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## Abbreviations & Acronyms

|             |   |                 |  |
|-------------|---|-----------------|--|
| Action Plan | Action Plan on Gender Equality and Gender Mainstreaming in the ILO  | GDR             | global desk review   |
| ADC         | Assessment Development Centre   | GDTTC           | Gender and Development Training Centre (Haarlem, Netherlands)    |
| AFT         | audit facilitation team   | GE              | gender equality  |
| AO          | Area Office   | GENPROM         | Gender Promotion Department sector                               |
| BAO/EASMAT  | Bangkok Area Office/East Asia Multidisciplinary Advisory Team   | GFP             | Gender Focal Point   |
| BIBL        | Bureau of Library and Information Services  | GM              | gender mainstreaming   |
| CONDIT      | Conditions of Work Branch   | GO              | governmental organization  |
| COOP        | Cooperatives Branch   | HRD             | Human Resources Department                                       |
| CSS         | Composition and structure of the staff (annual statistical report on staffing prepared for March session of Governing Body) | IAMWGE          | United Nations Inter-Agency Meeting on Women and Gender Equality |
| CTA         | Chief Technical Adviser   | IFP/Declaration | InFocus Programme on Promotion of the Declaration                |
| DG          | Director-General  | IFP/SEED        | InFocus Programme on Small Enterprise Development                |
| DW          | Decent Work   | IFP/SES         | InFocus Programme on Socio-economic Security                     |
| DWPP        | Decent Work Pilot Project   | IFP/SD          | InFocus Programme on Social Dialogue                             |
| ED          | Executive Director  | IMEC            | Industrial Market Economy Countries                              |
| EEOW        | Expansion of Employment Opportunities for Women   | INTEGRATION     | Policy Integration Department                                    |
| EGALITE     | Equality and Employment Branch  | IPEC            | International Programme for the Elimination of Child Labour      |
| EOT         | equality of opportunity and treatment   | IR              | ILO Gender Audit 2001-02: Interim Report (February 2002)         |
| ExCol       | external collaborator (contract type)   |                 |  |
| GB          | Governing Body  |                 |  |

|           |   |          |   |
|-----------|---|----------|---|
| JHRC      | Joint Human Resources Committee   | SD       | sex-disaggregated                                   |
| LF        | labour force  | SDD      | sex-disaggregated data                              |
| MDT       | Multi-disciplinary Team   | SECTOR   | Bureau of Sectoral Activities                       |
| NPC       | National Programme Coordinator  | SEWA     | Self-Employed Women's Association (India)           |
| OSH       | occupational safety and health  | SFU      | Social Finance Unit                                 |
| P&B       | Programme and Budget  | SGS      | Senior Gender Specialist                            |
| PDP       | Personal Development Plan   | SMT      | Senior Management Team                              |
| PME       | planning, monitoring and evaluation   | SPROUT   | Summary Project Outline                             |
| PROG/EVAL | Evaluation Unit   | TC       | technical cooperation                               |
| PROGRAM   | Bureau of Programming and Management  | TC-RAM   | Technical Cooperation Resource Allocation Mechanism |
| PRSP      | Poverty Reduction Strategy Papers   | TRAITEXT | Text-Processing Unit                                |
| QR        | Quarterly Report on Human Resources Development Issues, presented to Senior Management Team | WLT      | without limit of time (contract type)               |
| RELCONF   | Relations, Meetings and Document Services   | YPCEP    | Young Professionals Career Entrance Programme       |

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# Executive Summary

## Background

The inclusion of gender as a cross-cutting concern in the Strategic Policy Framework 2002-05 has had a significant impact on raising awareness among ILO staff and constituents of gender equality as central to the Decent Work agenda.

Political commitment to equality between men and women at the highest level of management is key to placing the ILO in the forefront of the international community as a champion of gender equality. The 1999 DG's circular and Action Plan on Gender Equality and Mainstreaming in the ILO are critical instruments for the Office. It outlines the steps to be taken to ensure that gender equality is addressed at the programme level and that the necessary institutional mechanisms are in place to support the mainstreaming strategy and assign accountability. Already, the ILO has been cited as a good practice example within the UN family in integrating gender in its programme and budget. Visibility was further enhanced at the Inter-Agency Gender Budgeting Workshop hosted by the ILO in Geneva in November 2001. The participatory ILO Gender Audit is the first of its kind within the UN system and there is much interest in the methodology being used.

The First ILO Gender Audit (October 2001 - April 2002) set out to assess progress and thus establish a baseline on gender mainstreaming in the Office. The audit was participatory in order to enhance maximum organizational learning on the "how to" of gender mainstreaming. The Gender Audit had two major components: 1) participatory Gender Audits in 15 work units in the field and at headquarters; 2) a global desk review of the ILO's key publications and documents. There were 750 internal documents and publications analysed during the audit period. Around 450 staff, constituents, implementing partners and women's organizations participated in the workshops and interviews. The overall staff sex balance was fairly even while among other participants there were about 20% more women. Thirty-one volunteer staff members, 7 of them men, from 21 work units were trained as Gender Audit facilitators. Fifteen work units and field offices undertook a participatory Gender Audit. They were:

### Field:

Kathmandu Area Office  
 Dar-es-Salaam Area Office  
 MDT, Bangkok  
 MDT Central/Eastern Europe, Budapest  
 MDT Eastern Europe/Central Asia, Moscow  
 Brasilia Area Office  
 MDT Central Africa, Yaoundé  
 MDT Arab States, Beirut

### Headquarters:

IFP/DIALOGUE (sector 4)  
 ILO/AIDS (sector 3)  
 EMP/SFU (sector 2)  
 IFP/CRISIS (sector 2)  
 EMP/COOP (sector 2)  
 IFP/SEED (sector 2)  
 IFP/DECLARATION (Sector1)

## Findings

### ***Gender in the work of the ILO***

Efforts are underway in all the audited work units to address those gender issues relevant to their technical area or region. All units had good examples of research and technical cooperation projects that included data disaggregated by sex, data analysis, gender equality objectives, indicators and conclusions, as well as proposed strategies for action. The global desk review also identified a number of good practices in this respect. Throughout the audit around 750 documents were analysed. Of these only a minority could be considered to be fully gender mainstreamed. These tended to systematically address gender with data and analysis throughout the text or project cycle. Where data was not disaggregated by sex, the authors explained why. The majority of documents were mainly gender blind. Some partially mainstream gender by including data on men and women, or boys and girls, in some sections of a report or situation analyses for project documents.

The audit also showed that there is often confusion on concepts and terminology and on differences between, for example, actions to respond to the practical needs of women workers and those which address strategic gender needs, thereby challenging gender relations. The audits of units in the regions also showed that constituents were quite open to more gender emphasis coming from the Office and that staff, therefore, could be more proactive in promoting gender equality if they wanted to and knew how to do so. In some work units, networking with organizations and institutions having gender expertise were quite well developed. This is an area to strengthen in order to improve staff capacity on gender as well as that of the constituents and implementing partners.

### ***Some critical areas for the Office to work on:***

- extending the understanding that sex discrimination is not only an issue in its own right but cuts across all other forms of discrimination;
- clarifying in the ILO context gender concepts such as gender equity, gender equality, gender mainstreaming, gender analysis, women's empowerment, men and masculinities;
- analysing and documenting the gender issues pertinent to each technical area;
- reflecting on concepts such as the 'Veera' concept which defines the archetypal beneficiary of the ILO as a poor working woman and makes the satisfaction of her needs a benchmark for the effectiveness of the ILO's interventions;
- strengthening collective work on gender indicators;

- developing the male side of gender analysis, as for example in the ILO/AIDS programme;
- elaborating a deeper policy analysis on gender equality and decent work;
- ensuring the visibility of gender in high profile ILO and inter-agency frameworks such as PRSP, World Commission on the Social Dimensions of Globalization, Global Employment Strategy, Jobs for Africa, Universitas and ILO cooperation agreements with countries;
- encouraging more men to be involved in work related to gender and to work in areas where women are concentrated in both the professional (P) and general service (GS) staff categories.
- tackling the difficult issue of the low representation of women among ILO constituents;
- documenting and sharing good practices across the Office;
- promoting the adoption of an Organization wide policy on gender mainstreaming;
- implementing gender mainstreaming programmes with constituents.

### ***Institutional mechanisms***

The results based management system newly introduced to the ILO has been a real boost for gender mainstreaming, as it provides the mechanisms by which gender equality can be formulated as a goal as well as measured, monitored and reported on. However, the inclusion of gender indicators remains weak within the global framework. This could explain a lack at the work unit level where gender equality objectives and indicators would be essential to achieving operational objectives. Another problem could be the vagueness of the term 'cross-cutting' coupled with the confusion about what gender mainstreaming actually means. Some of the audited work units, however, have integrated gender to a significant extent in their work plans in terms of strategies and activities. In a couple of instances, units introduced innovations by setting a numerical target of the proportion of work of the unit that had to be gender mainstreamed. Overall, the audit found that at the level of reporting to the Governing Body this was done in relation to gender usually when there was a specific gender indicator. On the other hand, quite a lot of work was being done in the Office on gender without being linked to indicators and therefore went unreported. The recent programme guidance note for 2004-05 establishing a policy objective on gender should address these difficulties. The challenge before us is to design qualitative indicators that can measure the extent to which the content of products and policies used and adopted by ILO constituents and others are gender sensitive.

The audit showed that gender specialists and Gender Focal Points were generally very much valued by the work units as they provided the support for gender activities and reminders to staff to include gender in their work. However, there

is still a tendency for gender work to be carried out mainly by these staff. The Turin annual consultation in February 2002 reaffirmed the need for a gender focal point system and specialists, as gender expertise across the Office is still weak. There is an urgent need for clear mandates and job descriptions to be elaborated that establish the gender network members as catalysts to promote mainstreaming in their various work units. Managerial directives need to be clear in this regard. The audit also found that more coordination is needed within and between the sectors and regions of the gender network to share good practices and confront challenges.

Capacity building of staff and constituents on gender concepts and the 'how to' of gender analysis and gender planning have generally occurred on an ad hoc basis. The IFP/Declaration, however, has introduced regular briefings on gender for the CTAs of the projects. IFP/Dialogue also systematically introduces gender in its planning and capacity building sessions with HQ and field staff. While the audit was an interactive and learning experience for the work units involved, it could not meet the needs encountered everywhere for a step-by-step training in gender analysis and planning. Ways need to be found to ensure that all staff have the opportunity to acquire this expertise which is fundamental to gender mainstreaming.

The new Gender Equality Tool web site offers the chance to provide better information management of the wealth of existing gender initiatives, materials and resources. However, much will depend on the extent to which staff contribute to the site.

Finally, the audit confirmed that where there is managerial commitment and sound management practices gender mainstreaming is 'taking off'. The audit also looked at issues of organizational culture and found that there is need for more team work between all categories of staff in order to be able to reflect and plan work in a systematic manner. This would provide a more enabling environment for gender to be integrated. In general the audit found that staff are overwhelmed with the demands of work and an atmosphere of crisis management. They have little time to reflect on issues such as gender and there is a tendency to want a 'quick fix' due to time pressures. This very much affects the quality of the policy analysis and implementation strategies.

## Looking forward

Mainstreaming gender improves the quality of outputs and performance in the Decent Work agenda. To make this happen all technical staff should have a clear understanding of ILO gender policy and concepts and acquire competence in gender analysis and planning. Therefore, all staff must be given the opportunity and time to receive appropriate training. This will require the sectors and regions to allocate resources for this purpose. Once the staff have the competence, they will be in a position to deliver gender-sensitive services and products to the ILO constituents (governments, workers' and employers' organizations) and in turn assist them in promoting gender equality in the world of work. Improving the coordination of the Gender Network is critical for ensuring institutional support to gender mainstreaming and stimulating innovation on the "how to" of promoting gender equality in the world of work.

To put these goals into practice each sector and region needs to guarantee: analysis and documentation of gender issues in the technical areas and regional contexts as well as development of tailor-made tools; minimum training in gender concepts and gender analysis for technical, programme and project staff; gender awareness raising for support staff; the functioning of a gender team with regular meetings for sectors and a periodic meeting for regions; at least one event on a relevant gender issue; encouragement for work units to develop their own mainstreaming strategy; and systematic involvement of the gender coordinator/gender specialist/GFP in programming and planning. Audited units have a head start to develop and implement their own actions on the basis of the findings of their audit.

To support these efforts the Gender Bureau could guarantee to: coordinate collective work on gender indicators; stimulate further policy analysis work on gender equality; continue the Gender Audit process and follow-up on audits already undertaken; assist in training and developing materials; prepare a compendium of good practices on gender mainstreaming; manage in-house gender resources through the Gender Equality Tool web site; and continue support to the gender network.

## Summary of Recommendations of the First ILO Gender Audit

These recommendations are made according to the five Key Result Areas of the Action Plan on Gender Equality and Mainstreaming in the ILO. After discussion by the Senior Management Team (SMT) of these recommendations, the Gender Bureau will prepare an execution plan in consultation with the sectors, regions and relevant work units.

### Policy statement on gender equality and gender mainstreaming

#### ***(Key Result area 1)***

- Define and deepen the understanding of gender equality concepts such as gender equity, empowerment of women, men and masculinities within the mandate of the ILO and identify specific gender equality results the ILO will pursue.
- Clarify what the gender equality issues are in the Decent Work agenda and define objectives; specifically, broaden the understanding that is published in Decent Work for Women to a gender equality perspective that clearly outlines the changes in gender relations, mechanisms and institutions that the ILO wants to achieve under the Decent Work agenda.
- Ensure that gender policy issues are addressed in the preparation and follow-up of forthcoming ILC discussions on the informal economy (2002), discrimination (2003), and migration (2004).
- Build on the increasing interest in and needs for support on gender issues from the constituents, and find ways of promoting the Office's work on gender equality more actively with constituents and beyond.

### Gender mainstreaming in the work of the ILO

#### ***(Key Result Area 4)***

- Improve gender mainstreaming in the Programme and Budget (P&B) as regards the Sectors, Regions and work-unit level work plans by developing qualitative and quantitative indicators and targets, so as to make results-based monitoring of gender mainstreaming possible.
- Develop monitoring and feedback systems and especially practices to allow for continuous learning, adjustment and improvement on gender equality.

- Update and revise the guidelines for mainstreaming gender equality in analysis, planning, monitoring and evaluation of technical cooperation and integrate them into Office manuals on technical cooperation.
- Develop further and apply guidelines for inclusion of gender equality issues in the supervisory systems of ILO Standards.
- Explore ways (for example, by establishing a separate budget line for the gender policy objective) to allow for tracking of resources spent on gender mainstreaming and the promotion of gender equality issues.
- Clearly reflect the work done by the gender teams in each sector and region in the preparations of the P&B for the 2004-05 biennium.
- Promote the establishment of and provide support to National Tripartite Commissions on Gender Equality at the country level.

## Gender mainstreaming in the structure of the International Labour Office

### ***(Key Result Area 2)***

- Strengthen the capacity of the sectors' gender coordinators through a clear allocation of time and tasks in their job descriptions, making it clear that their principal role is being an advocate, catalyst and coordinator and not that of "doer".
- Strengthen the gender focal point system at headquarters and in the field through a precise allocation of time and tasks in their job descriptions. Develop clear terms of reference for Gender Focal Points, emphasizing their catalytic and advisory roles in assisting the development of gender analysis in the technical area of their units and the development of tailor-made gender tools.
- Increase the level of coordination and consultation across the Gender Network (between gender coordinators, Gender Focal Points and Senior Gender Specialists in and between the Sectors and Regions) so that more teamwork and synergy takes place. Create a virtual electronic meeting room to facilitate teamwork at this level, although access of staff to intranet will need to be improved in the field for this to function well.

## Capacity building for gender mainstreaming

### ***(Key Result area 3)***

- Stimulate action on gender equality by management practices that promote workplace-related learning: regular team meetings, peer reviews, in-house

roundtable discussions, and exchange of project evaluation and mission reports.

- Organize further gender capacity building sessions for constituents as well as for staff in the future. Embed these more strongly in the specific technical areas of the ILO. Require a plan to be drawn up at the end of each session on how the lessons learned will be put into practice. Monitor the plan periodically.
- Systematize and make more easily available the enormous amount of good gender material available at headquarters and in the regions (also on the intranet). These will be organized under the following headings:
  - Manuals for capacity building;
  - Tools for gender analysis and gender planning;
  - Manuals and guidelines related to specific technical areas;
  - Research reports and publications.
- Continue the Gender Audit process and anchor it in the capacity building and learning/ monitoring activities of the sectors, regions and work units. The Gender Audit will gradually become a self-steering process undertaken by work units in the Office. To promote this process continue training sessions for Gender Audit facilitators and organize annual evaluative round-table meetings.

## **Gender-sensitive human resource and staff policy**

### ***(Key Result area 5)***

- Make gender sensitivity a specific requirement for all ILO staff. Make gender competence (e.g. ability to carry out a basic gender analysis and planning) a requirement for all technical, programming, project and managerial staff. Include these clearly in generic job descriptions and competency assessments. Opportunities for staff to learn about gender analysis and planning will be provided in a time-bound manner.
- Develop a clear set of targets for the improvement of staff sex balance at all levels. Measure progress according to relevant, accurate, consistent data and indicators. Identify ways of collecting and analysing additional data to monitor other factors (e.g. family responsibilities) that affect staff balance. Publish these on a regular basis and discuss them at Senior Management Team meetings.
- Continue to promote female leadership in the Office, and actively target women for senior posts.



- Create more equal opportunities for career development for women and men through the Personal Development Plans and the personnel supervisory and evaluation systems.
- Analyse current excessive workload at all levels: time management, work processes, overtime registration, travel (out-of-duty-station periods), etc. Create a working environment in ILO in which the combination of professional and private life is more balanced.
- Sexual and other forms of harassment and all forms of sexist behaviour will not be tolerated, and will be regarded as grave offences requiring disciplinary action. Ensure that membership of the Joint Panel on Resolution of Grievances will be sex-balanced.



## Introduction

Adopting a gender perspective for the ILO means focusing systematically on both women and men when analysing social and labour issues and planning and implementing programmes and activities. It means understanding the roles of men and women and their relationships in the world of work so as to comprehend more fully the complexity of gender differences in labour market participation (in both the formal and informal sectors) and of the constraints and opportunities in relation to knowledge and skill requirements, conditions of work, social protection, family responsibilities and economic and political decision making.

*(ILO Action plan on gender equality and mainstreaming in the ILO, §7)*

### About this report

This report summarizes the findings and recommendations of the first ILO Gender Audit, carried out in Geneva and in the field between October 2001 and April 2002. It is structured broadly around the Key Result Areas of the *ILO Action Plan on Gender Equality and Mainstreaming in the ILO*. This has been done in order to link the findings and recommendations on the Office's performance in gender mainstreaming directly with the Office's own principal gender strategy document, submitted to the Governing Body in March 2000. With a view to facilitating a logical sequence, the chapters, as well as sections within each key result area, do not necessarily follow the order of the Action Plan.

### Objective of the Gender Audit

The main objective of the first ILO Gender Audit was to promote organizational learning at the individual, work unit and Office levels on how to implement gender mainstreaming effectively in the policies, programmes and structures of the Office. This included assessing the extent to which the ILO policy on gender mainstreaming is being institutionalized.

### Methodology and process

The first ILO Gender Audit utilized a participatory self-assessment methodology devised by the Gender and Development Training Centre, the Netherlands, originally developed for the Dutch development agency SNV and adapted for the ILO. The audit is neither an external evaluation, an examination nor a data-gathering exercise by the Gender Bureau, but it is a self-assessment of the members of the participating units, facilitated by an external team. The Gender Audit had two major components:

- Participatory Gender Audits in 15 work units in the field and at headquarters;
- A global desk review of key ILO publications and documents.

The methodology used for the participatory Gender Audit rests on four pillars of current thinking on gender and organizational change:

- the gender and development approach, which recognizes that because societies are organized around norms that favour men and disadvantage women, both men and women are key actors in social change;
- learning organization theory, and in particular the concept of single-, double- and triple-loop learning;
- qualitative self-assessment, which focuses on taking into account both objective data and subjective perceptions when seeking to understand tangible and intangible factors, facts and interpretations;
- the adult or experiential learning cycle, which starts out from sharing and reflection upon the direct experience of participants to arrive at a general conceptualization of a problem and formulation of solutions to it.

This participatory methodology was put into practice in workshop or meeting settings by means of a set of 12 exercises, which are described in detail in the *ILO Gender Audit Manual*, Chapter IV. All the exercises are aimed at encouraging reflection and discussion and eliciting information on a variety of organizational issues.

The methodology classifies these key issues under 12 headings, which form a conceptual and structural framework to the audit and unify its different aspects. These are:

- A. Current gender issues, gender debate and relationship of the ILO with national gender machineries and women's organizations in the context in which the programme is implemented;
- B. Mainstreaming of gender equality as a cross-cutting concern in the ILO Strategic Objectives, programme and budget;
- C. Mainstreaming of gender equality in the implementation of programmes and technical cooperation activities;
- D. Existing gender expertise and competence and capacity building;
- E. Information and knowledge management;
- F. Systems and instruments in use;
- G. Choice of partner organizations (includes relationships with constituents);
- H. ILO gender equality policy as reflected in its products and public image;

- I. Decision-making on gender mainstreaming in the ILO;
- J. Staffing and human resources;
- K. Organizational culture;
- L. Perception of achievement on gender equality.

These 12 issues or headings formed a connecting thread throughout the Gender Audit, linking the desk review and participatory elements. They provided a framework for the local and global desk reviews, and were used as the basis of the document analysis criteria designed to facilitate a consistent approach to document review. They were also used as the basis for identifying standards of good practice. Finally, they served as a reporting framework for the Gender Audits.

Fifteen work units and field offices undertook a participatory Gender Audit. They were:

**Field:**

- Kathmandu Area Office;
- Dar-es-Salaam Area Office;
- MDT, Bangkok;
- MDT Central/Eastern Europe, Budapest;
- MDT Eastern Europe/Central Asia, Moscow;
- Brasilia Area Office;
- MDT Central Africa, Yaoundé;
- MDT Arab States, Beirut.

**Headquarters:**

- IFP/DIALOGUE (sector 4);
- ILO/AIDS (sector 3);
- EMP/SFU (sector 2);
- IFP/CRISIS (sector 2);
- EMP/COOP (sector 2);
- IFP/SEED (sector 2);
- IFP/DECLARATION (sector 1).

Each work audit included a review of the unit's major documentation, one or more participatory workshops of 1-2 days (some units held separate workshops for P and G staff, while others chose to hold one workshop for all staff; IFP/SEED, being a large unit, held two staff workshops), interviews with unit chiefs, Gender Focal Points and in some cases other staff. In order to obtain perceptions of ILO's performance on gender equality, field audits also held meetings with constituents, other implementing partners, and women's organizations and in some cases with the gender units of other UN agencies. In Jordan, the Minister of Labour received the audit facilitation team and in Cameroon the team met the Ministers for the Status of Women, Social Affairs and Labour, Employment and Social Security.

The total number of persons participating in the 15 audits was around 450 with around 350 P and GS staff and just over 100 men and women from the constituents, implementing partners and women's NGOs (see Annex I) The sex balance as far as staff was concerned was fairly even while among other participants there were about 20% more women. Thirty-two volunteer Gender Audit facilitators, 7 of them men, from 21 work units were trained at two audit facilitators' training workshops (see Annex II) in October 2001 and January 2002 to carry out the facilitation of the local audits, together with Gender Bureau staff and staff and associates of the GDTC, in teams of three or four people per audit.

Complementing the gender audits, the Global Desk Review covered a wide range of documents, including documentation on Office-wide policy and strategic budgeting development, monitoring and evaluation mechanisms, and human resources, as well as some publications and internal materials from the four sectors. The review also included a number of interviews with senior staff members and took into account presentations on key processes such as strategic budgeting, statistics and indicators, and human resource development at events such as the Turin Consultation and the November 2001 inter-agency workshop on gender budgeting (IAMWGE). The total number of documents reviewed by the external research consultant and the audit facilitation teams was 752 (see Annex III).

The audit process evolved differently in the field and at headquarters in Geneva, in response to the different structures and work areas of the field and HQ units but also to the different conditions in which the audits were held. In the field, conditions for the audit facilitators were those of a mission where, isolated from the pressures of the office, they could concentrate fully on the matter at hand, whereas at HQ audit facilitators hardly ever managed to commit 100% of their time to the audit. The result was that the experience of the Gender Audit in the field was extremely intensive and all-involving, while that at HQ it was rather more diffuse and, in the ordinary surroundings of the daily workplace, there was less of a feeling that the audit was a special event. After the mid-term review of the audit process in December 2001, the timetable for the local audits was slightly revised and more time was given to audits in the field to allow sufficient time for meetings with constituents and other implementing partners. The Directors of work units planning to take part in 2002 were also asked to consult the staff of their units before committing them to participation in a Gender Audit, so as to ensure the units' ownership of the process. These revisions to the process helped increase the participants' ownership of it.

## Positive outcomes

With 15 Gender Audits now completed, it is possible to stand back and take an overview of what has been an exciting and enriching experience with clear benefits for all the participating work units. Those who took part have found the process itself as important as the findings and recommendations concerning their unit. Salient among the outcomes reported by nearly every unit is the value of the Gender Audit as a contribution to team building, cohesiveness, and the growth of a culture of sharing information and knowledge on gender issues within the work unit. For several of the participating work units, this was the first time the unit had spent time as a team talking about gender issues, their understanding of them, and the way they take them up in their daily work. The staff of field structures, particularly MDTs, are very rarely together because they are so widely scattered across their regions, so the audit workshops have been important team-building exercises for them. Headquarters units, too, have been strengthened by the chance to step back from their daily workload and spend time together sharing information and ideas.

The volunteer audit facilitators have been enriched and stimulated by their participation, and have gained the facilitation skills necessary to create a positive working atmosphere in workshops, conducive to self-evaluation and learning. The Gender Bureau is confident that those unit chiefs who enabled staff to join the team of facilitators will find the temporary loan of one or more staff to the Gender Audit process amply repaid in increased gender competence and knowledge in their units.

Even more importantly, the Gender Audit has set in motion for the first time a collective process of gender analysis. Professional and general service staff in the ILO have never before been brought together in this way, unit by unit, to analyse their own knowledge and practice gender mainstreaming and to reflect collectively on progress and problems, on where they stand with respect to gender mainstreaming and where they propose to go. On the one hand, the audit enhanced the gender knowledge and capacity for gender analysis of staff who participated, as participants were encouraged to reflect on the meaning of the basic concepts of gender mainstreaming and gender equality in the world of work and how these are and should be operationalized. On the other, work units identified good practices and ways of strengthening their performance, and identified challenges, needs and ways to address these needs more clearly. Some participants made important discoveries that will change the ways they work: for instance, that incorporating the gender dimension in HIV/AIDS work means putting men back into the picture; or that doing gender or women-specific projects without a gender analysis goes some way towards gender mainstreaming but falls short of genuine transformative outcomes.

### 'Beyond gender'

By revealing many problems as 'beyond-gender' problems – issues which may be raised by discussions about gender mainstreaming but that have a broader relevance – the Gender Audit showed how looking at gender issues in the Office can be an entry point to a discussion of wider substantive and operational issues

in the organization. It became clear that in beginning to do a gender analysis of the ILO's work participants inevitably found themselves analysing the whole institution. Again and again, 'beyond-gender' questions arose – questions about the way the ILO develops policy analysis and puts it into practice, questions about management structures and decision-making, and about information management and organizational culture. Such an 'organizational audit' is critical to being able to implement gender mainstreaming.

Several of these issues most often mentioned were the organizational culture of overwork, long hours at the office, and the straitjacket of time pressures. These point to the need to look more generally at the extent to which work unit-level planning is either unrealistic or not adhered to in practice. Participants realized that the current organizational culture is not that of a learning organization in practice. It also does not have in place adequate, proactive structures and systems for sharing, learning and adapting. Another problem was the 'bead-curtain syndrome', where people are in contact only 'vertically', with their own superiors or subordinates in their unit, and have few issue-based contacts with other units. Often this fragmentation or compartmentalization occurs even between individuals working in different areas in the same unit. This feature of organizational culture is particularly unfavourable for the promotion of cross-cutting issues.

Concern about transparency at the higher levels of the Office surfaced in discussions about attaining better sex balance on the staff. There was a feeling that accountability was hard to achieve in the absence of an organizational culture of positive and constructive criticism backed up by incentives.

These 'beyond-gender' problems show how an exploration of gender issues in the Office can become an entry point to a discussion of wider substantive and operational issues in the organization. We are confident that the First ILO Gender Audit has contributed to the crafting of a learning and enabling environment for gender mainstreaming and for embedding gender equality more firmly at the core of ILO vision, policy and practical action towards achieving decent work for all women and men.



## Chapter 1: Policy Statement on Gender Equality and Gender Mainstreaming

(Key result area 1)

**Objective:** A strong consensus is achieved among all staff and constituents on the ILO's commitment to gender equality through gender mainstreaming

### Policy and strategy formulation

#### Progress

Using a highly participatory approach begun in 1998 during the transition period, the Office developed and adopted an Action Plan on Gender Equality and Gender Mainstreaming in the ILO, (see Annex IV) based on the Director General's Circular no. 564 of 17 December 1999. Both the Circular and the *Action Plan* were reviewed and discussed at the first Senior Management Team meeting with the Gender Bureau. These documents recall the ILO's strong commitment to equality of opportunity and treatment between men and women in the world of work. However, the Gender Audits have revealed that the meaning of gender equality is never explicitly defined further than this reference to equality of opportunity and treatment. The Office still needs to develop the new analytical frameworks called for in the Director-General's Circular of December 1999, and to have these commonly shared and applied by the ILO as a whole. A clearer definition of gender equality as a policy objective for the ILO would strengthen our gender analysis of the Decent Work agenda and the four Strategic Objectives.

