

PRODUCING SDG
INDICATOR 5.4.1:
GUIDANCE FOR
CARIBBEAN
COUNTRIES



DEBORAH BUDLENDER 2019



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ACRONYMS

CARICOM Caribbean Community

GDP Gross Domestic Product

ICATUS International Classification of Activities for Time Use Surveys

INSTRAW International Research and Training Institute for the Advancement of Women

RSDS Regional Strategy for the Development of Statistics

SDG Sustainable Development Goal

SNA System of National Accounts

UNECLAC United Nations Economic Commission for Latin America and the Caribbean

UNRISD United Nations Research Institute for Social Development

UNSD United Nations Statistics Division



1. INTRODUCTION AND BACKGROUND

The Sustainable Development Goals (SDGs) have presented countries with the challenge of producing estimates for a range of indicators that many of them have not, to date, been producing. SDG 5.4.1 is one such indicator, and is of special importance from a gender perspective.

The official metadata define SDG 5.4.1 and the related target and goal as follows:¹

- Goal 5: Achieve gender equality and empower all women and girls;
- Target 5.4: Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate;
- Indicator 5.4.1: Proportion of time spent on unpaid domestic and care work, by sex, age and location.

The target and indicator recognize the key role that the distribution of responsibility for unpaid care work plays in determining whether there is gender equality in a country. The metadata elaborate further on the definition, concepts and methodology. The elaboration highlights the challenges involved in producing measurements for the indicator, and also indicates that there are different ways in which this can be done.

The SDGs have not been the first agreement requiring Caribbean countries to measure unpaid care work. The outcome document of the 10th Session of the United Nations Economic Commission for Latin America and the Caribbean (UNECLAC) Regional Conference on Women in Latin America and the Caribbean held in 2017 required the development of:

... instruments, especially time-use surveys, for periodically measuring unpaid work performed by women and men in order to make such work visible and recognize its value, to incorporate their results into the System of National Accounts and to design economic and social policies accordingly (Agreement XXIII, cited in Stuart, 2014: 23).

Nevertheless, currently, none of the Caribbean countries has an official system in place to collect data that can be used for this indicator. In 2014, Stuart noted that the Caribbean was the only region in the world that had not yet implemented a full-scale time-use survey. Further, very few of the countries in the region have conducted even limited one-off initiatives, whether inside or outside government, that produce data relevant to this indicator.

Jamaica's National Policy for Gender Equality of 2011 calls for the creation of a system to capture, measure and assign value to unwaged/unpaid care labour and domestic work (Stuart, 2014: 25), but this has not yet been put in place.

- Jamaica included a time-use module in the Jamaica Survey on Living Standards of 2018, but the results are not yet available and the detailed methodology used is unlikely to be feasible for many of the countries in the region.
- As described in more detail below, Trinidad and Tobago took steps towards setting up such a system about two decades ago, but the initiative seems subsequently to have been abandoned.
- Dominica included a relevant question in its 2001 Population and Housing Census—namely, “*On average, how many hours did [person] spend per week on housework? (cleaning the house, laundry, care of children, care of elderly, etc), the following activities in the past week?*”

¹ <https://unstats.un.org/sdgs/metadata/files/Metadata-05-04-01.pdf>

(Question 11). However, it is not clear if the responses to this question were ever analysed.

UN Women is therefore committed to supporting the region in:

- Adapting for the Caribbean Community (CARICOM) context a survey methodology to measure unpaid care work in line with SDG indicator 5.4.1; and
- Developing an accompanying methodology for a qualitative component.

The proposed approach should be in alignment with the CARICOM Regional Strategy for the Development of Statistics (RSDS), which advocates for the standardization and harmonization of conceptual frameworks, methods and tools for official statistics across member countries.

This report represents the first stage in developing and implementing an agreed approach. It sets out the basic issues and the options available for national statistical systems in the Caribbean to measure SDG indicator 5.4.1: “Proportion of time spent on unpaid domestic and care work, by sex, age and location” in CARICOM.

It outlines the main available approaches (e.g. diary versus simple question; self-completion versus administered instrument; number of respondents per household; time period covered; periodicity; stand-alone versus add-on module; open-ended versus pre-coded activities) and the advantages and disadvantages of each.

The report does not include a comprehensive academic literature review or an in-depth discussion of concepts and theory. Instead, it is based primarily on practical experience and on what can actually be done. The report does, however, include a list of key documents that national statistics offices may wish to consult.

The report is framed as far as possible in language that is intelligible for non-technical experts but that also remains specific enough to provide the necessary technical information.

The report concludes with a proposal as to how UN Women and countries in the region should proceed. Once this proposal has been discussed and a way forward agreed, further, more specific, guidance can be given on implementation of the approach.

The report draws on the author’s experience as well as on the available literature. Four sources, in particular, have informed the report:

- INSTRAW (International Research and Training Institute for the Advancement of Women) (1995) *Measurement and Valuation of Unpaid Contribution: Accounting Through Time and Output*. This publication was produced at the time of the Fourth World Conference on Women in Beijing. It draws on experience from around the world, including a specially commissioned time-use survey in the Dominican Republic.
- UNSD (United Nations Statistics Division) (2005) *Guide to Producing Statistics on Time Use: Measuring Paid and Unpaid Work*. This publication draws on the experience available 10 years after the Beijing Conference had inspired a new interest in time-use studies. It has a similar format to other guides produced by UNSD.
- Budlender, D. (2007) *A Critical Review of Selected Time Use Surveys*. This paper was produced in the early stages of the multi-year research project of the United Nations Research Institute for Social Development (UNRISD) on the Political and Social Economy of Care. The publication is less ambitious than the two listed above, and focuses more on what analysis can be done using data produced by

means of different methods than on actual production of the data in the first place.

- Stuart, S. (2014) *Situation of Unpaid Work and Gender in the Caribbean: The Measurement of Unpaid Work Through Time-Use Studies*. This publication, produced by the sub-regional

office of UNECLAC, provides information on time-use surveys and how they can be used to measure unpaid care work. The publication states that the Caribbean is the only region in which a full-scale survey has not been carried out.

