



International
Labour
Office

ILO Participatory Gender Audit: Relevance and use for the United Nations and its agencies



A GENDER
EQUALITY
T O O L

ILO Participatory Gender Audit:

**Relevance and use for the United Nations
and its agencies**

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ILO Participatory Gender Audit: Relevance and use for the United Nations and its agencies /
International Labour Office – Geneva: ILO, 2011

1 v.

ISBN: 978-92-2-124603-9 (print)

ISBN: 978-92-2-124604-6 (web pdf)

International Labour Office

gender equality / gender mainstreaming / role of ILO / plan of action / social audit

04.02.3

ILO Cataloguing in Publication Data

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Foreword

Striving for gender equality is an indisputable mandate collectively endorsed across the United Nations (UN) organization, its funds, programmes and specialized agencies. The level and intensity of action taken on promoting gender equality within the UN system these past decades is testimony to the commitment and hard work of governments and constituents, as well as UN officials themselves. The International Labour Organization (ILO), as part of the UN system, has been a staunch advocate for women's empowerment and gender equality in the world of work through the promotion of international labour standards and the Decent Work Agenda, which comprises guidance on policy measures that ensure equal access to employment, social protection and social dialogue.

In recent years, the ILO contributions to strengthening the UN “Delivering as One” principle of gender equality have gained much visibility by highlighting gender dimensions in the world of work. There is every intention to help strengthen future cooperation with the UN and its agencies – particularly through partnership with the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) – and through maximizing the opportunities provided by the ILO's comparative advantage, its distinctive contribution to equality of opportunity and treatment in the world of work, and its unique tripartite membership comprised of governments, employers' and workers' organizations.

The ILO has designed a tool – the Participatory Gender Audit (PGA) – that lends itself particularly well to providing a comprehensive picture of any given organization's progress in gender mainstreaming. Gender mainstreaming is in turn the UN-preferred strategy for attaining the goal of gender equality. Now (2011) a mature methodology after ten years

of implementation, its usefulness has generated rising international interest among ILO constituents, donor agencies, training organizations and academic institutions. Having received presentations on the PGA methodology, the United Nations and its specialized agencies have been requesting a number of ILO interventions for implementing the PGAs in the framework of relevant UN programmes. Linkages with the UNDG Performance Indicators for Gender Equality (“Scorecard”) on gender equality have been highlighted at UN system retreats and the UNDG Roadmap lists that ILO shall expand on the links of the PGA for the UN. There have also been numerous requests to train staff serving in the various entities of UN Country Teams (UNCTs), particularly gender focal points, on the PGA methodology. The Common Country Assessment and UN Development Assistance Framework (CCA/UNDAF) Guidance Package refers to the PGAs at the operational level.

The existing *Manual for Gender Audit Facilitators: The ILO Participatory Gender Audit Methodology*, available in several working languages of the UN system, was already designed with a view to adaptation to suit a wide variety of target audiences (ILO constituents, civil society organizations), including the UN system. But a summary of that methodology which is particularly useful in UN settings was needed. So it is in the spirit of inter-agency cooperation that this publication contributes to how the Participatory Gender Audit methodology can support and strengthen efforts of joint UN programming on gender equality at country level, particularly in the framework of the UN “Delivering as One” process, of mainstreaming gender into the agencies’ individual and collective work, and in highlighting ways to achieve parity between male and female officials in staffing.

Jane Hodges
Director
ILO Bureau for Gender Equality



Introduction

Despite much effort and significant progress in many domains, gender equality is still lagging behind in a rapidly changing world. Transformations in the roles of women and men, their relations with each other, and the nature of the households, markets and societies in which they live continue to evolve in a globalized environment. Gender equality cannot be achieved when discrimination remains embedded in political, economic and social institutions and in development processes; it often remains unaddressed or is addressed in an uneven manner. Shifting boundaries and values create tensions that are sometimes magnified by rapid globalization. Men and women may experience the day-to-day manifestations of these strains in their interactions, in their search for jobs and participation in the labour market, or in accessing credit, technology and assets as they continue to perform their socially ascribed roles. While some may benefit from new opportunities, many may continue with traditional gender roles and suffer from increased burdens and stress. Estimates show that about 829 million people living below the poverty line (US\$1.25 per day) were female (girls and young, adult and older women), compared with about 522 million in the same situation who were male. These findings confirm that poverty is increasingly feminized.¹

› The United Nations and the promotion of gender equality

The year 2010 marked the 15th anniversary of the adoption of the Beijing Declaration and Platform for Action at the Fourth World Conference on Women (1995), and the 10th anniversary of Security Council resolution

¹ ILO: *Gender equality at the heart of decent work*, Report VI, ILC, 98th Session, Geneva, 2009, pp. 23–24.

1325 (2000) on the Millennium Development Goals (MDG) Summit (New York, 20–21 September 2010, convened by the General Assembly to expedite progress to achieve the MDGs by 2015). The summit confirmed that gender equality is both a goal in itself and a means towards the achievement of all eight MDGs.

The creation by the General Assembly (resolution A/64/L.56 dated 2 July 2010) of the UN entity for Gender Equality and the Empowerment of Women — called UN Women — will give new impetus to UN system support of member States in advancing the rights and priorities of the world's women. UN Women will be a dynamic and strong UN champion for eliminating sex discrimination, and provide a powerful voice for women and girls worldwide.²

Most key agencies of the UN have policies and strategies in place to promote gender equality within their own mandates. This commitment is present from agency headquarters through regional structures down to the country level. At country levels, UN country teams very often have inter-agency mechanisms in place, such as gender theme groups, to inform each other about individual agency efforts and to coordinate country-level action. This follows the UN Development Group (UNDG) instructions that UN country teams have to apply the following programming principles, intended to strengthen the quality and focus of UN responses to national priorities based on common values and standards:

- ▶ Human rights-based approach;
- ▶ Gender equality;
- ▶ Environmental stability;
- ▶ Results-based management; and
- ▶ Capacity development (the central thrust and main purpose of UN country teams' cooperation).

A coherent UN country team approach uses these five inter-related programming principles but may add other key cross-cutting issues that may be relevant in a particular country context.

² <http://www.unwomen.org/facts-figures/>

› The ILO and the promotion of gender equality

As a member of the UN family, the ILO's relationship with the UN and its constituent entities in promoting women's empowerment and gender equality is an integral part of its strategy to promote gender equality and decent work. A compilation of good practices appears in ILO-GENDER Working Paper 1/10 entitled *ILO and UN inter-agency collaboration: Promoting gender equality in the world of work*.³ The ILO is assisting the entire UN system through the *Toolkit for mainstreaming employment and decent work*, which itself mainstreams gender. The *Toolkit* was developed at the request of the Economic and Social Council (ECOSOC) in 2006 and approved by the United Nations Chief Executives Board for Coordination (CEB) in April 2007.

Positioning the gender dimension as a cross-cutting issue has given a solid boost to its incorporation into all ILO work. The ILO's commitment to developing an evidence base for the promotion of gender equality despite the paucity of empirical data, its promotion of the key ILO Conventions on gender equality,⁴ and its advice to constituents on policy and legal frameworks for gender equality have led to considerable advances over the last decades. The tracking of objective implementation of the relevant international labour standards also feeds into the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) treaty body processes.

For the ILO, the pursuit of gender equality is justified on two grounds:

First, there is the *rights-based equity* rationale. It argues the need to address the discrimination women face as a matter of fundamental human rights and justice. Despite the goal of eliminating discrimination based on sex, women continue to face disadvantages compared with men, who enjoy greater opportunities and better treatment in most areas of economic and social life. Marginalized populations, especially

³ See http://www.ilo.org/gender/Informationresources/lang--en/docName--WCMS_122392/index.htm.

⁴ The Discrimination (Employment and Occupation) Convention, 1958 (No. 111); the Equal Remuneration Convention, 1951 (No. 100); the Workers with Family Responsibilities Convention, 1981 (No. 156); and the Maternity Protection Convention, 2000 (No. 183).

indigenous and tribal women, are exposed to multiple forms of discrimination and consistently fare poorly in terms of socio-economic opportunities and treatment. These types of inequality deprive women of choice in employment and are contrary to normative considerations of fairness and justice.

Second, there is the *economic efficiency* rationale, which argues that women can play a critical role as economic agents capable of transforming societies and economies. Equality is not just an intrinsic value and a right in itself, but is instrumental in achieving economic growth, social change and poverty reduction. Relevant in all cultural settings, economic empowerment of women unleashes their energy, skills and potential as a force for development. Women's increased bargaining power and decision-making ability in the household, as well as their improved status and income, have led to a number of positive secondary effects, such as enhanced child nutrition, health and education for girls and boys, better child-care practices, lower infant mortality rates and less child labour.

ILO policy on gender equality

ILO management declared a strong commitment to gender equality in 1999, which was subsequently captured in a succinct, two-page policy that outlined three action fronts for mainstreaming gender:⁵

- ▶ ***Staffing:*** achieving parity in Professional posts;
- ▶ ***Substance:*** conducting gender analysis and mainstreaming in all areas of technical work;
- ▶ ***Structure:*** foreseeing institutional arrangements and mechanisms for mainstreaming gender into programming, implementation, monitoring, and evaluation.

These “3S’s” guide ILO’s work on gender equality throughout the Organization.

⁵ See Annex 1, ILO: *Gender equality and mainstreaming in the International Labour Office*, Circular No. 564, Series 1, 17 December 1999.

ILO action plan for gender equality

Having the policy on *what* needed to be done was the first step on mainstreaming gender into ILO work. However, guidance was necessary on what objectives and indicators had to be developed and *how* the policy was to be implemented. This guidance was proffered in a series of ILO Action Plans for Gender Equality, which have been endorsed by the ILO Governing Body as a practical tool for planning and programming.⁶ The Plans follow the “3S’s” of the policy and are based on the Chief Executives Board for Coordination (CEB) statement on “United Nations system-wide policy on gender equality and the empowerment of women: focusing on results and impact”. The CEB statement describes the strategy of gender mainstreaming and its main six elements: accountability; results-based management for gender equality; oversight through monitoring, evaluation, audit

Three winning measures:

- Vision: Policy on gender equality
- Act: Implement policy through action plan
- Verify: PGA to establish accountability

and reporting; human and financial resources; capacity development; and coherence, coordination and knowledge and information management.