The Strategic Policy Framework for 2002-05 (SPF)<sup>1</sup> governs the two biennial P&Bs to be issued in that period. It contains a specific section devoted to gender equality issues (§§ 130-6, pp.28-9). Gender equality and/or non-discrimination against women are included in 10 of the operational objectives and indicators outlined although the introductory analysis of decent work and the global economy (§§ 7-12, pp.2-3) does not mention the impact of the globalized economy on men and women and their changing roles in the global labour market. Some of the activities proposed in the SPF's special section on gender equality have already been launched and good results in mainstreaming can be seen in major ILO outputs such as the *World Employment Report 2001* on the information economy, *Social security – a new consensus*, the 2002 ILC report on the informal economy, the

***‘One of the most important tools at the disposal of the ILO is gender mainstreaming.’ (Decent work, 1999, p.10)***

<sup>1</sup> Strategic policy framework, 2002-05, and preview of the Programme and Budget proposals for 2002-03', GB.279/pfa/6, November 2000.

***The ILO's policy is a two-pronged approach consisting of integrating a gender dimension into all work at the same time as supporting gender-specific activities (to date, women specific).***

new volume on Care Work published by InFocus SES. These reports and books have made serious attempts to mainstream gender by including sex-disaggregated data, discussing the comparative experience of men and women, and proposing strategies based on these.

### **Progress in regional policy and strategy formulation**

In 2001-02 significant progress in policy and strategy formulation has been made in the regions, with the adoption of a number of gender mainstreaming policy statements and strategies at regional Directors' meetings. The process is at different stages in different regions:

- In October 2001 at the annual meeting of Directors of Area Offices and MDTs in Pretoria, the **Africa** region adopted a gender mainstreaming policy statement.<sup>2</sup> The Senior Gender Specialists also presented a gender mainstreaming strategy, previously prepared and adopted by the members of the ILO Gender Network in Africa;
- In December 2001, at a meeting of the Decent Work Task Force for Latin America in Lima, Directors adopted a policy statement<sup>3</sup>, while an operational strategy is still to be developed;
- The Arab States region drafted a gender mainstreaming strategy for 2002-03, formulated on the basis of the results of an MDT workshop held in December 2001;
- The European region decided to use the outcomes of the Budapest and Moscow Gender Audits as a starting point for drafting a gender mainstreaming strategy for each of the MDTs and its respective sub region.

The Africa and Latin America regional policy statements endorse the relevance of the ILO's policy statement on gender equality and mainstreaming for the regions and confirm the two-pronged approach to gender mainstreaming, consisting of integrating a gender dimension into all work while at the same time supporting gender-specific (to date, women-specific) activities. The statements identify the key elements of a gender mainstreaming strategy for their respective regions. They recognize the catalytic role of gender specialists and focal points in the regions, but they also stress the need to expand expertise by having more gender experts in the regions and building up the capacity of those already there and of other staff. They are clear that this requires specific resource allocations to be earmarked for gender mainstreaming. The policy

<sup>2</sup> 'Strategy for mainstreaming gender in the ILO Africa Region's Decent Work Agenda', Pretoria, 4.10.2001.

<sup>3</sup> 'Estrategia para la transversalización de la dimensión de género en la Agenda del Trabajo Decente de la OIT en América Latina y el Caribe', Lima, 10-11.12.2001.

statements also stress the importance of effective monitoring and evaluation mechanisms and accountability structures.

## Challenges

The present phase of development of the ILO's policy on gender equality and mainstreaming dates from December 1999, when the Director-General's Circular no. 564 on gender mainstreaming was issued. The DG's Circular, the submission of the ILO Action Plan on Gender Equality and Mainstreaming in the ILO, and the Plan's endorsement by senior management marked a new level of institutional commitment to gender equality in the ILO. This has expanded the space for gender mainstreaming in the ILO and meant that it is no longer merely the concern of a few committed individuals scattered around the Office.

The Action Plan was drafted and adopted at a time when the particular interest of the Office was to strengthen the institutional aspects of gender mainstreaming. This focus can be seen in the fact that four of the five key result areas of the Plan apply to institutional matters. Only Key Result Area 4 (see Chapter 2) of this report focuses on the substance of the ILO's work. Three years on, considerable progress has been made in the four institutional areas (see key result areas 1, 2, 3 and 5 of the Action Plan), but the Gender Audit has shown that the capacity to make a gender analysis of the four strategic objectives, and to translate that into proposals and ultimately into practice, needs to be a priority in the coming period. Having a policy or overall strategy in place does not mean that we have solved the problem. An even bigger challenge lies in translating the policy into action (in key result areas 2-5), thus putting into practice the political commitment expressed in key result area 1.

The regional policies that have been adopted now need to be translated into operational strategies and to be implemented. Regional gender specialists, meeting with the Gender Bureau after the Turin Consultation in February 2002, identified the tasks ahead. The Latin American region is already planning to work on strategy development. In Africa the draft gender mainstreaming strategy needs to be updated in light of the latest developments, such as the Director's policy statement for the region.

Those regions that have yet to develop a gender mainstreaming policy and strategy are Asia, the Arab States and Europe. The Arab States and Europe have already begun work on this.

***'Gender remains a ubiquitous source of labour market inequalities.'***  
***(Decent Work for Women, 2000, p.5)***

***‘ILO research shows that enterprises that apply equal opportunity policies also tend to be more productive. Similarly, family-friendly policies also deliver economic dividends.’ (Reducing the decent work deficit, 2001, pp.20—21)***

## Recommendations

- Request the Gender Bureau to work with PROGRAM, INTEGRATION and Office-wide upgraded, gender network to revisit and revise the Action Plan, including the sequence and formulation of key result areas, in the light of experience since the Plan’s adoption in early 2000.
- Strengthen the ILO’s analytical frameworks on gender and clarify further in the ILO context terms such as gender equity, gender equality, gender mainstreaming, women’s empowerment, equal opportunities, men and masculinities.
- The Arab, Asian and European regions should move quickly and benefit from the experience of regions that have already done so in the drafting and adoption of their gender mainstreaming policy statements and strategies. Each Multidisciplinary Team (MDT) should then develop its own sub regional strategy in the framework of the regional approach. This could consist of: objectives; achievement indicators; areas of intervention; capacity building for staff and constituents; monitoring and evaluation of the strategy; and reporting.

## Gender in the Decent Work agenda

### Progress

Gender equality is described as central to decent work in all the major policy documents elaborating the Decent Work agenda – *Decent work* (1999), *Decent Work for Women* (2000), and *Reducing the decent work deficit* (2001). These three documents together reflect the evolution of the thinking around the Decent Work agenda.

*Decent Work for Women* sets out the gender agenda the most thoroughly. It is a women-specific rather than gender-specific document, produced as a proposal to accelerate implementation of the 1995 Beijing Platform for Action. Nonetheless its succinct analysis does compare the impact on women and men of globalization and associated macro-trends such as informalization. It highlights the place of equality and non-discrimination at the heart of the rights-based approach. This approach has been endorsed by both the 1995 Social Summit in Copenhagen and the Fourth World Conference held in Beijing. *Decent Work for Women* outlines the relationship between the Beijing Platform for Action and the ILO’s mandate and lists priority gender issues in each of the ILO four strategic areas, providing clear directions for action. Some of those priorities - towards the informal economy, towards care work, for instance - are already being followed.

In 2000, the Gender Bureau produced a document for the Beijing +5 process that presents each region’s analysis of gender inequalities and

the situation of women. In the Turin consultation meeting of the gender network in 2001 and 2002, priority gender issues were identified from a regional and sectoral perspective. The framing of the regional gender policies and strategies in the context of Decent Work, pointing out the inseparability of gender equality from decent work, is therefore very positive.

## Challenges

Given the high profile accorded to gender equality in key Decent Work documents, the main challenge associated with the Decent Work agenda is to make implementation gender-sensitive also. Since it focuses on women rather than gender mainstreaming, care needs to be taken that the gender dimension of the Decent Work agenda is not operationalized entirely in terms of women-specific projects (see Chapter 2 on Decent Work indicators). *Decent Work for Women* refers to women, but does not address gendered power relations and the way these are embedded in structures and institutions of society and the ILO itself. It is important that if the ILO is to help advance gender equality, that there is dialogue among the constituents on this in order to understand the difference between actions addressing women's practical needs and those addressing strategic gender needs which challenge gender relations.

*Decent Work for Women* is quite explicit on the question of mobilizing new partners around the Decent Work agenda, particularly in the area of social dialogue where women's voices are scarcely audible. It advocates that the social partners in the Decent Work processes should include national machineries for women (which are often not included in social dialogue because they are not located in labour ministries) and local women's organizations. Here is a challenge to the tripartite partners, who manifest considerable variation in their levels of comfort, engagement and partnerships with NGOs and membership based groups in the informal economy where self-employment is very high, unionization very low and government regulation very patchy. These are also areas where gender issues are salient.

## Recommendations

- Refine the policy analysis of gender in the Decent Work agenda and integrate a paragraph concerning gender equality (not only Decent Work for Women) into future Decent Work policy statements. INTEGRATION could coordinate relevant units to build on, update and expand the Gender, Poverty and Employment Package, including the addition of a rights perspective, so that it can serve as a gender analysis tool for the Decent Work agenda.
- All ILO regional and national structures and mechanisms set up in the framework of the Decent Work agenda should adopt their own policy statement on gender equality and gender mainstreaming.

***The ILO's excellent policy paper and studies are not sufficiently backed up by operational assistance in the countries.***

- All Decent Work indicators (current and to be developed) should be disaggregated by sex. Resources should be allocated for improving the collection of data on key gender indicators and a periodic statistical output along the lines of a *Gender and the World of Work* state-of-the-world and reader friendly publication.

## Towards an Organization-wide gender policy

### Progress and opportunities

At the 283rd session of the ILO Governing Body in March 2002, the Office put forward the theme of gender equality in the world of work for possible selection for the general discussion item at the 2004 International Labour Conference<sup>4</sup>. The proposal was based on the need for the constituents to adopt an Organization-wide policy in line with the Beijing Platform of Action, as the ILO does not have an explicit policy on gender equality and has not formally adopted the strategy of gender mainstreaming. With Governing Body members indicating interest in almost equal numbers for gender and migrant workers as the general discussion subject for 2004, the subject of migrant workers was chosen. Gender equality will be again put forward as a choice amongst others for selection for the agenda of the ILC 2005, which will be the 10th anniversary of the Beijing and Copenhagen conferences and the 30th anniversary of the first UN Conference on Women (Mexico, 1975).

With the Office now moving steadily towards an ensemble of policy instruments on gender mainstreaming at HQ and in the field, the time is ripe to advocate for the formulation of an Organization-wide gender mainstreaming policy and strategy. Although ILO's constituent representatives are largely male, they vary considerably on their level of interest, understanding and articulation of the gender implications of their agenda. While many constituents at various levels are making efforts to recruit more females into positions of leadership, this strategy should not be confused or equated with mainstreaming a gender perspective into the work. Female representation does not guarantee gender-sensitive policies and actions. This is a matter of exposure and competence of men and women. Several Gender Audits in the field reported interest in gender issues among constituents. Many ILO constituents and other partners valued the ILO's technical assistance on gender issues and its promotion of gender equality through training, specialist advice, and projects. Here are some examples:

- In **Nepal**, the ILO is seen as giving more attention to gender issues (such as expanding women's employment opportunities

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<sup>4</sup> Proposal for 2004 ILC agenda item on *Gender Equality for Women and Men in the World of Work*. The GB discussed the proposal on 20 March 2002.

through micro-credit and savings schemes, women's entrepreneurship, sexual harassment at work, trafficking of women and children, input on gender to the PRSP process, social dialogue on gender equality, maternity protection) than other international organizations present in the country. Some constituents would like to see this support take a higher profile at the political level, for instance with the organization of high-level meetings to gain the government's commitment on gender equality;

- Gender equality workshops and training, supported by the ILO Area Office based in **Tanzania**, inspired the largest trade union congress in the country to develop and publish its own gender policy in 1999. The policy booklet, disseminated among the member organizations, includes the goal of making sure women are represented in union leadership roles at the branch, regional and national levels of the congress, and that they make up at least one-third of participants in capacity building and other activities. The preface of the congress gender policy, as well as that of other member organizations that have likewise been inspired to develop their own policies, cites ILO standards, conventions and recommendations. The policy booklets are succinct yet comprehensive and contain user-friendly information, such as a glossary of words related to gender issues.
- Seminars on gender themes organized by ILO **Moscow** have played an important role in clarifying gender equality and mainstreaming concepts with constituents and partners, in a context where there is a general lack of a clear gender policy and institutional arrangements to pursue gender equality in CIS countries. The current cooperation agreement between the Russian Federation and the ILO constituents calls for gender to be mainstreamed into all activities. The constituents have asked ILO Moscow to provide methodologies and good practice examples on promoting gender equality in employers' organizations, trade unions and labour ministries.
- In **Brazil**, the ILO has made a substantial contribution to the national debate on diversity and non-discrimination. This has been recognized by the constituents. Government officials have expressed appreciation for the ILO's 'Brasil: Gênero e Raça' (Gender and Race) programme, which dates from the mid-1990s and has proved to be sustainable. It is now under the management of the Ministry of Labour. The interlinkages between gender and race have been further taken into account in other ILO programmes in Brazil such as that on Gender, Poverty and Employment with local governments, and others on the social responsibility of enterprises.

The Gender Audits generated discussion about the extent of the Office's influence over constituents in ensuring more sex-balanced representation or gender analysis. Some units concluded that the

**Strategic partnerships between ILO constituents and relevant women's organizations have potential for countering women's historical under-representation in social dialogue.**

constituents could be open to advocacy or other strategies to change their practice. One field office noted that although the constituents do not make gender a priority, they are receptive to gender-related projects if the ILO presents them. Another had found that working in close partnership with the government encourages it to take ownership of initiatives and programmes, including those on gender equality. These are all good examples that lay the groundwork for an eventual Organization-wide gender policy.

It is clear that the principle of strategic partnerships between ILO constituents and relevant women's organizations has potential for countering women's historical under-representation in all the traditional spaces of social dialogue. Some audits mentioned the existence of tripartite commissions on gender equality, for instance in Tanzania and in the Southern Cone countries of Latin America, which in practice have sometimes included other partners from civil society. Similar commissions were recommended by the Gender Audits in Moscow and Bangkok.

In April 2002, the Gender Bureau began work on coordinating a new interregional project that aims to enhance gender mainstreaming among ILO constituents. Working in five pilot countries, this project aims to help constituents identify their needs regarding gender mainstreaming on the basis of an assessment of their experiences and situations, and contribute to strengthening the institutionalization of gender by various means including the setting up of tripartite bodies such as joint task forces on gender mainstreaming. An inter-regional meeting will review the experiences and also help to promote understanding on the need for an Organization-wide policy.

### Recommendations

- Set a clear standard for quality performance that incorporates the requirement that all relevant ILO staff, advisors and consultants be competent in performing gender analysis, planning, monitoring and evaluation.
- Broaden the understanding that is published in *Decent Work for Women* to a gender equality perspective that clearly outlines the changes in gender relations, mechanisms and institutions that the ILO wants to achieve under the Decent Work agenda.
- Identify gender equality objectives under each of the four Strategic Objectives and establish gender equality as an ILO policy objective that cuts across all strategic areas.
- Define gender equality objectives at different levels:
  - For men and women workers as ultimate beneficiaries;
  - In ILO Technical Cooperation;



- Throughout the Office (revised *Action Plan* and policy statement);
  - Within the Organization as a whole.
- Publish a concise gender policy document in which ILO gender equality policy objectives and results to be achieved under the Decent Work agenda are explained. Distribute this to all personnel in the Office and all members of the Organization.
  - To better promote gender equality encourage the participation in ILO programmes of organizations and institutions with gender expertise relevant to the technical areas of ILO's mandate.
  - Ensure that gender policy issues are addressed in the preparation and follow-up of forthcoming ILC discussions on the informal economy (2002), discrimination (2003), and migration (2004).
  - Build on the increasing interest in and need for support on gender issues of the constituents, and find ways of promoting the Office's gender policy more actively with constituents and beyond.

### Execution:

- The parties involved in this process will be INTEGRATION, PROGRAM and the Gender Bureau in consultation with the Gender Network members.
- The gender policy document will have to be adopted by the Senior Management Team before or during 2003 so that it can feed into the P&B for the 2004-2005 biennium.



## Chapter 2: Gender Mainstreaming in the Work of the ILO

### *(Key result area 4)*

**Objective:** Gender is effectively mainstreamed and becomes a cross-cutting issue in the ILO's work.

The key result area 4 of the *Action Plan* is the largest and most complex of the five key result areas. As the Gender Bureau's thinking about the place and role of different elements of analysis, planning and implementation has evolved since the *Action Plan* was elaborated in 1999, this chapter does not follow the structure of the *Action Plan* exactly. The chapter reviews the evolving conceptual framework of the ILO for advancing gender equality based on relevant documents and the application by the audited units. Prominence is given to the discussion of indicators and their critical relevance to programming and planning has been highlighted. Elements which support both the strengthening of conceptual frameworks and their application are also reviewed. These include mechanisms for ensuring gender integration, the knowledge base on gender, tools, information management and communication on gender equality in the Office and beyond. As far as possible, progress, challenges and recommendations are treated within each subsection.

### The conceptual framework:

#### ***Gender equality in Decent Work and strategic budgeting***

The *Action Plan* calls for the development of gender-sensitive frameworks and the systematic application of gender analysis. This section looks at how gender equality fits within the conceptual framework that governs the ILO's current work - the Decent Work agenda - and its planning instruments, the Strategic Policy Framework 2002-2005 and the *P&B*.

### Progress

#### **From Strategic Policy Framework to Programme & Budget**

Making gender a cross-cutting issue in the ILO's Strategic Policy Framework 2002-05 and in the ILO Programme & Budget for the past and current biennia (2000-01 and 2002-03) has opened an important political space for dialogue on gender with senior managers and has had a visible impact on the design and implementation of gender-

**Outside the Strategic Objectives and their accompanying text, gender equality is hardly mentioned at all.**

sensitive programmes. Results-based strategic budgeting makes it easier to implement gender mainstreaming, because it defines and measures the work done in terms of results achieved rather than activities carried out, and enables quality as well as quantity to be tracked.

The Strategic Policy Framework 2002-05 (SPF) establishes Decent Work as the unifying framework of the ILO's work during this period. For each of the four strategic objectives, it proposes a contribution to Decent Work.<sup>5</sup> The gender dimension of Decent Work, as expressed in *Decent Work for Women*, is strong, and proposes priority gender-related issues for each strategic objective. To some extent this is carried forward into the SPF, most importantly in the Operational Objectives and indicators, which effectively determine those that then appear in the *Programme & Budget for 2002-03*.

Of the 10 operational objectives in the SPF, three (all under Strategic Objective 2) mention men and women or women, once in the context of equal access to employment; while of a total of 38 indicators, 8 mention gender, women and men, women, or the girl child, and only 1 of these specifically refers to equality between men and women<sup>6</sup>. Each strategic objective includes a reference to intersectoral links, but none of them mentions links with the cross-cutting issues, development and gender. Outside the Strategic Objectives and their accompanying text - for instance in the text on strengthening institutional capacities, communication, the regions, statistics - gender equality is hardly mentioned at all, except as regards strengthening the knowledge base and human resource development.

The *Programme & Budget for 2002-03* derives directly from the Strategic Policy Framework and further schematizes it in a cascade of operational objectives, indicators, targets and strategies. Of these, gender is included directly or indirectly in 2 out of 10 operational objectives, 11 out of 38 indicators and 14 out of 36 strategies (see Annex V and, the section on indicators). The two operational objectives (2b and 2c) use the phrase 'men and women' instead of a generic and aggregated term. This *P&B* thus compares favourably with the *P&B 2000-01*, which was the first programme and budget to be elaborated under the new results-based strategic budgeting system.

By making gender equality a cross-cutting issue, therefore, the SPF and the *P&B* have created good potential for gender mainstreaming. The extent to which this potential is realized is improving with each successive programming and budgeting exercise. Several new features are very positive.

<sup>5</sup> See pp.5, 10, 15 and 19.

<sup>6</sup> Operational Objective 2a, mentions equal access to decent jobs for men and women. For operational Objective 3B, an indicator mentions equal treatment of men and women migrants.

The paragraphs in the *P&B 2002-03* which give an analysis of the particular situation for the strategic objective, and the paragraphs relating the strategic objective to the Decent Work agenda, all make at least one reference to women's needs or gender (in)equality as an issue that will need to be taken up in the activities.

#### Gender in strategic budgeting – an interagency effort

The ILO participates on a regular basis in the work of the then entitled United Nations Interagency-Meeting on Women and Gender Equality (IAMWGE), which has undertaken a systematic review of the integration of gender into the budgeting and programming processes of UN organizations. In 2000 ILO was cited as a good practice example in this regard. In November 2001 the Gender Bureau hosted a thought-provoking workshop on gender budgeting, entitled 'Meeting the Challenge of Gender Mainstreaming in the Programme Budget Process' with IAMWGE. This workshop helped further strengthen the ILO's contribution as a significant voice in the UN system on gender mainstreaming, in addition to being active on women's rights issues.

### Gender indicators: a key element

Indicators are both a tool and a mechanism for ensuring gender mainstreaming, and their development and application is a topic currently under urgent discussion everywhere in the ILO. The use of indicators as a guide to planning, monitoring and reporting is one of the major advances introduced by strategic budgeting. Although the *P&B 2002-03* contains few indicators that are either explicitly or implicitly gender-sensitive, there is strong evidence from the Implementation Report 2000-01 to the GB to suggest that gender-related results are achieved wherever there is a gender indicator to be met – so the logical conclusion is that more explicit gender indicators and targets at the *P&B* level would have a positive effect on gender mainstreaming.

#### ❖ Indicators in the planning cascade

Mainstreaming gender into the planning of work in the Office is not done in a vacuum, nor is it a static, once-and-for-all occurrence. The formulation of the ILO's four strategic objectives and the introduction of results-based management and strategic budgeting generated the larger framework within which gender mainstreaming now needs to be more embedded so as to shape the development of the knowledge base, advocacy and service dimensions of the Decent Work of Agenda.

As we have seen earlier, the overall framework is based on the formulation of a logical and hierarchical series of planning steps, which can be represented thus:

***The formulation of the ILO's four strategic objectives and the introduction of results-based management and strategic budgeting generated the larger framework within which gender mainstreaming now needs to be more embedded.***

**Explicit gender equality objectives with their corresponding indicators are essential to achieving the overall generic operational and strategic objectives of the ILO.**



Once embedded as an integral part of the policy framework, gender equality can be conveyed onward into operational objectives, indicators and targets applicable to the sectors and regions. The inclusion of gender indicators in the work plans of units is a reflection of the level of understanding that explicit gender equality objectives with their corresponding indicators are essential to achieving the overall generic operational and strategic objectives of the ILO.

However, the evidence from the Gender Audits suggests that the few existing indicators for gender equality are located principally at the higher levels of strategic planning and do not often reach down to the work unit level. Moreover, nearly all the indicators and targets in the current *Programme & Budget* relate to the development, acceptance, and use of ILO 'products' by governments, employers' and workers' organizations, and are quantitative rather than qualitative. They measure results in terms of the numbers of such organizations which use ILO products and the numbers of measures taken as a result, not the content of the products themselves (see Annex V). This makes it very difficult to recognize whether or to what extent gender equality is mainstreamed in the products. The quantitative nature of the targets limits their potential for bringing out the extent and nature of mainstreaming of gender equality.

❖ **Indicators of gender equality at the regional level in the P&B**

Whereas the *P&B 2002-03* sets out the hierarchy of objectives, indicators, targets and strategies for each sector, its chapter on the regions is far less structured, and less explicit attention is paid to gender equality and indicators to measure its achievement. In fact, no

clear formulation of objectives or indicators of any kind is given in the text, perhaps because it is assumed that these will be implicit given the link made with the Strategic Objectives in each region. The following indications are given for the regions:

- *Africa*: mentions women's needs in employment in relation to the Jobs for Africa programme, small enterprise development, and employment-intensive approaches;
- *Americas*: mentions gender as cross-cutting issue in Standards and Fundamental Principles and Rights at Work, and mentions women as workers in the informal economy and rural areas under Employment;
- *Arab States*: mentions women once in relation to rising unemployment and once under addressing gender equality in employment;
- *Asia and the Pacific*: mentions women (together with children) in the context of anti-trafficking activities, and states that gender will be mainstreamed to address inequality, discrimination and exclusion in employment-related activities. Women's needs will also be addressed in programmes with employers and workers organizations and in social dialogue processes;
- *Europe and Central Asia*: makes no explicit reference to gender equality issues, merely to the (general) elimination of discrimination in employment and occupation.

These approaches of the regions in the *P&B* suggest that the opportunities offered by strategic budgeting to be clear and explicit about the ways the regional programmes plan to mainstream gender equality have not been taken up.

#### ❖ **Indicators at the work-unit level**

Inevitably, a shortage of gender indicators in the *P&B* will be reflected in a corresponding shortage at the work-unit level, and this has been borne out by the experience of the Gender Audits. The work unit audits showed that this is the area where progress on designing gender indicators has been uneven and the incorporation of gender equality objectives or indicators into work plans is weak. Sometimes this seems to be linked to staff not having a good understanding in general of the purpose and value of indicators. Some work units, however, have made good use of the existing indicators relevant to gender in the overall framework and have even gone beyond such as Kathmandu, the MDT Beirut, in the Area Offices in Brazil, IFP/Declaration and IFP/DIALOGUE.

The difficulties with designing and using gender indicators do not, however, imply that no attention is being paid to gender indicators, or that no action is being taken. All the Gender Audits without exception

***Work units and field offices are taking on board the value of indicators as a guide to planning and a measure of achievement. But many are confused by the task of designing them.***

felt the need for gender indicators, and some are already beginning to develop them. The Decent Work Team for Asia/Pacific recently began designing gender-sensitive indicators for Decent Work, which are still under discussion with the Gender Bureau and gender specialists from other regions. The approach taken was for the gender specialist to propose indicators corresponding to the objectives of the *Action Plan*, which address the process of gender mainstreaming. Substantive indicators on gender are to be developed in the various technical areas. Another interesting experience is that of ILO-Brasilia, where the Office decided to add an extra column containing gender indicators to its work plan for 2002-03 so as to make progress in gender mainstreaming more visible and as an aid to monitoring gender mainstreaming. In Beirut, an indicator of 50 % of all the MDT's outputs would have gender mainstreamed was included in the 2002-03 work plan. Other efforts towards designing work unit-specific gender indicators were also reported.

These examples show that work units and field offices are taking on board the value of indicators as a guide to planning and a measure of achievement. But many are confused by the task of designing them. Several units in the audit process expressed the wish for greater institutional support, especially closer and more regular collaboration with the Gender Bureau, as regards specific advisory inputs around the development of tools and indicators.

Moreover, the current experiences are not systematic and are taking place in relative isolation, and opportunities for real learning by sharing and comparing across units and sectors are being missed. A way needs to be devised to bring all the isolated initiatives on indicators, including gender indicators, together to share ideas.

### **Strategies in the Programme & Budget**

However, the biggest improvement appears in the formulation of strategies. Here, of the 36 strategies included, 15 mention gender-related issues, of which 9 are substantial:

1. special situation of the girl child (in surveys and empirical studies);
2. gender specialists as partners for developing priority actions;
3. research and advocacy on gender equality in employment;
4. gender-specific labour market information and macroeconomic policy effect with concern for negative effects specifically for women;
5. members of groups who face particular difficulties in finding work, particularly women;



6. training for informal sector employees, most of whom are women;
7. gender concerns to be mainstreamed in all activities in enterprise development; to unlock entrepreneurial potential, leadership and managerial skills of women;
8. mainstreaming of gender concerns in employment intensive infrastructure activities: women's participation, representation, non-discrimination, gender sensitive needs assessment in crisis situations;
9. actions to improve financial architecture and governance of social security systems - includes gender in quantitative analysis but does not spell out how;
10. strategy for maternity protection schemes refers to women's organizations;
11. strategy on migrants and trafficking refers explicitly to women;
12. strategies to promote women's entrepreneurship and participation in employers organizations and trade unions, and need to address women in informal sector;
13. integration of gender in all social dialogue efforts, special activities, guidelines, base-line data collection on representation;
14. strengthen the capacities of labour ministries, employers organizations and trade unions to address gender issues;
15. orientation to the needs of women, children, home-based workers and rural workers.

### Some recent programming and planning initiatives

- For the 2002-03 biennium, PROGRAM set up at the end of 2001 a Unit Objectives database to facilitate monitoring and tracking of ILO programmes and projects at work unit and field office level.
- The Policy Integration Department (INTEGRATION), also created in the latter half of 2001, contains on its decision-making staff strong gender expertise and commitment to gender mainstreaming as an integrative and unifying element.
- The Director-General's Programme Guidance Letter (PROG/PB 1-2, 23 April 2002), containing policy and strategic orientation for the P&B 2004-05, makes gender one of a set of policy objectives designed to ensure that cross-cutting issues are really integrated into the ILO's work.
- The shift towards field inputs as the basis for programming could have the potential of sharpening the focus on gender indicators if priority is given to the kind of situational analysis at the country level that recognizes the gender differences in the lives of working men and women.

