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TWELFTH ITEM ON THE AGENDA

Report of the Director-General

Third Supplementary Report: Mid-term stocktaking of implementation of the ILO Action Plan for Gender Equality 2010–15

Purpose of the document

The Governing Body is invited to assess progress and gaps in implementation, from January 2010 to January 2012, of the Action Plan for Gender Equality, which is aligned to the Strategic Policy Framework 2010–15. Guidance is sought at this mid-term milestone of the Plan on continuing implementation prior to an independent evaluation scheduled for the end of the Plan in 2015, as well as on reporting on the Plan under the United Nations (UN) System-wide Action Plan (SWAP) for implementation of the UN Chief Executives Board (CEB) policy on gender equality and the empowerment of women (see the draft decision in paragraph 34).

Relevant strategic objective: All objectives since gender equality is a cross-cutting issue.

Policy implications: Guiding Office action on gender equality in the world of work in the period 2013–15.

Legal implications: None.

Financial implications: None.

Follow-up action required: Depending on the Governing Body decision, continued implementation through Phase III of the Action Plan.

Author unit: Bureau for Gender Equality (GENDER).

Related documents: GB.307/16/1, GB.313/INS/INF/1, GB.312/INS/12, GB.310/17/3, GB.316/POL/1, GB.316/LILS/1, GB.317/PFA/1.

1. In March 2010 the Governing Body decided¹ that a stocktaking report on implementation of the Action Plan² should be presented during its March 2013 session. The Action Plan's monitoring, reporting, audit and evaluation section includes this requirement.³ Progress on implementing the 2009 International Labour Conference (ILC) resolution and conclusions concerning gender equality at the heart of decent work, incorporated in the Action Plan, was summarized in a report to the Governing Body in November 2011.⁴ Progress on gender-related programme and budget outcomes is summarized in the *ILO programme implementation report 2010–11* and the forthcoming 2012–13 version. An update report on one aspect of the Action Plan, the Participatory Gender Audit, was presented to the Governing Body for information in March 2011.⁵
2. Findings of the stocktaking, especially replicable good practices, will be shared in line with the Economic and Social Council (ECOSOC) 2012 resolution, Mainstreaming a gender perspective into all policies and programmes in the United Nations system,⁶ and will respond to ECOSOC's request that the UN Secretary-General submit to the Council in 2013 a report on the implementation of the UN SWAP. The ILO Action Plan is closely aligned with the six corporate-level areas of the SWAP:⁷ strengthening accountability; enhancing results-based management; establishing oversight through monitoring, evaluation and reporting; allocating sufficient human and financial resources; developing and/or strengthening staff capacity and competency in gender mainstreaming; and ensuring coherence/coordination and knowledge/information management at the global, regional and national levels. In order for the ILO to maintain a leading position on gender mainstreaming in the UN system, Action Plan Phase III indicators will need to be more closely aligned with those in the SWAP's six areas.⁸

Enabling institutional mechanisms for gender equality (table 1 of the Action Plan)

3. The following is not exhaustive but highlights some main findings of the stocktaking, which involved consultations with lead units responsible for the three areas of the ILO policy on gender equality captured in the Action Plan: staffing, substance and structure. Of the Plan's 18 indicators, as at end 2012, the targets for ten of these had already been met, six had not been met, and the remaining two will only be measured once the relevant tool and process are launched.

¹ GB.307/16/1, para. 2.

² GB.313/INS/INF/1, appendix, for the Action Plan text and tables.

³ GB.313/INS/INF/1, p. 13.

⁴ GB.312/INS/12, para. 28.

