am.” They compared results in this revised approach with direct observation, and found greater consistency in responses/better comprehension among respondents, and reduced respondent burden. The pilot survey aimed to finish the time use recall module in half an hour.

The 2013 pilot also introduced context variables: for each activity, respondents were asked “for whom” (for example, for oneself/care, for subsistence/own account enterprise, for family enterprise(s), taking care of family members, etc.); “paid/unpaid” (including for own-production activities, for example, whether it was for household consumption or sale); and “where” (inside or outside household premises). In addition to helping refine activity classifications for future surveys, the context variables have helped capture simultaneous activities, and in what contexts respondents multitask, which is important for care work as well.

The background information of the household was also part of the detailed schedule, and was not a separate schedule. These household composition and other demographic/socioeconomic variables helped interviewers understand if there were any potential inconsistencies in respondents’ answers.

Constraints

Despite methodological improvements, however, the narrow scope of the survey limit the conclusions which can be drawn. Also, even with a reduced interview time of 30 minutes, interviewers still encountered difficulties in some areas where respondents tried to aggregate their activities of the day as opposed to providing a sequence of timings. The investigators then had to ask for additional detail on the chronology of events, which respondents sometimes were reluctant to do in a short timeframe.

While the 2013 pilot used some interesting approaches to handling measurement errors, members of MOSPI's expert committee that commissioned the pilot were not able to agree on a solution for a regular TUS.

New TUS (to be conducted in 2018)

The time use survey that is scheduled to launch in 2018 will reflect the following:

- It will be a recall-based format for the last 24 hours (in half-hour intervals), for all household members ages 6 and older. For all households, if certain members can't be reached, enumerators will try to revisit to survey them as well (assuming those members do reside in the household regularly).
- Female enumerators will interview women in the household.
- For each half-hour interval, field workers will ask about up to three activities, and respondents will then be asked to identify the major activity of the three. For each major activity, additional questions will be asked: whether it was conducted within/outside the household, paid/unpaid, and the amount of earnings (depending on the type of activity, per day or per month). Furthermore, the total amount of time for that interval is only allocated to the main activity. If women report cooking and taking care of children in a particular timeframe, and state that cooking was the main activity, all the reported time will be attributed to cooking.
- For simultaneous activities, one would be able to see, during a particular time period, which additional tasks are being done, but unless they are considered the main activity, tabulations on hours spent will not include these additional activities. Greater care needs to be taken to make sure respondents are reporting their "major" activity for each time interval accurately.
- The new TUS will also elicit unemployment information from respondents that can then be compared with statistics from the employment survey.

Findings

Overall, given India's very diverse population, time use estimates and implementation issues varied considerably across states and regions. In analysis, differences in structural and cultural arrangements need to be considered, including differences in language/ interpretation of questions, economic activities, and intra-household dynamics. Nevertheless, there were some overarching conclusions from the MOSPI surveys.

1998–1999 survey

Keeping in mind the measurement issues discussed above, the results from the 1998–1999 survey were consistent with broader perceptions of how men and women allocate their time. Across the six states, women spent about twice as much time compared to men in caring for children, the sick, and elderly. Married and widowed women also spent greater time in these activities than women who were never married or those who were divorced. Women were also much more likely to be involved in unpaid labor (family labor or exchange labor). Interestingly, education had little correlation with time use in these areas as well, and only marginal differences were observed across the states surveyed.

The 1998–99 survey also showed that across all states, TUS-based estimates of labor force participation were much higher than the NSSO-based labor force participation (for 1999–2000 round) for men and women in both rural and urban areas. In particular, the gap between the NSSO-based rates and TUS-based rates is much higher for women than for men. This indicates greater under-reporting of women's work than of men's work under the NSSO. The TUS shed light on important gaps in understanding men's and women's employment, including possible inadequacies in how the regular employment survey is conducted.

2013 pilot survey

As discussed in the previous section, the main thrust of the pilot was to understand how methodological changes in survey design and implementation affected reporting. Women respondents were also found to provide more accurate information on domestic activities/responsibilities than male respondents. To speed up data collection and analysis, the committee recommended field workers use better technology/tablets to collect data in the field going forward.

