# ILO - EVALUATION

- **Evaluation Title:**    **ILO Action Plan for Gender Equality 2010-2015**

- **Type of Evaluation :**    **Independent final evaluation**

- **Country(ies) :**    **NA**

- **Date of the evaluation:**    **9 February 2016**

- **Name of consultant(s):**    **Dr. Una Murray**

- **Administrative Office:**    **GED**

- **Technical Backstopping Office: GED**

- **Evaluation Manager:**    **Ms Erlien Wubs**

- **Evaluation Budget:**    **US$ 40,640**

- **Key Words:**    **Gender**

**This evaluation has been conducted according to ILO's evaluation policies and procedures.  It has been quality controlled by the ILO Evaluation Unit**

## Acknowledgements

# Table of Contents

**List of Boxes**

**List of Tables**

**List of Figures**

# Independent Evaluating of the ILO Action Plan for Gender Equality 2010-15

## 1. Executive summary

**Action Plan purpose**
The ILO's policy on equality between women and men, calls for mutually reinforcing action to promote gender equality in ILO. The ILO Action Plan for Gender Equality 2010-15 (Action Plan) operationalizes this ILO policy. The Action Plan was divided into three phases aligning and following the ILO P&B biennium periods between 2010 and 2015. The Action Plan has two main components:
i)   enabling institutional mechanisms for gender equality in the ILO Office
ii)  gender-related programmatic outcomes.

**Purpose, scope, clients of evaluation**
As mandated by the Action Plan, and agreed with the Governing Body, this independent evaluation of the Action Plan required at the end of 2015, is to facilitate internal management learning and decision making in the ILO as well as for guidance on the next action plan for gender equality. This evaluation covers six years, and includes an assessment of progress on results broadly set in 2010, including an analysis of information contained in ILO implementation reports. Also assessed is whether feedback given by the Governing Body on the mid-term stock-taking on the Action Plan was acted upon. The summarized report will be submitted to the Governing Body in March 2016.

**Methodology**
Based on the questions outlined in the Terms of Reference, the Action Plan was evaluated via interviews with 62 persons (57 ILO staff); a document review and; a survey with 76 random ILO professional staff respondents. The methodology included an analysis of progress in achieving the results recorded against targets. Quantitative data comprised an analysis of components of the Action Plan (baselines, targets and performance figures) and multiple choice survey results. Qualitative information, obtained through 62 interviews and open survey questions to 76 ILO staff, was content analyzed to determine trends and themes. A limitation was time allocated (45 days in total) to evaluate gender equality across the ILO over six years, with less time /opportunities for interviewing constituents or field level staff.

**Findings**
The ILO Action Plan for Gender Equality 2010-15 is fully aligned with the ILO Strategic Policy Framework 2010-15 and continues to operationalize the ILO policy on gender equality and mainstreaming. The Action Plan clearly calls for a gender responsive delivery of the Decent Work Agenda. It cleverly links to *2009 International Labour Conference conclusions* on *gender equality;* and to the P&B outcomes statements requiring accompanying text to include strategies on 'gender equality and non-discrimination'. The Action Plan notes corresponding indicators in the UN System Wide Action Plan for gender equality and women's empowerment (the UN-SWAP, see Box 2), but in practice only those within ILO who report on the UN-SWAP are aware of this.

Although the majority of ILO staff interviewed and surveyed are aware of the Action Plan, many do not see it as an important document – the document itself is complicated to use. Yet, ILO staff require an Action Plan as they need to be

reminded that gender equality is part of ILO's social justice mandate, reinforced by related Resolutions adopted by ILOs highest decision-making body. Staff can sometimes be confused as to what or where they are going with a gender mainstreaming process in their work, and how to measure it. Some of the 18 institutional indicators are appropriate and have facilitated progress in gender mainstreaming, others were somewhat limiting or obsolete. An Action Plan must be accompanied by other measures such as a strong focus on attitude change within an institution, a capacity amongst staff to be able to choose the appropriate response in a given situation and perhaps incentive structures (rewards and sanctions).

ILO calls for mutually reinforcing action to promote gender equality in staffing, substance and structure in the policy. Progress was made for some of the staffing indicators in the Action Plan, although more can probably be done with regard to training for management, given that many ILO staff mention management can be a bottleneck to moving forward. Much progress has been made with regard to a focus on gender equality in ILO's substantive work. For example even through targets were not met, systems are in place and improving to appraise whether gender equality is included in DWCPs as the as the main vehicle for delivery of ILO support to countries. On the negative side, the number of ILO projects that include gender equality in outcomes, outputs and activities has decreased over the Action Plan period. Nearly three quarters of projects are classified with no or only few objectives, outcomes, outputs or activities to promote gender equality. Gender equality can sometimes be viewed as optional in technical cooperation or DWCPs (i.e. proposals are not rejected if gender equality is not addressed). Apart from appraising DWCP documents and planning technical cooperation projects,

what the implementation of ILO initiatives matters. In this regard, evaluation is really important to demonstrate results. Although the Evaluation Office did not reach the target of 100 percent of evaluation terms of reference to include an assessment of gender dimensions, from 2016 a strong gender equality clause will be included in all evaluation terms of reference. Thus more information will be forthcoming in the next biennium, with the improved emphasis on addressing gender equality in evaluations. The results of an independent evaluation on how gender equality is addressed across a range of ILO evaluations should be available in early 2016.

There is some confusion regarding the status of the gender audit tool amongst ILO staff– whether ILO is still promoting this product, which appears to be well known and effective where applied. Improved dissemination of the many excellent ILO gender guidelines and tools is required, with better exploitation of research institution linkages for quality knowledge generation (using more sex disaggregated data). Within the ILO and when supporting constituents, there should be less use of vague terms such as 'gender responsive' or 'gender inclusive', and more specific questions posed to find out what actually are equality and non-discrimination issues that require attention. Gender equality may not always be the most pressing issue in a programme of support, but a non-discrimination emphasis can be strongly linked to ILO's social justice agenda and poverty reduction focus.

Regarding structural priorities, a number of issues have been addressed with regard to gender focal points, the ILO Gender Network, and the role of GED, many of which were raised at the last ILO *Inter-Regional Gender Learning Forum* in October 2015. However more resources are required to implement some of these changes. The majority of staff in the

survey conducted for this evaluation reported that ILO is doing well on addressing enabling institutional mechanisms for gender equality.

The evaluation found that ILO is making progress in ensuring gender equality issues are part of many initiatives ILO undertakes towards the P&B outcomes, but this process is uneven. Clearly some strategies were effective, such as support to develop programmes that address the different impacts of HIV and AIDS on women and men; or the resource guide on gender issues in employment and labour market policies developed following a 24 country review analyzing national employment policies. Some country based examples include: in India, the state has now agreed to introduce a gender balance in social dialogue, (following support from and collaboration with gender and also social dialogue ILO specialists). Another positive example from the Philippines illustrates how the Domestic Labour Act was enforced.

Amongst many constituents gender equality issues are not often raised as a priority so it can be difficult for a typical ILO technical specialist to put the issue on the agenda, particularly in patriarchal institutions and societies. Those who do not focus on gender equality are worried that attention to gender equality will be an extra 'burden' to their workload. Gender equality concerns should thus be seen as very concrete and linked to poverty reduction and ILO's fair globalization mandate. ILO probably requires an updated vision on gender equality, outlining where the ILO is going with gender equality and what is expected and why.

It is difficult to assess the extent the ILO Action Plan has been an effective instrument to help ensure gender is integrated across each of the four ILO strategic objectives, because reporting is mainly limited to how important gender

equality is for a particular outcome or output, without an emphasis on the impact. ILO should improve its measurement of how ILO actually informs or influences policy and supports changes in attitudes amongst constituents involved in policy dialogue, including for gender equality. Some suggestions are included in the evaluation report (Box 5).

The 2016-17 P&B lacks of an outcome on gender equality and non-discrimination, which many ILO staff are anxious about. Although gender equality is a 'policy driver' in the next biennium, many do not fully understand how resources for policy drivers will be allocated; and it is likely that outcome teams will primarily focus on the core area of the outcome without necessarily paying enough attention to gender equality. The formulation of gender equality and non-discrimination markers for the 2016-17 P&B is important and requires in-house collaboration as well as a review of good practices from other UN agencies.

Other UN agencies look to ILO for guidance around gender and work related areas. The launch of the forthcoming *Women at Work centenary* initiative is important as it will allow a focus on particular areas in which ILO should lead amongst other UN specialised agencies. However this initiative requires a funding assessment to ensure the office can carry out what is required to ensure ILO's lead in these matters.

Because no specific funding was allocated for the Action Plan, the evaluation could not conclude on efficiency of resource use. More sharing of relevant information on innovative initiatives and new publications/tools is a cost efficient measure that could be improved via the ILO electronic gateway particularly through the gateway policy section.

Very clearly, accountability must be addressed in further ILO work on gender

equality with management leading the way with their respective portfolios and ensuring adequate resources for gender equality. GED as a branch requires more resources to be able to fully implement the plethora of demands placed on them from ILO staff and constituents.

**Conclusions**
The Action Plan fits well with ILO's Social Justice and a Fair Globalization mandate. An Action Plan is necessary as it reminds and convinces ILO staff that gender equality is an inherent value of ILO and should remain high up on all agendas. Some progress has been made within ILO. ILO, gender specialists and some ILO staff (working on other projects) were instrumental in gender related work undertaken in-country.

The next Action Plan should be deeply ingrained in and linked to the ten P&B outcomes. Gaps that remain to be addressed in the next Action Plan include linking to the SDGs, adopting a broader empowerment approach and a better focus on rural women, particularly with two out of ten ILO P&B outcomes both very much linked to rural areas. The operationalizing of gender equality and non-discrimination as a cross-cutting 'policy driver' must be explained and funding allocated. A new policy statement on gender equality in the ILO might create a new momentum towards gender equality. Some type of gender analysis framework is required across the ILO.

**Recommendations**
- High level leadership on gender equality is required.
- The indicators from the UN-SWAP will form the bulk of the next Action Plan for Gender Equality.
- Clarify what is meant by gender equality as a policy driver and whether a budget will be allocated to ensure gender equality really drives policy.
- Consider the implementation of gender budgeting.

- Work towards changes at many levels, for example the attitude and mind sets of many groups of stakeholders who do not accept the strategy of gender mainstreaming. Focus on what enables constituents to become champions of gender equality, as well as review what support they require.
- Try to devise indicators that can improve the measurement of progress (see Boxes 6) and improve measurement on how ILO informs /influences policy (see Box 5).
- Clarify to all what gender mainstreaming actually means; outlining that specific action can take place to redress inequalities. Avoid language and jargon that confuses stakeholders.
- Disseminate ILO resources on gender equality particularly those that focus on gender and policy. Develop and use a simple gender analysis framework for all gender related work.
- Focus on the implementation of the *Collective Agreement and Anti-Harassment Policy* and ensure there is broader awareness of it.
- Review how GED is resourced and types of competencies required to support other ILO units. Discuss and decide whether support can be provided for the gender audit tool and communicate what is happening regarding this tool.
- Communicate to all ILO staff, why ILO in line with UN policy should be more focused on the appointment of women in management positions.

**Lessons learned or good practices**
A lesson learned was the need for a simple gender analysis framework for ILO. The broader linkages ILOAIDS have maintained outside ILO was identified as an emerging good practice in terms of collaboration. Another emerging good practice is the collaboration between GED and EVAL (ILO Evaluation Office).

## Acronyms

| | |
|---|---|
| CPO | Country Programme Outcomes |
| CTA | Chief Technical Advisor |
| DAO | Delivering as One (UN). |
| DG | ILO Director General |
| DWCP | Decent Work Country Programme |
| DWCT | Decent Work Country Team |
| EIIP | Employment Intensive Investment Programme |
| EPZ | Export Processing Zones |
| EVAL | ILO's Evaluation Unit |
| FoA | Freedom of Association |
| GED | Gender, Equality and Diversity Branch |
| GFP | Gender Focal Point |
| HQ | ILO Headquarters |
| HRD | The Human Resource Department |
| ILOAIDS | Unit within ILO that focuses on HIV/AIDS and the world of work |
| IR | Implementation Report (for P&B) |
| ITCILO | International Training Centre of the ILO (Turin) |
| LGBTI | Lesbian, gay, bisexual, transgender and intersex |
| NEP | National Employment Policy |
| P&B | Programme and Budget |
| PEPFAR | US President's Emergency Plan for AIDS relief |
| PIR | ILO biennium Programme Implementation Report |
| QAM | Quality Assurance Mechanism for DWCPs |
| QCPR | UN Quadrennial Comprehensive Policy Review |
| SDG | Sustainable Development Goals |
| SECTOR | The Sectoral Policies Department at ILO |
| SMT | Senior Management Team |
| TC | Technical Cooperation |
| ToR | Terms of Reference |
| ToT | Training of Trainers |
| UNDAF | United Nations Development Assistance Framework |

# Independent Evaluating of the ILO Action Plan for Gender Equality 2010-15

## 2. Background

The ILO seeks the promotion of social justice and internationally recognized human and labour rights.[1] The UN and others (including more recently the business world) have long documented the benefits of addressing gender equality. Social justice / equity advocates stress that equality between women and men is a human rights issue and highlight the need for the application of principles of justice and fairness for women and men according to their respective needs.

### Box 1: Different points of view

**Social justice, poverty, equity arguments and empowerment**

Equity arguments for a focus on gender inequalities may include equal treatment or treatment that is different but equivalent. An equality focus may also mean that ILO require particular actions to re-dress situations when women do not experience the same rights and equal opportunities as men in the world of work. For example domestic workers who are often female, although working full time, are not registered as so, and do not have working contracts.

Anti-poverty arguments stress that a rise in work incomes (or social protection) for women benefit society and family. Any initiative that does not endeavour to narrow down the income gap between men and women could potentially result in increasing poverty gaps between women and men.

Efficiency type arguments highlight that inequality leads to the inefficient allocation of resources. Resources should be targeted to where they make the most impact.

Empowerment is a process, where a woman increasingly exercises control (power) over her life in order to achieve greater autonomy. Capacity building, information, advocacy and women coming together can supports women achieving greater autonomy.

So how does ILO promote social justice and human rights in the world of work? ILO provides technical assistance and provides training and policy advisory services to member state governments, workers and employers organizations. Decent Work Country Programmes (DWCP) are ILO's strategy document at the national level, developed with government and social partners. In-country ILO also works through the UN Development Assistance Framework (or UNDAF)[2]. Gender equality is one of the five programming principles that all UNDAFs must incorporate in their country work.  Since the global economic crisis, there has been a fear that the progress made in the past decades in advancing women's positions in the world of work may wane. In terms of promoting gender equality and the world of work, ILO should lead within the UN system. ILO may be slipping in the last decade in coherently showcasing the extensive and pioneering work the organization

---

[1] The main aims of the ILO are to promote rights at work, encourage decent employment opportunities, enhance social protection and strengthen dialogue on work-related issues.
[2] which is the strategic programme framework that describes the collective response of the UN system to national development priorities

undertakes on understanding and addressing gender equality and the world of work, as well as keeping it high on the global agenda. In particular ILO requires performance measures that track how ILO contributed to the development or revision of laws and policies that address both employment, and gender equality in employment.

With the significant structural changes in ILO in the past couple of years, it is important that gender equality concerns in the world of work are high on the agenda, which will benefit workers, employers, and address national agendas (of decent work for women and men, or more and better jobs for women and men). A focus on gender equality will also benefit the ILO as a whole in reporting on its relevance and impact on social justice and poverty reduction. The reduction of poverty is an overarching goal of UN and of the Sustainable Development Goals (SDGs).

For the ILO one of the significant benefits of a focus on equity issues is that a gender analysis helps to disaggregate society, the results of which can eventually better demonstrate how ILO is reaching those who require a development focus. An analysis of ILO technical cooperation evaluations[3] yielded interesting insights around how many ILO projects, although focusing on the poor, lost track of the ultimate goal of addressing conditions of poverty. Spelling out who is most affected by a labour related issue or who is reached by ILO development cooperation is of paramount importance, not only to reassure donors and the Governing Body (GB) that ILO is making impact on vulnerable and exploited workers on the ground, but also to learn and plan ahead to further reach those who do not enjoy decent work. Furthermore, poverty is often concentrated in rural areas; or amongst indigenous groups; or amongst those with disabilities unable to secure employment. Encouraging ministry of labour and statistics offices to collect disaggregated statistics as well as the use of disaggregated data in policies and programmes is of utmost importance if ILO is to better target beneficiaries across all its ten outcomes in the coming biennium.[4]

Most ILO staff and constituents believe in the importance of addressing gender equality issues, with only a few who still challenge this human rights perspective. There is much less vocal opposition to gender equality as there was amongst staff in the 1990s. Yet some technical specialists may resist adding on a seemingly additional concern (gender equality). In large organizations both rewards and retributions are required to induce behaviour to work on a cross-cutting issue such as gender equality. It is still important to include gender equality issues in corporate, bureaucratic and organisation wide bureaucratic procedures, prompting staff that they must report and address such issues, but also highlight the improved quality of work, when both women and men's issues are addressed and gender equality issues are reduced. The ILO Plan of Action 2010-2015, the subject of this evaluation, is one such attempt to ensure that certain procedures are followed and progress is made. The Plan of Action probably focuses more on the procedures and less on the rewards of addressing gender equality. Intrinsic motivation and attitude toward addressing gender equality, are not yet a focus.[5]

## 2.1 Context for evaluation

The ILO Action Plan for Gender Equality 2010-15 aims to operationalize the ILO policy on gender equality and mainstreaming ('ILO Gender Policy'). As mandated by the Action Plan, and agreed with the Governing Body, this independent evaluation of the Action Plan is required at the end of 2015, to facilitate internal management learning and decision making in the ILO as well as for guidance on the next action plans for gender equality. This evaluation includes an assessment of progress on the

---

[3] Reported in the 2012-13 Programme Implementation Report -page 27
[4] ILO's focus on discrimination in the Gender, Equality and Diversity Branch of ILO (GED) provide the means to ensure ILO ultimate stakeholders are broadened to include social background, ethnicity and disability.
[5] As a senior gender specialist stressed during this evaluation, ILO is very good on the technical side for gender equality, but not so good on the intrinsic motivational aspects

18 targets set in 2010 (but updated each biennium). This evaluation also reviews the process around including gender equality concerns and reporting on the gender equality concerns in the outcomes in the ILO P&B. Also assessed are relevant reports and documentation, whether feedback given by the Governing Body concerning the mid-term stock-taking report on the Action Plan was acted upon. The evaluation report will be summarized and submitted to the Governing Body at its March 2016 session.

### 2.1.2 Introduction to ILO Action Plan for Gender Equality

Since 1999, the ILO Gender Policy has been operationalized through successive action plans (see Annex 2). The ILO strategy for promoting gender equality – as described in the 1999 policy and operationalized by the Action Plan – identifies three priority areas for ILO's institutional mechanisms to mainstream gender: staffing (parity, and equality of opportunity), substance (gender analysis and planning) and structure (programming, implementation, monitoring and evaluation).

The present Action Plan for Gender Equality (under evaluation) covers six years. The Action Plan was divided into three phases aligning and following the ILO P&B biennium periods (Phase I 2010-11; Phase II 2012-13; & Phase III 2014-15). The Action Plan has two main components: enabling institutional mechanisms for gender equality in the Office (which is outlined in table 1 in the Action Plan document) and gender-related programmatic outcomes (outlined in table 2 of the Action Plan document).

As the Action Plan is results based, it uses indicators with corresponding baselines and targets. Table 1 in the Action Plan document contains 18 indicators and baselines to measure progress against i) above enabling institutional mechanisms (staffing, substance and structure priorities). Targets were originally set in later 2009/early 2010 with indicative activities and the unit with primary responsibility specified. The Action Plan Coordinator in consultation with the relevant unit formulated all these targets, indicators and indicative activities. That unit's director or chief then formally approved these targets, indicators and activities. Yearly monitoring exercises were used to determine whether they were met, exceeded or not met.

The Action Plan is aligned with the three ILO Programme and Budgets (P&B) and the Strategic Policy Framework between 2010-15. The relevant 19 P&B outcomes and indicators are reproduced and compiled in table 2 of the Action Plan document. ILO teams who formulated these 19 outcomes were required to include a specific paragraph about mainstreaming gender equality and non-discrimination into the strategy for each outcome. One of the 19 Outcomes in the P&B concerned eliminating discrimination in employment and occupation. This outcome (17) allowed for a definite focus for coordinating work on 'sex' as a form of discrimination, whilst also providing an opportunity to target and include donor outcome-based funding on gender.

The Action Plan also contains in table 2 a column that specifies and aligns recommendations for ILO that emanated from the 2009 International Labour Conference (ILC) Resolution *"Gender equality at the heart of decent work".* The Governing Body in March 2013 requested closer alignment with key elements of the UN System-wide Action Plan on Gender Equality and the Empowerment of Women (UN SWAP). Consequently, SWAP indicators were listed under the Action Plan indicators in Phase III of the ILO Action Plan document.

The ultimate beneficiaries are the tripartite constituents. The implementation of the Action Plan is the responsibility of all ILO staff at all levels. Box 4 in the Action Plan document outlines clearly the roles and responsibility for enhancing gender equality in ILO work. Directors (regional, field and headquarters) are accountable for ensuring gender equality is included in the outcomes and indicators within their respective portfolios or within their regional priorities. They are also

responsible for strengthening capacity of constituents on gender mainstreaming. HRD are responsible for indicators relating to parity between women and men, and equality of opportunity and treatment for all ILO staff. PARDEV are accountable for gender mainstreaming in donor partnership and technical cooperation agreements. Senior gender specialists are to play a catalytic and supportive role in Decent Work Teams. Gender coordinators and gender focal points also play a catalytic role. The Gender, Equality and Diversity (GED) Branch within the headquarters Policy Portfolio coordinate the Action Plan,[6] with one GED specialist taking responsibility for coordination. Apart from coordinating the Action Plan, she is responsible for other outputs and processes with GED. More broadly, GED's role is of support, providing advise, capacity building and knowledge sharing as well as oversight and reporting to the respective bodies including the GB and the UN SWAP. Regional and Sub-regional Gender Specialists, who are also part of the GED team, use the Action Plan as a tool and promote actions towards gender equality results, through their country level work and through the Decent Work Country Teams.

The following monitoring reports have been developed by ILO:
- A stock-taking paper on the implementation discussed by the Governing Body (GB), March 2013[7].
- Progress on implementing the 2009 ILC Resolution reported to the GB in Nov 2011.[8]
- Progress on gender-related P&B outcomes were reported to the ILC, and summarized in the ILO programme implementation report 2010–11, 2012–13 and 2014-15 reports.[9]
- A paper on the ILO participatory gender audits presented to the GB, March 2011.[10]

## 2.2 Purpose and methodology

The purpose of this evaluation is to assess the performance of the ILO in operationalizing its 1999 policy on gender equality and mainstreaming through the Action Plan for Gender Equality. The evaluation highlights progress, gaps and regression in implementation and its alignment with P&B priorities. The evaluation will be used for internal management learning and decision-making, and as a reference document for drafting the next Action Plan, and further alignment to the UN SWAP.

The evaluation covers 2010 to 2015 but is forward-looking towards drafting the next Action Plan. Both key result areas of the Action Plan are covered (i) enabling institutional mechanisms: staffing, substance and structure; and (ii) gender equality result areas in ILO strategic objectives (2010-2015). Overall the evaluation assessed the performance of the ILO against intended enabling institutional results and strategic outcomes. The evaluation identifies challenges, key lessons learned and good practices, with recommendations for the next Action Plan.

The clients of the evaluation are: the Director-General (DG) and the senior management team; GED officials, the ILO Gender Network; line managers (as they have particular roles and responsibilities for enhancing gender equality in ILO work); HRD; PARDEV and EVAL. A key client is the Governing Body, which is responsible for providing guidance on future action plans.

---

[6] Institutionally, the former Bureau for Gender Equality (GENDER) reporting to the ILO Director-General has adjusted to becoming the Gender, Equality and Diversity (GED) Branch within the ILO Conditions of Work and Equality Department (WORKQUALITY) situated within the Policy Portfolio.

[7] ILO: *Report of the Director-General – Third Supplementary Report: Mid-term stocktaking of implementation of the ILO Action Plan for Gender Equality 2010-15*, Governing Body, 317th Session, Geneva, March 2013, GB.317/INS/12/3.

[8] ILO: *Progress on implementing the 2009 International Labour Conference resolution concerning gender equality at the heart of decent work*, Governing Body, 312th Session, Geneva, Nov. 2011, GB.312/INS/12.

[9] ILO: *Report of the Chairperson of the Governing Body to the International Labour Conference for year 2012-13*, International Labour Conference, 102nd Session, Geneva, June 2013, Provisional Record No. 1, p1/11.

[10] ILO: *Report of the Director-General – Third Supplementary Report: An update on the Participatory Gender Audits and future prospects*, Governing Body, 310th Session, Geneva, March 2011.

## 2.2.1 Evaluation methodology

The independent evaluation assesses the (i) relevance, (ii) validity of design, (iii) effectiveness, (iv) efficiency, (v) effectiveness of management arrangements, and (vi) impact and sustainability of the ILO Action Plan for Gender Equality 2010 -2015. Key questions around these criteria were outlined in the Terms of Reference (ToRs) in Annex 1. The evaluation has addressed these questions including questions from tripartite representatives in past reports to the Governing Body.

This evaluation was based upon the ILO's evaluation policy and procedures under the overall technical supervision of ILO EVAL, and adhered to international standards and best practices as articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation in the UN System approved by the United Nations Evaluation Group (UNEG) in April 2005. The evaluator used ILO's Evaluation Policy Guidelines. Overall the approach adopted in this evaluation was to concentrate on the interactions of the institutional system with the expected programmatic outcomes and how these interactions helped to produce progress in the achievement of P&B indicators and are reported.

The evaluation applied mixed methods that drew on both quantitative and qualitative evidence with multiple means of analysis.

- An extensive document review of relevant documents that relate to performance and progress in gender mainstreaming (including evaluation reports, baseline information, policy documents, programme implementation reports, Governing Body documents etc.)

- Reviewing evidence of follow-up to recommendations by the Governing Body

- Preparation of an inception report, which included evaluation instruments prepared to document and analyze progress towards indicators and P&B outcomes

- Interviews with 62 persons (57 ILO staff members; 46 of whom were based in headquarters), 1 from ITCILO and 3 consultants, and 2 constituents. See list of those interviewed in Annex 3.

- The Evaluator attended two hours of discussion during the ILO Gender Learning Forum on October 15th. This Forum allowed ILO staff to discuss and explore ideas and opinions with regard to what can change ILO gender perspectives and priorities.

- An anonymous electronic questionnaire to reach a broader range of random ILO professional staff was sent to 315 ILO staff members to anonymously answer, and was completed by 76 ILO respondents (Annex 4). Although the responses represent a small sample of ILO staff, EVAL went to great lengths to compute a representative sample. It is important to note that their responses are based on their perceptions (which may differ to facts). The total of ILO staff headquarters, field, professional and general services including national officer category is 2914 (it is unknown how many are professionally staff out of this 2914 figure). Survey results were analysed and sex disaggregated, although sex disaggregated results are only shown where there was a significant difference in views.

- A validation workshop with GED on preliminary results following interviews took place in October 2015

- A final validation workshop either by Skype or in Geneva (January 2016)

Throughout the evaluation process, the evaluator tried to put herself in the shoes of a non-gender expert when considering challenges and opportunities for mainstreaming gender within ILO and implementing the Action Plan. Thus some points in the evaluation report are written in the spirit of an ILO staff officer attempting to mainstream gender, particularly when it is not their core duty.

Preliminary findings on the Action Plan are shared through the first draft report with ILO stakeholders. Consolidated comments were incorporated, and this second evaluation report is now submitted, which will be reviewed towards a final report, and summarized for the GB.

## 2.2.2 Limitations

A major limitation was the short time period (45 days allocated in total) to evaluate gender equality via the Action Plan instrument, which covered the entire ILO over 3 biennium (six years). Although 62 persons were interviewed, in total ten were ILO field staff, mainly gender specialists. The evaluator would have liked to have interviewed more staff (and constituents) in country and regional offices to discuss how non-gender specialist staff feel they contribute to the development or revision of laws and policies in countries that are 'gender responsive'; or how ILO has through policy dialogue contributed to some extent to increased awareness of, or changes in attitudes to gender equality issues amongst constituents. In essence the evaluation was primarily concerned with changes in institutional gender mainstreaming processes.

Only two out of four constituents selected by ILO responded to a request for an interview. The evaluator recommends a separate survey for national constituents in particular countries at some point in the future to determine their view on support from ILO on gender equality in the world of work. Alternatively ILO could add a question to a scheduled survey to constituents to find out what further support they require on gender equality issues.

# 3. Findings

## 3.1 Relevance

To understand how relevant the Action Plan has been in promoting gender equality in the ILO and in the world of work, all ILO staff must be clear about why they are promoting gender equality and the **relevance to ILO's mandate**. ILO staff were asked in the survey undertaken for this evaluation to give their opinion regarding ILO's main role in terms of promoting gender equality. This question allowed for open responses, and respondents could raise more than one issue. This question was answered by 61 out of 76 respondents as follows:

- At least 26 responses concerned the general role of ILO promoting decent work for women and men, equal opportunities for women and men around equality in the work place.
- 7 respondents commented on how ILO is supporting women specifically.
- 8 respondents made specific comments around ILO's role in promoting international labour standards, some mentioning the conventions specifically related to gender equality.
- 9 respondents outlined ILO's role in advocacy and knowledge management.
- 9 respondents commented on ILO's role in supporting constituents towards the realization of gender equality and the elimination of discrimination.
- About 8 respondents commented on ILO's internal in-house role in promoting equality.

Thus a broad range of opinions were outlined in response to the survey question on ILO's role in promoting gender equality, indicating that ILO staff who responded to this question have a fair idea of ILO's role, albeit different ways of expressing this with different priorities listed. No one mentioned the link between ILO's role, gender and poverty reduction. Annex 5 contains the comments made by the respondent to the questionnaire.

Another key question in this evaluation centred on the relevance of the Action Plan and how well it **operationalizes the 1999 Gender equality policy.**[11] The evaluator assessed this question by reviewing documents, interviews and one survey question. The two-page ILO policy calls for gender equality to be addressed and promoted under reinforcing actions in ILO staffing, ILO substance and the structures within ILO. The policy also called for an Office-wide action plan, as an operational tool for the implementation of gender mainstreaming.[12] The ILO approach to gender mainstreaming is two-pronged: i) awareness that the specific and often different needs and interests of women and men are integrated into all policy and programmes of ILO; ii) where inequalities are extreme or deeply entrenched, they should be addressed through gender-specific measures involving women and men, either separately or together or through measures designed explicitly to overcome inequalities. Thus this current Action Plan under evaluation, as one in a successive series of Action Plans since 1999 continues to operationalise the 1999 gender equality policy.

Despite GED's efforts, not all ILO staff may be aware that this Action Plan is operationalizing the 1999 policy. The survey of ILO staff conducted during this evaluation asked staff if they knew that ILO had a Plan of Action on gender equality. Just over three quarters of respondents to the survey indicated that they knew ILO had a Plan of Action, whereas 17 out of 75 respondents were not aware (12 female respondents and 5 males). See figure 1 below. Those who were not aware of the

---

[11] Circular (no. 564) http://www.ilo.org/gender/Aboutus/ILOandgenderequality/lang--en/index.htm.
[12] The Bureau for Gender Equality was set up to provide support for gender mainstreaming and to ensure the enhanced complementarily and coherence of ILO programmes in respect of gender equality. The Bureau has now been integrated into the Gender, Equality and Diversity (GED) Branch.

Action Plan had never been part of the ILO Gender Network. At least 11 who were not aware of the Action Plan were located in headquarters.

**Figure 1: Awareness of ILO's Plan of Action**
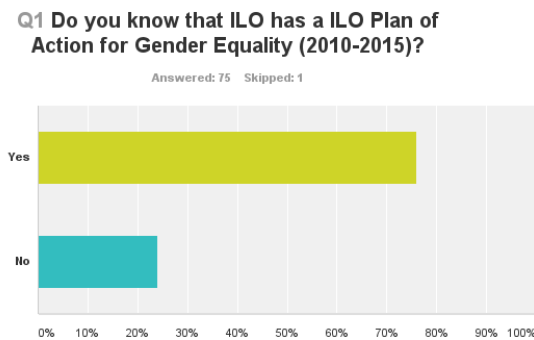


A further question was asked to those aware of the Action Plan as to whether they use the Action Plan in their work. The majority of the 70 questionnaire respondents (46 respondents out of 70) indicated that they rarely or never refer to the Action Plan in their day-to-day work. Of those that rarely use the Action Plan (30 in total) eleven were males, and 19 were female. However 13 out of 70 sometimes use it and 3 very often or always use the Action Plan in their daily work. Only 3 out of those 13 that sometimes use the Action Plan are part of the ILO Gender Network.[13] Thus the majority of ILO staff respondents rarely or never use the Action Plan, so the way the Action Plan is operationalizing gender equality in the ILO may not seem entirely relevant to them or may not be known to them. The Independent Evaluation of Outcome 17: Gender mainstreaming with the support of Sweden and Norway Partnership Agreements (Haile, 2014) found that the ILO Action Plan is not widely used, though often referenced in passing in project documents prepared. Not using the Action Plan, does not mean that staff are not broadly implementing the measures outlined in the Action Plan.

**Figure 2: Use of Action Plan in day to day work**
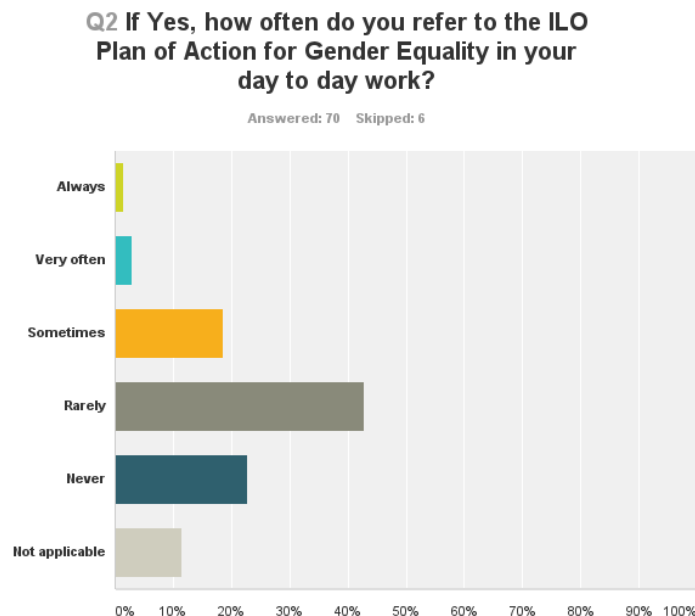


In-depth interviews (particularly with senior gender specialists in the field and GED HQ staff) revealed further information around the relevance. Two senior field gender specialists said that

---

[13] Of those that sometimes or very often use the Action Plan, 13 are not part of the ILO Gender Network.

when working with constituents (such as Trade Unions) the Action Plan helped to bring attention to ILO's focus on gender equality. Some individuals interviewed argued that they are involved in advancing the Action Plan without making explicit reference to the Action Plan in their day-to-day work (such as those working on wage gaps or maternity protection).

One issue raised was that the Action Plan lacked simplicity for ease of quick use. A number of those interviewed (10) found the tables in the Action Plan document difficult to read and stressed that information could be presented in a more user friendly manner. Others indicated that Table 2 in the Action Plan document could be omitted, but a one page on the link to each outcome could be kept for information and circulated to those working on the particular outcome. Some interviewed (2) stressed the simpler layout of the 2015 Disability Inclusion Action Plan 2014-17.[14] Interestingly ILO's work on disability is now in the same branch as gender (GED), and the disability Action Plan was modelled on the Gender Action Plan, but was able to draw lessons from the Gender Action Plan. One interviewee claimed that these types of detailed Action Plans make ILO more bureaucratic. Another range of comments were on the processes of gender mainstreaming. For instance focusing only on mainstreaming across all outcomes (table 2 in the Action Plan document) was mentioned by a few interviewees as diluting a specific focus on the relevance of gender equality. An ACTRAV representative stated that when gender equality issues are mainstreamed they actually disappear. A representative of an ILO Decent Work Team stated that mainstreaming a response to gender equality, gets lost in the 'process'. Some interviewed advocated for stand-alone outcomes on equality in DWCP priorities.

The other side of this argument also came forth in interviews. According to many field and headquarters gender specialists, an Action Plan is required so that ILO staff will not resist attention to gender equality. Results should be measured so that ILO staff do not superficially pay attention to gender equality and progress can be plotted. Gender focal points said that many staff may only consider gender equality issues once a report or a programme is complete – in other words gender is added at the *'tail end'* of a process. An Action Plan can remind staff that discussions must take place earlier. Indicators help staff remember that they must give advice and prepare programmes in a different way. ILO staff at PROGRAM reported that the Action Plan visibly promotes gender equality in ILO, and is aligned with P&B. It is more for managers than regular ILO staff. However it is not the main tool used at the country level to promote gender equality, as it has no direct practical implication at country level. Gender specialists use regional tools. Because gender is part of technical cooperation appraisal, project guidance, or part of the DWCP appraisal (which have indicators in table 1 of the Action Plan), ILO staff have to incorporate a gender perspective.

---

[14] The Disability Inclusion Action Plan contains clear principles and similar to ILO gender policy, also adopts a twin-track approach (disability issues being included in ILO activities, and disability-specific actions promoted as necessary to address situations of particular disadvantage).

**Conclusions: Relevance**

Although the majority of ILO staff are aware of the Action Plan, based on the survey and interviews with ILO staff, it was evident that many do not see the Action Plan as an important document, and the document itself is complicated to use. The Action Plan may not be particularly relevant to many for mainstreaming gender, but it is useful for gender specialists. ILO staff often need to be reminded that gender equality is part of ILO's social justice mandate and an Action Plan is relevant for such a reminder, provided ILO staff know about it. ILO staff can sometimes be confused as to what or where they are going with gender mainstreaming and how to measure it. Why there is a gender equality and non-discrimination focus in ILO could be articulated more clearly to avoid confusion and ensure relevance[15].

The ILO Action Plan for Gender Equality 2010-15 in theory continues to operationalise the ILO policy on gender equality. In terms of how well it does this, some of the simplicity in the two page 1999 policy on gender equality and mainstreaming in the ILO may be lost, with the detailed tables and focus on the links to the 2009 ILC Resolution and the UNSWAP.[16] Looking ahead, a shorter version of the Action Plan may be more useful. Details and links to resolutions and conventions could be kept in a background accompanying document. The UN SWAP indicators can be used as core performance indicators for the Action Plan (see Section 3.3.3).

## 3.2 Validity of design

To develop this Action Plan, an internal review of progress and gaps in implementing previous Action Plans took place. GED has one officer who is the Action Plan Coordinator. GED examined the recommendations from the previous Action Plan evaluation; took into account lessons learned from gender audits of ILO field offices and headquarters units; and reviewed experiences of other UN system members in implementing their own action plans. A consultation process was used to draft the Action Plan, including discussions with heads of relevant units, who formalized their agreement on indicators and targets with GED. The draft Action Plan was also shared with key members of the ILO Gender Network.[17] The GED Action Plan Coordinator was the liaison for 12 of the indicators and three other specialists within GED are each the liaisons for two indicators. All GED liaisons were to collaborate with their counterpart liaison in the respective unit of focus to help achieve progress on the biennial targets and provide updates during the annual end-of year monitoring, including on the indicative activities. The GED Coordinator annually monitored the indicators and targets, along with indicative activities. Prior to the beginning of each biennium, changes related to targets for already-agreed indicators in the Action Plan were jointly decided when the Action Plan Coordinator consulted with the liaison of the relevant responsible unit for that indicator. Nevertheless, some staff interviewed in different sections of ILO stated that they had not been involved in the design of the Action Plan, or staff had changed.

---

[15] In particular many staff fixate on parity in appointments (staffing element), which is of significance but only part of the ambition of gender mainstreaming.
[16] particularly for those not always familiar with these conclusions and performance indicator milestones
[17] The Gender Network includes field-based Senior Gender Specialists, headquarters-based Gender Coordinators, and gender focal points.

Most of the strategies and expected results of the ILO Action Plan for Gender Equality are logical and realistic, although some were more relevant in 2010 than they are in 2015 (for example Indicators 4 & 17 in table 1 of the Action Plan document). The focus on the P&B is still highly relevant in the preparation of future P&Bs. However more emphasis could be placed on how policy dialogue (for P&B outcomes) is a value-based negotiation process, and requires conviction and commitment amongst ILO staff engaged in supporting policy dialogue with constituents.

The sections on effectiveness below will demonstrate how the intended results of the ILO Action Plan for Gender Equality are logical and realistic and in many cases are leading to intended results. Some results have not however been achieved. Tables 1 and 5 in this evaluation report outline what has been achieved or not. Some interviewed for this evaluation (notably in evaluation, the research department, employment, the gender field specialists) reported that the intended indicators and results for the 18 'institutional' indicators in the Action Plan are somewhat limited and do not reflect the full extent of the work that is being undertaken on gender equality and non-discrimination within ILO. Noting that some good practices are highlighted in the P&B implementation report in relation to the ILO 19 strategic programme outcomes, nevertheless the full extent of work done on gender equality may not always be picked up.

In terms of design, the ILO Action Plan for Gender Equality Phase III was more closely aligned with the UN-SWAP (see Box 2 below) with an asterisk next to the Action Plan indicator to show the link to the UN SWAP performance indicator. In practice only those within ILO who report on the UN-SWAP understand are aware of this - EVAL, HRD, and GED (and perhaps PROGRAM). At the moment the value of aligning the Action Plan document to the UN-SWAP is low, unless more ILO units realize the context of the UN-SWAP. However, ILO staff who are aware of the UN-SWAP find that the link with the Action Plan has been very useful and allowed ILO to share some progress and compare with other UN organizations. Currently there are two reporting mechanisms in place:

  i) reporting on indicators, and progress or not in meeting the targets, to the coordinator of the Action Plan for Gender Equality;
  ii) reporting on performance indicators to the ILO liaison/focal point for the UN-SWAP, who subsequently reports to UN Women.

These two reporting mechanisms could be streamlined. Duplication of reporting would be reduced. It follows that the 15 sets of indicators in the UN-SWAP will form the basis of the next Action Plan 2016-2107.

Many interviewed (6) stated that with a RBM Action Plan, ILO is attempting to quantify what is not quantifiable. Policy dialogue involves linking core ILO values on gender equality to the creation of policies that lead to a state serving all its citizens more effectively and reducing poverty. More emphasis on raising gender equality in negotiations with constituents may be required. It was mentioned many times that trying to have transformative change by checking whether data is disaggregated by sex of not, checking the gender balance of delegations, or how many times women are mentioned in a publication is not the only way forward. At least 5 ILO staff reported that there is too much emphasis on numbers and mention of the word 'gender' or 'women' in the measurement process. Yet language is an important tool for describing reality. Gender sensitive language clearly communicates to, and reminds those down the line that ILO provides a unique platform for promoting decent work for both and all women and men. However interviews revealed that rather than an emphasis on mentioning *"women"* or mentioning *"gender equality"* or stating that *"this programme should be implemented in a gender responsive manner"*, there should be more emphasis on how to actually do it. How to include an emphasis on gender equality and policy dialogue (related to P&B outcomes) in further Action Plans could be debated (see Box 5).

Gender equality is about social transformation. The Action Plan breaks down some results that are required if regulations are put in place that will ensure there is social transformation, but does not equip individuals to deal with social change. As one interviewee stated:

> *"Just because a Terms of Reference (ToR) for a specific ILO task mentions 'gender'*
> *as a competence or skill, does not actually measure the outcome of how an*
> *individual undertook their work".*

**Box 2: Action Plan for Gender Equality and the UN SWAP**

**The ILO Action Plan for Gender Equality 2010-2015 and the UN SWAP**

Since 2012 the UN is implementing the System-wide Action Plan on Gender Equality and the Empowerment of Women, or UN-SWAP.[18] The UN SWAP is a unified accountability framework for gender equality and the empowerment of women. It contains gradated performance standards against which progress is measured, with a set of 15 common system-wide performance indicators applicable to all UN entities including ILO. The SWAP six policy areas of focus are:
1. accountability,
2. results-based management,
3. oversight,
4. human and financial resources,
5. capacity development and coherence,
6. knowledge and information management.