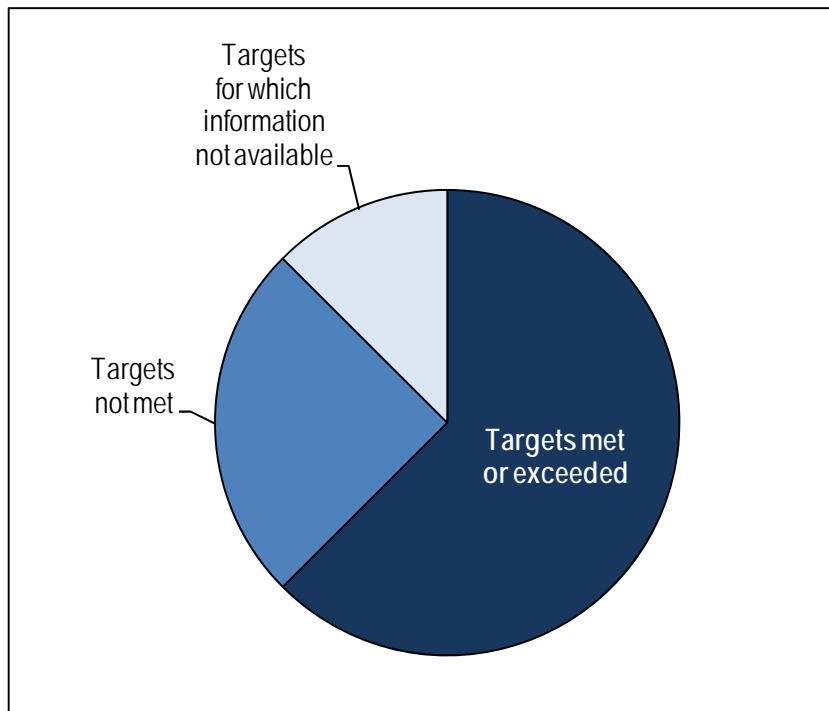
⁵ GB.310/17/3.

⁶ ECOSOC, Substantive session of 2012, New York, 2–27 July 2012, document E/2012/L.8, para. 8(c).

⁷ UN Women plans to expand coverage of these six areas to field level.

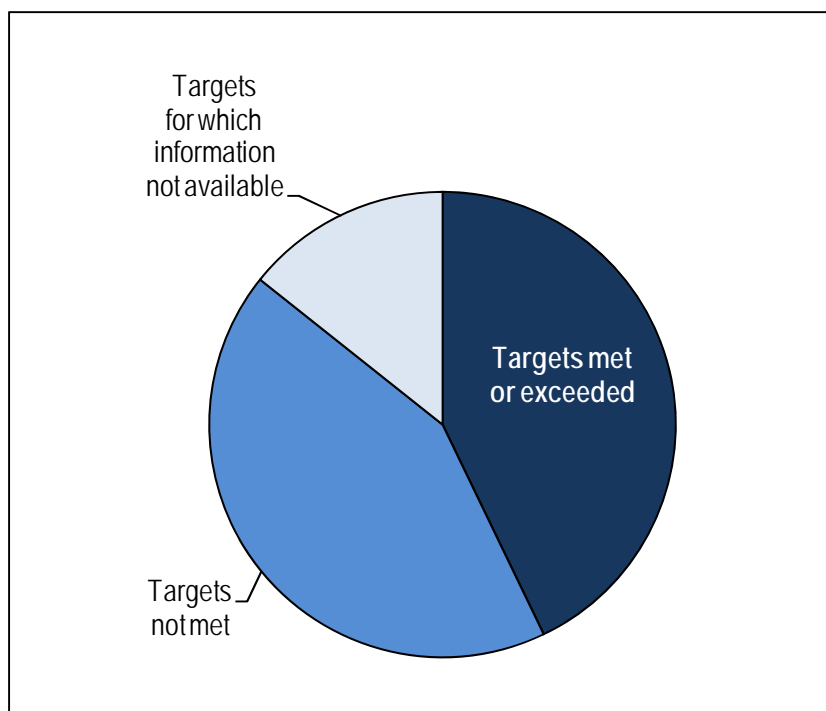
⁸ The indicators are rated on five levels: not applicable, missing, approaches requirements, meets requirements, exceeds requirements.