Inform and Influence

MOSPI is the main agency that drives the data agenda on time use, and the Ministry of Women & Child Development is the primary agency advocating for gender statistics (including regular time use surveys, which it has highlighted in its annual National Policy for Women). After financial closure on the current TUS proposal, MOSPI is planning to constitute a technical group including academics to help guide the discussion on time use statistics. In addition to line ministries, other national organizations with an interest in time use allocation include the National Commission for Women (NCW).

India's ambitious national anti-poverty program, the Mahatma Gandhi National Rural Employment Guarantee Scheme (NREGA), can also be informed by more detailed statistics on women's time burdens. NREGA offers up to 100 days of unskilled manual labor per year on public works projects for any rural household member who wants such work at the stipulated minimum wage rate (same pay for men and women, and the program also aims to close the rural gender pay gap). Over the last several years, NREGA has brought a large share of poor rural women into the workforce. NREGA also provides for informal worksite crèches/childcare when at least 5 children under the age of six are at the site, although implementation of this rule varies considerably across areas. Under NREGA, one woman will be paid a full day's wages to provide childcare.

Other groups and policy initiatives whose work could benefit from regular time use surveys and better data on unpaid care work include the Integrated Child Development Services (ICDS), Seva Mandir, and many research projects.

Integrated Child Development Services is a longstanding Indian government welfare program that provides food, preschool education, and primary healthcare to children under 6 years of age and their mothers. These services are provided at Anganwadi centers established mainly in rural areas. The Self-Employed Women's Association (SEWA) in India has also begun running childcare workers' cooperatives that are linked to ICDS.

Seva Mandir is one of India's largest NGOs. It currently works with about 360,000 people across 700 villages in the state of Rajasthan. Its projects range from participatory development initiatives, investments in health, education, and sustainable agriculture, women's empowerment, youth development, and childcare. On childcare in particular, Seva Mandir runs 187 community preschools called Balwadis that cater to the

educational, nutritional, and all-around developmental needs of children ages one to five, and typically run from 9 am to 4 pm. Seva Mandir also runs a Child Representative Program that sends children to school and promotes children's participation in the community. Seva Mandir's preschools have been praised as a national model worth emulating in the government's Five Year Plans.

A number of research evaluations have been conducted recently or are in progress to understand what can be done to assess and improve women's labor force participation in India. They examine the role of childcare as a policy instrument as well as study "light" time use approaches.

One such problem looks at "the influence of affordable day care on women's empowerment in India" and is a collaborative effort of McGill University, IFMR LEAD, and Seva Mandir, funded by the International Development Research Centre (IDRC) of Canada.¹⁰ This is a cluster randomized controlled trial across 160 hamlets, with a focus on poorer communities. A baseline survey was conducted in April 2015 across these hamlets among mothers who had children between 1 and 6 years old, after which 80 of the 160 hamlets were randomly assigned to receive a day care center (Balwadi) from Seva Mandir. For the same sample of women, a mid-line survey was conducted in 2016, and an end-line survey began in June-July 2017.

The baseline survey revealed some interesting statistics. Among the sample of women, 95 percent had done some type of work in the last 12 months, and almost all of these women were self-employed in agriculture. Time use statistics showed that women were spending nearly 10 hours per day on unpaid work, with 2.5 hours on care for children, elderly, and the disabled.

In a study from Harvard, Rohini Pande and Natalia Rigol conducted a "light" time use module as part of a broader study to understand the impact of financial inclusion on giving women control over their wages and their labor supply decisions. The survey was conducted among 6,000 women working for NREGA, in four northern districts of the state of Madhya Pradesh.

