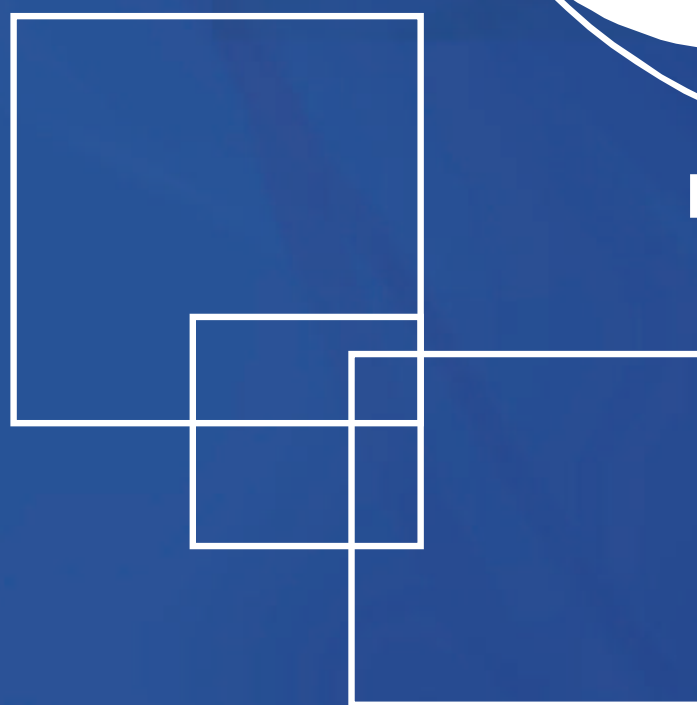




International
Labour
Office
Geneva

Social Dialogue and Poverty Reduction Strategies

A Guide to the Integration of Gender Equality



In Focus Programme
on Social Dialogue,
Labour Law and
Labour Administration

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**Social Dialogue and
Poverty Reduction Strategies:
A Guide to the
Integration of Gender Equality**

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Preface

This Guide is designed to help raise the issue of gender inequality in poverty reduction strategies, and particularly in the process of consultation and participation of ministries of labour and social partners when countries are developing a Poverty Reduction Strategy Paper (PRSP).

Poverty is experienced differently by men and women. Measures to alleviate poverty, need to address gender issues. Inequalities between men and women have an enormous bearing on attempts at poverty alleviation, not only for women themselves but also for their children and other dependants. In the labour market, gender based discrimination enhances the risk of becoming poor, and reduces the chances of escaping from poverty.

Gender inequality is aggravated by formal laws, written and unwritten norms, and societal beliefs. In many cultures, women at all levels of society are not allowed to own property or to have access to resources such as land, technology or credit. Women are also often excluded from participation in decision-making. As a consequence, women's interests and aspirations, knowledge and contributions are very often not taken into account, and women find themselves denied their fundamental human rights. This fact makes gender inequality one of the most pervasive forms of social disadvantage. Gender inequality reinforces other forms of inequality, exacerbates the effects of poverty on women, and sustains existing social and economic discrimination.

The development of a Poverty Reduction Strategy Paper offers considerable opportunities to advance gender equality, within the broader context of support for the Decent Work agenda promoted by the ILO, as a precondition for sustained social and economic development truly centred on people and based on their aspirations. This Guide is specifically aimed at developing expertise to integrate gender equality into countries' poverty reduction strategies. It is the result of an initiative by the ILO InFocus Programme on Social Dialogue, Labour Law and Labour Administration (IFP/DIALOGUE).

The Guide illustrates the positive implications of integrating a gender perspective in formulating and developing a PRSP through social dialogue. The Guide shows how an approach based on gender analysis can assist labour ministries and social partners in investigating the causes and consequences of gender inequality in the world of work, facilitating the development of recommendations to guarantee Decent Work for men and women as an effective way of alleviating poverty.

The Guide consists of five modules. For countries which are at the beginning of the process of producing a PRSP, users are encouraged to use all five modules in sequence. Where countries have already embarked on the PRSP process, users may prefer to undertake modules separately, as appropriate for their particular circumstances.

The first module acts by way of an introduction, explaining the background to PRSPs and outlining the process whereby a PRSP is prepared by the country concerned. It points out why a high level of participation by ministries of labour, social partners, civil society organizations and other groups during the preparation of the PRSP helps to strengthen the document produced, and why it is important to ensure that women are adequately represented in the consultations. The module explains how to integrate the Decent Work agenda into this process and also why it is appropriate, and indeed essential, to ensure that gender issues are incorporated into PRSP consultation and debates.

The remaining modules follow the same format: themes are introduced by a set of questions and answers, and are followed by a series of checklists. The checklists, which are designed to assist users to look closely at the current situation in their own countries relating to gender issues and Decent Work, can be adapted to fit the social and cultural needs of participants. Both men and women are encouraged to undertake the checklist exercises. Several of the modules also include ideas for follow-up activities, which can reinforce the steps being taken to address the issues. Monitoring and evaluating the progress being made towards gender equality is also a key task, and several modules include suggestions here. Finally, some modules include additional useful background material.

The Guide is the product of a TC-RAM project financed by the Dutch and the UK Governments. The Guide was designed and developed by Margarita Zambrano, a Gender Expert and Consultant with IFP/DIALOGUE. Contributions were made by Alana Albee, Graeme Buckley, Giuseppe Casale, Amelita King-Djardin, Shauna Olney, Elena Pisani, Marleen Rueda-Catry and Linda Wirth. Additional editorial work was undertaken by Andrew Bibby.