UN entities will be expected to meet all of the requirements by reporting for 2017[19]. The 15 performance indicators assign common performance standards across the UN entities. For example all entities must adopt policies on gender equality and women's empowerment. All entities must ensure that corporate strategic planning documents commit to achieving at least one gender equality objective. Table 1 in the ILO Action Plan aligns its indicators with the indicators in the UN SWAP.

Achieving the results in the Action Plan is one part of an attempt to measure progress gender equality in the ILO, but it must be accompanied by many other processes and steps, particularly around changing attitudes (as outlined later under 3.6.1 this includes attitudes of constituents). Changes in attitudes at one level (ILO staff) can lead to a deeper understanding and inform awareness at another level (such as amongst constituents and those who are drafting policy). There are no right or wrong answers to many gender equality challenges. However it might be helpful if ILO renewed its shared vision on gender equality in the form of a new and updated policy statement. The next Action Plan should probably be designed in a more flexible manner, and be accompanied by the means (capacity building) to tackle the unforeseeable and policy dialogue. A focus on the UN SWAP Performance Indicators on knowledge generation and communication may help in this regard, as well as ongoing training for all levels of ILO staff on what gender equality in the world of work practically means in terms of day-to-day work for ILO officials.

---

[18] The UN-SWAP is to implement the gender equality policy of the UN Chief Executives Board, chaired by the Secretary-General. UN Women coordinate the SWAP.

[19] The UN System-wide Action Plan on Gender Equality and the Empowerment of Women, or UN-SWAP aims to implement the gender equality policy of the highest executive body, the UN Chief Executives Board, chaired by the Secretary-General. UN Women has a leading role in supporting the implementation of the plan. At least 50 UN entities or departments are engaged in the UN-SWAP. The performance standards are based on intergovernmental mandates.

Indeed the challenge of trying to measure gender equality within a particular institutional culture is not unique to ILO. The most challenging UN-SWAP performance indicators to measure, according to one respondent interviewed (based on feedback at an October 2015 Geneva UN-SWAP meeting) are indicators related to the culture of the organization in question. It is difficult to determine whether the organizational culture approaches or meets the requirements to supports the promotion of gender equality, particularly as organizational cultures tend to be fluid. It may be slightly easier to determine whether senior managers demonstrate leadership and publicly champion the equal representation of women, which is one of two performance indicators in the UN-SWAP. Another indicator is to assess if there financial allocations for gender equality rather than lip service. Financial resource allocation benchmarks for gender equality may be an interesting focus for ILO.

## Conclusions: Design

In terms of how appropriate and useful the design of Action Plan indicators are for measuring results and progress[20] it can be argued that the Action Plan table 1 indicators are appropriate, but somewhat limiting as they do not allow further reporting on gender related achievements for some sections of ILO not reporting to the P&B (HRD or Eval). Nevertheless an opportunity was available each biennium for adjustments in targets in the Action Plan Document.

With regard to the P&B outcomes, discussion is required in ILO regarding how ILO staff can raise gender equality issues in policy dialogue with constitutions at national levels. Reporting on the gender related indicators in Table 2 of the Action Plan document were to be included or captured in the programme implementation report. However as outlined later, the programme implementation report has condensed over the years, so may not always highlight specific gender related achievements. Thus ILO may be under reporting on gender related achievements. The indicators from the UN-SWAP will form part of the next Action Plan for Gender Equality. An Action Plan could be accompanied by other measures such as attitude change and a capacity amongst staff to be able to choose the appropriate response in a given situation, and find ways to ensure future responses are responsive to gender and non-discrimination.

---

[20] (i) enabling institutional mechanisms for gender equality and (ii) gender-related programmatic outcomes,

## 3.3 Effectiveness

The next sections (3.3.1- 3.3.2) outline which activities (for the enabling institutional mechanism results) and strategies (for the gender-related programmatic outcomes) were implemented in a way that led to the intended results in the ILO Action Plan for Gender Equality. Section 3.3.1 outlines results for the enabling institutional mechanisms (i.e. table 1 in the Action Plan document) along with other issues raised during the evaluation in relation to these 18 indicators. Section 3.3.2 outlines findings on gender equality in ILO's strategic outcomes between 2010-15 (gender-related programmatic outcomes or table 2 in the Action Plan document).

## 3.3.1 Findings: Enabling institutional mechanisms

The following section outlines results related *Enabling Institutional Mechanism* for gender equality in ILO (which corresponds with table 1 in the Action Plan document). The GED Action Plan Coordinator kept systematic records on progress for table 1 in the Action Plan document, which were reviewed by the evaluator, along with interviews with those responsible and an analysis of survey results. Table 1 in this evaluation report (on the next page) outlines whether indicator results were achieved or not. More information on each indicator follows this summary table. Annex 6 contains the same results but with more detail.

With regard to what has been achieved or progress that has been made in promoting gender equality, the survey questionnaire filled in by 76 ILO staff asked them to outline major changed they have observed since 2010 in relation to gender equality. Most respondents outlined changes. About 5 respondents observed no major changes and one commented that he/she never felt the situation was that bad to start with. Responses were subsequently grouped by the evaluator around staffing issues, structural changes and changes with regard to gender equality in the substance of ILO's work. Table 6 in Annex 12 presents comments from the survey.[21]

---

[21] A few responses on change observed since 2010 did not fit under staffing, substances and structure indicators in the ILO Action Plan. These responses provided some positive examples (active participation of ILO in International Women's Day; increased interest of constituents in gender equality; DG's participation in a recent gender network meeting ; and ILO beginning to discuss LGBTI issues), and some negative examples of changes (e.g. much more needs to be done; or ILO staff only address gender equality if they are being evaluated or being held accountable).

**Table 1: Enabling institutional mechanism indicators status**

| Indicators in Action Plan | Status Dec 31 2015 |
|---|---|
| **Indicator 1**<br>% of Professional & higher category positions held by women | **Not achieved** (parity was the target)<br>45% target for professional positions met<br>35% for management positions |
| **Indicator 2**<br>% of sections of management and leadership development workshop materials that incorporate gender | **No baseline or targets.**<br>30% is an estimate of achievement |
| **Indicator 3**<br>% of women participants in management & leadership development workshops | **Exceeded target** |
| **Indicator 4**<br>No. of opportunities for training offered to General Service staff | **Met target** |
| **Indicator 5**<br>No. of genders-sensitive and/or family-friendly measures that exist | **Achieved** |
| **Indicator 6**<br>% of job description vacancies that refer to gender-related skills and/or gender sensitivity | **Almost achieved for behavioural competences in TORs**<br>**35% for technical competencies** |
| **Indicator 7**<br>% of responsible chiefs perceived by reporting staff as creating an environment that values diversity including sensitivity to gender | Results not available until some time in 2016. |
| **Indicator 8**<br>No. of initiatives taken to strengthen or enforce the conflict prevention & resolution collective agreement, including on sexual harassment | **Not achieved** (2 out of 4) |
| **Indicator 9**<br>% of P&B outcomes strategies that include action-oriented gender mainstreaming components | **Achieved** |
| **Indicator 10**<br>% of P&B outcomes that are reported with 1 or more actionable lessons learned on mainstreaming gender | **Not achieved**<br>2010-11: 10% (target 60%)<br>2012-13: 68% (target 80%)<br>2014-15: ? (target 100%) |
| **Indicator 11**<br>% of recommendations of participatory gender audit reports for audited ILO HQ units & field offices that are implemented. | **2010-11: Not achieved.**<br>**2012-13: Achieved target**<br>2014-15: ? |
| **Indicator 12**<br>% of DWCPs that contain indicators of which at least 35% are gender-inclusive | **Not achieved**<br>(target of 100%) By 2015 50% of DWCP contained 'gender-inclusive' indicators. |
| **Indicator 13**<br>% of research texts that are submitted to the Research & Publications Committee and fulfil requirements of a checklist for gender issues<br><br>Revised to: Research Department's terms of reference and outlines of 4 key ILO flagship reports integrate sex0disaggregated data and analysis. | **Checklist not adopted**.<br><br><br>**Not achieved** |
| **Indicator 14**<br>% of ILO/donor partnership agreements that mainstream gender in both policy orientation & operational aspects | **Achieved in 2010-11**<br>**Nearly achieved** in 2012-13<br>**Not achieved** in 2014-15 67%<br> (target of 80%. N=6 partnerships) |
| **Indicator 15**<br>% of ILO technical cooperation projects/programmes that are classified in IRIS with Gender Marker 1 or 2 | **Not achieved**<br>Progress decreased considerably from 2010 to 2015 with almost three quarters not achieving the target by the end of 2015. |
| **Indicator 16**<br>No. of HQ units & field offices without gender focal points | **Achieved** |
| **Indicator 17**<br>% of male focal points among HQ units and field offices | **Not achieved**<br>2015 Target of 45% not achieved (295 in total with 37% men among HQ units and only 21% among field offices)<br>Percentage remained the same |
| **Indicator 18**<br>% of approved ToRs for evaluations of independent strategies, DWCPs & projects that include an assessment of gender dimensions | **Achieved in 2010-11**<br>**Not achieved** in 2012-13 or 2014-15. |

### 3.3.1.1 Results for 'staffing' priorities

'Staffing priorities' in the ILO Action Plan for Gender Equality focused on achieving parity amongst women and men professional staff across the ILO, and equality of opportunity and treatment for all ILO staff. Another focus was on workplace harassment. The Action Plan had 8 indicators under 'staffing priorities', which were examined during the evaluation. The survey conducted for this evaluation also asked questions about staffing in the ILO, and the issue was raised frequently in interviews undertaken for the evaluation. Interviews with five Human Resource Department (HRD) staff described the 6-year strategy that HRD is implementing, which includes a focus on accountability, teamwork, leadership and a conducive working environment. Since the Action Plan for Gender Equality was initiated in 2010, there have been major structural changes within ILO such as a revised structure of headquarters departments. HRD mentioned that former Directors of both HRD and the Gender Bureau negotiated the results expected from the staffing priorities in the Action Plan, possibly resulting in less current HRD ownership for the staffing results than expected.

### Indicator 1: Professional staff

Gender parity in senior positions is expected within the UN system under performance indicator 10 in the UN-SWAP (*gender architecture parity)*. As an important indicator in the ILO Action Plan for Gender Equality (2010-15), the first results expected in table 1 of the Plan of Action concerned the percentage of professional and higher category positions held by women – essentially a 'gender balance' type indicator. Management positions are P5 and above. The baseline in 2010 was almost 43 percent, with 34 percent of these in management positions (measured at the end of 2009). As of December 31 (2015), almost 45 percent were female in professional and higher categories of grades. Females at P5 level or above are 35.7 percent. On the whole there has not been major progress since 2010, rather incremental and slow progress. In the past 12 months a noticeable trend has been an *increase of male staff* at senior level (P4 & P5).

| Staffing | Indicators | Results |
|---|---|---|
| Measures are implemented to ensure greater parity between women and men in recruitment and promotion | **Indicator 1**<br>% of Professional & higher category positions held by women<br>Baseline: 42.5%<br>Aligns with UN SWAP indicator 10 | Target: **Achieve gender parity**<br>**2010-11: 43.6% (37.5%** of management positions held by women)<br>**2012-13: 44.2% (36.4%** of management positions held by women)<br>**2014-15: 45% for professional positions but only 35.7%** of management positions (P5 and above held by women) |

HRD reports annually to the Governing Body on the composition and structure of staff. The last report (the 323rd Session, March 2015) relates to staff as at 31 December 2014. Part II of the March 2014 report concerns the distribution by age, sex and grade of staff, with percentages of women amongst different categories of staff. Thus sex and age diversity are collated in every year. Data are summarized below for 2011 – 2014 in Table 2 below. [22]

---

[22] These data are also disaggregated by age.

**Table 2: Data on male/female professional staff**

| | Percentage of female in this category as of 31/12/2011 | Percentage of female in this category as of 31/12/2012 | Percentage of female in this category as of 31/12/2013 | Percentage of female in this category as of 31/12/2014 | Percentage of female in this category as of 31/12/2015 | Percentage of women in the **UN system** as of Dec 2013 **with 1 year appointment** |
|---|---|---|---|---|---|---|
| D2 | 32% | 33% | 39% | 42% | 48% | 30% |
| D1 | 48% | 44% | 40% | 38% | 37% | 32% |
| P5 | 35% | 37% | 35% | 35% | 34% | 34% |
| P4 | 45% | 47% | 49% | 51% | 52% | 40% |
| P3 | 57% | 56% | 53% | 52% | 55% | 45% |
| P2 | 78% | 77% | 74% | 63% | 60% | 56-57% |
| All Prof staff | 44% | 45% | 45% | 44% | 45% | 42% |

In summary:
- The total percentage of female professional staff has remained more or less the same since the end of 2011 (fluctuating by 1 percent).
- The number of females in the D2 category has increased since 2011 and has gone up from 7 in 2012 to 11 (out of 26 D2 staff in total as of the end of 2014, 11 were female). However, by the end of 2015 the figure had gone up to 48 percent.
- The numbers of females in the D1 category has been dropping since 2011. The total number of staff in this category was 74, of which 28 were female (as of the end of 2014).
- The ratio of males to females in the P5 category at the end of 2015 is one percent less than in 2011 – 35 percent, which is just under 90 females (there were 258 P5 staff in total in 2014).
- The percentage of females in the P4 category, has increased gradually since 2011 with an overall increase of 7 percent by the end of 2015 (at the end of 2014 N=244).
- There as been a decrease in the percentage of females in both the P2 and P3 categories (18 and 2 percentage respectively between December 2011 and 2015). Explanations as to why this is the case may be interesting to investigate.

The right hand column presents the percentage of women in the UN system with appointments of 1 year of more as of December 2013. HRD staff reported that it considers that ILO is doing relatively well compared to other UN agencies.

HRD stated that gender balance is taken into consideration in the hiring process but stressed that the Director General (DG) has the final say in all appointments in ILO. Senior positions are appointed directly by the DG. ILO HRD have a new recruitment committee system called RAMC. Technical ranking, gender, geographical diversity and other issues are all taken into account with this system, but this evaluation did not have the capacity to investigate further how this system works. Whilst HRD do not have the authority to only select female candidates for promotion, they stated they can support the pipeline of capable strong female candidates ready to take on management and leadership positions by providing leadership skills training. When advertising new positions at ILO, the standard statement is allegedly included in all job vacancy specifications:

*"The ILO values diversity among its staff and aims at achieving gender parity[23]. We welcome applications from qualified women and men, including those with disabilities."*

The GED liaison for this indicator found that gender parity was missing from the RAPS announcements in 2015. ILO include a photo of both women and men in a generic advertisement for ILO, to emphasise that women can be involved in the technical areas in the world of work.[24]

---

[23] The sentence about around achieve *'gender parity'* within ILO is not included in all advertisements
[24] The photo had a woman with a hard hat and a man looking professional with a microphone beside his mouth and wearing glasses.

Survey respondents were asked to outline changes they have noted related to staffing issues. There were 33 responses out of a possible 76 to this question. Most responses related to women moving up into higher professional levels in ILO and were based on perceptions rather than facts. As one respondent stated:

*"The ILO is slowly reaching gender parity, with a majority of women in grades P1-P4. With a large number of mostly men due to retire in coming years, there is hope ahead for the P5 grade as well."*

However others interviewed stressed that women <u>will not automatically</u> move into P5 positions unless there is deliberate strategy in place for women in higher positions. About 23 staff members made positive comments about the recruitment of females to higher positions in ILO. Some noted that more could be done (related to women not getting promoted, especially at the P5 or Director levels). Four respondents stressed what they described as unfairness in giving posts to females. There is a growing perception among male staff that they are being left behind or do not get promoted because they are the wrong sex. A typical perception is that a majority of appointments have been focused on females to rectify past sins and in doing so, not providing equal opportunity. More explanation for a parity focus is clearly required. One detailed comment described how ILO lacks a career development strategy that assists both men and women in progressing in their careers.

**In summary**, there has not been major progress since 2010 for this indicator, and in the past 12 months a noticeable trend has been an *increase of male staff* at senior level (P4 & P5). This indicator will be measured in the future through the UN-SWAP performance indicators related to human resources, which aims for parity (UN-SWAP performance indicator 10).

### Indicator 2: Management training

This indicator deals with the percentage of sections of management and leadership development workshop materials that incorporate gender. HRD hold responsibility for these modules. HRD indicated to GED (in March 2015) that they have taken steps to ensure progress on gender awareness in 2012-13. A workshop was piloted in 2013 that looked at incorporating diversity value including gender for team building. Suggestions were provide for this workshop from the GED Action Plan Coordinator. By 2013 the performance management modules has allegedly included references to gender-related issues and indicators for the respect for diversity competency.

The GED Action Plan Coordinator provided suggestions for all sections of all management training materials provided by HRD in 2014 and again in 2015. The HRD liaison for this indicator then shared the suggestions with the relevant trainers who made many of the suggested revisions. Consequently at least 30% of the sections of all the workshop materials now integrate gender-related information and messages, which is a marked improvement over the baseline which was zero.

| Staffing | Indicators | Results |
|---|---|---|
| Measures are implemented to ensure greater parity between women and men in recruitment and promotion | **Indicator 2**<br><br>% of sections of management and leadership development workshop materials that incorporate gender<br><br>Baseline: 0<br><br>Aligns with UN SWAP indicator 13 | **No baseline or targets**<br><br>**2010-11: 26%**<br><br>**2012-13: 14.5%**<br><br>**2014-15: estimated 30%** |

HRD reported for this evaluation that they encourage trainers to include gender sensitivity in the materials they use in training. When they hire trainers, HRD stated that they have a paragraph that stresses that the contractor should ensure that attention is given to gender equality and non-discrimination in the language, examples and images used in the materials developed and in the manner in which services are delivered. HRD plan to strengthen this paragraph to include specific examples as to what this implies. For example *"facilitators should ensure that women and men are called upon equally for comments and responses to questions"* The evaluator only located a standard clause in a sample contract form for trainers, which outlines that subcontractors respect a list of principles concerning international labour standards and the ILO.

It can be argued that more could be done with regard to the content of management training, due to the points raised under Indicator 7 below in Section 3.5.1 in relation to management support for gender equality. As one comment indicated, it is the older mid-management staff that present a problems, younger staff have no issue with gender equality, until they become embedded in male biased ILO organization culture. Another suggestion in the survey response was to have management and leadership development programmes at a much earlier stage of officials' careers. HRD argued that stronger gender related induction training followed by mentoring from senior gender specialists might be a way to ensure younger staff adapts a gender perspective in their work.

A new e-governance programme was introduced with a gender component (which is an optional on-line module focused on gender and diversity). The ILO gender mainstreaming online training was made available to ILO staff as well as the MLDP self-learning Modules. HRD cannot track how many staff completed this module, but can track the number of staff that have added the MLDP module to their learning plan. HRD could be asked to provide such figures if such information is required.

**In summary**, ensuring managers address gender equality issues requires more focus, given that the implementation of measures to address gender equality often depends on the manager of a unit. In line with the UN-SWAP performance indicator 2 (*Gender Responsive Performance Management*), HRD must ensure that the assessment of gender equality is integrated into core values and/ or competencies of all staff, with a particular focus on levels P4 or above. HRD is responsible for capacity development. In line with UN-SWAP performance indicator 13, ongoing mandatory training is required for all levels of staff (at headquarters, regional and country offices).

### Indicator 3: Women and leadership training

This indicator concerns the percentage of women participants in management and leadership development workshops. The baseline was 34 percent. The target has been exceeded.

| Staffing | Indicators | Results |
|---|---|---|
| Measures are implemented to ensure greater parity between women and men in recruitment and promotion | **Indicator 3**<br>% of women participants in management & leadership development workshops<br>Baseline: 34%<br>Aligns with UN SWAP indicator 2 | **Exceeded target**<br>**2010-11: 56% (target 39%)**<br>**2012-13: 51% (target 44%)**<br>**2014-15:  52%  (target 49%)** |

HRD report that they have very positive feedback from females who attend this course, but were unable to provide a synthesis from the confidential evaluation forms. It was reported by HRD that sometimes those who attend form informal female networks for sharing advice. **In summary** this indicator was achieved.

### Indicator 4: Opportunities for general service staff

This result was around expanding opportunities for Gender Service staff's career development in ILO. The indicator concerned the number of opportunities for training offered to General Service staff. The indicator was included because induction programmes for General Service Staff were only open to Professional Staff six years ago. HRD reported that if General Service staff are interested, they can become pipeline categories for Junior Professional.

| Staffing | Indicators | Results |
|---|---|---|
| Expanded opportunities provided for General Services staff's career development | **Indicator 4**<br>No. of opportunities for training offered to General Service staff<br>Baseline: 9<br>Aligns with UN SWAP indicator 12 | **Met target**<br>**2010-11: 10 (target 13)**<br>**2012-13: 11 (target 11)**<br>**2014-15:  12  (target 12)** |

One respondent to the ILO survey highlighted how general service staff are actually overwhelmingly female. The extent to which training opportunities have resulted in career development is unknown. **In summary** this target was reached in the past two biennium.

### Indicator 5: Family-friendly measures

This section of the Action Plan focused on promoting a family-friendly environment, and set to measure the number of gender-sensitive and/or family-friendly measure that exist in ILO. The baseline of such family friendly measures was seven. One additional measure was to be added. Good results were eventually achieved for this indicator. For example a new collective agreement on maternity protection in the ILO signed in February 2015 with associated statutory amendments to staff regulations approved in March 2015 by the Governing Body. The teleworking policy was implemented in February 2010 and allows staff to work remotely.

| Staffing | Indicators | Results |
|---|---|---|
| A family-friendly and enabling working environment for both women & men is promoted | **Indicator 5**<br><br>No. of genders-sensitive and/or family-friendly measures that exist<br><br>Baseline: 7 measures<br><br>Aligns with UN SWAP indicator 11 | **Achieved**<br><br>**2010-11: 1 (target 1 additional)** ILO policy on part-time working drafted Oct 11<br><br>**2012-13: None (target 1 additional)**<br><br>**2014-15: 1 (target 1 additional)** ILO Collective agreement on maternity protection signed Feb 2015, GB approved in March 2015 |

One ILO officer interviewed praised the teleworking initiative and also maternity protection coverage in ILO. However she cautioned that much depends on the sensitivity of managers (male or female) to staff with family responsibilities. One survey respondent noted that flexible working arrangements, including teleworking policies are discretionally and erratically implemented, and very much dependent on management attitudes. Three respondents highlighted that childcare support for working parents, including agreements with main schools/child care institutes in Geneva, could be enhanced. Another survey respondent mentioned that support to spouse employment for staff transfers exists, but is not implemented.

A detailed comment in the survey response outlined how mobility (to the field) is often more difficult for females, including because of their spouse. Two survey respondents mentioned special security arrangements for single female staff and female friendly working environment. One respondent felt that strengthening women's involvement in Field Recruitment Activities has not been so successful. A further important point noted by one survey respondent was that there are now additional funds available to recruit additional staff to temporary replace the staff who are on maternity leave (with another comment on more equality with regard to paternity leave).

**In summary,** progress with regard to family-friend measures was effective during the Action Plan period. Policies can continue to be put in place and monitored by ILO HRD under the UN-SWAP Performance Indicator 11 (facilitative policies under organizational culture). Here it is expected that ILO implement, promote or facilitative policies such as those mentioned above and also work-life balance issues.

### Indicator 6: Job description vacancy

The Gender Bureau in 2010 were keen to have gender mainstreaming as a competency developed for all staff, and recruitment to ILO was identified as a likely screening point for ensuring such competency. Indicator 6 concerns the percentage of job description vacancies that refer to gender-related skills and /or gender sensitivity. The baseline was 30 percent of job descriptions contained criteria on the need for gender-related skills and/or gender sensitivity as a competence. This progressed from 95% to 97% by 2015.

| Staffing | Indicators | Results |
|---|---|---|
| Competency in gender mainstreaming | **Indicator 6**<br><br>% of job description vacancies that refer to gender-related skills and/or gender sensitivity<br><br>Baseline: 30.3%<br><br>Aligns with UN SWAP indicator 10 | **2010-11: 95% of RAPS (target 40%) 76%** refer to gender in behavioural competencies, 19% refer to gender in introduction, technical competencies or duties<br><br>**2012-13: 95% (target 50%) 95%** refer to gender in behavioural competencies, 15% refer to gender in introduction, technical competencies or duties<br><br>**2014-15: 97% (target 60%) 35%** refer to gender in introduction, technical competencies or duties |

Agreement on where gender related skills should be placed in job descriptions was somewhat controversial amongst those interviewed. A senior gender specialist reported that how to address cross cutting issues should be part of every ILO's staff competence. The Action Plan coordinator referred to the many instructions by the ILO Governing Body, and tripartite constituents including in their 2009 Resolution on gender equality at the heart of decent work, for increasing the gender-related technical competencies and duties in job announcements. Such competence among ILO staff was also identified as a need within individual ILO units who have conducted gender audits, and by the ILO-wide gender audit (2001). HRD reported that they introduced these skills in both technical and behavioural competencies. However the generic template for job descriptions sent to the evaluator only stresses the ability to demonstrate gender-sensitive and non-discriminatory behaviour and attitudes under behavioural competencies.

The Action Plan Coordinator who was also the liaison for this indicator observed that there is no systematic mechanism for reviewing whether gender should also be included as a technical competency. HRD outlined how technical units write the technical aspects of the ToRs for a vacancy and many job descriptions go from the field to headquarters via line managers. HRD do not deny that technical competence on gender can be included, but even through this indicator was developed jointly by HRD and GED, HRD stressed to the evaluator that what really matters is that staff display behavioural gender sensitivity. HRD argued that forcing a technical competency onto every job description does not mean behaviour will change. It is one thing to put something into a procedure, but it has to be followed up on. If this is the case, HRD must more clearly demonstrate how they include gender equality issues in the coaching programme they are implementing for all managers and how gender equality is included in induction training for staff.

Another issue raised in a survey response was that gender equality is not always included in all temporary technical cooperation staff ToRs, and that short term TC staff often do not systematically demonstrate gender responsive performance in their work.

**In summary**, where competencies on gender equality should be placed in job descriptions could be further discussed. In order to continue to achieve the UN-SWAP performance indicators, the assessment of gender equality and the empowerment of women should be integrated into core values and/or competencies for all staff, with a particular focus on levels P4 or equivalent and above. This is under UN-SWAP Indicator 2.

### Indicator 7: Managers and valuing diversity

This indicator concerns the percentage of responsible chiefs perceived by reporting staff as creating an environment that values diversity including sensitive to gender. Diversity values (including gender) were included in staff training workshops piloted in 2012, which focused on building effective teams.

| Staffing | Indicators | Results |
|---|---|---|
| Competency in gender mainstreaming | **Indicator 7**<br>% of responsible chiefs perceived by reporting staff as creating an environment that values diversity including sensitivity to gender<br>Baseline: to be established<br>Aligns with UN SWAP indicator 11 | No targets set. Upward feedback of performance management launched in 2014. Results not available until early 2016.<br><br>Sensitivity to diversity competency includes reference to gender, and is one of competencies evaluated in the upward feedback mechanism |

In 2014 a new upward feedback component was launched. Staff anonymously appraise their line-manager. One competence evaluated in the upward feedback component is *'sensitivity to diversity'*. No data or information from HRD were available to the evaluator on this indicator.

An output expected in the upward feedback component is that *'managerial / supervisory responsibilities are carried out in line with the ILO's rules and regulations and established management accountability frameworks.'* One of 4 measures of performance for this output is that *'the official has taken actions to support organizational priorities such as knowledge sharing, collaboration, mobility, gender balance and equitable geographical distribution.'* Thus, this measure of performance highlights gender balance issues in particular. However, it is worth highlighting that a common misconception is that 'workplace diversity' relates only to quotas in employee race or gender categories. 'Diversity' as it relates to human resources is a way of thinking and operating that encourages an entirely new and positive outlook among colleagues. Diversity in the work environment promotes acceptance, respect and teamwork. An interesting comment in the survey undertaken for this evaluation was that middle managers require more explanation as to why gender diversity is good for the organization. HRD could probably emphasize more that managers that promote diversity can achieve greater productivity, profit and workplace morale, rather than purely focus on numbers.

Another, perhaps more interesting measures of performance that is relevant to issues raised (later in this report) in relation to gender and management is that *'Upward Feedback results indicate that in general, staff agree that the behaviour associated with managerial competencies are demonstrated and that performance in the unit has been managed effectively.'* For example, in the survey undertaken for this evaluation at least three respondents suggested better accountability for gender equality was required, and this issue was raised many time during interviews.

It is important to bear in mind that the ILO appraisal system is still at an infancy stage and confidentiality is key to ensure the system takes off in coming years. HRD reported that managers have opportunities to debrief and obtain coaching if they are not faring well in their upward feedback mechanism. The extent to which debriefing on gender equality concerns take place is unknown. HRD could probably accelerate their work and support in this area, if they wish to exceed requirements under the UN-SWAP indicator: *gender responsive performance management*. The UN-SWAP expects accountability measures to include assessment in performance appraisals of senior managers promotion of gender equality (including gender mainstreaming, gender-targeted interventions). Indeed recent reports on accountability in the UN system, stress that there needs to be a system in place for recognising excellent performance in promoting gender equality and the empowerment of women.

**In summary,** the upward feedback component of appraisal appears to be a very interesting mechanism for assessing ILO managers' attitudes. HRD could share summary information on *sensitivity to diversity* from the upward feedback component of the appraisal system for assessing managers, and put in place a reward (and sanctions) system related to staff performance. There is probably more scope under the HRD upward feedback component to refer back to behaviour associated with gender sensitivity where it exists in ILO's rules and regulations (e.g. harassment policy) and the management accountability framework. This type of appraisal feeds into UN-SWAP indicators on organizational culture and gender responsive performance management (accountability).

## Indicator 8: Conflict prevention and resolution

The last staffing priority concerned measures taken to strengthen and /or enforce conflict prevention and resolution collective agreement, including on sexual harassment. Only 1 or 2 measures were expected each biennium.

| Staffing | Indicators | Results |
|---|---|---|
| Competency in gender mainstreaming | **Indicator 8**<br><br>No. of initiatives or measures taken to strengthen and/or enforce the conflict prevention & resolution collective agreement, including on sexual harassment<br><br>Baseline: 1<br><br>Aligns with UN SAWP indicator 11 | **Not achieved**<br><br>**2010-11: 1 (target 2)**<br><br>**2012-13: 0 (target 2)**<br><br>**2014-15: 1 (target 2)** Collective agreement on anti-harassment policy and investigation procedures adopted by GB and came into effect on January 1 2015. |

Following negotiations between HRD and the ILO staff council, the HRD Administrative Circular No. 543 on sexual harassment, was replaced by a *Collective Agreement and Anti-Harassment Policy and Investigation Procedure* in November 2014. This new agreement includes sexual harassment and defines it clearly. Previously ILO did not have a clear issue of broader harassment issues, whereas there was a sexual harassment policy. Both harassment and sexual harassment are incorporated into one policy now. Roles and responsibilities as well as prevention measures are better outlined in the Policy. Approved by the Governing Body, this policy and came into effect from January 2015. For the implementation of the harassment policy, and the administration of proper procedures, the staff union have trained 5 staff to investigate sexual harassment. HRD may be working on some accompanying awareness raising materials, which may be available by early 2016.

HRD reported that there were very few reported cases of sexual harassment in the ILO workplace in the past years (only 1 recalled by an officer). HRD were keen to point out that this does not mean that sexual harassment is not an issue; rather that it is not formally reported. Anecdotally (and without being specifically asked) sexual harassment was mentioned during the course of interviews for this evaluation and also in survey responses, as an issue in some ILO offices and reported by ILO staff strongly featuring in constituency work places. One respondent in the ILO staff survey mentioned that they have witnessed sexual harassment and two respondents reported sexism (and chauvinist jokes) among ILO staff. Another ILO staff member reported inappropriate behaviour of constituents when travelling for ILO work. Sexism is an expression of power and when it exists between managers and staff at lower levels, it often makes women uncomfortable. One gender field specialists and one gender focal point articulate strongly that constituents require much more sensitization on sexual harassment. It was suggested by 2 interviewed that ILO staff should sign a statement about sexual harassment when they join ILO.

**In summary,** this indicator links to the UN-SWAP performance indicator on organizational culture in relation to the implementing policies for the prevention of discrimination and harassment. The existence of this harassment policy should be much more widely disseminated amongst ILO staff. Bearing in mind that formal and informal values, attitudes, norms, rules and regulations within organisations such as the ILO affect the promotion of gender equality, ILO should be more careful about tolerance towards staff projecting an image that may reinforce gender stereotypes or sexism.

## Staff survey on how ILO has performed in improving gender equality and staffing

ILO Staff were asked in the survey for this evaluation, to rank how well they through ILO have performed in relation to staffing issues. In total 63 staff answered this question. The good news, as outlined in Figure 3 is that nearly two thirds of ILO staff who answered this question felt that ILO was

doing well or 'good' (39 out of 63). An equal number ranked ILO's performance on staffing issues as either very good or poor (12 each). Thus the majority perceive ILO to be doing well, with 24 people having a difference in opinion with regard to ILO doing either very well or poorly on staffing issues. More males felt improving gender equality in relation to staffing issues is going well, and proportionally more females than males felt that ILO had performed poor in this regard.[25]

**Figure 3: How has ILO fared on gender equality and staffing priorities**



Q14 **From your experience, how has ILO performed in improving gender equality in relation to staffing issues (e.g. equality of opportunity/ parity in professional positions)?**

Answered: 63    Skipped: 13
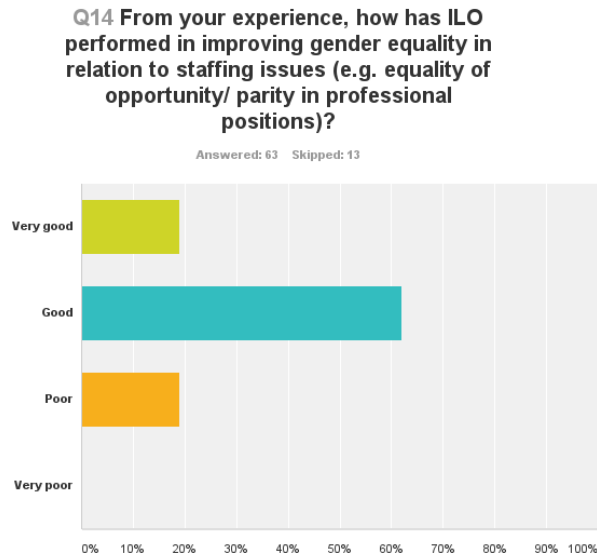
The survey allowed staff to make further comments. Positive comments focused on the recruitment of females to higher positions in ILO. There were a range of comments about a greater positive attitude toward gender equality and the perception that women now have greater career chances at ILO. Training availability and gender audits were also mentioned as good for progress. Taking into account the number of women and men participating in meetings and training activities was considered progress and a good starting point. The ILO Training Centre in Turin tracks the sex of workshop participants, but whether HRD systematically does so or not is unclear. Only one respondent mentioned improvements in terms of maternity/paternity provisions.

Four staff made negative comments about hiring practices and promotion, one male said that there are too many female recruits and the other three comments related to women not getting promoted, especially at the P5 of Director levels.

In terms of survey respondents' suggestions for improvement, there were 26 responses. A few comments related to working arrangements including teleworking practices being erratically implemented are outlined under Indicator 5 above. Another detailed comment explained how recruitment panels require solid training to be effective. Five respondents made comments about HRD, two positive about efforts towards organizational-wide policies. Negative comments stressed that HR process could improve, or more leadership on gender is important, emanating from the DG (it was perceived by some respondents that the previous DG was more positively inclined toward gender parity issues). A different question that generically asked ILO staff to outline changes in ILO

---

[25] About 25 males and 38 females answered this question. Interestingly a third of female respondents noted that ILO has performed 'good' (26 out of 38 females) and only 2 rated ILO's performance as very good, whereas over half of male respondents rated ILO's performance as good (14 out of 25) and over a third as very good (8 out of 25). Nearly a quarter of female respondents (10 out of 38) stated that ILO had performed poor in staffing issues, whereas only an eight of males (3 out of 25 male) described progress as very poor. Thus

since 2010 inevitably brought forth many responses (33) in relation to staffing issues, summarized in the Table 5 in Annex 12.

---

## Conclusions: Staffing priorities results

Progress is clear for some of the staffing indicators in the Action Plan for gender equality, but more could be done with regard to others. The UN system is strongly calling for strengthened accountability systems for both management and staff, through, inter alia, the inclusion of objectives and results related to gender mainstreaming in personnel work-plans and appraisals. A reward and sanctions systems related to staff performance on gender equality could be considered by HRD. Strategies for ensuring gender parity in management positions internally should continue (bearing in mind that females may not always articulate gender equality and non-discrimination goals). More can probably be done with regard to training for management (given what was reported about management, roles and responsibilities in Section 3.5). Clarity is required with regard to where HRD consider competencies on gender equality should be placed in job descriptions, and discussion should take place with regard to how this fits with UN-SWAP performance indicators. Attention should be paid also to temporary technical cooperation staff ToRs, if not already the case.

HRD could probably do more explaining further the UN parity goals and the underlying reasons for these targets. The existence of this harassment policy should be much more widely disseminated amongst ILO staff by HRD and a strategy put in place to ensure its implementation.

## 3.3.1.2 Results for 'substance' priorities

The 'substance' priorities in the Action Plan aimed to ensure commitment to gender equality became internalized through the ILO and reflected in all technical work, operational activities and support services. This included 'knowledge management'. Following a review of the progress achieved in the Action Plan indicators related to 'substance' issues below, survey results are presented where ILO staff outlined positive changes with regard to ILO's substantive focus and made suggestions.

### Indicator 9: P&B preparation

Indicator 9 concerns the percentage of P&B outcome strategies that include action-oriented gender mainstreaming components. Table 4 in Annex 8 provides indication that all P&B outcome strategy texts in 2012-13 and 2014-15 contained a section entitled *'gender equality and non-discrimination.'* Section 3.3.2 of this report covers the P&B in more detail. The development of the P&B follows rigorous instructions from the ILO section that is responsible (PROGRAM). Minute sheets with timelines and instructions for the preparation of the 19 outcomes and reporting on the outcomes were sent by the head of to all Directors (regional, departmental, country office directors..), ACTEMP, ACTRAV, Decent Work Teams and Outcome Coordinators.

| Substance | Indicators | Results |
|---|---|---|
| Increased competence of ILO staff in conducting gender analysis & planning related to employment & decent work | **Indicator 9**<br>% of P&B outcomes strategies that include action-oriented gender mainstreaming components<br>Baseline: 94.7%<br>Aligns with UN SWAP indicator 3 | **Achieved**<br>**2010-11: 100% (target 100%)**<br>**2012-13: 100% (target 100%)**<br>**2014-15: 100% (target 100%)**<br>Guidance given by PROGRAM and peer review feedback of outcomes strategies |

It seems that it is necessary for the terms of reference for Outcome Coordinators to always stress the importance of gender equality to remind these Coordinators to also assess the likely implications of initiatives under their outcome on both women and men. In the instructions for the 2012-13 P&B proposals, PROGRAM explicitly stated that the Gender Bureau had a role to provide feedback and support to each outcome coordinator on the gender component of the outcome strategy. One issue raised was the ILO is always changing its focus or strategy with regard to gender equality in the P&B from being a cross-cutting activity to a policy driver etc. (see Box 3 below). In 2016-17 gender equality will one of three cross-cutting 'policy drivers'. PROGRAM has introduced a gender and non-discrimination marker to assess all outputs under the ILO's 2016-17 P&B. GED suggest that a review of how the marker criteria has worked in other agencies is necessary, and are willing to collaborate with PROGRAM in this regard and in the roll out of the policy driver.

<div style="background-color:#d6f5d6;">

**Box 3: The changing focus of gender in the ILO's P&B**

**The focus of gender in the ILO's P&B has evolved over the years from:**

- viewing gender mainstreaming as a **cross-cutting** activity of general relevance (P&B 2002–03)
- identifying gender as one of **six shared policy objectives** (P&B 2004-05)
- recognizing gender as one of **five mainstreamed strategies** (P&B 2006-07)
- a **common principle of action** on gender equality and a **joint immediate outcome** on advancing gender in the world of work (P&B 2008–09) which required a strategic and coordinated institutional response.
- the systematically **integrate gender into the outcome strategy texts** for each of the 19 outcomes (P&B 2010-11, P&B 2012-13, P&B 2014-15) with 1 specific outcome on discrimination (which helped to fund gender equality outcome initiatives)
- There is no specific outcome on gender equality or discrimination in the 2016-17 P&B. It views **gender equality and non-discrimination as one of three policy drivers** that should advance the all 10 outcomes in the P&B (the others are social dialogue and international labour standards). These should be promoted and applied in actions under all the 10 policy outcomes. As further outlined in Box 9, at the request of the Governing Body, the draft P&B was revised to include some indicators specifically referencing gender equality and non-discrimination.

</div>

**In summary** gender components were included in all the P&B outcomes strategies from 2010 to 2015 and this indicator was achieved. Gender components were not initially strong in the 2016-17 P&B, but following Governing Body requests, strategies had to be revised to ensure improved attention to gender equality issues across the 10 outcomes.

## Indicator 10: P&B reporting

Indicator 10 is linked to Indicator 9 above – and expects P&B outcomes to report actionable lessons on gender mainstreaming. Guidance was given by PROGRAM on the approach to be followed in preparing reporting information for all outcomes in the Programme Implementation Report (PIR). Capturing outcomes on the knowledge generation, policy advice and technical services, capacity building, policy dialogue and advocacy is tricky enough, given the range of labour related areas ILO work on, and the need to condense information in reports.

| Substance | Indicators | Results |
|---|---|---|
| Increased competence of ILO staff in conducting gender analysis & planning related to employment & decent work | **Indicator 10**<br>% of P&B outcomes that are reported with 1 or more actionable lessons learned on mainstreaming gender<br>Baseline: 21%<br>Aligns with UN SWAP indicator 4 | **Not achieved**<br>**2010-11: 10% (target 60%)** Guidance given in March & July 2011 to outcome coordinators for preparing outcome-based work plans.<br>**2012-13: 68% (target 80%)** No guidance given<br>**2014-15: ? (target 100%)** |

The ILO Programme Implementation Report (PIR) cannot capture each and every country result. Rather the report provides aggregated results, sometimes highlighting important achievements around a focus on women. The 2010-11 PIR contained condensed country specific results in each of the 19 outcomes. The 2012-13 PIR was more analytical, without outcomes level detail. The on-line version contains the country level results. The 2014-15 Report is set to be more reader friendly.

Guidance on P&B reporting for Outcome Coordinators for the 2010-11 period outlined that the analytic text accompanying the reporting on outcomes, should contain elements explaining whether or not the delivery of the strategy was effective in addressing gender equality and non-discrimination issues. Achievements or pitfalls should be explained. This was one of five separate sections to be included in the outcome text, which had a maximum of 1000 words.[26] In reporting for 2012-13 the narrative text with lessons learned could only be 200 words maximum.

Guidance for Outcome Coordinators for the 2014-15 period also emphasized that the outcome text (this time 1500 words) should assess achievements and challenges in relation to the gender equality and non-discrimination (but amongst one of 4 areas). In 2014-15 a template for outcome text reporting included a question for coordinators to answer in their reporting on gender as one of three questions.[27]

**In summary** the P&B reporting system is not well set up for reporting on achievements on gender equality. Other reporting mechanism may be better, given the need to condense the PIR and country results. For mainstreaming, ILO staff must be able to integrate gender equality under reporting on all outcomes as relevant. More details are provided in Section 3.3.2.