Figure 1. Staffing-related indicators



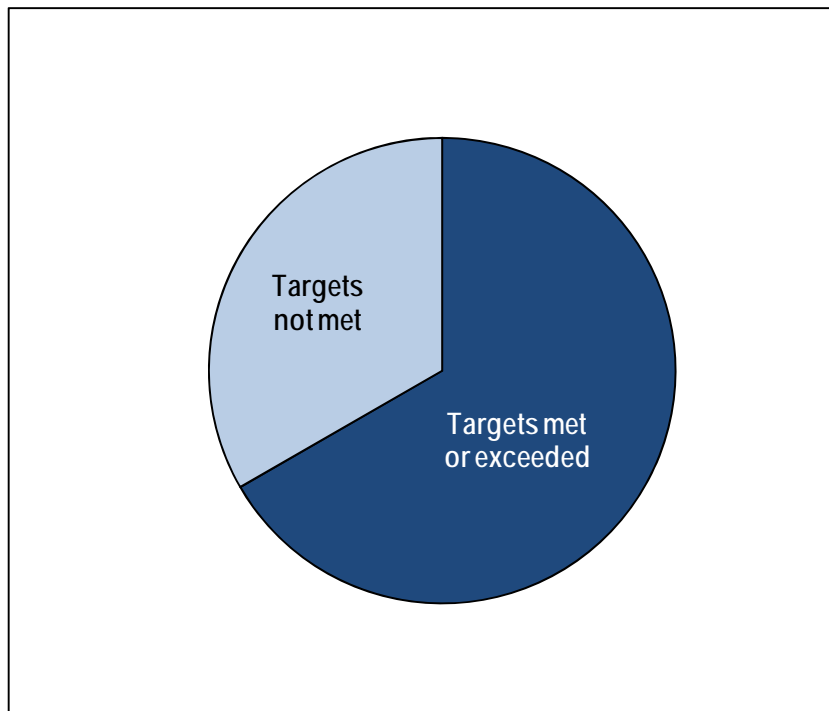
4. There are eight staffing-related indicators. Those for which 2012–13 targets have already been met and in some cases exceeded are indicators: 1 – percentage of Professional and higher category positions held by women; 2 – percentage of sections of management and leadership development workshop materials that incorporate gender; 3 – percentage of women participants in management and leadership development workshops; 4 – number of opportunities for training offered to General Service staff; and 6 – percentage of Recruitment, Assignment and Placement System (RAPS) job description vacancies that refer to gender-related skills and/or gender sensitivity. Indicators for which targets have not yet been met are: 5 – number of gender-sensitive and/or family-friendly measures that exist; and 8 – number of initiatives or measures taken to strengthen and/or enforce the Conflict Prevention and Resolution Collective Agreement including on sexual harassment. Due to a postponed launch of the relevant tool, it was not possible to measure the target for indicator 7 – percentage of responsible chiefs perceived by reporting staff as creating an environment that values diversity including sensitivity to gender.

Figure 2. Substance-related indicators



5. There are seven substance-related indicators, of which three targets have already been met, namely indicators 9 – percentage of programme and budget outcome strategies that include action-oriented gender-mainstreaming components; 14 – percentage of ILO/donor partnership agreements that mainstream gender in both policy orientation and operational aspects; and 15 – percentage of ILO technical cooperation projects/programmes that are classified in the Integrated Resource Information System (IRIS) with Gender Marker One or Two (being the classifier for gender-responsive). Targets for the others have not yet been met and are generally falling short by around 10 per cent. These are: 11 – percentage of recommendations of participatory gender audit reports for audited ILO headquarters units and field offices that are implemented; 12 – percentage of Decent Work Country Programmes (DWCPs) that contain indicators of which at least 35 per cent are gender-inclusive; and 13 – percentage of research texts that are submitted to the Research and Publications Committee and fulfil all the requirements of a “comprehensive checklist for mainstreaming gender issues into research and publications”. Information was not yet available to measure indicator 10 – percentage of programme and budget outcomes that are reported with one or more actionable lessons learned on mainstreaming gender.

Figure 3. Structural arrangements indicators



6. Of the three structure-related indicators, targets for two have been met, namely 16 – number of headquarters units and field offices without gender focal points, and 18 – percentage of approved terms of reference for evaluations of independent strategies, DWCPs and projects that include an assessment of gender dimensions. The target has not yet been met for 17 – percentage of male focal points among headquarters units and field offices.