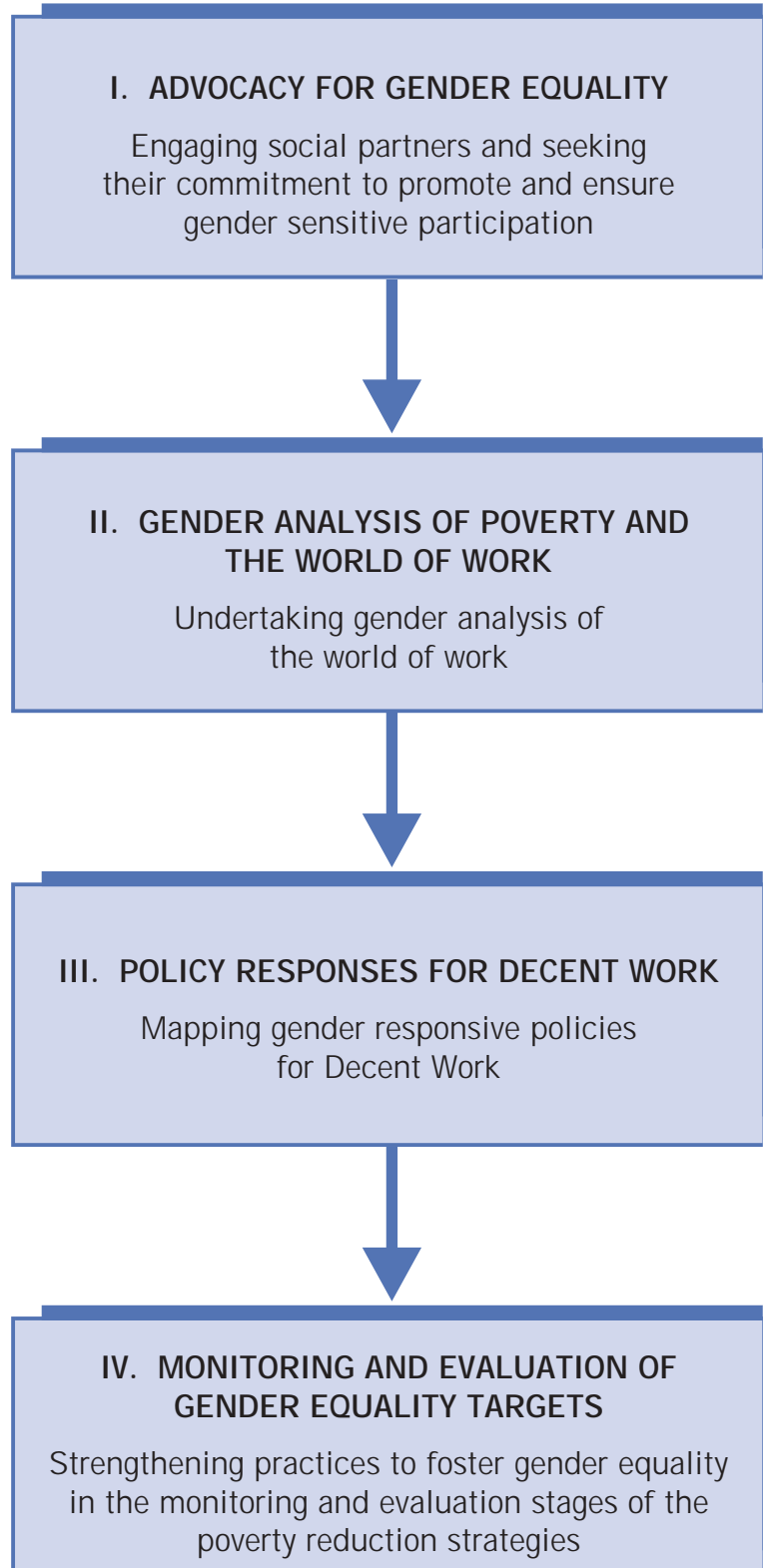
IFP/DIALOGUE hopes that the Guide will prove a valuable resource in many contexts: in awareness raising and training, in helping to design and evaluate the PRSP participatory process, in advocacy work around gender issues, and in discussion and debate between all those with an interest in poverty reduction strategic development. The Guide is therefore aimed not only at the ILO's own staff but also at government officials, workers' and employers' organizations, women's groups and associations, NGOs and civil society organizations and indeed those in informal and grass-roots groupings.

Patricia O'Donovan
Director
IFP/DIALOGUE

Giuseppe Casale
Deputy Director
IFP/DIALOGUE

Integration of Gender Equality in the PRSP Process through Social Dialogue

Building Blocks of Participation in the PRSP Process





Module I

Poverty Reduction Strategies, Social Dialogue and Gender Equality

Module I: Poverty Reduction Strategies, Social Dialogue and Gender Equality

Objectives:

To better understand the content, process and objectives of participation in the development of a Poverty Reduction Strategy Paper, and to reach a common understanding of gender equality as a guiding principle.

1. What is a Poverty Reduction Strategy Paper?

Poverty Reduction Strategy Papers (PRSP) are a key tool in the Comprehensive Development Framework developed by the World Bank since 1999. PRSPs are designed to take into account the human as well as the economic aspects of development¹.

A PRSP describes, for each country, both the economic framework and the social policies and programmes which are needed to promote growth and to reduce poverty. The document is prepared by the country's government, through a participatory process which should involve the social partners (employers' and workers' organizations) and other civil society organizations, and in collaboration with the World Bank, the International Monetary Fund (IMF), United Nations agencies and other development partners.

Once completed, the PRSP constitutes the basis on which external financial assistance is offered.

2. What are the principles of the PRSP process?

According to the World Bank, PRSPs are designed to be “country-driven, comprehensive in scope, partnership-orientated, and participatory”.

The core principles to be used in the development and implementation of a country's PRSP can be summarised as follows:

¹ World Bank Group: A Proposal for a Comprehensive Development Framework. Discussion Draft by the President, James Wolfensohn, 1999. See <http://poverty.worldbank.org>.

- as sense of ownership by the country. There should be broad-based participation in the creation and implementation of the PRSP, so that it produces actions appropriate to the local context;
- a results orientated approach. The PRSP should be focused on outcomes to benefit the poor;
- the establishment of priorities, which recognize the multidimensional nature of poverty;
- a partnership approach. The PRSP process requires coordination with a wide range of internal and external partners;
- a progressive approach. The PRSP should aim to adopt a long-term approach to poverty reduction, based on a process of societal transformation.

3. What are the contents of a PRSP?

Each country's PRSP will generally include:

- an account of the participatory process undertaken in the development of the PRSP;
- a poverty diagnosis. This includes a description of the nature and determinants of poverty, including its geographical distribution; an understanding of poverty in terms of both its income and non-income aspects (this in turn includes an understanding that men and women can experience poverty in different ways); the public actions already taken to reduce poverty;
- cross-sectoral strategies, governance issues, public expenditure management issues;
- policy measures and anticipated risks;
- targets, indicators and monitoring systems for the evaluation of progress in the implementation of the PRSP.

4. What are the steps required for the development and completion of a PRSP?

- The first stage in the process of developing a PRSP is the preparation by the government of an *Interim-PRSP* (I-PRSP). This is designed to be a summary of the current knowledge and analysis of a country's poverty situation, a description of proposed public actions under the first phase of the poverty reduction strategy and of ways to monitor and evaluate these actions, and information on how the fully developed *PRSP* is to be prepared, including details of the participatory process;
- the Interim PRSP and – once completed – the final PRSP are submitted to the World Bank;

- the World Bank's assessment of the PRSP takes the form of a Joint Staff Assessment (JSA) which includes recommendations and suggestions;
- once the PRSP is approved and assistance is provided, countries are responsible for its implementation;
- thereafter annual progress reports are submitted to the World Bank and IMF; revisions of the PRSP are undertaken every three years.