Women in the sample were mostly illiterate, and understood big markers of the day (sunrise, sunset, lunchtime, dinner time, time they need to be at paid work), but found the 24-hour time diary approach difficult. This study therefore explored the use of visual aids (24 chips to represent hours in a day) to quantify women's reported time. The light time use module devised was a short, five-minute series of

8 Ibid.

9 See, for example, trends from NREGA in the state of Tamil Nadu: <https://oxfamblogs.org/fp2p/how-is-indias-iconic-nrega-social-protection-scheme-doing-interesting-research-from-tamil-nadu/>, and a recent study from India's National Council of Applied Economic Research: <http://www.ncaer.org/events/ipf-2016/IPF-2016-Paper-Sukhtankar.pdf>.

10 Learn more about IFMR LEAD: <http://ifmrlead.org/>.

questions that asked women to allocate chips into different “bins” of activity that were of interest in the research study: sleeping, leisure (social/relaxing), child care, as well as different types of work that women could do (paid wage work, work for an employer, working on one’s field, other self-employed income, and unpaid work within and outside the household). However, the time use module doesn’t capture activities conducted simultaneously.

Policy

The 1998–1999 TUS, while flawed, shed light on important gender inequalities within the household on unpaid work. This, along with the ICLS 19 changes and NSS rounds showing a decline in women’s labor force participation in rural areas over the last 10 to 15 years, motivated the government to take a closer look at how a regular TUS would help address gaps in traditional employment statistics.

The 2017 Maternity Benefit (Amendment) Act is one major policy change that recognizes the value of women’s care work. Under the new policy, as of April 2017, maternity leave was extended from 12 to 26 weeks for women working at companies with at least 10 employees. Women also have the option under the Act, depending on the nature of work, to work from home after their maternity leave is finished. Mothers who have had children via surrogacy or adoption, who are being recognized for the first time under this Act, will receive 12 weeks’ maternity leave. Starting July 1, 2017, the Act also requires that every establishment with 50 or more employees must have a crèche (daycare) facility within a “prescribed distance” for staff and also permit the employee concerned to visit this crèche four times a day. The Act, however, places the cost burden completely on employers, which has raised fears that demand for women workers may decline. The Act does not contain any provisions for paternity leave.

A regular time use survey will also be more directly able to inform other policies, including those related to household access to energy and water, childcare, and employment. Childcare programs for poorer women, through Seva Mandir, ICDS, and other regional initiatives that are also linked to large-scale employment programs like NREGA, can also be informed by ongoing research studies and time use data as well.

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Chile: Time Use Surveys and Policy Case Study



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Identify and Prioritize

Broadly, the motivation for undertaking time use surveys derives from external actors' push for gender statistics in the region. The outside organizations involved were ECLAC, in collaboration with United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)/Government of Mexico (INEGI), guiding and supporting the NSO, with smaller roles for PAHO and the IDB.

More specifically, the 2007 TUS objectives were:¹

- to quantify total hours worked, paid and unpaid;
- to measure the distribution of unpaid household work by men and women;
- to estimate time and distribution of time spent on care of those with health problems; and
- to quantify free time and time dedicated to studying and other activities.

The 2015 survey seems to have responded to two concurrent needs. First, it served as a response to the UN mandates on gender equality and the new definitions of work and employment adopted by the 19th International Conference of Labour Statisticians (ICLS). Second, following regional statistical best practices, adding a TUS to the existing toolbox of basic surveys carried out by INE, (including the National Socio-Economic Characterization Survey (CASEN) household survey, the labor force survey, and the income and expenditure survey), was a way to strengthen the national statistical system.

Summarizing, while the 2007 TUS had the Health Ministry (a line ministry), as a potential main user of the information, the survey's experimental nature and restricted coverage may have limited its policy influence. Two coordinating ministries, Social Development and the Women's Ministry (as well as the government's inter-ministerial gender commission) are potential users of the 2015 TUS, but neither has line authority or a line budget. In INE's view, there is no identifiable primary government client or user of the 2015 TUS information.²

Collect and Analyze

INE undertook both the 2007 experimental TUS (covering only the Santiago metropolitan region) and the 2015 nationally representative urban TUS, the latter on a sample of 15,000 urban households (with oversampling). CASEN household survey is based on a sample of 83,000 households. Both the 2007 and the 2015 TUS were stand-alone surveys, with their own sampling frames. The 2015 survey was conducted between September and December on a final sample of 11,623 urban households, representing 85 percent of the national population.

