



International Labour Office (ILO)

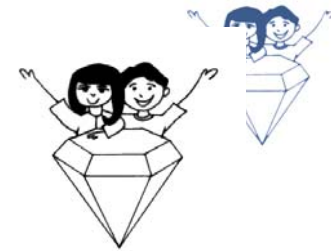
Briefing for ACWF

5 April 2006, Beijing, China

GEMS Strategies, Mechanisms & Tools

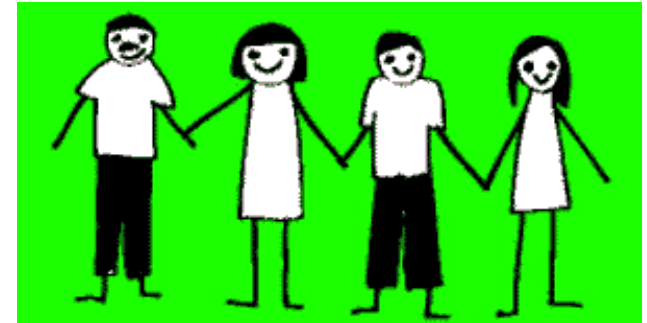
GEMS: Gender Mainstreaming Strategies for Achieving Equality





Gender Equality

- Equal rights, responsibilities, treatment, and valuation of both sexes, so that women and men, girls and boys can participate in, decide on and benefit from development on an equal footing.



- Gender Equality:
 - **Same** fundamental Human and Workers' **Rights**
 - **Equal Value and Fair Distribution** of:
 - * responsibilities and opportunities
 - * workload, decision making and income



Gender Equity

- Also known as **Gender Justice**: fair treatment of both sexes that take into account and address the different needs of the men, women, boys and girls, cultural barriers and the effects of (past) discrimination of the specific group.



A stork and a fox
cannot eat from the
same types of dishes.

Equal \neq the Same





Gender Mainstreaming: 1997 UN definition



- The ultimate goal of mainstreaming is to achieve gender equality.
- Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels.
- It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equality, and inequality is not perpetuated.

Source: United Nations Economic and Social Council (ECOSOC): Agreed Conclusions E/1997/L.30, p.2), as endorsed by the Beijing Platform of Action, 1995, Fourth World Conference on Women



ILO Gender Mainstreaming

Strategy aimed at giving **equal opportunities and rights** to men and women as beneficiaries, participants and decision makers in the world of work by:

- **integrating** gender equality **into the mainstream** of policies, programmes, projects, institutional mechanisms, processes & budgets
- addressing inequalities through **gender-specific action** and **equity measures** for and with women and men



Gender-specific Action: When

- **Protection of biological functions:** Vital for both sexes. Due to women's reproductive functions, they need medical care, before, during and after pregnancies and maternity protection at work.
- **Women empowerment** (Advancement of women): If gender inequalities exist, something extra needs to be done, otherwise inequalities can become larger.





Gender-specific Action: What

- **Positive or affirmative action:** temporary measures to eliminate the results of past or current discrimination. Example: setting quota's or targets for participation of discriminated groups in programmes for a given time period. The international community has agreed that this type of positive discrimination is justified and necessary to achieve equality.
- **Women-specific activities:** when cultural norms and values restrict women's equal participation in activities for both sexes. They enable women to develop and strengthen their self-esteem, to identify challenges and joint action to overcome them.
- **Men-specific activities:** inputs from both sexes are necessary to achieve gender equality. Raising the awareness of men is important. They are often in positions of authority and need to be convinced and committed to take responsibility for gender equality in partnership with women.



Gender Mainstreaming Today Worldwide

- Most countries today have developed national laws, plans of action or national policies to promote gender equality and advance the position of women through gender mainstreaming:
- 161 countries have **national women machineries** (NWMs)
 - Commissions, Ministries, Ombudsperson offices or Focal systems
 - Defined as a single body or organised system of bodies, often under different authorities, but recognized by Government and civil society as the expert institution dealing with the promotion of the status of women
 - The role: policy and programme setting, advocacy, advice and monitoring
 - Expected to be public administration systems to be sound, efficient, and well equipped with appropriate capabilities to carry forward the agenda of the advancement of women across sectoral and policy lines.



Implementation Today Worldwide

Challenges of Governments, Labour Institutions & National Women's Machineries

- Shift from Women in Development (WID) to Gender and Development (GAD) not understood: WID sections remain, GAD mandate unclear
- Low, insufficient human technical and financial resources
- Position in Government and political parties unclear and often marginalised



Gender Mainstreaming: Strengths & Weaknesses

Strengths

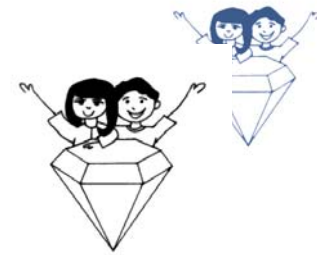
- Confirms the political will, institutional commitment, and accountability in organizations
- Potential to put gender equality higher up the policy agenda among key power holding institutions
- Potential to attract men to address gender concerns: Both sexes need to agree and work on changes.