ILO accountability

The next important element after determining *what* gender equality measures were needed and *how* these would be implemented was verifying that gender issues were indeed being mainstreamed by establishing an accountability framework. This need led to the development of the Participatory Gender Audit (PGA) as a tool to evaluate whether ILO Headquarters units and field offices were adhering to the tenets of the gender equality policy and implementing the Action Plan. The roll-out of PGAs within the organization and subsequently

⁶ The current *ILO Action Plan for Gender Equality 2010–15* is available for consultation at: http://www.ilo.org/gender/Informationresources/lang--en/docName--WCMS_141084/index.htm

to constituents and the UN system was endorsed by the ILO Governing Body,⁷ and will be presented at the March 2011 session

Why the particular emphasis on ILO experience in this PGA guidance for the UN and its agencies? Firstly, it is an opportunity to highlight a documented process in a UN organization that has, since 2001, undergone an institutional transformation with regard to the mainstreaming of gender equality into all aspects of its mandate. While there was some initial resistance to mainstreaming gender into ILO “staffing, substance and structure”, its importance is now widely recognized within the Organization.

Secondly, it must be stressed that the PGA is but one of the three governance tools on gender equality (see box). In other words, gender equality policies and action plans need to be in place in order for the PGA to be most effective as an accountability tool. Conducting a PGA does not yield the same results if an organization’s policies have not been clearly articulated, and if the modalities for implementing the policies have not been put in place. In such cases, officials participating in audit exercises often voice that they hadn’t known “what needed to be done in terms of gender equality”, nor how to mainstream gender.

A third and equally important reason to emphasize the ILO experience is the institutional endorsement of the PGA at the organization’s highest levels, including the International Labour Conference (ILC). The ILC resolution concerning gender equality at the heart of decent work, adopted in June 2009, stated “Regarding knowledge and capacity building to support gender-sensitive policy formulation, the ILO should: ... use the ILO Participatory Gender Audit as a tool for assessing progress towards gender equality, and disseminate good practices arising from its application”.⁸ The methodology and its impact are thus well understood by member States and the social partners. This recognition, together with the support expressed for the ILO’s relationship with the UN and

⁷ ILO: 285th Session of the Governing Body, GB.285/ESP/7/1, Geneva, Nov. 2002.

⁸ ILO: Provisional Record No. 13 – Report of the Committee on Gender Equality – Sixth item on the agenda: *Gender equality at the heart of decent work* (General Discussion), 98th Session of the International Labour Conference, Geneva, 2009, Paragraph 52 (f).

its constituent entities in promoting women's empowerment and gender equality as an integral part of the ILO's strategy was also made highly visible in the same ILC Resolution, specifically in paragraph 57 which states: "In leveraging international partnerships to promote gender equality, the ILO should: (a) promote policy coherence on issues of decent work and gender equality at the international level, notably within the UN system and with the International Monetary Fund (IMF), the World Bank, the G8 and the G20."



PART A

*Understanding and applying
the PGA process*





What is an ILO Participatory Gender Audit?

The steps involved in undertaking a PGA are comprehensively outlined in the ILO's manual for gender audit facilitators.⁹ The Manual provides guidelines and hands-on instructions on the planning and implementation of PGAs in an organizational context. It is primarily based on the ILO's practical experience of conducting PGAs of technical units and ILO country offices. However, the methodology can be successfully adapted to suit a wider variety of organizations at either institutional, programme or project levels.

A Participatory Gender Audit:

- ▶ Establishes a baseline of performance and sets up benchmarks for measuring progress based on set criteria and actions;
- ▶ Monitors and assesses relative progress made;
- ▶ Examines whether internal practices and related support systems for gender mainstreaming are effective and mutually reinforcing;
- ▶ Identifies critical gaps and challenges in incorporating gender issues;
- ▶ Recommends ways of addressing these challenges;
- ▶ Generates understanding of the extent to which gender issues are internalized and acted upon by staff.

Using this participatory self-assessment methodology, PGAs take into account both objective data and staff perceptions on the achievement

⁹ ILO: *A Manual for Gender Audit Facilitators: The ILO Participatory Gender Audit Methodology*, 2007. The training manual was modelled on material developed by the Gender and Development Training Centre for the Stichting Nederlandse Vrijwilligers (SNV) in the Netherlands.

of gender equality in order to better understand concrete as well as unsubstantiated facts and interpretations.

The PGA process constitutes three main elements:

1. A global desk review of key policy documents, major publications and programming, budget, and monitoring and evaluation processes that are carried out on the basis of predetermined indicators.
2. Individual interviews of selected staff (managers, technical and support), and of selected “clients” and partners. These interviews provide a wealth of information as well as insights into achievements on gender equality and areas for improvement.
3. Participatory workshops, which are conducted with the identified work entities or bodies responsible for cross-cutting issues. During the workshops, which last for about two days, group exercises are conducted to arrive at an understanding of the level of knowledge and practice existing on gender mainstreaming. Challenges in implementing gender mainstreaming strategies and positive experiences that have been developed are also discussed.

The audit facilitation team draws up a final report which includes recommendations on how to improve performance on promoting gender equality. This report is fully owned by the audited entities and is not disseminated by the ILO. The decision to make the findings of the PGA available to a broader audience is left entirely to their discretion.

PGAs take place over a two-week period and essentially involve the collection of baseline information in 12 key focus areas (see box). These areas are continuously explored throughout the audit process in reviewing the documentation and conducting the audit interviews and participatory workshops.

Here is an example of the actual process that of course can be adapted:

1. Entity asks for a PGA and sends written request to ILO Bureau for Gender Equality or, if known, to ILO gender contacts in the region or country (copying its own Gender Focal Point, if any);

Twelve key areas of analysis in the PGA

- A** Current national/international gender issues and gender debate affecting the audited unit, and unit's interaction with national gender institutions and women's organizations
 - B** Organization's mainstreamed strategy on gender equality as reflected in the work unit's objectives, programme and budget
 - C** Mainstreaming of gender equality in the implementation of programmes and technical cooperation activities
 - D** Existing gender expertise and strategy for building gender competence
 - E** Information and knowledge management
 - F** Systems and instruments in use for monitoring and evaluation
 - G** Choice of partner organization
 - H** Products and public image
 - I** Decision-making on gender mainstreaming
 - J** Staffing and human resources
 - K** Organizational culture
 - L** Perception of achievement on gender equality
2. Formal commitment is made on audit dates and financing arrangements, and focal point contact is set up in the entity;
 3. Audit team members are selected and pre-audit preparations set in motion (collation of documents, arranging interview schedule, workshop preparation, etc.);
 4. Document review begins prior to audit meetings with the entity (usually two weeks);
 5. Audit duration is for two full weeks with an audit facilitation team of three to four members (both sexes should be represented in the team);
 6. Start of interviews, briefings and consultations with constituents, and participatory workshops over two days;

7. PGA draft recommendations are discussed with the management and staff on last day of audit;
8. Draft report is submitted to the director/management within a month for comments and revisions of factual details;
9. Draft report is completed within the following month;
10. Entity is responsible for initiating the implementation of audit recommendations; an action plan is set up together with a timetable.

› Training of PGA facilitators

One important contribution of the PGA is the Training of Facilitators (TOF). The ILO uses the term “facilitator” for good reason. Facilitators are trained to implement the audit process. They do not dictate nor do they train staff of the audited entity. Since the process is participatory, the term “auditor” is not used, as it could connote judgements and conclusions reached only on the basis of facts, whereas the PGA process also relies heavily on the perceptions of staff.

Using the PGA methodology and the Manual, the duration of an ILO TOF is usually four or five days, depending on the size of the group to be trained. The added value of ILO-run TOFs has been the development of specific gender auditing skills among UN staff, which results in a multiplier effect and the creation of a “pool” of women and men facilitators who will be available to build capacity at international, regional and national levels, for UN agencies and national constituents.

During UNCT TOFs, the ILO trains a selected number of women and men facilitators from the various UN funds, programmes and agencies represented in a country, with a determined number of facilitators per agency. In a second stage and from this pool of trained facilitators, UNCTs select women and men officials from different agencies to be involved in PGAs of their own agencies or within multi-agency teams so as to strengthen common institutional mechanisms for gender equality promotion. The number of facilitators will depend on the number of agencies or thematic outcomes to be audited. Where PGAs of joint programmes are conducted,

an additional day is often added to the TOF to draw up the next steps and agree on the process. Heads of agencies have occasionally attended this last day to formalize the commitment.

There are a number of criteria for the identification and selection of PGA facilitators. Although they do not have to be qualified gender experts, facilitators need to have sound knowledge of basic gender concepts and must be firmly committed to the principles of equality of opportunity and treatment of women and men.

Facilitators also need to possess solid, acquired training and facilitation skills. An ease in conducting interviews and workshops is also necessary in order to ensure the success of the PGA.

Seasoned policy-makers who can advocate for gender issues should also be trained and included in facilitation teams. A balance needs to be struck between higher-level professionals and less experienced facilitators. ILO experience shows that having a team leader with strong report-writing skills identified for each facilitation team is crucial. Team members are required to write up different sections of the draft report, and TOFs cover this.

“Gender” often equates “women” in common practice, yet the awareness-raising of men is essential and integral to women's empowerment. The achievement of gender equality requires a context in which men and women work together. As gender mainstreaming became the accepted framework for action to achieve gender equality, an interest arose in the role of men and boys as a counterpoint to women-specific approaches and in the significance of “masculinities”, or men's attitudes, aspirations and anxieties from a gender point of view.