2. KEY CONCEPTS

2.1. What is a time-use survey?

Time-use surveys aim to provide information on what activities people do over a given time period (generally a day or a week) as well as how much time they spend on each of the different specified activities. Many time-use surveys have, as a key motivation, determining how much time people—and those in different categories—spend on unpaid care work such as housework and caring for children and other members of the household. Across all cultures, women tend to do more of this work than men. Further, this unequal division of labour between women and men influences many other inequalities relating to paid work as well as other aspects of life. This makes time-use studies an important tool for gender analysis.

Time-use surveys allow us to see work that is often hidden as a result of the way in which most studies interpret the System of National Accounts (SNA). The SNA provides the rules that govern, among other things, how countries should calculate their gross domestic product (GDP) so as to produce internationally comparable estimates of economic growth. It states that GDP should be based on the value of activities that fall within a prescribed “production boundary”. This production boundary includes the production of all goods, even if this work is not paid. So, for example, it includes subsistence agriculture and the collection of fuel and water.

In relation to production of services, the SNA production boundary includes the work if the person doing it is paid. It excludes unpaid production of non-market services (such as housework, caring for members of the household and providing unpaid services to others in the community).

Work that falls within the SNA production boundary is sometimes referred to as “economic” work. Because unpaid care work is not considered

“economic” work, engagement in it is not considered “employment”. As a result, labour force surveys do not usually ask about unpaid care work. However, the categorization of full-time homemakers as not economically active rather than unemployed is likely to result in under-counting of the true number of unemployed women, in that many of these women may well have preferred to do “economic” work if it were available.

As noted above, unpaid collection of fuel and water falls within the SNA production boundary. In many countries, labour force surveys may, nevertheless, not include these activities when asking about work done. Further, even if statistical agencies consider this a form of work, many interviewers and respondents may not know this and so may not report it. To address this problem, some statistical agencies ask separately,² and explicitly, about this work. Many do not do so.

2.2. SDG indicator 5.4.1

The metadata for SDG indicator 5.4.1 produced by UNSD provide a useful basis for our discussion.

SDG 5.4.1 focuses on “unpaid domestic and care work”. UNSD defines this as “activities related to the provision of services for own final use by household members, or by family members living in other households”. The words “own final use” mean that the household or family members “consume” (or benefit from) the services directly.

UNSD provides a list of such activities, as follows: food preparation, dishwashing, cleaning and upkeep of the dwelling, laundry, ironing, gardening, caring for pets, shopping, installation, servicing and repair of personal and household

² South Africa and Tanzania are among the countries that do this in their labour force surveys.

goods, childcare, and care of the sick, elderly or disabled household and family members.

The metadata explain how this definition relates to the International Classification of Activities for Time Use Statistics (ICATUS) of 2016, which was developed under UNSD's auspices. ICATUS has three categories that relate to unpaid care work:

3. Unpaid domestic services for household and family members;
4. Unpaid caregiving services for household and family members;
5. Unpaid volunteer, trainee and other unpaid work.

SDG 5.4.1 relates only to categories 3 and 4. Volunteer or trainee work beyond the person's household and family is not included. Neither is unpaid caregiving work provided to neighbours and other members of the community.

UNSD notes that several different aspects related to the methodology used in time-use studies hamper comparison of the findings across countries. These include whether a diary or stylized instrument (questionnaire) is used, the activity classification used, whether the method allows for recording of the fact that two or more activities were done simultaneously and the age group for which information is collected. All of these aspects will need to be standardized if CARICOM countries are to produce a reliable picture of unpaid domestic and care work in the region.

The metadata propose that SDG indicator 5.4.1 be expressed as a proportion of the 24 hours in a day. As discussed further below, the day on which the measure is based will affect the outcome. In particular, the amount of time spent on and the nature of unpaid care work may differ between weekdays and weekends for many people.

The metadata describe the two main measures that are generally used for reporting time use—namely, (a) average time spent by participants on a given activity (such as unpaid domestic work) and (b) average time spent by all members of a particular group (defined by age, gender, etc.) on a given activity. For (b), the total time is divided by the full number of people in a particular group, whether or not they engaged in that particular activity. This is the definition used for SDG indicator 5.4.1.

The metadata state that the indicator should be disaggregated by sex, age and location.

- For age, the recommended age groups are 15+, 15–24, 25–44, 45–54, 55–64 and 65+.
- For location, UNSD advises that countries use national definitions of urban/rural, as there is currently no international definition.

Although this is not specified, given the very gendered nature of the phenomenon, the age and location disaggregation should ideally be cross-tabulated with sex.

UNSD does not require any disaggregation of the activity indicator into sub-activities. However, full and meaningful analysis of unpaid care work to inform policy would benefit from more detailed information than is required in the indicator. In particular, it would be useful to distinguish between the employed, unemployed and not economically active when calculating the time women and men spend on care work, as well as whether the person is living with young children, their marital status, the personal or household income and a range of other variables. It would also be beneficial to have more detail as to which of the unpaid care work activities are most time-consuming.

This report focuses, however, on measurement of the SDG indicator.

2.3. Types of survey

Methodologically, time-use surveys consist of two broad types, each of which can be further sub-divided. The two types and the most common sub-divisions are as follows:

1. “Stylized” approaches ask respondents how much time they spend or spent on each of a pre-set list of activities within a given period (typically a day or week):
 - The pre-set activities may cover all possible activities, OR may represent only a select number of activities.
 - If all possible activities are covered, there may be a check that the time spent across all activities adds up to 24 hours.
2. The “diary” approach asks respondents to describe the activities they did at different times over a given period, typically a day:
 - The given period may be pre-divided into set intervals, which may range from 10 minutes to an hour, OR the respondent may be asked to specify the beginning and end of each activity without any pre-set constraints.
 - The respondent may be asked to describe the activities in their own words, with these descriptions then post-coded by the data collection agency into the chosen time-use classification, OR the respondent may be required to choose from a pre-specified set of activities for each time period (described in UNSD, 2005 as a light—or ‘lite’—diary).
 - The respondent may be restricted to naming only one activity per period, OR may be permitted to name two or three simultaneous activities.