## Challenges

### Gender equality as a policy objective

The *P&B* as it is now organized could be used more extensively to include gender equality analysis and planning and mainstream this into the existing programming. The paragraphs on gender equality in the section on cross-cutting activities (p.47 in *P&B 2002-03*), for instance, could in future be more closely linked to the *Action Plan for Gender Equality And Mainstreaming in the ILO* and assist in better definition of its objectives. These could also be defined, in line with the framework used in the *P&B*, in terms of operational objectives, indicators and targets. This would make gender equality as a policy objective, as proposed in the DG's Programme Guidance Letter of April 2002, more visible, and accountability and monitoring could be expected to increase.

The establishment of a gender equality objective in the *P&B 2004-05* brings with it certain other requirements: there would need to be budget line specific to this operational objective, and a budget code which would allow for tracking of expenditure on gender-related work within specific work units and in technical cooperation activities (see the section on Procedures for monitoring and evaluation).

### The wider analysis

While the gender analysis of situations and issues specific to the world of work is often quite well developed, the ILO's analysis of the external context or institutional setting is in many cases rather weak. This context refers, for instance, to national legislation and governance, the economic situation, political and demographic developments in the country or region, the women's movement and the national women's machinery, and the relationship to UN processes

***ILO research documents and project proposals make almost no reference to gender relations.***

such as the UN Fourth World Conference on Women in Beijing 1995 or the UN Social Summit in Copenhagen in 1995. ILO research documents and project proposals often take many pages to describe a situation and its external context, but make almost no reference to gender relations beyond a single, otherwise unattached, reference to sex balance in the labour market. Elsewhere, the tendency to understand gender equality only in terms of women's immediate needs and not strategic gender relations can lead to the formulation of indicators and strategies, even at the level of the *Programme & Budget*, on the basis of a skewed analysis. An example is indicators and strategies 1b 3 and 1b 4 of the *P&B 2002-03*, which by referring only to 'the special situation of the girl child' in the worst forms of child labour leave out the different and equally appalling situation of boys<sup>7</sup>.

The Strategic Policy Framework and the *Programme & Budget* do not by themselves work as a technical guide to gender planning at the work unit or field office level. That is not their function. The *P&B* flags up the cross-cutting issues as strategic necessities, but leaves it up to the sectors and regions and within them the individual units, to interpret them and put them into practice as they see fit. In the absence of an overarching gender *analysis* (as distinct from an overarching *statement* of the importance of gender equality) shared by the whole Office, the way is left open for a multitude of operational interpretations of gender as a cross-cutting issue, and work units are left free to decide to what extent they will comply with the *P&B*'s broad requirement to mainstream gender. The PROGRAM Unit Objectives database illustrates the great variety of emphases and approaches currently being used.

In any case, the *P&B* is a framework, not a recipe book: it needs to be fleshed out with a detailed analysis applicable to the different strategic objectives. The vagueness of references to gender in so much of the ILO's work derives ultimately from the lack of such an organization-wide analysis of the changed world of work and how it affects men and women. What is needed to fill the gap is an ILO gender analysis of the changing world of work today that is comprehensively and collectively thought through, not a series of individual gender analyses made by individual units or authors of documents, some of whom are moreover external consultants. *Decent Work for Women* is the nearest approach to such an analysis currently available, and it could perhaps form the basis for a thorough, collectively undertaken process of gender analysis throughout the ILO.

***The vagueness of references to gender in so much of the ILO's work derives from the lack of an organization-wide analysis of the changed world of work and how it affects men and women.***

<sup>7</sup> According to the global report on child labour 2002, the majority of children subjected to the worst forms of child labour are boys, particularly in the agricultural sector. See *A future without child labour. Global Report under the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work*, ILC 90<sup>th</sup> Session, 2002, Report I (B), Geneva: ILO, 2002.

## Indicators

The challenge of designing gender indicators touches the heart of gender mainstreaming: it is to integrate gender equality explicitly into the whole system of programming and budgeting, at all levels. Qualitative as well as quantitative indicators and targets need to be designed. The indicators should also be defined so as to spell out more clearly what aspects of gender equality are being developed, adopted or integrated into the 'ILO products' mentioned above. Currently, in the *P&B*, this is more visible in the strategies than in the indicators and targets (see Annex V).

PROGRAM is currently involved in thinking about the design of gender indicators, which will apply to the gender equality objective proposed for the *2004-05 P&B*, and is in discussion with the Gender Bureau about these questions. The gender equality objective would address two different goals - mainstreaming gender in the Office itself as a process, and results on gender equality in member States - each of which will need a different kind of gender indicator to measure achievement.

## Recommendations

- The Office needs to make and publish its own full gender analysis not only of the world of work but also of the wider institutional setting within which the ILO acts and to which its strategies should respond. *Decent Work for Women* could be a basis, but the analysis needs to go deeper.
- Recognize that this process of gender analysis is iterative: it needs to be repeated regularly, as the external context changes, and strategies adjusted accordingly. The analysis should be repeated for each *P&B*.
- Undertake a deeper analysis of the gender equality issues specific to the areas of intervention of the four sectors and, within them, the work units. Such a process should rely on inputs from the field for context specific data and analysis.
- Within the *P&B*.
  - be explicit about each of the Strategic Objectives and operational objectives applying to men and women;
  - develop clear indicators that will effectively show how gender equality has been integrated into the work done and the results;
  - develop indicators and targets for the policy objective gender equality.

- Give greater attention in *P&B 2004-05* to qualitative indicators, developed through a collective process of discussion, consultation, and prioritization. Rephrase existing *P&B* indicators where possible to make gender concerns more explicit and visible.
- Revise the way indicators and targets are described in the *P&B* systems (be more explicit in developing indicators at the work unit level).
- Hold a seminar or other discussion meeting on gender indicators, to bring together existing experiences and build on them.
- Hold managers accountable for the achievement of indicators and targets once established.

## Application of gender analysis

Mainstreaming a gender perspective into a planned project or activity begins with the application of a gender analysis. This analysis should be carried through the whole programming cycle and should inform policy, strategy, structure, design, planning, implementation, monitoring and evaluation. It should also be used to feed the results of evaluation back into further policy refinement. Unfortunately, this ideal schema is not always realized in practice, and unless the gender analysis is revisited and applied iteratively throughout the cycle, it is all too easy for gender equality concerns to drop out, or 'evaporate', at some point in the cycle.

### ***Progress on the application of a gender analysis in the ILO's work***

The Gender Audit identified a number of good practices in the application of a gender analysis in various work units and field offices. The following are a few examples:

#### ❖ Sector 1

**Gender in the Declaration follow-up:** Two areas can be seen, from the IFP/Declaration Gender Audit and from the global desk review, where a gender analysis on the part of the IFP's staff, particularly the Reports section, has led to action or proposals that will 'engender' reporting under the Declaration Follow-up. First is the revision of the reporting questionnaires sent to governments. The questionnaire on child labour was revised in time for 2002 reporting, and includes more prompts to elicit sex-disaggregated information, e.g. §§3.1 (minimum age for work), 4.2 (minimum age for hazardous work), 7 (years of schooling), and 9 (existence of worst forms of child labour in country). A few more prompts for more detailed information could be added: at §17, a sub-question could ask whether specific measures have been taken for boys and girls. But overall the attention

***Gender is usually the most reported-on form of discrimination, but outside that area reporting with a gender perspective is far lower.***

to gender differences in child labour has been well highlighted and should result in higher-quality reporting by governments.

As well as this detailed technical work on report forms, a gender analysis informs strategizing around technical cooperation as a tool to promote the principles and rights contained in the Declaration. It is recognized that in the annual follow-up on the Discrimination area of the Declaration, gender is usually the most reported-on form of discrimination, but that outside that area reporting with a gender perspective is far lower. Staff are aware of this problem and have frequent discussions about it, and the audit generated a suggestion that, given the expressed interest of governments with regard to freedom of association and collective bargaining among workers in agriculture, domestic service and export-processing zones, IFP/Declaration could explore possible follow-up activities with a gender component, given the gender composition of these groups of workers.

**Girls and boys in domestic service:** The Brazilian Gender Audit identified good practices in gender planning. One was the systematic use of sex-disaggregated data and the elaboration of a gender analysis in several key issue areas for the ILO: child labour – where ILO-Brasilia introduced the important subject of child labour in domestic service, which has different features for boys and girls. The information obtained through the use of sex-disaggregated data is crucial for the development of gender-appropriate strategies for combating child labour.

## ❖ Sector 2

**IFP/SEED materials:** Several examples of IFP/SEED products have a good gender balance, e.g. the international Start Your Business (SYB) package and the Eastern and Southern Africa SYB. The audit team was informed that the effect of the packages on gender relations has been analysed and that reports are in preparation.

**IFP/CRISIS work in Somalia and Afghanistan:** The project documents for the IFP/CRISIS project in Somalia<sup>8</sup> contain a comprehensive analysis looking at the roles of both women and men, and on the basis of this selects women as one (but not the only one) of the target groups of the project.

In Afghanistan<sup>9</sup>, women's re-entry into the labour market forms a specific component of a proposed project, while gender concerns are mainstreamed in the other components of the project, which include ensuring equal access to jobs and conditions of work in the emergency employment service centres that the programme plans to

<sup>8</sup> Promotion of Economic Recovery, Employment Creation and Support to Decentralization in Somalia Project document, IFP/CRISIS, 2001.

<sup>9</sup> Peace through Decent Work: ILO strategy for the Crisis in Afghanistan and its Neighbours, IFP/CRISIS, Geneva, November 2001.

set up, special attention to young women in skills training, and assisting the government to develop a gender-sensitive employment strategy. The report produced by IFP/CRISIS on Afghanistan at the end of 2001<sup>10</sup> made a differential analysis of the historical and present situations of women and men in the country at numerous points.

### ❖ Sector 3

**Social security – a new consensus:** This report from the Social Protection sector analyses different demographic trends for women and men (e.g. women retire earlier than men and live longer, but in many countries have earlier retirement age) and their different pension contribution histories (e.g. lower coverage for women because so many women are in informal economy). Then it analyses different pension systems and discusses the problems involved in designing pension systems that will not disadvantage either sex.

**Gender aspects of occupational health:** A study on Occupational Hazards and Reproductive Health carried out by the University of Balamand provides good data for the Regional Office for the Arab States (ROAS) on the reproductive situation of both men and women in Lebanon, using male and female specific indicators and also slightly different questionnaires for women and men workers.

### ❖ Sector 4

**Strengthening workers' organizations in CEET:** Sometimes a gender analysis can be successfully applied after the initial stage in the cycle (though this is not the ideal way to proceed!). Many projects and subsequent evaluations show a gender-neutral (and thus gender-blind) approach, but during the implementation phase a gender focus may develop. An example cited by the Budapest Gender Audit is a project on strengthening workers' organizations in CEET, where modifications to the original - gender-neutral - project strategy, including involving gender-aware partner organizations and networks, as well as attention to women's participation in seminars, were introduced during the implementation phase at the initiative of the implementing manager.

### ❖ Asia and Pacific region: the Veera concept

Some unit-level tools for planning do not make a clear distinction between gender equality and women-specific actions, or even implicitly identify the unit's gender focus as women-specific. An example is the 'Veera' concept devised by the MDT in Bangkok, which defines the archetypal beneficiary of the ILO as a poor working woman and makes the satisfaction of her needs a benchmark for effectiveness of the unit's interventions. Even though it seems to focus more on a women's than a gender agenda, 'Veera' has raised

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<sup>10</sup> Sultan Barakat & Gareth Wardell, Capitalizing on capacities of Afghan women: Women's role in Afghanistan's reconstruction and development, Working paper 4, December 2001.

the visibility of women's and gender issues in the Asian region and has thrown out a challenge to think of women and gender issues as a central priority for the ILO rather than an extra or an 'add-on'. The Bangkok MDT Gender Audit noted that as the concept is recent, the Veera focus has yet to be translated into objectives and indicators in country and MDT work plans.

### ***Progress on the integration of gender analysis in inter-agency work***

#### **Gender equality in Poverty Reduction Strategy Papers**

The Poverty Reduction Strategy Papers (PRSP) process, started in 1999, aims to reverse the damage done by structural adjustment in the 1980s and 1990s.<sup>11</sup> It is designed to speed up distribution and make disbursement of funds more efficient and targeted. It has been led by the World Bank and the IMF, but since the first PRSPs produced were weak on both labour and gender questions, the ILO became involved in the process. These two issues were perceived to be the ILO's areas of specific competence; and in theory their integration into the process has high potential for 'humanizing' a process that has so far been very macroeconomic in its orientation. Of the five countries selected as ILO pilots, partly on the basis of their well-developed capacity for social dialogue, three – Nepal, Tanzania and Cambodia – are in regions where a Gender Audit has been held.

However, little of the easily available information on the PRSP so far shows that the ILO has had any impact on it in terms of linking gender equality and poverty reduction. The introductory text on the PRSP process on the ILO Intranet site does not mention gender at all. 'Decent work and poverty reduction', a paper presented at a high-level Washington meeting in January 2002, gives a single, telling statistic showing that women are a large proportion of the poorest people on the planet (2/3 of those earning less than \$1 a day are women subsistence farmers), but this is taken no further and the opportunity to use gender as an entry point for the ILO is missed.<sup>12</sup> In this context, the March 2002 Governing Body assessment of the ILO's experience with PRSP does not suggest that any action on gender has been taken.

Gender audits in the field questioned how far the PRSP is capable of promoting more equal relations between men and women. While the Washington presentation asserted that 'child labour and gender have been covered in the PRSP as it has evolved', the Dar-es-Salaam

***The archetypal beneficiary of the ILO is a poor working woman.***

<sup>11</sup> For background information on the PRSP process, see Turin report p.32.

<sup>12</sup> For a more positive statement of gender as an entry point to poverty reduction, see e.g.: 'women's employment is one of the most effective means of reducing poverty and thus must be at the centre of any development strategy' (*Decent Work in Asia: ILO activities in the region. Thirteenth Asian Regional Meeting, Bangkok, August 2001, p.113*).



Gender Audit observed that despite an attempt to mainstream gender issues in CAP (Country Action Programme), 'there are still gaps in realizing gender equality through the promotion of employment in the context of CAPs'. For example, out of 17 proposed projects, only one is on mainstreaming gender (mainly in the context of combating the effects of HIV/AIDS) and one is women-specific; and though most of the rest of the proposals put mainstreaming gender issues among their priorities, none of them is gender-specific concerning the quantity of jobs to be created. Dar Area Office staff saw the Tanzania PRSP as short on sex-disaggregated data, and constituents stressed that, since the Area Office is perceived as taking a proactive role in promoting the Decent Work agenda with stakeholders in the country, it is justified in arguing for the PRSP to analyse the gender aspects of employment in the PRSP and make appropriate proposals.

In Nepal, the ILO was the only agency contacted by the National Planning Commission on PRSP/10th Development Plan for technical advisory services. This resulted in considerable ILO input into the Tenth Plan Concept Paper, including on gender. At the Nepal Development Forum in February 2002, the Vice-Chair of the National Planning Commission emphasized strongly that the 10th Development Plan will focus on women as a central target since reaching out to women would result in benefiting the whole family. While it is still to be seen how the implementation of the Plan will address gender relations in Nepal, the ILO will be actively promoting gender equality through social dialogue between the constituents in the PRSP process in Nepal. An inter-regional project on capacity building of the constituents on gender mainstreaming and backstopped by the Gender Bureau has just started in Nepal. It should help to create synergies between poverty alleviation strategies and gender equality promotion.

If the ILO is to help make the PRSP process gender-responsive, it needs to make a sound policy analysis of the issues involved and, at the operational level, to consider in particular how the capacity of ILO constituents can be developed so as to enable them to integrate gender concerns into the PRSP.

## Universitas

This programme, which brings ILO, UNDP and other agencies together to promote and share innovative practices on human development, has a focus on local level development initiatives as a critical element for poverty alleviation. Universitas is working in a cross sectoral manner within the ILO as well as on an interagency basis through a partnership arrangement with the Italian development cooperation programme. The programme has research, training and networking components and is linked to UN and donor community efforts to strengthen governance and combat poverty. Given the "integrated" approach proposed by this programme, there should be good potential for gender to be mainstreamed. Efforts are underway to ensure that gender is mainstreamed in this new programme. It is

***It is critical that if the ILO is to be in the forefront of promoting gender equality it will need to work with other agencies at the country level.***

critical that if the ILO is to be in the forefront of promoting gender equality it will need to work with other agencies at the country level through programmes such as Universitas. To meet this challenge, ILO staff involved in Universitas need to be gender sensitive themselves and to be able to conduct gender analysis in the areas of social protection, social dialogue and economic development. They need to carry this forward into the operational plans currently being developed at country level for South Africa, Mozambique, Cuba and Central American countries.

## **Challenges**

### **The gap between policy and practice**

The application of a gender analysis throughout the audited work units, and in many of the documents studied in the global desk review, is uneven. Good examples of the application of gender analysis and gender planning in the design of programmes and projects can be found in all sectors and regions, and a number of the books and research papers read for the global desk review show a relatively gender-sensitive situation analysis, backed up with some general sex-disaggregated data, mostly on labour force participation.

However, these examples are in a minority. There is still a lack of recognition that **all** programmes and projects can have a gender equality objective, and a tendency to confuse gender mainstreaming with actions specific to women's practical needs. Many documents are still gender-blind and many others fail to distinguish between gender-neutral and gender-sensitive language. Too often, data disaggregated by sex is thin. These weaknesses show that, despite strong policy commitment to gender equality and mainstreaming, the mechanisms, tools and indicators to anchor policy in good practice are still not entirely in place.

In part this is because there are not enough gender indicators woven into the current *P&B*, so individual units are not bound to plan in compliance with a gender indicator at every point. But it also reflects a pervasive lack of clarity about exactly what gender mainstreaming means and how to translate it into the specificities of practical solutions to the problems that work units confront. This is a serious challenge as regards ILO staff's knowledge base (see section on this below) which must be addressed as a priority.

Another factor is the control an ILO work unit ultimately has over a work item. This problem was raised by IFP/Declaration in their audit workshop. They questioned how far objectives can be turned into concrete activities in view of the different positions of governments, existing national laws, and so on, and whether a gender analysis is done to find out the specific situation, barriers and opportunities in this respect. The ILO can have differing degrees of control over an activity and hence over its gender dimension, ranging from no

***Too often, data  
disaggregated  
by sex is thin.***

meaningful control to complete control, and this clearly presents different opportunities and constraints as to how far the ILO work unit can stretch the boundaries of control in a given situation, for instance in challenging lip-service or tokenism or the shelving of gender-relevant data. Pressure (in either direction) from donors comes into play here as well: IFP/Declaration also pointed to the 'donor-driven nature of technical cooperation' and the question of influencing donors. Field audits pointed not only to donor driven priorities but also Headquarters-driven activities which are not necessarily coordinated or integrated at country level.

### Gender vs. women: which approach?

While documents emanating from the Gender Bureau and many other documents dealing specifically with gender issues demonstrate a clear analysis based on an understanding of unequal gender power relations, gender mainstreaming is still, in many activities and documents, perceived as - and limited to - women-specific projects or the promotion of equal opportunity or sex balance in the workplace (including in the ILO itself). This is understandable given the ILO's long history of work on women's rights and the persistent discrimination women still experience at work; a gender analysis of a situation may very often lead inevitably to an operational focus on women. But the fast-changing world of work in the globalized economy demands a more subtle analysis of each situation as regards the different experiences of men and women and the relations between them. In some areas of the informal economy, for instance, women have made gains over men, benefiting more from the fluidity self-employment offers; in other areas they are worse off than ever. In Russia mass layoffs of public servants in the transition from the Soviet system has affected men and women differently (e.g. high suicide rates and lowered life expectancy for men). In developing countries 'streamlining' their public sectors, it is women, particularly as teachers and health workers, who have suffered.

Several of the participating work units were aware that the tendency to equate 'gender' with 'women' needs to be looked at critically. COOP's work demonstrated a clear shift towards a gender mainstreaming approach. Both IFP/SEED and IFP/Declaration noted that projects and studies often emphasized women's situation relative to that of men, but paid less attention to gender-based power relations and how to deal with them. Another unit suggested that the ILO sends out mixed signals about gender mainstreaming versus women-specific actions, and does not make it sufficiently clear that gender mainstreaming may include women-specific actions but is not limited to them. However, both the *Action Plan (§10)* and the handbook *Gender! Partnership of equals* (p.4) do make this point. Again, a more refined gender analysis seems to be called for. The work recently begun in the ILO on men and masculinities should strengthen this analysis (see section below on Knowledge base).

***In some areas of the informal economy women have made gains over men, in other areas they are worse off than ever.***

## The challenge of gender mainstreaming in other ILO-based frameworks

To enhance the ILO's visibility on gender, it is essential to mainstream gender in important ILO frameworks such as the World Commission on the Social Dimensions of Globalization, the Global Employment Strategy and the Jobs for Africa Programme. Good efforts were made to ensure a sex balanced composition of the World Commission. One of the pillars of the Global Employment Strategy includes promoting entrepreneurship and investment with special attention to the needs of women entrepreneurs. Another of the pillars is to fight discrimination of all kinds. In the promotion of the Strategy, it will be important to ensure the mainstreaming of gender in all the other pillars. The Jobs for Africa programme has clearly intended to mainstream gender, but there is a need to develop gender-sensitive guidelines for its implementation and to strengthen monitoring and evaluation of gender.

### Putting gender equality objectives into practice: STEP's experience

A survey undertaken in February 2001 by STEP (Strategies and Tools against Social Exclusion and Poverty), evaluating the extent to which gender issues were integrated into selected TC projects, detected a number of projects where attention to gender either appeared or disappeared between the planning and implementation stages.<sup>13</sup> In a project in Haiti, gender was absent from the project document but turned up in implementation, while the evaluation's general conclusions (pp.32-35), describing the inconsistent way gender is addressed between the project document and the progress report, gives a clue as to how gender can 'evaporate' during the project cycle.

As for women-specific projects, STEP points tellingly to a failure in some cases to specify in project documents that the aim of focusing on women is to achieve equality between the sexes. On the other hand, it points out that it should be said clearly, where relevant, that for socio-cultural or religious reasons working with women-specific projects is a necessity and an efficacious way of strengthening women's capacities. These observations show that women-specific work can be the result of a gender analysis, but that the reasons for working with women in order to promote gender equality should be clearly understood.

### Recommendations

- Mechanisms to help prevent gender concerns from 'evaporating' include:
  - Ensuring that gender equality appears at every stage throughout the *P&B*, in Strategic Objectives, operational objectives, indicators, targets and strategies.

<sup>13</sup> STEP, Evaluation du facteur 'genre' dans les projets de STEP: Evaluation à partir de l'étude des documents de projet et des rapports d'avancement, Workshop paper, February 2001,

- Conducting gender analysis and ensuring women are involved in stakeholders meetings before designing technical cooperation projects and include gender equality objectives, indicators, strategies and activities;
  - Eliminating gender-insensitive language in ILO documents;
  - Working with HRD to ensure that new officials have minimum standard of gender knowledge/ sensitivity;
  - Providing training on gender mainstreaming for all ILO officials.
- Base ILO's contribution to PRSP on a thorough analysis of all sectors of the economy including the subsistence and informal sectors as well as the care economy, all of which are sectors in which women are major contributors.
  - Ensure that gender is mainstreamed in ILO frameworks and interagency cooperation arrangements that are highly visible.

## Knowledge base on gender issues

### Knowledge base

An adequate knowledge base about men and women in the world of work, and in the different technical areas in which staff are approaching this overarching subject area, is the first requirement for making a good gender analysis. Staff members need to have enough information to be capable of making a gender analysis. If they are capable of making their own gender analysis, ownership of gender mainstreaming will be assured. Where such ownership does not exist, the result is resistance, which often manifests itself as not understanding what is meant by gender mainstreaming or objecting to gender terminology.

### Statistics and data

It is impossible to carry out a good gender analysis in the absence of sex-disaggregated data on which to do it. They are the first necessity. Yet they are inadequate, if not entirely absent, in most ILO documents. Even the major ILO policy and strategy documents are not entirely clear on the need for sex-disaggregated data. The Strategic Policy Framework 2002-05 (p.29, §135) discusses the collection and dissemination of sex-disaggregated and gender-sensitive data in the context of strengthening the ILO's knowledge base on gender. However, while the collection of gender-sensitive data is described as a priority in the paragraphs on gender equality in the SPF (§135), it is not mentioned in those on statistics (§§114-29), which do not mention the importance of sex-disaggregated data at all.

***It is impossible to carry out a good gender analysis in the absence of sex-disaggregated data. Yet they are inadequate, if not entirely absent, in most ILO documents.***

**The ILO has paid attention to avoiding sexist language, but not always successfully.**

It is not surprising, therefore, that the use of sex-disaggregated data and information varies considerably from unit to unit and even from document to document. In some recent publications, the level of provision of sex-disaggregated data is relatively high, suggesting that the use of such data to underpin an analysis is becoming more common. Examples can be found elsewhere in this report. In some of the audited work units (e.g. IFP/CRISIS; Dar-es-Salaam) good work has also been done, at the level of situation analysis, in the use of baseline surveys containing sex-disaggregated data as the basis for a gender analysis. IFP/Declaration is working with the statistics department (STAT) on developing sex-disaggregated data sets for the SEGREGAT database, which would cover a much wider range of countries and occupational groups than that prepared in the 1990s. IFP/Dialogue is planning to create a database with sex-disaggregated data for social dialogue indicators. Work has begun on data collection, but the IFP is still looking for funding for the project.

Unfortunately, most documents provide only very limited sex-disaggregated data and they are not always linked organically to an analysis. Too often, just one basic labour market participation figure is given, and thereafter sex-disaggregation disappears. Often no meaningful connection is established between such sex-disaggregated data as it appears and the measures or activities proposed.

A reason usually advanced for poor sex-disaggregated data is that many countries, particularly developing countries and also many of the countries in transition, do not themselves have good statistics, or any statistics. The problem is likely to be multiplied in the case of sex-disaggregated or gender-sensitive statistics. However, some of the ILO's successful sex-disaggregated research suggests that it is possible to make projections and reasonable assumptions based on quite limited existing information.<sup>14</sup> The audit in the Social Finance unit revealed the fact that SFU staff requested data disaggregated by sex from project staff had generated more interest in the programme. It resulted in a sex-disaggregated database and programme staff started to analyse the data.

A statistical publication, *Gender and the world of work*, linking gender to the Decent Work agenda, is planned. This has potential to be a useful tool for gender mainstreaming. It will need to develop systematic, concrete and appropriate gender indicators.

### Gender-Sensitive Language

One of the most important signs of gender bias in society is our use of language. Documents read during the Gender Audit show that the ILO has paid attention to avoiding sexist language, but not always successfully. To some extent, the gender-responsiveness of a publication depends on the unit from which it emanates and, of

<sup>14</sup> E.g. Fluitman, op. cit.

course, the author/s themselves. Some work units use non-sexist language as consistently as possible in the documents they produce – a constraint being lack of time to edit all documents thoroughly for gender-sensitive language. Others, particularly highly technical units, pay far less attention to these aspects. One or two very recent products show a surprising gender-blindness in their illustrations and language.

A related problem is the frequent failure in documents to distinguish between gender-neutral and gender-sensitive language. This has the unintended effect of erasing gender differences that are fundamental to the situation being analysed and consequently of leading attention away from the need for gender-sensitive responses to it. This probably springs from attempts to use 'correct' language without complete understanding of gender analysis.

A one-page guide on 'Avoiding sexist and racist language' appears in the ILO house style manual, but it has not been widely circulated and few staff are aware of it. However, because many user-friendly and well-researched guides of direct relevance to ILO's work already exist, there is no need to create another one. Examples of these published multi-language guides include the European Commission's *100 Words for Equality*, a reference tool with translations in basic gender terms in the major European Union languages, and guidelines produced by some organizations of the United Nations system, as well as the UN Secretariat.

Inevitable challenges concerning new concepts and their translation into many languages include 'getting it right': the terms 'mainstreaming' and 'cross-cutting' are examples of two commonly-used words in English for which it is difficult to find a counterpart in Spanish (i.e. should mainstreaming be *integración* or *transversalización*?) and French (should it be *intégration dans le processus général* or just *intégration*?). Not everyone is entirely comfortable even with the equivalences *gender*, *genre* and *généro*, although they are routinely used. Experience in the first ILO Gender Audit showed that participants need universally accepted terminology in their language in order to begin discussing gender issues.

However, care should be taken to avoid letting linguistic debates become subtle ways of resistance to the concepts themselves by pleading incomprehension or ignorance in the language to which the terms are being applied.

## Recommendations

- Incorporate baseline data on gender issues, and sex-disaggregated data, routinely in planning and research documents.
- Include clear requirements for the inclusion of sex-disaggregated data in the terms of reference of proposed publications and

research consultancies. The ILO Publications Committee should play a monitoring role in this respect.