Taking these considerations into account is important in conducting PGAs and in promoting frameworks and strategies to end sex discrimination. Overcoming initial resistance – by both women and men – to the reassessment of existing power relations between them is essential, including the recognition of men's positive role in gender equality.

Another consideration that needs to be taken into account is the full availability of PGA facilitators when the two-week period of a PGA is determined. Facilitators who cannot commit the requisite time and undivided attention should be assigned to a future PGA.

Experience has shown that each PGA facilitation team of four people should include at least one man. Gender equality is not just about women, and men are gender champions as well. Furthermore, a male/female balance on the PGA facilitation team may reassure any men who are participating in the interviews and workshops and provides the facilitation team itself with both a male and a female perspective on issues that are uncovered in the PGA (see box).



The UN and the introduction of the ILO PGA



The PGA has given the ILO a strategic entry point for engaging in UN processes on gender equality, specifically in countries where ILO does not have a resident presence, for example Cape Verde, Malawi and Rwanda. The ILO constituents – gov-

ernments (in particular ministries responsible for labour), employers' and workers' organizations – have been involved in both the training of PGA facilitators and the actual implementation of PGAs of their own organizations. This connection has been essential as it permits the ILO to engage its tripartite constituency in work that is being undertaken by UN Country Teams (UNCTs), thus creating a bridge between ILO constituents and the UNCTs on promoting gender equality. For example in November 2010, the ILO conducted TOF workshops for Rwandan workers' organizations. These were funded by the UNCT Rwanda, demonstrating in practice how ILO constituents can benefit from “Delivering as One” efforts.

› **The international level**

The PGA methodology has received strong endorsement from the UN system. The ILO's promotional and outreach activities around the PGA have included a growing number of presentations and sessions on the methodology and approach. Below are a few examples:

At the 49th session (Beijing +10) of the Commission on the Status of Women (CSW) in March 2005 in New York, an official side-event was held in the form of a panel-discussion which explored the approach and lessons learned from the pilot PGA of the UN in Zimbabwe. This was attended by 75 national delegates and representatives of UN entities, donor organizations, and civil society groups.

In 2006 in Atlanta, the ILO presented the PGA at a major conference on Gender Equality and Local Governments organized by the UN Institute for Training and Research (UNITAR) in collaboration with the UN International Research and Training Institute for the Advancement of Women (UN INSTRAW – now part of UN Women), UN Human Settlements Programme (UN-HABITAT) and the ILO.

As of 2011, the PGA has featured in ECOSOC twice: in the 2004 main session in New York on UN gender mainstreaming efforts at the country level, which also included field representatives, and at a 2007 side event in Geneva held by the UN Development Group (UNDG) Task Team on Gender Equality. On this occasion, the PGA was presented as a tool for sensitizing UNCTs and individual UN entities and for strengthening accountability on gender equality within the context of “Moving Gender Equality Forward through the TCPR”. The PGA was recognized as strengthening accountability on gender equality.

At the Seventh Session of the Inter-agency Network on Women and Gender Equality (IANGWE), held in February 2008 in New York, the development of system-wide standards for gender mainstreaming was discussed. It was proposed that the PGA could serve as a valuable preparatory intervention for a more holistic assessment of performance on gender equality. The PGA was a positive complement to the *UNCT Performance Indicators for Gender Equality* – commonly referenced as the “Scorecard”, which had been endorsed by the UNDG Principal in July 2006.¹⁰ Together, the two methodologies established an even stronger

¹⁰ UN Inter-Agency Network on Women and Gender Equality, Report of the Seventh Session (New York, February 2008), IANGWE/2008/REPORT, paras. 22–25.

accountability framework for assessing the effectiveness of UNCTs' gender mainstreaming strategies.

At the Ninth Session of IANGWE, a final draft of a UN System-wide Action Plan on Gender Equality was agreed on, containing 35 “minimum standards” for tracking and monitoring the mainstreaming of a gender perspective the work of the United Nations system. One of the indicators specifically refers to the PGA as a tool for achieving the output of “gender audits being carried out once every five years. For this initiative to succeed it was vital to secure the support of heads of entities in the consultations as the aim was to define an accountability framework which would commit each entity to deliver on gender mainstreaming and gender equality goals while respecting mandates and accountability frameworks already in force. The UN System-wide Action Plan on gender mainstreaming would be presented to the High Level Committee on Programmes (HLCP) for endorsement by the Chief Executives Board for Coordination (CEB)”.¹¹

It is also important to note that the Common Country Assessment and UN Development Assistance Framework (CCA/UNDAF) guidance package¹² refers to the PGA as a key tool for gender mainstreaming at the operational level.

› The country level

UNCTs have diverse institutionalized ways of covering gender equality issues that are adapted to their specific environments yet they also share the common need to evaluate progress made and consider recommendations for improvement. Very often the first exposure of UN inter-agency groups to the PGA methodology is through formal ILO presentations, an activity likely to increase as PGAs are held in more countries. The majority of these presentations have led to PGA interventions, such as the thematic PGA of UNCT and agencies in Albania

¹¹ UN: *Report of the Ninth Session of the Inter-Agency Network on Women and Gender Equality, New York, 23–25 February 2010*, IANGWE/2010/REPORT.

¹² UNDAF Guidance and Support Package, January 2010.

(a UN “Delivering as One” country) or TOFs for UNCTs in Mozambique and the United Republic of Tanzania. The PGA was also presented in the November 2008 Delivering as One on Gender Equality and Women’s Empowerment Retreat in Viet Nam; several UNCTs asked for more details, including Rwanda. The following year a TOF was held for UN representatives in Kigali, and in November 2010 a UNCT- funded TOF was conducted for workers’ organizations in the country.

In many cases, the “gestation period” between the presentations and the request for a PGA can be lengthy. Nevertheless, the ILO considers these presentations as important awareness-raising opportunities and continues to promote the PGA at UNCT levels in all regions through its network of gender specialists. For example, presentations and follow-up led to a TOF for UN Agencies in Ethiopia and the subsequent implementation of PGAs with seven UN Agencies in July 2009. Presentations and discussions have been held at inter-agency or agency levels in China, Pakistan, and the Russian Federation with a view to future activity. In 2007, a presentation on the PGA was made in Santiago, Chile, for the UN system in Latin America by using video conferencing to reach 13 countries.

PGAs in the Philippines

A number of agency PGAs were held during 2008–10, notably in UNAIDS, UNHABITAT, UNDP, UNICEF and UNFPA. Some of these have involved focus group interviews at the level of beneficiaries of UN projects, funds and programmes in far-flung provinces, going one step further on the ground than just implementing partners.

The methodology has led to numerous interventions at the national level as well, for example a PGA of the Philippine Overseas Employment Authority, an important government department dealing with migrant workers.

A number of PGA TOFs have been successfully conducted for UN partners, highlighted in the table below.

Country	ILO PGA Training of UN Facilitators (TOF)
Cape Verde*	TOF for UN representatives (May 2009)
Ethiopia	TOF for UN representatives, followed by supervision of PGAs of UN agencies (July and August 2009)
Liberia	TOF for UN representatives, followed by supervision of PGAs of UN agencies (scheduled 2011)
Malawi	TOF for UN representatives (January/February 2009)
Mozambique*	TOF for UN representatives (November 2008)
Nigeria	TOF for UN representatives, followed by supervision of PGA of UN agencies (October 2008 and February 2009)
Philippines	TOF for UN representatives and assistance in PGAs of UN agencies (August 2007 and April 2009)
Rwanda*	TOF for UN representatives (September/October 2009)
Tanzania*	TOF for UN representatives (March/April 2009)
Uganda	Joint TOF for constituents and UNCT (November 2010)
Yemen	TOF with UNFPA for ILO constituents, followed by supervision of PGAs (June and October 2007)

* Designated “Delivering as One” pilot country.

Four of these countries are designated as “Delivering as One” pilot countries (see table), and Malawi and Ethiopia have been recognized as self-starter “Delivering as One” countries. Nigeria is also moving towards a One UN programme. The ILO was also able to provide related technical assistance for PGAs in some of these countries after having trained facilitators. For example in Nigeria, when eight UN agencies were being audited simultaneously, five ILO experts were on hand to provide support and advice. Additionally, the ILO documented the multiplier effect of the PGA process in Mozambique and the United Republic of Tanzania.

The PGA is clearly recognized as a significant ILO contribution to the joint UN endeavour of promoting gender equality. Through the above

process, the ILO has been careful to ensure that the leadership of the audit process rests with the UNCT gender equality entity that has been appointed as the PGA focal point and that the ILO's role is as contributor to this common effort.

In some cases, UN staff members have participated in the TOFs that the ILO has conducted for its constituents. The participation of these officials has been welcome; not only do other participants benefit from their expertise, but in addition they become trained in the PGA methodology and often promote the process within other circles. For example, agency officials participated in TOFs offered for ILO constituents in Yemen (UNFPA), Mozambique (UNFPA), Kyrgyzstan (UNDP), and Zambia (UNFPA and UNICEF).

In Yemen, the ILO and UNFPA worked with national partners to develop an adapted national methodology, drawing on both agencies' approaches and both organizations together to train gender audit facilitators. Feedback from audit facilitators and users was that they found the PGA methodology comprehensive and easy to follow, the training was in-depth, the manual was user friendly and the participatory approach was "particularly relevant for Yemen where extensive sensitization of middle and management level workers in gender issues was needed". The UNFPA methodology enhanced the ILO methodology in terms of quantitative aspects.¹³

In Kyrgyzstan, at the UNDP's request, the ILO conducted a training of PGA facilitators for government and civil society partners in boosting youth employment. Subsequently a Memorandum of Understanding was drawn up between the two agencies to provide ongoing technical expertise to these partners. This led to an extensive PGA of the Kyrgyz Parliamentary structure and its key committees and departments, one of the first of its kind in the world. As a result of the PGA interventions, deliberations on election codes were held and a quota system was established. In 2002, there were no women in the parliament; in 2009, there were 26.¹⁴

¹³ ILO: *Participatory Gender Audit Update*, internal ILO document, January 2008, Yemen.