## Indicator 11: Gender audit follow-up

The ILO began conducting Participatory Gender Audits (PGA) in 2001. The audit used a participatory and self-assessment approach to promote organizational learning about gender mainstreaming. An output from a PGA is a report for an ILO unit or a branch, with action areas for follow up. As the aim is to support organizational learning on how to implement gender mainstreaming, it is up to the unit to follow up themselves. This indicator concerned the percentage of recommendations from PGA reports for ILO headquarters units and field officers that are implemented. The baseline was 20 percent of recommendations are implemented. The target for 2013 was 40 percent. Three ILO office Gender Audits took place during the Plan of Action period (SECTOR, ENTERPRISE and the ILO Country Office for Central America in San José). According to GED, this number (3) was low because before 2010 a critical mass of gender audits had taken place.

| Substance | Indicators | Results |
|---|---|---|
| Attitudes & working habits support gender mainstreaming | **Indicator 11**<br>% of recommendations of participatory gender audit reports for audited ILO HQ units & field offices that are implemented.<br>Baseline: 20%<br>Aligns with UN SWAP indicators 2, 6 | **2010-11: 1 of 2** audited confirmed over **20%** implemented (target 20%)<br>**2012-13: 45% (target 40%) achieved**<br>**2014-15:  ?  (target 50%)** |

SECTOR's gender focal point reported that 76 of the 86 recommendations from the PGA were in place. ENTERPRISE had 64 recommendations, which they condensed into 6-8. At the ENTERPRISE Branch retreat these recommendations were discussed with a work plan put in place. For example staff in ENTERPRISE had to follow a short gender training, and their name is placed on a '*wall of fame*' if they finish the training. Gender champions were identified within the unit. GED provided a short training with ILO staff in ENTERPRISE. Unfortunately one negative result during the Action Plan period was that the senior gender specialist post in ENTERPRISE was downgraded in level.

---

[26] The others were overall performance, linkages to other outcomes, building the capacity of constituents and lessons learned and the way forward

[27] The other two questions related to support to constituents and how external partnerships helped in delivering the strategy.

With regard to reporting on the PGA in Central American regional office, the Senior Gender Specialist based in the San José office reported that the gender audit recommendations were very useful when she began working there. The audit recommendations helped create a momentum around gender equality. She cautioned that the recommendations from the gender audit were very good on technical side, but helped less on institutional behavioural aspects. Institutionally addressing gender equality is still a challenge.

Two points of view on the PGA were found during this evaluation. On the one hand, GED stated that audits and gender audit training are very expensive for them to finance, and a critical mass has been reached in the ILO offices. A number of GED staff indicated that if stakeholders and constituents are interested in conducting gender audits, they should build it into their own programmes and budgets. For example in the Central America region the Confederation of Americas Trade Union have included gender audits in their work plan. In recent years, GED has moved from implementing gender audits in ILO offices to concentrating on training of trainers (ToT) including training other UN country teams to conduct audits (e.g. Ghana).[28] GED published a guide on the relevance and use of the gender audit for the UN and its agencies in 2011. The ILO Training Centre in Turin also offers ToT courses on gender audits. On the other hand, interviews with ILO staff revealed that there is much interest in the ILO gender audit methodology, and in conducting gender audits (even mini-audits) and ILO staff require support and information on the gender audit. The gender audit undertaken in Kyrgyzstan in collaboration with UN Women was reported (by a senior specialist) to have been highly successful.

**In summary,** interviews with ILO staff affirmed that many in ILO think that the gender audit is an extraordinary ILO product. Overall it was noted that funding is required to disseminate the gender audit materials further. Many ILO staff would like to know more about GED and ITCILO's plans with regard to gender audits. Further attention to gender audits may help to achieve UN-SWAP performance indicators (under *Oversight*), in particular indicator 7 *(Programme review).* Gender audits help to ensure there is a plan in a unit to better integrate gender analysis.

## Indicator 12: DWCPs

Decent Work Country Programmes (DWCPs) are the main vehicle for delivery of ILO support to countries. They link to national development strategies in a results-based framework. DWCPs also often comprise ILO's contribution to UN Development Assistance Framework (UNDAF) joint country programmes and are an instrument to better integrate regular budget and extra-budgetary technical cooperation. This indicator in the Action Plan tracks the extent to which DWCP indicators are 'gender-inclusive'. At least 35 percent of the indicators must be gender-inclusive for a DWCPs to qualify as such. GED and PROGRAM collaborated well on this result. Agreed criteria for 'gender inclusive' indicators (for DWCP outcomes) are those that contain, among any other obvious gender-related aims:

- an equity measure targeted at one sex or specific mention of females
- and/or building gender mainstreaming capacity
- and / or promoting gender equality or dismantling barriers to it
- and / or promotion of women's empowerment
- and/ or addressing men and masculinities issues from a gender perspective
- refers to the four fundamental principles and rights at work (Convention Nos. 100, 111 156 or 183)
- refers to domestic workers or the relevant Convention
- corresponds to a country programme priority that is gender-inclusive

---

[28] Agencies can subsequently audit each other.

| Substance | Indicators | Results |
|---|---|---|
| Improved level of knowledge & methodologies address gender dimensions in technical work | **Indicator 12**<br><br>% of DWCPs that contain indicators of which at least 35% are gender-inclusive<br><br>Baseline: 17%<br><br>Aligns with UN SWAP indicator 7 | **Not achieved**<br><br>**By 2015 50%** of DWCP contained 'gender-inclusive' indicators. Target was 100%<br><br>**2010-11: 17% (Target N/A)** Reviews of draft DWCP through QAM all reviews provided guidance on rendering indicators more 'gender-inclusive'<br><br>**2012-13: 29% (target 30%)** of 23 reviews of draft DWCP through QAM 21 provided guidance on rendering indicators more 'gender-inclusive'. Gender included in DWCP guidebook version 3<br><br>**2014-15: 50%  (target 100%)** Reviews of 8 draft DWCP through QAM all provided guidance on rendering indicators more 'gender-inclusive'. |

The Quality Assurance Mechanism (QAM) provides an opportunity to formally appraise and comment on DWCPs with specific questions related to gender. A senior gender specialist reported that QAM really helps them in their work, as the senior specialist does not always have to 'badger' about the inclusion of gender equality. During the Action Plan period, two GED staff members provided comments on DWCP drafts that were shared with them. The staff members also gathered comments from specialists within GED on disabilities and indigenous peoples. Among other things, the reviews checked for 'gender inclusive' indicators as a share of the total number of indicators in each DWCP. Apart from commenting on one specific gender related question in the DWCP appraisal matrix, the two GED reviewers also responded to other questions such as on links with national frameworks including on gender within the relevant UNDAF. Thus GED is appraising DWCP drafts. In 2015, GED's scan of DWCPs during the current biennium found that 50 percent were 'gender inclusive'. This was a marked improvement on the baseline, although it did not reach the target for 2014-15, which at 100% may have been too ambitious.

The latest version of PROGRAM's guidance on developing DWCPs, to which GED had contributed suggested revisions, highlights that gender equality and non-discrimination concerns should be addressed in DWCPs during formulation. The Action Plan Coordinator also participated in some PROGRAM-led teleconferences in February 2015 with regional and field offices about specific DWCPs to identify both good practices and lessons learned.  During the Action Plan 2010-15 she prepared several examples of 'gender inclusive' DWCP strategy texts, outcomes, targets and indicators for dissemination to DWCP drafters and members of the ILO Gender Network.

**In summary,** a methodology and system is in place to ensure DWCPs are 'gender inclusive' at the appraisal stage. However it may be more efficient to try to get DWCP drafters to also ensure that earlier drafts pay better attention to gender equality issues. This may require that ILO include more gender equality outcomes such as *'gender equality and the employment of women will be promoted through a focus on xxx in this outcome'*. Indicators must move beyond phrases such as 'including attention to gender equality', and strive to be more specific. For example rather than stating 'attention to gender equality' the DWCP could specify that '*an increase of xxx in the number of work related issues faced by women workers will be evident at the end of two years'* or '*government develops a policy or strategy to strengthen enforcement and preventive interventions for sexual harassment in the workplace'*. For this to be in motion, earlier points about regional and field directors and other management taking gender equality seriously must be addressed.

### Indicator 13: Research texts

During the Action Plan period, the original responsible unit for this indicator, the *Research and Publications Committee* (who were an oversight body), became a *Research Department* and the target for improved level of knowledge in research texts was revised. Initially a comprehensive checklist of mainstreaming gender issues in research texts was drafted by the Action Plan Coordinator and shared by the then-GENDER Director, who forwarded it to the *Research and Publications Committee* members. Although agreed between Directors, this checklist never gained traction with those involved in Research. It may have been viewed by the *Research and Publications Committee* as a bureaucratic '*counting the mention of women*' in text exercise, rather than linking to empirical based detailed research.[29] Interviews revealed that those working on research would prefer more of an emphasis on substantial aspects of gender inequalities, using evidence/data. Their preferred methodology is to highlight gender related issues as they arise in the existing evidence and date. After consultation between GED and the head of the Research Department at the end of 2013, the Action Plan indicator was revised. The revised indicator is that the terms of reference and outlines of the four key ILO flagship reports, integrate sex-disaggregated data and analysis.

| Substance | Indicators | Results |
|---|---|---|
| Improved level of knowledge & methodologies address gender dimensions in technical work | **Indicator 13** <br> % of research texts that are submitted to the Research & Publications Committee and fulfil all the requirements of a comprehensive checklist for mainstreaming gender issues <br> Baseline: 33% <br> Target revised to: Research Department's terms of reference and outlines of 4 key ILO flagship reports integrate sex-disaggregated data and analysis. <br> Aligns with UN SWAP indicator 14 | **Checklist not adopted**. <br> **2010-11: 33% fulfils all requirements, 28% partially fulfils requirements** (target N/A) <br> **2012-13: 14% (target 50)%** <br> 2014-15: ? |

The evaluator did not find evidence that the terms of reference and outlines for the flagship reports stress the need for sex-disaggregated data and analysis. Specific women focused publications were mentioned by those interviewed, rather than the ILO flagship reports specified in the Action Plan indicator.[30] An example cited through interviews and in the survey conducted for the evaluation was the *2014/15 ILO Global Wage Report.* Chapter 10 examined which workers earn less than others, and why, with a focus on women, migrants, and informal workers. The focus on women is followed through in the policy approaches section, with the report highlighting that equal pay between men and women needs to be promoted through strong policies to promote gender equality, including combating gender-based stereotypes about women's roles and aspirations, strengthening policies on maternity and paternity, and advocacy for better sharing of family responsibilities. GED officials highlighted the lack of sex disaggregated statistics in for example the *World Employment and Social Outlook* report. This lack of sex disaggregated is one reason why there is a need to research and publish a separate *Women and World Trends* report (2016 version).

---

[29] This is despite the fact that amongst other resources, the GED Coordinator based the draft checklist on "Introduction to gender analysis and planning" from the ILO *Women Workers' Rights – Modular Training Package* and on the Austrian Federal Ministry for Science and Research's *How does gender gain a footing in research?*

[30] For example:
- The 2014 International Labour Review (Volume 153) was a special issue on *Women's Labour Force Participation: Gendered Patterns and Trends.*
- *Maternity and paternity at work: Law and practice across the world (2014)* - The study reviews national law and practice on both maternity and paternity at work in 185 countries and territories including leave, benefits, employment protection, health protection, breastfeeding arrangements at work and childcare.
- *Women at work: Trends 2016,* report will be released in March 2016, as a joint collaboration between GED and the Research Department.

More broadly throughout ILO, there has been collaborator work in the past, which consolidated ILO research around a theme, such as in '*Women, gender and the informal economy: An assessment of ILO research and suggested ways forward'.[31]* In the next biennium, GED will be making a call for research papers for the Women at Work Centenary Initiative (See Box 8).

On another note, interviewees revealed that if ILO officials wish to interact more with academia for peer reviewed discussion papers, or journal articles, there is inadequate incentives or emphasis within ILO on encouraging quality peer reviewed papers. Often time to complete results drafting and finalisation is outside working hours.

**In summary,** this indicator was not achieved. Given that ILO is striving to ensure that policy dialogue activities with constituents are led by evidence and analysis, ILO should be taking the lead to suggest and promote innovative policies and programmes that address gender in the world of work (among the donor and multilateral community). This work requires commissioning or presenting research, and communicating the results through policy briefs and seminars, sharing the results with decision-makers. Thus it follows that ILO flagships should be able to highlight evidence around gender inequalities in the world of work. See points raised in Box 5: Challenges in measuring laws, policies & programmes in P&B indicators. The UN-SWAP indicator expects that data is sex-disaggregated, or there is a specific reason noted for not disaggregating data by sex.

### Indicator 14: Donor partnership agreements

Donor partnership agreements can be described as having lightly earmarked thematic funding, provided at the level of ILO Outcomes. According to ILO officers in PARDEV, some donors are particularly focused on gender in project documents. Others do not raise it as an issue at all. Whether an agreement is gender sensitive is judged by whether the agreement contains a gender component. In the past 6 years, 4 out of 6 partnership agreements were labelled as 'gender sensitive'. Sweden and Norway in particular were noted as paying specific attention to gender specific projects (supporting domestic workers; BASIC and a component to mainstream gender into the other Swedish and Norwegian components).

| Substance | Indicators | Results |
|---|---|---|
| Improved level of knowledge & methodologies address gender dimensions in technical work | **Indicator 14**<br>% of ILO/donor partnership agreements that mainstream gender in both policy orientation & operational aspects<br>Baseline: 46%<br>Aligns with UN SWAP indicator 7 | **2010-11: 67% (target 60%) achieved**<br>**2012-13: 67% (target 70%) not achieved**<br>**2014-15: 67% (target 80%) not achieved**<br>N= 6 partnership agreements |

So how does the process operate in practice and where are the entry points to ensure gender equality forms parts of partnership agreements? It is unknown whether PARDEV officers raise gender issues in their negotiations with donors. When outcome based partnership funding is being negotiated, PARDEV sends a minute sheet to ILO *Outcome Coordinators* to invite them to submit proposals for funding under proposed partnership agreements or in line with the particular focus the donor is interested in. A shortlist of CPOs is requested.

ILO's guidelines for resource mobilisation (PARDEV) do indicate that respect for gender equality and non-discrimination is part of ILO quality requirements. Some gender specialists reported they are

---

[31] Chant, S. & Pedwell, C. (2008) London School of Economics

unsure how PARDEV allocate funding to outcome based work plans. When CPOs are shortlisted, project documents developed with country deliverables are appraised by PARDEV within their existing appraisal rules. The quality assessment process for technical cooperation projects examines cross cutting issues (gender and disabilities, tripartite partners and social dialogue). Two questions are asked:

    i)        Does the background analysis contain a gender analysis?

    ii)      Is gender equality mainstreamed in the logical framework of the project?

Input budgets for each activity to lead to the expected output are now requested by PARDEV, which presents an opportunity for project formulators to plan for gender equality concerns. For example:

- if the knowledge base around a particular topic is to be expanded, is there provision to provide on the job training on sex-disaggregated data collection of statistics?
- if capacity is to be developed on the application of a specific convention, are gender specialists or national gender experts (including women's committees that are part of workers' and employers' organizations; staff from ministries for gender equality; gender specialists and UN system focal points; or academia and civil society groups advocating women's rights included in workshops?

Budgeting for gender inputs is something that ILO is mandated to encourage.

**In summary,** efforts to put gender on the agenda in ILO/donor partnership agreements could be improved. Donors receive projects proposals only after the internal ILO appraisal. Thus in reality it seems that PARDEV is in a strong position to put gender equality or gender mainstreaming on the agenda. Indeed a lack of gender equality concerns should have been already picked up by the quality assurance mechanism operating in PARDEV. When PARDEV is inviting proposal submission for funding under this funding modality, they could always specify that gender should be mainstreamed in ideas contained in the proposals and specifically included in input budgets. It is unknown whether or not this occurs systematically or whether the focus is donor driven. This indicator could ensure it is line with the UN-SWAP performance indicators around *Oversight*. In other words, PARDEV could systematically ensure that quality control systems for donor partnership agreements fully include gender mainstreaming and gender analysis is automatically included regardless of donor priorities.

### Indicator 15: Gender Marker

The gender marker methodology – initially developed by GED and PARDEV concerning technical cooperation (TC, now called development cooperation) is:

Gender marker 1:  project input into IRIS (ILO computer system) contains no objectives, outcomes, outputs or activities that aim to promote gender equality.

Gender marker 2:  project does not include gender equality as an outcome, but some outputs and/or activities specifically address gender issues

Gender marker 3:  project includes gender equality in the outcome(s), and some outputs/activities specifically address gender issues

Gender marker 4:  project's main stated objective is to promote gender equality, and outcomes and activities are designed to promote gender equality.

This indicator concerns the percentage of ILO TC projects that are classified in IRIS with Gender Marker 1 or 2.[32] It is unknown to GED why markers one and two were put together as a

---

[32] In June 2006 at the 95th session of the International Labour Conference, the Conclusions of the Committee on Technical Cooperation identified gender equality as a cross-cutting issue in all such cooperation. Among other things, the committee said that technical cooperation should "take in account the need for gender analysis of programmes, so as to ensure equal opportunities for women and men to participate in the programmes and provide equal access to the benefits. This will give full weight to equal opportunities and

measurement criteria in the Plan of Action, as this was not how it was originally conceived. It might be better to have two separate indicators. As of 2015 almost 75 percent of technical cooperation projects were considered not to be gender responsive (i.e. they were rated under gender marker 1 or 2), indicating a regression in progress since 2012-13. This is a finding that requires attention and action.

| Substance | Indicators | Results |
|---|---|---|
| Improved level of knowledge & methodologies address gender dimensions in technical work | **Indicator 15**<br><br>% of ILO technical cooperation projects/programmes that are classified in IRIS with Gender Marker 1 or 2<br><br>Baseline: 72%<br><br>Aligns with UN SWAP indicator 7 | **2010-11: 69% (target 65%)**<br><br>**2012-13: 64% (target 40%)**<br><br>**2014-15: 73% (target 15%) thus almost ¾ of TC projects classified as Marker 1 or 2.**<br><br>Progress has decreasing even with the how-to-guide on mainstreaming gender in TC. 75% of GED inputs were incorporated into latest TC manual |

Although a gender field specialist reported that the gender maker system is really helping remind ILO staff about gender equality when projects are being formulated in the field, clearly project formulation could be improved, as this indicator is getting worse. As some reported in interviews, the formulation stage is the critical time. The ILO Governing Body (at its 292nd session in March 2005) instructed ILO to mainstream gender throughout all such cooperation the ILO Governing Body.[33] Meeting RBM and ILO quality requirements are the other two principles of ILO TC.[34] Accountability for promoting gender equality and gender mainstreaming in technical cooperation agreements, programmes and projects lies with PARDEV. Field structure Directors or HQ unit chiefs are accountable for ensuring outcomes and indicator that enhance gender equality are included in technical cooperation documents, prior to their appraisal and approval for funding. Earlier meta evaluations of ILO technical cooperation stated gender is often not a standard element of situational assessment of interventions, nor is sex disaggregated data or analysis that highlights the likely implications of initiatives separately on women and men, part of the toolset for managing programmes (Sept 2013).[35] It would be expected that following earlier meta evaluations of ILO technical cooperation, improvements would have been made.

ILO's TC guidelines stress respect for gender equality and non-discrimination. A quick review of the TC guidelines by this evaluator found that the guidelines themselves could be more specific about what attention to gender equality means in practice (see *Lessons Learned*). Basically those formulating projects must ask a series of gender related questions and the Guidelines could pose such questions. These questions should come from a simple ILO framework on addressing gender equality and non-discrimination issues, based on what is relevant for policy level, questions for gender equality and intermediaries who implement policy, and questions for field or workplace level. Although many such checklists have been developed in the past (e.g. the Sub-Regional Office for South-East Asia and the Pacific Manila developed useful ILO Gender Checklists in 2009, that are still very relevant),[36] this evaluation considers that the questions in Box 4 may be useful for ILO staff to consider.

---

treatment for women and men in training, employment and occupation". ILO could have as many as between 500 and 700 active projects at the one time.

[33] Minutes of 292nd session of ILO Governing Body, GB292/PV. The decision was based on the
Thematic evaluation report: Gender issues in technical cooperation, GB.292/TC/1

[34] the other two are: resources are aligned with DWCP and P&B outcomes; ILO constituents attain technical and institutional capacity to successfully engage in development planning through DWCPs in the context of UNDAFs and UN reform

[35] When reviewing some evaluation reports, it was noted that some evaluators report that gender equality may be strongly emphasized in the programme documents and that data disaggregated by sex is not always available. Evaluations sometimes highlight that the number women beneficiaries is often lower for some project than that of men. There is sometimes the need to proactively boost the participation of women. E.g. Skills projects for youth employment and rural development often need to strongly encourage female participation.

[36] Philippine Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation. The ILO GAD Checklists.

**Box 4: Possible gender equality questions for technical cooperation proposals**

**A short one page note could include the following questions:**

- Is sex disaggregated data available?
- What are the different experiences or roles of men/women which might have effect on how they may benefit from changed legislation, get involved in a work related initiative or how may men and women benefit from ILO and constituents proposals ?
- What are the implications of these differences?
- Given these implications, what does ILO need to do when pursuing the objectives of this technical cooperation initiative to ensure equality of outcome for women/men?
- How do the implication of differences link or relate to policy advice provide by ILO staff?
- How can the implication of differences be reflected in constituency or meso level implementation plans?
- How are the implications reflected in work place level reality for women and men?
- Who is responsible for implementation and how can ILO measure success?

Some interviewees (3) stated that TC projects that are gender blind should not be approved. One interview revealed that a common flaw in TC documents is that gender is mentioned as critical in the project narrative, but not included in the logical framework (or budget). Allocating funds for gender activities requires some knowledge of how budgets are devised. A suggestion from at least 4 ILO staff was that ILO should be implementing gender budgeting concepts in TC projects.

As mentioned, the evaluator reviewed meta-analyses of project evaluations. One such evaluation - *Decent work results and effectiveness of ILO technical cooperation* was from 2011-2012.[37] Page 26 highlights that the gender dimension is now generally acknowledged by technical cooperation. The evaluation unfavourably stated there is still some way to go before initiatives plainly address gender as a force for development. At that time, gender analysis was not a standard element of the situational assessment of interventions, and gender-disaggregated data were not part of the toolset for managing programmes. The meta-analysis highlighted that the participation of women is low in a number of interventions, especially in some of the more male-dominated societies, pointed out that *"it will take ingenuity to overcome deep-rooted cultural obstacles."* Thus this evaluator also stresses that projects need to continue to be carefully adapted to the operational environment, because of cultural issues in different parts of the world. One of seven recommendations in the metal analysis of project evaluations is that ILO need to take gender issues beyond simply ensuring women's participation in its technical cooperation.

One of the outputs of the October 2015 ILO Inter-regional Gender Learning Forum, where key members of the ILO Gender Network came together, was a proposal for training and webinars for units/offices with the greatest number of gender-blind or weak development cooperation projects. The proposal is currently being finalized within GED. The Action Plan Coordinator has already developed a training module on mainstreaming gender into technical cooperation projects. Webinar trainings were held for all ENTREPRISE specialists in five regions. She also developed a module on gender-responsive DWCPS including indicators, which was piloted during an ITC gender equality concepts and tools training course in 2014. It is not possible for GED to cover all ILO units. So beyond GED, urgent action is required amongst headquarters, regional and field directors, to ensure adequate human and financial resources are allocated to support gender equality work in technical

---

[37] Published in September 2013.

cooperation, if ILO is to address this alarming situation (that the share of gender-blind technical cooperation project actually rose in 2014-15).

**In summary**, attention to gender sensitivity in technical cooperation needs to improve in ILO so that it becomes a major vector of development cooperation effectiveness. Apart from programmes that target specific gender issues, the development and implementation of inputs and budgets that address gender equality could be much improved for the majority of interventions. A series of questions to ask for different levels would be helpful for ILO staff involved in formulating projects (policy level, intermediaries who link to the policy and also to the work place level and workplace level questions). It is much better to have stronger attention to gender equality issues before the appraisal stage or before assigned a gender marker. The UN-SWAP performance indicator on RBM, expect at the very least data is sex-disaggregated, unless a specific reason is noted for not disaggregating data by sex.

### Staff survey on how ILO has performed in reflecting gender equality in substantive work

Fifty-four ILO staff rated how they felt ILO has performed in reflecting gender equality in ILO's substantive work in the survey conducted for this evaluation. On a positive note, almost three quarters of respondents (40 out of 54) rated ILO as having performed 'good' (or well). Five said ILO had performed very well. Only a sixth of respondents (9 out of 54) rated ILO's performance as poor. There was a very positive response to this question from survey respondents.

**Figure 4: How has ILO fared on gender equality and substantive priorities**
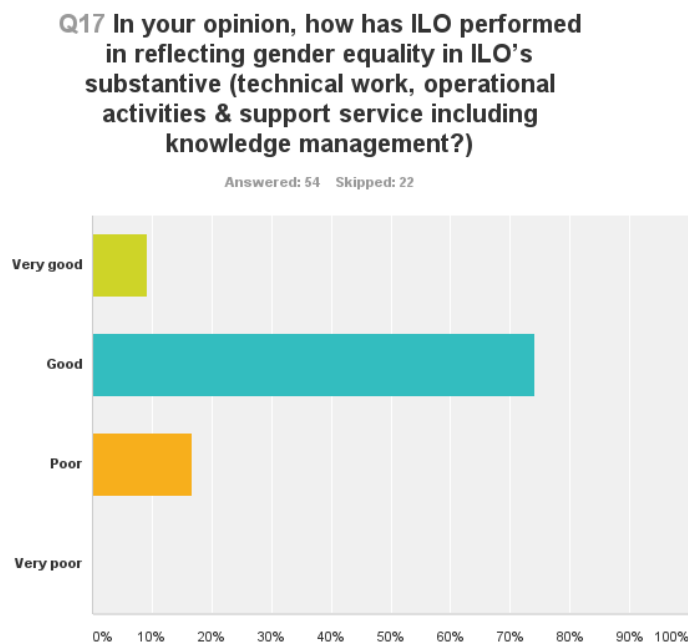


Twenty-seven respondents provided comments on what has worked in terms of reflecting gender equality in ILO's substantive work. The following is a summary of comments provided by ILO survey respondents as examples of what has worked to reflect gender equality in ILO's substantive work. Six respondents mentioned the inclusion of gender equality in technical cooperation projects and gender markers. For example it was noted that tools to include gender equality in TC projects are

now more used (however this view is based on perception, given the evidence that a large number of TC projects are rated low using the gender markers). Four respondents mentioned that there is now more discussion about the need to take into account gender equality in substantive work and knowledge sharing, with more reports visibly highlighting gender throughout. The appraisal mechanism was mentioned by a few respondents as it encourages disaggregated indicators, outputs, etc.. Two respondents mentioned gender specific projects. One of these respondents stated, *"gender specific projects are innovative on knowledge generating"* (but have to be shared/absorbed by others). One person suggested having female CTAs as a way forward. Only one respondent mentioned gender-mainstreaming guidelines. The guidelines for evaluations were considered to be useful (*Indicator 18* below). Two respondents cautioned that more is required on knowledge management. Two respondents mentioned that there are 'good' staff in GED, one highlighting that substantive work has been good when there has been 'real cooperation' between GED and another technical unit.

Below is a summary of comments provided by ILO survey respondents with regard to asked what has <u>not</u> worked in ILO's substantive work, or what could be improved:

- The ILO is strong on principles, but weaker when it comes to proving that gender equality actually works in practice. Less proficient in explaining to policy makers and decision-takers what mix of gender equality policies, approaches, tools and incentives actually make a different for women and men in specific country contexts **(See Box 5 in section 3.3.2.1 ILO for a analysis of this key point).**
- Lack of consistency in passing work messages to UNDAF and *Delivering as One* tools
- Gender equality concerns often remain an afterthought. Sometimes lip service without a true gender analysis. Some sections of ILO do not seem take gender mainstreaming seriously.
- Gender analysis is often a bureaucratic exercise
- On over ideological focus - need to examine diverse country contexts
- Unless dedicated resources are allocated to gender equality little can be achieved and will depend on individual staff or manager initiatives.
- Need for more sex disaggregation of results
- Reflecting gender issues and opportunities for change is limited to 'gender' specific projects
- Gender equality is still perceived as a 'woman's issue'.
- Further encouragement of men to participate in activities focusing on gender issues (e.g. gender pay gap) is required

A different question that generically asked ILO staff to outline changes in ILO since 2010 brought some responses on changes with regard to the ILO substantive focus. These are summarized in Table 5 in Annex 12.

## Conclusions: Substance focus results

Progress has been made in the ILO with regard to internalizing a commitment to gender equality throughout the ILO's substantive work. ILO staff themselves report that ILO is doing well, but improvements could be made. Gender equality is included in some technical work, and reflected in operational activities. More discussion on gender equality and the outcomes of the P&B follow in section 3.3.2 below. Recent work (November 2015) on a marker for the cross-cutting policy driver on gender equality and non-discrimination may help ensure that gender equality is better reflected in P&B outcomes. GED and PROGRAM should collaborate on this, and ensure that a system is in place to implement it (i.e. training for ILO staff, reporting on its implementation etc.).

The inclusion of gender in donor partnership agreements could become more systematic. Although the TC Guidelines are much improved in terms of attention to gender over the years, the 2015 TC guidelines could be more specific and avoid general statements about being 'gender inclusive' if they are to help ILO staff in formulating projects. Key questions to remind those formulating projects outlined within an overall gender analysis framework would be useful. Attention to cultural issues in development cooperation and amongst constituents is important. Even when gender equality is not the most pressing issue in a programme of support, equality concerns must always be present and linked to ILO's social justice agenda. The 2009 ILC Resolution by the tripartite constituents clearly highlights gender equality and non-discrimination as a cross-cutting issue for all ILO work. Beyond formulation, the key issue is commitment amongst those who manage implementation. All technical cooperation staff and consultants, regardless of how short their contracts are should know that along with their technical competencies, they are expected to also implement ILO's gender equality mandate.

A system is in place to ensure that gender equality is included in DWCP and in appraisals of technical cooperation documents. However the appraisal stage is too late, as evidenced by the poor results for TC projects with gender markers 1 or 2. All ILO staff are accountable for mainstreaming gender in their work. All staff are supposed to support constituents to promote gender equality. Headquarters, regional, field and decent work teams must step up to this responsibility, and play a more catalytic role to ensure that attention to gender equality is in preparatory work and planning documents for substantive work. Although the appraisal system for DWCPs appears to be working well to highlight a lack of attention to gender equality, it would be more efficient to ensure attention to gender equality by those involved in formulating projects, programmes and DWCPs prior to the appraisal stage. The responsibility for attention to gender equality at formulation stage lies with regional, field and headquarters directors and chiefs. PARDEV and PROGRAM must continuously communicate the importance of attention to gender equality early on, rather than having to waste precious time and money revising proposals. GED has and can provide a range of support and advice in this regard. Further short training sessions conducted by PROGRAM or GED may require further resources.

There is some confusion regarding the gender audit amongst non-GED ILO staff– whether ILO is still promoting this product, which appears to be well known and successfully applied. Clarification is required for ILO staff. It may be important to provide information on this 'flagship' product, even if GED does not have resources to currently offer support to Gender Audits. Exploiting links to research institutions for quality knowledge generation on gender issues could probably improve as could ensuring flagship publications highlight relevant inequalities. Evidently links to research institutions is ongoing and will continue particular with the forthcoming women at work centenary initiative. The Research Department should consider how publishing sex disaggregated data in flagship publications can be useful for guiding and informing policy responses.

## 3.3.1.3 Results for 'structural arrangement' priorities

The 'structural arrangements' priority indicators in table 1 of the Action Plan document contain 3 indicators. Indicative activities for achieving the targets set are listed in the Action Plan. Indicators 16 and 17 are designed to contribute to the result of a well staffed and resourced GED Branch and gender specialists in the field supporting gender mainstreaming across the Organization. Indicator 18 is designed to contribute to an accountability framework for gender equality and improved mechanisms for gender-responsive programming, monitoring and evaluation.

### Indicator 16: Gender focal points

Indicator 16 measures the number of headquarters units and field offices without gender focal points and was achieved. Positive results were achieved. However interviews revealed that there was some confusion within units regarding who is their gender focal point.

| Structural | Indicators | Results |
|---|---|---|
| Well staff and resourced GED Branch & gender specialists in field supporting gender mainstreaming across the organization | **Indicator 16**<br><br>No. of HQ units & field offices without gender focal points<br><br>Baselines 1 HQ unit & 2 field offices<br><br>Aligns with UN SWAP indicator 10 | **Achieved**<br><br>2010-11: 2 in HQ and none in field (target 0)<br><br>2012-13: 0 (target 0)<br><br>2014-15: 0 (target 0) |

**The ILO Gender Network (Gender Network)** is made up of the Gender Specialists in HQ and the field, Gender Coordinators in ILO headquarters and gender focal points in different ILO units in HQ and the field. Six survey respondents mentioned the system of focal points in a positive light. Some are envious of the Gender Network that was set up and is in place – as it was an excellent example of a cross sectoral network, that broke down silos in previous years and promotes a collegial atmosphere. A few (5) remarked that the gender focal point system was more effective in the past and now it is unclear who gender focal points report to. Strong efforts have recently been made to rejuvenate the Gender Network, but these efforts were not reflected yet in comments from some staff interviewed. For example GED revised the TORs of the Gender Coordinators and the Focal points, and contacted all the relevant Directors. The DDG/P (on the Senior Management Team) was involved in this process. Yet one interviewee still stressed that there should be greater clarity with regard to GFPs role.

Political support for the Gender Network within ILO may be lessened. It is unclear whether this is because there are fewer human resources to run the Gender Network, or whether there is less higher management support for having a network. For example 5 interviewees alleged that in the past, there used to be more meetings between network coordinators and a newsletter. GED indicated that the PSI used for a person who prepared a newsletter was cut. GED who facilitates the Gender Network indicated that they have far fewer staff resources than in previous years. Human resources in particular, are required to keep a gender focal point network going.

The following points were noted in interviews in relation to the ILO Gender Focal Point System
- Department heads are not always fully supportive of their staff's involvement.
- Even though appointments are made by the managers of relevant units or offices, who inform GED, some ILO staff (2) who have a lot of expertise in gender in a technical area not included in the Gender Network, even if they worked extensively on gender equality prior to joining ILO.
- Former GFPs or gender coordinators would still like to feel included.
- Some Field Gender Specialists reported that they would like more technical detail discussed at inter-regional Gender Network meetings. They would like to learn from their gender specialist colleagues and share experiences of challenges (e.g. in implementing international

standards or tax incentives for a focus on informal workers or the latest research on measuring unpaid labour).

- Two senior gender specialists and a few gender focal points mentioned in interviews that gender focal points require capacity development, and this point was also made in the survey undertaken for the evaluation. Two commented that GFPs require more support such as short training sessions, perhaps more brown bag lunches on gender, (such as a recent one held by GED was in November on gender equality and cooperatives), or side events at larger meetings. For example it was mentioned how women's empowerment features in the SDGs and links to ILO's mandate would be useful information for gender focal points. This may occur when GED in collaboration with MULTILATERALS finish a brief on gender equality and the SDGs.

**In summary**, this indicator was achieved. If both more human and financial resources were available, much could be done to revive the Gender Network. Annex 7 contains a range of suggestions on the Gender Network, gleaned from interviews and the survey undertaken for this evaluation.

### Indicator 17: Male gender focal points

The indicator on the percentage of male focal points among headquarters units and field offices had a baseline of 31 percent prior to the Action Plan 2010-15. At the end of the 2010-11 biennium, 41% of focal points at headquarters were men, while they comprised only 20% of focal points in field offices. As part of the indicative activity for this indicator, the formal minute to managers with missing focal points was revised, so that they are encouraged to appoint more men. GED sent this minute to all units and offices that were identified by the Action Plan Coordinator during the annual monitoring exercise. By end-2015 there were 27 percent male focal points among headquarters units and 25 percent among offices. **In summary,** results indicate that the combined target of 45 percent was not reached and the baseline of 31 percent remained unchanged.

| Structural | Indicators | Results |
|---|---|---|
| Well staff and resourced GED Branch & gender specialists in field supporting gender mainstreaming across the organization | **Indicator 17**<br>% of male focal points among HQ units and field offices<br>Baseline: 31%<br>Aligns with UN SWAP indicator 10 | **2010-11: 29% (Target 35%)** 41% HQ & 20% among field offices<br>**2012-13: 31% (target 40%)** 41% among HQ & 22.5% among field offices<br>**2014-15: 29% (target 45%) Not Achieved.** 37% among HQ units and 21% among field offices |

### Indicator 18: Evaluation

This result expected was that the percentage of approved 'terms of reference' (ToRs) for evaluations include an assessment of gender dimensions. EVAL (the ILO Evaluation Office) did not reach the targets for these indicators. Sixty-five percent of the ToRs for evaluations at the end of 2013, and just under half of ToRs (49 percent) in 2015 contained a clause about including gender dimensions in the evaluation. ILO did not reach the UN SWAP gender related UNEG norms and standards in 2011 evaluations sampled. This despite the various joint efforts undertaken between EVAL and GED over the last couple of years[38]. However there have been many recent improvements.

---

[38] Including: i) updating of the second version of EVAL's guidance note on gender equality in evaluation in March 2014 expanding on the 2007 version and benefitted from collaboration with the ILO Bureau for Gender Equality as well as the United Nations Evaluation Group, ii) specific reference to the need to include gender in EVAL's Unit Checklist 1 on Writing ToR for an evaluation (updated in May 2015), iii) ample reference to the need to reflect gender issues in ILO EVAL's Checklist 5 on Preparing the Evaluation Report in March 2014, and iv) the mainstreaming since 2013 of the assessment of gender in EVAL's two yearly external quality control assessments of independent project evaluations.

GED and the EVAL focal point worked closely to improve attention to gender in ILO evaluations and developed a strategy to work together on this, which was identified as an emerging good practice (see Section 5). Following deliberations over whether all ToRs should include an assessment of gender dimensions and consultations with GED, a note from EVAL in November 2015, indicated that from early 2016, this gender paragraph will appear in the revisions of guidance notes for: midterm evaluation; evaluation lessons learned and emerging good practices; engaging stakeholders in evaluation; data collection methods for evaluation; self and internal evaluations; the ILO policy guidelines for results-based evaluations; and the ToR checklist. EVAL now inserts a standard gender mainstreaming clause into the ILO Evaluation Policy Guidelines, Guidance Notes, Checklists, and Templates (developed in consultation with GED). The clause is as follows:

> *The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover the evaluators should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.*

EVAL has encouraged Regional Evaluation officers, Departmental Evaluation Focal Points, Evaluation Managers and all those who use its guidance to take special note of the gender mainstreaming clause to be included in all ToRs for evaluation. They were also requested by the Director of EVAL to do everything to help improve the quality of gender mainstreaming in the ILO's evaluation work, demonstrating strong management commitment.

| Structural | Indicators | Results |
|---|---|---|
| An accountability framework for gender equality<br><br>Improved mechanisms for gender responsive programming monitoring and evaluation | **Indicator 18**<br><br>% of approved ToRs for evaluations of independent strategies, DWCPs & projects that include an assessment of gender dimensions<br><br>Baseline: 30%<br><br>Aligns with UN SWAP indicators 4 & 5 | 2010-11: 50% (target 50%) **Achieved**<br><br>2012-13: 65% (target 70%) **Not Achieved**<br><br>2014-15: 49% (target 100%) **Not Achieved**<br><br>In November 2015 EVAL Director sent a minute to Regional/Country Office Directors, regional evaluation officers, senior gender specialists and focal points outlined a strong gender equality clause for evaluation terms of reference. |

In 2015 in addition to completing the indicative activities for this indicator, EVAL undertook additional ones in order to better integrate gender into the monitoring and evaluation processes for which it is responsible. As part of reporting to the UN-SWAP, since 2013, EVAL included compliance with the SWAP indicator on evaluation into the two-yearly external quality control exercises it commissions of its independent evaluation reports. . An 'external' as opposed to an 'internal' quality control assessment is a step beyond what is requested by the UN-SWAP and ILO's method will be reported as a good practice in the UN-SWAP Evaluation Performance Indicator 2015 Cycle Reporting. One officer working on evaluations reported that they now find that the Action Plan indicator, which EVAL developed with GED, as fairly limited in that it does not allow EVAL to report other results.

Furthermore, an assessment of gender dimensions in ToRs was reported not to demonstrate an endpoint. This evaluator concludes that an indicator to consider in the next Action Plan is the management response to gender related issues raised following an evaluation. Another point raised was the mid-term reviews and final TC evaluations should look at the gender marker allocated to a project (Indicator 15) and remark on them. Whether there is a management response to comments in evaluations that note attention or a lack of attention to gender equality could also be monitored better.

**In summary** This indicator was not achieved during the course of the Action Plan period. Yet ILO has improved considerably the extent to which norms and standards on gender in evaluations have been integrated into EVAL processes and guidance, which has been identified as an emerging good practice.

**Staff survey on how ILO has performed in putting in place structures that help ensure gender equality is incorporated**

Fifty-six (out of 76) ILO staff rated how effective ILO has been in putting in place structures to ensure gender equality is automatically incorporated in ILO activities. Well over half (32 out of 56) rated ILO as 'good'. Four rated ILO has 'very good'. Thus the majority of ILO survey respondents felt that ILO is doing well in putting in place systems that ensure gender equality is incorporated in ILO activities. A third (19 out of 56 responses) rated ILO as poor, with only one respondent indicating 'very poor'.

**Figure 5: How has ILO fared on gender equality and structures priorities**

Q20 **In your opinion, how effectively has ILO put in place structures (systems in place) that ensure gender equality is automatically incorporated in ILO activities?**

Answered: 56   Skipped: 20
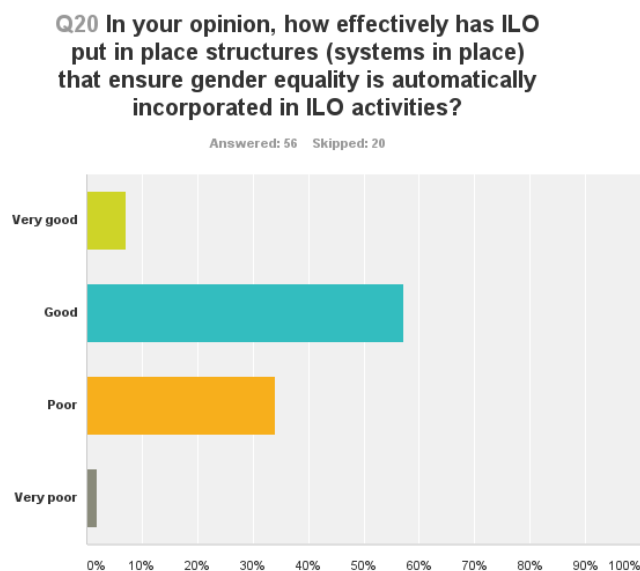
On the negative side:
- 1 respondent mentioned that initiatives funded through the regular budget are not consistently gender 'sensitive'.
- 1 respondent remarked that although guidelines exists; compliance remains an issue.
- 1 respondent cautioned that the same points about gender equality come up again and again in evaluations, indicating that learning does not occur after evaluations.
- Being overly bureaucratic was regarded as not working. Two respondents noted this, 1 outlining that ILO has become overly procedural. Structures, systems and checklists are important, but to truly promote gender equality you need to engage, motivate and inspire colleagues was another comment.
- Another respondent highlighted that gender equality is regarded as 'optional' in structural arrangements. If there is a separate box for reporting on gender equality, (i.e. in the last ILO PIR) ILO staff assume it is not mandatory. Other than with PARDEV TC reviews, there is no real process of ensuring that ILO staff are gender sensitive according to another respondent.

In terms of suggestions to improve structural arrangements for office-wide gender mainstreaming:
- It was also highlighted that gender budgeting should be taken more seriously in ILO.

- Having a director that is gender sensitive was mentioned as of paramount importance, stressing that when leadership is on board, gender equality measures take place.
- Accountability towards gender equality is required in structures according to 2 respondents.
- Gender audits were considered a good 'tool' for improving structures.
- Requests for representation both of women and men in activities is regarded as positive
- 1 respondent noted not having an effective gender department was a constraint
- The need for the integration of gender equality with other form of discrimination (which has in fact happened since GED was formed) was noted by 1 respondent; with another stating that gender equality should be more contextual, depending on the situation and the nature of the interventions.