- Develop a technical cooperation programme that helps member states to develop proper labour statistics (which probably means developing proper demographic statistics overall). This could offer the opportunity to get sex-disaggregated data embedded into national labour statistics from the start. The technical cooperation project would need to be designed in a gender sensitive way, have a gender expert, preferably a gender-expert statistician, on its team, and include the requirement of demonstrable gender competence in every terms of reference. Existing technical cooperation projects on labour market statistics, if any, could be linked with this project.
- Develop a short, practical guide to terminology on mainstreaming gender, tailored to ILO needs, in English, French and Spanish. Include a page of basic gender concepts with definitions in each language version, choosing terms in each language based on suggestions by Senior Gender Specialists and ILO linguists. This guide could accompany or be appended to the ILO basic gender guide recommended below.
- Publish and disseminate more gender-related documents in all official ILO languages, and support their publication in local languages in the field.

## Products and processes

### **Progress**

The ILO has large amounts of material on gender issues and women, available from many departments. Apart from the products of the Gender Bureau and GENPROM, there is a long list of products from other units or regions which are either about gender or women (for examples, see Annex III list of documents read) or are not specifically about gender but are sensitive to it (e.g. the publications mentioned above, 4.1.2; *Panorama laboral 2001*<sup>15</sup>, the ILO's annual review from Latin America, which had a strong focus on pay equity; *Care work*<sup>16</sup>). See also section on publications and products.

The Gender Equality Tool web site, launched by the Gender Bureau on 8 March 2002, and the soon to be launched Open and Virtual Learning Space: Mainstreaming Gender eQuality in the World of Work (known as the ODL, open distance learning programme), developed and based in the ILO training centre at Turin, are powerful new tools

***Masculinities  
is a new area  
of knowledge.***

<sup>15</sup> *Panorama laboral 2001: América Latina y el Caribe*, Lima: OIT, 2001

<sup>16</sup> Mary Daly, ed., *Care work: the quest for security*, Geneva: ILO, 2001



to increase the knowledge base on gender equality and gender mainstreaming of both staff and constituents (see below).

The Gender Audit itself is an instrument to enhance knowledge and contribute to the Office's overall gender knowledge and knowledge of itself. Discoveries made by participants in the workshops and by audit facilitators have made this evident.

## Men and masculinities

Masculinities is a new area of knowledge for the ILO, and the first experiences in 2001-02 have marked a step forward in expanding the knowledge base. The initiative for this came from a two-part study of the 'state of play' on masculinities issues in gender studies published in the *International Labour Review* earlier in 2001<sup>17</sup>. This useful theoretical work not only argued for the importance of including a masculinities approach (true mainstreaming takes account of men) but also clarified the difference between a women's and a gender-mainstreamed approach by putting men back into the picture.

In late 2001 a draft research paper and an annotated bibliography of current work on men and masculinities were prepared by a consultant for the Gender Bureau and a panel discussion was held in-house in October. The report was also presented and discussed at the Turin Interregional Gender Consultation in February 2002. The materials on this theme, which have been posted on the Gender Equality Tool web site, have become the most visited page on the web site, showing a high level of interest in men and masculinities among ILO staff.

## Diversity

In Brazil, debates on gender equality are increasingly including discussions of diversity. In all kinds of activity around the elimination of discrimination (studies, campaigns, projects, etc.) in which the ILO office and constituents participate, the interrelation between various types of discrimination (gender, race, ethnicity, disability, HIV/AIDS affected people, age, etc.) are usually analysed. In the view of most of the constituents, as well as the office staff, in Brazil discrimination on the grounds of sex cannot be separated from racial discrimination. This analysis has helped to broaden the area office's understanding of the ways discrimination works in employment and other work-related issues.

In other countries, diversity is relevant with regard to other forms of discrimination that coexist with sex discrimination, such as religion and caste. Together, these experiences point to the ILO's need to consider diversity as an important area for analysis, especially as regards the meshing of gender and other factors of discrimination.

***Diversity is relevant with regard to other forms of discrimination that coexist with sex discrimination, such as religion and caste.***

<sup>17</sup> Mary Lansky, 'Gender, women and all the rest' (ILR 139 and 140, 2000 and 2001).

***The ILO needs to elaborate its own definition of gender mainstreaming in the world of work.***

## Challenges

Whether or not definitions of gender mainstreaming are available to every work unit, the evidence from the Gender Audits is that they are not being read or used as a guide to implementation or that they are not even known to exist. Although the Office works with an official definition of gender mainstreaming, developed in the ECOSOC Agreed Conclusions 1997/2, many ILO audited work units were unfamiliar with it. They recognized that not everyone in their work unit had a clear – or a shared – understanding of what gender mainstreaming actually is. Particularly in the field, some people were not familiar with the ECOSOC definition, the *Action Plan*, or even with the gender policy circular. For instance, DECLARATION refer in their Gender Audit report to ‘unclear in-house definitions of gender mainstreaming’ and to lack of clarity due to ‘gender jargon’ and ‘gender shorthand’; while in Brazil, participants reported that it was not clear to everyone that gender mainstreaming is equally important in all technical and thematic areas.

In such a situation it is not surprising that even a quite good gender analysis of a situation may lose focus in the implementation stage and, in particular, that gender mainstreaming as a strategy tends to be interpreted and operationalized in terms of women-specific activities only. As STEP suggests (see Box above on STEP’s experiences), a focus on one sex should never be assumed to be tantamount to a focus on gender, but should always be justified by explaining why a focus on one sex is the most appropriate way of operationalizing a gender analysis in that particular case.

It is becoming clear that the ILO needs to move beyond reliance on a definition of gender imported from outside – even from in the UN system. It needs to elaborate its own definition of gender mainstreaming *in the world of work*. Such a definition would underpin the necessary analysis by work units of exactly what mainstreaming means *for them*, in their context and technical areas of activity. The paragraph from the preamble to the *Action Plan* quoted in the Introduction to this report could form a useful basis for discussions on this subject.

In documentary material of all kinds in the office (research reports, technical cooperation documentation, publications and internal documents; see Annex III for categories and full list of documents read), the lack of definitional clarity shows up as confusion and vagueness in how gender mainstreaming is conceptualized. Of 750 documents read in the course of the Gender Audit and analysed using the document analysis sheet, most showed little conceptual clarity on what gender equality and gender mainstreaming mean, while some showed such clarity to some extent. A minority of documents was fully mainstreamed.

## The call for tailor-made information

Some units thought the gender materials available in their technical unit were not sufficiently specific to the unit's work - e.g. nothing on gender and employers' organizations, or a shortage of materials adapted to technical cooperation project activities. As with training materials, the principal need identified was for materials tailor-made to the technical specificities of different units, but there was little recognition that the technical units need to develop these themselves. The technical specialists are the experts and know the subject. They can be assisted by the Gender Bureau and gender specialists to think through the issues in their technical field, but the Gender Bureau or GENPROM cannot do this for them.

However, the suggestion for a basic gender guide tailored for the ILO – compact, easy to use, specific, and widely disseminated – is practical, particularly in the short term while so many staff members are unclear about definitions and analytical tools.

## Men and masculinities

The work recently begun in the ILO on men and masculinities must be used to strengthen the ILO's gender analysis. Understanding masculinities issues as they apply to the world of work is crucial to understanding how gendered power relations affect the world of work. It is fundamental to analysing how the changes brought about in the labour market by the globalized economy impact differently upon women and men and bring different and sometimes unexpected benefits and setbacks to them. If it is to escape the conceptual trap of equating gender with women, the ILO Gender Network needs to study the 'male side' of labour market changes, globalization, crisis and conflict situations, and so on. An example is the way that in dealing with HIV/AIDS the gender dimension tends to be operationalized, in some documents, as a focus on women's situation and strategies for women, and men's issues and how to deal with gendered power relations have received less attention. The Gender Audit reminded ILO-AIDS of the need to bring men and boys back into the analysis and strategies.

It will be important for the ILO to begin soon to develop a coherent programme of work on men and masculinities in the ILO and in the world of work. Some of the reports from units participating in the Gender Audit (e.g., Dar-es-Salaam, COOP, Moscow) have already recommended incorporating issues related to men and masculinities into their analysis, projects and activities.

***If it is to escape the conceptual trap of equating gender with women, the ILO needs to study the 'male side' of labour market changes, globalization, crisis and conflict situations.***

## Recommendations

- Elaborate a definition, specific to the ILO, of gender mainstreaming in the world of work.
- Produce a concise guide to gender in the ILO, containing definitions and concepts specific to the ILO context, resource guides and reading lists, etc.
- Document and compile best practices on promoting gender equality in all aspects of the ILO's work (beyond individual unit/AO), both as a general resource and as part of training materials for use in workshops, seminars, etc.
- Begin a process of analysis within the ILO on diversity in the world of work, especially as regards the interrelation between gender and other forms of discrimination.
- Increase male involvement in questions related to gender equality within the ILO, via:
  - More exploration on how to integrate the male side of gender in ILO work.
  - Incentives to encourage men to promote gender equality.
  - Empirical surveys on men's social perceptions of gender equality in the ILO and their perceptions of women and femininities, and similar surveys on women's perceptions of men in the Office.

## Knowledge and information management

### Progress

Gender audit reports revealed that most of the work units focused more on challenges than pointing to achievements in this area. Nearly all reported having a collection of gender mainstreaming documents, but most acknowledged that they were not optimally used. However, a number of positive features were reported. Here are a few examples:

- ILO-AIDS, as a 'young' unit whose subject area is in itself cross-cutting, devotes considerable attention to its relations with other units and the wide dissemination of its main publications, such as the ILO-AIDS Code of Practice on HIV/AIDS and the world of work, around the house.
- Some units are confronting the challenge of gathering their own sex-disaggregated data, e.g. IFP Dialogue is planning to create a

database with sex-disaggregated data for social dialogue indicators and work has begun on data collection.

- ILO Moscow has translated several of the ILO's key gender resources into Russian,<sup>18</sup> and also produces its own materials in Russian (e.g. a CD ROM on gender mainstreaming in technical cooperation) and sometimes bilingually (e.g. *Russia: towards a poverty alleviation strategy - an analysis and a methodological tool* (2001), in both Russian and English). Materials on gender are easily accessible on the ILO Moscow web site, and provision is made for internal information sharing through a common computer drive (folder on gender) as well as through regular staff meetings at which substantive issues are discussed, including gender.
- IFP/SEED is increasingly using peer reviews as a tool for information-sharing, capacity building and monitoring. The peer review guidelines include, among a series of 12 criteria, 'explicit attention to gender issues'. The IFP/SEED Gender Audit identified the opportunity to use peer reviews to apply a 'gender lens' in reviewing their work papers, and to reword the 'gender clause' so as to specify that gender concerns would be integrated throughout the peer review criteria.
- IFP/SEED has also found well-prepared, detailed mission reports to be a useful resource, although they are not sure how widely the reports are used this way. In general, the practice in the Employment sector of making all mission reports accessible across the house on the Intranet is positive.

## Challenges

Information and knowledge management is one of the major 'beyond-gender' issues uncovered by the Gender Audit. The ILO produces immense amounts of material but not always to best effect because much is 'buried' in inefficient information management systems or lost through short institutional memory. Most audited units described their information management as 'half-hearted', not a high priority, understaffed and under-resourced. In some cases it was the request for documents for the desk review that brought useful and relevant documents to light. In others it appeared that the documents simply do not reflect the amount of gender mainstreaming that is taking place. Not all units had sex-disaggregated data available. Data on the representation of women and men both on the staff and at ILO meetings are not very accessible and in some cases are inadequate.

A different problem is that of dissemination and targeting of information. Official policy documents and statements on gender (the

***Data on the representation of women and men both on the staff and at ILO meetings are not very accessible and in some cases are inadequate.***

<sup>18</sup> The Gender, Poverty and Employment package; ABC of Women Workers' Rights, Gender Equality in Collective Bargaining.

***An important gap is the limited capacity in the ILO to provide user-friendly gender information to constituents and implementing partners.***

policy circular, the ECOSOC definition of mainstreaming, the *Action Plan*) are not disseminated proactively and therefore hardly ever discussed. In particular, work units in the field either did not know about them or were not convinced of their relevance to the unit's work. Even the Gender Bureau's own materials are not well enough disseminated and publicized.

Meanwhile, short institutional memory leads to a tendency not to revisit existing documents but to keep producing more, and for initiatives to proliferate and then sink without trace.

There seems to be no overarching policy on document production, so different publications and documents may take very different approaches to gender and analyses of gender issues. Sometimes this is extreme: for instance, although the *World Employment Report 2001* shows a relatively high degree of mainstreaming, hardly any of the 2001 Global Employment Forum documents gave more than a passing nod to gender issues.

The need to adapt more materials for local use and to translate them into official ILO languages other than English and, in the field into local languages, was also identified. It was felt that HQ-generated materials were not always easy to adapt into culturally appropriate materials in the field.

The lack of gender information tailored to technical disciplines mentioned above is related to another problem with information/knowledge management: a tendency to leave all gender information in the hands of the unit's gender focal point or gender specialist. Gender knowledge needs to be more widely shared through the development of more teamwork, discussion, exchange of practical experiences, and feedback on gender issues.

Another important gap mentioned is the limited capacity in the ILO to provide user-friendly gender information to constituents and implementing partners, although this is a key strategy for increasing their gender sensitivity. Since there is a demand for such materials, this is a missed opportunity.

Different units had different suggestions about ways of overcoming the problems of poor information management and particularly the time pressures that discourage staff from using gender-related materials. These included disseminating information via workshops and seminars, and drawing up gender mainstreaming checklists for use in planning. Several of these suggestions devolved responsibility for better management of gender information onto the Gender Bureau. However, these solutions - particularly solutions involving the production of extra documents - do not fully address the problem of poor management of existing information by both units and individuals. At the individual level, staff members could make greater use of gender resources available on the ILO Intranet (e.g. Gender Equality Tool) and the Internet. At the unit level, time spent

organizing information systems and documentation centres would pay dividends.

## Recommendations

- Systematize documentation in general in all work units; this will in itself go a long way towards ensuring efficient management of gender resource materials (cataloguing, dissemination, information on availability of materials, etc.).
- Share existing knowledge on gender issues more systematically among staff. In particular, the flow of gender-related documents between HQ and the field should be more systematic, with multiple copies of documents for distribution among field staff.
- Use ILO Gender Equality Tool web site as a resource for good practice sharing. Improve and widen reliable access to intranet and Internet for offices in developing countries.
- Create space for more information sharing and discussion for staff with both Gender Bureau and GENPROM.

## Mechanisms to ensure gender mainstreaming

The most important guarantee of gender mainstreaming is the existence - and the rigorous application - of monitoring and accountability systems, which are themselves gender-sensitive and which oblige people to take certain actions to comply with policy commitments on gender mainstreaming.

### ***Gender equality in ILO meetings***

#### Gender issues on the agenda

A key accountability measure in ensuring that gender equality is mainstreamed into the substance of the ILO's work is to make sure that gender issues are included on the agenda of all its activities, at every level and in every work area, from the ILC itself to unit-level staff meetings. At the level of representation, the focus needs to be on working towards an equal balance of participation by men and women, and the regular inclusion of persons with gender expertise or competence in meetings.

Meetings of the Senior Management Team have addressed gender issues. For instance, at the SMT meeting in 2001, and a regional Directors' meeting in June 2001, all sectors and regions had to report good practices and challenges related to gender mainstreaming. This is a crucial monitoring mechanism at a high level, but it needs also to

***Among good practices identified, in the Employment sector, gender is a standing item both on the sector's weekly staff meetings and on its four-monthly planning meetings.***

be reflected at sector and unit level in the inclusion of gender issues on the agendas of all regular meetings.

Gender audits and interviews with sector managers reveal a variety of practices across the Office. Among good practices identified, in the Employment sector, gender is a standing item both on the sector's weekly Monday morning staff meetings between managers and on its four-monthly planning meetings. GENPROM, representing the sector's gender expertise, is represented at these meetings, although in practice it is not always able to be present.

At the work unit level, many of the audited units reported that gender was always or usually on the agenda of regular weekly, fortnightly or monthly staff meetings; only one said that gender was not usually on the agenda. It was not clear to what extent Gender Focal Points were able to influence decisions taken at staff meetings or as a result of staff meeting discussions, although they are always present at meetings of the whole unit or of all the professional staff in the unit.

Peer reviews of technical cooperation used in some work units are also a valuable accountability mechanism.

As regards substantive meetings organized by the Office, such as tripartite meetings or seminars, there are many at different levels and it is difficult to identify a pattern of practice. However, one can cite as a good practice the sectoral meetings held by SECTOR, for example, on the construction and aviation industries. Many of the meetings have a 'slot' dealing with gender or more often women's issues.

At more high-level meetings it is less likely that gender will be regularly on the agenda. The most visible events held by the ILO, such as the ILC and the Global Employment Forum, do not highlight gender issues or – more importantly – show a mainstreamed approach by taking every opportunity to promote gender equality in public messages. The sharp sex imbalance among participants in these major forums is also noticeable. In this context a decision to adopt gender equality as the subject of general discussion at ILC 2005 will be a major step forward.

For more information on the participation of men and women in ILO meetings and the presence of gender on their agendas, see below.

### ***Recommendations***

- Include gender equality issues on agendas of all staff meetings and discuss them democratically.
- Use staff meetings as an opportunity to discuss good practices in general, including good practices in gender mainstreaming.



- Use events such as programming meetings to give recognition to staff who have worked toward a more accurate analytical base, by using a gender perspective among other things.

## Participation of women and men in ILC and other ILO meetings

It is important to note that this is not just a 'head-counting' exercise. The subject matter, the nature and quality of discussion and decision-making at meetings, are influenced by the interests and competences of the participants whether they be men or women.

### **International Labour Conference**

The low participation of women in delegations to the ILC is a recurring reality for the ILO. Despite heightened awareness of the need for sex balance in the delegations to the ILC, little has changed over the years, particularly with regard to the Workers' group representation. A very general Resolution in 1981 states that *'measures be taken to secure the widest possible participation of women at the ILC on the same footing as men and that ... efforts be made in all member states to include women in national delegations among both government and non-government delegates and advisers'*. However, the ILC Standing Orders contain no reference to equal sex balance or women's participation in the ILC, except for:

Art. 3.1: 1. The Conference shall elect as Officers a President and three Vice-Presidents, who shall all be of different nationalities and any of whom may be women.

There is nothing in the Standing Orders on the sex balance of either delegations or committees, except for a (non-enforceable) annex to the ILC standing orders recommending a minimum proportion of women on delegations of 30-35%. In 2000, 33 countries had a delegation of over 30% women<sup>19</sup>, but in general the delegations remain largely male (see Table 2.1 below). This contributes to the ILO being widely seen as a male-dominated organization.

|      | Governments | Employers | Workers |
|------|-------------|-----------|---------|
| 1999 | 27.31       | 13.62     | 17.18   |
| 2000 | 25.71       | 15.17     | 19.54   |
| 2001 | 25.93       | 13.72     | 14.50   |

Source: RELCONF.

<sup>19</sup> Figures gathered by Gender Bureau, 2000

***The low participation of women in delegations to the ILC is a recurring reality for the ILO.***

**Table 2.1: Percentages of women participants in ILC delegations, 1999-2001**

Statistics for participation by women and men in the International Labour Conference each year are gathered by RELCONF and are broken down by sex for the different categories of delegate (titular, substitute, and technical adviser), for the three tripartite groups, and by nationality. In 2001, in response to a request from the Gender Bureau, the form of presentation of the statistics was changed so as to highlight the percentages of women among the three classes of delegate (titular, substitute and technical adviser) and the tripartite partners.

The Gender Bureau receives a significant number of requests each year for this information, but it is not available from RELCONF in an easily accessible format. Although they are available on request, RELCONF does not publish the figures and its intranet site is not user-friendly.

### Other ILO meetings

Over the years, there have been a number of Governing Body statements on the participation of women in ILO meetings, including:

- Governing Body (Committee on Discrimination) document (1993), which points out first of all that women's participation in ILO meetings dates from the ILO's earliest years (1919; 1936), and also that although the Office always sends out an appeal to include women in delegations, this is voluntary and unenforceable, 'since it is the prerogative and responsibility of governments and employers' and workers' organizations to designate their representatives'. This document contains a series of recommendations for the Committee to consider, and this seems to have resulted in a recommendation from the Committee to the Governing Body in this regard;
- GB.261/LILS/7/5, November 1994 includes information on: women's participation in ILO meetings, with a graph for participation 1992-3; reports on two informal meetings (Gatherings) in 1993-4; previous Governing Body recommendation that childcare facilities should be provided at ILC; figures for participation for 1994 and analysis of these, including constraints, and steps taken to encourage greater participation; list of possible activities to increase women's participation.
- *Note on the proceedings* of the Tripartite Meeting on the Glass Ceiling (1997), which somehow fails to recommend more women participants in tripartite meetings themselves!<sup>20</sup>

In 1998 these statements were gathered, by a consultant in the Gender Bureau, into a small document entitled *Women in decision-*

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<sup>20</sup> But there is a good suggestion here that ILO should sponsor national awards for best practice in promoting genuine equal opportunities and actively encouraging women to take up management positions, which might be worth resuscitating.

*making in the world of work: women's participation in ILO meetings*, which was presented at a 'Gathering in Honour of the Women Participants'.<sup>21</sup> However, the exercise lapsed after 1998. The annual publication ILO multi-country databases, which reports on a range of statistical sources and materials around the house, mentions the existence of a spreadsheet giving this information and a form sent at the end of each year to departments and regional offices to update these figures, but notes that it has not been updated since 1998 and that provision of data since 1991, when the Committee on Discrimination requested data on this issue, is described as 'on irregular basis'.

Discussions in 1999 about building a proper database for the participation of women and men in ILO meetings were stillborn. There were constraints on time and money, and although report forms were designed to cover a variety of kinds of meeting, there was doubt as to whether people would fill them in regularly. Initial enquiries by the Gender Audit research consultant confirmed the conclusion reached at that time, that setting up a database would require two or three months' work for a programmer, and maintaining it would incur other, regular costs. There is still interest in this question, but the Gender Bureau needs to decide whether it is worthwhile committing resources to it.

However, it is possible to comment on visible failures to comply with the policy instruments in this respect emerging over the years, such as the annual Governing Body papers on 'Symposia, seminars and similar meetings as approved by the officers of the GB'. These papers list all the approved meetings for the year ahead, with composition of participants and purpose of meeting among other details. The following table breaks down these details for the events listed for 2001, on the basis of the relevant Governing Body paper:<sup>22</sup>

| Total number of meetings listed  | 42 |
|--|----|
| Gender as topic/in title of meeting  | 2  |
| Men & women in composition of participants   | 0  |
| Gender in purpose of meeting   | 9  |
| Relevance to gender-related standards (Conventions Nos. 100, 111, 103, 183, 156, 118, 177, and associated Recommendations) | 14 |
| Other evidence of attention to gender issues   | 1  |

Source: 'Symposia ...as approved by the officers of the Governing Body' (GB.280/Inf./2), March 2001.

<sup>21</sup> This was the 6<sup>th</sup> such Gathering. The first, in 1993, had also addressed this topic (See *Women in decision-making...*, p. iv).

<sup>22</sup> GB.280/Inf./2, March 2001.

**Table 2.2: Gender concerns in ILO Meetings 2001**

**Monitoring and evaluation mechanisms have not been systematically woven into the Office's planning and practice.**

## Recommendations

- Reach clarity and a decision on who is responsible for publishing the RELCONF annual statistics on attendance at the ILC. Publish a small annual summary of the relevant statistics in a user-friendly format, and/or make the data more accessible on the Intranet at either the RELCONF or Gender Bureau sites.
- Revisit existing attempts to gather and publish sex-disaggregated statistics on participation at ILO meetings, with a view to making a new and workable proposal in the context of the proposed ILO statistical publication on gender in the world of work.

## Procedures for monitoring and evaluation

### Progress

### Programming and planning

Monitoring is built into the *P&B* in its cascade of objectives, indicators, targets and strategies (see also sections 4.1, Gender-sensitive frameworks and analysis, and 4.4.2, Indicators). Apart from this high-level provision, however, monitoring and evaluation mechanisms have not been systematically woven into the Office's planning and practice, and this has been an issue of concern noted by all the Gender Audits.

Several instruments exist, however, with potential for monitoring and evaluating for gender mainstreaming and attention to gender equality. PROGRAM's Unit Objectives database that is the most recent and comprehensive contains details of over 500 projects and activities (identified as unit objectives) and offers two main ways of finding out who is doing what on gender equality. It is a database-driven instrument that can make the gender dimension visible, but is not a foolproof guarantee of mainstreaming. A quick tour of the database reveals that meaningful information on gender mainstreaming can only be reached by an advanced search of the database, bringing up the narrative text of each unit objective entry. A simple search, using the prompt for gender equality as a cross-cutting issue/objective, reveals a large number of entries flagging up gender equality, but the more detailed search shows that this is often not developed further. However, the easy accessibility of the unit objectives does enable staff to benefit from comparing their practice with that of other units and programmes.

### Technical cooperation reviews

Regular five-year reviews of technical cooperation are presented to the ILC pursuant to a resolution adopted at its 1987 session. Another resolution passed at the 1999 ILC provides for a mid-term focused report to the Governing Body between Conference discussions on TC.

A Mid-term Review of technical cooperation was presented to the GB's 283rd session in March 2002.<sup>23</sup>

The Mid-Term Review (MTR) is at a high level of abstraction and compression and devotes no space to evaluating or giving any opinion on whether or to what extent ILO technical cooperation is furthering gender equality or gender mainstreaming. There is a single section on 'emphasizing gender in all aspects of technical cooperation', but it only discusses some initiatives on gender and tools developed (the Gender Audit, the revision of the PROG/EVAL guidelines, the ODL), not all of which are even specific to technical cooperation. It does not mention anywhere a programme or project which has become more gender-responsive as a result of ILO action, or indeed any successful examples of women's projects. Neither does it admit to its failures (the PROG/EVAL guidelines revision is stalled; the Technical Cooperation – Resource Allocation Mechanism, known as TC-RAM screening was abandoned). This is a report of activities, not an evaluation.

### Project-level and other technical cooperation evaluations

The Mid-Term Review mentions (p.17 §§ 71ff) a number of evaluative mechanisms, including annual self-evaluations, end-of-phase evaluations, independent evaluations for projects with budgets of over US\$ 250,000, thematic evaluations and their follow-up. The Mid-Term Review gives no information as to whether these procedures address gender mainstreaming or gender equality in any way, or indeed whether they are designed to do so. The thematic evaluations examine a group of projects on a particular subject (labour administration, OSH, etc.<sup>24</sup>) according to number of criteria – conformity with current strategic objectives, project design, existence of performance/achievement indicators, government and social partner involvement at local level, coordination with other donors, ratification and application of ILS, etc. - and even look at impact; but, of three thematic evaluations read for the global desk review<sup>25</sup>, gender mainstreaming or promotion of gender equality only figure among the criteria and therefore in the evaluations of one. It would be easy for evaluations to address gender concerns as a matter of routine, however, if a relevant criterion was introduced.

***It would be easy for evaluations to address gender concerns, if a relevant criterion was introduced.***

<sup>23</sup> 'Mid-term review of technical cooperation', GB.283/TC/1, March 2002.

<sup>24</sup> The most recent thematic evaluation to have looked at gender projects seems to have been 'Strategies to enhance women's income and expand opportunities: Experiences from TC' (GB.267/TC/2), based on a study of 13 projects, in 1996.

<sup>25</sup> See e.g. 'Thematic evaluation report: ILO projects on labour administration' (GB.283/TC/3), March 2002; 'ILO projects and programmes concerning occupational safety and health: A thematic evaluation', GB.277/TC/1, March 2000; 'Thematic evaluation: ILO Projects on training for employment' (GB.280/TC/1), March 2001. the last of these three includes a project in Vietnam which 'sought to mainstream gender concerns' and notes among the lessons learned at the project design stage the fact that better mainstreaming would be likely to produce better results in terms of promotion of women's entrepreneurship.

The Mid-Term Review also mentions (§ 74 and pp.29-31) on-the-spot reviews of technical cooperation projects by Governing Body members, which have been carried out on an experimental basis. While the account of these given in the Mid-Term Review is not at a level that enables issues such as gender equality to be highlighted, the mechanism appears to have some potential as a gender monitoring mechanism – but only if the evaluators are on the alert for gender aspects of the project they are reviewing.

Other, less formal monitoring procedures depend to a large extent on the commitment of individual managers. A good example is provided by the 2002 publication by the Social Protection sector, *Social Security, A New Consensus*. There were various points at which a focus on gender could have disappeared from the editing and drafting process – during the compilation of contributions, and at several stages in the reduction of an original 50 points in the first draft to a manageable dozen or so – but care was taken to retain sex-disaggregated and gender-relevant information at every stage. The constituents were also concerned to keep a focus on gender issues in the book.

#### Screening project proposals for gender mainstreaming

Late in 2001 the Gender Bureau was invited to take part in a complex project screening exercise in the framework of the technical cooperation resource allocation mechanism (TC-RAM). Some 60 project proposals were scrutinized according to a number of criteria, including gender mainstreaming, for which a simple but systematic gender mainstreaming assessment mechanism was devised by the Gender Bureau and the CODEV gender focal point. This attempt to develop the TC-RAM to incorporate a set of gender criteria and a system for screening proposals for gender equality/mainstreaming was extremely positive (see Annex VI) especially as it was the first time the Gender Bureau had been invited to contribute so substantively to a major new process, but the screening system has not yet been fully and transparently implemented.

