



## Governing Body

310th Session, Geneva, March 2011

GB.310/17/3

# FOR INFORMATION

SEVENTEENTH ITEM ON THE AGENDA

## Report of the Director-General

### Third Supplementary Report: An update on the Participatory Gender Audits<sup>1</sup> and future prospects

#### Overview

##### Issues covered

This paper presents the Participatory Gender Audit (PGA) and its development over the last ten years as a tool for assessing progress towards gender equality. It reports on both the internal and external results achieved and lists the countries where constituents and partners have undertaken PGAs and related training. It also highlights the recognition of the PGA by the UN system as an acknowledged methodology for gender mainstreaming at the operational level. The paper points out that further adaptations and innovative use of the PGA, including new ways of financing and expanding international interest, are being explored.

##### Policy implications

ILO policy and strategy on gender mainstreaming is reflected in the International Labour Conference conclusions concerning gender equality at the heart of decent work, 2009, which instructed the ILO to use the PGA as a tool for assessing progress towards gender equality. Progress on giving effect to the conclusions is to be reported to the Governing Body.

##### Financial implications

None.

##### Action required

The Governing Body is invited to take note of the information contained in this paper.

##### References to other Governing Body documents and ILO instruments

GB.286/ESP/6, GB.304/14/2, GB.292/TC/1, GB.307/4(Rev.).

Resolution concerning gender equality at the heart of decent work, 2009.

<sup>1</sup> The last paper specifically on the Participatory Gender Audits was discussed by the Governing Body at its 286th Session in March 2003 (GB.286/ESP/6); see also GB.304/14/2, paras 10 and 22.



1. Since the announcement in 1999 of the ILO policy on equality between women and men,<sup>2</sup> the Organization has undergone a significant transformation regarding gender mainstreaming. Its commitment to assist constituents and ILO officials in addressing the gender dimensions of their work is well under way. Central to this effort is the Participatory Gender Audit (PGA) – a unique tool for evaluating and monitoring the achievement of gender equality in the Organization and in the world of work more generally. The 2009 International Labour Conference conclusions on gender equality instructed the ILO to use the PGA as a tool for assessing progress towards gender equality and stated that progress on the conclusions should be reported to the Governing Body.<sup>3</sup>
2. The PGA is based on an interactive methodology to promote learning at individual, work unit and organizational levels on how to mainstream gender practically and effectively. It analyses whether internal policies, practices and related support systems for gender mainstreaming are effective and reinforce each other, by establishing a baseline of a unit's performance on gender mainstreaming. The PGA identifies good practices that can be reinforced and replicated, specifies areas for improvement, and offers recommendations on how to increase effectiveness in addressing gender issues. It helps to build organizational ownership for gender equality initiatives and encourages a culture of learning. As a qualitative self-assessment process, the PGA is carried out voluntarily at the request of those entities that wish to develop a sound process and a valid accountability mechanism to help them understand whether the results of their work have different impacts on women and men. The main output of an audit – a report with recommendations for improving gender mainstreaming – includes recommended actions. This is crucial, as follow-up on recommendations is where ownership by the audited entity is demonstrated.<sup>4</sup>

## Extending the PGA to ILO constituents and UN agencies

3. In the first series of gender audits (2001–02), the focus was on auditing ILO units and offices in order to increase gender awareness and build capacity among staff, especially in planning and delivering ILO projects and programmes.<sup>5</sup> These audits of course continue.
4. In the second series (2003–05), the PGA was extended into a widely used national-level tool among ILO constituents in Decent Work Country Programmes (DWCPs). It was also adopted by United Nations Country Teams (UNCTs) and UN agencies at country level to assist in designing United Nations Development Assistance Frameworks (UNDAFs). It was also adapted to enhance its relevance for the social partners and used by the Secretariat of the International Trade Union Confederation (ITUC), and by government and employers' and workers' organizations in Sri Lanka; and gender audits were conducted in

<sup>2</sup> ILO: *Gender equality and mainstreaming in the International Labour Office*, Director-General's Announcement, Circular No. 564, Series 1, 17 December 1999.