A different question that generically asked ILO staff to outline changes in ILO since 2010 inevitably brought forth responses in relation to structures, summarized in the Table 5 in Annex 12.

## Conclusions: Structural priorities results

The focus on strengthening structural arrangements for effective gender mainstreaming in the Action Plan only contained 3 indicators – two on gender focal points and one on evaluation terms of reference. A number of issues and a range of views were raised with regard to focal points, the ILO Gender Network and the role of GED (see also later section under management of Action Plan). Generally through the Gender Network, ILO staff would like to be updated on new trends, new tools, new objectives and how they can better integrate gender in a particular sector. Gender focal points require training from time to time. The idea of *brown bag* lunch-time seminars on a gender related issue was appealing to many and should continue. Substantive gender expertise is required in support provided from headquarters.

Guidelines that reflected the UNEG norms and standards on gender equality were disseminated through a joint EVAL and GED strategy. Management support for ensuring terms of reference for evaluations include an assessment of gender dimensions improved considerably towards the end of the action plan period.

## Conclusions: Results for 'enabling institutional mechanisms'

Evidently progress has been made with regard to the 18 enabling institutional mechanisms for gender equality in the ILO. Some indicators worked well; some are no longer relevant; and the impact of others are impossible to measure. The view of the evaluator is that there is not enough focus on changing attitudes of managers who appear to be the lynchpin for many gender equality related initiatives. Some indicators such as the indicator on evaluation terms of reference, and the indicator on DWCP have been or will become instrumental in moving forward gender equality measures and reminding staff of gender equality. More examples that demonstrate the value of including gender concerns in ILO initiatives, linked to ILO's social justice mandate are required. Examples of where a lack of attention to gender equality was a problem and hindered policy or programme implementation could also be provided. Staff who do not consider themselves 'gender experts' are sometimes afraid that attention to gender equality issues will complicate their technical issue. Although designing initiatives that address both women and men's needs and concerns requires use of sex-disaggregated data and analysis based on it, the benefits of this are more equitable outcomes. In addition to the obvious rights-based justification for this, such initiatives are more efficient and effective and contribute to ILO's fair globalisation mandate. Gender equality concerns and women's empowerment will feature more and more in international development given the strong focus in the Sustainable Development Goals.

Apart from progress or not towards specific indicators on gender equality from the Action Plan, many other related initiatives may have taken place. The focus on the P&B in the next section outlines some such initiatives related to ILO's strategic outcomes.

## 3.3.2 Findings: Gender equality & ILO P&Bs 2010-2015

This evaluation examined gender equality results areas in the ILO strategic objectives of the three corresponding Programme and Budget (P&Bs) 2010-2015. ILO presents the P&B proposals for each biennium, which are subject to debate/revisions by the ILO Governing Body and adopted at the International Labour Conference (ILC). The Strategic Policy Framework in 2010 had four objectives:

(i)  Create greater opportunities for women and men to secure decent employment and income;
(ii) Enhance the coverage and effectiveness of social protection for all;
(iii)   Strengthen tripartism and social dialogue;
(iv)   Promote and realize standards and fundamental principles and rights at work.

The 19 outcomes were mainly related to the policy level. To evaluate gender equality results areas in ILO strategic objectives, in-depth interviews with gender coordinators and others working on different outcomes provided information along with a review of the three programme implementation reports (2010-11; 2012-13; & draft 2014-15). The evaluator asked respondents to an ILO survey to specify how well they felt ILO has performed in promoting gender equality for a particular outcome, to give positive examples of change, highlight any challenges, and make suggestions for improvements. Thus the evaluation of gender equality and ILO P&Bs is based on the recall of interviewees and survey respondents, and information gleaned from reports as well as progress towards indicators 9 and 10 in table 1 of the Action Plan document. Results for indicators 9 and 10 in table 1 of the Action Plan document have already been analysed (see **Section 3.3.1.2** above). Some points have already been raised about policy dialogue under **Section 3.2** on Design.

### 3.3.2.1 ILO strategies and indicators for P&B outcomes

The P&B documents stated that gender equality is central to all four strategic objectives.[39] In the P&B documents, each outcome strategy was to explain how gender equality and non-discrimination would be mainstreamed in achieving the outcome. For example under objective (i) greater opportunities to secure employment, promoting equal opportunities for women and men was to be achieved including through the application of existing tools such as the gender checklist that encompasses the Global Employment Agenda's policy areas. Taking another example, under (ii) social protection, with the framework of the *Global Campaign on Social Security and Coverage for All*, ILO was to develop guidelines for rapid gender-responsive social security extension and promote existing standards through a basic benefit package.

Table 2 in the *ILO Action Plan for Gender Equality* document reflects the gender-related programmatic outcomes for each biennium (updated each biennium). GED usefully listed key gender equality and non-discrimination outcomes statements and accompanying strategy text that included gender-related terms. GED listed where gender equality and non-discrimination was presented in the introductory tests for the four strategic objectives. More importantly the P&B indicators that included gender related terms are presented in a separate column. This is a very useful resource for managers working toward the indicators for the strategic objective (as well as gender coordinators and gender focal points working on each strategic outcome).

The Stocktaking report on the Plan of Action (March 2013) included an indicative list of outcomes mainly from the 2010-11 P&B including a range of activities that were ongoing from table 2 of the Action Plan.

---

[39] Gender equality and non-discrimination were stressed as critical to achieve decent work for all.

Examining the P&B for 2012-13, it was stated that no outcome is expected to be a standalone item, and the orientation of each of the 19 outcomes were rooted in international labour standards, tripartite social dialogue and gender equality and non-discrimination. Each of the 19 Outcomes contained a paragraph specifying how they will address gender equality and non-discrimination. Table 5 in Annex 8 contains a summary of the <u>strategies</u> for each of the 19 outcomes in 2012-13 (and 2014-15). The P&B 2012-13 also contained a section under the heading *delivering results on gender equality* (pages 83-84). This section of the 2012-13 P&B highlighted the ILO Action Plan, the resolution adopted by the 98th session of the ILC in 2009 and issues around the causes of gender inequalities in the labour market.

The P&B for 2014-15 was developed against a backdrop of change and reform. Apart from the 19 ILO strategic objectives, eight areas of critical importance were detailed for priority action in 2014-15. These combined work from across several of the 19 outcomes, and linked to them through their indicators. Gender responsiveness was to be a feature of work pursued in all areas of critical importance. The P&B for 2014-15 contained a shorter section on *gender equality and non-discrimination* (about 1 page) compared to the previous P&B. Emphasis was placed in this section on advancing the ratification and implementation of Conventions linked to gender equality. Other areas outlined in this 2014-15 strategy centered on labour inspection systems / courts to monitor the application of gender equality and non-discrimination legislation at work. Work was to be undertaken to sensitize ILO constituents on the benefits of gender-responsive job creation policies and programmes. Gender related products were to support country outcomes (gender audits, sex-disaggregated data and gender responsive analyses). The Gender Network was to play a supportive role.

**Table 5 in Annex 8** contains a summary/abbreviation of the strategies related to gender equality that were included in the overall strategies for the 19 Outcomes in the last two biennium P&Bs. Reviewing this table in Annex 8, evidently many strategies related to targeting particular excluded groups; there is considerable focus on constituents' ability to collect sex disaggregated data and the development of tools. A number of strategies relate to accessibility to ILO initiatives. As it stands, it is difficult to track whether these strategies were actually implemented, because most of the strategies are general, and are not results focused, some are vague (e.g. gender responsiveness to be reflection in all or country based work to take account principles of non-discrimination). No strategy specifically mentions allocating resources (financial or human) for gender equality. Moreover, it is impossible for this evaluation to assess whether the indicators outlined in the P&B link directly to the strategies and whether the indicators assessed the implications for both women and men of the ILO initiative to be counted as reportable. Indeed the extent to which gender equality is reported within the P&B Implementation Report could be measured by merely counting the incidence of the word 'gender', without actually examining outcomes. This can disguise the fact that no concrete steps are in place to ensure that such "gender sensitive outcomes" actually occur (see Box 5).

**Box 5: Challenges in measuring laws and policies in P&B indicators**

**Some challenges in measuring gender equality outcomes through the P&B indicators**

This evaluation stresses that gender mainstreaming is best described as a process or a strategy towards gender equality. The indicators in the P&B may not be the only or best way to measure achievements in *progress* towards equality under the 19 P&B outcomes. P&B indicators purport to measure for instance, numbers of member States that with ILO support, for example, improved the applications of basic standards (sometimes in a 'gender sensitive' manner) or member States that, with ILO support take significant action to introduce something. What '*a gender sensitive manner'* actually means is very difficult to determine. ILO may wish to consider the following challenges that arise:

- **Policy dialogue can be to introduce something in relation to the world of work or develop joint positions.** Developing joint positions in a 'gender sensitive manner' means that the possible differing implications for women and men are identified in advance, which requires ILO staff with the ability to consider such implications along with their own technical area of expertise (whether it is supporting employment-intensive sectors or examining the impact of fiscal policies by economic sector, or differentiating access to financial services). The lessons learned from the ILO Plan of Action Stock taking report prepared for the Governing Body (March 2013) stress that discrimination requires constant knowledge building so appropriate strategies can address the complexities of discrimination.

- **Policy dialogue can also be for advocacy purpose**, to create awareness, with the aim of influencing the thinking and beliefs of the other actors involved. This implies that those engaged in policy dialogue from ILO also attempts to create awareness of the gender related challenges that have to be addressed or the likely different implications for women and men or discriminated groups. Again this requires a particular type of ILO staff with their technical competency as well as other skills. ILO staff require an ability to think laterally and 'policy surf' gender equality on technical areas.

- Some **policy dialogue can be to map out areas or themes of mutual common interest** so that a consensus can be developed toward reform to existing policies. This implies that areas or themes of common interest around women and men in the world of work must be discussed and requires ILO officials that can frame such debates, including getting gender issues on to the political agenda.

- **ILO policy dialogue can be both formal and informal**. ILO policy advice and dialogue needs to be coordinated strategically, supported by policy related research outlining various options with evidence of gender inequalities. Thus the information contained in the ILO flagship publications is extremely important (see Indicator 13 in Section 3.3.1.2), so that ILO staff can suggest reference to gender related evidence. The Stocktaking Report on the Plan of Action stressed that knowledge building should include qualitative information and quantitative sex-disaggregated data.

- Beyond ILO officials, **policy change requires a strong capacity amongst constituents** and others engaged in policy dialogue themselves to keep gender equality issues on the agenda. Similar to the lessons learned in the (March 2013) Stocktaking Report, continuous capacity building is crucial for constituents, implementing partners and ILO staff. Apart from the existing P&B indicators, ILO may also be advised to **track increased awareness on gender equalities issues amongst those engaged in policy dialogue**.

- **Consultation beyond tripartite partner could help ILO staff themselves ensure national**

**policies /action plans can more meaningfully incorporate gender equality.** ILO may wish to consider how to involve of civil society organisations or national NGOs advocating for gender equality issues and invite them to measure policy changes. The Stocktaking Report (March 2013) highlighted the multitude of potential partners that could be consulted: *women's committees that are part of workers' and employers' organizations; ministries for gender equality; gender specialists and UN system focal points; and academia and civil society groups advocating women's rights and/or promoting men's engagement in gender equality.*

▪ Even if an indicators states that for example a member State adopts gender-sensitive labour policies and practices, or supports women's increased access to social protection services, **the actual implementation on the ground is also difficult to measure** as many people do not understand the term 'gender sensitive' and it may mean different things to different actors. ILO can however encourage the measurement of increased constituent resources allocated for gender equality, in particular government resources.

▪ Given the complexity of gender inequalities, **policy change often takes years and is usually incremental,** requiring a long term perspective towards attitudinal change. The P&B indicators are unable to attribute historical inputs that lead to changed attitudes on gender equality or the contribution of ILO staff and constituents to addressing gender equalities within the policy dialogue process. However specifying gender equality outcomes in the P&B indicators is definitely strategically important and is part of a long term process.

Overall this evaluation concluded that more emphasis is required on policy dialogue. It would be useful to have a list of different types of arguments and strategies that can be used in policy dialogue towards gender equality (build on previous work GED has done, framing different arguments for different audiences such as in Box 1). ILO also requires a simple overall framework for gender equality in the ILO's work. Such a framework could relate questions on policy level support or to include in policy advisory work, meso level implementation issues and questions, and a workplace level focus.

Furthermore a range of indicators for mainstreaming may be useful overall for the ILO. These could aim to ensure they go beyond automatically tracking 'gender balance' issues to analyzing the significance and implications of progress towards gender equality. Some examples of indicators that may track progress in the process (mainstreaming) towards gender equality are included in Box 6 below.

## Box 6: Possible types of indicators to measure progress in mainstreaming

**Points of discussion regarding how to measure progress in mainstreaming in ILO's work[40]**

- **Frequency of mention of gender equality** in 'partner'/ constituent policy operational documents. Verification could also be <u>indirect</u>, though frequent mention of the causes of gender inequalities as contributing to the non-achievement of decent work outcomes.

- The **ILO gender policy** (or a new gender equality policy) **is widely quoted** outside ILO. ILO policy is disseminated widely and frequently mentioned in other ILO programme documents.

- **Financial resources** have been contributed or budgetary allocations made to gender equality strategies for policy implementation.

- **Increase in funds available** for gender specific actions: an improvement in the resource allocations for gender-focused work is evident.

- **Increase in funding for reducing gender inequalities** from donors. The percentage increase in earmarked funds within budgets for the elimination of gender inequalities.

- ILO funds allocated towards **capacity of policy level staff to address gender inequalities in P&B outcomes**.

- **Increase in attendance of ILO staff at any HRD training** that has a strong focus on gender equality (and constituents). Sharing data on who attends training. Specifically inviting and involving constituents who have attended training in their national policy dialogue or when devising new technical cooperation programmes.

- Widespread acceptance of the importance of mainstreaming gender verified through the **demand for capacity development on how to include gender equality in policy advice** from regional/country offices, constituents, or requests for resources.

- Extent to which **gender related information** is available to all ILO staff in electronic format such as through the IRIS, and PIR process. Frequency of use.

- Number of additional **partners enlisted** and wider networks established to support gender equality in ILO's work. Additional partners that can work effectively on gender inequalities in labour related areas provide bottom-up country demand for a focus on gender equality and form part of ILO networks for support to constituents.

- **Sex disaggregated data** available and included automatically in ILO baseline studies and reports

- **Baseline data used.** Baseline data on gender inequalities used and updated, verified in monitoring reports. Equality statistics for work related issues regularly quoted in ILO work.

- More activity around identifying gender inequalities in **research publications**. More evidence demonstrating inequalities, and visible in all ILO flagship documents.

- **Representation of ILO** at national high-level gender equality steering groups for joint programmes in-country. ILO staff invited to gender focused meetings for programmes around employment and work.

- **Increase in interagency, cross-country, or inter-regional initiatives**. Measure the number of interagency initiatives that will also contribute directly or indirectly to gender equality as a ratio of the overall number of in-country interagency initiatives.

---

[40] Note these indicators are put forward as suggestions and for discussion, evidently they may require additional human and financial resources to put in place.

## 3.3.2.2 Assessment of progress on gender-related outcomes and indicators

In the 2010-2011 Programme Implementation Report (PIR) each of the 19 strategic outcomes has a short paragraph with detail on specific initiatives to address gender concerns in the outcome. In many cases this paragraph is not written as a 'result' or a lesson learned on how the strategy was implemented for the outcome, rather a statement of how gender and non-discrimination was important for the particular area of the outcome focus. For example *"the promotion of gender equality continued to feature prominently in ILO technical advice on xxx ….".* For some outcomes, an example from a specific country is given, particularly where large numbers of women have been reached or where there was success around the ratification or implementation of a gender related Convention. Lessons learned for each outcome did not specifically highlight lessons learned with regard to implementing gender equality and non-discrimination issues.

The 2012-13 PIR was set out in a new format to provide more accessible information on progress made against key performance measures. In the 2012-13[41] ILO action for gender equality is highlighted in two areas; tracking the proportion of women delegates and advisers at the ILC; and how gender equality has featured in a number of products and tools. Some country-level activities are also highlighted such as capacity building and training for judges and members of civil courts on gender equality and discrimination in Africa and the Caribbean. Female percentages are highlighted for specific sectors and areas of ILO focus (domestic workers or migrant workers). An analysis of ILO technical cooperation evaluations is outlined in the 2012-13 Programme Implementation Report. This report highlighted that gender has a long way to go in technical cooperation. [42]

The 2014-15 Programme Implementation Report contains a section on gender equality and non-discrimination, outlining how ILO advocated for gender equality and non-discrimination in the SDGs and was active in UN and other multilateral processes on gender equality. The Action Plan for gender equality is described as the operational tool for implementing for implementing ILO policy on gender equality. The women at work centenary initiative is described as establishing an overarching framework for advancing gender equality and non-discrimination in the world of work. The 2014-15 Report highlights some selected examples of country results achieved with ILO support on gender equality and non-discrimination (e.g. from Jordan; Vietnam the former Yugoslav Republic of Macedonia; Bangladesh; Senegal; South Africa; Costa Rica; Guatemala, Peru, El Salvador and Pakistan).

---

[41] PIR 2012-13 page 46 Section 7.3
[42] reported in the 2012-13 Programme Implementation Report -page 27

### 3.3.2.3 Survey results, interviews & document review-gender & ILO outcomes

Progress across the four objectives of the ILO policy framework is difficult to analyse. During interviews, many achievements were noted. The employment sector in particular provided rich detail on progress within the sector to mainstream gender in economic policies, employment intensity of growth, labour migration, skills and employability, enterprise development, value chain analysis and so on (Annex 10). Box 7 outlines a review of national employment strategies from a gender equality perspective and how this led to advice for constituents. This work was led by the employment gender coordinator and undertaken in collaboration with GED.

Two open-ended questions asked ILO respondents to describe ILO's performance in promoting gender equality for the 19 strategic outcomes. For instance they were asked to give any positive examples of change with regard to gender equality for a particular outcome; outline any challenges; and make suggestions on how to address gender equality for this outcome. **Table 5,** which is 8 pages long, summarises the comments from ILO questionnaire respondents and provides rich information on what ILO staff themselves think about gender equality in the ILO strategic outcomes. However time allocated for this evaluation did not allow for a more systematic review. Because of its length, **Table 5 is placed in Annex 9**. The Fourth column in Table 5 contains a summary of further key points found by the evaluator during interviews and the document review on gender equality in respective strategic outcomes.

Looking at the many outputs/activities outlined in Table 5, evidently ILO is making strides in ensuring gender equality issues are part of many initiatives ILO undertakes. Yet, it is difficult to assess the extent the ILO Action Plan for Gender Equality been an effective instrument to help ensure mainstreaming gender across each of the four strategic objectives of ILO as mainly outputs are reported, rather than reporting on for instance *'in xx country we used xx materials consistently over 4 years and eventually the trade union took on board gender equality and wages and brought it to the attention of tripartite discussions, gradually ensuring it appeared in the negotiating text…'*. Measurement is difficult, as outlined in Box 5 above. Even though some outcomes do not have specific indicators on gender equality, it does not necessarily mean that nothing was undertaken toward this goal. It is difficult to assess whether outputs reported were effective in achieving more gender-sensitive policy advice, research, technical cooperation or Decent Work Country Programmes, because the majority require extensive knowledge about the environment in different cultural contexts where the output/indicators were achieved. Resources were required for many of the actions planned and the extent to which resources were allocated for gender in each P&B outcome is unknown (with the exception of the Swedish and Norway gender mainstreaming funding given towards outcomes 5, 9, 10, 11, 14, & 17).

Indeed good work on gender equality may be under reported. For example ILO in India is supporting the development of a methodology/curriculum on time use – working with the *Centre for Development Alternatives.* This is being developed for building capacity in time use surveys for a complete measurement of the economy to promote Gender Justice.[43] This module is for producers of statistics so that they can better value unpaid household services work and include time use statistics in macro modelling.

---

[43] Commissioned by The International Training Centre of the International Labour Organization and the International Labour Organization office at Geneva

**Box 7: Example of review and study for the Employment Strategic Objective**

**Summary of Employment 24 country review on the gender dimensions of National Employment Policies (NEPs).**

Previous guidelines and policy briefs on Gender in Employment Policies had provided the framework to mainstream gender equality into employment policy area. A 24 country review used a matrix to analyse NEPs with regard to gender dimensions. The review showed that globally, there is often a separation of economic and social policies, with gender issues often relegated to under prioritized social policy. There is an assumption that pro-growth employment policies will have, as a by-product of growth, an implicitly social agenda that will benefit the poor /marginalized – which is not always the case. Many mechanisms used to promote employment fail to take into account the specific and different needs of women and men and gender concerns. For instance:

- Employment data is often not sex-disaggregated
- Gender blind macroeconomic policies do not recognize the gendered division of household work, nor do they value unpaid care work
- Education, skills and human resources development do not necessarily result in increased participation of women in the labour market
- Social protection, especially old age pension and health insurance, remain mostly linked to full-time, regular and long-term employment, significantly disadvantaging women who often work in short-term, precarious or informal jobs, and cumulatively less time in their lives than men
- Women are more constrained by unequal access to productive and other resources, as well as employment services
- Gender-based discrimination in the labour market persists, both in terms of access and pay
- Women continue to bear the brunt of unpaid care work, bearing and caring young children.

The data from the review showed that it is imperative that employment policy-making includes a gender lens. The data showed that the promotion of gender equality and social dialogue are linked and mutually beneficial, for policy. The main ILO Guide to the NEP Formulation contains sections on how gender equality and non-discrimination issues should be reinforced in NEP formulation.[44] This study informed the development of resource guide on gender issues in employment and labour market policies.[45]

---

[44] http://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_policy/documents/publication/wcms_188048.pdf
[45] Naoko Otobe 2014

This evaluation asked ILO staff in the survey conducted during this evaluation, to assess how ILO has performed in promoting gender equality for the particular outcomes they worked on. Not all respondents answered this question, but of those that did (51 persons), the majority (35 respondents out of 51) felt that ILO has performed well ('good') in promoting gender equality for their outcome. One respondent to the questionnaire said that the gender equality and non-discrimination aspect of the P&B needs to be further strengthened and not to seem an add-on that can easily be disregarded. Thus, if gender equality is to be a policy driver, then it should be mandatory in all processes. It is recommended by the evaluator that at some point in the future, a survey is conducted (or a question included in an schedule related survey) to ask constituents what support they require from ILO on gender equality and non-discrimination issues. ILO staff themselves plainly believe that progress is being made and ILO is doing well.

**Figure 6: Gender equality progress in strategic outcomes**



Q6 In your opinion, how has ILO performed in promoting gender equality for this outcome?

Answered: 51    Skipped: 25
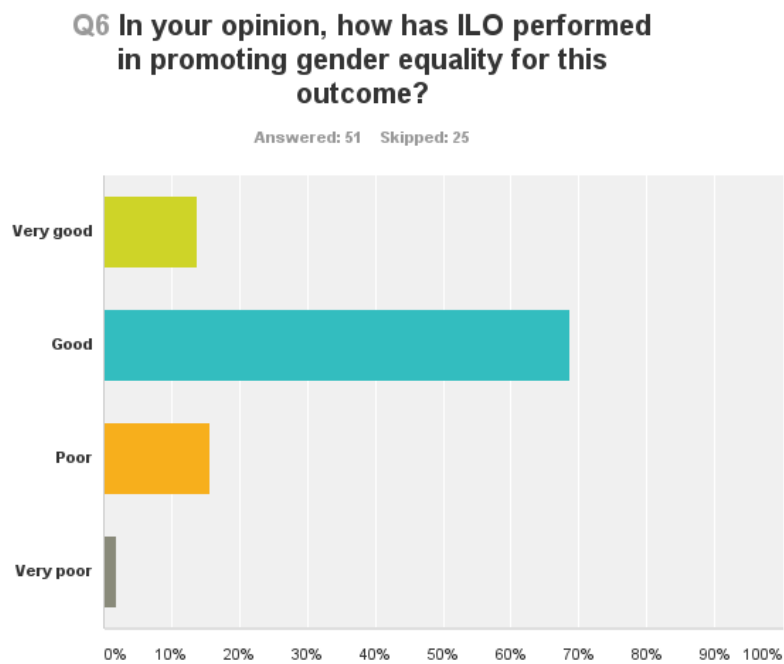
## Conclusions: Gender equality in ILO strategic outcomes

Globally, ILO is leading on policy advice for maternity protection, equal pay, domestic workers and gender wage gaps. Work around women's entrepreneurship is East Africa is gaining momentum in policy advice arenas. However, in general ILO could improve its measurement of how it actually informs or influences policy. Better measurements would help to explain the many complementary process involved in each country. This may help to demonstrate how dialogue leads to increased awareness and change around gender equality issues (such as major changes in attitudes amongst constituents). Box 5 of this evaluation contains some points to consider. ODI (February 2011) provides a useful note/guide to *monitoring and evaluating policy influence.*[46] A 2015 evaluation on policy dialogue as an instrument in Swedish Development Cooperation report focuses on the gender equality and can provide some useful ideas.[47]

This evaluation concluded that ILO lacks a simple framework to position gender equality concerns. The evaluator suggests that ILO organise its' gender equality and non-discrimination concerns under 3 levels (i) policy related issues, (ii) institutional or implementation of policy related issues (which covers constituents such as employers and workers organizations) and (iii) workplace or field related issues (which is where sex disaggregated data would inform, and workers needs would be assessed). The evaluation also suggests that ILO could collate information on achievements in gender equality for these different levels, which can be shared across themes. Gender focal points, Gender Coordinators or GED could frame questions for each of these levels, that are easily included in other guidelines and processes which support or remind ILO staff when providing policy advice, working with constituents to implement labour standards or collecting data at the workplace level.

Many guides and procedures exist for ILO on gender equality issues, including those focused on gender in particular work related areas. Even through materials or guidelines exist[48], they are not always mentioned or further pushed in policy dialogue negotiations once published. What is now needed is a better strategy to promote and disseminate what exists. Given that many efforts in the past compiled compendiums of resources that quickly went out of date, a suggestion from the GED coordinator is to better feature all gender resources on the ILO knowledge management gateway particularly the gateway portal section on policy.

Similar to what was done for the portfolio of policy guidance notes on the promotion of decent work in the rural economy[49], Outcome Coordinators and Outcome teams could be encouraged by senior management to collate existing gender resources, tools and guidelines of relevance to each of the 10 outcomes (which could be further categorized into their relevance to policy advice, institutional implementation strategies or field/workplace level data collection or assessment of needs for that outcome). GED has already started to prepare guidelines on issues that could be reflected under each of the 10 outcomes. Finally, it would be important that GED or a Gender Coordinator is represented on all of the outcome teams that are responsible for preparing the work plans under each of the 10 outcomes.

---

[46] http://www.odi.org.uk/resources/download/5252.pdf H. Jones
Reisman, J., A. Gienapp, et al. (2007) also have a useful guide to measuring advocacy and policy available at:
http://www.hfrp.org/evaluation/the-evaluation-exchange/issue-archive/advocacy-and-policy-change/a-guide-to-measuring-advocacy-and-policy.
[47] See also Sida evaluation of policy dialogue as an instrument in Swedish Development Cooperation report- the case of gender equality (2015)  http://www.sida.se/contentassets/0a9b1260442d41349a7fad3b3f40c868/171483e5-6810-4e11-8769-56b262c9d010.pdf
[48] For example, a series of booklets exist on gender equality and collective bargaining, prepared by S. Olney, E. Goodson, K. Maloba-Caines & F. O'Neill (collaboration between the Labour Law and Labour Relations Branch and the Bureau for Workers' Activities). Updates are currently being prepared.
[49] http://www.ilo.org/global/topics/economic-and-social-development/rural-development/WCMS_436223/lang--en/index.htm

### 3.3.3 What could be stressed in the next Action Plan?

The following suggestions for the next action plan are elaborated in this section: a new policy statement on gender equality, or an update of the 1999 policy; designing and aligning most of the next Action Plan to the UNSWAP indicators, with responsibility for reporting on each indicator placed on the relevant technical ILO unit; building on the Women at Work Centenary initiative; continuing the emphasis on mainstreaming gender in the 10 P&B outcomes for 2016-17; a stronger focus on empowerment (see Box 1), linking with the SDGs and national partners who work on empowerment;  and a stronger focus on rural women. In addition, the next Action Plan must be supported by capacity development for ILO staff on gender equality issues.

#### 3.3.3.1  A new policy statement

A view reflected a number of ILO staff interviewed was that ILO should have some type of document on gender equality endorsed by senior management, whether this is a new policy statement or another Action Plan with strong endorsement by the DG. The ILO Director-General appears to be sincerely committed to gender equality as he pledged to be an International Geneva Gender Champion.[50] Being a Gender Champion is very positive for ILO, as the DG pledged to:

- In the context of the *ILO women at work centenary initiative*, undertake a global survey on the situation of women, with a view to identifying aspirations, obstacles, and action.
- Introduce a gender marker to assess all outputs under the ILO's 2016-17 P&B.
- Put in place an implementation plan for the ILO in the context of the 2030 SDG Agenda that mainstreams gender into ILO work under SDG 8, and clearly addresses SDGs 5 and 10.

The enthusiasm from the DG will likely be filtered to the ILO leadership team, to get directors and middle managers to understand and promote gender equality or at the very least be enablers/facilitators. However ensuring that staff are held accountable and therefore have to report back as to why gender equality was not taken into account is still necessary with in the ILO and requires attention.

#### 3.3.3.2 Aligning next Action Plan to UN SWAP indicators

Those interviewed that are closely engaged with the UN-SWAP, stated that it is an excellent UN System wide tool. Some UN agencies such as WFP, apparently already use the SWAP indicators for implementing their gender policy. The UN-SWAP runs until 2017 and it is very likely that it will be replaced with performance indicators that are somewhat similar. The UN hopes to ensure that those with responsibility for different indicators of the SWAP, take full responsibility for reporting on those particular indicators. For example indicators relating to gender parity become the full responsibility of the human resources department, or the indicator related to evaluation (meeting the UNEG gender-related norms and standards) are reported directly by ILO EVAL. At present HRD and EVAL provides figures to GED who compile them and submit to UN-SWAP. These and other units (PROGRAMS) could in the future contribute automatically to the yearly report on UN-SWAP progress. Different ILO departments or branches for example, could obtain a password for the UN-SWAP and input the indicators within their responsibility.

---

[50] Geneva Gender Champions was launched in September 2015 by the UN and the U.S. Permanent Representative to the UN and other International Organizations in Geneva.  It is a new network of decision-makers in Geneva to lead by example and through actions that lead to change both in organizational culture and in programming

### 3.3.3.3 The Women at Work Centenary initiative

The Women at Work (W@W) Centenary initiative will probably also provide a good focus for ILO in the coming years. The W@W initiative will include a major stocktaking of the status and conditions of women in the world of work, with a view to identifying innovative action that could give new impetus to the ILO's work to fulfil its constitutional mandate to promote full and lasting gender equality and non-discrimination.[51] The global component of W@W encompasses: i) a global women at work survey; ii) global women at work dialogues; iii) media and advocacy campaign; iv) a global tripartite forum on women at work in 2017. An initial publication, Women at Work: Trends 2016, will be released in March 2016, and a major women at work report will be released in 2017 bringing together the outcome of the various processes, including policy-oriented research. This will more than likely lead to a specific focus for equity measures where discrimination is evident. The following four thematic areas have already been identified for a specific focus:

- women's access to work
- making work pay
- women, work and care
- violence and the world of work.

The specific focus in these four areas will give visibility to ILO and they cross-cut many P&B outcomes. For instance a focus on decent work for domestic workers gives greater visibility to ILO, and allows for a focus on the informal economy. ILO had in the past (1995) a strong training package on Gender Issues in the World of Work (and a briefing kit). It will be interesting to review how relevant some of the exercises are 20 years on.

**Box 8: Women at Work Initiative**

**Women at Work Initiative**

The ILO Centenary Initiative on Women at Work is one of seven being launched ahead of the ILO's 100th anniversary in 2019. The aim is to help ILO to take up successfully the challenges of its mandate in the future[52]. This will involve a major assessment of women in the world of work in the years leading up to its Centenary in 2019, including examining policies that have worked in addressing decent work deficits form women, perceptions related to gender gains, gaps, obstacles and discrimination at work, and innovative action needed. A high level panel began discussion on this on international women's day in March 2014, and the conversation continued during the panel on international women's day March 2015. A major conference is planned with Oxford University with high-level academics, and a publication from Oxford University Press.

### 3.3.3.4 Potential impact of the new P&B framework

Although the 2016-17 P&B stresses the *women at work centenary* initiative, the forthcoming P&B lacks of a specific outcome on gender equality and non-discrimination. This view was raised by about a quarter of ILO staff interviewed for this evaluation and also in many different sections of the survey undertaken of ILO staff.

---

[51] Report of the Director-General, GB.322/INS/13/2, September 2014; See also ILO: Report of the Director-General, *Towards the ILO centenary: Realities, renewal and tripartite commitment*, ILC, 102nd Session, Geneva, 2013, paragraph 154.
[52] Report of the Director-General: Towards the centenary: realities, renewal and tripartite commitment, Report I(A), International Labour Conference, 102nd Session, 2013. Also GB.319/INS/3/1, at para. 30-33.; GB.325/INS/15/2, paras 18-20.

The forthcoming P&B (2016-17) views gender equality and non-discrimination as one of three cross-cutting policy drivers[53] that should advance all outcomes (which were reduced from 19 outcomes to 10) in the P&B. However, that said, it is important that all understand clearly what a ***policy driver*** is and how outcome teams can work inclusively with each other (See Box 9 below). Interviews revealed that it was challenging to ensure focus on crosscutting issues in the documents produced for the P&B 2016-17. Interviews with GED and with gender coordinators revealed that it is important that there is a member of the outcome team who consistently reminds and places gender and non-discriminatory issues in relevant and strategic areas of the preparatory guidelines of each Outcome. With the 10 outcomes of the forthcoming P&B, PROGRAM will require a mix of competent staff involved in planning for the outcome.

### 3.3.3.5 Working with more partners, SDGs and empowerment focus

Linking to the Sustainable Development Goals (SDGs) is essential for the coming years and can help ILO become more visible and recognised on the global gender equality scene. As one survey respondent indicated ILO should "*lead the global initiative to achieve SDG target 8.5 on equal pay for work of equal value, and be fully involved in the achievement of Goal 5 on gender".* Working with other UN agencies to focus on gender in employment and livelihoods related programmes may synergize resources and efforts. For more donor resources, it is important to also keep a spotlight on the issues raised in *Working out of Poverty* (ILO 2003), which had a focus on work and the life cycle of poverty including the lifecycle of girls/women and poverty.

The ILO Action Plan lacked a focus on women's empowerment. Women's empowerment is a central theme of the UN-SWAP and SDGs 5. Some field staff are dealing with national feminist organizations and other UN staff who have a stronger empowerment focus, whereas many ILO staff are applying a 'softer' approach. Economic empowerment is easier to grasp for many working in development cooperation. The Women's Entrepreneurship Development Programme in ENTERPRISE does however have an economic empowerment focus. A stronger and important focus for ILO linking to SDG 5 would be to support the empowerment of women (see Box 10).

---

[53] The other cross-cutting policy drivers are social dialogue and international labour standards.

**Box 9: Potential impact of the 2016-17 P&B framework on gender equality**

**Potential impact of the new P&B framework for 2016-17 on gender equality**

Gender equality was not initially systematically included in the March 2015 DG Programme and Budget (P&B) Proposals for 2016-2017, demonstrating that without a spotlight, non discrimination can fall off the agenda

A memorandum for the P&B proposals that provided guidance for 2016-17 programme proposals (August 2014) asked the Directors for each unit to prepare 500 words on how cross-cutting issues would be taken into account. They were asked to provide the key elements of the strategy to be followed to ensure that crosscutting issue is addressed in the strategies and outputs of each of the 10 outcomes. They also listed criteria to assess progress in the implementation for the cross-cutting issues in each strategic outcome area. These notes were to be used by the Programme and Strategic Budget Peer Review to assess programme proposals. For example each outcome strategy text should outline problem addressed; change to be achieved; partnerships needed; risks; indicators; target countries and make reference to how to support constituents making reference to how the proposed intervention address and /or use International labour standards; social dialogue; **or** gender equality and non-discrimination.

Interviews revealed that it was difficult in outcome formulation teams to get cross-cutting issues on the agenda. There is strong ownership of the outcome indicators, with limited access to outcome coordinating agendas for some. There is a tendency not to specify and highlight crosscutting issues in the belief that the ILO system will automatically mainstream the issues, as the structures are in place. Evidently for some outcomes, gender equality was seen as an option ("or").

When the P&B proposal for 2016-17 was presented at the 323rd Session of the Governing Body in March 2015, gender equality and discrimination were raised in discussions as not being prominent enough. The Nordic countries, the Netherlands, the Workers spokesperson, the International Maritime Employers' Council, and government representatives of the United States and Canada[54] all stated that gender equality could be better reflected and more systematically integrated, especially in the results framework.[55]

Consequently gender equality concerns were better articulated in the revised May 2015 P&B. ILO management stressed that the women and work initiative, one of the seven centenary initiatives approved by the ILC in 2013, is central to the gender equality cross-cutting driver. However it should be noted that this is in fact a gender specific activity and should not be conflated with mainstreaming gender equality concerns across the 10 Outcomes.

**Box 10: The need for a strong focus on the SDGs in coming years**

**The Sustainable Development Goals, gender, empowerment and ILO**

---

[54] For details see Governing Body 323rd Session, Geneva, March 2015. GB.323/PV http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_370572.pdf

[55] ILO management response was the each policy outcomes would be implemented with full regard to the gender equality as one of three cross-cutting issues. *A representative of the DG* responded that the budget for gender equality was included in the operational budget of the Conditions of Work and Equality Department and of the regions where gender specialists were located. A statement by the DG to the Programme, Financial and Administrative Section of the Governing Body indicated that each policy outcome will be implemented with full regard to what are now three cross-cutting policy drivers (labour standards, social dialogue and gender equality and non-discrimination), which are relevant to them all.

ILO is gearing up to work with national governments and national agenda on their Sustainable Development Goals (SDGs) priorities. The 17 SDGs with 169 targets offer many opportunities to concentrate and merge with ILO priorities, whilst focus also on poverty reduction, sustainable living and combating climate change.  Specifically:
▪ Achieve gender equality and empowerment and empower all women and girls is Goal 5
▪ Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all is Goal 8.
▪ Reduce inequality within and among countries is Goal 10.

SDG implementation will be country focused or implementation will be through a national plan. Indeed some ILO officers interviewed (2) stressed that ILO must look more to national visions for a particular country. ILO can 'policy surf' decent work to many other goals. However, there is a tendency to approach the formulation of international policies programmes only via ILO lens. Capacity building, training, research activities to advance labour policy or standards should also be approached via a national mindset. ILOAIDS work with other agencies was identified as an emerging good practice in this regard.

Gender equality is one of the five programming principles that all UNDAFs must incorporate in their country work. The others are the human rights-based approach, results-based management (RBM), capacity development (tailored to the country context) and environmental sustainability. In terms of following the UNDAF strategic programme framework, the ILO work under an overall mandate for social justice (rights based approach). ILO is progressing well with RBM, have a persistent focus on capacity development in all their work and are recently moving more towards promoting decent work in a green economy addressing green jobs. For example the ILO Green Jobs Programme in late November 2015 outlined ten steps that can facilitate a transition to a green economy. As mentioned ILO must lead on gender equality and employment related issues within the UN system. For instance ILO must be able to respond to a focus on land, rights, property rights, tax policy, rights to finance, and the fiscal measure that need be put in place to ensure that women gain market related rights.

If an ILO staff member is not part of the UN Country Team, they will miss out on UN joint implementation mechanisms.[56] Gender Specialists cover many countries and cannot be members of all UN Gender Theme Groups. Sometimes initiatives can go ahead with a gender focal point attending UN Gender Theme Group meetings. Other times the gender focal point for a project will be a specialist in that area, will not have the policy background or their donors may wish them to focus exclusively on the project that is being funded.

Overall ILO staff will require mainstreaming skills, so that they can integrate decent work throughout all country work increasingly focused on the SDG implementation. This could be of advantage to gender related work. ILO is currently working toward identifying the skill set of staff required to ensure officials can be mobile, be able to quickly latch on to opportunities, collaborate, communicate and network widely and with other UN  agencies, and who are also specialists in their particular field. Such training of staff, and gearing up for the SDGs will also significantly help to identify opportunities for ensuring 'silos' of work are broken down, gender equality is addresses, whilst also respecting the specialization of many ILO experts.

---

[56] ILO has a presence in about 60 countries.

### 3.3.3.6 Rural women focus

Another gap that may be addressed in the next P&B is the focus on rural women. Both constituents interviewed specifically mentioned the need to have situational data on the lack of access of women to labour markets in rural area. Rural women and those from particular ethnic backgrounds tend to face major challenges. A member of the DWCT for Eastern and Southern Africa echoed this view, where the importance of organizing rural women workers (for example around domestic work) was mentioned as particularly challenging. FAO, IFAD and others stress that poverty affects more women than men particularly in rural areas. Climate change in many countries is affecting rural livelihoods. Indeed a focus on rural women, and energy for household and entrepreneurial activities are likely to become increasingly important in many developing countries policies and planning Strategies to organise rural women is important for ILO and should be addressed under Outcome 5 in the 2016-17 P&B.[57]

### 3.3.3.7 Capacity to unpack 'mainstreaming' and staff development

Mainstreaming is challenging. A major frustration is ensuring that with gender mainstreaming, women's rights are not 'made invisible'. Some would advocate for replacing the word 'gender' with women worker's rights, as they believe gender mainstreaming is too soft and not leading to fundamental changes for women in world of work. A gender specialist and some field staff felt that gender expertise was missing in support provided from headquarters.

With mainstreaming, many ILO staff still do not fully understand what to do, as evidenced by field gender specialists overwhelmed with requests for help; and TC projects rated with gender marker 1 or 2. It is a continued challenge to make sure that gender equality becomes an issue of fundamental socio-economic and political assessment. Many interviewed stressed that ILO colleagues are generally responsive to gender, but would always require more training. Some headquarters staff reported that some men still resist gender equality or 'throw their eyes up' when the issue is raised. Generally ILO staff would like to be updated on new trends, new tools, new objectives and how they can better integrate gender in a particular sector. Providing good examples of performance measures (indicators, baselines, milestones, targets) for countries to use in their DWCPs does help staff, and PROGRAM could probably do more in this regard.

Simple training distinguishing gender mainstreaming and focused activities would be helpful for ensuring the implementation of the next Action Plan. Any training materials should contain no jargon on gender equality, rather start with 3-4 bullet point rationale as to why gender equality and non-discrimination is imperative (for a particular outcome or sector). A positive example of addressing gender for the issue could be listed, outlining why it improved an indicator or result. Different types of arguments can be stressed (e.g. both the social justice importance and the business case for diversity). Rather than provide answers, training can help to provide critical reflection and the types of questions that can be asked before an initiative is planned and during implementation or during policy dialogue. Such questions should link to the SDG Goal 5 and 8; or could be simply categorized into policy related questions, institutional implementation issues, and field level questions. Links to ILO Conclusions, Resolutions, SWAP and other detail could be included, but could form a backdrop rather than a core focus.

In conducting this evaluation, the evaluator reviewed recommendations she provided over a decade and a half ago to the ILO on gender capacity building, and believes that many are still relevant.[58]

---

[57] See also Sections 2.1.2 and Sections 3 & 4 in a DFID Topic Guide by this evaluator on rural women and empowerment. http://www.evidenceondemand.info/topic-guide-womens-empowerment-in-a-changing-agricultural-and-rural-context
[58] Gender Capacity Building and Mainstreaming within ILO Report (based on survey of 166 staff) and Recommendations. Una Murray 2000.

## Conclusions: The next Action Plan

A new or renewed policy statement emanating from the highest level of ILO is required. The next Action Plan should link to the SDGs and align with the UN-SWAP performance indicators. Broader collaboration with a wider range of partners may be necessary. When gender mainstreaming is linked to substantive topics, non gender specialist ILO staff tend to understand what they should be doing and the consequences of inaction. Apart from covering all the P&B outcomes, the next action plan could focus on specific substantive topics where ILO has a comparative advantage, and where progress can be seen. The *women at work centenary initiative* will provide evidence of what is needed and women specific focus on such topics. A stronger focus on rural women is probably required, given that two of the P&B outcomes tentatively relate to rural women (formalizing the informal sector and rural decent work) and the recognition of rural women's plight.