## Challenges

### Tracking expenditure on gender-related work

As regards tracking the resources spent on gender-related work, the *P&B* itself does not disaggregate sufficiently to allow resources allocated to gender-specific activities to be singled out in its budget tables, and it does not specify any budget allocations for cross-cutting issues. The accounting system does not currently code expenditure by subject area, although a series of meetings on this subject had reportedly begun at the end of 2001. At present, however, apart from identifying the global budgets for the Gender Bureau, GENPROM and perhaps the salaries of gender experts in the field, it is impossible to say without examining individual project or work unit budgets what resources have been spent on activities directed at gender mainstreaming or promoting gender equality. This kind of information

must be elicited at the level of each unit by referring to work plans and identifying the resources allocated to each activity.

In technical cooperation, where individual project budgets are traceable, it is a little easier to identify allocations to gender, but only at the overall project level, in the case of projects that actually have the words 'gender', 'women and men', 'women', 'men', 'girls' or 'boys' in their title. Although the Unit Objectives database now makes it easier to see which non-gender-specific projects contain a gender component or to plan for gender-related results, it is still impossible in this context to discover what resources are allocated to gender-specific components in non-gender-specific projects without close examination of each project document.

It is interesting to note that in November 1999 an addendum to the 9th item of the Governing Body agenda (Programme and Budget proposals for 2000-01) actually did describe resources and activities proposed for gender equality issues in some detail.<sup>26</sup> It lists regular budget and extra budgetary resources, including staff and other costs, and has an appendix containing lists of multi-bilateral projects submitted to donors and awaiting submission. Unfortunately, the exercise seems never to have been repeated, at least at this level.

As part of the Gender Audit, a small exercise in resource tracking with the regional offices and sectors was carried out in April 2002. The Gender Bureau asked the regions and sectors to supply details of sector/Regional Office support to gender-related activities. It was considered at this stage that gender-mainstreamed activities would be too difficult to quantify, so only gender-specific activities were included. Four out of the five regions and nine headquarters-based units submitted information. Unfortunately, this exercise applies only to a small amount of the funds spent on gender-related activities; it does not cover any large projects. Even so, it was not possible to get comparable data from all units. This difficulty points to the need for a coherent procedure or format for monitoring the spending on gender, and also for conceptual clarity on the kinds of resources spent (financial, human, in-kind) and on what is meant by 'women-specific', 'gender-specific' and 'gender-mainstreamed' activities.

Yet resource tracking of this kind is not impossible. In 1998 an exercise was carried out in the Gender Bureau to track the then current projects and project components that addressed gender issues. This was quite a large undertaking, involving sending a survey questionnaire to each unit and field office, analysing the replies and compiling a small publication listing all the relevant activities. A survey of this scope has not been possible within the remit and the timeframe of the Gender Audit, but it can be recommended that the exercise be repeated and even become a regular biennial production.

***It is impossible to say what resources have been spent on activities directed at gender mainstreaming or promoting gender equality.***

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<sup>26</sup> 'Programme and Budget proposals for 2000-01, Addendum: Resources and activities proposed for gender equality issues' (GB.276/PFA/9 (Add.1)), November 1999

### How accurately can resources spent on gender equality and mainstreaming be tracked?

Some things seem easy to identify and track:

- Overall budget of Gender Bureau;
- Expenditure by Gender Bureau or GENPROM on TC projects (recorded in CODEV implementation tables, which are classified by unit);
- Budget for Gender Audit;
- Overall budget of GENPROM;
- Salaries of full-time gender specialists in field;
- Overall budget of Gender, Poverty and Employment package;
- Overall budget of Turin for gender-related training;
- Budget for individual training events (Turin) on gender;
- Cost of producing a publication on a gender topic (e.g. Glass Ceiling book);
- Production costs of publicity materials on gender (e.g. posters, IWD campaign);
- Costs of designing Gender Bureau web site;
- Overall budget of a gender-specific TC project;
- Cost of a mission on a gender-specific subject;
- Cost of a consultancy on a gender-related topic.

Other things should be traceable but perhaps not with complete exactitude:

- Estimated proportion of overall salaries of Gender Focal Points (HQ and field) attributable to activities on gender mainstreaming;
- Amount of time and therefore money spent by senior managers on promoting gender equality;
- Budget for a gender component in a non-gender-specific TC project;
- Contribution on a gender-related subject to a general publication (e.g. article in multi-author book or in the *International Labour Review*);
- Cost of a seminar or other event on a gender topic;
- Cost of Collective Agreement on Sexual harassment;



### How accurately can resources spent on gender equality and mainstreaming be tracked?

- Cost of dealing with gender or sex-discrimination-related grievances.

And yet other things are probably untraceable or cannot be costed (and are also evidence of true mainstreaming!):

- Internal advocacy;
- External advocacy (e.g. promoting gender equality with social partners in any other way than via a specific event to do this);
- Advice given to governments on gender equality/mainstreaming in the course of missions not specifically devoted to gender equality;
- Costs of participation in Gender Audit (training for facilitators, facilitators' time in local audits, staff time spent in own participatory audit);
- Contribution to the Gender Equality Tool web site managed by the Gender Bureau, including Gender Audit list serve, by people outside Gender Bureau;
- Day-to-day sensitization activities!

One work unit observed that the format for SPROUTs used to submit technical cooperation proposals does not help or invite users to bring a clear gender perspective into all the paragraphs, but limits it to one separate paragraph, again fostering an 'add-on' approach.

Annual Implementation Reports, a key formal mechanism with official force, are structured to match the result areas, indicators and targets set out in the P&B. Where these specify results specifically applying to improving gender equality, gender-equal representation, or women's rights, gender-relevant information appears. However, with few exceptions, gender-specific results are reported only where gender or women are specified in the corresponding P&B indicator/target. Local audits also observed a general tendency to under-report gender-relevant outcomes. It appears, therefore, that increasing the number of gender indicators could increase the number of reported achievements on gender. For example, in the Implementation report for 2000-01, Strategic Objective 4, two indicators mention gender (4.b.3) or women (4.c.2), together with migrant workers, small enterprises and the informal sector). In the first of these, 4 countries out of a target of 15 have taken action, and in the second case, 17 out of 44 reported items mention achievements for women.

### **Recommendations**

- Advocate for the revision of the PROG/EVAL gender evaluation guidelines and their proactive dissemination.

***The Gender Audit has worked not only as a collective learning experience but also as a diagnostic and monitoring mechanism.***

- Draft terms of reference for activities such as evaluations in the country where the project is implemented, and give ILO headquarters input to the draft-not the other way around.
- In addition to monitoring impacts, monitor sex balance in project implementation and capacity building activities systematically.
- Establish, in each unit, relevant gender indicators and evaluation mechanisms for gender integration in technical cooperation projects and other activities.
- Make wider use of existing unit-level tools, and consider adapting them more closely for specific needs.
- Develop mechanisms for accountability and resource tracking on gender mainstreaming, based on experiences and systems developed in this area by other organizations, e.g. DFID, UK.
- Always make treatment of gender equality in specific thematic areas explicit in reports. Incorporate reminders in formats and instructions for reporting.

## **The Gender Audit as a monitoring mechanism**

### **Progress**

The Gender Audit has worked not only as a collective learning experience but also as a diagnostic and monitoring mechanism, eliciting from the participating units a self-assessment of their progress in mainstreaming gender equality and identifying the challenges facing them; while the global desk review has taken a snapshot of the state of play in developing key processes such as strategic budgeting and new human resource development policies and procedures.

Many participants have felt that some of the tools used in the Gender Audit should be used on a more regular basis as a monitoring tool, and even that the Gender Audit as a whole should be institutionalized as a monitoring mechanism. As a result of the Gender Audits many recommendations have been formulated for improvement, some directly linked to the work of the unit, but others having a wider reach. These recommendations appear throughout the text of this report, gathered at the end of each section.

For some other positive outcomes of the Gender Audit, see Introduction, above.

## Challenges

Many of the work-unit audits have shown that since the introduction of gender as a cross-cutting concern in the ILO programme, there is an increase in motivation and awareness of the necessity to work from a gender perspective, doing sound gender analysis in relation to the decent work agenda and translating this into coherent practice. However, participants also realized that they do not always have the skills, knowledge or experience to carry a gender analysis through to planning to practice and that the systems in use do not sufficiently urge them to do so.

Institutionalizing the Gender Audit as a monitoring mechanism will depend very much on the recognition by all work units that gender is everyone's business, and on work unit heads' willingness, on the basis of that realization, to make staff time available to carry out Gender Audits either as participants or facilitators, even if contributing an audit facilitator is not to the immediate and direct benefit of their own unit.

Another challenge for the incorporation of the Gender Audit into the ILO's practice of gender mainstreaming is the need to create more work-unit level learning mechanisms. The Gender Audit cannot operate for very long as an oasis of learning and reflection in a desert of individual, execution-focused activities.

For further evaluation of the Gender Audit process see Chapter 6 on Outcomes and Lessons Learned.

## Recommendations

- Develop more management practices that are based on promoting reflection and learning as a basis for improved performance.
- Develop monitoring systems that are qualitative as well as quantitative, that are based on participatory self-assessment and peer group review.
- Give the Gender Audit a place in a spectrum of participatory learning and monitoring mechanisms.

## Development of tools and guidelines for gender mainstreaming

### Progress

The Gender Bureau has produced an annotated list of tools for gender equality mainstreaming developed in various work units up to October 2001 (see Annex VII).

***The Gender Audit cannot operate for very long as an oasis in a desert of individual, execution-focused activities.***

Tools focused on women workers' rights include a *Women Workers' Rights* modular training package and briefing kit, produced in 1994; a book on *ABC on Women Workers' Rights*, published in 1999 in four languages; a CD-ROM on *Women's Workers' Rights* published in four languages in 1999; and an outline on recent developments concerning equality issues in employment for labour court judges and assessors, published in 1997.

Overviews or general briefing materials on gender issues in the ILO include *Gender! A Partnership of Equals*, published in 2000 in four languages; *Decent Work for Women*, also produced in four languages in 2000; and the ILO Gender Equality Tool web site, a trilingual data-based driven site including a "ILO in-house knowledge on gender" section.

Specific gender training materials available are *Gender Issues in the World of Work*, a two-volume briefing kit and training package released in 1995; *Guidelines for Organizing Gender Training*, published in 1998; a report produced in 2000 on gender capacity building including needs assessment; and the soon-to-be released *Open and Virtual Learning Space on Mainstreaming Gender Equality in the World of Work*.

Tools focused on gender mainstreaming in technical cooperation are the PROG/EVAL guidelines for integration of gender issues into the design, monitoring and evaluation of ILO programmes and projects, produced in 1995, and a forthcoming manual on technical cooperation.

Gender mainstreaming in specific technical areas is addressed in *Gender, Poverty and Employment*, a reader's and facilitator's modular training package published in 2001; *Gender Equality—A Guide to Collective Bargaining* published in 1998 in English with French and Spanish language versions published in 2002; *Promoting Gender Equality—A Resource Kit for Trade Unions*, published in 2002; *Breaking through the Glass Ceiling—Women in Management*, released in 2001; *Rural Women in Micro-Enterprise Development* training manual and guide produced in 1997; *Women in Management in Africa*, a modular training package produced in 1997; *Gender Guidelines for Employment and Skills Training in Conflict-Affected Countries*, a trilingual publication in 1998; and *e.quality at work*, a CD-ROM released in 2001 on equal employment opportunities for women and men. Among other examples of tools in this category are *ILO Code of Practice on HIV/AIDS and the World of Work*, published in three languages in 2001; *Promoting Decent Work for Women—Some Lessons Learned*, published in 2000; and *Guidelines and Checklists on Improving the Representation of Women and Gender Balance*, an internal document written in 2001. IFP SEED/WEDGE is preparing a briefing pack on gender mainstreaming for small enterprise development.

Among reviews of gender mainstreaming in major ILO programmes, *Gender Mainstreaming in the Activities of the NORMES Department* was produced in 1999; the working document *Mainstreaming Gender into IPEC* was written in 2001; a practical guide on *Promoting Gender Equality in Action Against Child Labour* was produced in 2000; *Review of Gender Mainstreaming in the Application of ILO Standards by Governments and Supervisory Bodies including Reporting Procedures* dates from 1999; and *Evaluation du facteur "genre" dans les projets de STEP* was released in 2001.

Integrating gender into general guidelines is at least as important as having gender-specific ones that risk only to be consulted when people are dealing with gender-specific work.

### **Challenges**

But there are several key guides and tools that do not address gender adequately. The existing sets of PROG/EVAL evaluation guidelines, one general and one on gender, are not mutually consistent. Although they were issued at about the same time, the general guidelines refer to the gender guidelines only in a footnote and do not mainstream gender orientation throughout the general guidelines. This treatment of gender equality as an add-on in the organizational programme, monitoring and evaluation guidelines naturally gives the green light to treating gender equality as an add-on elsewhere. The guidelines are in any case not widely enough used. When both sets of guidelines are finally updated, there should be greater consistency between them and they should be much more proactively promoted as an instrument.

Prompting for gender in reporting forms, questionnaires and other guidance to member States is key as shown by the experience of IFP/Declaration in its forms for reporting on the application of the fundamental standards.

### **Recommendations**

- Each work unit develop analytical and operational tools for gender mainstreaming appropriate to their own technical area, or adapt existing tools. These should be user-friendly and applicable in practical situations. The Gender Bureau can provide advice.
- Integrate gender into guidelines prepared on technical issues.
- Ensure that gender is properly integrated into the forthcoming manual on technical cooperation.

## Information and communication to support gender mainstreaming

### *Gender web site and electronic newsletter*

#### *Progress*

On the occasion of 8 March 2002, International Women's Day, the ILO launched a web site on gender equality. (To access the site go to [www.ilo.org](http://www.ilo.org), click 'Site Map' and then under 'Reporting to the Director-General' click on 'Gender Equality'. ILO staff accessing the ILO intranet site should click on 'technical programmes' and then under 'Cross-cutting Objectives' click on 'Gender Equality').

The Gender Equality Tool, a participatory web site managed by the Gender Bureau, is designed to promote information exchange and enhance knowledge on gender-related issues. The database-driven site, accessible in English, French and Spanish, includes sections on:

- contacts in the ILO Gender Network,
- gender-related events in ILO and elsewhere,
- resources produced by ILO as well as other organizations,
- links to gender-related sites,
- ILO standards,
- an in-house knowledge section on gender mainstreaming (accessible only to ILO staff worldwide).

User-friendly features include visual simplicity and consistency of navigation tools, quick downloading time, quick navigation between sections, and three ways to search the databases. Contributors to the web site will eventually cover relevant initiatives and information from ILO offices around the world, as well as organizations of the United Nations system, academic and research institutes, media and news services, and a wide range of NGOs. All ILO Gender Network members at headquarters, both focal points and sector coordinators, have been provided with passwords, and a little less than one-third have agreed to short 'walk-through' explanatory sessions about how to input onto the site relevant resources and events of their units.

#### *Challenges*

However, few have input all their units' appropriate resources, and most have not responded to the invitation for a personalized, 15-minute 'walk-through' at their desk. Further challenges to encouraging inputs to the site will no doubt be encountered when the rest of the

members of the Gender Network receive passwords; in fact, many ILO offices in developing countries experience serious delays in accessing Internet at all.

Another information tool that will be available in both electronic and paper form is a newsletter to be published three to four times per year by the Gender Bureau. The contents of the ILO Gender Equality in the World of Work Newsletter, which will be no longer than a couple of pages, will include sections on ILO events, resources, new internet sites/links, and details on technical cooperation (based on inputs from Senior Gender Specialists). Each edition will include a special theme or focus, to be based on relevant UN system processes or major events.

Promotion for the newsletter will cover proactive announcements to print and electronic dissemination vehicles such as other newsletters and web sites, a hyperlink to the newsletter on the Gender Equality Tool web site, and mailings to gender-related networks and consortia.

## **Recommendations**

- Develop monthly 'input' charts, to be categorized by unit at headquarters and by office/MDT in the regions, which show the number of inputs to the site by each. These charts, which can be circulated throughout the Gender Network, may help to stimulate 'positive competition' since those inputting many resources will show up high on the list. Those not inputting at all may be stimulated to begin doing so in order not to be listed in the 'zero inputs' category.
- Continue to brief Gender Focal Points in the regions about the site when undertaking missions or future Gender Audits. For offices that have poor Internet access, Gender Bureau may have to arrange for relevant resources and events to be posted by the Information Officer and/or interns.

## **Publications and products**

### **Progress**

The Director-General's policy statement on gender equality and some high-profile publications have helped to raise the profile as a gender-responsive organization.

For example, a range of accessible and attractive information materials published by GENPROM have helped increased the Office's visibility as a promoter of gender equality and women's rights. Among these are the e.quality@work information base on equal employment opportunities for women and men, and *The Sex Sector: The Economic and Social Bases of Prostitution in South-East Asia*. This book

***The Director-General's policy statement on gender equality has helped to raise the profile as a gender-responsive organization.***

addressed prostitution and issues relating to basic human rights, morality, employment and working conditions, gender discrimination, threats to health, and criminality. It focused on challenges and dilemmas confronting governments around the world, with case studies from Indonesia, Malaysia, the Philippines and Thailand. Contributions from highly respected national and international researchers helped bring international press attention to the publication and hence ILO. A new publication by GENPROM is *Promoting Gender Equality - A Resource Kit for Trade Unions*.

Another successful book recently published was *Breaking through the Glass Ceiling: Women in Management*, which was launched by the Gender Bureau at the International Women's Day celebration at ILO in 2001. The book focuses on the changing positions of women in the labour market and obstacles to career women. It suggests practices and strategies for improving their opportunities and qualifications, including mentoring, networking and career-tracking approaches for women seeking to break through the glass ceiling. This "best seller" benefited from extensive radio, print and television promotion and press conferences by the author, which brought wide public attention to the issue and hence to the work of the ILO in this area.

Apart from publications focused on gender and related issues, major ILO 'good practice' documents published which are notably gender-sensitive include the *World Employment Report 2001* and the Sector 3 report *Social Security – A New Consensus*. Other examples of 'good practice' publications identified during the Gender Audit include:

- *Working towards a poverty eradication strategy in Russia: Analysis and recommendations* (ILO Moscow, 2002), which in addition to a section on gender issues systematically mainstreams gender throughout chapters. The degree of gender mainstreaming in this publication is a significant advance on that of its predecessor, *Russia: Towards a Poverty Alleviation Strategy (2001)*;
- *Working, But Not Well* (Turin, October 2001), a good example of thorough use of sex-disaggregated data to support an analysis;
- general publicity flyers of IFP/Declaration;
- the international Start Your Own Business package, as well as the Eastern and Southern African versions, published by IFP/SEED;
- the *HIV/AIDS Code of Practice*, published by ILO-AIDS.



### Men, women and the information economy

The 2001 *World Employment Report: Life at Work in the Information Economy* is an interesting illustration of the way a gender analysis can illuminate a large global report. The lists of contents and tables do not signal references to gender issues, but in fact the report avoids the trap of encapsulating all the 'gender stuff' in a single chapter, instead maintaining a focus on the different experiences of women and men in the IT-based economy. Bearing in mind that much of the statistical information is highly macroeconomic, there is a good amount of sex-disaggregated data, and even more comparative information in the text about the 'digital divide', teleworking, education and work/family balance. An interesting disclaimer for some shortfalls in sex-disaggregated data is advanced – that most statistical methods were devised by men!

## Challenges

Most documents produced by the ILO are either gender-blind or studiously gender-neutral (which has the same effect of making gender differences and issues invisible). This probably reflects a basic misunderstanding among most staff about the difference between gender-neutral and gender-sensitive language. With some notable exceptions, for instance STEP's leaflets and the Declaration brochures against child labour, the majority of promotional literature is gender-blind in both language and visual images.

In fact, several Gender Audit teams observed that the ILO's image is that of a male-dominated organization—especially at the upper levels of the hierarchy—which works with other organizations that are gender-blind and male-dominated. This image is at odds with ongoing efforts to project the ILO as a gender-responsive organization. It also undermines the valuable work on gender equality that is being done in the organization, and has a negative impact on promotional and advocacy efforts.

Finally, a 'beyond-gender' point to note is that the almost universal absence of indexes from even the largest of the ILO's publications makes it difficult for readers to follow thematic threads, and this is particularly true of cross-cutting themes such as gender.

## Recommendations

- Develop a gender publishing and public relations policy Office-wide, in collaboration with DCOMM, Publications, and the *International Labour Review*. Set up an advisory group, which can be in touch with the Gender Bureau but need not include one of its members.
- Produce a concise, attractively designed 'pocket-sized' leaflet in at least the three official languages of the ILO, based on Circular no. 564 and also containing, e.g., the ECOSOC definition of gender mainstreaming.

***Most documents produced by the ILO are either gender-blind or studiously gender-neutral.***

**Several events held by ILO have helped to raise the profile of the organization vis-à-vis gender mainstreaming and gender equality issues.**

**Among the 'good practice' events related to gender issues was a seminar for general service and professional in-house and other UN system staff women on HIV/AIDS.**

- Invest in indexing for major ILO publications.

## Events

### Progress

Several events held by ILO over the past few years have helped to raise the profile of the organization vis-à-vis gender mainstreaming and gender equality issues. These include the International Women's Day celebrations held at ILO over the past few years. In 2001 the celebration featured well-known feminists and former politicians in addition to launching *Breaking through the Glass Ceiling*. And the theme of the celebration in 2002 was Youth, Women and Conflict. The event featured three young women who shared their experiences in conflict situations in Bosnia and Afghanistan. Over a 1000 people attended the event in 2001 and several hundred people in 2002. They were also widely covered in print, television and radio.

ILO tripartite meetings at the national, regional and international level are occasionally held on gender issues. A recent example is the regional Asia/Pacific tripartite meeting on sexual harassment held in Malaysia in October 2001.

An event that helped strengthen the ILO's reputation as a significant voice in the UN system on gender mainstreaming - and not just women's rights issues - was the IAMWGE workshop on gender in strategic budgeting hosted by the Gender Bureau in November 2001.

An in-house panel on the issue of Men, Masculinities and Male Perspectives on Gender Equality was held by the Gender Bureau at headquarters in 2001. The panel included a representative of InterAction, the largest consortium of non-profit development organizations based in the United States, who discussed results of findings concerning men's views about creating partnerships with women toward gender equality and findings of a Gender Audit among member organizations. Another speaker contributed his views on research concerning feminism and the issue of men and masculinities, and a third speaker summarized findings of a literature survey conducted within for the Gender Bureau on men, masculinities and gender equality.

GENPROM has also held in-house meetings on gender themes: in the 2000-01 biennium it hosted a series of round-table presentations, sometimes jointly with other units, on topics such as gender, poverty and employment, women's entrepreneurship, and gender issues in crisis and post-crisis situations.

Among the 'good practice' events related to gender issues which were identified by the Gender Audits was a seminar held by the MDT in Yaoundé for general service and professional in-house and other UN system women staff - and a separate one for men - on HIV/AIDS, as

well as another one on negotiating sexual relations and sexual reproductive health issues within the couple.

## Challenges

Challenges in this area include time constraints and a tendency to be reactive rather than proactive in identifying themes and discussion topics. There is also the problem of the ILO's growing image as a promoter of gender equality, while within the organization many perceive it to be male-dominated. The most visible events held by the ILO, such as the International Labour Conference and the Global Employment Forum, generally do not highlight gender issues or demonstrate a mainstreamed approach including in public messages disseminated during them. And the sharp sex imbalance in these fora among participants is striking.

## Recommendations

- Include more gender issues on the agenda of 'mainstream' high profile events of the ILO.
- Organize 'gender equality events' both in-house and with the constituents on a regular basis.
- Organize a forum or symposium on men and masculinities.



## Chapter 3: Gender Mainstreaming in the Structure of the International Labour Office

### **(Key result area 2)**

**Objective:** An enabling gender-sensitive and gender-responsive environment for gender mainstreaming is created.

In the *Action Plan*, this Key Result Area has two subsections, Institutional arrangements on gender mainstreaming and New organizational changes. Each of them specifies among main activities the definition of roles and responsibilities of staff, first as regards mainstreaming gender in the Office's work and second as regards incorporating gender considerations in HRD instruments. Since much of subheading 2.2 on new organizational changes in the Action Plan refers to HRD, it is principally addressed in Chapter 5 on human resources development (key result area 5). This chapter deals with the institutional structures in the Office which promote gender equality and mainstreaming – chiefly the Gender Bureau, the Gender Specialists and the Gender Focal Point system – and the roles and responsibilities of different actors and their accountability for gender mainstreaming.

### ***Progress and current situation***

#### **The Gender Bureau and gender specialists/experts**

The 'transition period' before the entry into office of the present ILO Director-General saw the Office's existing women's machinery reformed and reinforced in several ways. The then-Office of the Special Advisor on Women Workers' Questions was renamed the Bureau for Gender Equality, reporting directly to the DG; its Director's post was upgraded, and it gained more professional and administrative staff. At the same time, Circular no. 564 gave the Bureau more responsibility, giving it the task of monitoring the implementation of the *Action Plan*. This top-level commitment to gender equality and mainstreaming, together with the inclusion of gender equality as a cross-cutting issue throughout the strategic budgeting process, gives gender higher visibility and legitimacy as a subject for advocacy and dialogue with senior managers. Gender is now an item on the agenda of senior management team meetings, and executive Directors have been motivated to view activities such as the Gender Audit with a new seriousness.

***Top-level commitment to gender equality and mainstreaming gives gender higher visibility and legitimacy.***

***The situation today is one of a steadily growing network of gender experts, Gender Focal Points and other staff members who know and care about gender equality.***

In the field, gender networking in the regions was strengthened in 1998-99. Largely this came about through a series of meetings in different regions, combining capacity building and consultation, where gender mainstreaming issues were addressed. These included the first regional meeting of Gender Focal Points (GFPs) in Abidjan in October 1998; the first of the now regular Turin gender consultations, December 1998; and a meeting of the Asian regional gender network. A second Senior Gender Specialist for the African region was appointed at about this time. These activities have led to the formation of gender teams in most regions, with at least one Senior Gender Specialist in each region. However, there is still a strong demand for more gender expertise in teams, and simply for more gender specialists, especially in the field. For example, the gender specialist covering East and Southern Africa is responsible for this task in a total of 22 countries, while the Regional Gender Specialist in Latin America covers the whole Latin American continent. So far Europe has strengthened the regional capacity on gender by appointing a local full time gender focal point, however there is no gender specialist. The Caribbean is not covered by a gender specialist but depends on the gender focal point.

The situation today is one of a steadily growing network of gender experts, Gender Focal Points and other staff members who know and care about gender equality and strive to mainstream it in their work. Gender teams and gender coordinators have been established in the four sectors at headquarters. The sector coordinators are all senior staff, and are either members of the sectoral management team or participate in sectoral management meetings. However, it can be noted that despite seniority and commitment the gender coordinators often do not have sufficient time to facilitate gender mainstreaming in their sector in view of their other technical and managerial responsibilities. All the audited work units contain some staff with gender expertise, although their location, seniority and decision-making power vary considerably. In quite a number of the audited units, the managers had a good level of gender expertise. Some units also have a fair number of staff with good understanding of gender concepts and who try to integrate gender in their work. In a few units the only person with gender expertise, who is often also the gender focal point, is a junior (associate expert) or a highly mobile staff member. A number of Gender Focal Points have been appointed who do not necessarily have gender expertise nor have had the opportunity of training. In the regions the few gender experts tend to be spread thinly over wide geographical areas.

Gender-competent consultants are used often, but mostly in gender-specific tasks. IFP/CRISIS mentioned that gender expertise is taken into account when drawing up a roster of external consultants, but that owing to the urgent nature of their work this requirement is not always given full weight.

In the Employment Sector, the Gender Promotion unit (GENPROM) emerged in 1999 from the 'More and Better Jobs for Women'

programme. It carries out many activities, including managing a number of technical cooperation projects, working with governments to produce national action plans under 'More and Better Jobs for Women', training, and producing publications. It was also seen by senior managers in the sector as a monitoring mechanism on gender mainstreaming in the sector, but it does not always have the capacity or time to do this regularly. GENPROM is also producing publications on gender for the Employment Sector and across other sectors. GENPROM participated actively in the Gender Audit and provided three Gender Audit facilitators. In the Office and externally, however, there is some confusion on the roles and responsibilities and division of labour between GENPROM and the Gender Bureau. The Employment Sector also has two other significant gender specific programmes: Gender, Poverty and Employment (IFP/SKILLS) and Women's Entrepreneurship Development and Gender in Enterprises (WEDGE in IFP/SEED). In the other Sectors there are not such visible gender specific arrangements or gender specific programmes. However, units such as EGALITE and IFP/Declaration in the Rights Sector and CONDIT in the Social Protection Sector are working to a great extent on gender related issues due to the very nature of their mandate.

## New organizational units

As a consequence of the organization of the ILO's substantive work around the Decent Work agenda, a number of new structures and processes have been created in the Office, such as the Policy Integration Department (INTEGRATION). The areas in which INTEGRATION is working (Decent Work Pilot Project, PRSP and statistics) have high potential for gender mainstreaming. INTEGRATION is sex-balanced in its composition and the existing gender expertise amongst both male and female staff will contribute to gender mainstreaming.

Regional Decent Work teams are composed of the regional Director and limited support staff from the regional office, and Directors of the MDTs in the region. At present these do not contain any gender specialists and few women due to the fact that most regional and MDT Directors are men. The formula of establishing a regional Decent Work task force composed of technical specialists offers the potential of including a gender specialist as is the case in the Asia/Pacific region. These are, however, advisory and consultative in nature.

