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### ELEVENTH ITEM ON THE AGENDA

## Results of the independent evaluation of the ILO Action Plan for Gender Equality 2010–15 and outline of the ILO Action Plan 2016–17

#### Purpose of the document

This paper summarizes the result of the final independent evaluation report on the ILO Action Plan for Gender Equality 2010–15, highlighting findings and recommendations. It sets out the broad lines of the Office's proposals for the design of the Action Plan 2016–17 taking into account the findings of the evaluation.

The Governing Body is invited to advise on the finalization and implementation of the ILO Action Plan for Gender Equality 2016–17, including regarding reporting, and to request the Director-General to take into consideration its guidance in pursuing the ILO's mandate to promote gender equality in the implementation of the programme and budget, in preparing the next strategic framework and future programme and budget proposals, and in facilitating extra-budgetary resources (see draft decision in paragraph 32).

**Relevant strategic objective:** All.

**Policy implications:** Strengthen ILO capacity to promote gender equality for inclusive and sustainable development.

**Legal implications:** None.

**Financial implications:** None.

**Follow-up action required:** See the draft decision.

**Author unit:** Gender, Equality and Diversity Branch, Conditions of Work and Equality Department (GED/WORKQUALITY).

**Related documents:** GB.307/16/1, GB.312/INS/12, GB.313/INS/INF/1, GB.316/LILS/1, GB.317/INS/12/3.



## I. Introduction

1. Promoting gender equality is at the heart of the ILO's mandate. The adoption of the 2030 Agenda for Sustainable Development, reaffirming a universal consensus on the centrality of gender equality and its contribution to achieving all the Sustainable Development Goals, has reinforced the importance of the ILO's mandate to achieve gender equality.
2. The ILO Policy on Gender Equality and Mainstreaming (the Gender Equality Policy) calls for the ILO to take a leading role in international efforts to promote and realize gender equality, including through mutually reinforcing action regarding staffing, substance and structure.<sup>1</sup> Successive action plans to operationalize the policy have been adopted. The ILO Action Plan for Gender Equality 2010–15, aligned with the Strategic Policy Framework, was divided into three phases, coinciding with the ILO programme and budget cycles. It addresses the enabling institutional mechanisms and gender-related programmatic outcomes.
3. The Action Plan 2010–15 foresaw a mid-term stocktaking report and a final report.<sup>2</sup> Progress on gender-related programmatic outcomes was summarized in the biennial programme implementation reports. Having discussed the stocktaking report in 2013,<sup>3</sup> the Governing Body requested the Office to continue to implement the Action Plan in order to maximize results before an independent evaluation at the end of Phase III. It further instructed the Office when drafting Phase III to align the ILO indicators more closely with those of the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women (UN SWAP).<sup>4</sup>

## II. Final independent evaluation

4. The evaluation highlights progress, gaps and setbacks in the implementation of the Action Plan. It also provides guidance for internal management learning and decision-making, and is intended as a major reference document for drafting the next action plan. It assessed the relevance, validity of design, efficiency, effectiveness of management arrangements, and impact and sustainability of the Action Plan 2010–15. It drew on: an extensive review of documents related to performance and progress in gender mainstreaming; interviews with field and headquarters staff (G, P and D), constituents and consultants; and a random survey of ILO Professional staff.

### A. General findings

5. The Action Plan was found to be aligned fully with the Strategic Policy Framework 2010–15. It operationalized the gender equality policy, called for gender-responsive delivery of the Decent Work Agenda, and linked to the International Labour Conference 2009 resolution on gender equality at the heart of decent work, as well as to the

<sup>1</sup> Director-General's Circular No. 564, 17 Dec. 1999.

<sup>2</sup> The outline of the proposed Action Plan was set out in GB.307/16/1. See also GB.313/INS/INF/1.

<sup>3</sup> GB.317/INS/12/3.

<sup>4</sup> GB.317/PV.

programme and budget outcome statements on “gender equality and non-discrimination”. All indicators were broadly aligned with the UN SWAP (see Part III, section B below).