¹⁴ Kuzmin, A., Ubysheva E. and Russon, C.: *Independent Evaluation of the ILO's Decent Work Country Programme for Kyrgyzstan: 2006–2009*, ILO, Geneva, March 2010.

Zimbabwe:

In 2004–05, the ILO responded to a request to take the lead in a UN system-wide PGA in Zimbabwe following an ILO presentation to the UNDAF Mid-Term review meeting and an evaluation by an Inter-Agency Coordinating Group, led by UNIFEM, had found that gender equality was the poorest performance area among the agencies. The ILO conducted a TOF for UN participants. Ten PGAs were then conducted in two groups for FAO, ITU, UNAIDS, UNDP/UNIASU, UNESCO, UNFPA, UNICEF, WFP and WHO, the World Bank, as well as the ILO. This exercise was the first systematic work on the PGA that the ILO carried out with other UN agencies. In one sense it served as a model for the next rounds of PGAs for UNCTs.

Positive impacts identified by some agencies were:

- Sensitization on gender equality issues. For example, the need to maintain a gender balance in staffing and recruitment was strengthened in the agencies;
- Gender equality issues received more focused attention in interventions with national partners (e.g., UNDP initiated a gender budgeting project);
- A gender task force from among the agencies was set up to monitor progress in gender equality;
- UNDP created a Gender Specialist post and carried out training in gender equality and mainstreaming for staff, NGO and government partners;
- The coordinated effort led to a strengthened UN response to gender equality within the framework of the revised UNDAF.
- The Gender working group was promoted to a Gender Thematic Group within the UNDAF.
- Gender equality in the world of work has now been institutionalized and occupies uncontested space within the work of the GTG.

The UN Gender Theme Group in Harare continues to monitor implementation of the follow-up to these PGAs and report on good practices and challenges. Members are given a chance to showcase the positive results of their PGAs for the benefit of those who have not yet been audited.

The PGA process triggered interest outside the UN Country Team. In 2007, the Zimbabwe Business Council on AIDS requested assistance to conduct PGAs of

some of its members. ILO, UNIFEM, UNICEF and UNAIDS provided technical and financial support on this initiative.

The PGA process is reflected as one of the policy measures to attain the country's gender policy objectives in the country's premier economic blue print, the Medium Term Plan (MTP) which is anchored on an inclusive pro-poor growth and poverty reduction strategy for 2011–15.

► The PGA and “Delivering as One” UN Country Teams

The “Delivering as One” initiative stems from the 2006 recommendation of the Secretary-General’s High-Level Panel on UN System-wide Coherence, which included a group of heads of State and policy-makers tasked to examine ways to strengthen the UN’s ability to respond to the challenges of the twenty-first Century. Following the Panel’s recommendations, the initiative has aimed to bring together resources and rationalize operations by drawing on the strengths of different members of the UN family so that they can deliver in a more coherent and coordinated way at the country level.

Since January 2007, new forms of country-level cooperation in programming and coordination, as well as more unified business practices, have been tested in eight pilot countries – Albania, Cape Verde, Mozambique, Pakistan, Rwanda, United Republic of Tanzania, Uruguay, and Viet Nam.¹⁵ There have also been a number of self-starting pilot countries, notably Ethiopia and Malawi. “Delivering as One” is a significant development, particularly regarding the manner in which the UN agencies are working in the pilot countries. It comprises the following approach:

- **One leader:** The UN has one “spokesperson” and leader – the Resident Coordinator (RC) – who manages the One UN country programme. At the national level the heads of the agencies or their designated representatives meet as the UN Country Team (UNCT), which ensures inter-agency

¹⁵ PGA interventions have been undertaken in five of these countries: Albania, Cape Verde, Mozambique, Rwanda and Tanzania

coordination and decision-making at the country level. The commitment of the RC to gender equality and to its promotion in the country has been seen as a key factor for success. Tangible support for women-specific and gender mainstreamed interventions as well as ensuring opportunities for highlighting equality issues at the UNCT heads of agencies meetings, and for giving visibility and credence to UN efforts on gender equality are some of the ways in which RCs can make a big difference.

- ▶ **One common programme:** The UN signs one programme with the country. The United Nations Development Assistance Framework (UNDAF) provides the strategic framework for joint programming, and a common operational document that guides the UNCTs. It exemplifies a country-driven, collaborative and coherent response by the UN system to the development challenges facing a country and outlines the key development objectives and strategies for cooperation between a given government, UN agencies and their partners. The 2009 UNDAF Guidelines contain the five key programming principles that orient the work of the UNCTs. These principles are: (1) – human rights based approach (HRBA); (2) – gender equality; (3) – environmental sustainability; (4) – capacity development; and (5) – results based management. The RC provides the management structure responsible for the implementation of the UNDAF.

As seen above, gender equality is one of the key programming principles of UNDAF and as such features prominently. Often joint programmes on gender equality are set up to formalize delivery on gender issues. Depending on priorities determined by governments, different aspects of gender equality may be targeted, e.g. violence against women, maternal mortality, women's employment. In addition, however, much work needs to be gender mainstreamed into the other key programming principles.

- ▶ **One budgetary framework:** The UN and all specialized agencies, as well as donors, pool their resources at the national level. Specialised agencies do also have their own separate budgets and governance systems. Very often, the development of a UN Coherence Fund supports gender mainstreaming and in some cases women-specific projects. However, accessing funding through the UN Coherence Fund for all proposals could be contingent on gender analysis and mainstreamed proposals.

- ▶ **One office:** Whenever possible, convenient, affordable, and secure, the UN agencies are housed in one single building. This has been tried in several countries, and it is expected to have positive consequences for agency Gender Focal Points who can meet more easily to share information and experiences.

Experience gained from PGAs has shown that much responsibility has rested with inter-agency gender theme groups of UNCTs for mainstreaming gender – with UNIFEM¹⁶ most often in the lead – and these groups often worked together in joint programmes on gender equality. However, mainstreaming gender equality within “Delivering as One” outcomes in other areas of programming was sometimes fragmented, including in other joint programmes. Furthermore, at the agency level, gender issues were to be mainstreamed into the work within their own agency-specific mandates, thus creating multiple layers of mainstreaming. In frameworks such as these, PGAs have been conducted by the ILO over the past years to strengthen gender mainstreaming in joint UN programming, often using a two-tier process involving, first, training of UN staff on the PGA methodology and, subsequently, implementation of PGAs with individual UN agencies or Joint UN Programmes.

As a general observation, the “Delivering as One” PGAs are also useful in that they encourage individual agencies to step back and reflect on how they address gender in their work. A number of agencies have reported that they were now doing things differently following PGA recommendations and have strengthened gender mainstreaming within their own accountability frameworks. These have contributed to a more systematic approach in terms of sharing information and planning together on gender equality. For example, a PGA recommendation made to one agency on a particular report or technical cooperation project may be of interest to other agencies as they face comparable gender mainstreaming issues. In this way, the PGA exercise may encourage increased cooperation on gender issues, while reinforcing the need to break away from working in agency silos on gender. Strengthened relationships between the UN

¹⁶ UN Development Fund for Women, now part of UN Women.

agencies working together and developing strategies to indeed deliver as one on gender equality are important goals of the ILO PGA of UNCTs.

The PGA methodology provides a coherent organizational diagnostic tool and has shown good results, particularly when implemented within an organization. The context of the UN “Delivering as One”, however, is very different. In particular, modifications in the application of the methodology associated with the principle of confidentiality – which is a cornerstone of the PGA methodology – are needed. Programmes, funds and agencies involved in an inter-agency or cross-cutting PGA would need to consider the waiver of confidentiality regarding PGA findings in order to fully benefit from the opportunity to move out of their own silos and profit from each other’s experiences.

While there is an urgent need for accountability for gender equality within the UNCTs, efforts to mainstream gender without adequate tools, such as clear gender equality outputs and indicators or gender responsive budgeting, makes much of the UNCT’s work on gender equality invisible. Again, the principle of confidentiality may also need to be re-examined for programmatic and other aspects relevant to “Delivering as One” in order to support coordinated responses, which are visible and in which progress on gender equality can be measured.

PGA reports of specific agencies are considered to be the property of the agencies themselves; it is therefore up to the agencies to decide whether these could be shared. PGAs could raise sensitivities, and it could be possible to define those key areas where the principle of confidentiality should be maintained, perhaps pertaining to staffing and organizational culture issues. Other key areas, where complementarity with the Scorecard is possible or which provide information on indicators for evaluating gender equality in the it is pilots, must remain “open” as a basis for accountability, monitoring and evaluation. For example, in the thematic PGA of UNCT Albania’s “Governance” and “Basic Services: Health” outcomes in 2010, agencies agreed to share their specific results in the interest of learning from each other’s experiences and thus strengthening the common outcomes. This could be categorized as a good practice for that UNCT.

› Some key PGA findings

PGAs provide very rich insights and discoveries, bringing to light both positive experiences and challenges in gender mainstreaming in the UN. The PGA often serves as a catalyst and a source of inspiration, stimulating changes in attitude and ways of thinking so that people gradually start to take gender differences and gender relations into account more routinely in their analysis and practice. The ILO has been evaluating the impacts of the PGA and examining the continuing relevance of the methodology.