## The gender focal point system

Structurally, managers are responsible for the implementation of gender equality and gender mainstreaming and Gender Focal Points are the catalysts for the promotion of gender equality and mainstreaming in the ILO. Currently, 70 of the total of 92 GFPs (76.1%) are women and 22 (23.9%) are men. At headquarters, 14

***Most regional and MDT directors are men.***

***Responsibility for gender mainstreaming needs to be included in job descriptions and lines of accountability need to be drawn.***

out of 47 GFPs (29.8%) are men, with the highest number of male GFPs (and a male sector coordinator for gender) in the social protection sector; while in the field, 8 out of 45 GFPs (17.8%) are men, one of them (in Brazil) a deputy Director. The number of male GFPs has increased overall from 19% in January 1999 to 24% in February 2002.<sup>27</sup> An encouraging change is that there appears to be a shift from the practice of appointing mainly junior staff or associate experts to the GFP position. At headquarters, many of the focal points are P4 and above, few being in the D grades. In the field too there are quite a number of senior PASO and SPASO staff as GFPs.

Senior managers interviewed for the Gender Audit's global desk review in early 2002 saw GFPs as a key part of the accountability structures on gender in the Office. However, in the Gender Audit workshops, the role and position of the GFPs was frequently described as problematic (see below).

### ***Gender Focal Point survey***

One of the outcomes of the Turin Interregional Gender Consultation in February 2002 was the reaffirmation of the need to keep the gender focal point system and to develop coherent terms of reference for the GFPs. In response, a survey of the Gender Network has been launched to ask for information from the members about the content and the challenges of their work, their position in their work unit, and the recognition they receive.

### **Accountability for gender mainstreaming**

The Director General's Circular of 1999, says that each staff member is required to participate and contribute with unfailing commitment to the implementation of the gender equality and mainstreaming policy. The responsibility and accountability for its successful implementation rests with the executive and regional Directors and the programme managers. However, it is idealistic to suggest that this will happen overnight, so responsibility for gender mainstreaming needs to be included in job descriptions (that need further development in general, specifically for the upper management levels) and lines of accountability need to be drawn. This is one of the greatest structural challenges in the operationalization of gender mainstreaming facing the Office at present.

The Gender Audit experience has clearly demonstrated that where programme managers are gender aware and competent there has been a significant impact on the inclusion of gender equality in the design and implementation of programmes.

<sup>27</sup>See Carol Miller and Shahra Rezavi, Study of the GFP system, ILO/UNRISD, 1999.



It is not always clear who is responsible or accountable for what, or to what extent the policy commitment to universal responsibility for gender mainstreaming is implemented and monitored. Some work units participating in the Gender Audit felt that the role and institutional obligations of the gender focal point vis-à-vis other members of the work unit were not clearly articulated. The respective roles and responsibilities of gender specialists, Gender Focal Points, programme staff and managers need to be better defined. At the same time there is no consensus as to how far the responsibility of the Gender Bureau can and should extend. Expectations of the Gender Bureau vary from unit to unit.

Managers within the management support units were interviewed concerning the accountability of all members of staff on gender mainstreaming. They did not generally hold the view that all staff members should be responsible for their own gender mainstreaming. In the Social Protection Sector, for instance, all documents produced are scanned by the sector gender coordinator for gender mainstreaming and other cross-cutting themes, but it is difficult to read all of them. In any case, this mechanism, even if it were carried out to the full, would result in more gender-sensitive products but would not in itself advance mainstreaming, because it allows individual staff members to devolve gender sensitivity in their documents upward to the gender coordinator. The same can be said of the tendency to expect the Gender Bureau to scrutinize documents produced anywhere in the house for their gender content.

This lack of clarity is reflected in the different arrangements for monitoring and accountability on gender mainstreaming existing in different sectors. These are mostly informal and ad hoc. There is at present no institutional structure or mechanism governing the relationship between sectoral gender coordinators and Gender Focal Points in their sectors, nor is there any formal arrangement for meetings between sectoral gender coordinators and the Gender Bureau. The Rights Sector gender coordinator participates in management meetings of the sector on a regular basis. The Employment Sector reported that attention to gender issues is ensured by the presence of the sectoral gender coordinator, who is also the Director of GENPROM, at weekly staff meetings and four-monthly planning meetings with line managers. In the Social Protection and Social Dialogue Sectors the gender coordinators are members of the Management Support Units. It is positive that gender coordinators are staff at decision-making levels, but they have differing amounts of time and energy to give to this role. Furthermore, there seems to be a lack of regular structural meetings between the GFPs and the sector gender coordinator for planning and review of gender mainstreaming in the sectors.

This applies also to contacts between the Gender Bureau and gender coordinators. A more institutional way of bringing the Gender Bureau together with the gender coordinators on a regular basis needs to be found. As long as their meetings are informal and respond only to

***The respective roles and responsibilities of gender specialists, Gender Focal Points, programme staff and managers need to be better defined.***

personal approaches from either side when a need is perceived, the relationship remains fragile and contingent and the results of the conversations have no formal status. In the future, meetings do not have to be frequent, simply regular (for instance quarterly) and planned.

In the regions, Senior Gender Specialists usually report to their MDT heads, who report to their Regional Director. Only Latin America has a regional Senior Gender Specialist who reports directly to the Regional Director for that region. Major documents coming from the regions are copied to the Gender Bureau. The Gender Bureau is a technical backstopping unit for the gender specialists, but its power is limited because it does not finance operations. All staff should be accountable to the MDT Director, and it is obvious that the Director's attitude towards gender equality is determinant: if he or she is interested in gender mainstreaming, gender initiatives flourish.

The goal of all staff members in the Office taking responsibility for gender mainstreaming in their own work is reasonable. But if it is to be met, everyone will need to achieve some degree of gender competence, and gender competence (knowledge as well as gender sensitivity) will need to be made a specific core competency in recruitment and staff performance appraisal.

## **Roles and responsibilities of Gender Bureau**

Several audits discussed the role and responsibilities of the Gender Bureau as a support and catalyst to gender mainstreaming. Some observed that initiatives on gender mainstreaming undertaken within units do not always have any connection to or support from the Gender Bureau. While this is not necessarily a bad thing – indeed it could be viewed as successful mainstreaming – several units expressed a desire for closer and more regular collaboration with the Gender Bureau, especially as regards specific advisory inputs concerning the development of tools and indicators. Others insisted that it should be the Gender Bureau's job to exert pressure on the technical units to mainstream gender considerations. Gender audits have noted that the Gender Bureau needs to play a more visible advocacy and orientation role.

This raises the question of the possibilities and limits of the Gender Bureau's responsibility for implementing gender mainstreaming for the Office as a whole. While the Gender Bureau's remit includes promotion, advice, and internal advocacy, it may not be qualified to devise much-needed technical area-specific gender mainstreaming tools.

The exact extent and nature of the support the Gender Bureau can provide is essentially a matter for case-by-case decision between the unit concerned and the Gender Bureau, but some broad areas of

responsibility - who is accountable for what - can and should be defined. If this is not done, the Gender Bureau will continue to be overstretched, reactive and unable to prioritize, while the rest of the Office will continue to devolve responsibility for gender work to a single small unit, in the antithesis of mainstreaming.

For instance, in the development of indicators, Senior Gender Specialists should focus on developing gender mainstreaming indicators, rather than on gender indicators in substantive areas, as the latter should be the job of the technical experts in those areas. The gender specialist cannot be a specialist in all technical areas, but could assist the technical specialist in 'thinking through' appropriate gender indicators. Mainstreaming will be best promoted by Gender Specialists and the Gender Bureau in working with technical specialists and programme staff. Together they can develop solid, integrated indicators on the core business of ILO work. But the inputs of both Gender Specialists and technical specialists are necessary in this process.

## Roles and responsibilities of Senior Gender Specialists

The Senior Gender Specialists in the regions are often pulled in many directions. They have to cover a large number of countries and a wide range of responsibilities. The latter includes: gender analysis of country contexts, providing inputs to programme design and monitoring covering all technical areas of the ILO, capacity building for staff, networking and capacity building with constituents and others, implementing women specific projects and activities and responding to demands of constituents related to gender/women's issues.

Some of the field audits showed that many of the technical specialists had increased awareness of the priority given to gender and attempted to integrate it in their work by getting the Gender Specialist to implement gender 'components' within their programmes such as organizing gender panels in seminars and writing chapters on gender in publications. In some cases, the Gender Specialist would encourage technical specialists to carry out a gender activity by themselves so they could 'learn' how to do it themselves. While these are important steps, they still fall short of gender mainstreaming and leave the Gender Specialist with less time to do networking and advocacy work with constituents and other partners to promote gender mainstreaming.

Many of the Senior Gender Specialists still have job descriptions from before the introduction of the results based management system in the ILO and the adoption of the ILO *Action Plan* on gender equality and gender mainstreaming. These, therefore, need to be reviewed and brought in line with the Decent Work strategic framework and the *Action Plan*, allowing them to develop clear strategies and to prioritize

***Many technical specialists had increased awareness of the priority given to gender and attempted to integrate it in their work.***

better their work. Furthermore, there needs to be more systematic contact between the Gender Bureau, the Senior Gender Specialists and the sector coordinators to review their experiences and agree on clear strategies for their work.

## Roles and responsibilities of Gender Focal Points (GFP)

The role of the gender focal point is problematic, and has been a topic of debate in capacity building activities, consultation meetings, and many Gender Audits. The practice in some cases of assigning the task to junior, often short-term, and usually female staff on precarious contracts was criticized in several Gender Audits. Many units reported that professional staff see the GFP as a valuable resource, but almost everywhere the GFPs are severely overloaded, often managing the gender-related work single-handed as well as their other regular work. In this situation gender is often pushed to a lower priority, and mainstreaming is clearly impossible since the gender work falls to just one staff member. Moreover, anecdotal evidence suggests that there are units where the work of the GFP is not valued or recognized and may even be seen as a distraction from the 'serious business' of the unit.

The 2002 Turin gender consultation concluded that the system of the Gender Network should be kept, but needs to be improved. Recommendations emerging from these discussions appear below. The ongoing survey of the Gender Network is expected to generate further information about the challenges to making this system more efficient, responsive and fair.

The sex balance of GFPs and Senior Gender Specialists in the Office is still very unequal. All the SGSs are women. More male GFPs and the appointment of male gender specialists would convey the crucial message that gender is about both men and women and would help win over those men and women who continue to think gender is just a 'women's problem'.

According to the 'Mid-term review of technical cooperation' presented to the March 2002 Governing Body meeting, new management systems are being installed in the field, and work on the reporting lines and the roles and responsibilities of different units was still going on at the time of writing.<sup>28</sup> This represents an opportunity for addressing gender equality in management systems.

***The appointment of male gender specialists would convey the crucial message that gender is about both men and women and would help win over those men and women who continue to think gender is just a 'women's problem'.***

<sup>28</sup> 'Mid-term review...', pp.14-15.

## **Recommendations**

### **On existing and new structures:**

- Gender sensitivity and competence (e.g. ability to carry out a basic gender analysis) must become a specific requirement for all ILO staff.
- Increase the level of coordination and consultation between gender coordinators, Gender Focal Points and Gender Specialists in the Sectors and in the Regions to ensure more synergies and team work. A virtual meeting room can be created to facilitate teamwork at this level.
- Designate a gender coordinator for each Sector, who can allocate systematic and adequate time and resources to the institutional and catalytic aspects of gender mainstreaming (e.g. organizing activities, capacity building, following up with GFPs, managers and programming staff; managing GFPs and the gender team in the Sector; taking advantage of opportunities, taking a strategic view) making it clear that their principal role is being an advocate, catalyst and coordinator and not that of 'doer'.
- Strengthen the functioning of the Gender Network through capacity building.
- Strengthen the gender focal point system at headquarters and in the field through a precise allocation of time and tasks in their job descriptions. Develop clear terms of reference for Gender Focal Points, emphasizing their catalytic and advisory roles in assisting the development of gender analysis in the technical area of their units and the development of tailor-made gender tools. Request Gender Focal Points to prepare an annual work plan on activities related to mainstreaming in the work unit and to report on its implementation to the work unit and the Gender Bureau.
- Gender coordinators and Senior Gender Specialists should also inform Gender Bureau on planning and implementation and should report also to the Gender Bureau on an annual basis.
- Include gender specialists in the Decent Work Teams/ Task Forces in the regions, and reactivate gender teams in the Sectors and regions, where already established. All meetings of the Decent Work teams should contain a standing agenda item on gender.
- INTEGRATION and Gender Bureau should establish close working relations in order to assure that gender mainstreaming is taking place in the work of INTEGRATION.

***Clear Terms of Reference for Gender Focal Points still need to be developed.***

- A roster of consultants with gender expertise in ILO technical fields should be established as an important reference point and resource for gender mainstreaming.

### **On Senior Gender Specialists:**

- Appoint a Senior Gender Specialist for the European region.
- Appoint an additional Senior Gender Specialist in the Latin America and Africa regions.
- Appoint staff with gender expertise in all major technical cooperation projects.

### **On Gender Focal Points:**

- Strengthen the position (grade, expertise and mandate) of Gender Focal Points through clear allocation of time and tasks included in their job descriptions. Clear Terms of Reference for Gender Focal Points still need to be developed, emphasizing their catalytic role in assuring the development of analysis of the gender issues in the technical area of their units and the development of tailor made gender tools.
- Request Gender Focal Points to prepare an annual work plan on gender activities to be organized with the work unit and to report on its implementation to the work unit and the Gender Bureau.

## Chapter 4: Capacity Building for Gender Mainstreaming

### **(Key result area 3)**

**Objective:** The ILO as an institution, and ILO staff as individuals, are capable of mainstreaming gender issues and providing gender-sensitive and gender-responsive services to the constituents.

The ILO has been carrying out capacity building on gender equality and women workers' rights for many years, mainly since 1994, and has since developed a number of tools and resources that are still in use.<sup>29</sup> Capacity building has led to a higher awareness of the need for gender equality and women's empowerment in the context of decent work; but gender mainstreaming in practice still remains a challenge, and several of the work units participating in the audit expressed an urgent need for more capacity building in this respect. In particular, there is a cry for help in the operational application of a gender analysis to specific technical areas. The main capacity building needs identified by both the Gender Audit and the 2001 and 2002 Turin Interregional Consultations on Gender are for skills training and the development and application of tools specific to different technical areas and different regions, requiring a capacity building approach that is both systematic and tailor-made.

This chapter will look at progress and challenges in three aspects:

- Capacity building on gender mainstreaming or specific gender issues for the ILO Gender Network, carried out or with major support and inputs from the Gender Bureau;
- Capacity building on gender mainstreaming in specific technical areas carried out by other work units;
- Mainstreaming of gender in capacity building on any subject carried out by any unit.

***Capacity building has led to a higher awareness of the need for gender equality and women's empowerment in the context of decent work.***

<sup>29</sup> See 'tools for gender capacity building and mainstreaming', October 2001. The first two training packages issued for ILO staff and constituents, are still being used, updated and expanded. These are the *Women workers' rights* modular package and training kit, and *Gender issues in the world of work*.

## **Progress**

### **A chronology of capacity building by the Gender Bureau**

In 1999, a special Director-General's allocation for staff capacity building in gender equality issues was granted to the Gender Bureau. This enabled the Bureau to organize a series of capacity building exercises during 1999 in different technical areas. These included:

- a half-day sensitization workshop with NORMES, related to previous reviews of gender in International Labour Standards documents and the supervisory process being carried out at the time;
- a tailor-made programme of activities with the former Job Creation and Enterprise Development programme;
- a workshop with staff of Social Protection;
- three activities with staff and managers of Social Dialogue, including a three-day strategizing workshop with all the staff of the sector and some field staff.

A first consultation meeting covering all sectors and regions was also held at Turin in December 1999, focusing on strategy development on the Action Plan for gender mainstreaming.

Sector-level activities were particularly positive because they were tailored to the needs of the work units and planned on the basis of preliminary diagnostic discussions between the staff and the Gender Bureau. Each sector set up a small team of Gender Focal Points and other interested colleagues to organize the capacity building activities, and this experience strengthened the gender teams in the sectors.

Although these events were successful and well received by all participants, there was no follow-up. The special allocation was not repeated and lack of funds in 2000 together with the imperatives of preparing for the Governing Body symposium on Decent Work for Women, Beijing+5, Copenhagen+5, and Expo 2000 prevented the Gender Bureau from helping the sectors and the regions keep up the momentum generated by the workshops. The Gender Bureau made some inputs into a course on gender mainstreaming in the design, monitoring and evaluation of technical cooperation programmes run by PROG/EVAL and GENPROM at Turin in July 2000. This pilot experience was in fact the first-ever ILO course on the practical



integration of gender considerations into TC projects. But this exercise was not repeated either.<sup>30</sup>

The Gender Bureau's main activity related to capacity building in 2000 was the preparation of a large survey on gender capacity building in the ILO, including a needs assessment, which was carried out by a consultant and completed in early 2001.<sup>31</sup> Many of the findings and recommendations of this very thorough study on moving beyond awareness raising, revisiting and building on existing tools and other materials, developing tailor-made capacity building, clarifying roles and responsibilities, and better information management remain relevant and have been confirmed by the Gender Audit. The report could continue to be used as a guide for planning a coherent gender mainstreaming capacity building programme on the basis of the Gender Audit results.

The year 2001 saw intense efforts by the Gender Bureau to strengthen the regional offices' capacities for gender mainstreaming. At the February 2001 Turin Consultation Meeting on Gender Mainstreaming, the regional gender specialists were invited to discuss needs and ideas, and in 2001-2002, as well as during the Gender Audit, the following capacity building events for ILO staff were held in all regions:

- two regional gender team meetings, in Pretoria (five days in October 2001) and Bangkok (three days in December 2001);
- two MDT training sessions, in Beirut (three days in December 2001) and Harare (half a day in January 2002);
- a meeting of the regional gender team with social protection specialists of the region and headquarters in Lima (three days in December 2001).

A tripartite capacity building workshop for constituents, on the theme of gender, poverty and employment was held over three days in December 2001 in St. Petersburg. Representatives of the constituents from eight Central and Eastern European countries participated. Also, in Francophone Africa a similar workshop was held to adapt the Gender, Poverty and Employment training package to the local context.

These activities, which combined analysis of substantive technical issues and gender mainstreaming as a process and were followed by strategic planning in the regional and country levels, have had several very positive outcomes. They contributed to team building among

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<sup>30</sup> For a complete list of capacity building sessions held by sectors and regions between October 1999 and April 2000, see 'Gender mainstreaming in the ILO: Report on the work of the Bureau for Gender Equality, October 1999 -April 2001' (prepared for SMT meeting of 10 May 2001), Annex VI.

<sup>31</sup> Una Murray, 'Gender capacity building report', prepared for the Bureau of Gender Equality, February 2001.

***In capacity building for gender mainstreaming, there have not been many initiatives organized without the leadership or key participation of the Gender Bureau or GENPROM.***

gender team members, MDT/Regional Office members, and – very importantly – between gender teams and specialists in other technical areas in each region. They thus helped to create better coordination among technical specialists in different disciplines and to break down fragmentation in the Office (the ‘bead-curtain syndrome’). The field unit Directors and in some cases the Regional Directors, were present on each occasion, as was a representative of the Gender Bureau. Efforts were also made to include more male colleagues in the events. At the Africa regional gender team workshop, a regional policy statement on gender mainstreaming was drafted which was subsequently adopted by the Directors of the region at their meeting the following week (see Chapter 1 on policy statements).

### **Capacity building on gender organized by other units**

In contrast to the efforts of the Gender Bureau in capacity building for gender mainstreaming, there have not been many capacity building initiatives organized without the leadership or key participation of the Gender Bureau or GENPROM. The number of capacity building initiatives developed independently of the special gender units is a measure of true efforts to strengthen mainstreaming in the Office; but that number is still low.

Some good examples were reported by the Gender Audits however. This includes:

- IFP/Declaration training in gender issues for CTAs: In their weeklong training of CTAs of projects funded by the US Department of Labour, IFP/Declaration makes a serious attempt to mainstream gender issues even if the project documents are weak in this respect. It has also held training sessions focused on specific themes to increase the knowledge and understanding of field-level staff (i.e. CTAs).
- AO/MDT Bangkok has organized a series of trainings on gender mainstreaming, and the Expanding Employment Opportunities for Women project staff in Thailand have put together a Directory of gender training materials available within the subregion. They have also produced materials on integrating gender issues into vocational training.

### **Capacity building for constituents**

- The Gender Bureau has just begun (April 2002) organizing an inter-regional technical cooperation project in four pilot countries in Africa and Asia, entitled ‘Enhancing the Gender Mainstreaming Capacity of ILO Constituents’. It involves capacity building on gender mainstreaming for constituents accompanied by the development of compendia of tools and good practices. Also

enrolment of tripartite representatives in Turin's on-line gender course (see below) and a major inter-regional tripartite workshop in Turin are planned as part of this project.

## Mainstreaming gender in capacity building on other themes

Another good indicator of true mainstreaming is the extent to which gender considerations are integrated into capacity building exercises and materials that are not specifically on a gender topic. An example of good practice in this respect from the audited work units is a training of trainers carried out by IFP/CRISIS in November 2001. This workshop involved IFP/CRISIS staff, crisis focal points from the field offices, other ILO staff and consultants. Although its formal programme did not include gender-specific sessions, in practice the workshop was rich in capacity building on gender mainstreaming in programmes related to crisis situations. It included a strong recognition and application of a gender perspective in terms of men and masculinities, and the interplay of gender identities in diverse crisis and reconstruction settings. The workshop included simulations, presentations, participatory discussions, and role plays which helped illustrate themes such as 'Gender matters', 'Men in crisis', and 'Men fighting, women crying: are gender identities so simple?'

In the Social Dialogue Sector, a seminar entitled 'Blueprint for the future: Successful Strategies of Technical Cooperation Projects in Social Dialogue' (Turin, November 2000) showed how the inclusion of gender on the agenda of an event can keep gender issues visible. The seminar was not gender-specific, and in many ways gender equality remained largely implicit. It did, however, come up with two useful recommendations: CTAs should be briefed on gender mainstreaming by the Gender Bureau, and specific resource allocations for addressing gender issues should be made.

## The Gender Audit as capacity building

The Gender Audit is based on a participatory methodology for collective learning<sup>32</sup> and can thus constitute effective capacity building. Participating units have found the audit a valuable learning experience, which has enhanced the gender knowledge and capacity for gender analysis and gender planning of participants. As the Gender Audit was not designed to be capacity building as such, it could only signal directions for further training. Many participants expressed the need for actual training on gender concepts and the practical steps involved in the 'how to' of gender analysis and gender planning. Participants also attached great value to the effective learning provided by opportunities to interact in their work units by

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<sup>32</sup> See ILO Gender Audit Manual (2001), Chapter 1, §1.7.

**Gender competencies must be developed at four levels: knowledge, analytical and planning skills, advocacy skills and gender sensitivity.**

discussing gender concepts and issues as opposed to merely reading documents, check lists and training material.

The training workshops for the volunteer Gender Audit facilitators and their experience of facilitating audits have helped build their capacity and confidence. The audit process itself has resulted in a larger pool of gender-competent people in the ILO. If the Gender Audit continues, this pool can be expected to widen as new volunteers participate in the facilitator training and then put their new skills into practice in Gender Audits.

## Learning gender at a distance

Open and Virtual Learning Space: Mainstreaming Gender eQuality in the World of Work (known as the ODL, open distance learning programme), developed and based in the ILO training centre at Turin, is a major new tool for capacity building for ILO staff, including Turin itself, constituents and other partners. The content of the modules is now being reviewed and will later be tested for on-line usability.

## Challenges

There has been a considerable effort to raise the awareness of ILO staff on gender equality, however this has been uneven. The new challenge lies in combining further awareness raising for those who still need it with skills training, tools development and their application in relation to specific sectors and themes. Gender competencies must be developed at four levels: knowledge, analytical and planning skills, advocacy skills and gender sensitivity.

## Sustaining capacity building on gender mainstreaming

Much attention over several years has been given to capacity building on gender mainstreaming, which has been of high quality. However, sustainability has proved to be a major challenge. Fluctuation in funding earmarked for training and a tendency to prioritize major but finite events over ongoing processes have affected the level of sustained attention given to capacity building by both the Gender Bureau and the work units at HQ and in the field. The few Senior Gender Specialists in the regions tend to be overloaded with responding to requests from constituents and rarely find the time, or receive active encouragement from their Directors and colleagues, to organize gender capacity building activities for ILO staff.

Yet capacity building is one of the work areas where a lack of ability to follow through on successful initial experiences can produce the greatest frustration and hence low morale. Practically every work unit that has participated in a Gender Audit has recommended more and

better capacity building on gender mainstreaming, usually with an emphasis on it being tailored to relevant technical and regional needs.

Executive and regional Directors need to make concerted efforts to set up at least a minimum training programme in each sector and region, ideally in consultation with the ILO gender network in the sectors and regions and with support of the Gender Bureau. It would be wise to build this on the groundwork already done, by defining and implementing at least one follow-up activity to previous training per year. The other critical factor to do this is adequate resources since a sustainable gender capacity building programme cannot be achieved without them. These must be mobilized at the sector and regional level, and in HRD and PROGRAM. In the longer term, the DG's Programme Guidance Letter, recently issued, provides an opportunity for the Gender Bureau to plan a coherent programme for 2004-05 of gender capacity building that responds to the expressed needs of colleagues and constituents.

## Gender on the agenda of capacity building

Moving beyond the Gender Bureau itself, apart from specific exercises in capacity building on gender such as those described above, or gender- or women-specific capacity building tools such as the Social Dialogue sector's pack on gender issues in collective bargaining,<sup>33</sup> the inclusion of gender issues on the agenda of capacity building activities seems often to depend on the commitment of the individuals involved rather than being institutionally guaranteed. Some capacity building activities, as we have seen above, have put gender issues on their agenda, and some materials reviewed are sensitive to gender issues. Elsewhere, information is lacking on whether gender issues were addressed in capacity building; for instance in the 'Mid-term review of technical cooperation' (GB.283/TC/1), where the percentage of female participants in training at the Turin Centre in 2000 (41%) is noted (§61), but not whether there was any gender content in the Centre's training packages for constituents (§42). The ODL should help meet needs for improving gender knowledge among both staff and constituents, but including the relevant gender issues in all training packages (perhaps with a reference to ODL as appropriate) should not be forgotten as an efficient 'one-stop' approach.

But there are other capacity building processes and materials that omit gender considerations completely. Most technical cooperation projects analysed during the audits did not contain specific components or resources to enhance the capacity of staff or partners in gender issues. Where this was undertaken, it was usually due to the initiative of a gender-sensitive project coordinator. However, there is growing interest in this dimension, as can be seen from some of the examples above and the recent policy statements.

***The inclusion of gender issues on the agenda of capacity building activities seems often to depend on the commitment of the individuals involved rather than being institutionally guaranteed.***

<sup>33</sup> ShaunaOlney et al., *Gender equality: a guide to collective bargaining*, 1998.

***Advocacy and facilitation skills are rarely part of the set of skills that ILO staff possess. Yet advocacy and facilitation skills are critical for advancing ILO values, including gender equality***

Staff are not necessarily given any training in gender mainstreaming. The MDT in Bangkok, for instance, reported that in their office there was no routine capacity building of staff on gender mainstreaming to accompany turnover of staff and changing or new responsibilities. They also mentioned a further constraint: lack of time to do such training and then to apply it. Time constraints and overwork were the most commonly mentioned 'beyond-gender' issue during the audit. Work unit managers need to consider not just giving their staff training in gender but allowing them space to reflect on its application, or backing up the training with associated materials in the form of guides or checklists (see Chapter 2 of this report) and not see this as an extra 'burden'.

In IFP/SEED, audit participants, took the view that gender issues should be more naturally integrated into their everyday work, especially at the project level. They also felt that this process would be aided by regular sessions to share experiences of gender mainstreaming in projects, discussions of gender analysis, etc., and the provision of practical application and examples on gender mainstreaming. This finding reflects an 'ongoing learning' approach rather than a targeted capacity building approach. Similarly in the Beirut MDT audit some participants expressed the benefits of exchanges in the team on practical experiences contrary to just getting the information out of documents.

Gender issues need to be embedded more deeply and systematically in every relevant capacity building exercise, including assessment and review meetings. The ultimate purpose of gender capacity building is to equip staff whose technical discipline is *not* gender to discern the gender dimension of any issue on which they are working. They can then include it in their capacity building and other activities in any of the ILO's work areas and priorities. There is room to build on successful examples of mainstreaming gender into capacity building, such as the IFP/CRISIS training of trainers workshop referred to above, to make the inclusion of gender issues deeper and more systematic. Such experiences could be shared with other units where the inclusion of gender issues is patchier.

## **Advocacy and facilitation skills**

Senior Gender Specialists and Gender Focal Points have expressed the need to strengthen their advocacy skills in order to persuade and convince others and use different approaches to overcoming resistance. Training for the Gender Audit facilitators mainly focused on the methodology of the audit. The experience of 'facilitating' workshops revealed the need for more training on facilitation techniques. Advocacy and facilitation skills are rarely part of the set of skills that ILO staff possess. They tend to be stronger in technical knowledge and analytical skills. Yet advocacy and facilitation skills are critical for advancing ILO values, including gender equality, and for

engaging staff and constituents in making the Decent Work agenda operational.