Interface with 2009 ILC resolution (table 2 of the Action Plan)

7. The following, which includes an indicative list of outcomes, provides examples of the wide-ranging activities that are ongoing at this midway point in the Strategic Policy Framework 2010–15.

Employment

8. The ILO's *Global employment trends for women 2012* revealed that the global economic crisis raised the gender gap in unemployment from a constant rate of 0.5 percentage points between 2002–07 (in 2007, female unemployment globally was 5.8 per cent as compared to 5.3 per cent for males) to 0.7 points in 2012. Successful measures to address gender gaps in the labour market include: improving infrastructure to reduce housework burdens; providing care services; encouraging the parenting role of fathers; and compensating for career breaks.
9. Under the Gender Equality and Women's Empowerment in the Occupied Palestinian Territory programme, the Union of Cooperative Associations for Saving and Credit, after having benefited from an intensive training-of-trainers workshop (March 2010), conducted a wide-ranging training needs assessment. This led to a series of capacity-building activities to improve business development and management skills in 40 Palestinian women's cooperatives.

10. In Sri Lanka, 36 microenterprises were set up by women heads of household with support from the Local Empowerment through Economic Development project. Another project provided grants to a fishing cooperative to provide a crèche for workers' children in a factory, thus demonstrating practical measures for balancing work and family responsibilities.
11. In Guatemala, with the support of the ILO Microinsurance Innovation Facility, a microinsurance health product was developed in partnership with the local rural development bank. The product is linked to a savings account designed for women and includes preventive and primary care coverage. Over 2,000 policies were sold during a pilot phase and in 2012 some 7,000 policies were sold by 500 bank branches. These numbers tell one part of the success story; the qualitative impact is underlined by the gender-sensitive design of the products.
12. The Government of Punjab in Pakistan published a *Women Empowerment Package, 2012*, as one output of Spain's Millennium Development Goal (MDG)-funded programme implemented by the ILO. The package includes information about policy, legislation, institutions or programmes on home-based workers, workplace childcare facilities, women's entrepreneurship, sexual harassment, women workers' residential facilities, equal pay for work of equal value, and career counselling services. Following assessments in 2011, this tool is being used by provincial labour departments as they work to introduce institutional mechanisms for promoting gender equality.
13. The needs expressed by constituents concerning practical tools, guides and training kits have resulted in, among others, the following publications: *Women in labour markets: Measuring progress and identifying challenges*; *Guidelines on gender in employment policies: Information resource book*; *Global economic crisis, gender and employment: The impact and policy response*; *Upgrading informal apprenticeship – A resource guide for Africa*; and *Gender mainstreaming in the public employment service in Ukraine: Trainer's guide*.

Social protection

14. Efforts have been reinforced to promote gender responsiveness in HIV initiatives. An internal plan is being used to track gender-responsive implementation of the ILO/AIDS revised strategy 2012–15. Gender mainstreaming comprised part of the International Training Centre of the ILO (Turin Centre) course in 2012 on HIV and social protection. A *Guide to mainstreaming gender in workplace responses to HIV and AIDS*, which highlights gender-related dimensions of the HIV and AIDS Recommendation, 2010 (No. 200), was published in 2011. The Ukrainian National Tripartite Cooperation Strategy on HIV/AIDS in the World of Work for 2012 reflects some findings of a major ILO-supported gender analysis. In Senegal, gender-related issues were integrated, with ILO technical support, into the *Politique nationale de lutte contre le VIH et le SIDA en milieu de travail* which includes informal workers and was adopted by the *Comité national de lutte contre le VIH et le SIDA*.
15. A detailed paper on protecting migrant domestic workers and enhancing their development potential was prepared by the ILO and UN Women, at the request of the Philippines and Turkish Governments, for the 2012 Global Forum on Migration and Development.⁹ At the Forum, the ILO, the International Organization for Migration (IOM) and UN Women held a well-attended side event on migrant domestic workers' protection.

⁹ GB.316/POL/1, para. 8.