6. It was stressed that measuring results in the Action Plan is only one component of gauging progress on gender equality, and must be accompanied by other processes, particularly to change attitudes and build capacity. These include: consideration of embodying a renewed vision on gender equality in the form of a new or updated policy statement; a focus on UN SWAP knowledge generation and communication indicators; and ongoing training of ILO staff on what gender equality in the world of work means practically in terms of their day-to-day work.

## **B. Enabling institutional mechanisms**

7. The Action Plan includes 18 indicators related to enabling institutional mechanisms, which are divided into staffing-related indicators (eight); substance indicators (seven); and structure indicators (three).

### **Staffing**

8. Overall progress was found to have been achieved, though more could be done with respect to some of the indicators. The targets set out in Action Plan Phase III in 2014–15 were met or exceeded for five of the staffing-related indicators (see table 1).<sup>5</sup>
9. Regarding the indicator on gender parity, while in 2015 women held almost 45 per cent of Professional and higher category positions, they made up 35 per cent of those at P5 level and above (2010 baseline: 43 and 34 per cent, respectively). Since 2010, there has been no major progress, and, in the 12 months preceding the evaluation, a noticeable trend has been an increase in male staff at P4 and P5 levels.
10. Results were not available for the target concerning indicator 7 on the percentage of responsible chiefs perceived by reporting staff as creating an environment that values diversity, including sensitivity to gender. The evaluation considered this to be one of the most important indicators. Ensuring that managers address gender equality issues requires a stronger focus, given that the implementation of related measures depends on them. The ILO must ensure that the assessment of gender equality is integrated into the core values and competencies of all staff, especially at P4 level and above. Training of field and headquarters staff is critical, as is the strengthening of accountability systems for both management and staff, including through the inclusion of objectives and results related to gender mainstreaming in personnel workplans and appraisals. Reward and sanction systems related to staff performance on gender equality were raised for consideration.

### **Substance**

11. Progress was noted on indicator 9, as 100 per cent of programme and budget outcome strategy texts were required to include a section entitled “gender equality and non-discrimination”. The programme implementation report was not finalized in time to measure results for indicator 10 – the percentage of programme and budget outcomes that are reported with gender-specific results. A number of the indicators concerning substance were not met (see table 1).

<sup>5</sup> The results of these indicators have been updated by the Gender, Equality and Diversity Branch. Phase III can be found at [http://www.ilo.org/gender/Informationresources/WCMS\\_351305/lang-en/index.htm](http://www.ilo.org/gender/Informationresources/WCMS_351305/lang-en/index.htm).

12. The recent development of a marker for the cross-cutting policy driver on gender equality and non-discrimination could help ensure that gender equality is better reflected in programme and budget results. However, it was stressed that there needs to be a system in place for training and reporting on the implementation of the results. With respect to gender equality in Decent Work Country Programmes (DWCPs) and technical cooperation proposals, it was found that the appraisal stage was too late to incorporate gender equality. This was illustrated by the poor results for technical cooperation projects, since the gaps in reaching the target had actually worsened since the beginning of the Action Plan, despite the existence of a gender marker. This result was described in the evaluation as “alarming”. Gender sensitivity in technical cooperation needs to improve so that it becomes a major vector of development cooperation effectiveness.

## Structure

13. The target was met only for indicator 16, as all headquarters’ units and field offices had a gender focal point (see table 1). The evaluation noted, however, that with more human and financial resources, much could be done in the context of the Gender Network. While the indicator relating to evaluations of independent strategies, DWCPs and projects that include an assessment of gender dimensions was not met, the evaluation found that the evaluation processes and guidance are an emerging good practice.