Gender Mainstreaming: Strengths & Weaknesses

Weaknesses

- Mixing up the goal and the method:
 - Achievement of gender equality = the goal
 - Mainstreaming = the method
- Danger in practice: THROWING OUT THE BABY WITH THE BATHWATER:
 1. For many people and organizations, gender mainstreaming means:
 - * business as usual, i.e. justification of gender blind action
 - * marginalization rather than upgrading the position of women's machineries & gender expertise
 2. Institutional environment: Many organizations and young well-educated elite women and men consider the goal has been reached as they did not (yet) experience discrimination



ILO Gender Policy

1999: Strong commitment: policy statement and ILO Circular for the Promotion of Gender Equality through Gender Mainstreaming by ILO Director General (DG) on:

- Substance: gender perspective in all substantive work through analysis & planning
- Structure: design, implementation, monitoring and evaluation
- Staffing: sex balance
- Responsibility: Each staff member in their day-to-day work
- Accountability: Senior managers of line departments and field offices report to the DG.



ILO Gender Policy

- Specific institutional arrangements
 - Gender Bureau (directly reporting to the DG)
 - GFP and Experts in all departments and field offices
 - Gender Expert part of all technical teams in sub-regional offices
- Gender competence building strategy
- Gender sensitive Human Resource Development policy

2000: Governing Body adopts an ILO Action Plan on Gender Equality and Gender Mainstreaming

GEMS in ILO in Asia & the Pacific



- The 13th ILO Asian Regional Meeting (ARM):
 - confirmed existence of persistent and pervasive gender inequalities in 2001
 - ARM Recommendations:
 - Gender mainstreaming is a priority on the employment agenda
 - Regular monitoring is needed to measure/concrete progress
 - Outcome of Participatory Gender Audits in ILO:
 - some good practices
 - majority of ILO documents: gender blind
 - confusions among staff on gender terms and strategies
- ⇒ Conclusions: greater effort needed to include GEMS in the structure, substance and staffing of the ILO in this region



GEMS in ILO

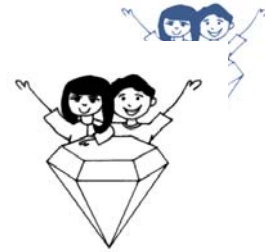
- Objectives and Targets -

Immediate Objective:

- Constituents take positive action to increase gender equality in the world of work

Indicators in ILO Programme and Budget documents 2004-2007:

- Number of Member States which ratify at least 1 additional key equality convention (No. 100, 111, 156, and 183)
- Number of Member States which have ratified all four key equality conventions
- Positive changes introduced in member States
- Measurable progress made in representation of women among ILO constituents/partners



GEMS in ILO

- Main Responsibilities of staff

Main responsibilities:

All ILO staff irrespective of source of funding:

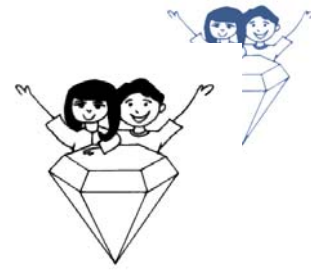
- **Managers:** active leadership and guidance to all
- **Technical specialists:** gender analysis and planning in technical fields
- **Programme officers:** ensure gender analysis and planning included in design, procedures and budgets
- **Support staff:** gender-sensitive language and images
- **Gender specialists and focal points:** catalyst and expertise



Gender Mainstreaming: How

5-pronged approach:

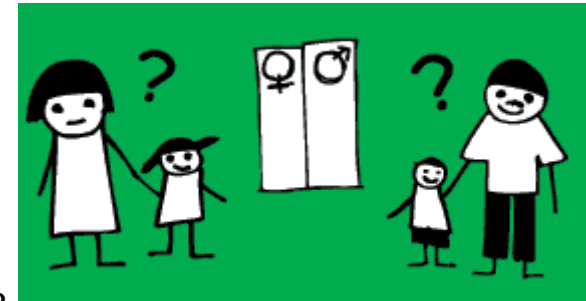
- **Gender analysis** to identify inequalities
- **Equal chances & treatment** for all **and gender-specific action** (women empowerment) to redress existing gender inequalities and discrimination.
- Starting a process of **institutional change** in procedures and processes: including gender concerns into the planning, programming, implementation, monitoring, evaluation and reporting of all programmes
- Giving **a voice to women and men** by increasing their participation in programmes, organizations and decision-making
- **Gender auditing and budgeting.**