16. A project entitled “Promoting the Integration of Migrant Domestic Workers in Europe”, launched in 2011, is contributing to: the awareness of European social partners about instruments to guarantee domestic workers’ rights; building knowledge on migration for domestic work in the EU; and enhancing the relevant capacities of stakeholders. The strengthening of domestic workers’ organizations in Uruguay, the first country to ratify the Domestic Workers Convention, 2011 (No. 189), included training workshops in 2012 for leaders of the *Sindicato Único de Trabajadoras Domésticas*. In 2010, *Moving towards decent work for domestic workers: An overview of the ILO’s work* was published and, in 2012, *Decent work for domestic workers in Asia and the Pacific: Manual for trainers* was published.
17. Work on wage policies is mainstreaming gender by collecting sex-disaggregated data where possible, focusing on the disproportionate share of women among low-paid workers, and integrating equal pay issues in technical assistance and capacity building. One example is the *Global Wage Report*,¹⁰ which promotes discussion on reducing gender pay gaps as an explicit concern of wage policies. Turin Centre training programmes have included modules on gender pay gaps and on the principle of equal pay for work of equal value, for which an introductory guide was published in 2012.
18. The revised *SOLVE: Integrating health promotion into workplace OSH policies – Trainer’s guide* incorporates a gender perspective. Designed for managers, trade unions, employers’ associations, occupational health and safety (OSH) professionals and practitioners, it targets violence against women and men at work as one component of health promotion measures that contribute to more decent work. A 2011 study on gender-based violence in West Bank and Gaza workplaces provides preliminary data for decision-makers to formulate policy. Conducted by the Palestinian Central Bureau of Statistics, the Institute of Women’s Studies, Birzeit University, and the ILO, it is the first such study of its kind in the Occupied Palestinian Territory.¹¹
19. “Workers in the care economy” was the theme of a December 2010 special issue of the *International Labour Review*. In 2012, *Fighting inequality from the basics – The social protection floor and gender equality* was published by the ILO, UN Women and the United Nations Development Programme (UNDP).

Social dialogue

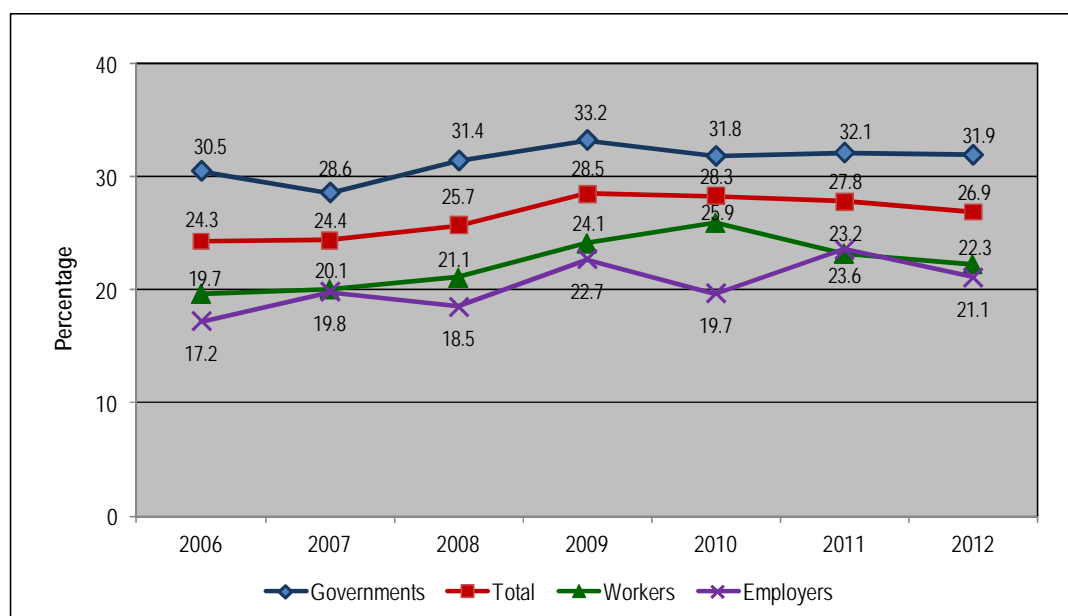
20. A wide-ranging comparative research project has produced studies on the relationship between gender equality and social dialogue in order to show how these are mutually beneficial and should be promoted together, along the lines advocated in the 2009 ILC resolution. Studies were published in 2010 on India, South Africa and Ukraine, and in 2011 on Australia, Fiji, New Zealand, and the European Union. An annotated bibliography on gender equality and social dialogue was published in 2012.
21. Professional upgrading on implementing the key ILO gender equality Conventions was the aim of a Turin Centre course in 2012, in which 26 women and men judges from courts in Botswana, Malawi, Nigeria, South Africa and Zambia participated. The training, based on constituents’ demands, responded to the 2009 ILC resolution.