**Table 1. Results achieved in respect of the ILO Action Plan for Gender Equality 2010–15 indicators**

	Targets 2014–15	Results
<b>STAFFING</b>		
<b>Indicator 1</b> % of Professional and higher category positions held by women	2010–15: Achieve gender parity	Met: 45% women in Professional category and above Not met: 35% women from P5 grade and above
<b>Indicator 2</b> % of sections of management and leadership development workshop materials that incorporate gender	Not applicable	30% achieved
<b>Indicator 3</b> % of women participants in management and leadership development workshops	49%	52%
<b>Indicator 4</b> No. of opportunities for training offered to General Service staff	12	32
<b>Indicator 5</b> No. of gender-sensitive and/or family-friendly measures that exist	One additional	Collective agreement on maternity protection signed
<b>Indicator 6</b> % of job description vacancies that refer to gender-related skills and/or gender sensitivity	60%	35% for skills 97% for gender sensitivity
<b>Indicator 7</b> % of responsible chiefs perceived by reporting staff as creating an environment that values diversity including sensitivity to gender	Not applicable	Results not available
<b>Indicator 8</b> No. of initiatives taken to strengthen or enforce the conflict prevention and resolution collective agreement, including on sexual harassment	Two	Not met: one achieved

	Targets 2014–15	Results
<b>SUBSTANCE</b>		
<b>Indicator 9</b> % of P&B outcome strategies that include action-oriented gender mainstreaming components	100%	100%
<b>Indicator 10</b> % of P&B outcomes that are reported with one or more actionable lessons learned on mainstreaming gender	100%	Results not available
<b>Indicator 11</b> % of recommendations of participatory gender audit reports for audited ILO Headquarters units and field offices that are implemented	50%	Not met
<b>Indicator 12</b> % of DWCPs that contain indicators of which at least 35% are gender-inclusive	100%	Not met: 50% achieved
<b>Indicator 13</b> Research Department 's terms of reference, and outlines of key ILO flagship reports integrate sex-disaggregated data and analysis	<i>All four key ILO flagship reports: Global Employment Trends, World of Work; Jobs and Development; and World Employment and Social Outlook</i>	Not met
<b>Indicator 14</b> % of ILO/donor partnership agreements that mainstream gender in both policy orientation and operational aspects	80%	Not met: 67% achieved
<b>Indicator 15</b> % of ILO technical cooperation projects/programmes that are classified in IRIS with Gender Marker 1 or 2 (gender missing or weak)	15%	Not met: 73% missing or weak on gender
<b>STRUCTURE</b>		
<b>Indicator 16</b> No. of Headquarters units and field offices without gender focal points	None	Met (all Headquarters units and field offices have a gender focal point)
<b>Indicator 17</b> % of male focal points among HQ units and field offices	45%	Not met: Headquarters – 37%; field – 12%
<b>Indicator 18</b> % of approved terms of reference for evaluations of independent strategies, DWCPs and projects that include an assessment of gender dimensions	100%	Not met: 49% achieved

### C. Gender-related programmatic outcomes

- 14.** The evaluation examined gender equality results areas in the ILO strategic objectives of the three corresponding programme and budgets. While short texts on gender equality and non-discrimination were to be included in each strategy text of the 19 outcomes under the Programme and Budget for 2014–15, it was found to be difficult to track whether these strategies were implemented, as most were general in nature, and lacked a focus on results. No strategy specifically allocated resources for gender equality. Substantively, more emphasis is required on policy dialogue to promote gender equality. The use of a simple gender analysis framework across the ILO is recommended.
- 15.** Reporting on gender-related programmatic outcomes was to be captured in the programme implementation reports; however, as these reports have been condensed over the years, it

was found that the ILO may be under-reporting on gender-related achievements. It was found that the ILO is leading globally on policy advice in a range of areas, including maternity protection, equal pay, domestic workers, gender wage gaps, women's entrepreneurship, and women in business and management. Funding from Norway and Sweden has been instrumental in the mainstreaming of gender across a range of outcomes.