The relevance of gender equality as a policy driver in the new P&B framework must be elaborated more. It was also obvious during the evaluation that many interviewees felt that mainstreaming gender in an outcome often depends on the willingness and sensitivity of the specialist in charge of the outcome. Robust and jargon free one page briefs on how gender crosscuts each of the 10 outcomes and the financial implications of gender equality as a policy driver for that outcome are required. The outcome coordinator in collaboration with GED can lead on the development of such briefs.

ILO staff probably require more capacity development on gender equality and gender mainstreaming, whether organised by HRD, GED, Gender Coordinators, GFPs or ITCILO. The idea of a brown bag lunch on different gender related topics is appealing to many and GED already convene these.

## 3.4. Efficiency

Similar to the evaluation result for the 2008-09 Action Plan, management support is often a stumbling block for ILO individuals who are striving to move the mainstreaming agenda forward in ILO. For improved efficiency more emphasis must be placed on the accountability of ILO senior managers, who often subtly keep the Action Plan for Gender Equality off the agenda or low down the priority list.

### 3.4.1 Use of resources for gender mainstreaming

It was reported by GED that no specific resources were allocated for the dissemination and implementation of the Action Plan. The previous Action Plan had some resources ($100,000) although this amount also funded gender audits via a DFID partnership. The Action Plan Coordinator organized four *knowledge sharing workshops* on the Action Plan (with 90 attendees in total). She engaged a gender and human resources consultant to provide an assessment and recommendations for HRD to achieve progress on 'staffing' result area of the ILO Action Plan for Gender Equality. This Acton Plan had no funding associated with it.

Earmarked Technical Cooperation funds for specific countries facilitate gender equality initiatives. For example specific projects that focus on women and cooperatives; pay equity; wage gaps in particular sectors; women in business (with employers); or projects focused on women entrepreneurs. Specific funds often allow ILO gender specialists to commission national studies to provide evidence of inequalities. Joint UN programmes on economic empowerment of women have been undertaken in some regions. It was reported by Gender Specialists that they have more negotiation power regarding the direction of such joint programmes with their UN country teams when they have their own funds to contribute. Ireland allocated one of four of its partnership agreement components to women's entrepreneurship development, which allowed global products to be produced and initiatives in three countries to take place.

Norway and Sweden generously provided funding through their ILO Partnership Agreement to support gender mainstreaming in ILO. These two partnership agreements covered a range of countries and outcomes.[59] Both partnership agreements offered opportunities for mainstreaming gender in outcome based funding. The funding was channeled through GED and allowed outcome coordinators in collaboration with GED, to plan entry points for mainstreaming, and obtain funding via GED. Many initiatives were undertaken. Taking one example, under Outcome 19, GED was able to support how gender equality could be considered in the body of the course work for the *Labour Market Statistics and Analysis Academy* in November 2015. Expert gender statisticians/analysts assisted with the design of the coursework, the preparation of the pedagogical materials delivered throughout this two-week Academy. GED also contributed sponsorship to female participants. The Independent Evaluation of *P&B Outcome 17 Gender Mainstreaming with the Support of Sweden and Norway Partnership Agreements* outlined how decentralized funding for gender mainstreaming activities can be most effective when funds under Outcomes to be mainstreamed, are also de-centralized. It was recommended that, what the evaluator called an essentially finance driven collaboration should be underpinned by a GED unit work plan and a clear mechanism for cross-unit collaboration.

---

[59]  El Salvador (Outcome 14); Zambia (Outcomes 5 and 9); Philippines (Outcomes 5, 10 and 14); South Africa (Outcomes 11 and 14); Indonesia (Outcomes 11, 14); Nepal (Outcomes 9 and 10); Cambodia (Outcomes 9 and 10); Arab States (Outcomes 11 and 14); BASIC funding linked to Outcome 17 in Brazil, Angola, South Africa, India and China, later expanded to cover Mozambique, Zimbabwe, Mongolia and Nepal.

How sources of funding are allocated is often confusing for field staff, striving to incorporate gender in their work, or organise specific activities. Obtaining funding from un-earmarked voluntary contributions such as the Regular Budget Supplementary Account (RBSA) or from the public support income (PSI, PSC, or PSIis) were reported by two gender specialists as difficult to get for gender equality related initiatives. Many interviewed stressed that it would be important for RBSA to be allocated to gender specific initiatives, such as the *Women at Work Centenary Initiative*. The outcome of this initiative will be a significant and important global product. ILO is expected within the UN family to lead the way on women at work globally, with many looking to ILO for guidance.

Not all countries are eligible for RBSA. RBTC is often used to directly support constituents. To obtain an RBSA allocation within ILO units must provide a good estimate of extra budgeting funds required. More collaboration is essential in the next biennium given the reduction in P&B outcomes. An efficient approach would be to ask ILO staff to integrate one or two gender equality goals and indicators within individual work plans. This requires direction from Cabinet, top-level management and PROGRAM on policy drivers to different sections of ILO. ILO staff could be encouraged to be more pro-active – and promote a social justice mandate to member states.

## Conclusions: Efficiency

It is difficult to conclude whether resources for the Action Plan were used efficiently, as there did not appear to be any specific financial resources for the indicators in Table 1 of the Action Plan, although considerable resources were available for mainstreaming gender in the P&B outcomes via the ILO Norway and Sweden partnership. Whether Partnership Agreement funds were used efficiently is covered in another evaluation and it is worth looking at this evaluation for lessons learned.[60]

As reported by those interviewed for this evaluation, more sharing of relevant information on innovative initiatives and new publications/tools is a cost efficient measure that could be improved. As mentioned earlier an inventory of gender related guidelines and tools could be prepared for use with each ILO outcome for the next biennium.

## 3.5. Effectiveness of management arrangements

A survey question was asked to ILO staff about roles and responsibilities for gender equality. Responsibilities were also raised at nearly all interviews during the evaluation. The two sections below outline a range of view on the effectiveness of management arrangements.

### 3.5.1 Survey respondents view on responsibilities for gender equality

Senior management support for gender equality was frequently mentioned by those interviewed as critical for attention to gender equality issues throughout ILO. Many mentioned that much still depends on middle managers, who can were often a stumbling block. On the other hand a lot can be done when there is a very supportive manager (Pakistan and Macedonia were given as examples) and funding is available. In this regard, ILO senior management need to stress again and again that

---

[60] A summary of the evaluation is available at: http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_342383.pdf

all staff are accountable for mainstreaming gender in their work and support constituents to promote gender equality.

Regional, field and headquarters directors and chiefs are responsible and should be held more accountable for implementing and monitoring gender equality in their respective portfolios. At the moment this does not seem to be the case and this issue was raised by many interviewed and in survey responses for this evaluation. ILO Directors must also ensure that adequate human and financial resources are allocated to achieve outcomes that address the needs and rights of both women and men. It is managements responsibility to ensure that gender in ILO's substantive work does not only fall on the shoulders of the gender specialists or the gender focal point.

It would appear that ILO senior and middle management still require short, targeted capacity building. HRD must play a role in this regard. However such training should really be about the added value of maintaining a gender equality and non-diversity focus, and how it will enrich the work of the managers section, rather than covering theory or focusing on sensitivity to diversity issues (or parity in posts). See **Section 2 Background.**

The survey answered by 76 ILO staff members asked specifically about whether the roles and responsibilities of ILO personnel are clearly defined/understood with regard to mainstreaming gender. Using a multiple choice option, 62 ILO staff members responded. Figure 7 below

**Figure 7: Roles and responsibilities for gender mainstreaming**
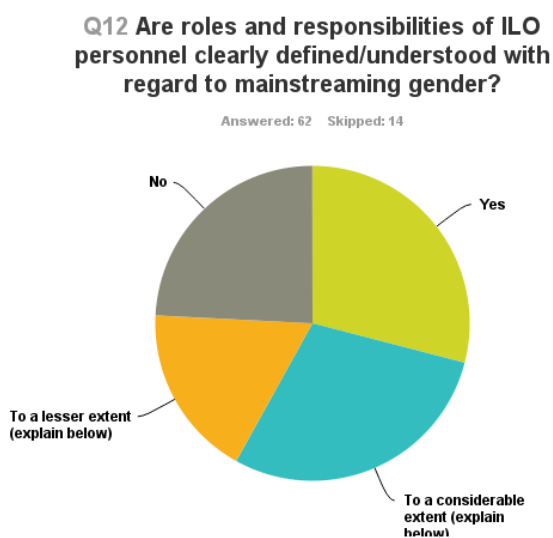


Well over half of respondents felt that roles and responsibilities with regard to gender mainstreaming are clearly defined or understood (36 out of 62 responses). More males than females (11 males and 7 females) reported roles and responsibilities were clearly defined and understood. A quarter of respondent did not feel roles and responsibilities were clearly defined or understood. Those that felt roles were clearly understood implied that even if roles and responsibilities are understood, activities may still not be implemented. Only 8 of these 18 responses that felt roles and responsibilities were clearly defined and understood are located in headquarters. Eleven out of the 15 respondents who answered **no** to this question (i.e. that roles and responsibilities are not clearly defined or understood) were female. An open-ended question invited comments particularly from those who did not feel roles and responsibilities were clearly defined. Twenty-nine ILO staff provided comments on roles and responsibilities, which are summarized below (9 out of 15 who answered were located in headquarters).

**Comments about roles and responsibilities of ILO staff with regard to gender equality from questionnaire.**

Positive comments included the following points. Many ILO regular budget staff have been trained on gender equality concerns (but maybe fewer technical cooperation staff). Gender audits have been of great help. Another perception of survey respondents was that the existence of the DWCP Quality Assurance Mechanism and Project Appraisal Mechanisms requiring that gender concerns are taken into account are contributing to changing responsibilities. This is an interesting comment, given that the indicator on the percentage of ILO projects that are gender blind via the gender marker, tells us that two-thirds of technical cooperation projects are gender blind. Within ILO it is becoming clearer that gender equality is a cross-cutting objective and should be factored into everything. Yet according to this evaluation, the challenge is that progress is uneven and often depends on the management of a particular unit or branch.

**Accountability**

Roles and responsibilities might be clearly defined but the consequences of not following through are largely absent according to 2 respondents. There is little motivation and even less incentives. Middle managers can be facilitators of the promotion of gender equality as they are the direct 'thought leaders'. However, unfortunately they are often the bottleneck to the promotion of gender equality. It appears to be up to the discretion of managers, as one respondent stated that in his/her department gender equality is never discussed. Another stated that in many cases, especially in ILO publications, many consider that simply using she/he is sufficient. Many *'only jump in'* on whatever is politically advantageous to their careers.

Nearly a third (9 out of 29) who provided comments on roles and responsibilities mentioned issues around gender focal points. Although there are gender focal point, it was highlighted that gender mainstreaming is everyone's responsibility. Yet comments revealed that gender equality is generally still mainly perceived as a responsibility of the gender specialist/focal point. One respondent felt that unless part of the gender unit or a gender-related project, ILO staff would not automatically be conscious of promoting gender or mainstreaming gender. There was a negative comment about focal points not doing much, except passing on websites when information is requested. On the other hand one respondent felt that it seems institutionally that only the gender focal point can have a say. If someone joined the ILO in mid-career and has a lot of gender mainstreaming experience they can be ignored and not asked to contribute. Additional training on gender equality and gender mainstreaming is needed so gender mainstreaming is not just be the job of gender focal points.[61]

**Role of HRD**

About 10 comments (out of 29) on roles and responsibilities related to HRDs role. It was stated gender equality is not an issue that the ILO personnel are exposed to when they come to the ILO. Often new staff may not understand why this issue is important in the world of work. Another respondent stated that gender equality is not described fully in their technical cooperation job description. Another said that if all staff hired were trained on gender equality and/or asked questions in their selection interview, capacity would be better spread throughout the organisation. Yet another reported that although induction training takes place- technical staff could be given one year to get trained up in gender equality promotion if they were missing this element in their career portfolio. There is no accountability, no reward for gender mainstreaming according to others.

---

[61] In 2012, three online modules - which were intended to be required for all ILO staff as was a similar online UN security in the field module, were developed by ITC including one on gender equality. The gender module was forwarded to HRD in April 2013 to be uploaded on an intranet-accessible website.

Deliberately recruiting women in position as representatives or leaders was not enough according to one respondent – conducive work environments must be created. Middle managers should be evaluated as well on how they enable staff to promote gender equality and how they themselves manage their female and male staff as well as how resources were allocated or staff development opportunities encouraged. Overall it was stated that staff development activities on gender equality could help to better understand roles and responsibilities.

More staff realized that a focus on gender equality means that they are dealing directly and specifically with equal rights and discrimination. A focus on gender equality also leads to cross-office collaboration. However it is easier to see how specific activities work (because of the often low status of women, and some women facing double or triple discrimination) and how mainstreaming as a process does not work. It was stated that in theory gender is mainstreamed in ILO, in practice many people think gender is just about women *'making more noise'*.

### 3.5.2 Effectiveness of current arrangement for ILO Action Plan

Although the roles and responsibility are laid out clearly in the Action Plan (2014-15) on pages 8 & 9, the current arrangements for implementing the Action are not effective because not all units take the responsibility themselves to monitor and measure progress towards their gender related indicators. GED takes overall responsibility with an Action Plan coordinator who keeps very systematic records on baselines, and indicator progress amongst other correspondent for Table 1 in the Action Plan document itself (the 18 indicators in Table 1). She also acts as GED liaison for 12 of the Table 1 indicators while three other GED staff are responsible as liaisons for another two indicators each. Within GED, which staff member follows-up on which indicator is clear. The GED liaisons are to follow up with their counterpart liaisons in the corresponding 'primary responsibility units'. Much depends on these liaisons.

Since the Action Plan was initiated in 2010, ILO has undergone major restructuring at headquarters. The Bureau for Gender Equality has now been integrated into the new Branch, the Gender, Equality and Diversity (GED) Branch in the Policy Portfolio Department under the Conditions of Work and Equality Department. Thus GED absorbed several former units and now covers broader diversity issues, including indigenous peoples and persons with disabilities. Senior Gender Specialists report to either the country directors or the regional director, as well as to the chief of GED. Gender Specialists work through the Decent Work Team Directors, to organise technical support in the region. However they do not all particularly cover broader diversity issues (apart from perhaps the specialist based in Bangkok). One of seven regional gender specialists has not been replaced so that there is no specialist covering South America nor Central Asia, and in Europe the former senior specialist's title was expanded to 'Conditions of Work and Employment/Gender Equality'. About once a year depending on funds available, GED holds an interregional gender-learning forum, to which the senior gender specialists, and other members of the ILO Gender Network are invited. In October 2014, GED held a work planning session specifically with the regional gender specialists and the GED team – this was the first time that the regional gender specialists had been involved in such a planning process, without being folded into the broader Gender Network.

The Action Plan was on the agenda of the 2011 interregional learning forum, also the 2013 one and during a strategic meeting at headquarters with the senior gender specialists held in May 2015. The Action Plan Coordinator provided a short briefing session on during the most recent forum in October 2015.

A range of viewpoints on support provided by ILO staff working on gender equality issues was found during this evaluation. In general most field based gender specialists work was appreciated. Some interviewed were very pleased with the support, advice, funds, and networking they received from

GED. Others strongly argued that GED staff working on gender equality should focus much more on substantive issues, improve their coordination and collaboration, and have less of a bureaucratic watchdog focus. They felt that GED staff should understand why sometimes it is not yet possible to have sex disaggregated data on wages from some countries; the difficulties in actually measuring equal wage compliance; and be more interested/knowledgeable on for example details with regard to tax incentives and minimum wages for domestic workers. Yet in GED's defence, survey respondents may not know the range of requests for support GED get on a day-to-day basis or the extent of work that is in the pipeline. For example GED worked closely with INWORK on wage issues and related policies, trying to triangulate labour market indicators and policies. This will be a focus in forthcoming Global Employment Trends and Equal Pay reports next year. Much of GED's recent work may not be visible.

Another comment was that GED requires someone who can support work on econometric analyses/statistics. Three interviewees stressed that disaggregated data is only a starting point, and requires further steps. Linkages back to national literature will help those interpret the data and understand what is going on, but this takes time. The Independent Evaluation of Outcome 17 Gender Mainstreaming also stressed that some of the interviewees for that evaluation would like GED to provide more substantive technical advice and leadership saying that it was now neither necessary nor sufficient to be advised that both women and men should be mentioned in documents, and sex-disaggregated data used. This is part of the reason why GED absorbed several former units and now covers broader diversity issues. GED has now added a maternity and work-family family specialist.

Other comments stressed that GED staff should be innovative and flexible in approaches to gender equality and knowledgeable about new trends such as the circular economy, green jobs, women in business leadership. Again it is important to highlight that support GED provides may not be known by all. For instance, GED worked closely with ACTEMP on the women in business and management symposiums and the development of policy briefs. On the other hand, some argue that a gender unit is never meant to do everything, rather be an inspiration, and monitor for ILO. During this evaluation the Gender Network held a retreat where many of these issues were discussed and steps forward agreed. The need for a rural women focus was mentioned by a few interviewed. The effects of climate change in rural areas was only mentioned by one person, even though decent rural employment is one of the 10 critical areas of concern and climate change is known to effect rural women and men differently.

## Conclusions: Management arrangements

The current arrangement is neither effective nor sustainable, as oversight is largely left to one ILO official in GED to follow up and monitor progress. Clearly accountability must be addressed in further ILO work on gender equality. High-level statements from ILO management may act as a catalyst. On the other hand GED could work with colleagues more intensely to bring forth this substantial focus and stress where emphasis is required, but this may require more resources for GED (e.g. someone who has a strong statistical and macroeconomic background). Overall GED as a unit require more resources to be able to fully implement the plethora of demands placed on them from ILO staff both in headquarters and in the field and upgrade skills in some areas. Headquarters staff may benefit from examining in more detail how to measure policy influence, including more knowledge on how issues are actually put on the agenda (the political context with partners) so that they are better placed to advice on how to include gender equality issues in all policy contexts.

## 3.6 Impact and sustainability

Although the ultimate beneficiaries of the ILO Action Plan for Gender Equality are women (and men) that experience gender inequalities, its key target audience are ILO staff and its stated beneficiaries are the tripartite constituents.

### 3.6.1 Reaching ILO Constituents

Because of the Governing Body stressed the importance of constituents and the Action Plan, a specific question was asked in the survey questionnaire to ILO staff on how effectively ILO has supported gender equality with the tripartite constituents. Figure 8 below outlines the range of responses. However it was noted by a few respondents that this result is biased in the questionnaire as it was assumed that each of the constituent would not be at a similar ranking. Noting this caveat, support to governments would appear to receive the highest ranking with regard to consistent support in implementing gender equality measures. Employers organizations seem to fare the worst.

**Figure 8: How has ILO fared on gender equality support to constituents**
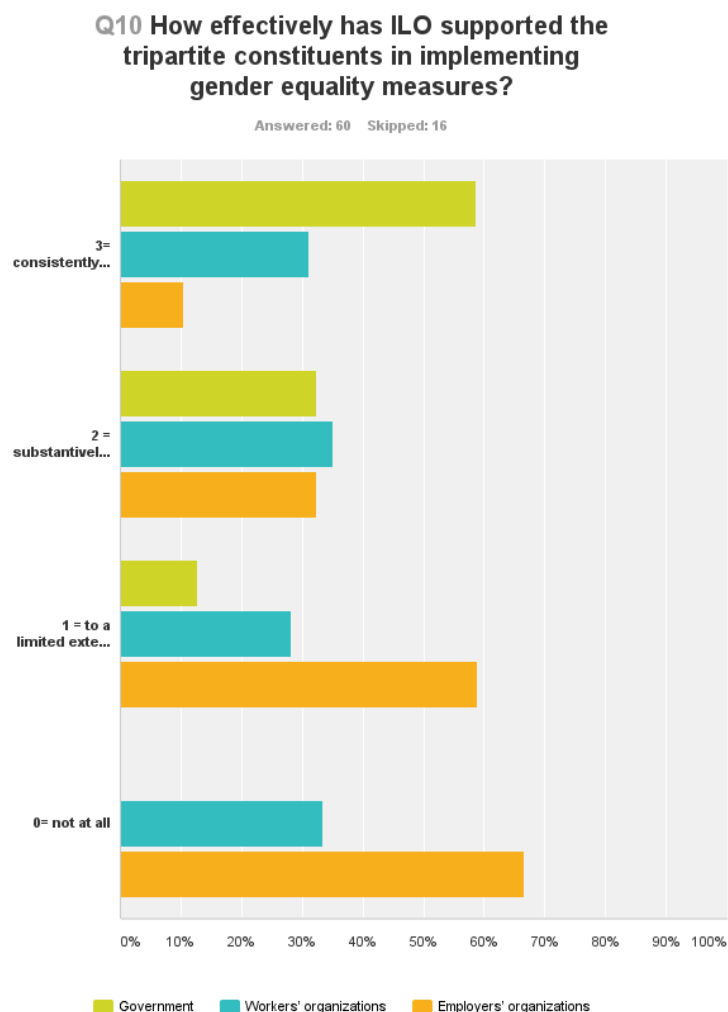


During this evaluation, only two of the four constituents responded to a request for an interview - a representative from Employers in Montenegro and the State Councillor for Equal Opportunities

(government) from the Former Yugoslav Republic of Macedonia. Both interviewed were extremely positive about the support they obtained from ILO on gender. For example in Montenegro the Employers Federation said that ILO support was a real trigger for many activities on gender – such as women's entrepreneurship, using ILO conventions to address gender discrimination at work, practical guides for their members on addressing gender discrimination, and providing guiding principles and checklist for their members.[62] In fact the Montenegro Employers Federation was showcased in events on women in business management (London, 2015) (under Outcome 9, Annex 9). Apart from these two interviews, ILO staff were asked to give examples or list issues with regard to working with ILO constituents on gender equality issues. The following are some of the issues raised by 33 respondents.

A range of comments focused on the mindset and attitudes of constituents. A few respondents noted even with specific programmes developed over the years to assist constituents on gender equality issues, it is difficult to know if it has changed constituents' actions.

A key challenge raised by three questionnaire respondents is that many of ILO constituents (like the general population) are only vaguely aware of gender equality and are quite 'traditional' in their views on gender equality. Some gender focal points interviewed (3) highlighted that they are led by their constituents. If gender equality does not feature strongly in constituents requests, then the ILO unit or country office may not prioritize gender equality. On the other hand, a senior gender specialist reported that skills on how to change the mind set of constituents with regard to gender equality concerns is an important consideration and should be a focus of attention. Field staff are delivering daily to ILO constituents, working with other ILO colleagues, and attempting to dismantle patriarchal attitudes.

> *"We need to work more on understanding constituents' mindsets on gender equality and nudging them for changes in their mindsets."*

Constituents may be duty bound to promote and advocate but come from backgrounds where gender roles may be rigid and global gender equality goals have not yet gained traction amongst all concerned. Whilst they do recognise that gender inequalities are an issue in the world of work, they will exclude it if resources become an issue. In some regions, there is little interest on gender equality and if so, it is often to receive funds rather than believing in the need for gender equality to be promoted. As a survey respondent commented:

> *"Budgets prepared by the tripartite constituents are very often not responsive to gender equality"*.

However resources can provide space and means for women to organise their position prior to social dialogue meetings. Yet, it was noted that the language of 'gender experts' including 'mainstreaming', 'gender sensitive', 'gender audits' often does not appeal to constituents and can be difficult for them to understand. ILO could try to simplify the language they use.

Change is more effective if constituents lead. National leaders may emerge (women and men) and ILO could get more impact working with them on the area of gender equality promotion.

> *"Those inside the country must want to change themselves."*

---

[62]Promotion of Equality and Prevention of Discrimination at Work in Montenegro - Legal Framework. http://www.poslodavci.org/biblioteka/dokumenta-upcg/promotion-of-equality-and-prevention-of-discrimination-at-work-in-montenegro-legal-framework. Guiding Principles http://www.poslodavci.org/biblioteka/dokumenta-upcg/promotion-of-equality-and-prevention-of-discrimination-at-work-in-montenegro-guiding-principles Practical Guide for Employers http://www.poslodavci.org/biblioteka/dokumenta-upcg/promotion-of-equality-and-prevention-of-discrimination-at-work-in-montenegro-practical-guide-for-employers. Assessment of the environment for women entrepreneurship in Montenegro. September 2013. http://www.poslodavci.org/biblioteka/dokumenta-upcg/assessment-of-the-environment-for-women-entrepreneurship-in-montenegro

*"Gender equality needs to include men, and the decision makers are generally
more male oriented among our constituents. We need to work more with men in
order to advance together."*

A constituent reported that even with gender equality in their DWCP with a specific outcome or priority, what matters most is whether the ILO national coordinator is gender sensitive and puts issues on the governments agenda. He/she must be always open to working on equality issues, and invite national stakeholders working on equality issues to labour related meetings with government and other constituents. In particular the ILO representative or coordinator must raise gender equality issues in dialogue with the ministry of labour. See Box 5 for challenges change.

Other suggestions (interviews and survey responses) for moving ahead with constituents included:
- ITCILO Turin's courses help to focus on mechanisms of social dialogue and gender.
- Collect good practices in addition to sharing them among member states
- One respondent noted that March 8th used to provide a good opportunity for visibility
- Very much appreciated by constituents in interviews was advice on women's entrepreneurship, in particular for rural women.

A third of respondents who provided comments on constituents raised gender balance issues in tripartite delegations (eleven respondents from a total 33). Specific comments included:
- Gender balance in social partner institutions is important (particular workers organizations) for DWCP priorities. FYROM and Montenegro provide examples where ILO encouraged a balance in consultations with constituents and others, including representatives from the social partners and government responsible for gender issues. All were fully involved in planning and identifying the DWCP outcome indicators.
- The ILO should insist on parity of representation in its ILC and governing body meetings, and avoid "*the dreaded all male panels*".
- ITUC and IOE were mentioned to be headed by women.

Thus it is widely believed that encouraging female delegates is gradually having effect, hence ILO should continue to invite unions to nominate women sending a signal that ILO is serious about this focus.[63]

## Conclusions: Constituents

Both constituents interviewed during this evaluation were extremely pleased with the support they got from ILO and ITCILO. The efforts being made by ILO to increase the representation of women in ILO delegations is having gradual effect and should continue. Supporting constituents to address equality concerns is a step towards gender equality on the ground. It will not make the problems that women workers face go away, but will underline that ILO constituents are serious about solving them. Thus for long-term impact more focus on constituents is required, particularly with respect to getting gender equality issues on policy agendas. It would be important to keep track of constituents who have been trained in gender equality issues, and use them for further ILO related activities (even if on a different work related topic). ILO could review some useful materials from the Inter-Parliamentary Union (IPU) and gender sensitivity in representation and more importantly how to pursue gender equality through legislation and debate.[64]

---

[63] One respondent mentioned that in some countries, there has been a feminization of the public service, resulting in more female GB representatives. In others, and particularly among the social partners and ministries of labour, we are still far away from gender equality.
[64] Gender-Sensitive Parliaments: A Global Review of Good Practice. Reports and Document No. 65 -2011. IPU Geneva. http://www.ipu.org/pdf/publications/gsp11-e.pdf

# 4. Conclusions and recommendations

## 4.1 Conclusions

The Action Plan (2010-15) was a tool to implement the 1999 ILO policy on gender equality. This Action Plan was necessary as it served as a reminder for many ILO staff that gender equality is an inherent value of ILO, outlining concrete activities to ensure results were reached, fitting well with ILO's Social Justice and a Fair Globalization mandate and the ILO Decent Work agenda.[65]

The Action Plan facilitated progress for some 18 *'enabling institutional mechanisms'* to support gender equality in ILO with some results. For example the target for the percentage of P&B outcomes strategies that include action-oriented gender mainstreaming components was met. The target for the percentage of women participants in management and leadership development workshops was reached, as was the target for genders-sensitive and/or family-friendly measures within ILO. Others were barely reached. For example the percentage of approved terms of reference for evaluations of independent strategies that include an assessment of gender dimensions; and the percentage of professional and higher category positions held by women (at 35 percent, the ratio of males to females in the P5 category at the end of 2014 is the same as in 2011). Some targets were not met. Most notable the results for the percentage of ILO technical cooperation projects/programmes that are classified in IRIS with Gender Marker 1 or 2 (lowest ranks) were alarmingly high (three quarters). All indicators were broadly aligned with the UN-SWAP.

The Action Plan ran for 6 years, so some expected *'enabling institutional mechanism'* results envisaged in 2010 are less relevant in 2015. For example the percentage of recommendations of gender audit reports that are implemented (as gender audits have not been recently taking place in ILO units). Some types of indicators that are required for gender equality are difficult to measure using quantifiable RBM methods and require a stronger focus on implementation. For example the percentage of responsible chiefs perceived by reporting staff to create an environment sensitive to gender; or the implementation of measures that strengthen or enforce sexual harassment; or indeed the percentage of management and leadership development workshop materials that incorporate gender. Results cannot always tell us about impact. In this regard, the percentage of approved terms of reference for evaluation that contain attention to an assessment of gender dimensions (indicator 18 in the Action Plan table 1) does not measure those evaluations that reported something useful on gender equality issues. Neither does this indicator tell us about ILO management response to any gender equality recommendations following an evaluation. Taking another example, even if workshop materials incorporate gender (indicator 2), this does not tell us about the attitude of the trainer who runs a workshop or how the workshop was delivered.

Some of the 18 indicators were appropriate and led to progress towards intended results. Some indicators were a bit stringent in focus, with more emphasis on having sometime in place (indicator 14 concerning donor partnership agreements), rather than the impact of having it in place. Even if targets were not always reached, the evaluation concludes that the most important indicators in table 1 of the Action Plan document were: the percentage of DWCPs that contain a certain percentage of gender sensitive indicators; the indicator related to technical cooperation projects (gender marker); and the percentage of responsible chiefs perceived by reporting staff as creating an environment that values diversity including sensitivity to gender (information on these results were not available to the evaluator).

Although a bit complicated to follow, the Action Plan was aligned with the ILO Strategic Policy Framework 2010-15 and its three corresponding biennial programme and budgets. The Action Plan

---

[65]http://www.ilo.org/wcmsp5/groups/public/---dgreports/---cabinet/documents/genericdocument/wcms_371208.pdf

listed from the 19 outcome strategies, those strategies that had integrated gender equality concerns and the corresponding P&B indicator. With regard to gender equality outcomes in the P&B outcomes, it is difficult to assess exactly the extent to which the strategies planned were achieved. However much has been achieved across the different outcomes, albeit not necessarily coherently tracked across the house (see Table 5 in Annex 9). Employment in particular continued to make great strides in addressing gender equality in national employment policy related issues in collaboration with GED, and has started to address gender equality in areas such as Employment Intensive Investment Programmes (EIIP). A focus on women's empowerment is evident in the Women's Entrepreneurship Development programme with useful policy briefs prepared for use in policy dialogue. Within social protection, attention was on the implementation of the strategy on domestic workers, with great inroads in products to assess and implement measures for these vulnerable, often-female workers. Considerable focus was also placed on gender wage gaps. Data, legislation and policies on maternity and paternity at work were also a focus area of research with GED collaborating with other units and relevant publications achieving significant visibility and having an impact on national policy debates where used. Looking ahead, an area that requires much more attention is the need to devise strategies for the better integration and use of gender equality products in mainstream policy advice provided by ILO (non-gender specialist staff) to constituents. This was explores in Box 5 of this evaluation.

The Employers' Activities Bureau generated momentum with their focus on Women in Business and Management, sharing experiences and providing technical inputs to employers' federations. This work, undertaken in cooperation with GED, was mentioned at the World Economic Forum in January 2015. Within the standards strategic area, work continued on implementing the four key ILO gender equality Conventions.[66] Pay equity received considerable attention (as well as strong focus on the Domestic Work Convention adopted in 2011). Another good example from social dialogue is the 2015 code of Conduct on Sexual Harassment in the Workplace for Vietnam developed with ILO's support by the tripartite constituency. Funding from the Nordic countries allowed ILO to mainstream gender across a range of outcomes. This work has had a separate independent evaluation, with solid recommendations that should continue to be followed up on by ILO.

Many results have been achieved but these results may not be well reflected in the P&B, due to the nature of condensing ILO results and achievements. As mentioned above, an area that requires considerable attention is to concentrate more on how ILO support has actually influenced policy on gender equality and employment related issues. For example what ILO activities, policy briefs, work with constituents, training has been effective in ensuring maternity issues are high on the agenda of social protection ministries and what can be learned from the strategies used by ILO staff in this regard (what were the entry points, how were gender equality issues actually put on the policy agenda etc.).

In country, where initiatives appeared to be making progress, ILO national coordinators or gender specialists working closely with other ILO staff were reported as instrumental in gender related work undertaken. The evaluation noted however that management support for gender equality is the lynchpin for facilitating results. Within different ILO field offices, branches and departments, ILO management staff must first and foremost be very open to working on equality issues. Incentives and sanctions for attention to gender equality requires more attention within ILO

The next Action Plan should be short and easy to follow. Links to ILO Conclusions, Resolutions, UN SWAP and other detail should be placed in another document, or included as endnotes. Gaps that remain to be address in the next Action Plan include: linking to the SDGs in particular considering

---

[66] Equal Remuneration Convention (No. 100), Discrimination (Employment and Occupation) Convention (No. 111), Workers with Family Responsibilities Convention (No. 156) and Maternity Protection Convention (No. 183)

how ILO can support empowerment approaches; with a stronger focus on rural women. Some units within ILO (EVAL and HRD) could report progress on UN-SWAP indicators directly to UN Women (copying GED).

Gender now crosscuts the ten P&B outcomes for 2016-17, but it remains to be seen how this will work in practice. The next Action Plan should have considerable focus on substantive topic results in the P&B outcomes. Operationally, gender equality concerns must be deeply ingrained in the coordinating work around the ten P&B outcomes. This may mean measuring how the outcome teams themselves address gender equality (see Box 6 in this evaluation document for ideas to measure progress in mainstreaming). All involved in outcome coordination must be convinced that the ten outcome results cannot effectively address decent work for both women and men unless they also pay attention to gender equality results. The relevance of gender equality as a 'policy driver' in the new P&B framework must thus be understood by all, especially within ILO outcome teams and in particular outcome coordinators who are leading on allocating resources and developing strategies for the ten outcomes. At the time of this evaluation, it seemed that what is meant by a 'policy driver' was not fully understood, nor was it clear how gender equality as a policy driver would be rolled out in practice. It was also unclear whether resources were to be allocated towards ensuring gender equality actually drives policy. ILO staff who work on gender in outcomes (including GED staff who support such work) are anxious about funding to continue their work.

Some type of gender analysis framework is required across the ILO. This evaluation suggests a simple focus on gender and policy related questions, gender and institutional implementation issues (also focused on partners and constituents who implement ILO standards), and a gender analysis data collection focus on field or the workplace level, including issues around involving both women and men workers in identifying priorities, negotiations and bargaining. This focus or framework was evident in the 2015 *Guidelines for Gender-responsive Employment Intensive Investment Programmes* (EIIP).[67] Such a framework could also help to categorise the multitude of guides, materials, global reviews, case studies and research, for gender equality across the many areas of ILO focus.

Some ILO staff interviewed and many ILO survey respondents hold the perception that they supported tripartite constituents in implementing gender equality measures. Government was perceived to have most consistently benefitted from ILO support. The two constituents interviewed for this evaluation were very pleased with ILO support – but mentioned that much depended on the interest of those ILO staff supporting them, which goes back to management issues and the points already raised above. On the other hand, many ILO staff reported that gender equality does not feature strongly in constituents' requests to ILO staff for support - constituents themselves do not prioritize gender equality. Stronger reminders to articulate equality concerns amongst constituents, requires ILO managers who put gender equality on the agenda or highlight were inequalities are particularly prevalent. Attention can also be drawn to the consequences of not addressing equality issues and unintentionally making the situation worse for one category of society.

The extent to which the Action Plan was an effective instrument to help the process of mainstreaming gender across the strategic objectives of ILO is difficult to attribute exactly. It is not clear whether outcome results would have occurred without the ILO Action Plan for Gender Equality ensuring that these results spell out how they will focus on inequalities. Although roles and responsibilities are clearly laid out in the Action Plan, the current arrangements are not effective. More responsibility amongst senior ILO managements is required. A lot can be done when there are supportive managers and when funding is made available.

---

[67] Prepared by Nite Tanzarn and Maria Teresa Gutierrez

Thus mainstreaming responses often depends on the staff involved, along with their understanding of gender equality. Although tricky to understand, mainstreaming is a process, not a goal in itself. The goal is gender equality. This could be more clearly articulated in ILO, linked to ILO's Social Justice for a Fair Globalization mandate and Decent Work agenda.[68] If gender and non-discrimination are to become a more integral part of all work at ILO, ILO staff and constituents (and technical cooperation implementers) must be adept at assessing the likely impacts of a policy option or the implementation of policy or a labour standard on both women and men separately. This is to determine whether progress will actually be made in equality and non-discrimination, or whether in fact change may unintentionally aggravate equality and discrimination. Capacity of staff to respond to a dynamic world of work is of utmost importance. Gender inequalities are not static; they change, and respond to economic and other factors or influences. Because there may be uncertainty about the control of an ILO initiative via constituents, or uncertainty about the impact of gender equality strategies at the workplace, gender equality strategies should be implemented in ILO in more knowledge sharing way, so that lessons can be learned over time. ILO staff must view gender equality as part of an interactive dynamic world of work system.

Although mainstreaming means that a focus on gender equality and non-discrimination issues should be an integral part of all work, it can include gender-specific actions where necessary. For example ILOAIDS focus on men (who typically have less contact with the health system) undertaking a voluntary test for HIV in the workplace, so they know their status, and can decide to better protect their families. Likewise, there can be a particular focus on increasing women in leadership positions in trade unions, as they are underrepresented in such political positions. Apart from equality in this regard, women leaders may sometimes be more likely to articulate women workers needs. Specific actions are called for when there is discrimination, or where an equity focus is required for fairness and social justice. This could be so that certain groups can 'catch-up' and are not left behind; or because the distinct needs of different groups require unique responses, sometimes gender specific responses. Other times the specific responses required for social justice may vary based on ethnic group, rural/urban location, disability, age and so on. The *Women and Work Centenary initiative* will allow for a specific focus on women workers. ILO staff may need to be reminded at times that gender mainstreaming as a process, also allows for gender specific actions.

In conclusion, similar to what was found in this evaluation, entities who reported to UN Women on the UN-SWAP stated that that to ensure progress, the following is required:
- Commitment of senior management
- The development and endorsement of a gender equality policy
- Adequate staffing, resources and capacity for promoting gender equality
- Clarity in responsibility and accountability for the work of the organization on gender equality and the empowerment of women

Table 3 below summarises issues that arose in a UN review of corporate gender equality evaluations in the UN system and outlines ways forward. This review provided evidence on what works and what does not work in mainstreaming gender equality in UN entitles (left column) with annotations from this ILO evaluation in the right hand column.[69] Insights are useful as they indicate shared challenges across various UN entities (see Annex 11).