2007

INE (Instituto Nacional de Estadísticas) undertakes an experimental time use survey (TUS) in collaboration with the Health Ministry and Pan American Health Organization (PAHO), covering the Santiago urban metropolitan region only

2009

National cash payment (bono) for homemakers goes into effect on July 1. All women ages 65 and older with children are entitled to a cash payment

Comunidad Mujer with financing from the International Development Bank (IDB), runs a national panel survey of urban women ages 18 to 65 based on self-reporting to assess the issue of unpaid care work and its relation to women's low labor force participation rates

2011

Comunidad Mujer collects second wave of panel data

2015

INE carries out first nationally representative urban TUS from September to December in collaboration with the Women's Ministry and the Economic Commission for Latin America and the Caribbean (ECLAC)

¹ INE 2009

² Diego Rodriguez, interview, December 2016

The 2007 TUS collected an activity diary, with respondents recalling activities chronologically for the prior day in 30-minute intervals between 5 a.m. and 5 p.m. Primary and secondary activities could be recorded, but accurate recording of activities in a diary form is difficult and varies with interviewer skills. The 2015 TUS uses a different methodology and is therefore not strictly comparable with the 2007 survey. Instead of collecting a diary with activities defined by the interviewee, as in 2007, the 2015 TUS uses an activity questionnaire that contains a listing of activities adapted from the Classification of Time-Use Activities for Latin America and the Caribbean (CAUTAL) (2015), the regional classification system for Latin America and the Caribbean. ECLAC provided the technical assistance to adapt the classification system.

The activity listing is easier to administer and code, according to INE, and prevents under-declaring activities that are undervalued in society.³

The 2015 TUS interviews all family members ages 12 years and older. This survey includes modules for different categories of activities (following the SNA framework), as well as both a household questionnaire and one to assess self-reported wellbeing. It asks about activities taking place in one weekday and one weekend day, over half hour intervals, and combines them to build an average or typical day.

INE paid for the 2015 TUS from its regular budget, and would like to repeat the TUS in five-year intervals. However, INE does not have an assigned budget for it yet, as it does for the other three main survey instruments, which are covered by INE's budget.

According to INE, the 2015 TUS was complex to undertake and clean. Technical issues are still outstanding, including overestimated time (overriding the 24-hour daily limit) when recording simultaneous activities. Also, clear standards for data collection are missing.

Findings

Both the 2007 and the 2015 TUS describe time use by activity and gender/age groups, and calculate a "global work burden," adding paid and unpaid work. Both surveys show that women on average deal with a higher global work burden than men. In fact, women spend on average double men's time in unpaid work (in the 2015 survey, 5.9 hours versus 2.7 hours in a typical day). In the earlier 2007 pilot survey for metropolitan Santiago, the gap in unpaid work hours was not quite so wide at 4.8 hours for women vs. 2.8 hours for men (see Table 1).

The 2007 TUS calculated unpaid care work's contribution to gross domestic product as 25 percent of GDP in the Santiago metro area.

There are plans to do an economic valuation of the time use results of the 2015 TUS. However, the Central Bank does not follow the practice of calculating and publishing external satellite accounts alongside national accounts, which would be a way to estimate the value of unpaid work and link it to central accounts.

The analysis of the 2015 TUS is ongoing. Interesting initial descriptive results include data that show that the largest gender differential in unpaid care work is observed in the youngest 12- to 24-year-old cohort (2.97 hours per day for females, 1.35 for males), and data describing time use for youth who are "idle" (neither at school nor at work). Sixty-five percent of those in this idle cohort (15- to 29-years-old) are

2016

INE releases results of first national urban TUS in November and gets media coverage. Presents to the government gender commission and the civil society advisory group

2017

Comunidad Mujer analyzes data from national urban TUS to assess total work hours of working men and women ("global work burden"). Selects households with couples, both working, ages 24 to 59. Shows that total daily working hours for women are 11.6 versus 9.7 for men. Leading newspaper publishes the data (El Mercurio, 4/9/17) with no implications for policy, however

³ Ibid.