<sup>3</sup> ILO: Resolution concerning gender equality at the heart of decent work, International Labour Conference, 98th Session, Geneva, 2009, paras 52(f) and 58.

<sup>4</sup> The full methodology is described in ILO: *A manual for gender audit facilitators: The ILO participatory gender audit methodology* (2007), available in English, French, Spanish, Russian, Arabic, Portuguese, Bahasa Indonesia and Khmer.

<sup>5</sup> To date, a total of 34 units and offices at headquarters and in the regions and a large number of constituents and UNCTs have undertaken PGAs (see Appendix I).

ten<sup>6</sup> UN agencies and partners in Zimbabwe. During this period the methodology was modified; a two-stage process developed, beginning with a training of volunteer gender audit facilitators (TOFs) from entities requesting audits, and in the second stage using this capacity in the audit itself. This method proved effective and has since been used in several countries.<sup>7</sup> An added value of ILO-run TOFs has been the multiplier effect of creating specific capacity and skills among constituents, national gender experts and UN staff. Over 200 women and men have benefited from TOFs.

5. In 2005, the ILO Governing Body made gender mainstreaming obligatory in all technical cooperation activities and recognized the PGA as a key tool.<sup>8</sup> This was reinforced in the 2006 International Labour Conference conclusions concerning technical cooperation, which state that the ILO should “actively promote the mainstreaming of gender equality in donor partnership agreements”.<sup>9</sup> Accordingly, since 2006, the PGA has been increasingly used in the context of technical cooperation to enhance gender responsiveness in the design and delivery of DWCPs. Integrating the PGA into such programmes provides a framework for incorporating the PGA recommendations in the member States’ world of work priorities.

## Impact

6. In 2008, the UN Inter-Agency Network on Women and Gender Equality (IANWGE) proposed 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 perceived as a strategic complement to the roll-out of the UNCT Performance Indicators for Gender Equality and Women’s Empowerment (known as the Scorecard).<sup>10</sup> The two mechanisms – PGAs and Scorecard – have sometimes been used in tandem, with the Scorecard providing a quantitative rating (from 0 to 5) for the entity, and the PGA permitting a more detailed qualitative assessment. The IANWGE proposal led to further training of UN staff on the PGA methodology and subsequent conducting of gender audits by several UNCTs, in particular a number of Delivering as One pilots, as well as by individual UN agencies or joint programmes or theme groups.<sup>11</sup>

<sup>6</sup> FAO, ITU, UNAIDS, UNDP/UNIASU, UNESCO, UNFPA, UNICEF, WFP, WHO and the World Bank.

<sup>7</sup> See Appendix II for a list of TOFs.

<sup>8</sup> GB.292/TC/1, paras 46 and 50(a). In particular, para. 46 states: “... the participatory gender audits of ILO programmes, field offices and constituent organizations have been important means to assist staff, constituents and partners to understand the ‘why’ and ‘how to’ of gender mainstreaming in technical cooperation.”

<sup>9</sup> ILO: Conclusions concerning technical cooperation, International Labour Conference, *Provisional Record*, No. 19, 95th Session, Geneva, 2006, para. 22.

<sup>10</sup> United Nations: *Report of the Seventh Session of the Inter-Agency Network on Women and Gender Equality*, New York, February 2008 (IANWGE/2008/REPORT), paras 21–25.

<sup>11</sup> To date, the PGA has successfully been introduced by the ILO and used by UNCTs in Albania, Cape Verde, Ethiopia, Kenya, Liberia (forthcoming), Malawi, Mozambique, Nigeria, Philippines, Rwanda, United Republic of Tanzania and Zimbabwe.