TABLE 1:
Stylized time-use questions in Canadian Census questionnaire, 2006

| Q33: Last week, how many hours did this person spend doing the following activities: | |
|---|--|
| <p>(a) doing unpaid housework, yard work or home maintenance for members of this household, or others? <i>Some examples include: preparing meals, washing the car, doing laundry, cutting the grass, shopping, household planning, etc.</i></p> | <p>ih None ih Less than 5 hours ih 5 to 14 hours ih 15 to 29 hours ih 30 to 59 hours ih 60 hours or more</p> |
| <p>(b) looking after one or more of this person’s own children, or the children of others, without pay? <i>Some examples include: bathing or playing with young children, driving children to sports activities or helping them with homework, talking with teens about their problems, etc.</i></p> | <p>ih None ih Less than 5 hours ih 5 to 14 hours ih 15 to 29 hours ih 30 to 59 hours ih 60 hours or more</p> |
| <p>(c) providing unpaid care or assistance to one or more seniors? <i>Some examples include: providing personal care to a senior family member, visiting seniors, talking with them on the telephone, helping them with shopping, banking or with taking medication, etc.</i></p> | <p>ih None ih Less than 5 hours ih 5 to 14 hours ih 15 to 29 hours ih 30 to 59 hours ih 60 hours or more</p> |

Source: Census 2006 – 2B, <https://www12.statcan.gc.ca/census-recensement/2006/ref/question-guide-eng.cfm>

UNSD (2005) presents the following matrix as an example of a light diary format.

TABLE 2:
Example of light diary format

| Activity Categories | | 04:00 - 05:00 | 05:00 - 06:00 | 06:00 - 07:00 | 07:00 - 08:00 | 08:00 - 09:00 | 09:00 - 10:00 |
|-------------------------------------|----|---------------|---------------|---------------|---------------|---------------|---------------|
| Sleeping and resting | 1 | ■ | ■ | ■ | ■ | ■ | |
| Eating | 2 | | | ■ | | | |
| Personal care | 3 | | | ■ | ■ | | |
| School (also homework) | 4 | | | | | | |
| Work as employed | 5 | | | | | | |
| Own business work | 6 | | | | | | |
| Farming | 7 | | | | | | |
| Animal rearing | 8 | | | | | | |
| Fishing | 9 | | | | | | |
| Shopping/getting services | 10 | | | | | | |
| Weaving, sewing, other textile care | 11 | | | | | | |
| Cooking | 12 | | | | | | |
| Domestic work (washing cleaning) | 13 | | | | | | |
| Care for children/adults/elderly | 14 | | | | | | |
| Commuting | 15 | | | | | | |
| Travelling | 16 | | | | | | |
| Watching TV | 17 | | | | | | |
| Reading | 18 | | | | | | |
| Sitting with family | 19 | | | | | | |
| Exercising | 20 | | | | | | |
| Social visits | 21 | | | | | | |
| Practising hobbies | 22 | | | | | | |
| Other, specify | 23 | | | | | | |

Source: UNSD (2005: 53)

Table 1 presents an extract from the long version of Canada’s Census questionnaire of 2006, as an example of a stylized approach. As can be seen, there was a pre-set list of questions relating to time spent on unpaid care work. The instrument did not include questions on all other activities. For this reason, and because the time spent is specified according to brackets, there could not be a check as to whether the time spent on the specified activities added up to 24 hours.

Table 3 presents an extract from the full diary used in the time-use survey Statistics South Africa conducted in 2000 and again in 2010. The activities were recorded in the respondent’s own words, with the code subsequently added by the interviewer (in 2000) or coding team staff (in 2010).

If a stylized approach is used, problems will arise if the respondent, interviewer and analyst have different understandings of the pre-set activities. For example, with childcare, there needs to be clarity as to whether time spent supervising a child at the same time as doing other tasks (such as cooking or watching TV) should be included. More generally, respondents need to know whether to include time spent on travel related to an activity (e.g. taking a child to the clinic or to playschool) and time spent waiting (e.g. at the train station).

There is general consensus—and analysis to back it up (e.g. Bonke, 2001; Kan, 2006)—that stylized questions produce less accurate estimates than diaries. Available evidence suggests that stylized questions may produce over-estimates of the time spent on unpaid care work. However, the

TABLE 3:
Extract from full diary matrix, Statistics South Africa, 2000 and 2010

| Time period | Description of activities | Code | Same time? | Location 1 | Location 2 |
|-------------|-----------------------------------|------|------------|------------|------------|
| | 1 to 3 activities per time period | | Yes or No | | |
| 04h00 | | | 1 2 | | |
| to | | | 1 2 | | |
| 04h30 | | | 1 2 | | |
| 04h30 | | | 1 2 | | |
| to | | | 1 2 | | |
| 05h00 | | | 1 2 | | |
| 05h00 | | | 1 2 | | |
| to | | | 1 2 | | |
| 05h30 | | | 1 2 | | |
| 05h30 | | | 1 2 | | |
| to | | | 1 2 | | |
| 06h00 | | | 1 2 | | |

Source: Time-Use Survey Questionnaire, Statistics South Africa, 2000; 2010

overall patterns produced are sufficiently similar for stylized and diary approaches for the former to be useable and useful. In the UNRISD project on the Political and Social Economy of Care, Gonzales (2010) was able to provide detailed, credible analysis of time use in Nicaragua using a stylized survey that asked for the time spent on each of 25 pre-specified activity categories, with a check that the time reported added up to 24 hours. Her analysis was comparable with that done in six other countries that had diary-based time-use surveys.

One of the reasons offered for over-estimating unpaid care work when using stylized questions is that this work typically consists of multiple short activities. This makes it difficult to estimate the total accurately. We could just as easily use this characteristic of unpaid work to argue that diary methods, which use timeslots of 10 minutes or longer, “miss” some unpaid care work and thus under-estimate. Another reason it may be that diary methods under-estimate care work rather than stylized methods over-estimating it is that unpaid care work is often undertaken simultaneously with other activities. For example, a woman may cook at the same time as she cares for children. If a woman is asked how long she spent cooking, she could legitimately report the full period from when she started cooking to when she ended. She could do the same for childcare. However, if she is forced to report only one activity that she did in this time period, at least one of these two activities will be under-counted. Ironmonger (2003) cites studies that suggest that only about a quarter of time spent on caring for children is reported as the main activity when diaries allow for simultaneous activities.

A clear strength of the diary approach is that it allows for gathering a range of additional information about each “episode” of a particular activity undertaken by a respondent. First, the diary

gives an indication of when in the day the activity was done, as well as what day of the week. Second, questions can be added, such as regarding the location of each activity, with whom the person engaged in the activity and whether it was done simultaneously with another activity.