## **Recommendations**

### **General**

- Stimulate practice on gender equality by management practices that promote workplace related learning: team meetings, peer reviews, round table discussions, exchange of evaluation and mission reports.
- Focus on the analysis of gender issues and gender mainstreaming in all workshops on substantial technical issues.

### **Specific gender equality capacity building**

- Stimulate action on gender equality by management practices that promote workplace-related learning: regular team meetings, peer reviews, in-house roundtable discussions, and exchange of project evaluation and mission reports.
- Continue to organize gender capacity building sessions for the constituents as well as for the staff of ILO. Embed these more strongly in the specific technical areas of the ILO. Require a plan to be drawn up at the end of each session on how the lessons learned will be put into practice. Monitor the plan periodically.
- Make greater efforts to set up a minimum training programme in each sector and region, and to define and implement at least one follow-up activity to previous training per year. Such a programme should include:
  - at subregional level, a formal capacity building activity for MDT and AO staff, linked to the Gender Audits;
  - at regional level, meeting of the regional gender network;
  - at international level, the annual Turin consultation, and a workshop with the Senior Gender Specialists and sector gender coordinators only, focusing on one or two key thematic areas of strategic importance.
- Organize thematic workshops in the regions, for example on gender issues in social protection, in social dialogue, in workers' activities, etc., bringing ILO technical specialists together with gender specialists.

- PROGRAM and the Gender Bureau should organize a workshop on gender mainstreaming for programme officers, as part of the HRD training programme for ILO staff.
- Organize capacity building in advocacy skills, negotiating and facilitation skills for Gender Focal Points and Senior Gender Specialists in the field.
- Systematize and make more easily available the enormous amount of good gender material available at headquarters and in the regions (also on the intranet). These will be organized under the following headings:
  - Manuals for capacity building;
  - Tools for gender analysis and gender planning;
  - Manuals and guidelines related to specific technical areas;
  - Research reports and publications.
- Establish mechanisms (e.g. databases) to identify networks of gender trainers or consultants by technical discipline and locality. Reinforce consultants' rosters as a potential gender mainstreaming mechanism.
- Use the soon-to-be-launched Open and Virtual Learning Space: Mainstreaming Gender eQuality in the World of Work of the Turin Centre. Managers who give support to participants who take part in this programme, will assure linkages with work.

### **Related to the Gender Audit**

- Use Gender Audit materials and methodologies more broadly for capacity building;
- Train staff from the field to become Gender Audit facilitators;
- Continue the audit process and anchor it in the capacity building and learning/monitoring activities programmes of the Sectors/regions/work units. The Gender Audit should become more and more a self-steering process by the Office and not solely undertaken by the Gender Bureau. To promote this process, training of audit facilitators needs to be continued and a yearly evaluative round-table meeting should be held.



## Chapter 5: Gender-Sensitive Human Resources and Staff Policy

### **(Key Result Area 5)**

**Objective:** ILO's human resources policies are gender-sensitive and sex-balanced.

'The HRD component provides the critical link of accountability in the constantly reinforcing cycle of policy, planning, capacity building and monitoring needed to make gender mainstreaming work organization-wide.'

The DG's commitment to fairer, more transparent and more gender-responsive staffing processes is commendable and timely. Progress towards more equal sex balance on the staff has been slow despite a decade of reports, recommendations and initiatives.<sup>34</sup> A 1991 Task Force identified a glass ceiling for women at P3-P4; this had crept upward to P4 by 1997,<sup>35</sup> but the staffing statistics of 1999-2001 show that there are multiple barriers to the rapid advancement of a significant number of women to make measurable impact on achieving balance. As the substance of the Office's work becomes more gender-responsive, it is ever more important that women and men should be equally represented, especially at decision-making levels, that they should be able to count on equality of treatment throughout their careers, and that proactive strategies for achieving gender equality in all aspects of human resource development should be designed and implemented. The HRD department has set in motion a number of such strategies since 2000, but there is much yet to achieve.

Due to time constraints this review of HRD issues is not as comprehensive as the two reports that precede it, by Joanna Jackson and Leyla Tegmo-Reddy et al. These were complete reviews in their own right and have been consulted extensively. This review attempts to update those reports, but it must be acknowledged that many of the recommendations made particularly in the 1999 report still stand today.

***'The HRD component provides the critical link of accountability in the constantly reinforcing cycle of policy, planning, capacity building and monitoring needed to make gender mainstreaming work organization-wide.'***

<sup>34</sup> See e.g. Joanna Jackson, 'Human resources and gender equality in the ILO – moving forward' (August 2000), Leyla Tegmo-Reddy et al., 'Report of the Task Team on human resources and gender equality in the ILO' (January 1999).

<sup>35</sup> Tegmo-Reddy et al. 1999:6.

**Women are now in a small majority on the regular budget staff (55%). However, a significant majority of women in G grades (67%) cancels out a minority of women in P and D grades (40%).**

## Reaching sex balance on the staff

### Progress

#### Information sources

The Human Resources Development Department (HRD) reports regularly on the composition of the staff (including statistics on sex, age, nationality, and contract type) and related issues. To date, the chief reporting mechanism has been the annual statistical paper for the March session of the Governing Body, 'Composition and structure of the staff' (CSS); this is presented to the GB with a verbal introduction during the GB meeting.<sup>36</sup> From the last quarter of 2001 a new quarterly report to the Senior Management team, containing similar information but in a user-friendlier format, has been instituted and will concentrate on quarterly movements so as to establish trends. Also, the new Joint Human Resources Committee (JHRC) is expected to provide a report that will be narrative rather than statistical. The Director of HRD also reports regularly to the DG on the evolution of sex balance of the staff, among other issues.

#### Sex balance of staff

The available documentary sources show that, overall, women are now in a small majority on the regular budget staff (55%). However, this balanced figure is arrived at because a significant majority of women in G grades (67%) cancels out a minority of women in P and D grades (40%).<sup>37</sup> While no more than 60% and no less than 40% of either sex could be regarded as reasonable sex balance, sufficient movement of both sexes in both directions and at all levels would be necessary to maintain this balance. CSS for 2001 (Table V), including staff funded from extra-budgetary sources, gives a percentage of P and D women of 35.2. Sex-disaggregated data for G staff is not available from the CSS tables.

<sup>36</sup> For March 2002, covering calendar year 2001, see GB.283/PFA/11 for the 'Composition...' paper, GB.283/9/2 for report of the introduction and debate.

<sup>37</sup> Quarterly Report: 4-5.

| Grades                | 2001  |               |               | 2000  |               |               | 1999  |               |               |
|-----------------------|-------|---------------|---------------|-------|---------------|---------------|-------|---------------|---------------|
|                       | Total | M             | F             | Total | M             | F             | Total | M             | F             |
| No. and % P and above | 707   | 458<br>(64.8) | 249<br>(35.2) | 701   | 469<br>(66.9) | 232<br>(33.1) | 693   | 469<br>(67.7) | 224<br>(32.3) |
| No. and % G staff     | 1,079 | N/A           | N/A           | 1,108 | N/A           | N/A           | 1,099 | N/A           | N/A           |

Source: Adapted from CSS, GB.283/PFA/11, March 2002; GB.280/PFA/10, March 2001; GB.277/PFA/8, March 2000. Tables I & II in each case (includes linguistic staff for P and above).

There has been a steady growth in the number and percentage of women in all grades. At grades D1 and D2, the percentage has risen from 16.0% and 17.4% respectively in 1999 to 24.7% and 19% in 2001 (CSS for 2001 and 2000, table V; table 5.2 below).

| Grade      | Women |      |      | Men  |      |      | % Women |      |      |
|------------|-------|------|------|------|------|------|---------|------|------|
|            | 1999  | 2000 | 2001 | 1999 | 2000 | 2001 | 1999    | 2000 | 2001 |
| ED/RD      | 3     | 1    | 2    | 10   | 10   | 8    | 23.1    | 18.2 | 20.0 |
| D2         | 4     | 4    | 4    | 21   | 18   | 17   | 16.0    | 19.0 | 19.0 |
| D1         | 12    | 14   | 19   | 57   | 57   | 58   | 17.4    | 14.9 | 24.7 |
| P5         | 46    | 56   | 62   | 181  | 192  | 206  | 20.3    | 23.0 | 23.1 |
| P4         | 71    | 71   | 82   | 128  | 125  | 103  | 35.7    | 36.6 | 44.3 |
| P3         | 61    | 69   | 60   | 52   | 61   | 49   | 54.0    | 54.4 | 52.5 |
| P2         | 18    | 18   | 12   | 10   | 12   | 7    | 64.3    | 61.9 | 63.2 |
| Total P    | 196   | 214  | 216  | 371  | 390  | 365  | 34.5    | 35.4 | 37.2 |
| Total P+ D | 215   | 233  | 241  | 459  | 475  | 448  | 31.8    | 32.9 | 34.9 |

Source: Adapted from CSS, GB.283/PFA/11, March 2002; GB.280/PFA/10, March 2001; GB.277/PFA/8, March 2000, Table V in each case.

At the other end of the scale, the policy of bringing in women at the bottom is bearing fruit. Women in lowest age bands and in grades P2-P3 now outnumber men (see table 5.2) with grades P3 and P4 within the acceptable sex balance band of 40-60% women. If these women remain in the ILO and are provided with appropriate career development in terms of training and professional experience, they

**Table 5.1: Men and women on the ILO staff, 1999-2001**

**Table 5.2: Distribution by sex and grade of professional and higher category staff, 1999-2001**

**There has been a steady growth in the number and percentage of women in all grades.**

***The Young Professionals Career Entrance Programme began a new phase in 2001, apparently with a high number of women candidates.***

should form the basis for a more sex-balanced staff in the future. However, it should be noted that the P2 level represent a small percentage (2.7%) of all professional staff.

According to HRD data for 508 professionals at headquarters 39% are women, 199 women and 309 men. The breakdown by sector (see Annex VIII) shows that for those units reporting to the DG, including Cabinet, together with the Rights Sector 47% of their P staff are women. This is followed by the Social Dialogue Sector with 40%, the Support Sector with 35%, the Employment Sector with 34%, the Social Protection Sector with 29% and the Regions Sector with 23%. With regard to the field, HRD data shows that for 190 professionals in the field 27% are women. The breakdown by region (see Annex IX) shows that for the Arab States 46% are women. This is followed by Europe with 27%, Africa with 25% and the Americas with 17%.

For the general service category HRD data for 582 staff at headquarters shows that women represent 73% of this category (425 women and 157 men). Units reporting to the DG including Cabinet have 17 men and 85 women (103 in total). The Rights Sector has 31 men and 108 women (139 in total). The Employment Sector has 2 men and 43 women (45 in total). The Social Protection Sector has 6 men and 27 women (33 in total). The Social Dialogue Sector has 1 man and 35 women (36 in total). The Regions Sector has no men and 23 women. Finally the Support Sector has more men than women with 92 men and 77 women.

The Young Professionals Career Entrance Programme (YPCEP), a flagship programme for increasing the representation of under-represented nationalities on the staff, began a new phase in 2001, apparently with a high number of women candidates;<sup>38</sup> the second intake was due to begin work on 1 April 2002.<sup>39</sup> The CSS tables for new officials recruited in each of the years 1999-2001 (not specifically of YPCEP provenance) show that, apart from the United States and Japan, which always contribute a number of staff, only half a dozen under-represented countries provide staff each year, not all of them women.<sup>40</sup>

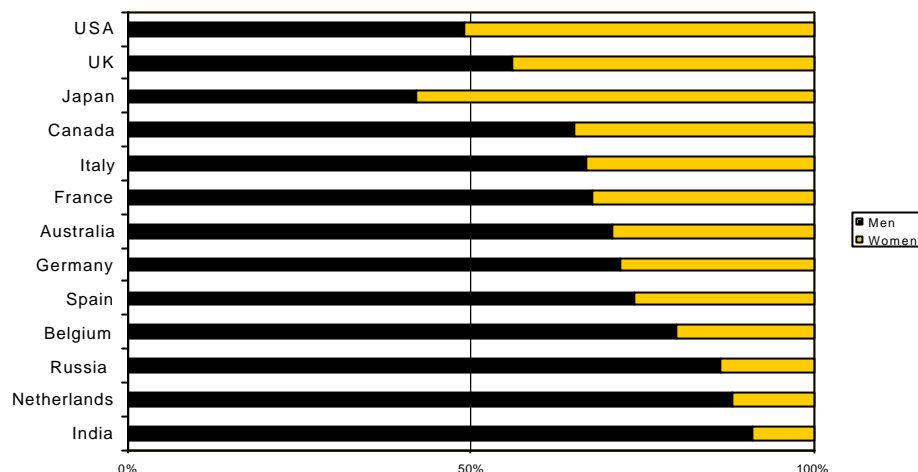
Among the 13 countries that provided more than ten P grade and higher staff members in 2001, the United States is the nearest to a sex-balanced contingent, and India (the only developing country in this group) the most unequal (see table 5.3).

<sup>38</sup> Jackson, 2000: 40.

<sup>39</sup> GB.283/PFA/13.

<sup>40</sup> See CSS 1999, table II; 2000 & 2001, and table XII.

**Table 5.3 Percentages Male and Female P-staff, countries with more than 10 staff, ranked by closeness to 50/50 ratio**



Some effects of the job reclassification exercise carried out in 2001 (still under way in the field) can be seen in the statistics for 2001. In the view of the HRD Director, the exercise improved the sex balance at every grade except P5, where the ratio remains stubbornly at 4:1. The P5 grade now accounts for nearly half (48%) of all P staff and increased from 248 to 268 posts from 2000 to 2001. Of the 20 additional posts at P5 level, 14 went to men and 6 to women. The sex balance at P4 improved, the percentage of women reaching 44.3 (see table 5.2).

In June 2001, the Social Protection Sector carried out an analysis of the reclassification exercise for the sector and found that it had both made the sector more top-heavy (50% P5 staff compared to 36% before reclassification) and had skewed the sex balance even further (ratio of P5 men to P5 women increased from 17:1 to 25:1, and the overall proportion of women in the sector fell from 44% to 28%).<sup>41</sup> In the absence of any other sectoral analysis of this kind (although the Gender Bureau advocated such analyses)<sup>42</sup>, it is not possible to tell whether this tendency was Office-wide.

Overall, women predominate among the General Service staff grades, but global figures mask telling differences. Joanna Jackson's 2000 report (op. cit. p28, figs. 11 & 12) shows for both HQ and the field a predominance of men at the lower levels (e.g. drivers, messengers) and after that a predominance of women, which is greatest in the middle grades (secretarial functions) and then diminishes sharply at G7 (HQ) and L7 (field) where many senior administrators are men. This pattern suggests that occupational segregation is an issue, perhaps more so than in the professional grades. A few men have been hired as secretaries, and during the ILC a number of women

***Among the General Service staff, occupational segregation is an issue, perhaps more so than in the professional grades.***

<sup>41</sup> Minute from Assane Diop, 'Staff composition following reclassification', 4 June 2001.

<sup>42</sup> Minute from Jane Zhang, 'Staff composition following reclassification', 3 July 2001.

messengers replace the men who work at the Conference as furniture movers. These innovations could be further encouraged to break down sex stereotyping in the GS category.

As heads of unit at headquarters, women experienced a slight decline in their percentage between 2000 (c. 30% unit heads women) and 2001 (c. 28%). Although the number of female unit chiefs increased slightly, there was the introduction of a number of new units mostly headed by men. The distribution of women unit heads shows some evidence of occupational segregation by sex: while women headed only about 32% of the technical units in the four sectors at 31 May 2001, and only about 25% of the units reporting to the DG, they headed 20 out of 29 support services units (69%), including all four BIBL units, all TRAITEXT units, and several of the units dealing with publications and documentation.

In the field, women head 11 out of 51 field offices (21.5%) including Branch Offices<sup>43</sup>. These include six out of 18 Area Offices (33%), two out of 18 MDT's (12.5%), one out of ten Branch Offices (10%) and 5 out of nine national correspondents (55%) (see Annex X). As well as targeting women for these positions to prepare them for advancement in the ILO, encouragement for women to apply for positions as Directors of field offices could be enhanced by announcing calls for candidatures for these. Consideration could be given to appointing gender specialists who are also specialists in another field to head field offices and so promote gender mainstreaming.

Information about staffing patterns generated by the Gender Audits generally supports that found by the global desk review. The Budapest team had 50/50 sex balance at the end of 2001, but in all other units audited men currently predominate among the professional staff. There is a tendency for female professionals to be at lower grades than male professionals and one unit reported that with the exception of the unit Director, women hold lower-grade posts than men although they do similar work. Higher-grade general staff in the field offices are often overqualified for the work they are doing; however, it is still extremely difficult to leap the 'concrete barrier' between the G and P grades.<sup>44</sup> Among the G staff in the audited units, about 70% are women and 30% men, with a certain amount of occupational segregation (e.g. all secretaries are women, and all drivers are men). Some units reported recent breaks with tradition, with more women as heads of unit or (IFP/Dialogue, IFP/Crisis, IFP/SEED, MDT/AO Moscow, MDT/AO Yaoundé), more men in clerical/secretarial roles (e.g. a male secretary in Bangkok) and a woman guard (Kathmandu).

***It is still extremely difficult to leap the 'concrete barrier' between the G and P grades.***

<sup>43</sup> According to the 'Mid-term review of technical cooperation' (GB.283/TC/1), §57, 'Since 1999, the management of MDTs and Area Offices in the same duty station have [*sic*] been consolidated under one Director. This process... was completed in early 2002.'

<sup>44</sup> Tegmo-Reddy et al., 1999: 16.

The long-term use of short-term, special short-term or external collaboration contracts has been the subject of much debate and a review carried out in 2000. In the worst cases, staff have been on successive short contracts for up to ten years. After HRD instituted a procedure whereby anyone on these contracts for more than two years out of three should be either taken onto the fixed term staff or not re-contracted, the number of people in precarious employment fell from 127 to 22 over eighteen months, mostly through the offer of securer employment. Most of these were women.<sup>45</sup> However, it is likely that the numbers are higher as many people on short-term or external collaboration contracts would not like attention drawn to their status for fear of not obtaining another contract. As systematic data are hard to find, especially on external collaboration contracts, which are not centralized at HRD, it is difficult to know whether more women than men are likely to be in more precarious contract situations. However, HRD data as of May 2002 show that there were 64 international professional staff at headquarters with short term, special short term or 3.5 contracts. Of these 64 or 75% were women. In the field there were only 5 staff with such contracts, one of whom was a woman representing 20%. The search for acceptable solutions to precarious employment featured on the agenda of the 2002 Staff Union Annual General Meeting, suggesting a solution satisfactory to every one, has yet to be reached.

## Challenges

### Information sources

Neither CSS nor the Quarterly Report gives a complete picture by themselves of the staff sex balance. Strictly comparable data are hard to find in the readily available documents. The data sets appearing in CSS are not selected to give full coverage but to respond to requests for data by Governing Body members over the years, and thus tend to reflect the GB's priorities, chiefly the geographical provenance of P and D staff and the number of without-limit-of-time (WLT) contracts. In particular, there is very little information on G staff. The Quarterly Report gives a breakdown of regular budget staff by sex and grade (pp.4-5) but not by sector or region, and its partial aggregation of grades (particularly at the level of P4-P5) blurs the picture. It does not disaggregate by sex against contract type or numbers of technical cooperation fixed-term staff. It was possible, however, upon request to obtain sex-disaggregated staffing data on the regions from the Regional Offices as part of the Gender Audit. In any case, most of the tables in CSS refer to professional and higher staff, who represent a minority of the total staff.

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<sup>45</sup> Researcher interview with HRD Director, April 2002.

***Though the current trends in the sex balance of staff are on the whole encouraging, the chief obstacle to gender parity in the Office is the continuing glass ceiling for women at P4.***

## Sex balance of staff

Though the current trends in the sex balance of staff are on the whole encouraging, the chief obstacle to gender parity in the Office is the continuing glass ceiling for women at P4. Women constituted only 23.1% of P5s at the end of 2001, although this is an improvement on the 20.3% figure of 1999 and the increased pool of women at P4 (44.3%) should provide potential for more women to move up to P5.

Joanna Jackson's 2000 report showed that professional women employed in a number of UN organizations tend to progress more slowly through the grades than men. The ILO was one of the organizations surveyed. The CSS figures (e.g., for 2001, Table VII. b) show more men being promoted each year. Figures provided by HRD for the period 1997-2001 indicate that on average more men than women are recruited. In 1997 of all staff recruited 66% were men. This improved in 2001 when men represented 57% of all recruits. The majority (74%) of all women staff recruited in 2001 were at the P4 level and below while the figure for men was 49% for these grades. This is an improvement compared to 1997 and 1998 when 88% of those women recruited came in to the ILO at P4 and below. However, the figure for 2001 was the same as for 2000. At the critical levels of P4 and P5 in terms of the 'glass ceiling' for women, men recruited at these levels still outnumber women. At the P5 level men represented 69% and 67% of all P5s recruited in 1999 and 2000 respectively, but in 2001 this jumped to 87% of all P5 recruits being men (13 out of 15).

There are additional kinds of data that can illuminate gender aspects in HRD management, not simply numerical sex balance. Of 299 Professional staff at HQ, 57% were women with no dependents compared to 43% men. This probably reflects the age and grade structure of staff. At the P5 and above levels there is little difference between the number of men and the number of women without dependents (29 women and 25 men). At the P5 level there is little difference in actual numbers (20 women and 15 men) but the women represent one-third of women at the P5 level while the number of men represent only 7% of men in the grade. In the field there is little difference between the number of men and women professional staff with no dependents (25 women and 20 men). However, the proportion of women without dependents is greater than that of men given their lower presence in the field, 48% compared to 14% men.

## Recruitment

Two-thirds of the P5 and above staff are expected to retire between 2000 and 2005. As Governing Body members noted in March 2002,<sup>46</sup> this is an opportunity to change the sex balance at the top levels. To some extent this could happen 'naturally', as younger, more junior

<sup>46</sup> GB.283/9/2:2



groups of staff move up through the grades: the younger age bands have a much more equal sex balance, the under-35 group even being 60% female.<sup>47</sup> Nonetheless, this process will be slow<sup>48</sup> unless it is accompanied by more proactive measures to attract qualified women and recruit them to senior positions, both internally and externally. Although a majority of the P2 grade is women, in 2001 this grade represented only 3% of all P positions (see Table 5.2).

As of 24 January 2002 there were 13 professional and three D grade posts vacant in the field (Quarterly Report, pp.10-11). Of the 13 posts, six were at the P5 level, three at the P4 level, three at the P3 level, and one at the P2 level. Since the ending of the requirement to spend time in the field in order to qualify for promotion, it has been harder to fill professional field posts, and women in particular are not being attracted. Yet women might fill some of these posts if there were incentives to attract them such as mobility and relocation packages, broader domestic partnership recognition, and more flexible leave arrangements. The Gender Audits, particularly in the field, saw it as a major challenge to the Office to encourage the proactive recruitment and promotion of women in general. Women staff in the field, especially the more highly qualified support staff, saw little evidence that the ILO actively considers career opportunities for qualified women among support staff, and questioned how the Office would promote and retain women at higher levels.

The HRD Director reports that in appointments to D1 posts an attempt is always made to seek both regional and sex balance, and that this in practice disadvantages men from the Industrial market Economy Countries (IMEC), who are an historically over-represented group. This problem also occurs with promotions from D1 to D2, where some women managers have been externally recruited on a combination of qualifications and fit with the policy of sex and regional balance although there are men 'waiting' to move up to D2. Even despite these positive actions, at the end of 2001 men still made up 75.3% of the D1 posts (77 people) and 80.9% of the D2s (21 people). At these levels, however, there should also be an emphasis on quality (including gender sensitivity/gender competence), not just quantity. Although it is important to project an image of sex balance at higher levels, a gender-sensitive male manager can be a better ambassador for gender equality than a gender-blind female one.

Informal support networks among the constituents and among national groups can also be determinant in recruitment. These networks can be very influential in the higher-level appointments but are under cultivated by women. Women are underrepresented in all constituent groups. There are, for instance, very few business-

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***A gender-sensitive male manager can be a better ambassador for gender equality than a gender-blind female one.***

<sup>47</sup> See CSS 2001, 2000, table V, 1999; table VI.

<sup>48</sup> Assuming a turnover of roughly seven years as those in the 55+ age band retire at 62, and assuming that all vacancies left by them were filled internally, it could take at least 14 years for the equal sex balance currently reflected in the 36-45 age band at P4 to begin to show up at the D1 level.

women's federations in the Employers' group, although these groups are rapidly on the rise. Globally, only around 1% of trade union leaders are women, but there are programmes under way by the international trade union groups to double women's membership and increase the number of women decision-makers. Strengthening the networking of women within the constituents groups is key to enabling the identification and appointment of good women candidates for high-level appointments.

In technical cooperation, project documents do not always state whether there will be a deliberate policy or effort to recruit both men and women for project staff – though the Gender Audits in the field offices showed some do make such an effort in practice. Terms of reference for the recruitment of staff and external collaborators rarely include competency in gender mainstreaming, except for women-specific projects. In terms of international project staff HRD data (see Annex XI) show that there are altogether 289 experts, 111 women and 178 men. This represents 38% women. In the field there are 170 experts, 53 of whom are women and 117 men. Women represent 31% of field experts. At headquarters there are 119 experts, 58 of whom are women and 61 men. Women represent 49% of headquarters experts.

## **Recommendations**

### **Information sources**

- Incorporate extra sex-disaggregated data sets from HRD as a matter of routine into CSS, including, as a minimum:
  - Sex breakdown of all staff by sector, unit, field office, grade, nationality and contract type for D, P and GS grades;
  - men and women in GS grades;
  - average length of time spent in grade by sex.

More detailed sex-disaggregated data breakdowns should also be given in the Quarterly Report.

- As a standing item include in JHRC reports sex-disaggregated data and information on the evolution of sex balance on the staff.

### **Sex balance and recruitment**

- Intensify efforts to redress overall sex imbalance in ILO staff, especially at senior levels as well as within the general service. This could include setting time-bound targets by grade although sufficient flexibility is also important to ensure that staffing positions are merit based.

- Measure progress according to relevant, accurate, consistent data and indicators. Identify ways of collecting and analysing additional data to monitor other factors (e.g. family responsibilities) that affect staff balance. Publish these on a regular basis and discuss them at Senior Management Team meetings.
- Consistently reflect in documents, both internal as well as for public consumption, a deliberate policy to recruit both men and women for regular budget and technical cooperation project staff, and that a sex balance will be aimed for in projects and activities.
- Continue efforts to target women candidates for senior posts through networking with universities, companies, and other sources of high-level candidates.

## Facilitating equality of treatment in career development

### **Progress**

The new Human Resources Strategy elaborated in 1999 places great emphasis on career development. It seeks to make HR instruments and procedures more modern, more transparent, and thus more gender-responsive. Various career development activities are being put in place as part of the ensemble of measures, of which the following are some key instruments with particular implications for gender mainstreaming:

### **Personal development plans**

The personal development plan (PDP) is at the centre of the new procedures, supporting both internal recruitment and promotion and career development. The new performance appraisal mechanism is an annual personal and career development discussion for each staff member that leads to the building of a PDP. The information contained on the PDPs can then be used as a basis for internal solicitation and recruitment. The PDP database has taken some time to launch, and some difficulties have surfaced in its administration and supervision. However, it is due to start up at the end of April 2002 on a pilot basis; the pilot group will be the staff of the Social Protection sector.

### **Assessment Development Centres**

A new method of performance assessment for recruitment and promotion has been introduced, called the Assessment Development Centre (ADC). The method recognizes that to assess performance, account needs to be taken not just of technical progress by the official but also of personal and professional competencies. In 2001 the number of assessment sessions held was 17 while 14 were held in the

***Women had a higher pass rate than men in the performance assessment for recruitment and promotion.***

period January to May of 2002. A total of 130 internal staff and external candidates undertook the competency assessment during 2001 and to May 2002. Of these 79 were women and 51 were men. By staff category, there were 48 general service staff (eight men and 40 women) and 82 professional staff (39 women and 43 men). The pass rate for women and men in the general service staff was 75% and 50% respectively, and for professional staff it was 85% and 74% respectively.

Assessment is based on sets of core competencies and values that are applicable to everyone (integrity adaptability, communication skills, cultural and gender sensitivity) and level competencies that refer to generic capabilities appropriate for different grade levels (analytical capacity, managing work, planning and organizing, decision-making). Competency testing platforms have been developed for two bands in each of the GS and P grades. The D grade platform is still to be developed.

There has been considerable debate about the inclusion of gender as a core competency. The ADC should be able to give new and aspirant staff members the opportunity to demonstrate their sensitivity to gender differences and their ability to make a basic gender analysis of the issues they are likely to encounter in their work. However, the salience of gender in the test exercises has been limited. At first it was included implicitly as a core competency within cultural sensitivity. The Gender Bureau argued for a modification of the relevant test so as to guarantee that gender sensitivity would be addressed more explicitly.<sup>49</sup> Following discussion with the Gender Bureau the test was redesigned and the competence was renamed 'Sensitivity to Diversity', but gender was still not made the subject of a separate test. Short of having a specific test for gender sensitivity, potential exists throughout the battery of tests to apply them more rigorously to capture sensitivity to gender.