5. Why is participation crucial in the PRSP process?

The poor are very often excluded from exerting any influence over the structure and decisions of institutions which directly affect their lives. This lack of participation and lack of voice helps to perpetuate poverty. It holds back the development of human capabilities.

The process of developing an effective poverty reduction strategy should be an *empowering* one. The requirement that each PRSP should be formulated, implemented and monitored by people in the country concerned stresses the participatory nature of the PRSP development process and the need to involve groups and individuals who are often excluded.

Participation of civil society organizations, including the participation of poor women and poor men and of their representatives, at all stages in the development of the PRSP increases transparency in decision-making, creates a sense of collective ownership for the PRSP strategy, and helps ensure that the strategy adopted will be sustainable.

An assessment carried out on a regular basis into who is participating, how they are involved, and the impact of their contributions helps strengthen this process. This assessment can usefully look at the constraints and opportunities for specific groups to participate, and can therefore alter resource allocations as appropriate to improve the participatory process.

6. How is poverty to be defined?

Poverty is a multidimensional concept, and there are many different elements of deprivation. These can include the economic (levels of income, access to decent work), the human (such things as health and education), the political (empowerment, and the right to vote and to community participation), the social and cultural (status and dignity) and the protective (security and levels of protection from risk and vulnerability). Deprivation in each of these areas hamper the realization of human capabilities.

In adopting strategies to tackle poverty, it is not enough therefore to measure income levels alone. PRSPs need to incorporate both "income" and "non-income" factors.

7. What is 'Decent Work' and how does it relate to the PRSP process?

The ILO has committed itself to work to secure decent work for men and women everywhere. Decent Work is, as the ILO Director-General has said, “the most widespread need, shared by people, families and communities in every society, and at all levels of development”².

The Decent Work initiative aims to set a threshold for work and employment which embodies universal rights, within the context of each society's values and goals.

Decent Work is the synthesis of four strategic objectives:

- greater employment and income opportunities for women and men;
- safeguarding and extension of systems of social protection;
- realization of fundamental principles and rights at work;
- promotion of Social Dialogue.

These objectives are closely interwoven. Respect for fundamental principles and rights is a precondition for the construction of a socially legitimate labour market, employment creation is the means for raising living standards and widening access to incomes, while social protection provides the means to achieve income security and a secure working environment. Social dialogue is the means by which workers, employers and their representatives engage in debate and exchange ideas on appropriate ways forward.

Decent Work is designed to be a dynamic concept, evolving with social, cultural and economic changes. It applies to both paid and unpaid work, in both the formal and informal economy.

One way to test the relevance of a PRSP is to measure the interest it demonstrates for developing an agenda for Decent Work, as a contribution to poverty reduction.

8. What are the objectives achieved by social dialogue in the PRSP process?

The concept of social dialogue is a key element of the ILO's Decent Work initiative. The aim is for employers' and workers' organizations, as social partners, to discuss and negotiate, within a free and democratic environment, their concerns relating to the promotion and protection of their interests. Social dialogue has as its foundation the bank of international labour standards, as formally agreed at the tripartite International Labour

² *Decent Work*, Report of the Director-General to the 87th Session of the International Labour Conference (1999).

Conferences. (Tripartite in this context means that governments, employers' and workers' representatives are all represented.)

Social dialogue, when operating effectively, can help the application of international labour standards (both through changes in law and in practical changes), fostering the protection of freedom of association and the right to organize and bargain collectively.

The consultative nature of the PRSP process offers important opportunities to employers' and workers' organizations and labour ministries within individual countries to engage in meaningful social dialogue to consider steps to relieve poverty, as well as more generally to analyse issues which relate to the world of work in their country.

In PRSPs prepared up to now, however, the social partners have sometimes expressed frustration that their views and potential support appear to have been undervalued. This underscores two elements that can hamper the development of social dialogue on poverty reduction:

- restrictions on the freedom of workers and employers to associate and form or join organizations of their own choosing in PRSP countries;
- insufficient consideration given to their views beyond the initial preparatory effort.

This is not inevitable, however. In countries such as Cambodia, Honduras and the United Republic of Tanzania, social dialogue during the process of preparing the PRSP has seen trade unions, employers and labour ministries together contributing their views and visions for the development of effective poverty reduction strategies.

Strengthening the voice, organization and democratic participation of the poor is central to the fight against poverty. Decent Work, a concept that brings together the economic and ethical goals of expanding people's opportunities and human capabilities, is a mission that governments and the social partners can together take on together.

9. Why does gender equality need to be addressed in the PRSP process?

Gender equality in this Guide means both equality of treatment under the law and equality of opportunity for men and women. It also refers to a clear-cut commitment to take into account the differences in characteristics and circumstances of women and men to prevent unfair gender-related results.

As mentioned above, there are differences between the ways in which women and men experience poverty and its outcomes. For example women can experience more vulnerability and greater exclusion from political engagement compared to men. An understanding of the gender dimensions of poverty can significantly change the priorities established under a PRSP for tackling poverty.

The aim is to ensure that all groups of the poor share the benefits of a poverty reduction strategy. However, differences between men's and women's needs are often not fully recognised during the process of consultation and participation prior to agreeing on the PRSP. The World Bank itself has drawn attention to address issues of gender equality and inequality in the production of a PRSP.

10. Why is women's participation in the PRSP process critical?

Participation and representation of women in workers' and employers' organizations and in government agencies is vital in developing gender sensitive analysis and interventions in the participatory process of preparing a PRSP. Women's ability to act as fully engaged participants depends as much on access to the participative process, particularly to decision-making, as on the legitimacy of their contributions as equal members of the workforce and of society. Democratic consultation of women will make PRSPs more effective for all.

11. How can gender-related poverty be diagnosed?

As mentioned above, poverty is multidimensional in nature and it is not adequate simply to measure income levels alone. The work of producing a PRSP will need to look at other non-income factors, for example access (or lack of access) to and distribution of resources, control (or lack of control) over productive resources and assets, degrees of vulnerability experienced, and the extent of participation in political and economic institutions. In many of these areas it may well be that women will experience greater levels of deprivation than men.

The measurement and analysis of poverty has several purposes: cognitive (to know the situation); analytical (to understand the causal or correlated factors), policy-making (to design interventions), and monitoring and evaluation purposes (to assess whether current policies are effective, and whether the situation is changing).