INSTRAW (1995) provides a tabulated, schematic subjective evaluation, based on experience and the literature in existence at the time, of the strengths and weaknesses of different approaches to collecting time-use data. Table 4 draws out relevant aspects of the INSTRAW table. In the table, the first three methods are for an unconstrained approach—that is, there is no requirement that the activities add up to 24 hours.

2.4. Previous time-use measures in Caribbean censuses and surveys

There have been some previous attempts by national statistics offices in Caribbean countries to measure time use.

Trinidad and Tobago

In Trinidad and Tobago, Section 2 of the Unremunerated Work Act (Act 29 of 1996, Chapter 19:09) states that:

The Director of the Central Statistical Office shall—

(a) conduct periodic household surveys, at least once every three years to assess household incomes and breakdown of expenditures;

(b) conduct surveys of unremunerated work performed in Trinidad and Tobago including

(i) work performed in and around dwelling places;

(ii) work related to the care of children, the handicapped, the elderly and other care services;

(iii) agricultural work and work related to food production;

(iv) family businesses, and

(v) volunteer and community work in both the formal and informal sectors of society;

(c) calculate the monetary value of such unremunerated work separately for men and women; and

(d) utilise the quantifications in paragraphs (b) and (c) for the purpose of compiling a supplemental record to the Gross National Product.

This Act was passed by Parliament in response to activism by the National Union of Domestic Employees and the Trinidad and Tobago Wages for

Housework campaign. Several years later, Section 11 of the country's 2000 Census questionnaire included a series of questions relating to time use. Figure 1 presents this section. The close match between these questions and the specifications in the 1996 Act confirm that the questions were added in order to comply with the new legislation.

The National Census Report on the 2000 Census (Beaie, 2009) contains no reference to, or analysis of, the time-use data. However, the Draft Gender Policy of 2004,³ which was never adopted, includes a table of results from the survey. Table 5 reproduces this.

The average time spent per day by an individual male or female aged 15 years and above on unpaid care work can be calculated from the information in Table 5 by dividing by the population in that age group and dividing by seven (to convert from

3 Rhoda Reddock kindly supplied the draft policy document.

TABLE 4:
Strengths and weaknesses of different approaches

| Input | Respondent cooperation | Respondent knowledge | Cost | Processability |
|--------------------|------------------------|----------------------|-----------|----------------|
| Stylized questions | Medium–high | Variable | Medium | Medium |
| Activity list | Medium–high | Variable | Medium | Medium |
| Activity log | Medium | Medium | Medium | Medium |
| Recall diary | High | Medium | High | Low–medium |
| Output | Validity | Reliability | Usability | Flexibility |
| Stylized questions | Low | Low | Medium+ | Low |
| Activity list | Low | Low | Medium+ | Low |
| Activity log | High | High | High | Medium |
| Recall diary | Medium | Medium | High | Very high |

Source: INSTRAW (1995: 89)

a weekly to a daily measure). The result shows women spending more or less double the amount of time men spend on these activities.

The disparity between women and men is expected. However, comparison with results from other countries reveals that the gender disparity for Trinidad and Tobago is smaller than expected. Further, the amount of time recorded for unpaid care work is substantially less than for other countries. This comparison is shown in Figure 2, with the comparator data sourced from a publication based on UNRISD’s Political and Social Economy

of Care project (Budlender, 2010).⁴ The difference between the Trinidad and Tobago findings and those of other countries may point to the need for careful training and prompting to ensure good responses when a stylized approach to asking about time use is utilized.

4 The estimates for the UNRISD project were for the age group 15–64 years rather than 15 years and above. This cannot, however, account for the extent of the differences in the Trinidad and Tobago results.

FIGURE 1:
Time-use questions in Trinidad and Tobago Census questionnaire, 2000

| SECTION 11. TIME SPENT ON UNPAID HOUSEHOLD AND OTHER ACTIVITIES - FOR PERSONS 15 YEARS OLD AND OVER | |
|---|--|
| PAGE NUMBER INDIVIDUAL NUMBER | 42. How many hours did (N) spend on the following activities in the past week? |
| | 01 Cleaning of house (C/H.) (Sweeping, mopping and vacuuming) |
| | 02 Washing/Laundry (W/L.) (Washing and ironing) |
| | 03 Meal preparation and related activities (M/P.) |
| | 04 Playing and personal care of children (P/P/C.) (Bathing, playing with children) |
| | 05 Assist with homework and or transport (A/H/T.) (Driving children to sporting activities or helping with homework) |
| | 06 Care of disabled, sick or aged relatives (C/D.) |
| | 07 Gardening and rearing of animals (G/R.) (For home use) |
| | 08 Home repair and maintenance (H/R/M.) (Including mowing of lawn and repair of appliances) |
| | 09 Sewing (S.) (For home use) |
| | 10 Participation in Sporting/Cultural activities (S/CA.) |
| | 11 Participation in Social/Voluntary work (S/VW.) |
| 88 Not applicable (N/A.) | |

Source: Trinidad and Tobago

TABLE 5:
Number of hours spent on unpaid housework and other activities during past week, population 15 years and above, Trinidad and Tobago

| Activity | Male | Female |
|---|----------------|------------------|
| Cleaning of house | 128,750 | 297,094 |
| Washing laundry | 122,868 | 298,639 |
| Meal preparation and related activities | 110,840 | 291,043 |
| Playing and personal care of children | 50,212 | 115,604 |
| Assisting with homework and transport | 39,602 | 81,459 |
| Care of disabled, sick or aged relatives | 13,441 | 20,333 |
| Gardening and rearing animals | 59,969 | 44,077 |
| Home repair and maintenance | 76,902 | 23,219 |
| Sewing | 10,294 | 32,993 |
| Subtotal | 612,878 | 1,204,461 |
| Participation in sports/cultural activities | 38,810 | 24,499 |
| Participation in social/voluntary work | 19,543 | 23,780 |
| Total hours spent | 671,231 | 1,252,740 |

Source: Central Statistical Office, Trinidad and Tobago (2004), released to UNECLAC

Dominica

The Dominica questionnaire used in the 2010 Census round included one question on time use, as follows:

111. On average, how many hours did.....spend per week on housework? (cleaning the house, laundry, care of children, care of elderly, etc), the following activities in the past week? (sic)

Unfortunately, the data reflecting the responses to this question do not appear to have been analysed.