16. The evaluation noted that the Women at Work Centenary Initiative should provide a good focus for, and greater visibility to, the ILO's work on gender equality in the coming years, with its global component, as well as the thematic areas, including access to work, equal pay/low pay, care work, and violence, which cut across many of the policy outcomes. However, while the Programme and Budget for 2016–17 refers to this initiative, there is no specific outcome on gender equality and non-discrimination. There is a further need to clarify the role of the cross-cutting policy driver and how resources will be allocated to ensure gender equality actually drives policy.
17. Operationally, gender equality concerns must be ingrained in the coordination around the ten outcomes. The evaluation also states that it would be important that a representative of the Gender, Equality and Diversity Branch (GED) or a gender coordinator is represented in all the outcome teams that are responsible for preparing the corresponding workplans. Gender budgeting was also encouraged.

#### D. Management arrangements

18. Although the roles and responsibilities are laid out clearly in the Action Plan 2014–15, not all concerned “primary responsibility units” monitor and measure progress towards the relevant indicators. The current arrangements were deemed neither effective nor sustainable, as follow-up and monitoring is largely left to GED colleagues. It was stressed that accountability must be addressed in further ILO work on gender equality. High-level statements from ILO management could act as a catalyst, and GED could further assist other colleagues, although the evaluation points out that this may require more resources. The Director-General's pledge as a Geneva Gender Equality Champion<sup>6</sup> was highlighted, and that this visible role in championing gender could be taken on by the full leadership team.

#### E. Constituents

19. The ILO efforts being made to increase the representation of women in International Labour Conference delegations are having some effect.<sup>7</sup> Supporting constituents in addressing equality concerns was noted as an important step towards achieving gender equality on the ground. For long-term impact, more focus on constituents is required, particularly providing support to ensure gender equality issues are included in policy agendas. ILO managers in the field and at headquarters need to articulate equality concerns with constituents, including setting out the consequences of not addressing equality issues.

<sup>6</sup> The Geneva Gender Champions initiative was launched in September 2015. It is a network of decision-makers in Geneva which lead by example and through actions to change organizational culture and programming. See <http://genevagenderchampions.net/guy-ryder/>.

<sup>7</sup> At the 104th Session of the ILC—in June 2015, there was a slight increase to 30 per cent in the overall proportion of female accredited delegates; see ILO: *Provisional Record* No. 5B, International Labour Conference, 104th Session, Geneva June 2015, para.15.

### III. Elements for an ILO Action Plan for Gender Equality 2016–17

#### A. Introductory text

20. The introductory text should highlight the relevance of the ILO's work on gender equality in the light of the ILO Constitution, the ILO Declaration on Fundamental Principles and Rights at Work (1998), the ILO Declaration on Social Justice for a Fair Globalization (2008), and relevant international labour standards. As management support was described in the evaluation as "the lynchpin" for facilitating results, high-level statements and commitments could also form part of the introductory text.

21. The evaluation further noted that decent work, gender equality and non-discrimination feature prominently in the new 2030 Agenda for Sustainable Development. Reaching the ambitious goals of this Agenda will require a specific focus on gender equality in the world of work. Looking forward, linking to the Sustainable Development Goals will therefore be essential for advocacy and impact.

#### B. Alignment with the UN SWAP

22. The objective of the UN SWAP is the implementation of the UN system-wide policy on gender equality and the empowerment of women, which was endorsed by the UN Chief Executives Board for Coordination (CEB).<sup>8</sup> The UN SWAP has been implemented since 2012. It covers six policy areas with 15 common system-wide performance indicators. The policy areas are:

- *accountability*: strengthening accountability for gender equality results among staff at all levels in order to close implementation gaps, both in policy areas and in the field;
- *results*: enhancing results-based management for gender equality;
- *oversight*: establishing oversight through monitoring, evaluation and reporting, including collecting sex – disaggregated data;
- *human and financial resources*: allocating sufficient human and financial resources, including better utilization of current resources, joint programming, allocation of additional resources where required, alignment of resources with expected outcomes, and tracking the utilization of resources;
- *capacity*: developing or strengthening staff capacity and competency in gender mainstreaming; and
- *coherence, knowledge and information management*: ensuring coherence/coordination and knowledge/information management at the global, regional and national levels.

23. The CEB has set 2017 as the deadline for the realization of all the requirements of the UN SWAP; therefore, the new ILO Action Plan would align with the programme and budget cycle and with the final stage of the current UN SWAP.