Poverty analysis which aims to identify the gender dimensions of poverty should – as a minimum – highlight the following: any gender bias in macro-economic and structural policies, the role of gender inequality in the creation and perpetuation of poverty; the experiences of poverty for women and men; the effects of policy and resource allocations on women and men.

Poverty profiles are generally obtained from household surveys, and from national indicators of human development. *Participatory poverty assessments*, by contrast, are opportunities to learn directly about the views of women and men – for example, by exploring any gender differences in the time allocated to perform tasks and activities in the course of everyday life. It is valuable, when undertaking a participatory poverty

assessment, to identify social categories such as age, gender, ethnicity/religion, culture, location, occupational status and type of household. It is also valuable to identify the gender dimensions of vulnerable and socially excluded groups (such as indigenous people, refugees and displaced persons, minority groups, street children, the disabled, and persons living with HIV/AIDS).

12. How can gender issues be integrated in social dialogue and the PRSP process?

Members of the organizations engaged in social dialogue, men and women alike, have a unique opportunity in the work of preparing a PRSP to raise gender concerns and interests.

It is valuable if social partners analyse critically how poverty is associated with gender inequality. An understanding of the gender element in poverty stimulates participants to discover the underlying causes, so that remedial measures can be included in the poverty reduction strategy adopted.

13. What is the contribution of the ILO to the PRSP process?

The ILO began a partnership with the World Bank and the International Monetary Fund in mid-2000 to bring the Decent Work agenda into the arena of poverty strategies,³ and to demonstrate the value of consultation between governments, employers' and workers' organizations in ensuring that there was a sense of ownership in each country's PRSP.

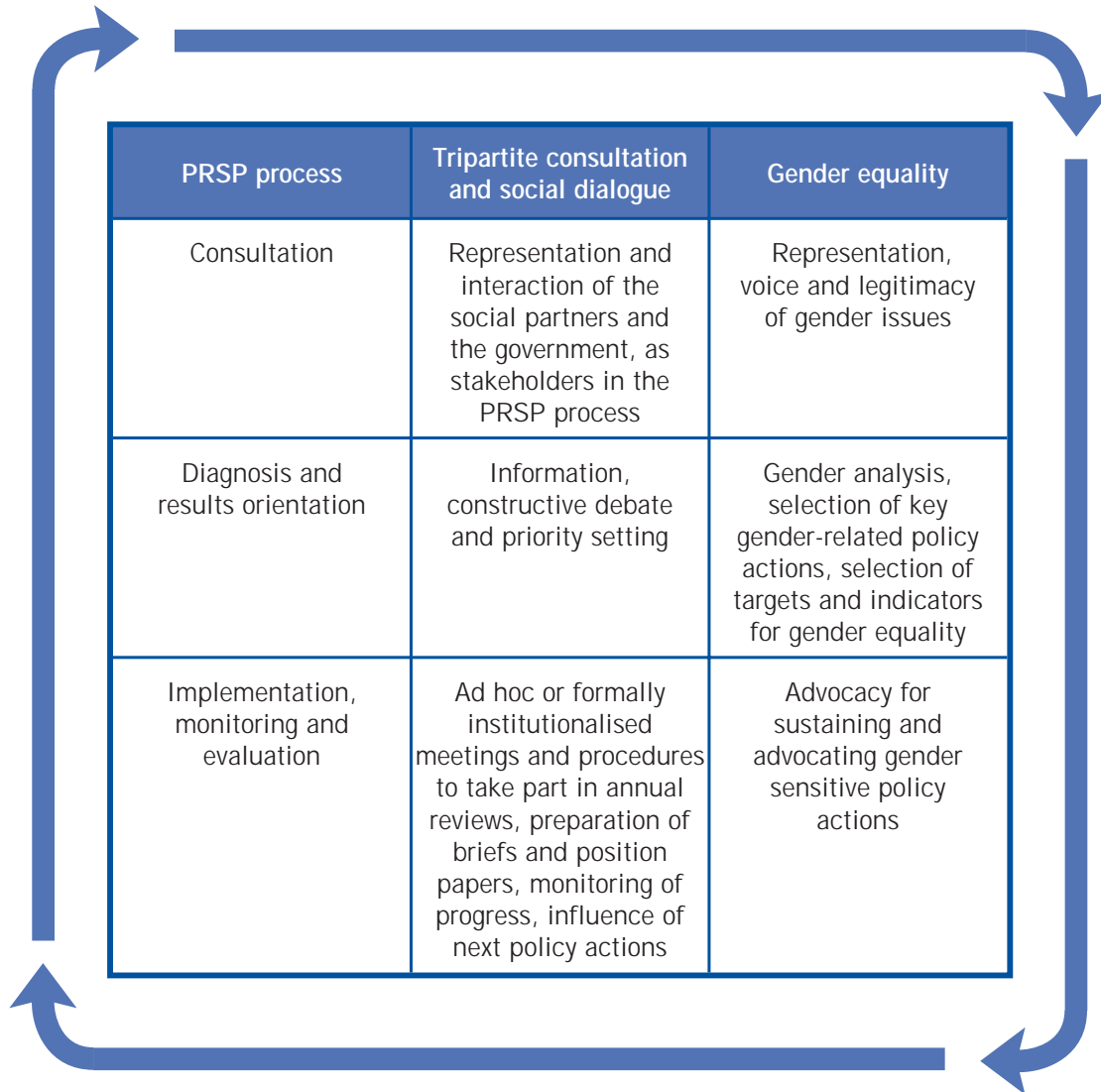
Since then, the ILO has been working in various countries⁴ to create opportunities for employers' and workers' organizations to participate in the PRSP process and to help strengthen the role of labour ministries in the various areas falling within their responsibility. The consultative process has brought to light some failures to reach tripartite agreement in the development of PRSPs.

For the ILO one test of the relevance of PRSPs is the degree of interest expressed by governments, employers' and workers' organizations in developing and prioritizing areas of the Decent Work agenda as a way out of poverty.

³ Report of the Director-General to the 89th Session of the International Labour Conference (2001). *Reducing the decent work deficit: A global challenge*.

⁴ Bangladesh, Cambodia, Ethiopia, Ghana, Honduras, Indonesia, Kazakhstan, Mali, Morocco, Nepal, Panama, Philippines, Sri Lanka, United Republic of Tanzania and Viet Nam. The ILO has also undertaken reviews of economic and social policies in Bahrain and Denmark from the decent work perspective.