Jamaica

The Jamaica Survey of Living Conditions of 2018 included a much larger number of time-use

questions. The questionnaire went beyond unpaid care work to ask how much time was spent on the previous day on sub-activities related to (a) employment; (b) production of own-use goods (including collection of fuel and water for household use); (c) unpaid domestic work for own household; (d) caring for household members; (e) unpaid work for other household or volunteer activities in the community; (f) learning and studying; (g) socializing and leisure activities; (h) use of communication media; and (i) self-care. The exercise can thus be regarded as having a full time-use module, although the fact that it did not record the time of the day at which each activity was performed means that it is not a diary format.

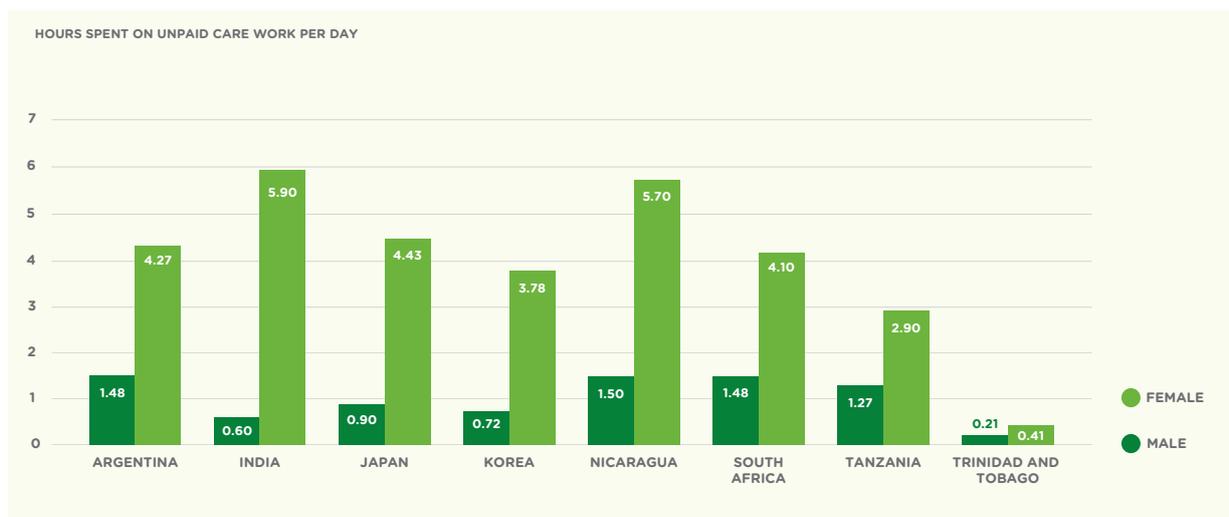
Within the unpaid care work categories, the sub-categories were:

- Preparing and serving food;
- Cleaning the house/yard;
- Laundry activities and cleaning/care of footwear;
- Maintenance and minor repair of home;
- Household administration, for example paying bills, applying for visas and passports;
- Shopping for the household (include time spent travelling);
- Looking after/for pets and plants;
- Caring for household members—sub-divided into caring for those aged 0–5, 6–14, 15–19, 20–59 and 60+ years, with a further question on how much of the time for the 6–14 and 15–19 year olds was spent on homework and other educational support;
- Caring for disabled or permanently dependent household members;
- Unpaid work for other households, for example looking after sick members, helping with washing or cooking;
- Unpaid work for the community, for example being part of Neighbourhood Watch, managing housing scheme;
- Volunteer work at non-profit institutions, for example Rotary, Kiwanis, political organization;
- Religious activities, for example fasting,⁵ preparing lesson for Sabbath/Sunday School, writing minutes of meeting;
- Other voluntary work, for example reading for children in hospital, feeding street people.

The fact that separate estimates are required for the care of different age groups implies that the survey would capture simultaneous activities

⁵ The inclusion of religious activities as a form of unpaid community work or volunteer work is unusual. The inclusion of fasting—which involves refraining from an activity—is particularly questionable.

FIGURE 2:
Comparison of Trinidad and Tobago time-use results with those of selected other countries



Source: Author drawing on Budlender (2010)

as—especially in the case of children—there are likely to be occasions when care is being provided simultaneously for children of different ages.

Unfortunately, as of the time of writing, the data have not yet been fully captured and cleaned, and analysis is thus not yet possible.

2.5. Other methodological issues

Questionnaire administration

Stylized-type questions are ideally administered by trained fieldworkers, who can assist respondents in understanding the scope of the pre-set activities and guide them in their estimations if necessary.

Diary-type questionnaires are generally self-administered in developed countries. Typically, respondents are given a blank diary and asked to fill it in during the day/s to be covered by the survey. Unfortunately, this approach generally results in a high non-response rate. It is also not appropriate if a significant proportion of the population to be covered is not sufficiently literate or numerate.

Over the past few decades, several developing countries have conducted national diary-based time-use surveys that interview people about what they have done over the past 24 hours.⁶ This approach generally achieves a much higher response rate than the self-completion approach. It also allows those with limited literacy to participate in the survey.

Some time-use surveys use observation. This approach is very labour-intensive and thus not

appropriate for large-scale surveys. It is also not feasible for one fieldworker to cover all household members unless they all remained in the same space for the 24 hours or other period covered by the survey. The Dominican Republic's 1995 National Time Use Survey appears to be the only national survey to have used direct observation. This exercise used a 24-hour full diary divided into 15-minute slots. Each household was visited up to four times a day. For each visit, the enumerator asked each member of the household what they had done in the period since the previous visit and spent a further hour observing what they did. The method did not work well in urban areas, quite probably because household members were less likely to remain at home throughout the day (INSTRAW, 1995).

Categorizing unpaid care work

Comparison of time-use instruments used in different countries reveals that, in many cases, these provide examples for different activities considered unpaid care work. This is seen, for example, in the Canadian Census questionnaire extract in Table 1. The examples are not comprehensive, given the wide variety of such activities. Further, examples differ across countries. This is appropriate because what is a typical activity in one country may not be typical in another. For example, in less developed countries, driving a child to school may not be common.

Some classification systems neglect care work other than housework and, in particular, care for people. The SDG indicator reference to “domestic” work can be understood as referring to housework, whereas the reference to “care” can be understood as referring to care for/of people. This would, however, need to be clear to both interviewers and respondents involved in the collection of time-use data.