Among the most important positive findings from PGAs were:

- ▶ High-level political commitment and the strategic budgeting process boosted the promotion of gender equality in UNCT policies and programmes. There has been much impact of PGAs at the governance level, where concerted efforts have been made to engender programming;
- ▶ Commitment by managers to promoting gender equality and strengthening gender competence bore fruit in improved gender mainstreaming in work plans and implementation. In some cases, agencies created posts of gender specialists or dedicated units; in other cases inter-agency theme groups on gender mainstreaming were set up or bolstered;
- ▶ Many good practices and products to promote gender equality were found throughout the UNCTs and agencies operating at country levels, and the PGAs provided opportunities to showcase these;
- ▶ Project documents were examined through a “gender filter” and efforts made to improve gender mainstreaming in technical cooperation projects;
- ▶ Actions were taken on recommendations to create work environments that make professional and private life more balanced (e.g. introducing flexible working time or working from home arrangements to promote family-friendly workplaces);
- ▶ Improvement of sex balance in staffing at different levels;

- ▶ Resource tracking through separate budget lines have been introduced, showing how to make gender budgeting applicable;
- ▶ New user-friendly tools on gender mainstreaming into substantive areas were developed;
- ▶ TOFs were requested more frequently as a means of ensuring ownership of the PGA; and
- ▶ Follow-up training courses were undertaken on technical areas of weaknesses, identified during the PGAs.

Challenges to gender mainstreaming also surfaced through PGAs. These are important to register so as to avoid the pitfalls:

- ▶ There was still confusion about gender concepts and approaches. In particular, there was a strong tendency to regard work on gender equality as an “add-on to the real core work” rather than an integral part of daily work, and little understanding of gender mainstreaming as an automatic reflex;
- ▶ In many cases agencies are quick to say they operate in a gender-responsive manner without really showing what they mean in practice;
- ▶ Low institutionalization of gender equality concerns resulted in uneven gender mainstreaming in practice, with success often dependent on committed individuals rather than being institutionally guaranteed by consistent mechanisms or procedures;
- ▶ Gender needed to be made “visible”, “concrete” and integrated, especially in high-profile national development frameworks such as UNDAF (see Annex 2) and Poverty Reduction Strategy Papers (PRSPs);
- ▶ Recommendations were difficult to implement unless mechanisms for accountability on gender mainstreaming existed;
- ▶ Consistency and sustainability of gender mainstreaming throughout institutional structures and mechanisms were crucial;
- ▶ Ways of highlighting and giving recognition to good practices for gender mainstreaming needed to be better explored by management; and
- ▶ Follow-up was successful when anchored in sound management practices that were backed by political commitment to gender equality.

The PGA and the Scorecard: Complementarities and differences

As previously mentioned, IANWGE had proposed in 2010 that the PGA be adopted by the UN system as a valuable intervention for a holistic assessment of performance on gender equality. The PGA was also perceived as a strategic complement to the roll-out of the Scorecard. The two mechanisms – PGAs and Scorecard – have been piloted in tandem in UNCT Mozambique (see box).

It is important to highlight the differences and correspondences between the Scorecard and PGA in order to clarify how these two instruments can reinforce and complement each other. There are several aspects in the methodologies of the two instruments which need to be taken into account. Although both instruments aim to assess the status of gender equality promotion and put forward recommendations, the approaches adopted by the Scorecard and the PGA are different. Both approaches have their merits.

› Performance indicators

The Scorecard works with eight key performance indicators while the PGA is anchored within 12 key areas of analysis. There is some overlap between the two sets of criteria.

Scorecard findings are presented in a quantitative manner. The Scorecard literally scores and rates, and its conclusions are based on individual interviews and documents examined from a fact-finding perspective¹⁷ The PGA uses a qualitative approach, striving to understand the perspectives and viewpoints of individuals within the organization. It is

¹⁷ Score ratings are: 5 (exceeds minimum standards); 4 (meets minimum standards); 3 (needs improvement); 2 (inadequate); 1 (missing); 0 (not applicable).

“Delivering as One” on gender equality in Mozambique

There are several processes, either recently completed or currently under way, that are relevant to concerted action on gender equality in Mozambique. In 2005, ILO and ITC-ILO facilitators conducted a PGA for the UNDP Country Office. The exercise also explored the potential of the PGA in strengthening and facilitating joint UN programming on gender equality in the context of the UN “Delivering as One” reform process.

Subsequently the Scorecard exercise, coordinated by UNIFEM, was implemented during October 2008. Mozambique was the first country in which this initiative was carried out. The following month, a Training of Facilitators for the PGA was conducted by the ILO for staff from ten UN agencies. Follow-up discussions were held with relevant UN agencies to develop the way forward for gender equality; a timely meeting of the UN Programme Management Team offered an opportunity to clarify the methodologies of the PGA vis-à-vis the Scorecard, and highlight areas of differences and complementarities between the two instruments. Suggested steps were then outlined within the overall “Delivering as One” context in which the results from the PGA and the Scorecard were considered.

The tactical advantage of conducting both exercises was seen as a basis for designing system-wide coherence on gender issues. The linkages and relationships between the agencies and joint programmes were highlighted so there can be value added and synergies on promoting gender equality, rather than separate, disparate processes. Further PGA interventions would be adapted to the Scorecard exercise by responding to ratings “3” and below.

basically subjective in nature, building on the premise that perceptions need to be changed in order to bring about improvement. That is why having a facilitation team working together in the PGA can counter the risk of too much subjectivity.

The Scorecard is positioned as an external evaluation and does not specify recommendations, although organizations can decide to take follow-up action on the findings. The PGA is structured as a learning tool with a strong participatory approach, encouraging reflection, analysis

and collective thinking on gender. Though it is a diagnostic tool, it is more geared towards offering practical recommendations rather than on stating the situation alone. The self-assessment aspect is key to the whole PGA exercise and marks a significant difference with the Scorecard.

The Scorecard assesses gender equality achievements at the broader national levels. The PGA is a tool for organizational transformation and capacity building at the institutional level only. Another related area centres on how the PGA and the Scorecard position themselves explicitly in relation to *process* and *results*, and the interrelations between these two aspects. Both the Scorecard and the PGA present themselves as being process-oriented. The Scorecard actually states that it is focused on processes rather than development results. However, by providing a “score” and series of ratings against specified standards, to some extent this suggests support to enhancing development results. By virtue of its ILO origins as an accountability tool for assessing the adherence of units to the ILO policy and Action Plan on Gender Equality, the PGA supports results-based management.

Both instruments are only truly effective if the political will and adequate resources are available to promote change and improvement on gender equality issues within organizations and workplaces.



Preparatory phase: Partnering with the ILO

UNCTs in each country share similarities with other UNCTs, and yet each have their own distinctive set of issues as well. PGAs are intended for customization to the needs of the audited entity; therefore prior to embarking on a PGA, the UNCT, a designated agency or an inter-agency group should contact the ILO in order to discuss the best PGA intervention.

Contact with the ILO can be established in various ways. In many cases, the ILO Gender Specialists in the field will be well known to the UNCTs, in which case they would be an obvious choice to discuss planning PGAs. In other cases, contact can be made with ILO Regional offices or Decent Work Teams (sub-regional) and Country Offices, which will then forward the inquiry to the appropriate persons. The Bureau for Gender Equality at ILO Headquarters in Geneva can be contacted at any time as well,¹⁸ and Headquarters officials will ensure that the planning process is initiated.

› Levels of analysis

A key consideration in contacting the ILO is the determination of the breadth of the PGA exercise and the level or levels at which the PGA will be conducted. These could range from individual work units and programmes within organizations, to individual UN agencies, or “collectively” with the family of UN funds, programmes and agencies. In addition, within the context of UN “Delivering as One” on gender equality, the level of analysis shifts to include a primary focus on the UNCT. This approach is going beyond the pilot countries, as more and more UNCTs

¹⁸ The Bureau's email address is: gender@ilo.org

follow the “Delivering as One” examples. The performance on gender equality of individual agencies is still crucial, but this performance is now considered also in aggregate, as part of a bigger picture. How the UN is delivering as one on gender equality in a particular country context is a key consideration.

The role of the **RC** is crucial in determining the success of PGA interventions. The RC sets the tone and gives the necessary “air cover”.

The PGA can be adapted to reflect the dimension of UNCT as primary level of analysis. Of course it remains applicable to individual agencies, but with modifications to reflect increased

coherence with the UN system and need for coordination. It is suggested that the indicators relating to this level, such as One Programme, One Budget, One Leader, be closely adhered to in adapting the PGA to the “Delivering as One” context. Thus multiple levels of analysis may be proposed in one full audit exercise, or alternatively PGAs for the different levels may be conducted in a step-by-step fashion.

For example, a PGA of a particular UNCT could be conducted at the governance level, with an in-depth analysis of the UNDAFs, joint programme and budgets (including UN Coherence Fund contributions to gender issues), and the Joint Programmes. Individual interviews of heads of agencies would be held to determine their views on a range of “Delivering as One” issues, and a workshop for the heads of agencies would also be held to explore their collective observations.

Such an intervention could be followed by an inter-agency TOF which would build the capacity of agency officials to conduct PGAs of their own and other agencies, thereby forming a pool of PGA resources. At a later stage, full PGAs of the agencies would be held, preferably under the guidance of the ILO facilitators who would monitor the application of the methodology and assist the agency facilitators with any issues they may be facing as newly trained individuals.