Relations between the PRSP Process, Tripartite Consultation, Social Dialogue and Gender Equality



Checklist 1: What is the status of participation, social dialogue and gender equality in the country?

Public Consultation and the PRSP	Yes	No	Do not know
1. Are you/your organization informed about the PRSP process and its role in poverty reduction?			
2. Do you know about the nature and objectives of the participatory process and who are the actors involved in the participation?			
3. Are you aware of groups or structures that have not been contacted?			
4. Does the tripartite structure in the country (government, employers' and workers' organizations) deal with issues of poverty reduction and the PRSP process?			
5. Have the social partners and government been informed about the role that institutions can play to promote gender equality in the PRSP?			
6. Have you or your organization had an active role throughout the consultation process (submission of position papers, annual reviews, coordination, etc.)?			
7. Have women's groups been consulted in the development of poverty reduction strategies and PRSP?			
8. Do these groups have access to decision-making, possibly together with other stakeholders?			
9. Are there mechanisms within the government for broader consultation – both vertical and horizontal? (PRSP committees, inter-ministerial committees, PRSP coordinating units, etc.)?			
10. Has the proportion of women who are members of these mechanisms been ascertained?			
11. Are women from civil society represented in the consultative or participatory process of the PRSP?			
12. Is there a position paper from groups of civil society and/or the women's movement addressing gender equality concerns considered by the PRSP?			
13. Have budgetary resources been allocated to secure meaningful and effective participation of women in the PRSP process?			

Policy Environment for Gender Equality	Yes	No	Do not know
1. Are there focal points for gender equality issues in workers' organizations?			
2. Are there focal points for gender equality issues in employers' groups?			
3. Are there focal points for gender equality issues in ministries?			
4. Are the members of the PRSP Secretariat aware of gender equality issues?			
5. Have those responsible for organizing and coordinating the consultation process received training on gender?			
6. Does the country have an up-to-date National Policy on Women?			
7. If so, did women participate in its formulation and design?			
8. Has this policy been discussed during the consultation process?			
9. Have budgetary resources been allocated in the PRSP for the implementation of activities addressing gender issues of concern in the world of work?			
10. Has the country ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) ⁵ ?			
11. Do the social partners provide inputs to the CEDAW follow-up report?			
12. Has the country ratified ILO Conventions on gender specific protection to ensure equality of women in the workforce (e.g. the Maternity Protection Convention, 2000 (No. 183))?			
13. Has the country ratified ILO fundamental Conventions (i.e. Equal Remuneration Convention, 1951 (No. 100) and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), and the Workers with Family Responsibilities Convention, 1981 (No. 156))?			
14. Are there any national or sub-regional policies on gender equality?			

⁵ The Treaty for the Rights of Women was adopted in 1979 as the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). The treaty commits ratifying nations to overcoming barriers to discrimination against women in the areas of legal rights, education, employment, health care, politics and finance.

Policy Environment for Social Dialogue	Yes	No	Do not know
1. Is there a tripartite structure in the country?			
2. Are there mechanisms for consultation and communication between the social partners (employers' and workers' organizations) and the government?			
3. Do the social partners coordinate activities with civil society groups, grass-roots or community organizations?			
4. Is the proportion of members of these mechanisms gender balanced?			
5. Are the members of the institutions of social dialogue aware of gender equality deficits in their own structures?			
6. Do institutions or mechanisms promoting harmonious labour relations in the country participate in the PRSP process?			
7. Have these groups undertaken consultations on poverty and gender equality?			
8. Are organized branches of women from unions, workers' and employers' associations, informal grass-roots associations etc., currently engaged in social dialogue?			
9. Has the country ratified the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)?			
10. Is there an active policy of examining any other forms of discrimination (e.g. ethnicity, age, geographical origin, sexual orientation, religion) in the world of work?			
11. Have any gender equality issues been prioritized or negotiated by the social partners?			
12. Is there any restriction based on gender on the freedom of workers to form or join organizations of their own choosing?			
13. Is research or reporting undertaken on the factors conducive to the meaningful participation of women and men in social dialogue?			



Module II

Advocacy for Gender Equality

Module II: Advocacy for Gender Equality

Objective:

To obtain the commitment of government officials and employers' and workers' organizations to engage in identifying gender equality deficits; and to ensure gender balance in participation and representation in the development of Poverty Reduction Strategies.

1. What do we mean by 'gender'?

Gender is a concept that refers to the social construction of differences and commonalities, equalities and inequalities, and power relationships between women and men.

It can also refer to factors which encourage women and men to develop and conform to expectations about their roles and responsibilities.

In the world of work, gender has been an influential concept in understanding the role that societies play in shaping the division of labour between men and women and in regulating, valuing and assigning the work undertaken by them. Analysis over time and across societies and cultures tends to show that women are more likely than men to be negatively affected by this gender division.

Gender inequality is likely to be linked to other forms of inequality, both between different groups in a society (such as those based on race, class and ethnicity) as well as those internal to households (such as age, marital status, sexual orientation and physical ability).

2. Why is gender equality crucial for poverty reduction?

Women have entered the labour market in great numbers in recent years and today comprise 41 per cent of the paid labour force worldwide⁶. Regionally, their contribution (using data for the age range 20-54 years) is also significant: 58% in Africa, 64% in Asia,

⁶ United Nations. *The Worlds' Women 2000. Trends and statistics*. New York: United Nations, 2000.

46% in Latin America and the Caribbean, 69 % in Europe, and 73 % in North America⁷. However this increase has not been accompanied by improvements in their employment status and working conditions.

According to a recent ILO report⁸ more women than men occupy low-paid and the least secure jobs. Their access and control over productive resources is more restricted. Women have fewer opportunities to obtain training, to advance their career and to be promoted. Unemployment rates have almost always been higher for women than men.

In many cases, women are working not in regular full-time wage employment but as contract labour, in home-based working, part-time working or self-employment, forms of working which are associated with a rise of the informal economy. A higher percentage of women than men work in the informal economy and the link between the informal economy and being poor is more prevalent among women than among men. Women are also concentrated in the lower-income segments of the informal economy – in survival activities or as casual wage workers or home-workers.

In most parts of the world, women have more difficulty in finding employment. The number of women in decision-making positions is extremely low. Women hold 1 to 3 per cent of top executive jobs in the private sector and trade unions. Also, women's efforts to gain independence and run their own businesses encounter obstacles when compared to the efforts of their male counterparts.

At the level of the household and the community, women have the primary responsibility for caring and domestic work. Women's unpaid agricultural work and housework, which accounts for about one-third of the world's economic production, continues to be devalued, under-rewarded and unprotected.