⁶ Budlender (2010) includes analysis of data from surveys conducted in Argentina (only for Buenos Aires), India, Korea, Nicaragua, South Africa and Tanzania.

Box 1 describes some approaches used in other countries, paying special attention to how they

have dealt with unpaid care work, and provides examples.

BOX 1:
Examples of approaches to time-use surveys in other countries

Argentina’s 2001 Encuesta de Calidad de Vida (Living Conditions Survey) asked about six tasks related to domestic chores—(a) doing the laundry and ironing, (b) minor repairs, (c) cooking, (d) cleaning, (e) washing dishes and (f) doing the shopping—and two tasks related to care—(a) childcare and (b) elder or sick care. For each of these, it asked only whether or not the person engaged in the activity. The time spent was asked only for all activities combined.

Mexico’s Encuesta Nacional de Uso del Tiempo (National Survey on Time Use), conducted as a module of the Encuesta Nacional de Ingreso—Gasto en Hogares (National Household Income and Expenditure Survey) specified 27 broad activity categories, of which five related to unpaid care work—(a) household chores, (b) care services (of children, the sick and the elderly), (c) family activities, (d) community services and (e) other services. Household chores included cleaning the home, washing dishes and clothes, ironing, meal preparation, rubbish disposal, collecting water and fetching firewood.⁷ Family activities involved activities such as knitting, embroidering, making garments and transporting household members. Community services included volunteer activities beneficial to the community. “Other services” included activities such as paying bills, bank transactions, household shopping, upkeep of land and household repairs. The survey had a stylized list of 80 activities, divided into 16 groups. One of these groups related to care for people with disabilities.

The time-use module within Nicaragua’s 1998 Encuesta Nacional de Hogares sobre Medición de

Niveles de Vida (National Household Living Standards Survey) was administered to 50% of the full sample of the survey. It asked about a total of 22 pre-set activities, with a further question about time spent on any other activity. After a check that the times reported added to 24 hours, there were two further, double-barrelled, questions: “Did the person spend time on caring for children at the same time as other activities?” “If yes, how much time?”; and “Did the person spend time on other simultaneous activities? Yes/No” “If yes, how much time?”

South Africa’s time-use surveys and those of other countries based on the South African method use a full diary approach but include a check at the end asking whether any time was spent looking after children and, if so, whether this has already been reported. If not, details of the forgotten activities are added to the diary. This check is included because simultaneous activities, and childcare in particular, are among the activities most likely to be under-reported.

The classification used for Korea’s time-use surveys includes two—spouse care and parent care—that are not provided for in some other classifications, which provide for care of adults only if they are elderly or ill or have disabilities. Massaging and mental or physical help are given as examples of spouse care. Physical care, washing and accompanying parents to doctors are examples for parent care. The latter examples suggest parent care is conceived as a sub-set of care for the elderly or ill.

Source: Budlender (2007)

⁷ As noted elsewhere, collection of fuel and water for household use is, strictly speaking, “economic” work.

Despite the diversity, current time-use instruments are generally broadly in line theoretically with the classification of unpaid care work activities in ICATUS, developed by UNSD. Appendix A contains a full listing of the unpaid care work activities in the two categories relevant to our chosen SDG indicator. As Appendix A shows, ICATUS is a hierarchical classification, with each lower level providing more detail. Where an instrument uses pre-set activities, the questions are likely to be at the one-digit level, but the second- and third-level descriptions can be used as examples.

ICATUS provides for three categories of unpaid care work activities. However, the third category—unpaid volunteer, trainee and other unpaid work—covers work outside of the household and family. It is not included in the SDG indicator and is therefore not covered here.

In line with the SNA framework, ICATUS categorizes collection of fuel and water under economic activities, rather than as part of unpaid care work. If these activities are likely to be more than marginal in a country, a survey instrument should probably include a separate question on them.

Reporting time use

There is a range of issues to consider in relation to how activities are analysed and the findings reported. Results from time-use surveys are often reported as mean hours or minutes spent on particular activities by particular sub-groups of the population, for example men and women. These averages can be calculated in two different ways, which can give very different results. First, the average can be calculated over all members of the particular sub-group, whether or not all individuals in that sub-group have spent time on the activity in question. Second, the average can be calculated

over only those members of the sub-group who actually carried out the particular activity in the time period under consideration.

The difference between the two estimates will be virtually non-existent in respect of activities such as sleeping and eating, where we can expect almost all individuals to spend some time on the activity during any day. In contrast, the difference can be significant for activities where only a small proportion of the population—and a different proportion for different sub-groups—engages in the activity. The latter is likely to be the case for some care activities, such as caring for people who are ill or have disabilities. Both ways of presenting information are correct. It is their meaning that differs.

The metadata for the SDG indicator specify that the first approach—the population average—should be used. The population in question matches any disaggregation used. For example, if the indicator is disaggregated by sex, the population for the female indicator is the female population in the age group covered by the data source.

Coverage

Time use and engagement in unpaid care work are highly gendered issues. The basis for gendered patterns in respect of this work is often established very early in a child's life. However, collecting time-use information in respect of young children is difficult. Thus, countries such as Mexico and Tanzania, whose first efforts attempted to collect the information for children under 10 years of age, subsequently increased the minimum age.

Collection of information from children aged 10 years and above is feasible. However, if one of the primary aims is to investigate how women and men share the care burden and how this affects

their income-earning activity, use of the lower cut-off for economic work seems appropriate. In many countries, this cut-off is 15 years. The cut-off often more or less coincides with the age at which a child can be employed and at which schooling is no longer compulsory.

The number of persons in each household from whom time-use data are collected must be agreed. Some time-use surveys cover all members of the household over the specified age. Other surveys select only one or two household members. This is especially the case with diary-based surveys, to avoid a disproportionate burden for and in respect of larger households. When surveys consist of only a few stylized questions, covering all household members is easier.