The table below illustrates common or possible PGA interventions (some overlapping) and weighs some of the advantages and challenges:

PGA intervention	Advantages	Constraints	Examples
PGA of UNCT at the level of heads of agencies	In-depth look at governance and common programming	Audit process of high-level decision-making only	(Note: UNCTs and inter-agency cooperation vary from country to country)
UNCT-led across all or selected funds, programmes or agencies	Increased ownership by UNCT of the process	PGA methodology gets diluted over time	Philippines
Thematic approach of “Delivering as One” outcomes and results	In-depth analysis of specific themes	Intersections with other themes not explored	UNCT Albania (Governance and Basic Services: Health results)
Focus on selection of Joint Programmes	JPs audited in-depth	Intersections with other areas not explored	United Republic of Tanzania
Specific fund, programme or agency	Full “vertical” PGA, including on staffing and organizational culture	Risk of agency experience remaining in a silo	Majority of UN PGAs to date
Inter-agency TOFs	Provides training for multiple agencies, multiplier effect	Steep learning curve for PGA facilitators	Rwanda, Mozambique, Cape Verde
Inter-agency TOFs + PGAs of funds, programmes or agencies	Maximizing TOF experience	Dependent on the quality of facilitators	Nigeria

PGA intervention	Advantages	Constraints	Examples
Inter-agency TOFs + PGAs of funds, programmes or agencies (with ILO guidance)	Maximizing TOF experience with a degree of quality control	Still dependent on the quality of the facilitators	Zimbabwe, Malawi, Ethiopia
UNCT PGA + Inter-agency TOFs + PGAs of funds, programmes or agencies (with ILO guidance)	Complete and comprehensive audit on all levels with maximum visibility and scope for thorough follow-up	Intensive, requires additional resources	

There are certain conditions that are important to consider from the initial stages of PGA planning:

- ✓ Clear communication by the UNCT to national partners of aims and expected outcomes of the PGA for the “Delivering as One” process. In all PGAs national partners are interviewed as part of assessing the end-users’ perceptions on the work of the UN on promoting gender equality. In some cases, national partners are also included in TOFs so as to build a collaborative atmosphere and share capacity building on gender mainstreaming;
- ✓ Strategic Coordination. A PGA Focal Point in the RC’s Office working with a “Delivering as One” gender thematic group, or an official nominated from one of the agencies needs to be accessible to PGA facilitators, and be able to influence and organize the system for the smooth functioning of the exercise (see page 27 of the Manual);
- ✓ High-level UNCT commitment (including resources, both human and financial). The time and availability of the PGA Focal Point needs to be considered as it is an intensive process. In terms of costs, past interventions have sometimes been funded by the UN Coherence Fund, or by other UNCT means, or by cost-sharing among the different agencies;

- ✓ Staff availability and motivation. This is essential to the success of PGAs. In addition, staff selected to participate in TOFs would need the prerequisite skills sets described earlier. Striving to improve performance on gender equality is not an additional burden, but that it is integral to delivering in one's professional capacity, and integral to "Delivering as One" and UN reform;
- ✓ Setting realistic time frames. It is difficult to schedule PGAs right after TOFs; following a TOF with a PGA would involve a three-week commitment and may put a strain on the TOF participants in terms of their being able to find such a block of time to be away from their scheduled work assignments.

In addition, TOF participants need time to "digest" the training and step back in order to reflect on the methodology and relate it to their current realities. If the two-phased approach is not favoured, they may feel

Ideally, PGAs should be conducted for each fund, programme and agency comprising a UNCT so as to maximize impact. In this manner, the outcomes of the PGA are owned separately by each agency, but collectively feed into the work of the UNCT on gender equality.

pressured to perform immediately, generating an unwelcome climate around the conducting of the PGAs. The same TOF participants who will be in the training are often expected to organize interviews, workshops and logistics, which place a heavy demand on their time.

PGA case study: Malawi

Malawi is regarded as a success story in terms of application of the PGA and its subsequent impact.

The UN Gender Group (UNGG) comprising eight resident UN agencies (WFP, WHO, FAO, UNICEF, UNDP, UNFPA, UNAIDS, UNHCR) planned to undertake a broad assessment of gender mainstreaming. In 2008, the UNGG had decided that before initiating any joint programmes on gender-related issues, they first required a baseline and assessment of how the UN was doing in gender mainstreaming and women's empowerment.

Consequently, the ILO was contacted and a TOF was conducted in February 2009. Following the TOF, the eight resident UN agencies each undertook PGAs. A consolidated report of all eight audits was prepared. Many of these agencies subsequently implemented recommendations arising from these audits. Representatives from two government ministries (agriculture and gender) were also involved in conducting these audits, which served as a learning process for individuals from these ministries.

The PGAs resulted in a flurry of activity around gender equality amongst UN agencies in Malawi. Testimonials indicated that the whole UN system in the country has moved forward in promoting gender equality. Additionally the audit provided UNCT and agencies with a baseline for future monitoring of progress, and contributed to the development of a UN gender strategy (which contains a mainstreaming component and an empowerment component) accompanied by an action plan.

Source: U. Murray: *Gender Mainstreaming in DFID–ILO Partnership Framework Agreement (2006–09)*, Final Evaluation Report, Geneva, 2009.

PART B

*Linking to the PGA Manual:
Specific guidance for the UN*



Linking to the PGA Manual: Specific guidance for the UN

➔ NOTE

This section references the Manual in detail, and it would be advisable to have a copy of the document on hand for ease of reference.

The PGA Manual is a rich source of guidance which is applicable to all organizations. Although originally designed to audit work units (specifically ILO Headquarters units and field offices), the Manual was subsequently modified to take into account broader organizational aspects as well.

Conducting PGAs at the agency level in the field does not pose any problems in terms of interpreting and adapting the Manual's guidance. In essence, all key criteria for analysis mentioned on page 16 and elaborated upon in the Manual on pages 14–19 apply to agencies in the field.¹⁹

However, a certain degree of flexibility is needed when using the Manual and substituting “work units” with whatever organizational construct is being audited – be it a UNCT, a Thematic or Working Group, a Joint Programme, or even other programmes.

Some adaptation is necessary for conducting a PGA at the UNCT level however. UNCTs are not organizational units and operate under certain principles of linkages and autonomies. Nevertheless, the Manual's key criteria lend themselves to the analysis of gender mainstreaming at UNCT level as well. Under the concept of ‘*One programme*’ of the “Delivering as One” countries, gender equality is one of the common operating principles. Therefore most of the guiding questions are relevant.

¹⁹ Page numbers refer to the English version of the PGA Manual. The Manual also exists in Arabic, Bahasa Indonesian, French, Portuguese and Spanish.

PGAs, particularly of joint programmes, will have more effect when conducted at strategic times of the UNDAF or programme cycle (for example at the design stage or mid-term review). PGAs carried out at non-strategic times may have less impact, in which case agency-specific PGAs may be more appropriate.

➤ **PGA criteria for analysis**

For the purposes of UN PGAs, the key criteria for analysis have been grouped into “clusters” that will simplify examination.

I. Gender issues in the context of the work unit and existing gender expertise, competence and capacity-building

A. (of key elements A-L) Context of the audited unit and its relationship to gender issues relevant to the technical area, current gender debate and related gender-initiatives

D. Existing gender expertise, competence and efforts at capacity building

The guiding questions for Criterion A: *Current national/international gender issues and gender debate affecting the audited unit, and unit's interaction with national gender institutions and women's organizations* set the stage for UNCT's role in creating the connections between the international level gender debate and implementation to promote gender equality and women's empowerment at country level. Often the noble ideals expressed at international gender equality fora have little bearing on the current realities within a country. Yet it is precisely the role of the UNCT to create the bridge between the actual and the aspirational.

All agencies have their role to play on promoting gender equality within their mandates, and certainly UN Women also has a prominent role. But it is the leadership of the UNCT in harmonizing and integrating the different accomplishments on gender into one deliverable that will elevate the progress made.

Similarly, the UNCT has an oversight role in ensuring that criterion D: *Existing gender expertise, competence and efforts at capacity building*

is developed. One frequent lament heard in PGAs is that officials would be happy to mainstream gender issues into their work, but they simply do not know how to do so. A stock-taking of gender expertise within UNCT – at all levels – would be useful, and if it is determined that there is indeed a lack of basic knowledge on gender mainstreaming among officials then corrective measures such as training and assistance could be considered.

Addressing the need to conduct gender analysis of sex-disaggregated primary data is applicable across agencies, Joint Programmes and other collaborative modalities. Whereas the data may exist, the ability to extract relevant, evidence-based conclusions from the data is often lacking. Strengthening the capacity of national partners to collect sex-disaggregated data and conduct gender-responsive analysis is often raised in the recommendations of UN PGAs as well.

II. Gender in work unit's objectives, programming and implementation cycles, and choice of partner organizations

- B. Mainstreaming of gender equality in the unit's strategic objectives, policies, programmes and budget
- C. Mainstreaming of gender equality in implementation of programmes and technical cooperation activities
- F. Systems and instruments in use for accountability, evaluating and monitoring on gender equality
- G. Selection of working partners

The guiding questions for criterion B: *Organization's mainstreamed strategy on gender equality as reflected in audited unit's objectives, programme and budget* are at a concrete level and feed into UNCTs responsibility to create coherence in programming. Here again, the PGA methodology leads with probing questions on gender joint mainstreaming, and audit results point to practical ways of incorporating gender concerns into programming and budgeting. Engendering programming from the initial stages of formulation will directly affect outcomes and results; therefore it is critical that due consideration be given during

the design phase. Mechanisms to budget for gender, either through the creation of a “Gender Pot” or through existing One UN Coherence Funds are important as well for mainstreaming gender beyond joint programmes on gender equality.

Directly linked to criterion B above are the guiding questions for criterion F: *Systems and instruments in use for monitoring and evaluation* on gender mainstreaming. If the programme and budget elements are not in place for establishing accountability on delivering on gender equality, then it is all the more complex to monitor and evaluate achievements. Setting up joint systems at the UNCT level will assist the agencies’ individual delivery as well, since standardizing reporting expectations on gender equality may also help reporting within their own structures.

Programming tip



Introducing gender issues starts with the actual wording used in programming exercises. For example, an outcome may be identified as follows:

Government is able to provide quality affordable primary health care at all levels.

It is implicit that such health care would be provided to all. However, the texts of programming documents serve as constant reminders of gender inclusive objectives. A suggestion to mainstream gender into this outcome could be to include certain key words, for example:

*Government is able to provide affordable primary health care **throughout the life cycle of women and men** at all levels.*

By this simple addition of a few words, women and men of all generations – infants, children, adolescents, adults and older persons of both sexes – are covered explicitly. Such wording will hopefully trigger responses to address gaps in implementation, For example, a reflection may follow about how to determine whether the specific health-care needs of elderly women or men have been addressed.