Discrimination based on gender is pervasive and has not yet been eliminated. If women who comprise half of the world's population experience inequality and deprivation, a significant percentage of the labour force cannot contribute fully to their country's development. The elimination of gender-based discrimination regardless of the place of work is indispensable to any viable strategy for poverty reduction and sustainable economic development.

⁷ International Labour Organization. *Decent Work and the informal economy: General discussion paper for the International Labour Conference, 90th Session, June 2002*. Geneva.

⁸ International Labour Organization. *Decent Work and the Informal Economy*, *ibid.*

3. Why is gender equality central to social dialogue?

There is a risk of bias against women being integrated into the design and implementation of development policies and programmes, and this risk applies to the PRSP process.

The risk of the PRSP reinforcing entrenched inequality needs to be addressed in the participatory process from the outset, bearing in mind that gender inequality is routinely reflected in the groups being consulted. The social partners and governments have a crucial role to play in tackling this issue. This process is one where social partners, first, endorse an ethical and operational commitment to recognize gender-based inequality, secondly undertake to research its causes and factors, and thirdly commit themselves to proactively challenge everyday practices, norms and symbols that may reinforce inequality.

The integration of gender equality in social dialogue has a number of aspects:

- analysing the structure of the social partner organizations themselves, the roles that women and men perform within them, the responsibilities assigned, and the value given to individuals' contributions;
- undertaking a comparative analysis of the situation of women and men in the world of work and the labour market, including an analysis of the structure and mechanisms of participation and representation of the labour institutions (this is considered in more detail in the next module);
- selecting priority actions, gender sensitive indicators, and monitoring and evaluation procedures in the four strategic objectives of Decent Work which can contribute to gender equity in the world of work (this is explored in later modules in this report);
- strengthening social dialogue to sustain fair and meaningful participation in the implementation, monitoring and evaluation of the PRSP;
- allocating budgetary resources to support participation of women as leaders, experts and advocates of gender equality in the world of work.

Checklist 2:

What capacity and advocacy skills are available to the social partners and government officials to enable them to contribute on issues of gender equality?

Capacity and Expertise	Yes	No	Do not know
1. Are there structures for the advancement of women in workers' and employers' organizations?			
2. Are human and financial resources earmarked for gender-equality issues in the above organizations?			
3. Is there a strategy or programme aimed at improving the capacity of the social partners on gender issues?			
4. Have the needs for skills development being identified by the social partners and the Ministry of Labour?			
5. Are gender-related data from national statistics being analysed by ministries, workers' and employers' organizations, NGOs, women's groups or others during the PRSP process?			
6. Are the social partners or the Ministry of Labour aware of gender inequality issues in their own structures?			

Mobilization for Gender Equality in the Social Dialogue Institutions	Yes	No	Do not know
1. Have gender experts/specialist groups been contacted to support the PRSP process?			
2. Is there a policy of affirmative action or equality of opportunity within the social dialogue institutions?			
3. Is there real participation by women in workers' and employers' organizations at all levels?			
4. Are social partners working together with national women's networks?			
5. Do the social partners consult and/or exchange information with civil society groups on gender issues?			
6. Can alliances to strengthen gender equality approaches to the contents of the PRSP be established?			

Follow up tasks and activities

Select from the list below tasks or activities to improve capacity concerning gender equality, promoting gender balance in participation, and/or proportional representation in promoting gender equality as stakeholders.

Capacity and Expertise

- Identify promoters of women workers' rights and gender equality in the country;
- create a Task Force to raise gender issues in the PRSP process;
- ensure the PRSP lead committee has access to expert advice on gender issues;
- discuss ways in which you could contribute knowledge and analysis to the PRSP process;
- identify research available relating to women's concerns, constraints and aspirations;
- assess the availability and quality of data broken down by gender;
- list specific policies, plans or targets for improving the position of women in workers' and employers' organizations;
- set up events to evaluate the training, advocacy, financial, or organizational needs of the social partners, to improve their role in raising issues of gender equality;
- select relevant analysis from position papers, briefing notes, newsletters etc. and make it available to social dialogue meetings and consultations.

Advocacy for Gender Equality

- Develop working plans with other organizations and groups working for gender equality and empowerment of women;
- hold meetings to discuss actions of workers' and employers' organizations to reach out to non-organized workers and small producers;
- encourage participants to set up events to discuss actions to promote equality of women (e.g. measures to protect women from sexual harassment in the workplace, workshops to discuss commitments under the Beijing National Plan of Action – see below);
- set up innovative and non-traditional means of soliciting participation of community members, especially women and girls; (for example, hold sessions in places where women traditionally gather, or provide services to women to enable them to leave their daily tasks);

- set up events (e.g. using local media, or through community festivities) to raise awareness about the presence and strength of women as organized constituencies for gender equality;
- organize events where women hold roles and positions of leadership at all levels (for example, women panel members, facilitators or speakers);
- regularly publicize figures on participation by gender in PRSP participatory events;
- establish working relations between offices or units of the ILO, national units, and UN bodies working for the advancement of women;
- raise gender equality concerns at consultative meetings, in annual reviews or in other ways to influence the contents of the PRSP and the decisions of the PRSP Secretariat;
- review materials, guidelines, brochures or any promotional material to look for images where women and men are represented in stereotyped manners; examine the use of language for inadvertent gender stereotyping.

Monitoring progress – Indicators of gender equality in participation

Monitor both the PRSP participatory process and the analysis used in the PRSP with relation to labour and employment to see to what extent gender equality issues are being adequately taken into account.

Monitoring can make use of the following indicators, using evidence where appropriate both from formal data and from observable facts:

- figures reflecting the proportion of women and men participating in PRSP events;
- proportion of women and men in leadership positions of social partners and other organizations engaged in the PRSP participation process;
- proportion of financial and human resources allocated to analyse gender equality deficits;
- timetable for achievement of targets;
- policies, resolutions or actions plans for addressing the rights and interests of poor women;
- specialist units on gender within ministries;
- goals and targets for increasing women's representation and voice at different levels in employers' and workers' organizations and government bodies;
- research or analysis undertaken on priority areas;
- use of budgetary resources to establish and operate a unit on gender or women's issues in workers' and employers' organizations.

Background material

The Beijing Platform for Action

In 1995 an international conference in Beijing brought women and men from around the world together to address inequalities in women's access to economic resources such as land and natural resources, credit, technology and training, and to introduce measures to end the discrimination women face in labour markets.