7. The Common Country Assessment/UNDAF (CCA/UNDAF) guidance package<sup>12</sup> refers to the PGA as a key tool for gender mainstreaming at the operational level. Given this recognition by the United Nations Development Group<sup>13</sup> for the use of the PGA in UNCTs, the ILO has developed a “Compendium” to the manual for conducting PGAs in the UN system.
8. In 2008, the Office commissioned a study on the impacts of the PGA which examined the continuing relevance of the methodology and tabulated the number of report recommendations that had been implemented.<sup>14</sup> Key findings showed that: gender needed to be made “visible”, “concrete” and integrated, especially in high-profile national development frameworks such as Poverty Reduction Strategy Papers (PRSPs) and global employment strategies; 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.
9. The International Training Centre of the ILO in Turin (Turin Centre) has conducted since 2007 a standard course on “Training for gender audit facilitators” (offered in English, French and Spanish), which has built the capacity of almost 100 women and men.
10. In implementing the 2009 Conference conclusions on gender equality, the ILO Action Plan for Gender Equality 2010–15 will measure the results obtained on progress toward gender equality.<sup>15</sup> To date, the Office response increasingly has been to include PGAs in technical cooperation frameworks and their budgets, as well as RBSA programming for gender results. This has proved successful in building the capacity of constituents to understand and apply gender mainstreaming. Further adaptations and innovative use of the PGA, including new ways of financing and expanding international interest, are being explored.

Geneva, 18 February 2011

*Submitted for information*

<sup>12</sup> United Nations Development Group: *UNDAF Guidance and Support Package*, January 2010.

<sup>13</sup> GB.307/4(Rev.), paras 30–31.

<sup>14</sup> See Appendix III.

<sup>15</sup> The ILO Action Plan for Gender Equality 2010–15 contains the following indicator: “% of recommendations of participatory gender audit reports for audited ILO headquarters units and field offices that are implemented”. See ILO: *ILO Action Plan for Gender Equality 2010–15* (Geneva, 2010), p. 39.



## Appendix I

### Participatory Gender Audits completed (as of November 2010)

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#### Headquarters units, Geneva

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InFocus Programme on Strengthening Social Dialogue (IFP/Dialogue), November 2001  
 ILO Programme on HIV/AIDS and the World of Work (ILO/AIDS), November 2001  
 Social Finance Unit, November 2001  
 InFocus Programme on Crisis Response and Reconstruction (IFP/CRISIS), November–December 2001  
 Cooperatives Branch (COOP), December 2001  
 InFocus Programme on Boosting Employment through Small Enterprise Development (IFP/SEED), February 2002  
 InFocus Programme on Promoting the Declaration (IFP/Declaration), February–March 2002  
 InFocus Programme on Child Labour (IPEC), November–December 2003  
 Staff Union, September–October 2004  
 Information Technology and Communications Bureau (ITCOM), September–October 2006  
 Internal Administration Bureau (INTER), October 2007  
 International Labour Standards Department (NORMES), May 2008  
 Official Relations Branch (RELOFF), September 2009  
 Sectoral Activities Department (SECTOR), April–May 2010

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#### ILO Offices in Asia and the Pacific

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ILO Office in Nepal (ILO–Kathmandu), October 2001  
 Subregional Office for East Asia (SRO–Bangkok), December 2001  
 Subregional Office for South-East Asia and the Pacific (SRO–Manila), August 2003  
 ILO Office in Sri Lanka (ILO–Colombo), July 2004  
 ILO Office in Indonesia (ILO–Jakarta), October–November 2004  
 ILO Office for China and Mongolia (ILO–Beijing), December 2006  
 ILO Office in Bangladesh (ILO–Dhaka), February–March 2009

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#### ILO Offices in Africa

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ILO Office in Dar-es-Salaam (ILO–Dar-es-Salaam), November–December 2001  
 Subregional Office for Central Africa (SRO–Yaoundé), April 2002  
 ILO Office in Pretoria (ILO–Pretoria), May 2003  
 Subregional Office for Southern Africa (SRO–Harare), October 2004  
 Subregional Office for the Sahel Region (SRO–Dakar), November–December 2005  
 ILO Office in Abuja (ILO–Abuja), February 2009  
 Subregional Office for East Africa (SRO–Addis Ababa), August 2009

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#### ILO Offices in Latin America and the Caribbean

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ILO Office in Brazil (ILO–Brasília), April 2002  
 Subregional Office for the Caribbean (SRO–Port of Spain), November–December 2003  
 ILO Decent Work Technical Support Team and Country Office for Central America (DWT–San José), October 2010

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**ILO Offices in Europe**

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Subregional Office for Central and Eastern Europe (SRO–Budapest), November 2001