[68] The DG in his Guidance Letter for preparing P&B budget proposals in May 2014 highlights the relevance of the ILO's mandate for social justice in a rapidly evolving world of work.
[69] The corporate gender equality evaluations of UN entities were completed in 2006-2014 (prior to the UN-SWAP rollout). UN Women published these in *Transform Issue 5 October 2015*

## Table 3:  What works for gender mainstreaming

| A UN review of corporate gender equality evaluations in the UN system | |
|---|---|
| **What works and what does not work in mainstreaming gender equality in UN entitles** | *Evaluators comments based on evaluation findings* |
| **Accountability** | |
| ▪ Gender equality policies to be grounded within entity mandates & planning documents | ▪ *This may require a new ILO policy on gender equality and more emphasis on gender equality in the P&B)* |
| ▪ Gender-responsive performance management systems to be developed and assessed | ▪ *May already be in place with management upward appraisals, but ILO HRD could consider other performance appraisals systems* |
| **Results-based management** | |
| ▪ Strengthen inclusion of gender analysis within country-level strategic planning documents | ▪ *Already in place in ILO through the DWCP. Gender analysis could improve at the DWCP formulation stage, rather than wait until appraisal by ILO. National stakeholders and Constituents must be able to engage in gender related policy dialogue to ensure attention early on. See Box 5 in this evaluation.* |
| ▪ Strengthen reporting of gender mainstreaming results at the outcome level, linked to monitoring | ▪ *How gender equality will be operationalise as a 'policy driver' requires further elaboration by PROGRAM, in collaboration with GED and building on lessons learned from other UN agencies.* |
| **Oversight** | |
| ▪ More evaluative evidence is needed on gender mainstreaming performance | ▪ *The results of an independent evaluation on gender equality in evaluations should be available by the end of 2015 and will provide valuable information if shared.* |
| ▪ Methodological guidance for corporate gender equality evaluations required | ▪ *EVAL are revising their Guidance notes, and these will be ready by early 2016* |
| ▪ Programme review processes to integrate criteria for gender equality; compliance a condition for approval | ▪ *At present the Gender Marker is operational, but is not yet a condition for programme approval. A gender marker for P&B is being developed.* |
| **Human and financial resources** | |
| ▪ Gender architectures should be made 'fit-for-purpose' to drive gender mainstreaming | ▪ *Management commitment is required to ensure gender focal points are given space to implement their work, an 8th[th] senior gender specialists should be reappointed; continuing the revival of the ILO Gender Network is recommended. Annex 7 contains suggestions* |
| ▪ More in-depth analysis of the gender parity impediments at higher level positions | ▪ *This is HRD's responsibility and will continue to be through UN-SWAP reporting* |
| ▪ Enhance implementation of policies that promote empowerment of women at workplace | ▪ *Empowerment is an area that ILO could focus more resources– the Employers Activities Bureau in ILO have already published reports from 2 global conferences on women in business and management, and ENTERPRISE could expand its work on women's economic empowerment. GED in collaboration with the MULTILATERAL Section are currently exploring links to empowerment targets in SDG 5. Throughout ILO a stronger focus on empowerment (to keep up with what is happening on the ground and in countries) is required.* |
| ▪ Establish financial benchmarks for gender equality allocations and track expenditures | ▪ *PROGRAM (and PARDEV) could improve with regard to financial benchmarks. For Development Cooperation initiatives, capacity amongst project formulators to estimate input funding on gender and gender budgeting skills are required. Link with ITCILO on gender budgeting training.* |
| **Capacity development** | |
| ▪ Develop gender equality capacity development strategies, resource, and implement | ▪ *ILO (HRD and GED) may need to reconsider the gender audit as a capacity development tool. Work closely with different branches to provide short tailored sessions.* |
| **Knowledge management, coherence** | |
| ▪ Develop knowledge management strategies and track the use of knowledge products | ▪ *Tracking knowledge products is urgently required in ILO – if GED have resources, this a worthwhile task in early 2016 using the ILO gateway information portal section particularly on policy.* |
| ▪ Improve coherence on gender equality at the country level | ▪ *ILO could expand partnerships at the country level. Keep a database of constituents trained in gender equality issues, particularly those who attend the gender academy at ITCILO; constituents involved in TC projects focused on gender equality; or projects with strong gender component. These 'experts' could be called upon more to contribute to new initiatives.* |

## 4.2 Recommendations

The following outlines a list of recommendations related to the findings from the evaluation

| | Findings from evaluation | Recommendation arising from evaluation findings | Responsibility | Priority & cost implications | Timeframe |
|---|---|---|---|---|---|
| 1. | **High level leadership required**<br><br>Leadership and commitment is necessary to ensure gender equality continues to feature strongly in ILO work. When a manager signals strong commitment to gender equality, a lot of activities may ahead. The opposite was also found to be the case. | ▪ Senior ILO management in headquarters and in the 'field' could make continuous and frequent strong statements on gender equality and non-discrimination in the world of work. This may filter down to ILO managers (which in turn will affect constituents) and ensure their stronger commitment to the importance of also maintaining a focus on ultimate stakeholders in their work, with better linkages to poverty reduction.<br>▪ The management appraisal system should identify a means of rewarding performance around addressing gender equality issues. For example the UN SWAP technical notes (December 2014) suggest a gender equality award or allocating of additional resources to units, which display excellent performance. | Senior management<br><br>Regional and country directors<br><br>HRD | None | Early 2016 with the launch of SDGs |
| 2. | **The next Action Plan**<br><br>Not all ILO staff found the Action Plan for Gender Equality relevant in their day-to-day work. Some felt that a results based action plan is attempting to quantify what is not quantifiable. In particular the P&B indicators do not measure changes in attitudes regarding values on equality issues or the promotion of gender equality through policy dialogue processes. | ▪ The new ILO Action Plan should be simpler and many indicators linked to the UN-SWAP.  A new policy statement or reminder of 1999 policy may help to invigorate renewed interest in ILO, linked with the DG's role as gender champion. Review points made in Section 3.3.3<br>▪ Consider other forms of measurement with regard to changed attitudes and management support, including better tailored training during orientation for senior managers.<br>▪ ILO should improve its measurement of how ILO actually informs or influences policy generally and specifically how it puts sensitive issue such as gender equality on the policy agenda. Better measurements on informing policy could help to explain the complementary process that are required to lead to awareness and change around gender equality issues (such as changes in attitudes amongst constituents). Review Box 5: Challenges in measuring laws and policies in P&B indicators<br>▪ Develop strong arguments that demonstrate the value of including gender concerns in ILO initiatives and link to ILO's social justice mandate (see also recommendation 5) | DG<br><br>GED<br><br>PROGRAM for measuring policy<br><br>PROGRAM<br><br>HRD | GED resources | Early in 2016 |
| 3. | **Clarity on policy drivers and budgets**<br><br>The evaluation found that many ILO staff are deeply concerned about the next P&B and whether or not gender equality and | ▪ Ensure outcome teams are inclusive of gender coordinators or GED staff. Ensure that gender equality and non-discrimination are clearly and deliberately cross-cut all ten P&B outcome strategies (2016-17). Outcome coordinators in collaboration with GED should develop meaningful one-page briefs on how gender crosscuts each of the 10 outcomes. | PROGRAM<br><br>GED | Human resources | By the first quarter of 2016 |

| | Findings from evaluation | Recommendation arising from evaluation findings | Responsibility | Priority & cost implications | Timeframe |
|---|---|---|---|---|---|
| | non-discrimination will feature in budget allocations including how 'policy drivers' are to be funded. There was a lack of clarity with regard to what exactly is meant by a policy driver amongst those interviewed for this evaluation. However the evaluation notes that work on a gender marker for P&B outcomes has already begun. | ▪ Financial estimates for promoting gender equality as a policy driver for each outcome are required. Use the skills of gender budgeting in allocating funds for different outcomes.<br>▪ Ensure that PROGRAM and GED work together developing a timeline for training, and the implementation of the gender policy marker methodology. Build on lessons learned and good practices of other UN system entities' implementation of a cross cutting policy driver and its corresponding marker. | | | |
| 4. | **Focus on constituents**<br><br>Many interviewed reported that their work is led by constituents, and in many cases constituents organizations do not put gender equality issues on the agenda. Many constituents organisations are male dominated that do not tend to challenge gender stereotypes. | ▪ Assess the view of constituents on the support ILO provides on gender mainstreaming with for example a selection of countries and constituents.<br>▪ Review how to better work with constituents to convince them that gender equality is indeed an important focus for decent work for both women and men. Reinvigorate approaches that are sensitive to cultural issues across different countries. Review points in Box 5.<br>▪ Enhance the empirical and evidence base via research. To better inform constituents, continue to provide evidence packaged into condensed policy briefs with solid messages.<br>▪ Good practices and case studies should be detailed enough so constituents understand the implications of focusing on gender equality as well as the implication of not doing anything. | ACTRAV & ACTEMP<br><br>EVAL for survey on constituents<br><br>GED<br><br>Research Department<br><br>EVAL for providing good practices from ILO work | Yes, depending on which activities are undertaken | Through out next biennium |
| 5. | **Policy around gender requires multiple approaches.**<br><br>Policy reform for gender equality amongst ILO constituents requires many different approaches, starting with framing debates and getting issues on to the political agenda, which requires attitudinal change, drawing attention to evidence and affecting the awareness, attitudes or perceptions of many key stakeholders. RBM is not the only answer; the attitude | ▪ HRD in collaboration with GED and others involved in capacity building could encourage a deeper understanding of the importance of non-discrimination, gender equality and women's empowerment for the ILO's social justice mandate, rather than something that has to be ticked off and included because of compliance reasons.<br>▪ GED must strive to ensure that a focus on gender equality is fun, inspiring and rewarding to work on. Strive to move gender equality beyond a burdensome exercise.<br>▪ Address the gender fatigue throughout the house; revamp the ILO Gender Network, stimulate conversations, innovative approaches and new initiatives across the house.<br>▪ Review indicators that could measure progress in mainstreaming gender in ILO's work contained in Box 6, improve or adopt them and use them. | GED / HRD | Funding for GED is required so they can bring in expertise on policy processes | Early 2016 |

| | Findings from evaluation | Recommendation arising from evaluation findings | Responsibility | Priority & cost implications | Timefra me |
|---|---|---|---|---|---|
| | and mind sets of many groups of stakeholders (including senior ILO staff) must also accept gender equality.<br><br>It is difficult to find indicators that measure progress in the process or strategy towards greater gender equality. | | | | |
| 6. | **Confusion over mainstreaming and women specific activities**<br><br>Tensions exist between the way gender equality and non-discrimination are approached in ILO. Staff do not always understand basic concepts around gender mainstreaming. There was a variety of opinions regarding whether to focus on gender mainstreaming or whether to concentrate on 'gender' specific activities. Tensions are probably good for debate on different ways to approach an issue. | ▪ Remind all ILO staff again and again (using any opportunity available) that mainstreaming is a strategy towards a goal, rather than an end in itself. Incentives should be put in place for staff to address gender equality and work towards strategies that allow staff themselves to internalise the value addressing gender equality adds to their work.<br>▪ Ensure that all staff are aware that simply put, this implies that before decisions are taken, an analysis is made on the likely effects of the action on the situation of the particular concern. This implies assessing the implications for labour policy concern during the policy planning stage of domestic policies to lessen the chances that the given policy will have unexpected or unintended consequences for the concern.<br>▪ Allocate RBSA funds to gender specific initiatives, such as the *Women at Work Centenary Initiative*. Remind all that mainstreaming does not negate a specific focus on those who are discrimination against.<br>▪ Encourage use of gender budgeting in ILO.<br>▪ Disseminate evaluations of technical cooperation that highlight gender equality issues or highlight lessons learned. | GED /HRD<br><br>ITCILO for gender budgeting<br><br><br><br><br><br>PROGRAM for implementing gender budgeting<br><br>EVAL | Yes | As soon as possible |

| | Findings from evaluation | Recommendation arising from evaluation findings | Responsibility | Priority & cost implications | Timeframe |
|---|---|---|---|---|---|
| 7. | **Lack of a gender analysis framework**<br><br>ILO lacks a simple gender analysis framework, which could be useful for collating resources as well as including gender equality questions in policy advice and technical cooperation across all areas (International labour standards; employment policy; work with enterprises; sectoral activities including rural sectors; governance and tripartism; conditions of work; and social protection). | ▪ Develop a simple gender equality framework to organise information on gender equality in ILO[70], and to focus questions. The evaluator suggests a focus on gender and policy related questions, gender and institutional implementation issues (also focused on partners and constituents who implement ILO standards), and a gender analysis data collection focus for the field or the workplace level. The workplace level could include issues around involving both women and men workers in identifying priorities, negotiations and bargaining.<br>▪ Basic questions are outlined in Box 4 in this evaluation. GED could focus on getting different units to pose questions within such an overall macro, meso, micro framework. | Senior Gender Specialists in field and GED | Time and resources to undertake this exercise | As soon as possible |
| 8. | **Strengthen ILO gender equality and social justice linkages**<br><br>There is confusion regarding whether ILO is focus on gender equality, whether for poverty, or the business case for a reduction in gender inequalities or equity arguments (or a focus on 'parity' issues). There is a lack of attention to women's empowerment. | ▪ GED who are already working with the ILO MULTILATERAL Section should continue to link ILO's mandate on gender equality more strongly to the SDGs (particularly SDG 1,5,8 & 10).<br>▪ Noting that the poor are heterogeneous and work in many and varied working arrangements, ILO could focus more on gender and poverty reduction as a multifaceted phenomenon with links to employment.[71] The Research Department should ensure that data is disaggregated to deal with the multiple dimensions of poverty such as discrimination (including gender discrimination) and income insecurity.<br>▪ Emphasize in documents that a focus on equity issues better demonstrates how ILO is contributing to global goals of poverty reduction and reducing inequality within (and among) countries through promoting decent work. | Management /MULTILATERALS /GED<br><br>MULTILATERALS<br><br>Research Department | None, but careful thought | Continuous |

---

[70] Noting that GED/GENDER has in the past produced many annotated bibliographies of ILO tools for mainstreaming gender.
[71] Noting that ILO/ITCILO produced a Modular Training Package on Gender; Poverty and Employment, which was widely used as an on-line training resource in the past.

| | | Findings from evaluation | Recommendation arising from evaluation findings | Responsibility | Priority & cost implications | Timeframe |
|---|---|---|---|---|---|---|
| 9. | | **Confusing use of language**<br><br>The language used throughout ILO on gender equality issues is confusing, with use of phrases that can be meaningless unless applied to a technical area. For example *'gender mainstreamed'* is difficult to understand as gender mainstreaming is a process towards equality, not a goal itself. Other confusing phrases found during this evaluation included *'gender efficiency' 'gender inclusive' 'gender responsive'* | ▪ Avoid terms like 'gender mainstreamed' as gender mainstreaming is a process not an end.<br>▪ Ensure all GED and senior gender specialists staff agree on terms used. Link to academic institutions to ensure that all are up to date with gender equality language and terms that can be practically used in ILO.<br>▪ Encourage ILO staff to consider more carefully what 'empowerment means' and what 'economic empowerment' implies. | GED with help from outside gender specialist on gender equality and employment/work issues | Yes | Early 2016 |
| 10. | | **Resources for GED**<br><br>GED does not have adequate resources to provide the level of support needed in ILO, as well as resources to revamp the ILO Gender Network. | ▪ Given the limited human resources available in headquarters, a solid concentration on a number of distinct technical areas may help GED focus their support. The *Women at Work Centenary* initiative is a helpful focus for this, as a few discrete areas have been selected.<br>▪ Review how GED is resourced and types of competencies required to support other ILO units. For instance, consider hiring a well known specialist on gender and work related issues (academic) on a short-term basis to up skill ILO staff on certain gender equality issues, or hiring an economist or someone with the ability to support statistical analysis of disaggregated data. | Senior Management HRD/ GED | Yes | Early in 2016 |
| 11. | | **Sexual harassment focus**<br><br>The evaluation found (without explicitly asking a specific question on the issue) that many ILO staff are concerned about sexual harassment, in the workplace and in constituents workplaces | ▪ Keep a focus on sexual harassment institutionally in ILO, so that ILO is a workplace itself free of harassment. Debate whether all ILO staff should sign the *Anti-Harassment Policy*.<br>▪ Encourage workers and employers organizations to focus more on sexual harassment at the workplace or in transport to work.<br>▪ Disseminate examples of sexual harassment policies, such as the tripartite development of a sexual harassment policy in Vietnam. | HRD | Funding to disseminate policy | 2016 |
| 12. | | **Clarify on gender audits**<br><br>On the whole, the ILO Gender Audit materials are very popular and could be | ▪ Organise a discussion on the gender audits and decide a strategy with regard to promoting this important tool. Whether support can be provided or not should be communicated more clearly, with links to ITCILO | Gender Network discussion. | Evidently support for gender audits is linked to GED | By mid-2016 |

| | Findings from evaluation | Recommendation arising from evaluation findings | Responsibility | Priority & cost implications | Timeframe |
|---|---|---|---|---|---|
| | marketed more. Apart from constituents, many UN bodies are interested. Concern was raised from some field staff about support from headquarters for gender audits. | | | resources | |
| 13. | **Improve information sharing**<br><br>Knowledge management could improve. The evaluation found that ILO has a multitude of excellent guidelines, policy briefs and toolkits on different aspects of gender equality in the world of work. | ▪ Develop a strategy to promote what exists. Feature all resources on the ILO gateway information portal section (particularly materials related to policy). If ILO put in place a macro, meso, micro framework, link resources that are useful for policy advice, those that are useful for constituents implementing ILO standards or implementing the next Action Plan in different work related areas, and those tools and guidelines that are useful for workplace or field level initiatives with women and men workers.<br><br>▪ Similar to what was recently compiled for the *portfolio of policy guidance notes on the promotion of decent work in the rural economy*, resources and tools can also be categorized around the ten 2016-17 P&B outcomes by Outcome Coordinators, with possible help from GED.<br><br>▪ Improve communications on gender related field activities and sharing of materials with headquarters and vice versa– i.e. field staff should send their mission reports to GED. | Outcome Coordinators<br><br>GED, Gender Focal Points | Availability of human resources | Early 2016 |
| 14. | **Communicate more on recruitment issues**<br><br>ILO staff differ in opinions with regard to the appointment of women in management positions in ILO | ▪ Apart from setting up a more proactive position on the hiring and promotion of women with the ILO, ILO should continue to ensure more women reach top management if they have the skills, education and experience requested by the job post and communicate better with ILO staff as to why this policy is in place within the UN system as a whole.<br><br>▪ HRD should consider carrying out an analysis including exit interviews of professional women who leave ILO.<br><br>▪ HRD should provide a summary report on the views regarding 'sensitivity to diversity' from the anonymous appraisal of staff in the upward feedback component. HRD could also continue to review how competence in gender equality is built and maintained among ILO managers. | HRD | - | During next biennium |

# 5. Lessons learned and emerging good practices

The following sections outline lessons learned and emerging good practices identified during the independent evaluation of the ILO Action Plan for Gender Equality.

| Lesson Learned 1- Develop a simple gender analysis framework for ILO | |
|---|---|
| **Independent Evaluation of the ILO Action Plan for Gender Equality 2010-15** | |
| **Name of Evaluator:** Una Murray | Date: December 2015 |
| | |
| Description of the lesson learned | ILO requires a simple framework for gender analysis |
| Context and any related preconditions | Must has been done within ILO on gender equality, but it is not systemized nor collated. Many questions and statements intended to help ILO staff are too general or aspirational, without getting into the crux of what needs to be asked or identified around equality and non-discrimination issues.<br><br>A review of a previous frameworks for gender analysis from the ILO Gender Issues in the World of Work Briefing kit (from 20 years ago) may help to develop an updated gender analysis framework |
| Target users/beneficiaries | ILO staff  /GED |
| Challenges negative lessons – causal factors | ILO should become more systematic in how it requests ILO staff and constituents to incorporate gender into their substantive work. At present guidance is too vague and does not provide for clarity on what exactly gender equality entails at different levels.<br><br>ILO must avoid statements such as those below and instead provide advice or questions in a less generic way, and organise such advice or questions for different levels of engagement. Statements to avoid:<br><ul><li>*"It is important that gender be considered at all stages of the process;"*</li><li>*"During the design phase, the situation analysis should be gender-responsive"*</li><li>*" From a gender mainstreaming perspective"*</li><li>*"Do not exclude mainstream concerns such as gender"*</li><li>The policy context *"is consistent with and contribute to the achievement of the ILO's mainstreamed strategies"*.</li></ul>Gender mainstreaming is a process. Thus it is confusing to write statements like *"from a gender mainstreaming perspective"*. Rather be more direct and outline some simple questions that could be asked.<br><br>For example page 51 of the Technical Cooperation Guide states that "additional research may be required, for example a gender analysis." The text in Box 1 of the 2015 TC Guide '*Gender mainstreaming and the situation Analysis'* could be improved considerable with a series of short questions for the policy, meso and workplace level prepared. |
| Success / positive issues – causal factors | Two decades ago, ILO used a gender analysis framework, which asked questions about the division of labour; access to & control over resources and benefits; identification of practical/ strategic needs of women & men; constraints & opportunities to achieve equality; and the capacity of partner organizations. This gender analysis framework followed the Harvard gender analysis framework, which since then is not so much in use. Gender analysis frameworks have evolved to include political considerations, policy support |

| | |
|---|---|
| | and other factors. This evaluation suggests ILO develop a simple framework (such as that used by FAO in the SEAGA programme) gender issues at policy level; gender issues and partner institutions (meso level) and field level or workplace level gender issues. The framework should outline basic questions at these three levels, rather than provide non-specific advice.<br><br>The recent EIIP gender equality guide used these levels, and the evaluation assessed this guide to be comprehensive in its approach.<br><br>This gender analysis framework should ensure more consistent work across ILO on gender equality and could help to ensure achievements can be documented. |
| ILO administrative issues (staff, resources, design, implementation) | This work should be led by GED by an officer that has a long history in gender equality theory and practice. |

| **Emerging Good Practice 1 – ILO HIVAIDS and their linkages to UNAIDS** | | |
|---|---|---|
| **Independent Evaluation of the ILO Action Plan for Gender Equality 2010-15** | | |
| **Name of Evaluator:** Una Murray | Date: December 2015 | |
| The following emerging good practice has been identified during the course of the evaluation. | | |
| Description of the good practice | ILO HIVAIDS and UN linkages.<br>Many lessons can be learned from attempts to mainstream HIV/AIDS and gender into ILO's work on the ground, in headquarters and with constituents. | |
| Relevant pre conditions/ context | ILOAIDS face similar problems with keeping a cross-cutting issues on a very busy ILO agenda, and was in danger of been sidelined as it seemed HIV/AIDS had moved beyond a crisis.<br><br>UNAIDS is the UN inter-agency project providing support in the fight against HIV/AIDS. Mainstreaming is often used interchangeably with integration or a multi-sectoral response to HIV/AIDS. In 2004 UNAIDS provided the following definition: *"Mainstreaming enables development actors to strengthen the way in which they help reduce the susceptibility to HIV infection of the people they serve. This implies that they also try to identify and minimize unintended negative effects of their own work, such as increasing gender inequality"*.<br><br>The 2001 UN General Assembly Special Session Declaration of Commitment on HIV/AIDS required countries to integrate their AIDS response into the national development process, including poverty reduction strategies, budgeting instruments and sectoral programmes. At the national level, AIDS Commissions provide a coherent response and often have a mandate to work across sectors – in essence to mainstream. ILOAIDS partners with National Aids Committees, and many others (e.g. those who are doing testing in the workplace). Thus ILOAIDS has a very similar process to 'gender mainstreaming' mandates, and national machinery for gender equality have a key role to play.<br><br>In the international 'aid' context, UNAIDS have led on mainstreaming. ILOAIDS are very strongly aligned in interagency committees outside ILO, which helps to ensure their funding survival. ILOAIDS must report to both UNAIDS and ILO itself. ILOAIDS are currently the global coordinating agency for UNAIDS (which is made up of 11 agencies) and this agency coordination demonstrates an excellent example of coordination across agencies. The ILO DG currently chairs | |

|  | (as head of lead agency) meetings held twice this year. By December 2015, UNAIDS will adapt global strategy for HIV aligned with SDGs, which is the first global strategy in line with SDGs. The focus is on the populations left behind (includes young girls). The approach adopted is very targeted. ILOAIDS have also already identified enter points for SDGs dealing with health, poverty nutrition, women.<br><br>ILOAIDS stated that it is best to integrate gender early on and it is not expensive. ILOAIDS are apt at obtaining funding in ILO, and obtain resources from UNAIDS to contribute to UNAIDS strategy. On the other hand, ILOAIDS have adapted very well and availed of different funding sources, such as the US PEPFAR programme which has a strong focus on gender.<br><br>In order to ensure that HIV/AIDS is a crosscutting issue in ILO, ILOAIDS proposed a number of indicators (8) under the 10 new Outcomes. Collaboration between GED and ILOAIDS is excellent, and both worked together on the LGBT rights projects. |
|---|---|
| Causal Factors | An international agenda conducive to cross-agency collaboration, that easily mainstreaming gender equality concerns and disaggregates categories of people on the ground.<br><br>For example like gender, many believe that HIV is not so urgent any more, and much has been done. For AIDS, this is manifest in medication for those living with AIDS, with less dying than in previous decades. However a strong focus is still required, particularly with the high percentage of adolescent girls becoming infected. Similar beliefs in gender are sometimes evident (a lot has been done, gender equality is no longer urgent in many places). |
| Target users/beneficiaries | GED in order to learn from some of ILOAIDS mainstreaming practices. GED already represents ILO and participates in UN inter-agency initiatives that promote gender equality and women's empowerment, as well as decent work for persons with disabilities, and the rights of indigenous and tribal peoples. Both GED and ILOAIDS can learn from sharing of experiences in how to keep cross-cutting issues on for example Regional Conference agendas. |
| Measurable impact | Increased inter-agency funding for gender in ILO, if ILO is considered indispensible in addressing gender equality in the world of work at the national level. |
| Potential for replication | This practice of ILOAIDS is definitely replicable, but requires staff with time and linkages with UN agencies, bringing evidence of ILO gender equality issues to the table for discussion. |
| Links to Country Programme Outcomes or ILO Policy | UN Gender Groups |

| **Emerging Good Practice 2 – ILO Evaluation Unit's approach for improving gender equality inclusion in all evaluations.** | |
|---|---|
| **Independent Evaluation of the ILO Action Plan for Gender Equality 2010-15** | |
| **Name of Evaluator:** Una Murray | Date: December 2015 |

The following emerging good practice has been identified during the course of the evaluation.

| | |
|---|---|
| Description of the good practice | Collaboration between EVAL and GED (especially jointly by the former-EVAL gender focal point and the Action Plan Coordinator) led to good progress. Subsequently strong management commitment in EVAL is now encouraging all concerned officers to integrate gender in their work. |
| Relevant pre conditions/ context | The goal of collaboration between GED and EVAL was to reach or surpass the UN Evaluation Group gender-related standards; which implied that they may improve on the UN-SWAP performance indicator under *Oversight*. The action plan coordinator and EVAL focal point took the initiative to develop a joint work plan which was then submitted for approval to the GED and EVAL management Completed activities  included: <br><br> • The EVAL guidance, with funding from GED, on 'Considering gender in monitoring and evaluation to reflect UNEG norms and standards on gender equality' was updated in 2012. A Spanish translation of the text was completed in 2014. <br> • A lunch time session was held in Mary 2012 to promote knowledge about the use of the UNEG handbook on gender-related standards, as part of a  joint EVAL and GENDER dissemination strategy. This was developed and implemented by the Action Plan coordinator and then-EVAL gender focal point for the UNEG handbook on gender. <br> • In January 2015 EVAL instructed that all evaluations ToRs should contain a standard statement with regard to gender equality. <br> • As part of reporting to the UN-SWAP, EVAL now conducts an independent evaluation on gender equality in evaluations. An 'independent' as opposed to 'internal' evaluation is a step beyond what is requested by the UN-SWAP. <br> • A new evaluation management certification programme is run in ITCILO and there is a module on gender in evaluations. <br> • EVAL maintains close links with UN Women and try keep up to date on trends and approaches with regard to gender in evaluations. |
| Causal Factors | Staff in EVAL and GED willing to work together and collaborate. EVAL and GED management commitment. |
| Target users/beneficiaries | Any unit within ILO who wish to put in place a strategy to collaborate on gender equality and improve attention in their unit |
| Measurable impact | Although the Action Plan targets were not met, now that EVAL have committed to doing more on gender equality, the following can be measured in 2016: <br><br> • The number of ToRs that include gender equality as an evaluation criteria for the evaluation can continue to be measured in the future. <br> • The number of final evaluation reports that report on gender equality and make concrete recommendations can be measured. <br> • The number of ILO management response to gender related recommendations in a final evaluation reports can be counted. |
| Potential for replication | Good |
| Links to Country Programme Outcomes or ILO Policy | UN Women UN Evaluation Groups |

# 6. Annexes

## Annex 1: ToR for evaluation of Action Plan

**TERMS OF REFERENCE**
**Independent Evaluation of the ILO Action Plan for Gender Equality 2010-15**

**Introduction**

The results-based ILO Action Plan for Gender Equality 2010-15 (the Action Plan) aims to operationalize the Director-General's policy on Gender equality and mainstreaming in the International Labour Office (1999) and is aligned with the three Programme and Budgets (P&B) and the Strategic Policy Framework 2010-15. The implementation of the Action Plan, which uses indicators with corresponding baselines and targets, is the responsibility of all ILO staff at all levels. The ultimate beneficiaries are the tripartite constituents.

As mandated by the Action Plan, and agreed with the Governing Body (GB), an independent evaluation of the Action Plan is required at the end of 2015, to facilitate internal management learning and decision making in the ILO as well as for guidance on future action plans for gender equality[72]. The independent evaluation will include an in-depth assessment of the information contained in the various programme implementation reports (as well as assessments of other relevant reports and documentation) and will build on feedback given by the Governing Body concerning the mid-term stock-taking report on the Action Plan[73]. The results of the independent evaluation will be submitted to the Governing Body in summary form at its March 2016 session.

**Background: ILO Action Plan for Gender Equality 2010-15**

The ILO strategy for promoting gender equality – as described in the 1999 policy and operationalized by the Action Plan – identifies three priority areas for ILO's institutional mechanisms to mainstream gender: staffing (sex balance), substance (gender analysis and planning) and structure (programming, implementation, monitoring and evaluation).

The 1999 policy has been operationalized through successive action plans beginning in the same year as the policy. The first Action Plan was developed through a collaborative process across the Office, and was very progressive within the UN system at the time. The early Action Plans were discussed at annual meetings with regionally-based senior gender specialists and gender focal points. However, they were not published and were not systematically disseminated beyond the ILO Gender Network or former-GENDER members (though that network was, and remains, wide). The Action Plans focused on monitoring and evaluation, technical cooperation, and terms of reference for substantive work and human resource management. The Action Plan 2003-2005, based on lessons learned from the previous ones, retained many of their  features but also addressed new challenges. The Action Plan 2003-2005 was organized into five key "result" areas: 1) ILO policy on gender equality, decent work and gender mainstreaming, 2) gender mainstreaming in the Decent Work Agenda, 3) gender equality and decent work at the national level, 4) institutional mechanisms for gender mainstreaming in the Decent Work Agenda, and 5) building the gender competence of staff and constituents.

The Action Plan 2008-09 used a rigorous and explicit results-based approach and was aligned with the corresponding P&B. Published in English, French, Spanish and Arabic, it was disseminated across the ILO including through participatory workshops with ILO staff in some of the regions.

The current Action Plan was developed after an internal review of progress and gaps in implementation of the past Action Plans. An extensive and participatory consultation process was used to draft the Action Plan, including with heads of relevant "primary responsibility" units, who formalized their agreement on indicators

---

[72] GB.307/16/1.
[73] GB.307/16/1, GB.313/INS/INF/1.

and corresponding targets related to their units' work and outputs.  A similar process was carried out with members of the Gender Network, notably the field-based Senior Gender Specialists, headquarters-based Gender Coordinators, and with gender focal points during HQ and field meetings.

The Action Plan 2010-15 was also drafted taking into account good practices and lessons learned based on gender audits of ILO field offices and headquarters units, as well as experiences of  other UN system members in designing and implementing their own such action plans. Key elements of the UN System-wide Action Plan on Gender Equality and the Empowerment of Women (SWAP),  including  SWAP indicator themes, have been incorporated in Phase III of the ILO Action Plan. ILO was actively involved in the development of the UN SWAP, and contributed lessons learned during development of the SWAP.  The present Action Plan has two main components: i) enabling institutional mechanisms for gender equality in the Office, and ii) gender-related programmatic outcomes.

The ILO Action Plan is closely aligned with the organization's P&Bs, the focus of which has moved over the years from viewing gender mainstreaming as a "cross-cutting activity [of] general relevance" (P&B 2002–03), to identifying gender as one of six "shared policy objectives" (P&B 2004-05), to recognizing gender as one of five "mainstreamed strategies" (P&B 2006-07), to a "common principle of action on gender equality", and to a "joint immediate outcome on advancing gender in the world of work" (P&B 2008–09) which required a strategic and coordinated institutional response.

In the Strategic Policy Framework 2010-2015, the Programme and Budgets 2010-2011, 2012-2013 and 2014-2015 aimed to more systematically integrate gender into the outcome strategy texts by devoting a specific paragraph about mainstreaming gender equality and non-discrimination. Though cutting across all the outcomes, there was also a specific outcome on non-discrimination (Outcome 17), giving a particular focus to gender-specific work, and providing an important "hook" for coordinating work on gender, including through donor outcome-based contributions on gender. Another recent attempt to strengthen the cross-cutting nature of gender equality was contained in the 2008 ILO Declaration on Social Justice for a Fair Globalization, which states that "gender equality and non-discrimination must be considered to be cross-cutting issues in the [four ILO] strategic objectives".

In addition to alignment with P&B strategic outcome indicators that included reference to gender equality, the Action Plan 2010-15 incorporates a table that portrays the interface of specific recommendations for ILO resulting from the 2009 International Labour Conference (ILC) Resolution on "Gender equality at the heart of decent work".

Recent reform of headquarters structures has resulted in the former Bureau for Gender Equality (GENDER) – which coordinated implementation of the Action Plan and reported directly to the Director-General – becoming the Gender, Equality and Diversity (GED) Branch within the Conditions of Work and Equality Department (WORKQUALITY). GED brings together a range of areas related to equality and non-discrimination, and continues to coordinate the Action Plan.

**Previous reports**
A stock-taking paper on implementation of the Action Plan 2010-15 was discussed by the Governing Body during its March 2013 session[74]. Progress on implementing the 2009 ILC Resolution was summarized in a report to the Governing Body in November 2011[75]. Progress on gender-related P&B outcomes were reported to the ILC, and summarized in the ILO programme implementation report 2010–11, 2012–13 report, and the forthcoming 2014-15 version[76]. A paper concerning the ILO participatory gender audits, about which the Action Plan 2010-15 contains an indicator, was presented to the Governing Body for information in March 2011[77].

---

[74] ILO: *Report of the Director-General – Third Supplementary Report: Mid-term stocktaking of implementation of the ILO Action Plan for Gender Equality 2010-15*, Governing Body, 317th Session, Geneva, March 2013, GB.317/INS/12/3.
[75] ILO: *Progress on implementing the 2009 International Labour Conference resolution concerning gender equality at the heart of decent work*, Governing Body, 312th Session, Geneva, Nov. 2011, GB.312/INS/12.
[76] ILO: *Report of the Chairperson of the Governing Body to the International Labour Conference for year 2012-13*, International Labour Conference, 102nd Session, Geneva, June 2013,  Provisional Record No. 1, p1/11.
[77] ILO: *Report of the Director-General – Third Supplementary Report: An update on the Participatory Gender Audits and future prospects*, Governing Body, 310th Session, Geneva, March 2011.

During past reports to the GB on the Action Plan and its implementation, representatives of the Workers' and Employers' groups, as well as of governments, have stressed the importance of assessing the results and impact of the Action Plan's measures. In addition to identifying good practices and challenges, they have suggested that assessments include:

•        Strong analytical assessment of progress and difficulties encountered during implementation of the Action Plan;
•        Information on whether joint cooperation within ILO between former-GENDER and PARDEV had resulted in more gender-sensitive technical cooperation;
•        Incorporation of issues such as freedom of association and collective bargaining;
•        Prominence given to categories of workers in which women were overrepresented, such as in the informal economy and migrants, as well as to the four key gender equality Conventions[78];
•        Evidence that challenges – including of organizational cultures of workplaces – were being addressed and overcome;
•        Precise and quantifiable information on gender mainstreaming within the ILO;
•        Evidence that Constituents were the beneficiaries of the Action Plan.

**Purpose, Scope and Clients**
The main purpose of the evaluation of the Action Plan 2010-15 is to assess the performance of the ILO in operationalizing its policy on Gender equality and mainstreaming in the International Labour Office (1999) through the Action Plan. The evaluation will highlight progress, gaps and regression in implementation and its alignment with P&B priorities. The evaluation will be used for internal management learning and decision-making, as the major reference document for drafting the next Action Plan, and further alignment to the UN SWAP, as requested by the Governing Body[79].

The evaluation will cover 2010 to 2015 as it is the implementation period of the Action Plan, but will also be forward-looking as it will be the major reference document for drafting the next Action Plan. Both key result areas of the Action Plan will be covered:
•    Enabling institutional mechanisms: staffing, substance and structure;
•    Gender equality result areas in ILO strategic objectives under each of the four strategic objectives of the ILO of the three corresponding P&Bs (2010-2015).

The evaluation has the following key objectives:
•    To assess the overall performance of the ILO against intended enabling institutional results and indicators in the Action Plan;
•    To assess the impact of the Action Plan and the sustainability of the results;
•    To identify challenges, key lessons learned and good practices, and provide recommendations for the next Action Plan.

The principal clients of the evaluation are:
•    The Director-General and  the senior management team, which are responsible for decision-making in the Office;
•    GED, which is accountable for supporting implementation of the ILO's 1999 gender policy, together with the Gender Network, through advisory services, capacity building and knowledge sharing;
•    Line managers, the 120 members of the ILO Gender Network of headquarters- and field- based focal points, Senior Gender Specialists, and Gender Coordinators;
•    The Governing Body, which is responsible for providing guidance on future action plans.

**Key evaluation questions and analytical framework**
In the assessment of (i) relevance, (ii) validity of design, (iii) effectiveness, (iv) efficiency, (v) effectiveness of management arrangements, and (vi) impact and sustainability of the ILO Action Plan for Gender Equality 2010 -2015, the evaluation will seek to address the following evaluation questions:

---

[78] Equal Remuneration Convention, 1951 (No. 100), Discrimination (Employment and Occupation) Convention, 1958 (No. 111), Workers with Family Responsibilities Convention, 1981 (No. 156), and the Maternity Protection Convention, 2000 (No. 183).
[79] ILO: *ILO Action Plan for Gender Equality 2010-15. Phase III: Aligned with the Programme and Budget for 2014*, p. 5/9.

| Assessment criteria | Questions to be addressed |
|---|---|
| Relevance | • How well does the ILO Action Plan for Gender Equality 2010-2015 operationalize the 1999 Gender equality policy?<br>• To what extent is the ILO Action Plan for Gender Equality 2010-2015 aligned with the Strategic Policy Framework 2010-15, its three corresponding biennial programme and budgets, and with the UN SWAP?<br>• What is the potential impact of the new P&B framework for 2016-17? |
| Validity of design | • Are the intended results of the ILO Action Plan for Gender Equality 2010-2015 logical and realistic? How likely is it that the indicative activities (for the enabling institutional mechanisms) and strategies (for the gender-related programmatic outcomes) will lead to the intended results?<br>• How appropriate and useful are the Action Plan 2010-15 indicators for (i) enabling institutional mechanisms for gender equality in the Office (both HQ and at field offices), and (ii) gender-related programmatic outcomes? Do they effectively measure results and progress? To what extent are they aligned with the six elements of the UN SWAP? |
| Effectiveness | • What results have been achieved and/or what progress has been made with the implementation of the ILO Action Plan for Gender Equality 2010-2015?<br>• Which gaps remain and how could these be addressed in the next Action Plan?<br>• To what extent has the ILO Action Plan for Gender Equality 2010-2015 been an effective instrument to help ensure mainstreaming gender across each of the 4 strategic objectives of ILO?  E.g. did it result in more gender-sensitive technical cooperation and Decent Work Country Programmes? |
| Efficiency | • Are resources for gender mainstreaming being used in the most efficient manner? How economically are resources and inputs (funds, expertise, time etc) converted to results? Do the results justify the cost?<br>• What time and cost efficiency measures could be introduced without impeding the achievement of results?<br>• Are there benefits/trade-offs to the shift in emphasis from project-based funding to donors funding outcome-based work plans? To what extent has the goal of gender equality systematically been included in partnerships with donors? |
| Effectiveness of management arrangements | • Are the roles and responsibilities of ILO officials, including management, who are responsible for the implementation of gender mainstreaming, clearly defined and understood?<br>• Is the current arrangement for implementing the ILO Action Plan for Gender Equality 2010-2015 effective? |
| Impact and sustainability | • How likely is it that the results of the ILO Action Plan for Gender Equality 2010-2015 will be maintained or up-scaled by the ILO?<br>• What are the tripartite constituents' perceived benefits from the ILO Action Plan for Gender Equality 2010-2015 (differentiated by groups)? What evidence exists of constituents benefiting from the Action Plan?<br>• What actions are required for achieving long-term impact? |

| Others | • Provide recommendations on how to further align the Action Plan 2016-17 to UN SWAP indicators and whether and to what extent to keep or adapt Action Plan 2010-2015 indicators that are ILO-specific (such as the indicator that measures gender responsiveness of indicators within Decent Work Country Programmes, as well as the one measuring TC gender-responsiveness) |
|---|---|

**Methodology and Approach**

This evaluation will be based upon the ILO's evaluation policy and procedures, which adhere to international standards and best practices as articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation in the United Nations System approved by the United Nations Evaluation Group (UNEG) in April 2005. The evaluator is encouraged to look at the methodologies used by independent evaluations of gender mainstreaming of other UN agencies, but should develop its own approach based on the core norms and standards of the United Nations Evaluation Group (UNEG).

The details of the methodology will be elaborated by the evaluator on the basis of the Terms of Reference and documented in the Inception Report, which is subject to approval by the Evaluation Manager. The Evaluation Manager is an ILO staff member who is not directly involved in the implementation or coordination of activities related to the Action Plan. It is expected that the evaluation will apply mixed methods that draw on both quantitative and qualitative evidence and involve multiple means of analysis. These include but are not limited to:

- Desk review of relevant documents that relate to performance and progress in gender mainstreaming, which will be compiled by GED and provided prior to the start of the evaluation (including evaluation reports, baseline information, policy documents, programme implementation reports, GB documents, etc.);
- Reviewing evidence of follow-up to recommendations by the Governing Body;
- Interviews with key ILO staff at HQ and in field offices:
  - o Who are identified as liaisons, within the primary responsible units and within GED, for specific indicators and targets of the "enabling institutional mechanisms for gender equality"
  - o Who are identified as having "roles and responsibilities for enhancing gender equality in ILO work" by the Action Plan 2010-15
- Interviews with field-based ILO staff including Senior Gender Specialists and key stakeholders outside the Office including tripartite constituents, Governing Body members, implementing partners, and UN WOMEN.

  The GED-team will propose interviewees with a sample of field-based/HQ staff and constituents (any necessary travel to be determined).

Additional methods may be added by the evaluator.

**Deliverables**

| Deliverables | Submission by |
|---|---|
| 1. Inception report | 25 September 2015 |
| 2. Draft evaluation report* | 6 November 2015 (excluding component 2)<br>31 December 2015 (component 2) |
| 3. Second draft evaluation report* | 25 November 2015 (excluding component 2)<br>15 January 2016 (component 2) |
| 4. Final evaluation report<br>5. Evaluation Summary<br>6. PP presentation | 20 January 2016 |

\* The evaluation covers both components of the Action Plan 2010-15, namely i) enabling institutional mechanisms for gender equality in the Office, and ii) gender-related programmatic outcomes. The evaluation of the second component (gender-related programmatic outcomes) will mainly be based on the Programme

Implementation Report, which will become available in December 2015. The evaluator is therefore expected to submit the draft evaluation report by 1 November 2015 (not including the second component), and to submit the full draft report by 31 December 2015.

**1) Inception report**
- Describes the conceptual framework that will be used to undertake the evaluation;
- Sets out in some detail the approach for data collection and the evaluation methodology, i.e. how evaluation questions will be answered by way of data collection methods, data sources, sampling and indicators;
- Sets out the detailed work plan for the evaluation, which indicates the phases in the evaluation, their key deliverables and milestones;
- Sets out a plan for data collection, interviews or discussions.

**Evaluation report and Evaluation summary**
The evaluation report will include an executive summary (using ILO standard format) and a full report with findings and recommendations (following the ILO checklist of quality evaluation reports), to be finalized by the team leader. The contents of the report include:

- Title page (follow ILO standard template)
- Table of contents
- Executive summary (follow ILO standard template)
- Acronyms
- Background and project description
- Purpose of evaluation
- Evaluation methodology and evaluation questions
- Findings on the two key result area tables of the Action Plan, with special emphasis on the table concerning enabling institutional mechanisms.
  - A. Key result area Number One: "Enabling institutional mechanisms"
    - 1.     Staffing
    - 2.     Substance
    - 3.     Structure
  - Within each of the three results areas, identify:
    - Quantifiable progress - or not - on each baseline for each indicator
      - Whether corresponding strategies and indicative activities were successfully launched or completed
    - Good practices and challenges in implementing these three result areas
    - Provide short analytical assessment of progress and difficulties in implementation

  - B.     Key Result Area Number Two:  "Gender equality result areas in ILO strategic objectives of the three corresponding P&Bs 2010-2015"
    - 1.     Strategic Objective No. 1: Promote and realize standards and fundamental principles and rights at work
    - 2.     Strategic Objective No. 2: Create greater opportunities for women and men to secure decent employment and income
    - 3.     Strategic Objective No. 3: Enhance the coverage and effectiveness of social protection for all
    - 4.     Strategic Objective No. 4: Strengthen tripartism and social dialogue
  - Within each of the four sections, identify:
    - Based on available information, quantifiable progress - or not – on gender-related outcomes, indicators and/or strategies and activities
    - Good practices and challenges in implementing the gender-related strategies and activities
    - Provide short analytical assessment of progress and difficulties in implementation
- Conclusions and recommendations

- Lessons learned and potential good practices (each lesson learned or good practice – 1 page of information in the standard template is needed – to be attached in the evaluation report)
- Annexes:
  a. Terms of Reference
  b. Data collection instruments
  c. List of persons and organizations interviewed
  d. List of publications cited
  e. Other relevant information

The evaluation report should be concise and not exceed 35 pages excluding annexes (supporting data and details can be included in annexes). The quality of the report will be assessed against the EVAL checklists 4, 5, 6 & 7 (see Annex).

The Evaluation Summary should follow ILO's standard format, and will be assessed against the EVAL checklist 8 (see Annex).

The report and all other outputs of the evaluation must be produced in English. All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with WORD for Windows. Ownership of the data from the evaluation rests jointly with the ILO and the ILO consultant. The copyrights of the evaluation report rests exclusively with the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

The report, which will consistently mainstream gender throughout including the use of sex-disaggregated data where available, will use a gender-responsive approach and highlight gender-related progress and gaps throughout.

**Main outputs/Deliverables/Timeframe**
The proposed timeframe for this evaluation is from September 2015 to January 2016 in accordance with the following schedule:

| Phase | Description | Tentative Dates | Responsible persons |
|---|---|---|---|
| 1. | Briefing with evaluation manager (phone) Inception report | 28 September – 2 October | Evaluator |
| 2. | Data collection * | 2 October – 23 October | Evaluator |
| 3. | Draft report | 6 November 2015 (excluding component 2) <br><br> Information related to component 2, to be incorporated by 31 December 2015 | Evaluator |
| 4. | Circulate draft evaluation report to key stakeholders, consolidate comments and send to evaluator | 6 – 20 November 2015 (excluding component 2) Comments on component 2 to be submitted to the evaluator by 8 January 2016 | Evaluation manager |

| 5. | Submission of revised evaluation report (including explanations why comments were not included) | 25 November 2015 (excluding component 2) For component 2: by 15 January 2016 | Evaluator |
|---|---|---|---|
| 6. | Final report, with Executive Summary in ILO template, and PowerPoint presentation | 20 January 2016 | Evaluator |

**Management and Responsibilities**

The evaluator will report to the evaluation manager (Ms. Erlien Wubs, wubs@ilo.org) and should discuss any technical, methodological or organizational matters with the evaluation manager. EVAL will provide quality control of the evaluation process and report.

The evaluation will be carried out with logistical and administrative support of GED.

**Quality assurance**

The evaluator will be required to ensure the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. It is expected that the report shall be written in an evidence-based manner such that all observations, conclusions, recommendations, etc., are supported by evidence and analysis.