Three important issues in the Beijing Platform for Action on which governments commit themselves to take action are: equal access to land and property, employment rights and the recognition of women's unpaid work.

Commitments to Women's Equal Access to Land and Other Property

- To introduce legislative and administrative reforms to give women equal rights with men to economic resources, including access to ownership and control over land and other forms of property;
- to "remove all obstacles... to their ability to buy, hold and sell property and land equally with men".

Commitments to Women's Employment Rights

- To enact and enforce laws and measures to eliminate discrimination against women employees on the grounds of sex, age, marital and family status, in relation to access to and conditions of employment, training, promotion, maternity leave and social security, as well as legal protection against employers requiring proof of contraceptive use; sexual and racial harassment; or dismissal due to pregnancy;
- to extend labour standards and social protection and to create social security systems for part-time, temporary, seasonal and home-based workers, without destroying the ability of the informal economy to generate employment;
- to change policies that reinforce the gender division of labour to promote equal sharing of family responsibility for unpaid domestic work.

Commitments to Measuring and Valuing Unpaid Work

- To devise statistical means to "recognise and make visible" women's unpaid work;
- to develop methods to reflect the value of such work in quantitative terms for "possible reflection" in core national accounts;
- to examine the "relationship of women's unremunerated work to the incidence of and their vulnerability to poverty".



Module III

Undertaking Gender Analysis in the PRSP process

Module III: Undertaking Gender Analysis in the PRSP Process

Objective:

To build the capacity of the social partners and government officials to analyse gender inequality in the areas of Decent Work and its relation to poverty.

1. What is the contribution of gender analysis to the PRSP?

The basic characteristics and determinants of poverty have been comprehensively analysed in numerous studies. There has, by contrast, been much less work undertaken to analyse the influence of gender-based discrimination and unequal gender relations on the creation and perpetuation of poverty.

The PRSP process offers an opportunity to help redress this, by undertaking gender analysis. This is a method available to the social partners to disentangle sources of inequality and bias detrimental to women or men (and also to reveal sources of co-operation and exchange between the sexes).

2. What are the steps required to carry out gender analysis?

Gender analysis has been developed to examine qualitative and quantitative factors which account for gender imbalance, and to analyse the role of social and economic institutions in redressing disparities.

The steps involved in carrying out gender analysis of poverty, and more broadly of access to Decent Work, are as following:

Step One: Preparatory Phase

- Seek the commitment of the social partners and ministries of labour for holding a series of meetings to initiate social dialogue (tripartite or any other as appropriate);
- coordinate and link these meetings with key PRSP meetings;
- secure a balanced participation of women and men from each group;
- prepare and organize relevant statistical data broken down by sex (collected from national bureaux of statistics), any qualitative information and any appropriate research studies;
- obtain data through participatory activities (e.g. focus groups, interviews with key stakeholders, involvement of marginalized groups in appraisals and observations).

Step Two: Participatory Diagnosis

- Implement a participatory assessment that includes the presentation of statistical and qualitative data, and encourage participants to make comparisons between economic and social indicators, and between the perceptions and views of women and men, on specific topics;
- ask participants to identify roles, tasks and responsibilities performed by men and women, and to describe the division of labour in a specific sector (how work is organized, timed and valued);
- analyse differences and similarities;
- obtain consensus about what this analysis says about equality;
- identify and reach agreements about the strategic and practical gender interests for both women and men in the selected areas of Decent Work.

Step Three: Analysis of Gender Differences

- Encourage participants to consider possible reasons for gender differences in social and economic indicators (quantitative data) related to employment;
- discuss whether or not there is equality of access to rights, resources and opportunities in the four areas that comprise Decent Work (employment, social protection, social dialogue principles and rights at work);
- discuss the effects that policy and budgetary allocations may have on women and men;
- introduce current information from research or from gender experts to assist groups in the selection of priorities and targets for change.

Step Four: Selection of Priorities

- Foster discussion about the relationships between women and men in institutions where discrimination based on gender is perceived;
- solicit views and opinions on results of previous actions to tackle gender inequality;
- reach a common understanding of priority changes required and identify who is responsible for bringing these changes about.

Step Five: Reaching Agreement

- Facilitate a tripartite agreement in selected areas to advance gender equality;
- anticipate obstacles and constraints and prepare activities accordingly;
- assist in the definition of follow-up actions for analysis, including a plan and timetable to sustain social dialogue.

3. How can gender analysis workshops help?

Gender analysis workshops can be conducted to consider the structure of the economy and the labour market. For example, if the country has a large agricultural sector, a specific workshop (or series of workshops) could be organized for this sector. Tripartite representation is encouraged. Inviting members of civil society to participate as well helps to expand the impact of social dialogue. Gender expertise is required.

Checklist 3: Gender Analysis

Gender Analysis of Decent Work in Social Dialogue	Yes	No	Do not know
1. Do position papers or reports from social dialogue events analyse workforce statistics for different economic sectors broken down by gender?			
2. Does the PRSP highlight the results of discussions on the comparative analysis of the situation of women and men in the labour market?			
3. Has there been discussion on the analysis of small enterprises run by women and by men during consultations?			
4. Have the wage levels of women and men doing the same tasks been analysed during social dialogue consultations?			
5. Is there information in the PRSP on the wage levels of women and men in different sectors?			
6. Is there information in the PRSP underpinning issues about the working conditions of women and men in different economic sectors?			
7. Have there been data or qualitative information available to social dialogue consultations on access to social benefits or social protection by women and men in vulnerable conditions?			
8. Have factors explaining differences in access to resources to support the work of men and women been analysed and considered during the PRSP process?			
9. Have the social partners reported separately any restrictions imposed on women or on men on association or the right to form or join organizations of their own choosing?			
10. Have the social partners performed a separate assessment of the perceptions of women and men concerning the extent to which workers' and employers' organizations represent their interests?			
11. Have efforts been made to reach out to non-organized or unprotected workers with a focus on advancing gender equality?			

Monitoring progress – Indicators of gender analysis

Several sources of information can be used to measure progress in integrating gender analysis in the labour and employment components of the PRSP.

- National and labour statistics broken down by sex, including any analysis undertaken by the social partners.
- Proportion of annual training events held by social partners to improve capacity on gender, as a proportion of total annual training events.
- Proportion of financial resources allocated by government and social partners to identify and discuss concerns on gender equality.
- Position papers, analytical documents or news briefs highlighting results of social dialogue debate.
- Policies or resolutions relating to the collection of gender-sensitive data.
- Procedures and guidelines to record gender analysis of employment and labour related issues.
- Specialist gender units within labour ministries, workers' and employers' organizations.
- Communication strategies and campaigns on substantive gender issues.
- Number of social dialogue events held with the participation of women's networks to analyse gender issues in relation to particular areas of Decent Work.
- Use of gender sensitive language.