Subregional Office for Eastern Europe and Central Asia (SRO–Moscow), March 2002

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**ILO Offices in Arab States**

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Regional Office for the Arab States (RO–Beirut), April 2002

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**ILO constituents and partners**

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Sri Lanka, September 2004

Zimbabwe (ten UN and partner agencies), 2004 and 2005

International Confederation of Free Trade Unions (Brussels, Belgium), 27 June–8 July 2005

Yemen, October 2007

Mozambique, August and November 2008

Education International (Brussels, Belgium), October 2008

Nigeria, February 2009

Malawi, February 2009

Kyrgyzstan, March 2009

United Republic of Tanzania (constituents and UN system), April and May 2009

Cape Verde, May 2009

Ethiopia (UN system), August 2009

Rwanda, October 2009

Occupied Palestinian Territory, January 2010

Angola, April 2010

Albania, July 2010

Public Services International, September–October 2010

Liberia (confirmed April 2011)

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## Appendix II

### List of training sessions for facilitators (TOFs) for PGA (as at November 2010)

<b>By country or territory</b>	
Angola	TOF for ILO constituents (March 2010)
Cambodia	TOF for ILO constituents (May 2010)
Cape Verde	TOF for UN representatives (May 2009)
Ethiopia	TOF for UN representatives followed by supervision of gender audits (July and August 2009)
Indonesia	2 x TOFs for ILO constituents (April 2008 and May 2009)
Kyrgyzstan	2 x TOFs for ILO constituents followed by supervision of gender audits (February 2008, August 2008 and March 2009)
Liberia	TOF for ILO constituents (scheduled end 2010)
Malawi	TOF for UN representatives (January–February 2009)
Mozambique	TOF for ILO constituents followed by supervision of gender audits (January and August 2008) and TOF for UN representatives (November 2008)
Nepal	TOF for ILO constituents (October 2009)
Nigeria	TOF for UN representatives followed by supervision of gender audits in Nigeria (October 2008 and February 2009)
Occupied Palestinian Territory	TOF for ILO constituents (October 2009)
Pakistan	2 x TOFs for ILO constituents (May 2006 and November 2007)
Philippines	TOF for ILO constituents and TOF for UN representatives (August 2007 and April 2009)
Russian Federation	TOF for ILO constituents (May 2007)
Rwanda	TOF for UN representatives (September–October 2009)
Sri Lanka	TOF for ILO constituents (July 2004 and February 2009)
Tanzania, United Republic of	TOF for ILO constituents and TOF for UN representatives in United Republic of Tanzania (November 2008 and March–April 2009)
Uganda	Joint TOF for constituents and UNCT (scheduled end 2010)
Ukraine	TOF for ILO constituents (June 2009)
Viet Nam	TOF for constituents (April–May 2010)
Yemen	TOF for ILO constituents followed by supervision of gender audits (June and October 2007)
Zambia	TOF for ILO constituents (September 2008)
<b>By region</b>	
South Asia (India, Bangladesh and Nepal)	TOF for employers' organizations (July 2008)
<b>Others</b>	
ILO staff	Three recent TOFs ILO staff (June 2008, Feb., and Oct. 2010)

## Appendix III

### ILO participatory gender audit positive outcomes

- Results-based management provides mechanisms by which gender equality can be formulated as a goal, as well as measured, monitored and reported on.
- Project documents are now systematically examined through a “gender filter”.
- Actions are taken on recommendations to create work environments that make professional and private life more balanced (e.g. introducing arrangements for flexible working time and working from home to promote family friendly workplaces).
- There is an improvement of sex balance at all levels, particularly in senior posts of audited ILO units (32 per cent in 1995 to 39 per cent in 2005).
- Resource tracking through separate budget lines is introduced, showing how to make gender budgeting applicable to ILO and constituents’ needs.
- Efforts at gender mainstreaming in technical cooperation projects are improved.
- New user-friendly tools on gender and child labour are published following audit recommendations.
- TOFs for gender audits among constituents are now systematically offered as a means of ensuring ownership of the PGA and of having skills available within the audited entity.
- Follow-up training courses on technical areas of weakness, identified during the PGA, are undertaken.