¹⁰ ILO: *Global Wage Report 2012/13: Wages and equitable growth* (Geneva, 2013).

¹¹ ILO: *Report of the Director-General, Appendix, The situation of workers of the occupied Arab territories*, ILC, 101st Session, 2012, Geneva, para. 124.

22. Constituents' demands for increased capacity for social dialogue were met by innovative Turin Centre courses, including a workshop in Peru in 2010 on building capacity and exchanging experiences of tripartite commissions for equality of opportunity and treatment in Latin America and the Caribbean.
23. At the 101st Session of the ILC in 2012, only 26.9 per cent of accredited delegates, substitute delegates and advisers were women (figure 4). The Credentials Committee noted with deep concern this decrease, compared to previous years, and deeply regretted that the Conference again had not achieved the UN's 1990 target of at least 30 per cent women in such decision- and policy-making bodies. The Governing Body follow-up was widely debated at the November 2012 session.¹²

Figure 4. Women participants (delegates, substitute delegates and advisers) at the ILC by group (2006–12)



Source: ILO: *Gender Balance in the International Labour Conference – Statistics on the representation of women and men in the ILC 2006–2012*, Bureau for Gender Equality (Geneva, 2012).

Principles and rights at work

24. Wide-ranging examples of the national application of the Equal Remuneration Convention, 1951 (No. 100), and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), regarding which the Committee of Experts on the Application of Conventions and Recommendations (CEACR) has expressed satisfaction or interest, include: Costa Rica's Act No. 8805, which came into force in 2010 and amends Act No. 7478 against sexual harassment in employment and teaching; Georgia's 2010 Law on gender equality; Kenya's promulgation in 2010 of a new Constitution and its creation of a National Human Rights and Equality Commission; Lithuania's third National Programme on Equal Opportunities for Women and Men (2010–14); and Saudi Arabia's 2010 Ministerial Order No. 2370/1, which provides that "any discrimination in wages shall be prohibited between male and female workers for work of equal value".

¹² GB.316/LILS/1, paras 1 and 13.

25. Completed research into rights-related technical areas, in line with the 2009 ILC resolution, included: *Gender-based violence in the world of work: Overview and selected annotated bibliography*; *Indigenous women workers*; *Good practices and challenges on the Maternity Protection Convention, 2000 (No. 183) and the Workers with Family Responsibilities Convention, 1981 (No. 156): A comparative study*; and a training package and guide were produced on *Equality and non-discrimination at work in East and South-East Asia*.
26. In Jordan, a tripartite-plus National Steering Committee on Pay Equity was launched in 2011 to lead implementation of a National Action Plan for Pay Equity. The Committee is co-chaired by the Ministry of Labour and the National Commission for Women. A Media and Advocacy Sub-Committee was recently launched, and a communications strategy was drafted. Research in Jordan – part of a wider initiative to build constituents’ capacity to align national legislation with the Equal Remuneration Convention, 1951 (No. 100) – contributed to the publication of the *Policy brief on pay equity in Jordan*, with work under way on research on gender pay gaps in the private education sector.
27. In the Dominican Republic, the Ministry of Labour, Ministry for Women and Women’s Action Research Centre launched an active media-rich campaign in 2012 to ratify the Workers with Family Responsibilities Convention, 1981 (No. 156); monitoring shows that ratification prospects have improved. Maternity protection and support for workers with family responsibilities are emphasized in the ILO/Finland project entitled “From the Crisis towards Decent and Safe Jobs”. Studies on the two themes were prepared in Kazakhstan, Kyrgyzstan and Tajikistan. In Kazakhstan, consultations and national tripartite discussion helped facilitate ratification in 2012 of the Maternity Protection Convention, 2000 (No. 183). In Tajikistan in 2011, the ILO and UNDP held a Central Asian subregional seminar on maternity protection. The ILO–UNDP 2011 publication *Maternity protection in the context of work–life reconciliation for men and women – Comparative analysis of three European countries’ maternity protection systems* answered constituents’ calls for “how to” guides.