The tangible aspects raised in criterion C: *Mainstreaming of gender equality in implementation of programmes and technical cooperation*

activities lend themselves to detailed analysis of gender aspects. As projects are embedded with a complete cycle of programming, delivery, monitoring and evaluation, they often serve as model cases for mainstreaming gender. Experience has shown that a remarkable amount of work on gender can be achieved through technical cooperation. More and more donors are also establishing gender mainstreaming as project requisites, thereby adding to the increasing importance accorded to early diagnosis of gender entry points into project management.

There are many UNCT Joint Programmes and/or inter-agency technical cooperation programmes on gender equality. But do the other Joint Programmes and technical cooperation programmes mainstream gender into their mandates?

Criterion G: *Selection of working partners* brings home a strategic aspect of gender impact in a country. A range of national institutions are key partners for UNCTs, and these partnerships present a tremendous opportunity to promote gender equality at national levels.

Boosting expertise and cooperation on gender issues at both central and local levels of governments is usually needed as part of a long-term strategy.

NGOs and women's groups are also keen partners, often working closely with UN Women. However, resource limitations (human and financial), lack of technical knowledge, particularly in specialized fields such as statistics, as well as a general lack of capacity often hinder their efforts. This is an area of work to which PGA findings may be able to contribute.

III. Information and knowledge management within the work unit, and gender equality policy as reflected in its products and public image

E. Information and knowledge management on gender issues

H. Gender equality initiatives as reflected in the unit's products and public image

Regarding criterion E: *Information and knowledge management on gender issues*, most UNCTs have established modalities for formal information sharing (meetings, email exchanges, reports) and these provide excellent venues for mainstreaming gender. Gender theme groups are

Categorizing women solely as a “vulnerable” group can be counter-productive in the promotion of gender equality, and a healthy balance between protecting women, empowering them and levelling the playing field is needed. Women should be seen as agents for change rather than as victims. This is an important message to communicate to national partners.

also popular vehicles for information sharing, especially if information is then passed to the different agencies represented. Informal channels and networking are also exploited. PGAs tease out both formal and informal means for information and knowledge sharing, especially focussing on the promoting institutional aspects of communication.

Criterion H focuses on *Gender equality initiatives as reflected in products and public image*. For example, RC offices have become “one-stop shops” for public image and UN visibility among the general public and this also applies to promoting gender equality. Advocacy According to the One voice principle in joint communications and products on gender issues is essential, so that gender issues are not perceived by partners and the public as being the domain of only one or two agencies.

Ensuring that language used is gender inclusive in all media releases, as well as in speeches delivered by the RC can go a long way in imparting subliminal messages on gender equality. Visual depictions of both men and women and girls and boys in pictures and graphics of key documents – especially in atypical stereotype roles – also contribute to gender equality messages.

Products and image tip



A dedicated gender webpage on the UN country website or One UN website is a frequent recommendation which is relatively easy to implement. Such a page could collate all UNCT and agency work on **gender**, including thematic “gender corners”, and link to

agency websites and relevant documents, and show case their achievements in this area, whether through women-specific, gender-specific or gender mainstreamed products and activities.

IV. Staffing and human resources, decision-making, and organizational culture

- I. Decision-making processes, including on gender mainstreaming
- J. Staffing and human resources concerning balance of women and men, and gender-sensitive policies
- K. Organizational culture and its effects on gender equality

Criterion I *Decision-making processes, including on gender mainstreaming* is a key area for management. This criterion is particularly relevant in a joint programming context where multiple agencies are involved in implementing the same programme and decision-making processes may not be clear. Decision-making can be difficult and complex in times of transition and crises, and the UN system has not been spared cost-saving measures. These have often taken their toll in terms of both human and financial resources, and regrettably in some cases work on gender equality has suffered as well. It is precisely for this reason that institutional commitment to working on gender issues should be upheld. PGAs are useful tools to uncover areas that need to be strengthened so that decision-makers may be alerted. Structural and staffing decisions that have gender implications can thus be considered.

The components of criterion J *Staffing and human resources concerning balance of women and men, and gender-sensitive policies* and criterion K *Organizational culture and its effects on gender equality* are more of tricky areas for UNCTs to explore. In the context of agency PGAs, these criteria are vital. However, in the case of joint programmes, staff is usually limited in number, and analysing staffing and organizational culture may not be revelatory. However, each UNCT is different, and each PGA is unique, and it would therefore be up to both partners to decide what is best. What is indicative however, is the presence of an inter-agency gender group and the access of its chairperson to the RC.

V. Work unit's perception of achievement on gender equality

L. Perception of achievements on gender equality

Once again, the PGA places as much importance on perceptions of UNCT and agency staff and national partners as it does on the facts and figures. This emphasis on perceptions of achievement on gender equality brings to light successes and disappointments along a continuum of efforts made over the years, and thus places equality gains and gaps into perspective. It is perceptions that are often the difference between motivated or disheartened champions of gender equality.

› Desk reviews, and interviews

Guidance in the Manual on the PGA desk reviews is clear and applicable to all levels of UN entities (pp. 32–37). The document analysis tables and summaries in the back of the Manual are helpful in creating a composite image of gender issues covered in materials reviewed (pp. 105–123). In the case of joint programmes, apart from the joint programme document itself, it may sometimes be difficult to identify a specific bibliography to review. Hence the gender focal points from the different cooperating agencies may be called upon to offer some guidance.

Reminder:

*The PGA Manual has been designed as a guide to assist implementation of PGAs by experienced ILO PGA facilitators. It is **not** intended as an instruction manual on how to conduct a PGA for people who have not been trained on the methodology!*

Similarly, guidance on individual PGA interviews also covers interviewing technique essentials (pp. 38–42). It is important to note, however, that when conducting the interviews and utilizing the guiding questions in the 12 key criteria for analysis, attention should be paid to the

expertise of individuals being interviewed. Questions posed to Programming Officers may focus more on criteria B and F, while Human Resources Officers may have more to say on criterion J.

When auditing joint programmes rather than individual agencies, the approach to interviews may be slightly different. The programmes will

often not have “staff” as such, hence interviews may involve a cross-section of colleagues (focal points) from various agencies. Some areas, such as those on organizational culture and staffing, would be less applicable when auditing joint programmes as well. Unless the programme itself is well staffed, there would as such be no HR officer attached to the programme and HR issues would be handled by the respective partner agencies in the programmes. However, in-depth interviews with national partners of the joint programmes may provide many insights.

This is not to say that the interviews should be designed only around officials’ areas of expertise. All officials will have knowledge, information and perceptions on each of the criteria. It is the composite findings that are of interest to the PGA as these will lead to highlighting the good practices and making suggested recommendations for improvement.

› Workshops and selection of exercises

The bulk of the Manual sets out PGA Workshop exercises (pp. 43–95). The workshops divulge a wealth of information and perceptions on a number of organizational aspects from a gender perspective. Many of the exercises will be well known to officials who have followed various communication and management courses. However, it is the gender angle woven into the exercise methodologies that make these pertinent to the PGA.

Certain workshop exercises may lend themselves better to specific settings than others. For example, exploring a historical timeline of gender events may be more suited for a well-established office with many officials with institutional memory. Some UNCTs may opt to forgo exercises that explore organizational culture, as these may not apply to the UNCT construct.

Exercise	UN entity	Suitability	Variations	Partners
Historical timeline	Fund, programme or agency-specific	Well-established office – years of presence	Exploring country-specific dates and events with relevance to gender equality	Applicable to constituents and NGOs
Gender knowledge and awareness	All entities (UNCT level, joint programmes, funds, programmes and agencies)	Suitable for all audiences as exploring gender concepts and definitions	Additional emphasis on imparting knowledge as well as identifying existing knowledge	Applicable to constituents and NGOs
Classification of projects	Entities that have extensive technical cooperation projects	Especially suitable for project coordinators, chief technical advisers, and drafting project proposals	Programming officers would also benefit, as criteria could be used in P&B guidance	Could also be conducted with donor entities or donor governments
Hofstede's Onion	Entities below the UNCT level that have their own specific organizational culture	Suitable for groups that are part of the same entity or sub-group where natural coherence and identity are established	Does not reveal much in mixed groups from different agencies or constituents	Could be conducted with single constituent units or entities

Exercise	UN entity	Suitability	Variations	Partners
SWOT analysis	All entities (UNCT level, joint programmes, funds, programmes and agencies)	Suitable for any affiliation working on specific gender issues	Effective in exploring related areas that need to be gender mainstreamed	Applicable to constituents and NGOs (partner organizations)
Venn diagram	Entities below the UNCT level that have their own specific relationships with partner organizations	Illustrates importance of partnerships on gender equality	Might be difficult at UNCT level as agencies may have multiple gender partners	Less relevant for partner organizations
Ideal organization	Entities below the UNCT level that have their own specific affiliation	Forward-looking and reveals aspirations	Might be difficult at UNCT level or inter-agency constructs	Could be conducted with single constituent units or entities
Mind mapping	All entities (UNCT level, joint programmes, funds, programmes and agencies)	Essentially focuses on decision-making on gender equality	Might be difficult at UNCT level or inter-agency constructs	Could be conducted with single constituent units or entities
Gender quality questionnaire	Entities below the UNCT level that have their own specific affiliation	Useful to ascertain recognition of gender expertise	Questionnaire may be simplified or modified	Applicable to partner organizations

Exercise	UN entity	Suitability	Variations	Partners
Perception of achievement of change	All entities (UNCT level, joint programmes, funds, programmes and agencies)	Places progress on a continuum of perceived change	Perceptions are subjective, and therefore suitable for all	Applicable to partner organizations
Learning about learning	All entities (UNCT level, joint programmes, funds, programmes and agencies)	Useful to check whether workshop has assessed capacity and increased learning on gender equality	Simple closing exercise that does not need variation	Applicable to partner organizations

➤ Ways forward for PGAs in the UN system

PGAs' future in UN system

There is a widely shared belief among Member States, civil society and within the UN system itself that the UN needs to enhance its work in the area of gender equality and empowerment of women. The advent of UN Women offers a window of opportunity for the whole UN system to use the PGA as a means to move forward on gender equality. General Assembly resolution 64/289 clearly signalled that the establishment of UN Women did not relieve the rest of the UN system from its obligations, but rather made it easier for the whole system to do much more together. The resolution calls for UN Women to take on the “additional role for leading, coordinating and promoting the accountability of the UN system in its work on gender equality and the empowerment of women”, so there may be openings for the new entity to use the existing ILO tool that has proved its worth, rather than developing new forms of participatory assessments.