**Final report submission procedure**

For this independent final evaluation, the following procedure is used:

- The evaluator will submit a draft evaluation report to the evaluation manager.
- The evaluation manager will forward a copy to key stakeholders for comment and factual correction.
- The evaluation manager will consolidate the comments and send these to the evaluator.
- The evaluator will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the evaluation manager who then forwards it to EVAL for approval.
- The evaluation manager officially forwards the evaluation report to key stakeholders.

**Dates**

The contract will start on Monday 14 September 2015 and will end on 31 January 2016. Within this period, the estimated number of working days is of 45.

## Annex 2: History of successive ILO Action Plans

Since 1999, the policy has been operationalized through successive action plans. The first Action Plan was developed through a collaborative process across the Office, a progressive approach within the UN system at the time. During the course of this evaluation it was reported by a few ILO officers (gender focal points) at that time that the Gender Network really engaged in developing this first Action Plan and felt a strong ownership on it. The early Action Plans were discussed at annual meetings with regional senior gender specialists and gender focal points. However, the Action Plans were not published and were not systematically disseminated beyond the ILO Gender Network. These Action Plans focused on monitoring and evaluation, technical cooperation, and terms of reference for substantive work and human resource management. The Action Plan 2003-2005, based on lessons learned from the previous ones, retained many of their features but moved on to address new challenges articulated in the move towards results based management strategies including the use of results-based indicators, targets and indicative activities. The Action Plan 2003-2005 was organized into five result areas: 1) ILO policy on gender equality, decent work and gender mainstreaming, 2) gender mainstreaming in the Decent Work Agenda, 3) gender equality and decent work at the national level, 4) institutional mechanisms for gender mainstreaming in the Decent Work Agenda, and 5) building the gender competence of staff and constituents.

Moving on to the penultimate Action Plan (2008-09), it was developed in the context of the 2008 ILO Declaration on Social Justice for a Fair Globalization. The Declaration states that gender equality and non-discrimination must be considered to be cross-cutting issues in the four ILO strategic objectives. The Action Plan 2008-09 used a results-based approach and was aligned with the corresponding ILO Programme and Budget (P&B). Four workshops with ILO staff (funded through a DFID partnership) explaining how to implement the Action Plan were held including in several regions. Baselines and definitions of baselines were prepared. Support was provided to the ILO Human Resources Department to achieve progress towards parity between women and men and equality opportunity and treatment for all ILO staff.

## Annex 3: List of those interviewed

|     | Name | Function |
| --- | --- | --- |
| 1. | Shauna Olney | Chief GED |
| 2. | Adrienne Cruz | GED Coordinator  - initial meeting |
| 3. | Susan Maybud | GED – Liaison for indicators 11 and 13 |
| 4. | Adrienne Cruz | GED – Liaison for indicators 1, 2, 3, 4, 5, 6, 7, 8, 12, 16, 17 and 18 |
| 5. | Ned Lawton | GED – Liaison for indicators 14 and 15 |
| 6. | Raphael Crowe | GED – Liaison for indicators 9 and 10 |
| 7. | Stefan Tromel | GED Senior disability specialist |
| 8. | Laura Addati | Technical officer work, family and maternity protection at Conditions of Work and Employment Programme |
| 9. | Martin Oelz | Legal specialist, Indigenous People Gender, Equality and Diversity Branch (GED) |
| 10. | Craig Russon | Evaluation unit – Current and former Liaison for indicator 18 |
| 11. | Guy Thijs | Director, Evaluation Office |
| 12. | Paco Guzman | Evaluation Unit |
| 13. | Yoshie Ichinohe | Former liaison indicator 12 and DWCP processes |
| 14. | Graham Buckley | PROGRAM |
| 15. | Mark Lansky | Research Department Liaison for indicator 13 |
| 16. | Uma Rani | Senior Economist Research Department |
| 17. | Kristen Sobeck | INWORK |
| 18. | Joni Simpsom | ILO field-based gender specialist Bangkok |
| 19. | Mwila Chigaga | ILO field-based gender specialist Pretoria |
| 20. | Reiko Tsushima | ILO field-based gender specialist New Delhi |
| 21. | Emanuela Pozzan | ILO field-based gender specialist Beirut |
| 22. | Marie Jose Chamorro | ILO field-based gender specialist San Jose |
| 23. | Fatime Christiane Ndiaye | ILO field-based gender specialist West Africa |
| 24. | Sofia Amaral de Oliveira | Technical specialist - former ILO gender field-based specialist Budapest |
| 25. | Alejandra Cruz Ross | Liaison for SECTOR's gender audit reporting for indicator 11 |
| 26. | Gloria Moreno-Fontes | ILO Gender Coordinator WORKQUALITY |
| 27. | Suzanne Pedersen | Chief, Talent Management Branch, HRD ILO Liaison for indicators 2, 3, 4, 7, 5, 8 |
| 28. | Marc Fillieux | HRD Coordinator of Resourcing Unit Liaison Indicator 1 and 6 and Gender Coordinator |
| 29. | Esteve dal Gobo | HRD |
| 30. | Chantalle Amine | HRD |
| 31. | Faith O'Neill | HRD Liaison for indicators 5 and 8 |
| 32. | Emmanuelle Saint-Pierre | Social Protection Legal Specialist ILO Gender Coordinator SOCPRO |
| 33. | Virginia Rose Losada | ENTERPRISE |
| 34. | Azita Berar Awad | Director EMPLOYMENT |
| 35. | Naoko Otobe | ILO Gender Coordinator EMPLOYMENT |
| 36. | Alice Ouedraogo | Director and Outcome coordinator Outcome 8 HIV/AIDS |
| 37. | Esther Gomez | PARDEV Liaison for indicators 14 and 16 |
| 38. | Peter Rademaker | PARDEV |

| 39. | Andrea Marinucci | PARDEV |
|---|---|---|
| 40. | Pawel  Gmyrek | PARDEV (former) |
| 41. | Johanne Lortie | Gender, Equality and Diversity, Turin Intl Training Centre of the ILO (ITCILO) |
| 42. | Grania Mackey | Consultant, former ILO Gender and Value Chains officer |
| 43. | Jane Haile | Consultant and Evaluator for Outcome 17 |
| 44. | Marc Steinlin | Consultant and facilitator for October 2015 ILO Gender Network Meeting |
| 45. | Involieta Chinyangarar | Senior Specialist for Workers Activities ACTRAV Pretoria and member of DWCT |
| 46. | Arun Kumar | ACTRAV Bangkok |
| 47. | Victor Hugo Ricco | Senior Specialist ACTRAV |
| 48. | Amrita Sietaram | ACTRAV |
| 49. | Nick Grisewood | MIGRANT |
| 50. | Mariangels Fortuny | ACI 5 |
| 51. | Maria Beatriz Mello da Cunha | Specialist SECTORAL and Programme Issues, Sectoral Policies Dept |
| 52. | Maria Prieto | Specialist Youth employment Programme |
| 53. | Jim Windell | SKILLS, Outcome 2 |
| 54. | Uma Rani | Senior Economist Research Department |
| 55. | Manuela Tomei | Director of the ILO's Conditions of Work and Employment Programme |
| 56. | Elena Grozdanova | State Councilor for Equal Opportunities, Former Yugoslav Republic of Macedonia |
| 57. | Zwezdana Oluic | Montenegro Employers Federation |
| 58. | Verena Schmitt | Senior Gender Specialist  Budapest |
| 59. | Angelika Muller | Gender Coordinator Social Dialogue and Tripartism Unit, Governance and Tripartism Department, |
| 60. | Steven Pursey | Multilateral Cooperation, Field operations portfolio |
| 61. | Ilka Schoellmann | ACTEMP ILO Geneva. Gender Focal Point. |
| 62. | Maria Teresa Gutierrez | EIIP, Employment |

**Annex 4: Survey for ILO staff**

# Questionnaire for ILO Staff

**Question 1**
1.1 Do you know that ILO has a ILO Plan of Action for Gender Equality (2010-2015)?
Yes ☐   No ☐

1.2 If Yes, how often do you refer to the ILO Plan of Action for Gender Equality in your day to day work?

| | |
|---|---|
| Always | |
| Very often | |
| Sometimes | |
| Rarely | |
| Never | |

**Question 2**
2.1 In your opinion, what is the main role ILO has for promoting gender equality?

**Question 3**
3.1 Can you list any major changes you have observed at the ILO (since 2010), in relation to gender equality. This could be anything you have noticed and think is worthy of highlighting, and can be positive or negative.

**Question 4**
4.1 For which strategic outcome(s) does your work report to? (skip to question 5 if non-applicable)

Outcome no:   1☐   2☐   3☐   4☐   5☐   6☐   7☐   8☐   9☐
10☐   11☐   12☐   13☐   14☐   15☐   16☐   17☐   18☐   19☐

*(if you work on more than 1 strategic outcome feel free to fill in this section more than once by clicking again at the end)*
4.2 In your opinion, how has ILO performed in promoting gender equality for this outcome?

| | | |
|---|---|---|
| 3 | Very good | |
| 2 | Good | |
| 1 | Poor | |
| 0 | Very poor | |

4.3 Can you give any positive examples of change with regard to gender equality for this outcome
4.4 Any challenges in mainstreaming gender in this outcome?
4.5 Any suggestions for improvements to address gender equality in this outcome?

**Question 5**
5.1 How effectively has ILO supported the tripartite constituents in implementing gender equality measures?

| | Government | Workers' organizations | Employers' organizations |
|---|---|---|---|
| 3= consistently and thoroughly | | | |

| 2 = substantively but erratically | | | |
|---|---|---|---|
| 1 = to a limited extent, but could do more | | | |
| 0= not at all | | | |

5.2 Give any examples or list any issues you would like to highlight with regard to working with ILO tripartite constituents on gender equality issues.

---

**Question 6**

6.1 Are roles and responsibilities of ILO personnel clearly defined/understood with regard to mainstreaming gender?

| Yes | | |
|---|---|---|
| To a considerable extent (explain) | | |
| To a lesser extent (explain) | | |
| No | | |

6.2 Any further comments you would like to make about roles & responsibilities of ILO staff

---

**Question 7**

7.1 From your experience, how has ILO performed in improving gender equality in relation to **staffing** issues (e.g. equality of opportunity/ parity in professional positions)?

| 3 | Very good | |
|---|---|---|
| 2 | Good | |
| 1 | Poor | |
| 0 | Very poor | |

7.2 Give some examples of what you think has worked including why
7.3 What has not worked or could be improved?

---

**Question 8**

8.1 In your opinion, how has ILO performed in reflecting gender equality in ILO's **substantive** (technical work, operational activities & support service including knowledge management?)

| 3 | Very good | |
|---|---|---|
| 2 | Good | |
| 1 | Poor | |
| 0 | Very poor | |

8.2 Give some examples of what you think has worked including why
8.3 What has not worked

---

**Question 9**

9.1 In your opinion, how effectively has ILO put in place **structures** (systems in place) that ensure gender equality is automatically incorporated in ILO activities?

| 3 | Very good | |
|---|---|---|
| 2 | Good | |
| 1 | Poor | |
| 0 | Very poor | |

9.2 Give some examples of what you think has worked including why
9.3 What has not worked or could be improved?

---

**Question 10**
10.1 In your opinion, what should ILO prioritise next with regard to gender equality?
Priority 1:
Priority 2:
Priority 3:

---

**i) Age:**
20-29 ☐          30–39 ☐          40-49 ☐          50-59 ☐          60+ ☐

**ii) Sex:**
Female ☐          Male ☐

**iii) Level within ILO:**
P1 ☐     P2 ☐     P3 ☐ P4 ☐ P5 ☐ D1 ☐ D2 ☐
Other ☐ (please indicate)_____

**iv) Duty station location:**
Headquarters ☐          Africa ☐          Latin America & the Caribbean ☐
Arab States ☐          Asia and the Pacific ☐          Europe and Central Asia ☐
Other ☐

**v) Key area of work focus _____**

**Technical work ☐**
        If you ticked 'technical work' above, please indicate which technical area:
        Employment ☐          Social protection ☐          Social dialogue☐
        Partnerships ☐          Principles & rights at work ☐
        Other (list) ☐ _____

**Management and Administrative Work ☐**

**Administration /technical related support work ☐**

**vi) Are you, or have you been part of the ILO Gender Network?** Yes ☐ No ☐

---

## Annex 5: Role of ILO in promoting gender equality (ILO staff view)

**What is the main role ILO has for promoting gender equality? Responses from ILO survey respondents N=61.**
**International Labour Standards**

1. Application of its international labour Conventions
2. Promote gender equality through ILS and developing policies and programmes on gender equality
3. Promoting gender equality through its four key conventions (No.100, No.111, No.156 and No.183) and through its resolutions on gender equality, pay equity and maternity protection over the past decade.
4. Promoting the values and principles of ILO conventions specifically related to gender equality (111, 100, 189, 156, 183) and supporting constituents in translating these values into national legislation and policies of the country
5. Gender is part of international labour standards and hence it is important that the ILO should be the lead agency to promote gender equality and non-discrimination.
6. Standard setting and TA for constituents
7. Un role de promotion des droits (normes) des femmes au travail decent.  Le BIT devrait pouvoir sanctionner les pays qui ne prennent pas en compte ces normes
8. ILO's main role is to promote Decent Jobs for both men and women and make sure that ILO conventions are equally applied to both men and women.. and to monitor the application of conventions to promote gender equality in the world of work

**Generally in world of work**

1. Gender equality and non-discrimination defined as a cross cutting policy driver, hence will be pursued across all the outcomes.
2. Equal opportunities and treatment of women and men in the world of work
3. Equal pay for equal work. Through social dialogue / collective bargaining.
4. The ILO should be a leader in promoting gender equality. It should lead by example and not follow.
5. It is to ensure that all workers are treated equally, irrespective of their gender, in the workplace at all levels in terms of remuneration and conditions of employment.
6. Gender equality means that gender is no longer a factor or consideration in the world of work - ILO has to make sure that policies, initiatives, interventions etc. take full consideration of the gender dimension in planning and implementation - including where there is no specific gender dimension  -
7. Gender equality in the labour market - accessibility to the labour market, equal pay for equal work, protection of marginalised groups and sectors  one vehicle is promoting decent work for domestic workers
8. The purpose of fairness and the fight against discrimination is reason enough to promote gender equality.
9. ILO's role is to influence the world of work and to also advocate for equality in provision of education/training opportunities for school-to-work transition purposes
10. Gender equality is a basic cross-cutting element of all of ILO work.
11. Ensure that all women and men are able to access decent work if they so chose, and we need to make sure that gender equality is mainstreamed as well as targeted actions taken when necessary.
12. In national labour law and employment protection and other related legislation - social policy, social security

13. Promote gender issues in all facets of works that we do, beyond just indicating the numbers of men and women but to advocate for us to better address the low numbers of women engaged in social dialogue issues; gender discrimination and harassment in the world of work.
14. Help ensure that the World of Work will offer equal opportunities for men and women to obtain decent and productive work, in conditions of freedom, equity, security and human dignity, and to help end discrimination against women and men in all phases of their working lives.
15. Gender equality in the labour market and providing equal opportunities and equal rights for women and men is central for the ILO strategies, policies and activities.
16. Promote decent work opportunities for women and men
17. In labour market for instance equal pay for equal work.
18. Championing gender equality - equal opportunities and conditions - in world of work.
19. Promote equality in the world of work: equal access to employment and fair employment conditions for all
20. Ensure that men and women are treated equally in work places. It can also promote the presence of women in work places and among top managers. The ILO can guide member states and set out guidelines and policies that could be implemented by employers in order to ensure gender equality in work places.
21. Promote decent work for all women and men.
22. Promote gender equality in access to work, terms and conditions and security of employment, also access to specific occupations.
23. Contributing to the global discussion on how to achieve gender equality, and raising awareness on why this is important and how everyone benefits from equal access to training and work opportunities.
24. Gender at the workplace  - transversal work, that is, integrating gender in all the work of the ILO  - conducting research to be on top of things with regard to gender developments
25. Gender Equality is plausibly a key component of Social Justice. As the ILO has a mandate for promoting social justice worldwide, it has a supreme role in advocating gender equality in all the development cooperation projects it undertakes as well as seeking to promote it through advocacy generally.

**Awareness/Knowledge**
1. To raise awareness of the issues, promote good workplace practices,
2. Raising awareness on gender equality for further assisting member states in realizing gender equality at workplaces.
3. An influencer
4. Provide technical support including best practices sharing  -Advocate for policy changes
5. Research and evidence-based policy advice; support for implementing ILO Conventions on gender equality.
6. Researches and knowledge about gender and employment.
7. Advocacy, policy advice, research and studies, capacity building of partners
8. By producing labour related data for women for all countries and territories and showing the existing differences with respect to men. Then understanding why this happens and proposing ways of changing it.
9. Un role de régulateur/surveillance des bonnes et mauvaises pratiques notamment au niveau salarial

**Support Constituents**

1. Supporting constituents in the realization of gender equality and the elimination of discrimination through its decent work development agenda.
2. Making sure ILO and constituent policies address difference, with a special focus on gender, but also disability, religion, sexuality etc.
3. Raising awareness of tripartite constituents towards the importance/need of giving equal working opportunities for women in the world of work, both in terms of accessing the labour market as well as in the development of their professional life.
4. Promoting and supporting countries to develop/implement policies and regulations that enable gender equality.
5. Check delegates in the conference and you will see that we are yet far from a real action.
6. Promoting gender equality in the world of work, which is a daunting task
7. Ensure that the constituents have the right tools and means with which to translate those "rights" into action.
8. The tripartite constitution of the ILO give him a leading role in addressing this issue mainly in the labour market where discrimination and gender inequality still persists despite the efforts deployed.
9. Raise awareness of the principles of gender equality and non-discrimination among its tripartite constituents as well as through collaboration with civil society organizations.

**Women focused comments**
1. Advocacy, supporting female empowerment and livelihoods, promoting standards such as maternity rights and protection of domestic workers
2. Promote and advocate the "rights" that women and men from all walks of life have to social justice, through the mechanism of decent work ... and all workplaces.
3. Non-discrimination and women's empowerment
4. Capacitate women to contribute to social progress at all levels  to strengthen stronger partnership of women's in workers employers organisations and government  in social dialogue
5. Combating inequality and discrimination, ensuring education of girls
6. Promote rights at work for women, especially equal pay. Target informality!
7. Promote the productive employment and decent work for women.

**Internally**
1. The main role is to give a structured guidance to all ILO's staff on how to implement gender equality, starting from  planning, budgeting, implementing and mainstreaming it.
2. Having the different views of officials equally represented. While promoting gender equality in the policies recommended by the ILO it is important to count with gender equality in the house so recommendations are equilibrated and practical as different gender groups may have different views about issues.
3. Internally, through fair HR policies.
4. To increase the number, positions and upward mobility of women in this workplace.
5. To promote a multicultural working environment with gender-sensitive and non discriminatory behaviour and attitude.
6. ILO must uphold certain values. Equality is one of them. Gender equality is as important as any other type of equality.
7. Gender mainstreaming
8. The ILO mainly focuses on gender mainstreaming.

## Annex 6: More detailed results for Enabling Institutional Mechanisms

| Results | Indicators | Status |
|---|---|---|
| **Staffing priority results across three biennium** | | |
| Measures are implemented to ensure greater parity between women and men in recruitment and promotion | **Indicator 1**<br><br>% of Professional & higher category positions held by women<br>Baseline: 42.5%<br>Aligns with UN SWAP indicator 10 | Target: **Achieve gender parity**<br>**2010-11: 43.6% (37.5%** of management positions held by women)<br>**2012-13: 44.2% (36.4%** of management positions held by women)<br>**2014-15: 45% for professional positions but only <mark>35.7</mark>%** of management positions (P5 and above held by women) |
| | **Indicator 2**<br><br>% of sections of management and leadership development workshop materials that incorporate gender<br>Baseline: 0<br>Aligns with UN SWAP indicator 13 | **No baseline or targets**<br>**2010-11: 26%**<br>**2012-13: 14.5%**<br>**2014-15: estimated 30%** |
| | **Indicator 3**<br><br>% of women participants in management & leadership development workshops<br>Baseline: 34%<br>Aligns with UN SWAP indicator 2 | **Exceeded target**<br>**2010-11: 56% (target 39%)**<br>**2012-13: 51% (target 44%)**<br>**2014-15:  52%   (target 49%)** |
| Expanded opportunities provided for General Services staff's career development | **Indicator 4**<br><br>No. of opportunities for training offered to General Service staff<br>Baseline: 9<br>Aligns with UN SWAP indicator 12 | **Met target**<br>**2010-11: 10 (target 13)**<br>**2012-13: 11 (target 11)**<br>**2014-15:  12  (target 12)** |
| A family-friendly and enabling working environment for both women & men is promoted | **Indicator 5**<br><br>No. of genders-sensitive and/or family-friendly measures that exist<br>Baseline: 7 measures<br>Aligns with UN SWAP indicator 11 | **Achieved**<br>**2010-11:  1 (target 1 additional**) ILO policy on part-time working drafted Oct 11<br>**2012-13:  None (target 1 additional)**<br>**2014-15: 1 (target 1 additional)** ILO Collective agreement on maternity protection signed Feb 2015, GB approved in March 2015 |
| Competency in gender mainstreaming, at appropriate level, is developed for all ILO staff | **Indicator 6**<br><br>% of job description vacancies that refer to gender-related skills and/or gender sensitivity<br>Baseline: 30.3%<br>Aligns with UN SWAP indicator 10 | **2010-11: 95% of RAPS (target 40%)**  76% refer to gender in behavioural competencies, 19% refer to gender in introduction, technical competencies or duties<br>**2012-13: 95% (target 50%) 95%** refer to gender in behavioural competencies, 15% refer to gender in introduction, technical competencies or duties<br>**2014-15:  97% (target 60%)  35%** refer to gender in introduction, technical competencies or duties |
| | **Indicator 7**<br><br>% of responsible chiefs perceived by reporting staff as creating an environment that values diversity including sensitivity to gender<br>Baseline: to be established<br>Aligns with UN SWAP indicator 11 | No targets set. Upward feedback of performance management launched in 2014. Results not available until early 2016.<br><br>Sensitivity to diversity competency includes reference to gender, and is one of competencies evaluated in the upward feedback mechanism |
| | **Indicator 8**<br><br>No. of initiatives or measures taken to strengthen and/or enforce the conflict prevention & resolution collective agreement, including on sexual harassment<br>Baseline: 1<br>Aligns with UN SAWP indicator 11 | **Not achieved**<br>**2010-11: 1 (target 2)**<br>**2012-13: 0 (target 2)**<br>**2014-15:  1 (target 2)**  Collective agreement on anti-harassment policy and investigation procedures adopted by GB and came into effect on January 1 2015. |
| **Substance priority results across three biennium** | | |

| Results | Indicators | Status |
|---|---|---|
| Increased competence of ILO staff in conducting gender analysis & planning related to employment & decent work | **Indicator 9**<br><br>% of P&B outcomes strategies that include action-oriented gender mainstreaming components<br><br>Baseline: 94.7%<br><br>Aligns with UN SWAP indicator 3 | **Achieved**<br><br>**2010-11: 100% (target 100%)**<br><br>**2012-13: 100% (target 100%)**<br><br>**2014-15: 100% (target 100%)**<br><br>Guidance given by PROGRAM and peer review feedback of outcomes strategies |
| | **Indicator 10**<br><br>% of P&B outcomes that are reported with 1 or more actionable lessons learned on mainstreaming gender<br><br>Baseline: 21%<br><br>Aligns with UN SWAP indicator 4 | **Not achieved**<br><br>**2010-11: 10% (target 60%)** Guidance given in March & July 2011 to outcome coordinators for preparing outcome-based work plans.<br><br>**2012-13: 68% (target 80%)** No guidance given<br><br>**2014-15: ? (target 100%)** |
| Attitudes & working habits support gender mainstreaming | **Indicator 11**<br><br>% of recommendations of participatory gender audit reports for audited ILO HQ units & field offices that are implemented.<br><br>Baseline: 20%<br><br>Aligns with UN SWAP indicators 2, 6 | **2010-11: 1 of 2** audited confirmed over **20%** implemented (target 20%)<br><br>**2012-13: 45% (target 40%) achieved**<br><br>**2014-15: ? (target 50%)** |
| Improved level of knowledge & methodologies address gender dimensions in technical work | **Indicator 12**<br><br>% of DWCPs that contain indicators of which at least 35% are gender-inclusive<br><br>Baseline: 17%<br><br>Aligns with UN SWAP indicator 7 | **Not achieved**<br><br>**By 2015 50%** of DWCP contained 'gender-inclusive' indicators. Target was 100%<br><br>**2010-11: 17% (Target N/A)** Reviews of draft DWCP through QAM all reviews provided guidance on rendering indicators more 'gender-inclusive'<br><br>**2012-13: 29% (target 30%)** of 23 reviews of draft DWCP through QAM 21 provided guidance on rendering indicators more 'gender-inclusive'. Gender included in DWCP guidebook version 3<br><br>**2014-15: 50% (target 100%)** Reviews of 8 draft DWCP through QAM all provided guidance on rendering indicators more 'gender-inclusive'. |
| | **Indicator 13**<br><br>% of research texts that are submitted to the Research & Publications Committee and fulfil all the requirements of a comprehensive checklist for mainstreaming gender issues<br><br>Baseline: 33%<br><br>Aligns with UN SWAP indicator 14<br><br>Revised to: Research Department's terms of reference and outlines of 4 key ILO flagship reports integrate sex0disaggregated data and analysis. | **Checklist not adopted.**<br><br>**2010-11: 33% fulfils all requirements, 28% partially fulfils requirements** (target N/A)<br><br>**2012-13: 14% (target 50)%**<br><br>2014-15: ? |
| | **Indicator 14**<br><br>% of ILO/donor partnership agreements that mainstream gender in both policy orientation & operational aspects<br><br>Baseline: 46%<br><br>Aligns with UN SWAP indicator 7 | **2010-11: 67% (target 60%) achieved**<br><br>**2012-13: 67% (target 70%) not achieved**<br><br>**2014-15: 67% (target 80%) not achieved**<br><br>N= 6 partnership agreements |
| | **Indicator 15**<br><br>% of ILO technical cooperation projects/programmes that are classified in IRIS with Gender Marker 1 or 2 | **2010-11: 69% (target 65%)**<br><br>**2012-13: 64% (target 40%)**<br><br>**2014-15: 73% (target 15%) thus almost ¾ of TC projects classified as Marker 1 or 2.**<br><br>Progress has decreasing even with the how-to-guide on |

| Results | Indicators | Status |
|---|---|---|
| | Baseline: 72%<br><br>Aligns with UN SWAP indicator 7 | mainstreaming gender in TC. 75% of GED inputs were incorporated into latest TC manual |
| **Structural priority results across three biennium** | | |
| Well staff and resourced GED Branch & gender specialists in field supporting gender mainstreaming across the organization | **Indicator 16**<br><br>No. of HQ units & field offices without gender focal points<br><br>Baselines 1 HQ unit & 2 field offices<br>Aligns with UN SWAP indicator 10 | **Achieved**<br><br>2010-11: 2 in HQ and none in field (target 0)<br><br>2012-13: 0 (target 0)<br><br>2014-15: 0 (target 0) |
| | **Indicator 17**<br><br>% of male focal points among HQ units and field offices<br><br>Baseline: 31%<br>Aligns with UN SWAP indicator 10 | **2010-11: 29% (Target 35%)** 41% HQ & 20% among field offices<br><br>**2012-13: 31% (target 40%)** 41% among HQ & 22.5% among field offices<br><br>**2014-15: 29% (target 45%) Not Achieved.** 37% among HQ units and 21% among field offices |
| An accountability framework for gender equality<br><br>Improved mechanisms for gender responsive programming monitoring and evaluation | **Indicator 18**<br><br>% of approved ToRs for evaluations of independent strategies, DWCPs & projects that include an assessment of gender dimensions<br><br>Baseline: 30%<br>Aligns with UN SWAP indicators 4 & 5 | 2010-11: 50% (target 50%) **Achieved**<br><br>2012-13: 65% (target 70%) **Not Achieved**<br><br>2014-15: 49% (target 100%) **Not Achieved**<br><br>In November 2015 EVAL Director sent a minute to Regional/Country Office Directors, regional evaluation officers, senior gender specialists and focal points outlined a strong gender equality clause for evaluation terms of reference. |

## Annex 7: Suggestions for reviving the ILO Gender Network

The following are suggestions a range of suggestions on the ILO Gender Network, gleaned from interviews and the survey undertaken for this evaluation

- Clearly list who is the gender focal point on each ILO unit/branch's webpage. Ensure mailing lists are updated. Agree or commit a minimum number of time to maintain the network – contact every two weeks.

- Also involve those staff with a strong expertise in gender equality, but may not work directly on gender, or may no longer be the gender focal point.  It is noted however, that this was done for the more recent inter-regional learning forum.

- Involve the network in creating gender related changes. Invite them to provide their views. Ask them what support they need.

- Capacity building perhaps for younger staff.

- Circulate the revised ToRs for Gender Focal points and Gender Coordinators to management again and get DG endorsement of these roles.

- Organise short 1-2 hours sessions open to all staff (by video link for field staff) on specific topics. Invite speakers and organise events around themes.

- Strive to serve and build relationships with others across the ILO.

- Take every opportunity to speak about the key gender equality concerns in ILO (perhaps linked to the women at work centenary focus). ILO staff with whom the message resonates should be invited to connect with the network.

- Publish articles, blog posts, etc. that provide value to ILO's work. For example the GED chief has recently published a blog on gender and the SDGs. Identify useful publications outside ILO and share with the network, but take care not to overload with information. Revive the newsletter or Blog as a source of communication with the network. However for such activities, more human resources are required.  Include articles that easy to read and provide value to the world of work issues. Keep an updated mailing list to ensure that your newsletter reaches your entire audience. A new IT platform was suggested for better communications.

- Express thanks, congratulations to those who achieve significant progress or publish new gender related publications (even if not part of the network). Congratulate Directors of units where work was well done by a member of the gender network. The Directors did not know or appreciate the efforts put in by their staff to mainstream gender in the substantive work of the Branch.

- Broadcast changes in jobs for members of the network. Organise socializing events if there is an event to host. Use informal ways to connect members of the gender network with each other. Encourage members to bring other interested ILO staff to events, which may help to expand the network.

- Organise the gender learning forum once a year, but keep it short and very informative for those who attend. Give adequate notice of forthcoming Gender Network activities. Even if a member of the network cannot attend, because of other work commitments, send them the information and reports. January was considered as a good time, but towards the end of the biennium not so suitable.

- Organise separate meetings for the Gender Coordinators

- Use content management software such as Plone or SharePoint on the intranets or as part of the web presence of ILO was suggested by HRD.

- A gender newsletter that is short would be useful. Disseminate to those who wish to subscribe beyond the Gender Network. The newsletter would have to be carefully written to be inclusive and positive without patronizing ILO staff.

## Annex 8: Summary of strategies for gender equality 2012-15 P&Bs

### Table 4: Strategies for mainstreaming gender outlined in P&Bs

| | Outcome strategies that contain action-oriented gender mainstreaming components 2012-13 | Outcome strategies that contain action-oriented gender mainstreaming components 2014-15 |
|---|---|---|
| **Employment** | | |
| Outcome 1<br>Access to employment | ▪ Strengthening capacity of constituents to advocacy for gender equality in employment policies<br>▪ Focus on women in the informal economy<br>▪ Promote employment intensive gender budgeting<br>▪ Focus on sex disaggregated data | ▪ Improved tools for gender responsive employment policies & programmes to be development<br>▪ Capacity building strategies for transitions to formality with a focus on women's and men's concerns |
| Outcome 2<br>Skills development | ▪ Will feature in work on apprenticeships, community based training and disability inclusion<br>▪ Training to overcome gender stereotyping and occupational segregation<br>▪ Practical advice on meeting special needs of women in balancing work, training and home responsibilities | ▪ Training & employment services to be made accessible to both women /men in rural areas and with disabilities<br>▪ Research findings on overcoming occupational sex segregation in apprenticeship to be disseminated<br>▪ Interventions on disability inclusion & non discrimination applied in one region adapted for use in others |
| Outcome 3<br>Sustainable enterprises | ▪ Entrepreneurship programmes will target excluded groups<br>▪ Policies and technical packages will be designed to help overcome gender related barriers in the labour market<br>▪ Advisory work and capacity building delivered through SCORE programme | ▪ Customized capacity building & advocacy tools to address policy/regulatory obstacles to women's entrepreneurship development<br>▪ All initiatives in Outcome strategy to be gender responsive |
| ▪ **Social Protection** | | |
| Outcome 4<br>Gender equitable social security | ▪ Sex disaggregated social security data to be collected/disseminated<br>▪ Assistance to constituents in collection and analysis<br>▪ Extending social protection to rural women a focus for improved knowledge base<br>▪ Focus on social protection to vulnerable groups | ▪ Policy development & statistics to reflect principles of non-discrimination, gender equality & responsiveness to social needs in line with Recommendation 202.<br>▪ Address the gender-sensitive language in Convention no. 102 examined (through analytical paper to be examined by GB) |
| Outcome 5<br>Working conditions | ▪ Guidelines developed on labour standards for domestic work (girls predominate)<br>▪ Global wages report findings on low wage work and gender dimensions will have follow up work on policy options to address these issues<br>▪ Cooperation on MDG<br>▪ Sex disaggregated data mainstreamed in all work | ▪ Domestic workers focus contributes to improving gender equality in the labour market, covered by working conditions, wages and working time<br>▪ Technical assistance on maternity protection will focus on low income women workers<br>▪ Special attention on the gender pay gap through global analytical reports |
| Outcome 6<br>Safety and health conditions at work | ▪ Research on gender dimensions of OSH conducted in 2010-11. Policy guidance developed.<br>▪ Gender analysis will continue to be central to policy advice on OSH<br>▪ Collect sex disaggregated data related to OSH | ▪ Guidelines on gender mainstreaming in OSH to be used for policy advice and training with constituents.<br>▪ Guidelines to be applied in initiatives so both women and men are involved in OSH decision-making, and to develop sex disaggregated data |
| Outcome 7<br>Migrant workers | ▪ Will pay attention to address gender related issues in policy advice<br>▪ Updates of good practices and data bases on labour migration policies and integration and anti-discrimination will address issues of equality of treatment between women and men migrant workers<br>▪ Practical guidance for integration into workplaces | ▪ Gender equality among migrants promoted through integration of gender concerns in all tools based on an analyses of sex disaggregated data to better understand aspects.<br>▪ Advocacy will focus on putting gender equality on the agenda of migration-related discussion at regional level, ensuring equitable representation of women and men in fora, discussions and training |
| Outcome 8<br>HIV/AIDS at work | ▪ Toolkit on mainstreaming gender in workplace responses to HIV and AIDS developed in 2010-11 will be applied in training<br>▪ Participate in Gender Audits<br>▪ Gender equality indicators to be included in ILO/AIDS M&E framework | ▪ Support to develop policies and programmes that address the different impacts of HIV and AIDS on women, men and sexual minorities.<br>▪ Efforts on gender-based violence, and gender and other obstacles to access rights and services |
| ▪ **Social Dialogue** | | |
| Outcome 9<br>Employers | ▪ Promote equality and non-discrimination to help employers' organization promote women's entrepreneurship & economic empowerment | ▪ Support from ILO Global Business & Disability Network to integrate persons with disabilities into workplace.<br>▪ Global employer policy network will foster strategies and |

|  | Outcome strategies that contain action-oriented gender mainstreaming components 2012-13 | Outcome strategies that contain action-oriented gender mainstreaming components 2014-15 |
|---|---|---|
| organisations | through institution building, advocacy, training.<br>▪ Training will stress importance of sex-disaggregated data | partnerships with members around women's participation in business & management |
| Outcome 10<br>Workers organisations | ▪ Emphasis on the resolution concerning gender equality at the heart of decent work (2009)<br>▪ Training / advisory services will have a view to strengthening women's representation in trade unions, including at decision-making levels | ▪ Ratification campaigns will emphasise standards related to gender equality<br>▪ Gender audit training to be held in Latin America and Asia<br>▪ Strengthening women's representation in unions supported |
| Outcome 11<br>Labour administrations | ▪ Labour administration /inspection systems will be strengthened to better enforce national laws on gender equality<br>▪ Assistance on mechanisms sex-disaggregated data<br>▪ Labour law advisory services provided with a view not to have an adverse or discriminatory effect on women or men | ▪ Training provided to lawmakers, labour inspectors and judges will help to ensure laws are drafted & applied in keeping with principles of gender equality.<br>▪ Training module on labour inspection and gender equality to be adapted to new national contexts, as also guidelines for workplace equality plans. |
| Outcome 12<br>Tripartism & labour market governance | ▪ Will step up efforts to improve gender representation in tripartite social dialogue institutions and active participation of women<br>▪ Support to promote gender equality on agenda of collective bargaining and tripartite social dialogue<br>▪ Training tools on social dialogue and gender equality to be developed | ▪ ILO work with economic & social councils & labour advisory councils to seek to improve the representation of groups such as women (migrants etc.) so their interested more accurately reflected<br>▪ Research on social dialogue to continue focus on manner in which gender is addressed in negotiating agendas<br>▪ Sex disaggregated data on composition of tripartite councils, trade union membership & coverage of collective agreements to be included |
| Outcome 13<br>Sector-specific approach to decent work | ▪ Collection & dissemination of sex-disaggregated data & gender analysis related to employment opportunities/working conditions in specific sectors<br>▪ Priority given to gender differentiated access to sectors traditionally dominated by men, mining, oil and gas, shipping.<br>▪ Research and knowledge on how to promote gender equality in fishing, shipping & transport | ▪ Visibility of gender issues to be increased in all sectoral meetings, research & training activities.<br>▪ Emphasis to be given to gender dimensions in non-standard employment arrangements and to sex disaggregated data<br>▪ Better Work Programme will assist factories in tackling gender-related discrimination and complying with laws that promote access to work for women |
| ▪ **Standards and fundamental principles and rights at work** | | |
| Outcome 14<br>Freedom of Association & Collective bargaining | ▪ Promote awareness of the role of freedom of association & collective bargaining in promoting gender equality<br>▪ Strengthen capacity to organise in areas with a high proportion of women (rural sector, informal economy, EPZs and domestic work sector) | ▪ Gender responsiveness to be reflected in all Outcome 14 strategy.<br>▪ Focused training for women in EPZs to be provided<br>▪ New tools on freedom of association for rural women workers and for domestic workers to be piloted |
| Outcome 15<br>Forced labour | ▪ Policy briefs will include a gender analysis of approaches presented<br>▪ Strengthen monitoring & compliance/regulatory mechanisms to prevent forced labour in areas where there are many forms of discrimination. | ▪ Statistics & research to continue to produce sex disaggregated data and analysis of gender-relevant determinants of forced labour<br>▪ Country based interventions will take into account principles of non-discrimination |
| Outcome 16<br>Child labour | ▪ Emphasis on girl child will continue<br>▪ Better sex-disaggregated data on different tasks of girls and boys and conditions will be made available, so interventions are designed to reach them | ▪ Support to enable constituents to produce sex disaggregated child labour data<br>▪ Needs assessments & research to continue to include analysis of policies /programmes using a gender and discrimination responsive approach |
| Outcome 17<br>Discrimination in employment | ▪ Ratification of Conventions Nos 100 & 101 will be priority, with follow up to the comments of the supervisory bodies supported<br>▪ Gender perspective key in addressing multiple forms of discrimination | ▪ In-depth and gender responsive analyses of existing national legislation to be undertaken to identify obstacles of equal pay for men and women.<br>▪ Efforts directed at improving labour market information systems in relation to the gender pay gap |
| Outcome 18<br>International Labour Standards | ▪ Special attention to promotion of the ratification & implementation of Conventions highlighted by resolution 2009 (Conventions Nos 156, 175, 177 & 183, also 100 &111)<br>▪ Supervisory bodies will pay special attention to gender mainstreaming in application of standards. | ▪ Special attention to be paid to application of key standards on equality of opportunities & treatment, including those covering workers with family responsibilities, maternity protection, domestic workers, and HIV and AIDS, taking into account gender dimensions of the global economic crisis. |
| Outcome 19<br>Integrated approach to Decent Work | ▪ Research & analysis will highlight links between economic efficiency, social justice & gender equality<br>▪ More systematic use of sex-disaggregated data<br>▪ In leveraging international partnerships (UN, IMF, | ▪ Will strive to ensure research and policy papers prepared with other institutions of high-level events and conferences reflect gender and non-discrimination concern<br>▪ Systematic use of sex disaggregated data / data on |

118

| | Outcome strategies that contain action-oriented gender mainstreaming components 2012-13 | Outcome strategies that contain action-oriented gender mainstreaming components 2014-15 |
|---|---|---|
| | World Bank, G8 & G20) policy coherence will include gender equality and non-discrimination in the world of work as a goal. | vulnerable groups promoted in training efforts<br>▪ Training materials will draw from gender audits |

## Annex 9: Gender equality results areas in ILO strategic objectives

**Table 5: ILO Survey respondents view, reports & interview results** [80]

| | Positive examples of gender equality change for this outcome (survey) | Challenges to mainstream gender in this outcome (survey) | Suggestions to address gender equality (survey) | Comments / information from interviews for this evaluation, and information from reports  (interviews) |
|---|---|---|---|---|
| **Employment** | | | | |
| **Outcome 1** Access to employment | ▪ Numerous actions aimed to focus attention on the vulnerabilities of female in employment<br>▪ We report sex disaggregated findings of our analysis more often than before<br>▪ In one programme, targets are set i.e. A target of 55%, 55% youth and 2% people with disability in terms of job targets.<br><br>Examples:<br>▪ Mali: Employment policy promote gender<br>▪ Togo: Government elaborate with the constituents a "Women employment program". | ▪ It is difficult to have sufficient disaggregated data to take into account different gender outcomes systematically<br>▪ The school participation rate of girls at younger ages tend to be lower than boys.  As such, their access to training and employment opportunities is also constrained by the level of education completed.<br>▪ Labour force participation rates for women still lower than those for men. | ▪ Stress that reflecting gender equality challenges in ILO analytical work makes positive impact on approaches of ILO constituents in promoting gender equality.<br>▪ Continue the promotion of equal participation in skills trainings and equal opportunities at work.<br>▪ Policy measures targeted at overcoming employment gaps for women<br>▪ Universal access to education, energy, water, sanitation and ICT are fundamental.<br>▪ Addressing gender issues should not be left to the sole discretion of the colleagues, it must also be evaluated. | The Gender Coordinator for employment provided extensive details on publications, and knowledge sharing events that had a focus on gender equality.[81] Details were also provided on support provided by ILO to the formulation of National Employment Strategies where gender has been fully integrated throughout the strategy (from Morocco, Burkina Faso, Ghana and Turkey). Some senior gender specialists also provided examples such as in Benin, the Government with the support of the ILO formulated a Women's Special Employment Program and in Mali and Ivory Coast the National Employment Policy integrated gender issues.<br><br>In 2013, the Employment Department of conducted an evaluation of the gender dimensions of national employment policies (NEPs), focusing on 24 countries, based upon ILO interventions (see Box 7), which informed a resource guide<br><br>Many guides and publications were prepared for the Employment Strategic Objective and are listed in Annex 10. Of note are gender guidelines just published on the Employment Intensive Investment Programme (EIIP). Following a review of the gender dimension in EIIP Programmes in 30 countries, guidelines for gender-responsive EIIPs were produced. |
| **Outcome 2** Skills development | ▪ Explicit promotion of equal access and participation of both young women and men to skills trainings especially those supported by ILO. | ▪ The girl children still face a plethora of challenges that inhibit the majority of them to reach their full potential in terms of | | The gender coordinator outlined that support was provided for vocational training for young women and men, disaggregating the types of services broadly required for both groups (Ecuador was given as an example). |