Partnerships

28. Ministers, UN delegation heads and staff shared successful policies and practices to promote decent work and women’s economic empowerment at a ministerial round table held by the ILO and UN Women during the July 2012 session of ECOSOC. The event contributed to the ECOSOC debate, leading to a Ministerial Declaration on “Promoting productive capacity, employment and decent work to eradicate poverty in the context of inclusive, sustainable and equitable economic growth at all levels for achieving the Millennium Development Goals”.
29. Participatory gender audit facilitator training was held in 2012 in Beijing with the support of the United Nations Population Fund (UNFPA) and UN Women, the latter of which also funded training for staff and ILO constituents in the Republic of Moldova and Georgia. A training programme for employers’ organizations was held in southern Africa, and a partnership with the International Trade Union Confederation (ITUC) resulted in three training programmes in Africa and one in the Americas. A gender audit was conducted of the United Nations Educational, Scientific and Cultural Organization (UNESCO) headquarters in 2012.
30. At the 56th Session in 2012 of the Commission on the Status of Women (CSW), the ILO, the Food and Agriculture Organization (FAO) and the International Fund for Agricultural Development (IFAD) held a panel on rural employment and agriculture, including cooperative successes in unleashing women’s economic potential. The 2008 ILC

conclusions on promoting rural employment for poverty reduction were used to promote policy options. Another side event co-hosted by the Norwegian Government and the ILO included highlighting the Indigenous and Tribal Peoples Convention, 1989 (No. 169), as a framework for indigenous women's rights, and event outcomes helped influence the CSW resolution on "Indigenous women: Key actors in poverty and hunger eradication".

Technical cooperation

31. The Sweden/ILO Partnership Programme is promoting gender-responsive youth employment in El Salvador and Zambia, freedom of association in El Salvador and the Philippines, domestic workers' rights and enhanced maternity protection in the Philippines and Zambia, and building the relevant capacity of the Trade Union Congress of the Philippines, and of the Zambian Federation of Employers. The Norway/ILO Partnership Programme is promoting gender-responsive freedom of association in Indonesia, Jordan and South Africa; building labour inspectorate capacity in Indonesia, South Africa and the Arab States; and building the capacity of the social partners in Cambodia and Nepal.

Lessons learned

32. Addressing sex discrimination requires constant knowledge building, and sharing and honing expertise so that appropriate strategies can address the complexities of such discrimination. Knowledge building should include qualitative information and quantitative sex-disaggregated data prior to gender analysis. Continuous capacity building is crucial for constituents, implementing partners and ILO staff, as is women's more equitable participation in social dialogue. So that national policies and action plans can more meaningfully incorporate gender dimensions, many potential partners should be consulted: women's committees that are part of workers' and employers' organizations; ministries for gender equality; gender specialists and UN system focal points; and academia and civil society groups advocating women's rights and/or promoting men's engagement in gender equality.
33. The ILO is well placed to meet or exceed some performance indicators of the SWAP, such as on programme review, gender-responsive auditing, and monitoring and reporting. However, further adjustments will be required to more closely align some other ILO Action Plan indicators with those of the SWAP.

Draft decision

34. *The Governing Body requests the Office, in the light of discussions, to continue implementing this Action Plan in order to maximize results before an independent evaluation at the end of Phase III in 2015, and instructs the Office when drafting Phase III (linked to the programme and budget proposals for 2014–15) to align more closely the current ILO indicators on staffing, structure and substance with the six areas of the SWAP.*