Gender Analysis - Beneficiaries

To diagnose relations, similarities and differences between girls and boys, men and women

- Break down data by sex and age
- Identify:
 - division of labour
 - access to and control over resources & benefits
- Understand needs, constraints & opportunities of girls and boys, men and women
- Identify constraints & opportunities in larger environment
- Review capacity of organizations & mechanisms to promote equality
- Draw conclusions and recommendations for change





GEMS organizational change in institutions

1: Gender Analysis

Check the gender capacity of institutions, organizations or units: How do they deal with gender equality promotion:

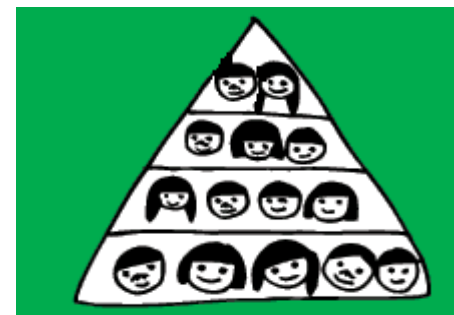
- Policy statements on gender equality promotion?
- Composition of decision makers and staff:
 - How many men and women and at what levels?
 - Gender expertise available and sought?
- What is the capacity of decision makers and staff to ensure benefits and services reach people of all sexes and all ages?
- What is the capacity of staff to carry out gender analysis?
- What is the capacity of decision makers and staff to address inequalities?
- Coordination with other organizations and social dialogue (e.g. tripartite Equal Employment Opportunity (EEO) Committee)

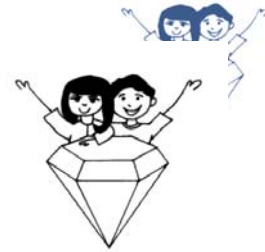


GEMS organisational change in institutions

2: Gender planning

- Get political will and commitment from leadership
- Adopt explicit policy, programming, budget and accountability procedures for gender equality promotion
- Raise awareness, train & capacitate policymakers and staff at all levels, and make them accountable
- Set targets for staff recruitment and promotion towards more equal representation of both sexes
- Set up separate mechanisms:
 - Promoters, watchdogs
 - Centers of expertise
 - Gender machineries or divisions
 - Coordination Committee of relevant agencies

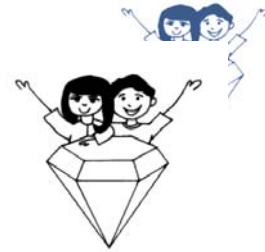




GEMS in ILO – Example Key Result

3. All Technical Cooperation projects:

- Gender analysis:
 - disaggregate data by sex
 - check needs of both sexes by age, class and ethnicity
 - assess impact of ILO support on both men and women
 - identify gender inequalities
- Gender planning:
 - mainstream gender concerns and address gender inequalities in projects
 - promote ILO key gender equality conventions
 - set gender-specific indicators



GEMS in ILO – Example Key Result

7. ILO staff and consultants: HRD issues

- recruitment: merit and sex balance of staff
- gender sensitivity in job descriptions and vacancy announcements
- standard gender clauses in TORs
- gender knowledge advantage in recruitments
- obligatory: gender expertise in recruitments on gender-relevant subjects



GEMS in ILO - Key Results

7. ILO staff and consultants: HRD issues (continued)

- GEMS info package for new recruits
- better use of GFP system: job description and time allocation
- maternity and paternity leave for all
- no excessive weekend travel and work and family-friendly work places
- assess gender performance in appraisal of managers, specialists and programme officers

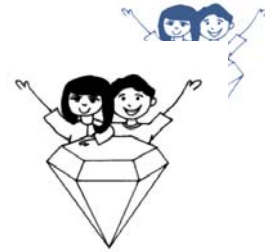


GEMS organisational change in institutions

3: Voice and Targets

Representation and Voice: Make sure **all** have a say:

- Increase participation and representation:
 - Of young and older women in general events
 - Of young and older men in gender-specific events
- Representation at least 1/3 (40-60%) of each sex
- Separate, sex-segregated mechanism for women only:
 - if segregation is large
 - to build up self-confidence first
- CAUTION – not just issue of number or quantity but quality is important.
 - Women are not by definition promoters of gender equality, nor men are by definition against it, but the majority of women will be active promoters of change as they share gender-related constraints with other women.