<sup>8</sup> CEB/2006/2.



24. The UN SWAP indicators and measurement criteria would be used as the core performance indicators of the new Action Plan. In addition, the most relevant indicators and measurement criteria of the Action Plan 2010–15 would be retained. These include: gender-inclusive indicators in DWCPs, the gender marker for development cooperation, and the percentage of responsible chiefs perceived by reporting staff as creating an environment that values diversity. With a view to ensuring the ILO’s leading role on gender equality, targets would be set so as to meet and then exceed UN SWAP requirements.

### **C. Accountability and reporting**

25. The gender equality policy provides that the implementation of the policy requires “unfailing commitment, participation and contribution of each staff member”, and places responsibility and accountability for success on senior managers, regional directors and programme managers. The role of the ILO gender specialists and focal points is described as that of catalysts. The new Action Plan would maintain responsibility and reinforce accountability modalities as set out in the policy. GED would continue to have a coordinating role.
26. At present, the relevant departments (“primary responsibility units”) provide the figures concerning different indicators to GED, which compiles and submits them to the United Nations. It is proposed that responsibility for online reporting under the UN SWAP, under specific indicators, be progressively entrusted to the relevant primary responsible unit.
27. The targets and measurement criteria for each indicator are being determined through a consultative and participatory process. In view of the UN SWAP’s strong focus on accountability and organizational culture, a specific senior-level mechanism to ensure accountability and demonstrated leadership by senior management could be envisaged, as foreseen in the UN SWAP.
28. The ILO gender equality policy provides that the Governing Body and constituents are to be kept fully informed of progress made in implementing the policy. Results of the UN SWAP are set out in the report of the Secretary-General to the UN Economic and Social Council (ECOSOC). The CEB has also requested biennial reporting to its high-level committees. The evaluation found that reporting could be streamlined, as separate ILO reporting has been undertaken on the Action Plan and on the UN SWAP.
29. While reporting on the UN SWAP would be the main vehicle for monitoring progress under the Action Plan 2016–17, the Governing Body may want to review implementation at the end of 2017, since this will also coincide with the end of the implementation period for the current UN SWAP. The Governing Body may also wish at that time to provide orientation for future action plans.

### **D. Format and visibility**

30. The evaluation stressed that ILO staff need to be reminded that gender equality is part of the ILO’s social justice mandate, and the Action Plan is relevant for such a reminder, provided staff know about it. A shorter version of the Action Plan was recommended, as the simplicity of the gender equality policy may be lost with the detailed tables and links to

the 2009 International Labour Conference resolution. The simpler layout of the Disability Inclusion Strategy and Action Plan 2014–17<sup>9</sup> was referenced in this context.

- 31.** A communications strategy could be developed to make the Action Plan more visible and highlight the relevance to all staff. Outcome coordinators, in collaboration with GED, could develop one-page briefs on how gender equality and non-discrimination drive each of the ten policy outcomes under the programme and budget. These briefs would complement a Sustainable Development Goal brief on gender equality and non-discrimination currently being developed by the Office.

### **Draft decision**

**32. *The Governing Body:***

- (a) requests the Director-General to finalize and implement the ILO Action Plan for Gender Equality 2016–17, in the light of the recommendations of the evaluation of the ILO Action Plan for Gender Equality 2010–15, and taking into account its guidance;*
- (b) decides to examine the implementation results of the ILO Action Plan for Gender Equality 2016–17 at a future session of the Governing Body, and to provide guidance on the orientation of future action plans; and*
- (c) requests the Director-General to take into consideration its guidance in pursuing the ILO’s mandate to promote gender equality in the implementation of the Programme and Budget for 2016–17, in preparing the next strategic framework and future programme and budget proposals, and in facilitating extra-budgetary resources.*

<sup>9</sup> [http://www.ilo.org/skills/pubs/WCMS\\_370772/lang--en/index.htm](http://www.ilo.org/skills/pubs/WCMS_370772/lang--en/index.htm).