---

[80] Note no specific comments were provided for Outcomes 6, 12, 14 & 15.
[81] Note: Annex 10 contains a comprehensive list of all gender related outputs for the Employment Sector

| | Positive examples of gender equality change for this outcome (survey) | Challenges to mainstream gender in this outcome (survey) | Suggestions to address gender equality (survey) | Comments / information from interviews for this evaluation, and information from reports (interviews) |
|---|---|---|---|---|
| | | education and skills. For example they always get involved in intensive household chores from an early age such as responsibility for heat (e.g. fire wood collection) and water; they are exposed to sexuality voluntary or by force resulting in child pregnancies; and in some cultures girls are not prioritised for education. | | |
| **Outcome 3** Sustainable enterprises | ▪ Women's Entrepreneurship Development has specific tools to promote women in enterprise. All tools are gender sensitive and we seek gender balance in targeting through our projects/interventions/activities and in the strategy for enterprise development.. ▪ Woman entrepreneurship, GBV and business development  GBV and global supply chains | ▪ Cultural barriers in certain communities | | The Irish Aid funded WED-EE programme was implemented in Uganda, Kenya and Tanzania. The final evaluation will be available by the end of 2015. As mentioned under Indicator 11 the Enterprise Unit was one of the ILO headquarters units who were implementing recommendations from a gender audit. The recommendations were summarized into 6-8 sets of recommendations, and discussed at a Global Enterprise Retreat. |
| **Social Protection** | | | | |
| **Outcome 4** Gender equitable social security | ▪ Gender issues are strongly emphasized in the work under this outcome. ▪ Promoting Gender equality in social protection policies to member states in line with ILO Recommendation 202 ▪ Prepared four feasibility studies specific to the affordability of maternity benefits. | ▪ One of the main challenges in the extension of social security is coverage of workers in the informal economy where women are over represented. ▪ The call for a universal approach and two dimension extension strategies embedded | ▪ GED produces excellent material but collaboration by others to take it up could be improved. ▪ Working more with GED ▪ *However the evaluator noted that GED and the Social Protection Dept just published Cash transfer programmes, poverty reduction and empowerment of women in South Africa, (November 25* | A comparative analysis of cash transfer programmes, poverty reduction and empowerment of women produced in 2013, based on experiences from Brazil, Chile, India, Mexico and South Africa. An interview with the gender focal point on social protection highlighted that disaggregation of those obtaining social protection is an integral part of the sectors work. Social insurance contributions for women and men, mortality tables, specific circumstance of women, maternity protection schemes all require disaggregation. The social protection department recognizes that women are disproportionally affected by a lack of coverage, and that women are likely to be in the informal economy, and are responsible for children. Although the concept *Social Protection Floor (*a minimum level of protection for all) does not in principle only target women as a 'vulnerable group' per |

| | Positive examples of gender equality change for this outcome (survey) | Challenges to mainstream gender in this outcome (survey) | Suggestions to address gender equality (survey) | Comments / information from interviews for this evaluation, and information from reports (interviews) |
|---|---|---|---|---|
| | | in ILO recommendation 202 addresses the issue of gender equality for this outcome. | *2015)*[82] | se, issues around maternity, medical provisions, pensions, equalizing the retirement age all require technical policy advice with disaggregated evidence based data.<br><br>In some countries specific action was required on minimum wages and social protection. |
| **Outcome 5**<br>Working conditions | ▪ Increasing number of ratifications of C189, more gender-sensitivity at policy level. ILO's work on domestic work which is a sector that is predominantly composed of women workers has been particularly positive as well as ILO strategy on domestic work<br>▪ In the FYR of Macedonia, the ILO funded an assessment of legislation, policies and practice on maternity and paternity at work in the country, and conducted a tripartite workshop in 8-9 July 2014 on "*Promoting a family-friendly environment with improved maternity protection*" to validate the findings of the report and suggest recommendations. As a result, amendments to the labour law extended maternity protection for workers with fixed-term contracts. | ▪ Care work is under valued continuously | ▪ Address issues of intersectionality, LGBTI rights | Many interviewed during this evaluation reported on the success of ILO Domestic Workers Convention (189) being adopted in 2011.<br><br>Funding through the Government of Sweden (Sida) towards Outcome 5 allowed ILO to provide technical support for follow-up actions in relation to C189 and the *Resolution concerning efforts to make decent work a reality for domestic workers worldwide* adopted by the International Labour Conference in June 2011. Funding allowed ILO to operationally explore ways in which national governments could be facilitated to implement and enforce measures to make decent work a reality for domestic workers in line with Outcome 5 measurement criteria. 'Global Products' were also developed with the production of a new knowledge base and policy tools in selected policy themes, prepared with the participation of several units (e.g. on equal pay, or domestic work)<br><br>Specific attention on gender pay gap issues. Constituents in Cape Verde and Botswana examined minimum wage policy options for vulnerable workers including domestic workers. |
| **Outcome 6**<br>Safety & health at work | | | | Some information located from 2014 on importance of integrating the gender perspective in OSH policies. ILO stress that if health promotion policies in the field of occupational safety and health (OSH) are to be effective for both women and men, they must be based on more accurate information about the relationship between health and gender roles. |
| **Outcome 7**<br>Migrant workers | | ▪ Gender equality issue remains a marginal matter, usually only focused on vulnerable women and not sufficiently from an | ▪ There is a need to develop a strategy on gender equality and migration, with a specific focus on women in vulnerable situations and multiple grounds of discrimination, and a | ILO primarily striving to include <u>labour</u> on the agenda of work for international migrants.[83] As the migration process contains complex challenges, it can be tough also keeping gender equality issues on the agenda. ILO highlights that 48 percent of all international migrants are women, who are increasingly migrating for work. The sexual exploitation of migrants and young migrants in particular means that there is a gender specific focus in migrations work (with an estimated 1 in 8 between 15 -24 years). |

---

[82] Sophie Plagerson and Marianne S. Ulriksen http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_428635.pdf
[83] Although migrant workers contribute to growth and development in their countries of destiny, globally governments tend to focus tends to be on stopping migration, rather than allowing work permits.

|  | Positive examples of gender equality change for this outcome (survey) | Challenges to mainstream gender in this outcome (survey) | Suggestions to address gender equality (survey) | Comments / information from interviews for this evaluation, and information from reports (interviews) |
|---|---|---|---|---|
|  |  | empowerment perspective. This often leads to a protection approach which de facto limits women choices and opportunities, such as policies limiting women migration (e.g. age bans for migration of women), which are adopted with the aim of 'protecting women' but that de facto push women into more irregular migration channels.<br>▪ Gender analysis is rarely conducted and the issue of man and masculinity hardly recognized. | component on man and masculinity.<br>▪ Develop tools/ advocacy materials on women migrant workers based on gender analysis.<br>▪ Important to include a component on migration in the women at work centenary initiative.<br>▪ Specific gender equality training of technical cooperation staff in migration would be useful. | Workshops have discussed these linkages between gender and migration over the years. Most recently a three-day workshop in Malta organised in October 2015, by a range of institutions including ILO[84] focused on enhancing gender-sensitive labour migration policies in countries of origin and destination in the Mediterranean region concluded that more effective labour migration policies and greater attention to their gender aspects allow maximising the benefits of legal migration. |
| **Outcome 8**<br>HIV/AIDS at work | ▪ Access to social protection, prevention and treatment and economic empowerment interventions.<br>▪ The adoption of the Recommendation No. 200 on HIV and AIDS calls for measures to be taken to reduce the spread of HIV and mitigate its impact by ensuring gender equality and prevention harassment and violence at work. Workplace policies and programmes developed on HIV and AIDS since the adoption of the | ▪ Each country's socio-economic and cultural context.<br>▪ Low woman status is root of problem. Women belonging to most excluded section of excluded groups, double and triple discrimination<br>▪ Gender mainstreaming has long been dealt with in HIV field prior to | ▪ Be on top of the global trend and continue strengthen objective<br>▪ Scientific research and sound,(not activist) communication and advocacy.<br>▪ Gender should be mainstreamed more systematically.<br>▪ Replace gender by women worker's rights, clearly gender approach is too soft and not leading to fundamental; changes in world of work, anywhere | Interviews with staff at ILOAIDS revealed that this outcome contains a lot of entry points for a focus on gender issues and ILO had a strong focus on single headed households of women located in economically depressed areas. However ILOAIDS recognize that adolescents and girls in particular are often excluded. PEPFAR[85] outline how girls and young women account for 71 percent of new HIV infections among adolescents in sub-Saharan Africa.<br><br>Since 2011 the ILO has established a programme along Zimbabwean transport corridors[86] that provides HIV prevention and care services for transport workers and populations operating along these corridors. This programme includes a focus on business-related services that enable vulnerable populations to start or improve their business, or form cooperatives and access funds. Target groups for business-related services are often sex workers. |

---

[84] Office of the Co-coordinator of OSCE Economic and Environmental Activities in co-operation with the International Labour Organization, the International Organization for Migration and the OSCE Office for Democratic Institutions and Human Rights, and with the financial support of Germany and the Principality of Monaco.
[85] The US President's Emergency Plan for AIDS relief
[86] in Chirundu, Kotwa, Nyamapanda, Beitbridge and Ngundu

|  | Positive examples of gender equality change for this outcome (survey) | Challenges to mainstream gender in this outcome (survey) | Suggestions to address gender equality (survey) | Comments / information from interviews for this evaluation, and information from reports (interviews) |
|---|---|---|---|---|
|  | Recommendation have included these principles.<br>▪ Several studies regarding caste, ethnicity and gender completed<br>▪ Gender equality was stated here to have been well integrated into this outcome overall. | the 2010 ILO plan of action on gender. However, in Outcome 8 LGBTI was not previously tackled by the ILO's gender group, which focused on classic women issues only (until recently). |  | ILOAIDS has focused on non-discrimination through collaboration with other UN agencies. In a joint statement United Nations entities called on States to act urgently to end violence and discrimination against lesbian, gay, bisexual, transgender and intersex (LGBTI) adults, adolescents and children (see good practices section 5).<br><br>ILO is also focused on voluntary testing at work and have reached out to 3 million workers. Traditionally women volunteer more for testing, as they are more likely to be in contact with health systems. However through the workplace, ILO are able to reach more men. They are encouraging testing at military barracks, plantations and so on. Those working directly in ILOAIDS collaborated very well with GED and on a LGBT project. |
| **Social Dialogue** | | | | |
| **Outcome 9**<br>Employers organisations | ▪ Employers Organisations Reaching out to Women Entrepreneurs | ▪ There are no tailor made programmes for this outcome to mainstream gender (according to questionnaire respondent) | ▪ Tailor made programmes should be developed for employer organisations to mainstream gender. | "Women in Business and Management: Gaining Momentum" published using ILO/Norway partnership funds (available in Eng, Fr, Sp & Arabic). The report contains good practices and experiences from different regions, up-to-date statistics, measures and initiatives on advancing women in business and management. Strong business case for advocacy on gender equality presented. Received worldwide media coverage and good feedback from ILO constituents and partners. The DG made reference to the report at the World Economic Forum in Davos in January 2015.<br><br>In 2012-13 5 regional workshops were conducted, which brought employers, private sector representatives and gender experts 57 countries together. Two major global conference organized.<br>1. London in April 2015 to further promote women in business and management and to share experiences and solutions aimed at achieving better business results. (with support from Norway, IFC & CBI)<br>2. Asia-Pacific High-Level Conference on Women in Business and Management in Singapore in July 2015 (with support from SNEF).<br><br>An interregional experience-sharing conference was organized in collaboration with ITC-Turin to develop concrete guidance tools for employers and women's business associations through in-depth sessions on lobbying, communications and services provision e.g. training and mentoring schemes. A video film was produced to highlight examples of good practice conducted by employers' organizations in Fiji, Montenegro and Uganda with the aim to promote women in leadership and women entrepreneurs. |
| **Outcome 10**<br>Workers organisations | ▪ Increased attention of Trade Unions on gender equality . | ▪ Formalism of Employers and Governments in approaching the issue.<br>▪ Budgets to finance women's activities in | ▪ Develop a 'standard'<br>▪ Budget available for women's organisations  in trade union | According to a senior gender specialists, in Mali, Burkina Faso and Sénégal the Central Trade Union developed a common action plan for equality between men and women in trade unions. |

|  | Positive examples of gender equality change for this outcome (survey) | Challenges to mainstream gender in this outcome (survey) | Suggestions to address gender equality (survey) | Comments / information from interviews for this evaluation, and information from reports (interviews) |
|---|---|---|---|---|
|  |  | workers organisations especially in the coalition and platforms remains low. |  |  |
| **Outcome 11** Labour administrations | ▪ Labour inspections know more about gender equality. Now lots of more awareness about domestic workers<br>▪ Senegal: labour administration mainstream gender into control slips | ▪ Resources - HR and financial | ▪ A policy briefs, data/information on gender in OSH and labour inspection<br>▪ Addressing gender issues should not be left to the sole discretion of the colleagues, it must also be evaluated. |  |
| **Outcome 12** Tripartism & labour market governance |  |  |  | The Gender Coordinator outlined progress towards targets.[87] In a recent progress report to the GB , one  section out of 16 focused on work to assist countries to mainstream gender equality in social dialogue, highlighting:<br>• Guidelines developed to prevent and address, through social dialogue, violence & sexual harassment for women workers in EPZs.<br>• Technical brief on social dialogue & gender equality in G20 countries<br>• Code of Conduct on Sexual Harassment in the Workplace for Vietnam developed by the tripartite constituency, endorsed in 2015<br>• Research undertaken on integrating gender equality into "collective consultation" in China<br>• Sex-disaggregated data on tripartite social dialogue institutions for African countries collected for brief on gender equality & social dialogue<br>• Report published in 2014 on "Gender equality in collective bargaining (analysis of collective agreements in Central America and Dominican Republic)"<br><br>One of the 8 lessons learned was that promoting gender equality in social dialogue remains challenging, & difficult to review because of the lack of sex-disaggregated statistics on the participation of men and women in tripartite social dialogue institutions.<br><br>GOVERNANCE/DIALOGUE has stepped up efforts to support policies to improve the representation of women in social dialogue processes and institutions. The Gender Coordinator for Social Dialogue and Tripartism outlined some success in India, where the state has now agreed to introduce a gender balance in social dialogue, demonstrating collaboration between the field gender specialists, GED and ILO Social Dialogue specialists.  Demanding to keep gender issue on the agenda as there can |

---

[87] At latest GB Session, there was a follow-up to the discussion on social dialogue at the 102nd Session of the International Labour Conference (2013) with regard to the implementation of the social dialogue plan of action. This was the 325th Session, Geneva, 29 October–12 November 2015

|  | Positive examples of gender equality change for this outcome (survey) | Challenges to mainstream gender in this outcome (survey) | Suggestions to address gender equality (survey) | Comments / information from interviews for this evaluation, and information from reports (interviews) |
|---|---|---|---|---|
|  |  |  |  | sometimes be a negative reaction initially. The importance & value of this focus was demonstrated by highest marks received on this session in training evaluations at the *Academy of Social Dialogue* held with ITCILO.<br><br>A recent short policy brief on Promoting Social Dialogue in the Rural Economy, contains a box on how mainstreaming gender equality in all forms of social dialogue in the rural economy is an important issue for the ILO, and the necessity of highlighting the role that women can and should play in the rural community. |
| **Outcome 13** Sector-specific approach to decent work | ▪ There is greater awareness now | ▪ Gender equality is not prioritized with the constituents in terms of their delegations & work.<br>▪ Harassment creeps into our work & the work environment, particularly in the field offices, where sexism is allowed to persist either subtly or directly- and staff & constituents are not held accountable for creating a hostile environment.<br>▪ It was noted that at national level it can be more difficult to put gender equality issues on the agenda. Much depends on constituents.[88] | ▪ Senior staff and management should undergo gender sensitivity training, which incorporates both education about inappropriate behaviour and recommendations for better gender programming. Obviously some type of assessment should be conducted to determine who needs such training. Ideally that process would include some type of 360 interviews so that subordinates and piers could identify the staff who needs to be targeted.<br>▪ With regard to training, SECTOR could probably pay more proactive attention to gender equality issues in ToRs for trainers.<br>▪ Funding for research papers that examine sectors where females are predominant is required. ILO databases should also strive to improve in their disaggregation of male / female.[89] | According to an ILO officer, SECTOR[90] include gender analysis in research, when it is important for constituents to understand something particular – e.g. the conditions of work for teachers or women and water. SECTOR run 10 global tripartite meetings per biennium (or 5 per year), where decent work in a specific sector is examined. Specific issues women workers are facing are discussed, although more often when there is an obvious link. For example textiles discussed wages and working hours or the hotel catering sector. Other sectors are more difficult such as the marine or transport. Recent work on transport corridors included a focus on HIV/AIDS and sex workers. In global supply chain work, gender equality issues are often most obvious, such as the rural economy and plantation workers.<br><br>Two interviewed during the evaluation stated that the background and issue papers prepared usually strive to have reference gender related concerns. Depending, meetings may ask for gender related recommendations.<br><br>Many existing partnership with other UN bodies focus on gender dimensions. In particular FAO's work on rural areas, food security, water. For example UN WOMEN and ILO worked together to produce Country Case Studies in Senegal, Panama and the Philippines on women and water.<br><br>SECTOR try to promote women attendees in invitations. |
| **Standards & fundamental principles & rights at work** | | | | |
| **Outcome 14** | | | | Two manuals on Freedom of Association produced i) for Women Rural Workers and for |

---

[88] Noted in interview not survey
[89] Noted in interview not survey
[90] SECTOR undertakes research, meetings, training or capacity building and partnership with other UN agencies.

| | Positive examples of gender equality change for this outcome (survey) | Challenges to mainstream gender in this outcome (survey) | Suggestions to address gender equality (survey) | Comments / information from interviews for this evaluation, and information from reports (interviews) |
|---|---|---|---|---|
| FoA Collective bargaining | | | | ii) Women Workers in EPZs.<br><br>According to the SIDA partnership progress report in 2014: Funds from the Partnership were used to organise preparatory work on intervention models in the plantations sector, training activities for women workers in the rural sector and in EPZs, training exercises on freedom of association for resource management, line managers and workers in factories. For example in the Philippines, 43 new officers of workers' organizations from Mindanao and Visayas were trained on basic leadership skills, trade union administration, Decent Work, ILS, gender and climate change.<br><br>A fact sheet on gender and freedom of association was prepared (as part of Fundamental Principles and Rights at Work series of fact sheets).<br><br>IR Data's questionnaire for trade union membership and collective bargaining coverage asked for sex-disaggregated data and, as a result, the policy brief on *"Trends in collective bargaining coverage: Stability, erosion or decline?"* reported on collective bargaining coverage by gender |
| **Outcome 15** Forced labour | | | | Other than statistical data being sex disaggregated, information on gender and forced labour not located during this evaluation (women and girls represent 55% of those in forced labour). A 2014 study on The Economics of Forced Labour investigated the underlying factors that drive forced labour, and stressed that the impact of the gender (as in sex) of the head of household on the likelihood of its members being victims of forced labour appears to be clear: households headed by women were more likely to be affected by forced labour than those headed by men.[91] |
| **Outcome 16** Child labour | ▪ The decrease in the number of girl child in child labour | ▪ Ensuring that boys are not left behind. The focus has too often been on the girl child. | ▪ Further focus on forced marriages/child marriages is needed. | A range of publications were found on IPEC's webpage, including those focused on collecting data on violence against children, getting girls and boys out of work and into school, and assessing the gender gap using evidence from surveys. |
| **Outcome 17** Discrimination in employment | Assistance to the following countries:<br>▪ South Africa - new regulations on pay equity;<br>▪ Vietnam: new Code on Conduct on Sexual Harassment<br>▪ Jordan - establishment of national committee on pay equity;<br>▪ In the FYR of Macedonia, the ILO funded an assessment of legislation, policies and practice on maternity and paternity at work in | ▪ Challenge is that if you don't subscribe to this outcome (which was undersubscribed in some regions) then where was gender equality? Also the promotion of non-discrimination is not the sum of gender equality. It takes a | ▪ Focusing more on reporting and implementation capacity towards the standards, linkages to other outcomes where gender equality is promoted and contributes to the standard.<br>▪ There is no outcome on non-discrimination in 2016-17 P&B | Activities to advance gender equality in the world of work are, for programmatic purposes, housed under Outcome 17 (non-discrimination). However the gender-mainstreaming work is explicitly linked to the Outcomes that the Gender, Equality and Diversity Branch assists the Outcome coordinators in ensuring there is a gender dimension to the work.<br><br>The Sida and Norway-ILO Partnership Programmes provide for a specific component on gender mainstreaming. The focus was on working with the other Outcomes being supported to ensure that their outputs and activities are implemented in a way that pays attention to the needs of working women and men alike. |

---

[91] http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_243391.pdf

| | Positive examples of gender equality change for this outcome (survey) | Challenges to mainstream gender in this outcome (survey) | Suggestions to address gender equality (survey) | Comments / information from interviews for this evaluation, and information from reports (interviews) |
|---|---|---|---|---|
| | the country, tripartite workshop July 2014 on "Promoting a family-friendly environment with improved maternity protection". As a result, amendments to the labour law extended maternity protection for workers with fixed-term contracts.<br>■ Ratification of C189 - Promotion of non-discrimination among constituents<br>■ More funds have been made available at HQ level which have been important in implementing targeted initiatives in the field | holistic approach and we also have other key gender equality conventions (C183, C100, C156 - C189) etc. | | An Independent Final Evaluation of Outcome 17: Gender Mainstreaming with the support of Sweden and Norway Partnership Agreements found that there were some very good gender equality mainstreaming activities carried out under all Outcomes 2,5,9,10,11,14 although the documentation and reporting of these activities may underestimate their true significance. The evaluation suggested gender mainstreaming in TC could be strengthened by a more robust presentation of issues in the P&B; and by the establishment of a conceptual framework and guidelines for gender equality mainstreaming in TC. At the headquarters level there is a need for better planning and reporting of resources dedicated to the Global Product, as well as for much more vigorous sharing of information and experience between countries and regions.[92]<br><br>Those working Central and Eastern Europe (ILO staff and constituents) stated that a focus on economic empowerment resonates very well in their region; along with economic empowerment a focus on rural women is important. |
| **Outcome 18**<br>International Labour Standards | ■ Some new tools were prepared with the participation of several units (e.g. on equal pay, or domestic work) | ■ Not really, since these outcomes focus on equality and related ILS | ■ More staff training and more accountability on the quality of the work | The focus on the new Convention (2011) on domestic workers was mentioned by many during the course of this evaluation at important and working well.<br><br>Many reported on the solid work that has recently been done related to Convention 183 on Maternity Protection (GED leading on this). For example in Senegal, Convention 183 on maternity protection is an indicator of the Action Plan of the National Development Program entitled "Emergent Senegal." The National Assembly voted unanimously the ratification of Convention 183. Under the gender mainstreaming component of the ILO/Norway Partnership Agreement, Promoting Maternity Protection and Work-life balance in the Southern African region workshop took place in South Africa, in September, 2014. The focus was on strengthening the capacity of employer's organizations to contribute to maternity protection in the Workplace. The workshop report alleged that participants from 10 countries in the region were in a stronger position to inform policy and legislation on maternity protection and thereby motivate for the adoption of family-friendly workplace solutions. Evidence of this is not yet available.<br><br>Another specific example is that standards pertaining to discrimination and equal pay were integrated into existing training of Ethiopian constituents on ILS - Ethiopian constituents working on gender issues were supported to attend the training – the impact of this training is not yet known.<br><br>Work with the Ministry of Labour in Moldova was mentioned by a few interviewed as an example of results achieved (provision for workers with family responsibilities) |

---

[92] Independent Evaluation of Outcome 17: Gender Mainstreaming with the support of Sweden and Norway Partnership Agreements-Final Evaluation (2014, Jane Haile) http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_342383.pdf

|  | **Positive examples of gender equality change for this outcome (survey)** | **Challenges to mainstream gender in this outcome (survey)** | **Suggestions to address gender equality (survey)** | **Comments / information from interviews for this evaluation, and information from reports (interviews)** |
|---|---|---|---|---|
|  |  |  |  | Follow-up on the impact of these examples is required. Research on 'Gender Equality and Non-Discrimination in the Maritime Convention' was undertaken (with a view to developing a training module later). |
| **Outcome 19** Integrated approach to Decent Work | ▪ ILO Gender Audit is now an acknowledged instrument in other organizations. |  | ▪ More general public information on the issues needed. |  |

## Annex 10: Employment Sector's progress in addressing gender equality

The submissions for the (2014-2015) Implementation Report from the Employment Section included quite a bit of detail on gender related achievements. For example:
1) **Employment Intensive Investment Programme**
   - In 2015 a specific gender guide on employment intensive investment programmes and projects was published entitled Public Works Programmes: A strategy for poverty alleviation. The gender dimension revisited in Employment-Intensive Investment Programmes in 30 countries in Africa, Asia, Latin America and the Caribbean. This guide was produced by Nite Tanzarn, Maria Teresa Gutierrez from the Development and Investment Branch of Employment Intensive Investment Programme
   - A specific module on gender and disadvantage populations has been included as part of the regular course of Public Employment and Investment Learning Forum.
   - A Consultancy on rights based approach on ILO rural labour based infrastructure programmes is on-going. The study targets women and disadvantaged indigenous and tribal people.

2) **Sectoral approach for employment promotion (including Trade and Employment)**
3) **Informal Economy**
   Standard-setting item:
   - Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204) clearly indicates in the guiding principles that women is one of the vulnerable groups in the informal economy and need special attention.
   Technical support:
   - Strategic Policy Framework 2010–15, Indicator 1.6: Number of member States where, with ILO support, governments, employers' and/or workers' organizations have taken initiatives in policy areas that facilitate transition of informal activities to formality. One of the measurement criteria is a gender-sensitive and effective policy initiative/reform is adopted by one of the tripartite constituents, that facilitates transition to formality.
   Capacity building:
   - The Academy on Formalizing the Informal Economy, taking place in 2014 at ITCILO, included a plenary on equality and non-discrimination which is directly linked to gender
   - The Regional Tripartite Workshop on Transitions to Formality and Decent Work, taking place in October 2015 in Kathmandu, Nepal, included a session on equality and non-discrimination for workers and enterprises in the informal economy. Support to facilitate this session was provided by the Gender Specialist from ILO-New Delhi.
   - The Regional Conference on the Formalization of the Informal Economy, taking place in September 2015 in Budva, Montenegro, addressed the aspect of vulnerability of women in the informal economy and the need of their participation in social dialogue process.
   - The Atelier sous-régional de partage d'expériences sur la transition vers l'économie formelle – Afrique francophone, taking place in October in Dakar, Senegal, addressed the aspect of gender in certain female-dominating sectors, for instance, formalizing beauty and hair salon in Benin.
   - The Regional Knowledge Sharing Forum for Latin American Countries, taking place in August 2015, in Lima, Peru, included a session on policies for the formalization of vulnerable groups, domestic workers, rural workers and youth that included the gender aspect.
   - The Global Knowledge Sharing Forum on the Transition to Formal Economy, taking place in November 2015, in Turin, Italy, includes session of country experience sharing on addressing decent work deficits for vulnerable groups which is directly linked to the gender aspect.
   Publications
   - Women and Men in the Informal Economy: A Statistical Picture, published in 2013 (http://www.ilo.org/stat/Publications/WCMS234413/lang--en/index.htm)
   - The Informal Economy and Decent Work: A Policy Resource Guide supporting transitions to formality, published in 2013. Chapter 6.1: Promoting women's empowerment: a gendered pathway out of informality (http://www.ilo.org/emppolicy/pubs/WCMS212688/lang--en/index.htm)

4) **Fragile States and Disaster Response**

5) **Skills and Employability**
   **A policy brief on the g**ender divide in skills development was prepared[93]

6) **Youth Employment Programme**
   A gender, youth employment and self employment learning brief is in preparation, as part of a package on decent work for youth.

   **S. Kring and S. Elder,** *Labour market transitions of young women: A gender analysis of the ILO school-to-work transition surveys***, Work4Youth Publication Series No. 30** (Geneva, ILO) (publication expected in 2015).

7) **Country Policy Development and Coordination Unit**

   a. **Support to projects and technical assistance/advice related to national employment policies:**

   - Support to the formulation of a National Employment Strategy (NES) in Morocco: a gender dimensions have been fully integrated throughout the NES, and a gender expert is currently recruited to provide advice for the development of an accompanying Action Plan.
   - In Burkina Faso, in the context of up-dating the National Employment Policy, specific analysis is being undertaken on gender dimensions of labour market to identify the barriers faced women in entering the labour market. A workshop was organized on Integration of Gender Equality in the National Employment Policy based on this paper.

   - Ghana NEP: "Measures to improve gender equity in employment and enhance women's access to productive employment opportunities" is one of the pillars of Objective 2 on the quality of employment.

   - In view of the extremely low participation and high unemployment of women in the labour forces of Oman and Saudi Arabia, gender equality and enhancing women's employment were selected as central thematic modules of country-specific NEP training courses that were organised for those two countries in 2014 and 2015.

   **Formulation of National Action Plan on Gender Equality and training programmes, PES Gender Audit in Turkey**

   EMP/CEPOL  (EMP/LAB) has been providing technical advice and support to "More and Better Jobs for Women" project in Turkey , in particular for a training course on Gender in Employment Policies held at the ILO Turin Centre; and providing guidance to a gendered assessment of the Public Employment Services in Turkey (in 4 provinces)  - see further details below:

   o The Turkish Employment Agency (ISKUR) strengthened capacity to promote access of women to jobs through increased awareness and knowledge at the management level on how to mainstream the gender equality principles set in the National Action Plan on Gender Equality (2015-2020) into the operation of the public employment service.
   o In September 2014, "A Gender Equality and Employment Policies training programme" was designed at the ITC-ILO Turin Training Centre for the National Technical Team members including İŞKUR personnel in order to increase their capacity on gender equality, women's employment and employment policies.
   ISKUR management learned how to use gender analysis and auditing tools to assess the employment services offered to women jobseekers

---

[93] Produced by the SKILLS Branch/former Department http://www.ilo.org/public/libdoc/ilo/2014/114B09_64_engl.pdf

o   ILO designed and carried out in a participatory manner with ISKUR a review and an audit on current practices in the provision of public employment services from a gender equality perspective. The review covered four provinces of the project "More and Better Jobs for Women" funded by the Swedish International Development Cooperation Agency (SIDA) is implemented: Ankara, Bursa, Istanbul and Konya. This review identified core areas of service and set up the initial baseline on gender mainstreaming in ISKUR to benchmark progress main in gender mainstreaming and also recommends revisions needed.

o   Additionally, the Labour Market Survey being conducted regularly by ISKUR has been reviewed with gender lenses and new questions on women's employment are integrated into the survey. The revised surveys have been conducted across the country.

o   - **Sri Lanka**: The country has adopted a National Human Resources and Employment Policy in 2012, which has a section on Gender mainstreaming, including specific policy measures - see the policy document:  http://www.nhrep.gov.lk/images/pdf/nhrepfinal.pdf ;

o   - **Seychelles**: The country adopted a National Employment Policy in 2014, which has fully integrated gender equality and non-discrimination issues in the policy measures: see the policy document -http://www.employment.gov.sc/phocadownload/nepolicy.pdf  .

### Vocational guidance and job counselling for young women and men in Ecuador

ILO provided support to the Ecuadorian Ministry of Labour to implement vocational guidance and job counselling tailored to the needs of young men and women in the Cities of Quito, Guayaquil, Manta y Babahoyo. An operations manual was also developed to guide the work of employment counsellors serving young women and men. Emphasis was made on the need to provide vocational guidance in a way that encourages young women to consider pursuing non-traditional occupations.

### Developing integrated training and labour intermediation systems in Central American countries

ILO's Sub-regional Programme for Developing Integrated Training and Labour Intermediation Systems (FOIL) was implemented by DWT/CO-San Jose with funds from the Spanish Agency for International Development Cooperation (AECID). The programme unfolded over the period 2006-2015 and promoted the development of integrated systems of vocational training, job-search support and vocational counselling in Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, Panama and the Dominican Republic. Migrant workers and women were specific target populations of FOIL's intervention. The operational process of public employment services in the countries covered by FOIL were streamlined and services adapted to socially disadvantage groups, mainly women. Within the framework of the programme the following training materials were developed:

o   Guide: Igualdad de género y no discriminación en la gestión del empleo. Guía para la acción. 2014, (OIT-San José).

o   Brochure: Cómo puedo ofrecer un servicio sin discriminación de género.-"Consejos prácticos para gestores y gestoras de empleo". 2014 (OIT-San José)

o   Tool: Diagnóstico de situación de la igualdad de género en la formación profesional. 2013 (OIT-San José).

### Notes on Public Employment Services in Latin America and the Caribbean

A collection of notes about public employment services in selected Latin American and Caribbean countries provides an overview of the main trends and innovations in provision of employment services and activation strategies, active labour market policies and the regulation of private employment agencies.  The notes emphasis on the importance of adapting service provision to women and provides more specific information on good practices in Costa Rica and Paraguay.

b.   **Capacity building**

- EMP/LAB jointly with GED and ILO ITC a Staff Workshop on Gender Issues in Employment Policies in October, 2014 (all the 6 field based Senior Gender Specialists and 4 Employment Specialists attended the entire workshop, and additional total of 11 colleagues from GED and EMP/CEPOL, as well as from the Research Department and Development and Investment Branch contributed/attended the workshop.
- Specific gender in employment policies session has been organized at the annual Employment Policy Course, held at ILO-ITC, Turin, since 2011.
- Specific gender session was also organized in employment policy workshops in Rwanda.

c. **Research/publications:**

- Kucera, D. and Tejani, S. 2014. "Feminization, Defeminization, and Structural Change in Manufacturing" in *World Development* Vol. 64, pp. 569–582, 2014.
- May, A.M., McGarvey, M. G. and. Kucera, D. C. 2015."Gender and European Economic Policy: A Survey of the Views of European Economists on Contemporary Economic Policy" (draft report – mimeograph, 2015)
- Global employment trends for women - http://www.ilo.org/global/research/global-reports/global-employment-trends/WCMS195447/lang--en/index.htm (Geneva, ILO 2012).
- Dasgupta, S. et. al. Women in the labour market in China (http://www.ilo.org/public/libdoc/ilo/2015/487966.pdf) this was done by the Decent Work Team, Bangkok.
- Sparrebom, T. 2014. Gender equality, part-time work and segregation in Europe.: [Special topic :] Women's labour force participation: gendered patterns and trends (http://labordoc.ilo.org/record/461004?ln=en) - done by a colleague who now works in MIGRATION but earlier in Research Department;
- Otobe, N. 2013.Globalization, employment and gender in the open economy of Sri Lanka (Employment Working Paper No. 138) http://www.ilo.org/employment/Whatwedo/Publications/working-papers/WCMS212721/lang--en/index.htm.
- Otobe, N. 2014. Promoting women's economic empowerment through productive employment and social protection - http://www.wider.unu.edu/publications/working-papers/2014/enGB/wp2014-091/.
- Otobe, N. 2014. Resource guide on gender issues in employment and labour market policies - http://www.ilo.org/employment/Whatwedo/Instructionmaterials/WCMS243015/lang--en/index.htm
- Gouldine, C. 2013. Gender dimensions of national employment policies: a 24 country study - http://www.ilo.org/employment/Whatwedo/Publications/working-papers/WCMS229929/lang--en/index.htm;

Also, the Regional Office for Asia and the Pacific commissioned studies on the issues of gender equality in the labour market in the Republic of Korea and Japan, which are guided by Decent Work Team in Bangkok - the publications will be finalized by the end of this biennium.

---

**ILO Employment achieved the following research results and produced the following publications during the period of the Action Plan:**

Global employment trends for women 2012. [94]
Dasgupta, S. *et. al*. Women in the labour market in China.[95] The Regional Office for Asia and the Pacific commissioned studies on the issues of gender equality in the labour market in the Republic of Korea and Japan, which are guided by the Decent Work Team in Bangkok. These publications will be finalized by the end of this biennium.

---

[94] This was produced by the former Employment Trends Team/current Research Department. http://www.ilo.org/global/research/global-reports/global-employment-trends/WCMS_195447/lang--en/index.htm (Geneva, ILO 2012
[95] prepared by the Decent Work Team, Bangkok. http://www.ilo.org/public/libdoc/ilo/2015/487966.pdf

Otobe, N. 2014. Resource guide on gender issues in employment and labour market policies.[96] Gouldine, C. 2013. Gender dimensions of national employment policies: a 24 country study.[97]

Gender divide in skills development – at 12 page brief.[98]

Sparrebom, T. 2014. Gender equality, part-time work and segregation in Europe: Women's labour force participation: gendered patterns and trends.[99]

Otobe, N. 2013.Globalization, employment and gender in the open economy of Sri Lanka (Employment Working Paper No. 138).[100]

Otobe, N. 2014. Promoting women's economic empowerment through productive employment and social protection.[101]

A gender mainstreaming for employment intensive programmes is also due before the end of the biennium

## Annex 11: Conclusions from UN gender equality evaluations review

A UN review of corporate gender equality evaluations in the UN system provides evidence on what works and what does not work in mainstreaming gender equality in UN entitles. The corporate gender equality evaluations of UN entities were completed in 2006-2014 (prior to the UN-SWAP rollout). Insights are useful as they indicate shared challenges across various UN entities. A summary of the conclusions and ways forward provided by UN Women (Transform Issue 5 October 2015) are presented below.

**Accountability**

**Conclusion 1**

Gender equality policies must be further grounded and contextualized within UN entity mandates and strategic planning documents at the corporate and country level to increase relevance, management for results and effective implementation.

**Conclusion 2**

Gender-responsive performance management systems must be further developed and assessed for effectiveness

**Results-based management**

**Conclusion 3**

UN entitles must further strengthen inclusion of gender analysis within both corporate and country-level strategic planning documents

**Conclusion 4**

UN entities must strengthen monitoring and reporting of gender mainstreaming results at the outcome level, including by better linking them to the overall organizational monitoring system

**Oversight**

**Conclusion 5**

More evaluative evidence is needed on gender mainstreaming performance as well as on linkages between gender performance and gender development results

**Conclusion 6**

---

[96] http://www.ilo.org/employment/Whatwedo/Instructionmaterials/WCMS_243015/lang--en/index.htm (English, French, Spanish)
[97] http://www.ilo.org/employment/Whatwedo/Publications/working-papers/WCMS_229929/lang--en/index.htm
[98]Produced by the SKILLS Branch/former Department http://www.ilo.org/public/libdoc/ilo/2014/114B09_64_engl.pdf
[99] http://labordoc.ilo.org/record/461004?ln=en
[100] http://www.ilo.org/employment/Whatwedo/Publications/working-papers/WCMS_212721/lang--en/index.htm
[101] http://www.wider.unu.edu/publications/working-papers/2014/en_GB/wp2014-091/

UN entities would benefits from further methodological guidance for conducting corporate gender equality evaluations, including adopting the UN-SWAP as an analytical framework

**Conclusion 7**

Programme review processes should integrate criteria for gender equality more systematically and compliance should be considered a key condition for approval

**Human and financial resources**

**Conclusion 8**

UN Entities' gender architectures should be made 'fit-for-purpose' to drive gender mainstreaming institutionally

**Conclusion 9**

There must be a shift in focus from gender parity rates to a more in-depth analysis of the gender parity impediments, especially in higher level positions

**Conclusion 10**

Enhance actual implementation of supportive policies that promote gender equality and the empowerment of women in the workplace

**Conclusion 11**

UN entities must establish clear financial benchmarks for gender equality allocations and commit to tracking of actual expenditures

**Capacity development**

**Conclusion 12**

Gender equality capacity development strategies must be developed, resourced, and implemented if UN entity staff are expected to effectively implement gender mainstreaming within their work

**Knowledge management, coherence**

**Conclusion 13**

UN entities would benefit from developing formal knowledge management strategies and tracking the use of knowledge products

**Conclusion 14**

More focus is needed on improving coherence on gender equality at the country level

**Other**

**Conclusion 15**

Different methods and approaches need to be developed to address the specific challenges for gender mainstreaming in humanitarian settings

## Annex 12: Gender equality changes according to ILO survey respondents

### Table 6: Changes with respect to gender equality noted in ILO staff survey

| Positive changes related to staffing issues noted in the 33 out 57 ILO staff responses to a question on changes noted in ILO since 2010 | Negative points related to staffing issues noted in the 33 out 57 ILO staff responses to a question on changes noted in ILO since 2010 |
|---|---|
| • 27 mentions of the increasing representation of women in higher grades within ILO<br>• 3 mention of increased awareness including partners, staff who are very committed to gender equality with few now outright resist gender equality<br>• 2 mentions improvement in the gender capacity of staff improved<br>• I mention of an increase in female interns.<br>• I mention that vacancies refer to gender expertise<br>• In another section of the questionnaire 1 respondent noted that in 2013 there was a survey on sexual minorities but no transgender hired– ILO must practice what is promoted (campaigns inside ILO to have tolerance and fight against phobias towards minorities). | • 3 comments about women's work in ILO mainly at the lower levels.<br>• 2 comments about no real increase in women accessing managerial position<br>• 2 comments - ILO does not practice what it preaches internally. *"Internally we often treat female middle management unfairly"* and *"with cuts, male management staff do not lose so many administrative staff"*. |
| **Positive changes related to substance in ILO staff responses to a question on changes noted in ILO since 2010** | **Negative points in related to substance in ILO staff responses to a question on changes noted in ILO since 2010** |
| • 4 comments: Gender issues are more actively mainstreamed in all the areas of ILO's work.<br>• 4 comments: Domestic work Convention and focus a big positive breakthrough .<br>• 4 comments: Inclusion of gender in Technical Cooperation improved<br>• 2 comments: Increased focus on "gender equality and non-discrimination" - gives emphasis to other "inequalities" while expanding the target groups (e.g. LGBT rights)<br>• 2 comments: Maternity insurance and maternity health protection and flagship report<br>• 2 comments: New tools available e.g. (gender) equality and labour inspection, policy briefs, 10 key advice on mainstreaming into OSH<br>• Focus on trafficking, as well as wage gaps<br>• Collection of sex-disaggregated data<br>• Development of the UN SWAP system<br>• The global employment trends report | • 5 comments about gender equality not having a clear outcome or being properly embedded in P&B (respondent noted that ACTEMP and ENTERPRISE have gender blind indicators)<br>• 2 comments regarding gender mainstreaming in the TC projects and field activities shrinking/slow.<br>• 2 comments about lip service to gender equality without real engagement- staff generally more bureaucratically gender-aware. Gender issues raised but not always in analyses & recommendations.<br>• A discussion on wage equality but without any concrete results<br>• Although recent focus on the role of men and masculinity, the approach of the ILO to gender equality in the world of work continues to be heavily focused on women's empowerment, with the risk that it becomes seen as a cause for women alone<br>• The interchangeable use of the terms in ILO documents "sex" and "gender" have created confusion and diluted understanding. |

| Positive changes related to gender equality and ILO <u>structures</u> noted in responses to the ILO staff questionnaire conducted for this evaluation | Negative points related to gender equality and ILO <u>structures</u> issues raised in the responses to the ILO staff questionnaire on changes conducted for this evaluation |
|---|---|
| • The Gender Bureau was merged in to a larger GED branch. This has had a positive effect on the technical capacities of the unit. Five years ago, the Gender Bureau was sometimes seen as the Gender Police, pointing fingers at departments for not incorporating a gender equality approach rather than helping them move on. This has changed. <br> • There has been more work on mainstreaming gender from the side of colleagues, projects and donors attention. <br> • The work quality has improved <br> • Better efforts to move beyond the numbers. <br> • 4 mentions of the increased participation of women amongst tripartite delegations and at the ILC | • 3 comments regarding GED structure giving less visibility for gender or GED being less motivated than in 2010. <br> • Visibly less commitment perceived on gender equality at the ILO from the leadership - due to downgrading which was not accompanied by a relevant communication that reinforced the decision and told all staff that gender equality is still a high priority and a 'must' in our work. <br> • It is often left to gender specialist or gender focal points to "add" gender equality consideration once documents have been drafted, at the end of a process. <br> • One statement: *"The reform has somewhat reduced the importance of the issue (gender equality) by incorporating other issues (disabled persons, indigenous & tribal people) together with gender equality."* <br> • Through the ILO reform process, the ILO is moving towards more targeted interventions on gender equality and away from gender mainstreaming. <br> • Gender roles and responsibilities are not very clear. Leadership must move ahead. It remains to be seen if leadership the idea of policy driver into practice in next P&B. <br> • 2 comment - Many member states do not seem to take seriously the call to include more women in their delegation |

137