Table 1. Average time spent on paid (remunerado) and unpaid (no remunerado) work, by sex, Santiago metropolitan area, 2007.

Principal Activities	Men			Women			Total		
	%	#	Hours	%	#	Hours	%	#	Hours
Paid work	53.4%	1,181,036	9.0	31.8%	754,021	7.8	42.2%	1,935,057	8.6
Unpaid work	44.5%	1,038,197	2.8	81.2%	2,048,568	4.8	63.6%	3,086,765	4.1

Source: INE (2009).

female and they spend an average of 6 hours daily on unpaid care work (versus 1.78 for males). But there are no specific links drawn to policy needs or options.

An unexpected result of the 2015 TUS is the low proportions of people taking care of the elderly, with no gender differences in the distribution of this care, in contradiction to the Comunidad Mujer survey which underscores the issue of elder care as one of the determinants of women's low labor force participation rates. In the 2015 TUS, people 66 and older are the ones that spend the most time taking care of people of their same age cohort with women spending 1.05 hours a day on this care on average, men spending 0.97 hours per day.

The quality of the 2015 TUS analysis is good, and results are presented in easy-to-read text and graphics in INE's brochure, which synthesizes top findings.⁴

Inform and Influence

INE released synthesis results from the 2015 TUS in November 2016. It convened a meeting where media were invited and results were well covered by the mainstream media. Future plans include presenting the data to the government gender commission and the civil society advisory group.

Comunidad Mujer analyzed data from the 2015 TUS to show total work burdens for working couples. The leading newspaper published the analysis revealing that women worked an average of 1.9 more hours daily than men, counting paid and unpaid work. No policy suggestions were mentioned.

Over time, advocates in academia and civil society have influenced the government's interest in the care economy and unpaid care work, and international agencies have been supportive, but INE, it seems, owns and drives the data agenda.

Policy

The 2015 TUS has yet to directly or indirectly influence policy. The first results came out only in late 2016. The survey's potential to directly influence policy may be tempered by the fact that it was carried out with general rather than specific policy objectives in mind. An equally important motivation, delinked from policy, seems to have been to strengthen the national statistical toolbox to comply with regional best practices.

The absence of a line ministry as a clear user of the TUS information foreshadows a weak link to policy. Further compounding this weak link to policy is the timing of the release of TUS results—in a transitional period with upcoming presidential elections in late 2017. In theory, results of the TUS could be used by the Social Development Ministry to develop a national care policy, following the example of Uruguay, but this is unlikely to happen during this government's last year.

Two major constraints mentioned by INE regarding the potential utility of the 2015 TUS are the lack of clear standards for data collection and the absence of an obvious/primary government user of the information.

It is possible that results from the 2007 TUS helped with or provided an economic rationale for the approval of the "bono" for homemakers, but there is no supporting evidence for this.

While there has been no direct impact, it is likely (although hard to prove) that both the 2007 and the 2015 TUS as well as Comunidad Mujer's analysis of the 2015 TUS data and its own survey have influenced policy indirectly, given that the press has disseminated the results of the surveys thoroughly through a number of articles that landed on the front pages of major newspapers in the country (El Mercurio, La Tercera). External actors, international agencies, and the example of the government of Uruguay may have also helped in raising awareness of the value of women's unpaid care work and influenced policy indirectly.

⁴ Ibid.

The data from the Comunidad Mujer study contributed to the design of the longitudinal surveys on infancy and early childhood (by the University of Chile), which have been used to develop “Chile Crece Contigo,” the government’s early childhood policies, including one that extends maternity leave to 24 weeks and provides universal kindergarten.

A national care policy coordinated by the Social Development Ministry, following Uruguay’s model, is in development, but in very early stages. It is unlikely to progress further, given that the current government ends its tenure in early 2018, with presidential elections scheduled for November 2017.

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