If sampling at household level is chosen, careful attention must be paid to how it is done. Convenience sampling, in which those members who are at home when the fieldworker visits, is inappropriate, as the fact that they are at home could well reflect different overall activity patterns. For example, those with full-time jobs will usually not be at home during the week. Focusing on the “household head” and their spouse or partner is problematic for various reasons. First, it assumes a nuclear household, whereas many households do not have this form. Second, it assumes that each household has a head who can be objectively identified, whereas the (sometimes implicit) definition of head of household often differs across countries, cultures and even sometimes members of a single household. Third, it assumes that all heads have a partner—an assumption that is especially problematic in regions such as the Caribbean, with large numbers of sole mothers. Fourth, such a survey would completely ignore the

many other age-eligible household members who are likely to have different time-use patterns from the “head” and partner. As a result, this approach to sampling will not produce a reliable SDG indicator. Instead, the sampling needs to be random in the statistical sense (i.e. where every eligible person has an equal chance of being selected) so as to produce a representative sub-set of the age group covered.

A further consideration is the time period to cover for each person. This should be at least 24 consecutive hours, as there will almost certainly be different activity patterns at different times of the day. Many surveys ask about the previous day or—with self-administered diaries—require the person to fill in the diary as the day proceeds. Sampling of days in such surveys needs to be carefully planned as previous studies have found that activities typically differ significantly between weekdays and weekends, but also between different weekdays and weekends. For example, Friday in particular is often found to have a different pattern of activities from other weekdays.

Setting the time period at seven consecutive days—a week—overcomes the problem of varying activities across the days of the week. Seven days would place a large burden on each respondent in the case of a diary-based approach, but is much more manageable in the case of a stylized approach. However, it increases challenges related to memory. As a general rule of thumb, as the period of recall increases, the level of detail to be remembered should be reduced. The reduction can be minimized by decreasing the level of detail of the classification and increasing the unit used to report time.



3. RECOMMENDATIONS

We assume that UN Women would favour a single approach to be used across countries in the region, although the approach could involve some refinement for different country-specific situations. If UN Women allows for multiple approaches, the project becomes more complicated both during implementation and in terms of comparability. Ideally, the data should relate to more or less the same period. This consideration is, however, of less importance than for some other phenomena, as time-use patterns tend to change relatively slowly.

3.1. The Caribbean context

UNSD (2005) notes that integration of time-use questions into existing instruments presents an efficient approach to collecting time-use data. Such an integrated approach is preferable in this respect to a stand-alone time use survey.

Unfortunately, however, very few of the Caribbean countries—with Belize, Grenada, Jamaica, St. Lucia and Trinidad and Tobago among them—have regular household surveys. This removes the possibility of using such surveys to collect a comparable set of time-use data for all countries in the region, or even for a small sub-set relating to the same period. However, the planned census round of 2020 provides an opportunity to include time-use questions in an exercise that is carried out in all countries, is carried out at more or less the same time in all of them and can be carried out in a more or less standardized way.

The advantages of utilizing the census include ensuring full coverage of all countries, facilitating coverage of all households and individuals and minimizing the additional cost. Because most, if not all, countries conduct their census primarily through interviews, better-quality time-use data can be collected than if questionnaires are self-administered, because interviewers will be able

to explain the new time-use questions. (This assumes, of course, that the interviewers are properly trained.)

The census attempts to cover all households in a country, and all members of each household. Utilizing the census for time use would thus give similar comprehensive coverage of the population. In some countries where an existing survey or census is used for time use, the time-use component is administered only to a sub-sample of the households covered. This is the case, for example, in Canada, where the longer questionnaire that asks about time use, among other topics, is administered to 20% of all households. Most Caribbean countries have relatively small populations. Therefore, it may well be possible to do the time-use component in all households.

CARICOM's RSDS 2019–2030 emphasizes the need for standardization and harmonization of conceptual frameworks, methods and tools across member countries. This is seen as necessary to promote comparability. It also allows states with relatively limited resources to pool expertise, experience and knowledge to design approaches that will produce quality data.

A standardized approach also makes it possible to achieve further savings through sharing of equipment and analytical tools as well as regional training. The challenges facing member countries necessitating such savings include both the data needs in respect of the SDGs, and data demands related to the CARICOM Single Market and Economy, the Community Strategic Plan 2015–2019 and the Small Island Developing States Accelerated Modalities for Action Pathway.

The proposal offered here is aligned with the need for standardization and harmonization in that it presents activities that should be manageable

for all member states. The proposal is also aligned with the fourth of the strategic drivers or enablers informing the RSDS Strategic Priorities—namely, gender mainstreaming. This is the case given that the targeted SDG indicators address one of the key gender issues, and the proposal envisages embedding (i.e. mainstreaming) the time-use questions into a core element of each country’s data collection system. Given the limited extra effort involved in adding these questions to the census, the time-use element should form part of the minimum set of core census questions that all countries agree to produce. The fact that the proposal is in line with international conceptual and methodological frameworks adds to the attractiveness of following this path.

The proposal also takes forward the partnership established in 2014 between the CARICOM Secretariat and the UN Women Multi-Country Office for the Caribbean to identify a context-relevant set of gender equality indicators.

3.2. The proposed instrument and method

The core proposal is that CARICOM include a small set of stylized time-use questions relating to unpaid care work in the core census questionnaire for the 2020 census round. This is a tried and tested approach that has been used repeatedly in Canada. It will fulfil all the requirements for the SDG indicator. Further, data analysis of time-use data is much simpler for stylized questions than for diaries.

More specific proposals—some of which are different from the Canadian example—include the following:

- All household members aged 15 years and above should be covered for the time-use questions. Ideally, the lower age limit should be 10 years.

- Three activity categories should be asked about: unpaid domestic (household maintenance and administration) work, care work (care of persons) work and collection of fuel and water for household use.
- Three examples relevant to the Caribbean situation should be included for the first two activity categories, and it should be clearly indicated that travel related to any activity should be considered part of that activity.
- The questions should ask about the time spent on each activity in the previous seven days.
- The number of hours for each of the three activities should be reported in full or half hours rather than in the brackets used in Canada.
- Administration of the questionnaire should be timed to avoid coinciding with any unusual period, such as Easter, Ramadan, Christmas, Diwali, Carnival or school holidays.

In countries where there are clearly defined seasons and where a significant proportion of the population is engaged in agriculture, the time of the year when a time-use survey is conducted can affect results. Some Caribbean countries do have a relatively large share of the population engaged in agriculture. Stark seasonal variations are, however, not common in the region. Further, the impact on unpaid care work is likely to be smaller than that on time spent on “economic” work. The time of the year in which the census is conducted is thus not an important consideration.