GEMS in ILO – Example Key Result

8. ILO events

- gender in:
 - report for meeting
 - agenda
 - report of meeting
- invitations:
 - progressive aim 50-50
 - current target: encouragement of
 - * 40% women in general events
 - * 40% men in gender events
- database by status/sex



GEMS Tool Kit

- Guides and Checklists

1. Quick Reference: Key concepts and strategies:
2. Suggested contents of the GEMS Info Kit for new officials
3. Example GEMS clauses in TORs and Excols:

General

- ILO vision and approaches
- ILO statements on gender equality promotion

Specific

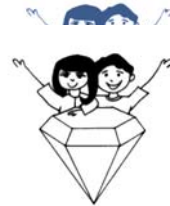
- Research and Project documents
 - Project implementation and workshops
4. Example GEMS clauses in invitation letters
 - Official ILO meetings
 - Other ILO supported events

GEMS Tool Kit

- Guides and Checklists



5. Summary checklist: Is gender included in ILO action?
6. Summary checklist: Do you use GEMS strategies in ILO action?
7. Checklist: How does your unit or partner organization deal with gender equality promotion?
8. Checklist: Do you use GEMS in descriptions of duties and in recruitment procedures?
9. Checklist: Do you use GEMS in the design of ILO meetings and workshops?
10. Checklist: Do you use GEMS in media products?
11. Checklist: Is gender included in your technical cooperation project design?
12. Checklist: Is gender included in your research design?
13. Checklist: Do you use gender mainstreaming in your budgets?



GEMS organisational change in institutions

4 & 5 : Gender Budgeting and Auditing

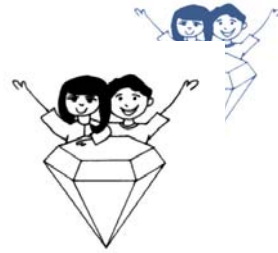
Gender audits:

= Participatory assessment of organizations' performance on gender equality promotion

Gender budgeting IS NOT separate budgeting for women, but =
Translating policy or commitment into budget

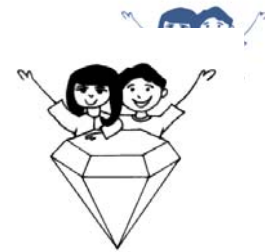
- Breakdown by sex the impact of expenditure
- Review of equal opportunity or non-discrimination legislation
- Analysis of gender-specific allocations

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✓	1000	1000	✓	
✓	500	500	✓	
✓	100	100	✓	



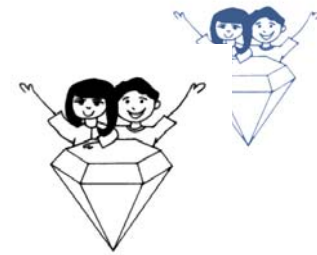
Participatory Gender Audit: What - 1

- Origin: 'Quality audit' – 'Social audit'
- **Diagnostic tool** for organizational learning on gender mainstreaming at 3 levels:
 - individual
 - work unit
 - overall organization/institution



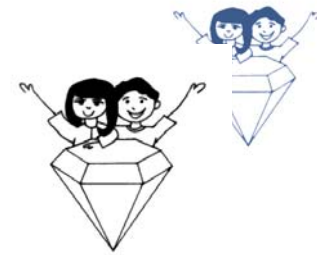
Participatory Gender Audit: What - 2

- **Monitoring tool:** Assessment of the extent to which people and their organizations use a gender mainstreaming approach to achieve the gender equality goals of their organization
- **Evaluation tool:** Combination of external and internal review and evaluation
- **Needs assessment & capacity building tool:** Focus on:
 - Group learning
 - Creating ownership
 - Consensus building



Gender Audits can serve to:

- Establish base-line data on status of work in Unit
- Identify good practices
- Pinpoint gaps, problems and challenges
- Assess learning needs
- Encourage use of gender indicators, monitoring and budgeting tools



Gender Audits - How

Methods:

- Desk review of key products of the Unit
- Semi-structured individual and group interviews
- Participatory workshops with managerial, professional and general (support) staff
- Consultations with partner organizations of the Unit (ILO constitutions, project partners, gender network)



Gender budgeting: What (1)

- Gender Analysis of any form of public or private expenditure, or planning of expenditure:
 - Breakdown by sex the impact of a certain expenditure (unemployment benefits, child benefits or youth training programmes)
 - Identifying the implications and impacts of a certain expenditure for women and girls as compared to men and boys
 - Can include analysis of gender-specific allocations

- Is not about separate budgeting for women

- Key Question: What impact does this budget measure have on gender equality? Does it improve, worsen or leave it unchanged?



Gender Budgeting: What (2)

- Highlights the gap between policy statements and the resources committed to their implementation, ensuring that public money is spent in more gender equitable ways
- Fits into the general development trend towards « people-centred budgets » or participatory budgeting in general from national to local levels
- Brings together 2 disciplines: “The details of gender responsive budgeting will need to be designed in a country-specific way. But the general principle will always be that of bringing together two bodies of knowledge which have usually been kept separate: knowledge of gender inequality and knowledge of public finance and public sector programmes” (D. Elson).



Thank You