As its role is to sustain the ongoing process of working together through existing mechanisms so as to understand the obstacles that hinder accelerated progress on gender equality and women's empowerment, UN Women can support UN family organizations to look at their own internal policies, staffing, and systems so that the ultimate beneficiaries, women and men of Member States, can be better served to overcome the obstacles to genuine equality between women and men. Generally, in the framework of making the UN family more responsive to gender equality in their policies and operations and so as to be better positioned to report back to ECOSOC and the General Assembly on promoting gender equality in the UN generally, the PGA can unlock progress on ways forward for the UN itself to practise what it preaches.

Consideration is being given by the UNDG to a system-wide joint evaluation of UN joint programmes on gender equality. Such an evaluation would be undertaken to examine whether joint programming as the preferred modality for the UN has been effective in advancing gender equality, or whether agency-specific "stand alone" programmes targeting women and/or gender equality would be preferable.

The ILO PGA methodology could play a significant role in such joint evaluations. The participatory nature of the audit would ensure that a wide spectrum of partners would be included, and as a member of the UN system itself, ILO findings and recommendations would be based on common realities.

In the meantime, the ILO continues to respond to demands for TOF and PGAs from UNCTs and is committed to offering this inter-agency service that goes well beyond the joint programmes on gender equality. The Gender and Non-discrimination Programme of the International Training Centre of the ILO in Turin has been conducting public TOFs upon request as well as TOFs and PGAs for the UN system at country levels. By promoting the PGA in the UN system, the ILO has found an additional path towards increasing its contribution to national agendas and its own constituency, demonstrating in practice how ILO social partners can benefit from system-wide cooperation. These actions can only strengthen "Delivering as One" efforts and result in positive outcomes for all.





ANNEX 1

Gender equality and mainstreaming in the International Labour Office

1. This circular spells out ILO policy on gender equality and mainstreaming. It supplements Circular 6/493 of 6 October 1993 on equality of opportunity and treatment for women in the International Labour Office, and is a crucial step towards implementation of gender equality and equity throughout the Organization.

2. As an Organization dedicated to fundamental human rights and social justice, the ILO must take a leading role in international efforts to promote and realize gender equality. Following the adoption in 1995 of the Platform for Action by the Beijing Fourth World Conference on Women, the ILO strengthened its efforts to institutionalize gender concerns at all levels, at headquarters and in the field. I now intend to intensify these efforts and translate my firm political commitment into our policies and programmes.

3. In order to ensure that the impact of our efforts is maximized and that resources are used effectively, mutually reinforcing action will be taken simultaneously on three fronts: staffing, substance and structure.

› Staffing

4. I have set an Office-wide target of 50 per cent of Professional posts to be filled by women by 2010, with particular care to be given to gender balance in senior posts. Career development opportunities for General Service staff will be expanded and specific measures will be

taken to create a family-friendly and enabling working environment for all staff, both men and women.

› Substance

5. Gender inequalities are best dealt with through integrated approaches. In this context, the ILO's Programme and Budget for 2000-01 has identified gender equality and development as themes which cut across the four strategic objectives. The Office must now work to ensure that commitment to gender equality is internalized throughout the ILO and reflected in all our technical work, operational activities and support services.

6. Using a gender lens, productive, reproductive, family, community and constituency-based roles can be properly analysed and strategic gender needs identified. Furthermore, equal representation and participation of women and men in decision-making are also fundamental for addressing social and economic issues in an integrated way and for ILO policy prescriptions to operate effectively in specific contexts.

7. Gender analysis will be undertaken systematically in the Office's technical work and action will be taken, including gender-specific interventions, to promote gender equality. This will require a change in attitudes and working habits, cooperation and teamwork as well as the development of officials' competence in conducting gender analysis.

8. I expect these steps to result in the creation of new analytical frameworks, the enrichment of the ILO's knowledge base on gender issues and the provision by the Organization of enhanced related products and services. They should lead as well to the development of indicators and

other tools to support gender mainstreaming. The generation of gender-sensitive data will also be critical for the development and implementation of technical cooperation programmes, the provision of advisory services and training, the development of research programmes and the dissemination of information.

› Structure

9. Institutional arrangements for effective gender mainstreaming will be strengthened Office-wide. Existing mechanisms for programming, implementation, monitoring and evaluation will be reviewed, gender issues integrated more effectively where necessary and new mechanisms established as appropriate. It will also be necessary to establish an accountability framework for gender equality.

10. I have decided that a Bureau for Gender Equality will replace the former Office of the Special Adviser on Women Workers' Questions and will report directly to me. The Bureau will provide Office-wide support for gender mainstreaming and will ensure the enhanced complementarity and coherence of our programmes and activities in respect of gender equality.

› Action plan

11. To make this policy operational, I asked the Bureau for Gender Equality to prepare an Office-wide action plan, on the basis of a participatory and consultative process involving staff at different levels, both in the field and at headquarters. I have approved the action plan as an operational tool for the implementation of gender mainstreaming in the ILO.

› Implementation

12. The implementation of this gender equality and mainstreaming policy requires the unfailing commitment, participation and contribution of each staff member. The responsibility and accountability for its successful implementation rests with the senior managers, the regional directors and the programme managers. Gender specialists and focal points will have a special role to play as catalysts. The Staff Union Committee will be kept fully informed and consulted in this process.

13. This policy is part of the ongoing transition to make the ILO a modern and efficient organization, responsive to emerging challenges. The

ILO's commitment to gender equality will be reflected in the new strategic budgeting system, human resources strategy and policies, monitoring and evaluation functions, and technical cooperation activities. The Governing Body and our constituents will be kept fully informed of progress made in the implementation of this policy.

14. I count upon the full support and sustained efforts of all staff members in carrying out this policy.

Juan Somavia
Director-General

From HQ/Gva – <http://mirror/intranet/english/bureau/program/mas/circulars/1/n564rac/index.htm>

From Field Offices – <http://mirror/intranet/english/bureau/program/mas/circulars/1/n564rac/index.htm>

ⁱ Defined in the Agreed Conclusions (1997) of the UN Economic and Social Council (ECOSOC) as follows: «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 women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.»

ANNEX 2

UNDAF Roll-Out Countries: 2010–11 (DRAFT *) As of 1 December 2010

2011*	Current cycle	New UNDAF commencing
Asia&Pacific		
1. Bhutan	2008-2012	2013
2. Fiji	2008-2012	2013
3. India	2008-2012	2013
4. Nepal	2008-2010	2013
5. PNG	2008-2012	2013
6. Pakistan	2008-2010	2013
7. Samoa	2008-2012	2013
8. Sri Lanka	2008-2012	2013
LAC		
9. Bolivia	2008-2012	2013
10. Colombia	2008-2012	2013
11. Costa Rica	2008-2012	2013
12. Cuba	2008-2012	2013
13. Mexico	2008-2012	2013
14. Nicaragua	2008-2012	2013
Arab States		
15. Djibouti	2008-2012	2013
17. Jordan	2008-2012	2013
18. Sudan	2009-2012	2013

2011*	Current cycle	New UNDAF commencing
Europe CIS		
17. Moldova	2007-2012	2013
Africa		
19. Cameroon	2008-2012	2013
20. Comoros	2008-2012	2013
21. Guinea	2007-2012	2013
22. Equat. Guinea	2008-2012	2013
23. Guinea-Bissau	2008-2012	2013
24. Lesotho	2008-2012	2013
25. Liberia	2008-2012	2013
26. Madagascar	2008-2012	2013
27. Mali	2008-2012	2013
28. Nigeria	2009-2012	2013
29. Namibia	2006-2010	2013
30. Rwanda	2008-2012	2013
31. Togo	2008-2012	2013
32. DRC	2008-2012	2013
33. South Africa	2007-2011	2013
RollOuts/Year		2011
A&P		8
Arab States		3
Europe&CIS		1
Africa		15
LAC		6
Total		33

RollOuts/Year	2008	2009	2010	2011
A&P	2	5	8	8
Arab States	-	1	6 + (2)	3
Europe&CIS	8	4	4 + (1)	1
Africa	2	4	15	15
LAC	1	2	12	6
Total	13	15	44 + (3)	33

* Please note that this list is indicative and consequently subject to changes.

The ILO Participatory Gender Audit: Relevance and use for the United Nations and its agencies

Striving for gender equality is an indisputable mandate collectively endorsed across the United Nations Organization, its funds, programmes and specialized agencies. The International Labour Organization (ILO), as part of the UN system, has been a staunch advocate for women's economic empowerment and gender equality in the world of work through the promotion of international labour standards and the Decent Work Agenda, which comprises guidance on policy measures that ensure equal access to employment, social protection and social dialogue.

The ILO has designed a tool – the Participatory Gender Audit (PGA) – that lends itself particularly well to providing a comprehensive picture of any given organization's progress in gender mainstreaming. The United Nations and its specialized agencies have been requesting a number of ILO interventions for implementing the PGAs in the framework of relevant UN programmes. There have also been numerous requests to train staff serving in the various entities that make up the UN Country Teams on the PGA methodology.

The existing Manual for Gender Audit Facilitators: The ILO Participatory Gender Audit Methodology, available in several working languages of the UN system, was already designed with a view to adaptation to suit a wide variety of target audiences. But a summary of the methodology for use in UN settings was needed. So it is in the spirit of inter-agency cooperation that this publication contributes to how the PGA can support and strengthen efforts of joint UN programming on gender equality at country level, particularly in the framework of the UN “Delivering as One” process and of mainstreaming gender into the programmes, funds and agencies' individual and collective work.

ISBN 978-92-2-124603-9



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