### Management coaching and mentoring

Based on the perception that all managers in the Office need 'people management' skills, the HRD Strategy includes a management coaching programme for middle and senior managers to help develop these skills. In April 2000, HRD launched a one-year coaching programme for 40 managers from headquarters and the field. This expensive opportunity was provided to 20 women and 20 men. Women who were promoted were targeted to ensure they succeeded given the extra weight every woman at higher levels of management and visibility carries. The programme provided feedback to participants from external coaches on their leadership styles and helped them to identify techniques to encourage teamwork and manage more effectively. The primary recommendation, an evaluation conducted by HRD at the end of the programme, was to implement a

<sup>49</sup> Minute from Jane Zhang, 'Gender competency, 19 March 2001.

management and leadership programme for current or potential senior and middle level managers at ILO. The HRD has formulated an outline for the Management and Leadership programme and has started tendering procedures in order to identify the most appropriate vendor. This will be finalized in November 2002.

Mentoring is another instrument for career development, particularly targeting young professionals. The formal programme lasts for one year, after which a mentor and mentee may decide to continue the partnership informally. Twenty people have been involved so far. They include ten mentees, six women and four men, and ten mentors, four women and six men. In July 2002, HRD will be starting another mentoring programme for young professionals and new young officials.

## Challenges

Most of the career development initiatives currently being developed in HRD include efforts to specifically address gender questions. The challenge is to use them in such a way as to promote equality of opportunity and equal sex balance on the staff. For instance, individuals developing a PDP might be prompted to include gender-related goals and experience. In particular, trainers, management coaches, assessors and mentors themselves must be gender-sensitive and gender-competent if they are to detect or promote gender sensitivity in others. This places a responsibility on HRD when selecting trainers, either from within the house or as external consultants.

## Assessment centres

The current treatment of gender as a core competency in the ADCs still does not guarantee that candidates will address it. Recent experience has shown that in practice there could be a tendency for women to address the relevant question from the point of view of gender sensitivity and for men from that of cultural diversity. An additional point needs to be kept in mind, which is that if those doing the assessing are not themselves alert to gender considerations the issue may be missed unless the ADC contains a specific exercise that obliges the candidate to address gender questions. Management training in gender mainstreaming will also help to instil that alertness in managers, but making gender a separate core competence is a more reliable, institutionalized way of ensuring that it is addressed in the ADCs.

## Training

It was reported in 2000<sup>50</sup> that women had regularly made up over 60% of participants in staff training between 1996 and 1999, being

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<sup>50</sup> Jackson, 2000: 30-1.

***A good manager should not display gender discrimination, or any other form of discrimination.***

particularly over-represented in the basic skills and specific group training categories. In 2000, a total of 1,789 HQ and field staff received training, 671 of whom were men and 1,884 were women. Most of those were trained in basic skills (1,168) and of these 344 were men and 824 were women. Training for staff development at the regional level was the next biggest category with 206 staff receiving training, of whom 106 were men and 100 were women. Management training followed with a total of 169, of whom 105 were men and 64 were women. Technical upgrading of P and GS involved 136 staff; 67 were men and 69 women. Finally, there were 110 staff participating in specific group training, of whom 49 were men and 61 women.

HRD's course on communications for the General Service Development Programme includes sensitivity to diversity. However, there is nothing in the categories of training listed that includes gender training, although it could reasonably be expected to feature in the specific group training category. A number of sector-level gender training courses were run for staff with the help of the Gender Bureau in 1999<sup>51</sup> but were not repeated. Neither was the course run at Turin by PROG/EVAL and GENPROM with inputs from the Gender Bureau. This would have limited the courses' impact. A few resources were made available to the Gender Bureau from HRD from its very limited staff capacity building resources. These were used for capacity building activities in the regions during 2001.

### **Management training**

In 1999 management training made up less than 3% of participation in staff training,<sup>52</sup> and it did not integrate gender in the training. The HRD view is that by definition, a good manager should not display gender discrimination, or any other form of discrimination. This is a reasonable but optimistic assumption. The management coaching programme needs to incorporate specific attention to the manager's attitudes to gender equality and particularly his/her understanding of how to operationalize gender mainstreaming in the Office. Many of the problems the Gender Audits report as regards putting gender mainstreaming into practice could be obviated if all managers with planning responsibilities were well-versed in doing gender mainstreaming in practice rather than simply transmitting general policy statements. A useful approach would be the integration of gender mainstreaming into management programmes that HRD reports is actually in the pipeline. This could be accompanied by a rolling programme of gender mainstreaming capacity building aimed at managers and planners as needed.

<sup>51</sup> See above, Key Result Area 3 on capacity building, and Una Murray, Gender capacity building report, section I.

<sup>52</sup> *Ibid.*

## Consultants

Care needs to be taken also that the external consultants carrying out management are themselves demonstrably gender-sensitive and gender-competent. A requirement to this effect should be part of the terms of reference for management coaching. Ideally, gender and organizational development experts should carry out management training on gender.

At present, there does not seem to be a coherent system by which the gender sensitivity or competence of external consultants in general can be ensured. External collaboration contracts are not centralized at HRD and decisions on whom to contract are taken by individual managers. Thus HRD has no control over whether or when gender sensitivity/competence/expertise is included in the terms of reference or person specifications for any consultancies.

## Organizational culture

Although several work units both in the field and at HQ spoke of their unit's strong, cohesive organizational culture and said differences of sex did not strongly affect relations in the unit, there was in some cases a sense that this cohesiveness applies more to social relations and activities in the unit (lunches, birthday celebrations, friendly behaviour) than to professional teamwork. Sexual harassment was rarely discussed, but when it did arise male and female staff members viewed it very differently. In the field, relations between professional and support staff was a more heated issue. Support staff felt more included in some units than in others: for instance, in IFP/Declaration GS staff are always included in staff meetings. There is some anecdotal evidence that the relationship between GS and P staff is not always respectful, and that some P staff treat G staff as inferiors. Some women GS staff received contradictory institutional messages: they were valued and praised as carers for their colleagues, but reprimanded if their caring roles outside the workplace required them to be absent. Some cultural insensitivity in the treatment of female staff members in the field was mentioned. Efforts are already under way to include local programme staff (who are predominantly women, some of whom are highly qualified) in a planning and monitoring matrix management arrangement for MDTs (such as in Bangkok, Beirut and Moscow).

## Staff union membership

The Staff Union has 758 members with a fairly even balance of women (356) and men (412). There are differences however between the P and GS grades with more than twice as many women (174) than men (84) in the General Service category, reflecting their high proportion (67%) of this category. In the professional category, there are almost twice as many men (328) as women (172). See Annex XII for distribution by grade and sex of staff union membership. The Staff

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balance of  
women and men.***

Union Committee had an even sex balance in 1998 (nine men and nine women) and in 1999 there were more women than men (eight men and ten women). However, from 2000 to date there were significantly more men than women in the Committee, with eleven men and six women in 2000, ten men and six women in 2001 and 13 men and six women in 2002. Many women are in touch with SAGE, the Staff Action Group on Equality, which is a pressure group with no official status.

### ***Recommendations***

- Make gender sensitivity a specific requirement for all ILO staff. Make gender competence (e.g. ability to carry out a basic gender analysis and planning) a requirement for all technical, programming, project and managerial staff. Include these clearly in generic job descriptions and competency assessments. Opportunities for staff to learn about gender analysis and planning should be provided in a time-bound manner.
- Include specific testing for gender sensitivity and competence in recruitment and promotion procedures.
- Plan for better sex balance of participation at staff meetings and other events, and always integrate gender issues into the agenda. Ensure that women have roles in events that will help to increase their visibility and networking with other professionals. Provide opportunities for national professional staff to represent the ILO at international meetings.
- Make training in organizational gender issues an integral and properly resourced part of staff development, and provide more opportunities for staff and partners to refresh their knowledge and understanding of gender issues. Mainstream gender in training programmes offered.
- In management training/coaching continue to include gender issues such as awareness of discrimination, stereotyping, sexist behaviour and sexual harassment, and openness to looking for solutions to work/life conflicts including flexibility that will allow men to fulfil family responsibilities.
- Assign more responsibility to local programming staff in field offices for planning and monitoring on gender and ensure they receive the appropriate training to do this.
- Clarify the role of support staff in contributing to the implementation of the ILO gender policy.
- Develop a policy for transfer between support and technical functions based on staff's competence and performance evaluation.



## Equality officer in HRD department and other equality measures

### Progress

Three events occurring in 2001 have been important milestones in ILO policy and practice concerning gender equality and non-discrimination, although they were not measures exclusively intended to address sex equality. All three initiatives are 'firsts' for the ILO.

- The elaboration of an Office HIV/AIDS policy paper in July 2001.<sup>53</sup> The policy states (§5) that women are disproportionately affected by HIV infection because the discrimination they suffer in other respects can be compounded by the stigma of HIV-positive status. It confirms the Office's commitment to 'ensuring that staff members are not discriminated against, directly or indirectly, on the basis of their own real or perceived HIV status, or that of a dependant's in relation to any aspect of working life, (§6).
- The elaboration of a Collective Agreement on the Prevention and Resolution of Harassment-related Grievances, which covers moral and sexual harassment. The Agreement provides a definition of sexual harassment §2.9 (b) and provides for training in the prevention of harassment and briefing for new staff members on the agreement (§§3.2—3.4). A Joint Panel consisting of a chairperson and two titular members, plus eight substitutes hears serious cases that cannot be resolved by less formal mechanisms or through the Ombudsperson. This structure is the same as that established for the Collective Agreement on the Resolution of Grievances (2000). Unfortunately, the articles of the latter agreement referring to the Joint Panel contain no requirement as to its sex balance, although some such instruction in cases of sexual harassment would seem appropriate.
- The appointment of an Ombudsperson in October 2001, pursuant to the new grievance procedures that were elaborated in the Collective Agreement on a Procedure for the Resolution of Grievances. Her remit is not limited exclusively to harassment issues; of the 55 cases she has received, 37 are harassment-related.

### Challenges

The appointment of an Equality Officer as recommended in the Action Plan has not yet taken place. The appointment of the Ombudsperson, while very welcome, is not a substitute for having a post that is devoted exclusively to issues of equality and non-discrimination. This

***The appointment of the Ombudsperson is not a substitute for having a post that is devoted exclusively to issues of equality and non-discrimination.***

<sup>53</sup> See Circular series 1 no. 576, 'ILO personnel policy on HIV/AIDS', 31 July 2001.

post could become the central reference point for addressing diversity questions.

### **Recommendations**

- Ensure that membership of the Joint Panel on Resolution of Grievances is sex-balanced.
- Appoint an Equality Officer (or an Equality and Diversity Officer) as provided for in the *Action Plan*.
- No tolerance for sexual harassment, sexist language (jokes, comments, etc.), discrimination, mobbing and bullying. These behaviours should be treated as grave disciplinary issues.
- Encourage informal support systems for staff (particularly young staff and women), who are undermined and discouraged by sexist behaviour, not being taken seriously, etc.

## **Gender-sensitive and family-friendly working conditions**

### **Progress**

The need for a policy on work/life interface issues and family-friendly policies was only recognized at the March 2000 session of the Governing Body, when a paper on the work/life agenda was presented to the session. It recognized that there was currently 'no overall policy and no package of supporting measures that address balancing work and family responsibilities and other matters affecting the well-being of ILO staff at work'. A variety of measures were identified, including flexible working and leave arrangements, special leave arrangements, relocation policies, equitable access to entitlements, benefits and facilities, and occupational issues including staff security. A policy framework and objectives for an ILO Work - Life Strategy were put before the Governing Body at the next session, in November 2000, and some issues have received attention.

- A limited paternity leave provision of five days was made available in 2001. This is extremely modest, and other organizations in the UN system have much more generous allowances (up to 8 weeks paid leave). However, HRD reports that this was a realistic allowance to put before the Governing Body at the time. HRD is involved in a wide-ranging programme of HRD reform throughout the UN system, and considers it likely that the International Civil Service Commission (ICSC) will recommend a common-system allowance of paternity leave somewhere between five days and those more generous allowances.

- A proposal was made to the Governing Body in November 2000 to authorize the Office to take action to implement family support obligations through attachment of earnings where an official does not honour a relevant court order.
- The 'Crèche Scoubidou' opened in September 2000 and has 45 children attending, 21 of them ILO officials'. The number of spaces will double to 90 by September 2002 with the addition of a new section, and there are already 16 ILO officials on the waiting list. The crèche is located in premises near, but not in, the Office building, and is currently trying to expand and to find additional premises very close by. A subsidy is offered to parents for the crèche, depending on family income.
- In November 2001 the GB approved a proposal that would enable the Office to extend certain benefits to the domestic partners of officials, subject to the agreement of the ICSC to this approach. This is a sensitive issue that needs to be approached with caution: same-sex and opposing-sex partnerships are not generally recognized by the UN agencies, resulting in discrimination. The IMF and World Bank, however, provide a good precedent in recognizing such partnerships, and it is to be hoped the UN system will do so as well. The ILO is taking an innovative step in this regard.
- Attention is also being given to questions of the security of staff in the field, in the wake of a number of security incidents involving ILO staff and the general sense of insecurity following upon the 11 September 2002 attack.<sup>54</sup> Questionnaires have been sent out to elicit baseline information. The GB paper does not indicate whether they contain any questions directed at the gender aspects of staff security.

## Challenges

In the Gender Audits, the HR issue that received by far the greatest attention was excessive workloads. Participants repeatedly pointed out that this has adverse consequences for family life for both women and men, and is contradictory to a family-friendly work environment and policy. Many staff members, both in the field and at HQ, felt keenly the tension between exigencies of work and family/private life.

None of the work-life options presented to the Governing Body is intrinsically gender-friendly, but they all have a high potential to be so. In particular, they offer the chance not only for women but for men to be more fully involved in family life and the domestic sphere. The challenge will be to maximize that potential.

***The HR issue that received by far the greatest attention was excessive workloads. Many staff members, felt keenly the tension between exigencies of work and family/private life.***

<sup>54</sup> GB.283/PFA/13, Appendix 1.


While it is appreciated that the ILO is to some extent constrained by the UN common system in its ability to confront the work-life agenda as seriously as it would like, there is clearly room for improvement. HRD's involvement in the common system reform is positive, but this, while the most thoroughgoing, is probably not the speediest way of getting the work-life agenda implemented.

At the same time, certain other aspects of the work-life agenda perhaps merit a more creative approach. Flexitime in the Office is quite conservative. Career breaks are dealt with currently on a case-by-case basis, and it would be good to see this managed in a more structured way. Options such as teleworking should be explored, or giving the official who is taking the career break the opportunity to stay in touch with the Office to keep informed of developments and enhance a smooth integration upon return.

Overwork also has implications for the take-up of the various career development options being set up by HRD. Many audit participants reported having no time to do anything but immediate tasks, and this may constrain their willingness or ability to undertake training, for instance. A 'culture of overwork' can act as a serious brake on double- and triple-loop learning, which is being able to have the time and enabling environment that permit the process of reflection leading to deep change.

### ***Recommendations***

- Work towards achieving more generous - in practice, a more realistic - paternity leave provisions.
- Make the work-life agenda measures better known through proactive promotion of them.
- Promote greater cooperation, information sharing and networking on gender issues between staff members, both within and between work units. Make efforts to create synergy between areas of expertise or responsibility, especially concerning gender.
- Create and maintain an environment conducive to learning more about gender issues to increase staff members' confidence with using gender concepts, analysis and arguments.
- Critically examine and actively confront the culture of overwork, which affects women and men in different ways owing to their family and home responsibilities.
- Give general service staff regular opportunities (e.g. team meetings) for exchange, coordination and information sharing to improve the work environment, teamwork and their own work performance.

- Carry out more internal advocacy for gender mainstreaming. An organizational culture in which advocacy is valued, both within and outside the ILO, is also a culture with potential for ongoing and ultimately fruitful dialogue at all levels about gender equality.
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## Chapter 6: Outcomes and Lessons Learned

### Outcomes

The first ILO Gender Audit has been a rich and enriching experience. It has identified good practices and challenges and produced many findings and recommendations which, it is hoped, will have a direct bearing on the future development of ILO policy and practice as regards mainstreaming gender equality. It has also had many other outcomes in terms of personal and team-level learning and experience. This learning is too widespread to recount in detail, but the following gives an idea of the main outcomes reported by participants:

- Most of the work units found the audit and especially the workshop very valuable from the point of view of team-building and collective learning.
- The audit gave staff a chance to stand back from daily work in order to share information and ideas, and reflect on their practice and how these fit with the ILO's overarching vision and principles.
- During some of the desk reviews, useful documents were identified which had hitherto been overlooked owing to time or human resource constraints or unsystematic information management.
- The audit enhanced the gender knowledge and capacity for gender analysis of staff who participated. Participants were encouraged to reflect on the meaning of the basic concepts of gender mainstreaming and gender equality in the world of work and how these are and should be operationalized.
- Some participants made important discoveries that will change the ways they work: for instance, that incorporating the gender dimension in HIV/AIDS work means putting men back into the picture; or that doing gender or women-specific projects without a gender analysis goes some way towards gender mainstreaming but falls short of genuine transformative outcomes.
- Recognition of the need for well-focused work on realistic, verifiable gender indicators specific to each unit was reinforced in most audits.
- Discussion of the distinction and the links between a gender mainstreaming approach and a women-specific approach was facilitated by, and led to further reflection on, masculinities issues and their application to the ILO's work.

***It is important to stress the participatory and self-evaluative nature of the audit process.***

- Some features of organizational culture, such as the culture of overwork, were brought into the open as subjects for serious discussion. In particular, the audit revealed many problems as 'beyond-gender' problems and showed how looking at gender issues in the Office can be an entry point to a discussion of wider substantive and operational issues in the organization.
- The historical timeline exercise enabled staff to develop a sense of institutional memory of gender-related work in their unit/the Office, by identifying personal experiences for which they were able to generate a gender perspective and relating these to institutional experiences of gender equality in which they have been involved.
- The usefulness of the audit methodology for purposes beyond the Gender Audit itself was confirmed: IPEC has expressed an interest in using the methodology for a different activity, and PROGRAM would like to use the concepts handout from one of the audit exercises to explain terminology.
- The European region has decided to use the outcomes of the Budapest and Moscow Gender Audits as a starting point for drafting a gender mainstreaming strategy for each MDT and its respective sub-region.
- IFP/DIALOGUE prepared time-bound action plans to put recommendations into practice. The COOP gender focal point is collecting points and comments from all the staff and plans to discuss again with the audit facilitation team and the Gender Bureau on these points as follow-up.

## Lessons learned on the audit process

### 1 Ownership of process

- Ownership of the audit by a whole work unit must be ensured before a Gender Audit is scheduled. Where units were 'volunteered' by their unit heads without sufficient consultation with all the staff, some staff members were resistant to the audit and unprepared to spend the time necessary. For the second round of local audits, unit heads were explicitly asked to consult their units and get acceptance from them on holding the audit, and on the dates to be scheduled, before replying to the Gender Bureau.
- It is important to stress the participatory and self-evaluative nature of the audit process. In some units there was a sense that the Gender Audit was an 'inquisition' and that it was being done 'for the Gender Bureau' rather than for them, or that the participatory workshop was the least, rather than the most, important aspect of the exercise. It must be made clear that the



audit is neither an external evaluation, an examination, nor a data-gathering exercise by the Gender Bureau, but a self-assessment of the members of the participating units, facilitated by an external team.

- Individual interviews with staff members were a useful and popular way of 'buying in' the support of work unit members, helping defuse fears about the audit, and obtaining information about important documents and priority issues for the work unit. These should be held at an early stage of the audit.
- The audit facilitation team should explore - together with the work unit manager, the gender focal point and/or gender specialist - the most appropriate and effective ways of going about auditing their work unit. This activity should closely follow the initial interviews with staff.
- Not all units felt comfortable with the methodology. Some people preferred individual interviews or small group discussions in their work area groups, and others were confused by the mix of self-evaluation and capacity building. This discomfort led sometimes to resistance to the whole process.
- More thorough preparation for the audits is necessary, in terms of getting to know the unit and their needs. One suggestion made in this respect is that the documents for the desk review could be circulated to the audit facilitation team well in advance, so they could have some knowledge of the unit and its work before the audit begins.
- An overall conclusion was that the ILO is a single-loop learning organization - i.e. it seeks quick technical fixes to immediate problems, and people have little time to reflect on root causes and longer-term solutions. Double- and triple-loop learning should be encouraged in the participatory audits. The audit facilitation team should help the work unit to reflect more deeply on the issues raised, so as to move beyond immediate practical answers to problems encountered towards more radical, transformative solutions.

## 2 Availability of participants

- The local audits in the first phase showed that the more staff who participate fully in the audit workshop throughout its duration, the better the self-assessment results and the team- and capacity-building. Having seen workshops of one, one and a half, and two days in different audits, the Gender Bureau concluded that two days is the minimum duration advisable for the workshop to have the optimum effect. Participating units and their Directors must therefore be clearly aware - and accept - that all members of the audited unit will need to attend a two-day workshop and a two- to four-hour feedback session a few days later.

***The ILO seeks quick technical fixes to immediate problems, and people have little time to reflect on root causes and longer-term solutions.***

***A simpler check list of key criteria needs to be drawn up for future audits to enable both qualitative and qualitative measurement of gender mainstreaming.***

- It is unavoidable that the audit process, particularly the document review, will result in questions needing clarification and points for discussion as the review proceeds. It is recommended that staff members are available for consultation during the audit.
- The gender focal point and/or gender specialist has a special role to play as a resource-person for the facilitation team (for instance in the compilation of the Gender Audit file and the location of extra documents needed) and an intermediary between the team and the work unit.
- The field audits involved many more people than the HQ-based audits – constituents, implementing partners, relevant NGOs and women’s organizations, etc. – and group and individual interviews with them take up extra time and must be programmed in. In the second round, a few more days are being scheduled for field-based audits than for HQ-based audits. The work unit (i. e. most probably the gender focal point) needs to identify key interviewees and contact them beforehand.

### **3 Use of methodology and tools**

- Both in the first facilitators’ training workshop and the audits, participants had comments and criticisms of the Gender Audit Manual and the exercises. While there is always room for improvement and the Gender Bureau has taken the suggestions on board for future audits, it is not possible to revise the Manual constantly. In any case, it is not a blueprint to be followed slavishly but can be used flexibly. Audit facilitation teams are at liberty to adapt exercises if they wish, e.g. to cope with time constraints or to fit the particular conditions of different units. Each work unit requires a different set of exercises tailored to its own specific needs.
- The document analysis sheet was widely thought too long and complex and rather confusing. It was revised for the second round of audits (see Annex VIII); but here too it is worth stressing that the document analysis sheet is a tool, not a straitjacket, and can be used flexibly according to need. Many audit facilitation teams found the comments column the most useful aspect of the sheet; nonetheless, the information gained from collating the check-boxes can also provide broad quantitative measures of the gender sensitivity of ILO documents. A simpler check list of key criteria needs to be drawn up for future audits to enable both qualitative and qualitative measurement of gender mainstreaming in the Office and which can then be more easily reported on.
- Several audit reports were only completed a long time after the audit itself, and it is clear that once the momentum of the audit is past it is easy for the completion of the audit report to be set aside in favour of more immediate imperatives. At least two days need to be planned for report-writing. If possible, the report

should be substantially complete by the end of these days; if it is not, the remaining work should be fairly divided among the audit facilitation team members and a realistic but not too distant deadline set for completion of the report.

- The audit report should not be too long: a maximum length of about 30 pages is recommended.

#### 4 Audit facilitation team

- It is crucial to have both men and women on audit facilitation teams. In the first phase, where there were men and women on the team, this was noted with appreciation. When the team was all women, there were critical comments. Having both sexes represented on the audit facilitation team reinforces the message that a gender focus is not the same as a focus on women.
- Staff from the regions who are interested in joining the facilitation teams should have a chance to take the audit facilitators' training. Field staff participated in a facilitation role in several field audits, but without having done the training workshop; and some expressed a need for this training.
- The audit facilitators showed a wide range of previous experience of facilitation. While attempts were made to ensure that each audit facilitation team contained at least one person with facilitation experience, it would greatly increase the effectiveness of the facilitation if all audit facilitation team members received some basic training in facilitation skills.
- Several audits in the first phase suffered because some audit facilitation team members could not commit themselves to the whole period required for the audit. The facilitators themselves suffered from having to juggle their work in the audit team with their ongoing work. Audit facilitation team members should be available to work as a team throughout the whole audit period, which is best thought of as a kind of mission, even when it is held at HQ. Clear agreement must be obtained from their Directors from the outset to release the facilitators for the full audit period without interruption, whether the audit is being held at HQ or in the field.
- The team should agree on a common approach/thinking about the audit process and logistics – for example, agreeing on working after office hours or at the weekend - and should show solidarity and coherence as a team to the work unit and external interviewees.
- Responsibilities should be clearly assigned among the team members, with a rotation of roles in the workshop sessions between lead facilitator, assistant facilitator/devil's advocate, and note-taker.

***It is crucial to have both men and women on audit facilitation teams.***

- It proved very valuable for audit facilitation teams to end each day of the audit period with a short feedback session to reflect on the day's proceedings and lessons learned, fine-tune with each other and make any modifications necessary to the next day's programme. This is particularly important during the workshop, but is also useful on other days when audit facilitation team members may have been working individually (e.g. reading documents).

## 5 Communication

- The audit facilitation team needs to establish good links to the work unit. Usually this will be via the gender focal point or gender specialist, but ownership is increased if there is honest and open communication between the audit facilitation team and the unit staff both in the workshop situation and outside it.
- The audit facilitation team should meet with the Director, the gender focal point and/or gender specialist of the work unit beforehand or on the first day of the audit to brief them on the audit and obtain an overview of the work unit. They should also agree on the workshop programme with the unit head and gender focal point/specialist on the first day, and share this information with all members of the work unit soon afterwards.

## 6 Logistics

- Attention needs to be paid to logistical preparation to guarantee a smooth process, especially at the beginning. This increases clarity and efficiency and reduces stress on the audit facilitation team. It is a good idea to let the unit Director and/or the gender focal point know well in advance what arrangements will be needed, and then to make sure someone is available for logistical support during the audit.
- Plan who should be involved in each session – professional staff, support staff, constituents, partners, others – and how many people, so that adequate space can be organized.
- Much time was lost in several units searching for documents for the desk review after the audit period had begun. The Gender Audit file should be completed before the audit starts. Some information can even be obtained in advance, for instance a complete list of projects, programmes and activities of the work unit, which will itself affect the choice of documents for the audit file. This is also useful for the audit facilitation team to have an idea of the profile of the work unit in advance (see above Ownership of process).
- When auditing field units, it is best if the whole audit facilitation team can be accommodated in the same hotel.

## Chapter 7: Follow-Up to the Gender Audit

### By the work units

- Follow-up to the Gender Audit is absolutely key. The Gender Audit will have failed if there is not some kind of follow-up in every unit within a reasonable time after their audit.
- Follow-up is needed in regard to hands-on training on the steps involved in conducting gender analysis and gender planning.
- Technical units need to identify the gender issues in their technical area and develop a common analysis on strategies to address them. These then need to be documented and shared.
- The headquarters technical units need to develop tailor made gender tools and materials on the gender issues in their technical area for sharing with their colleagues, constituents and partners in the field.
- Field units need to develop a common analysis of the specific context of their regions in relation to the range of gender issues in the different technical areas. These need to be documented and shared.
- The Gender teams in the sectors and the regions need to play a catalytic and supporting role to ensure that these follow-up actions take place.

### By the Gender Bureau

The follow-up for the Gender Bureau touches on many aspects.

- Further developing work on indicators on substantive gender issues that contribute to the achievement of the operational objectives as well as on the process itself of gender mainstreaming.
- Providing more support to the gender network. The survey of the network should be completed and consultations held with the Directors, gender coordinators and HRD on overcoming specific structural and staffing weaknesses.
- Designing and implementing a capacity building strategy to ensure all staff have the opportunity to learn about gender concepts and how to do gender analysis. There should be strong links with the HRD and Turin training programmes in order to integrate gender

***Follow-up is needed in regard to hands-on training in conducting gender analysis and gender planning.***

***Publishing an anthology of ILO good practices should be done during 2002.***

into current training activities. The review process of the Turin ODL course should be completed and the Gender, Poverty and Employment package updated and utilized.

- Providing advice to audited units on tools and other requests in a planned and structured manner, not just demand-feeding with the consequent sensation of panic and inability to control workload.
- Revising the Gender Audit Manual and methodology on the basis of lessons learned from applying the methodology in the ILO context. This should be done in the second half of 2002.
- Publishing an anthology of ILO good practices uncovered by the Gender Audit. This should be done during 2002 and placed on the web site and used for the Turin ODL course on gender.
- Advancing the masculinities work, tying this to getting more men involved in gender work, building on the experience of the men who joined the audit facilitation teams, and maybe bringing them together with the male GFPs and other interested colleagues to form a men's network and carry out a staff survey on the issue. Efforts to include a man in the Gender Bureau staff are critical in this regard.
- Planning the next round of Gender Audits, starting with those units that have already requested audits. These include IPEC, the Bureau of Statistics, ACT/TRAV, Sectoral Activities and the Jakarta Area Office.
- Consider assigning a post for Gender Audit Coordinator.
- Planning regular meetings with each sector gender coordinator, with follow-up to the Gender Audit as a standing item on the agenda.
- Follow-up to audits in the regions includes close work with the Senior Gender Specialists and the technical specialists. An annual review and strategizing meeting could ensure a common approach and be reflected in indicators and work plans.