3.3. Census considerations

CARICOM has for some time been encouraging standardization of census and survey instruments, as evident most recently in the RSDS. For the census, in particular, a set of core questions is proposed

for all countries. This approach is also being used in respect of the 2020 round of censuses. This simplifies our task in terms of both describing the current approach and proposing adaptations to capture time use consistently.

The 2010 St. Lucia questionnaire for individuals consisted of 11 sections, as follows:

Personal characteristics (sex, age, ethnicity, religion), migration (birthplace and residence, disability, health (key illness checklist, insurance), education and internet access, training, economic activity (past 12 months and previous week), income and livelihood, marital and union status, fertility, and where spent census night. In addition, there is a household questionnaire that asks about aspects common to all household members.

The topics covered and questions asked in the St. Lucia questionnaire are very similar to the long census questionnaire used in Canada in 2010 for 20% of census households. Canada's long questionnaire covers basic demographics, disability, citizenship and migration, languages, ethnicity, migration, education and training, employment, income and tax. (Canada's short questionnaire covers only sex, age, marital/union status, relationship to reference person and language for each household member.)

Use of the census will allow for disaggregation by age and sex, as specified in the metadata for SDG indicator 5.4.1, as the census routinely collects both these variables. It will also allow for disaggregation by location to the extent that location is recorded in the census. Further disaggregation that goes beyond what is specified in the metadata will also be possible where the census captures the data for the relevant cross-tabulation. In particular, analysis can explore the inter-relationships between time spent on unpaid care work and labour force engagement for women and men. It

can also, if there are variables such as income that can serve as a proxy, explore differences in time use between women and men in different socio-economic classes.

The individual questionnaire allows for a household member to respond on behalf of another individual if the latter is not available. However, this runs the danger of unreliable and inaccurate responses, especially on issues such as earnings and income, and details of previous births. Ideally, each individual should be interviewed or complete the questionnaire themselves.

The only substantive additional cost may be the employment of additional fieldworkers and the related travel and other costs required to ask the time-use (and perhaps also labour force) questions of household members not present when the fieldworker visits the household and asks all the other questions. There may, however, not be any additional cost. Given that the activities asked about are at a broad level and usually done at home, household members who are at home at the time of the visit may be able to answer the time-use questions on behalf of absent members as well as they can answer other questions, such as those relating to the labour force. Further, widespread availability of mobile phones, and the small number and relative simplicity of the questions involved, means it may be possible to follow up through a phone call rather than a repeat visit.

3.4. Beyond the census-based time use survey

The census-based approach should fulfil countries' requirements in respect of the SDG indicator. It will also, as noted above, provide for some analysis beyond that specified for the SDG indicator. However, a census-based approach will not provide the basis for the rich analysis that time-use data

can allow. In particular, the indicators alone are of limited use in development of evidence-based programmes and policies to address time-use disparities.

To prepare for a future in which many of the countries will have enhanced resources and statistical capacity, it would therefore be useful at this point for CARICOM and UN Women to support a few of the countries to conduct a full diary-based time-use survey. This could be done as a stand-alone survey. Alternatively, if the countries concerned have household-based surveys, a time-use module could be added.

The exact approach to be used for a full diary-based survey would need to be explored with the countries concerned. Among other considerations, it would be necessary to decide whether and how to adapt the sampling and fieldwork approaches used for the existing survey when including a time-use diary.

There seems to be limited experience of national time-use surveys in the Caribbean. The survey in the Dominican Republic in the early 1990s is reported on above. More recently, Adwoa Onuora of the University of the West Indies coordinated a pilot diary-based time-use survey in Jamaica in 2017 using an adapted version of the South African approach.⁸ The planned sample was 600 individuals (one male and one female) from 300

households. The realized sample was 541, because not all households had at least one man and one woman. Onuora's survey produced what appeared to be very credible results and was in line with international standards. The Statistical Institute of Jamaica is reportedly planning to include time-use questions in the country's next Survey of Living Conditions. The experience of Onuora's team could be drawn on in both this initiative and any undertaken by other countries in the region.

UN Women is interested in combining a qualitative element with the more quantitative time-use survey. If the census-based approach proposed above is chosen, the qualitative element could involve focus group discussions after the survey. Such focus group discussions would explore possible reasons for the findings. They could, for example, explore reasons for patterns differing from those usually found internationally, either for the population as a whole or for particular sub-groups. They could also explore the nature of particular reported types of activities, with the intention of informing policy changes that may help address the unpaid care work burdens of particular population groups.

Focus group discussions are not the only possibility. However, the details of this qualitative element can be planned only when the preliminary results of the time-use questions in the census become available. At this point, there can be discussion as to which issues merit further exploration, and what the different possible ways of exploring them may be.

⁸ The latter approach has also been used in Argentina, Mauritius, Pakistan and Tanzania.



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APPENDIX A:

ICATUS 2016



3 Unpaid domestic services for household and family members

31 Food and meals management and preparation

311 Preparing meals/snacks

312 Serving meals/snacks

313 Cleaning up after food preparation/meals/snacks

314 Storing, arranging, preserving food stocks

319 Other activities related to food and meals management and preparation

32 Cleaning and maintaining of own 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 repair

331 Do-it-yourself improvement, maintenance and repair of own dwelling

332 Installation, servicing and repair of personal and household goods including ICT equipment

333 Vehicle maintenance and repairs

339 Other activities related to do-it-yourself decoration, maintenance and repair

34 Care and maintenance of textiles and footwear

341 Hand/machine-washing

342 Drying; hanging out, bringing in wash

343 Ironing/pressing/folding

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 and activities in the household

359 Other activities related to household management

36 Pet care

- 361 Daily pet care
- 362 Using veterinary care or other pet care services (grooming, stabling, holiday or day care)
- 369 Other activities related to pet care
- 37 Shopping for own household and family members
 - 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 unpaid domestic services for household and family members
 - 380 Travelling, moving, transporting or accompanying goods or persons related to unpaid domestic services for household and family members
- 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 of dependent adult
 - 426 Meetings and arrangements with adult care service providers
 - 429 Other activities related to care for dependent adults

- 43 Help to non-dependent adult household and family members
 - 431 Feeding, cleaning, physical care for non-dependent adult household and family members including for temporary illness
 - 432 Affective/emotional support for non-dependent adult household and family members
 - 439 Other activities related to care for non-dependent adult 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 adult household and family members
- 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