Background material

Changing attitudes

The analysis of gender inequality requires an additional effort to bring to light attitudes and social and cultural bias. Unquestioned assumptions and beliefs concerning the roles and relationships of women and men could result in the failure of the social partners and governments to fulfil gender equality goals, and a deepening of existing inequalities. Facilitators, stakeholders and participants are encouraged to discuss attitudes and behaviour and provide awareness-raising or focused training on priorities identified. Issues to discuss are:

- notions of gender and the influence of culture and traditions (customary law) that ascribe rights and responsibilities, access and control over resources, and authority;
- economic and social policy reforms that reconfigure social and economic roles and rights of women and men;
- institutional rules, symbols and values that create, distribute, reproduce or maintain unequal gender relations;
- the effects of democratisation processes in governance, and the voice and representation of women and men in public affairs;
- the meaning of “work” and the “care” economy, which exerts a strong influence on poverty and gender equality, and how it is strained by the lack of social protection and social services, and the incidence of the HIV/AIDS epidemic;
- the implications of high levels of HIV/AIDS on employment, poverty and gender equality, and the relevance of this issue to PRSP for the work of unions, employers and governments to ensure social protection, rights over assets and access to wage employment;
- the gender impact of demographic change, conflict and war, natural disasters, migration or economic and social policies influencing the access of poor women and men to paid employment, social protection, participation in social dialogue and the exercise of rights at work.

Gender statistics

In 1985, the Third World Conference on Women in Nairobi called for the recognition and measurement of the unremunerated economic contributions of women in national accounts, economic statistics and gross national products. The commitment to address gender disparities in economic power-sharing within families and the need for policies to enable women and men to reconcile work with family responsibilities require national efforts to measure and value unpaid work, performed largely by women. The following are statistics that are already collected in many national surveys:

- paid employment;
- data on economic activity in the informal economy;
- unpaid work in family enterprises;
- unpaid housework;
- data on economic activity in the formal economy;
- data on the overall contributions of women and men to national and regional economies;
- distribution of the allocation of time to perform daily activities including unpaid care labour.



Module IV

Policy Responses for Decent Work

Module IV: Policy Responses for Decent Work

Objective:

To enhance the ability of the social partners and government officials to design and implement gender sensitive policies and actions to advance gender equality, in the context of Decent Work.

1. What is a gender-responsive policy for Decent Work?

As mentioned in Module I, the ILO's Decent Work initiative brings together four strategic objectives:

- greater employment and income opportunities for women and men;
- safeguarding and extension of systems of social protection;
- realization of fundamental principles and rights at work;
- promotion of Social Dialogue.

A gender-responsive policy for Decent Work is one which seeks to redress gender disparities in these four strategic areas. In other words, it involves making operational commitments to address equality of opportunity and of treatment, to work towards the enhancement of women's social protection, to secure the protection and promotion of women's rights in the workplace, and to work for equality in representation and participation in social dialogue.

Unquestioned assumptions and beliefs regarding the roles and relationships of women and men can result in the failure of the social partners and governments to fulfil gender equality goals, and can deepen existing inequalities. Gender-responsive policies therefore need to challenge value systems that create and perpetuate inequality. Further work is often required to reveal personal and cultural standpoints before engaging in gender analysis, and resources need to be allocated for this task.

2. What can ministries of labour do to advance gender equality?

Because the PRSP process can tend to emphasize financial or planning aspects, labour ministries may find themselves removed from economic and social policy-making on poverty reduction. This problem needs to be addressed.

There is a second issue, in relation to government engagement with women's interests in the world of work. Many government officials hold the view that the concerns of unorganized workers or of small employers (both groups where women may be over-represented) do not fall within the domain of the formal structures of institutional decision-making. Sometimes women's units or other specialist government agencies concerned with gender issues are not aware of the work of the ILO in poverty reduction; the units themselves may not be considered relevant to issues relating to work.

Ministries of labour advance gender equality if they:

- build capacity on gender issues, and help to ensure that gender issues are given adequate attention during decision-making processes, including during all stages of the PRSP process;
- integrate the concerns and demands of the large numbers of poor working women who remain at the margins of the labour market. These may be self-employed women, non-wage agricultural workers, women in casual and informal work, women in small business schemes, and women in hidden or unpaid care work;
- enhance the government's role and obligations in the promotion and protection of core labour standards.

3. How can trade unions promote gender equality?

The PRSP process provides workers' organizations with opportunities to advance gender equality issues. These organizations are legitimate representatives of individual and collective demands for basic workers' and human rights.

Because equality is a core human right, workers' organizations need to integrate gender equality as a living principle in their own policies and structures. Gender equality may take various forms: balanced membership and leadership positions for women; evidence of a commitment to advance the gender interests of their members; joint actions with civil society organizations and other bodies advocating gender equality; data broken down by sex; campaigns to recruit women and to enhance their leadership capacity; negotiation of policies to eliminate discrimination on the basis of gender. Bipartite, tripartite or other appropriate forms of negotiation can all be used as ways of incorporating gender concerns.

Unions advance gender equality if they:

- enhance the value of women's participation as social partners;
- improve the capacity and competence of union members in relation to the role of gender inequality in poverty;
- promote the right of women to organize and influence decision-making in negotiations;
- create gender sensitive structures and formalized procedures to integrate gender equality targets in their own organizations.

4. How can employers' organizations promote gender equality?

In many low-income countries, employers' organizations are in a position to exert a strong influence in the PRSP process. They can therefore be key players in the advancement of gender equality and Decent Work.

However, many small producers, and particularly poor women in micro and small-scale enterprises, are not always members of employers' organizations. They have neither the means nor the expertise to create their own associations, express their voice or have access to various decision-making forums. Employers' associations can help by widening their role here. Providing access to enable the participation of small producers, including women, in social dialogue can often improve the analysis of the changes required to improve the quality and quantity of jobs within small-scale enterprises.

Employers' organizations, small producers and civil society groups engaged in the promotion of entrepreneurship can advance gender equality if they:

- increase the membership and leadership of women producers and small entrepreneurs in employers' representative associations;
- integrate these groups in the formalized procedures of social dialogue;
- create conditions for the development of small and medium-sized enterprises led by women in service and processing industries;
- improve capacity and expertise concerning the particular characteristics of small businesses and of gender issues;
- formalize procedures and reporting mechanisms to include gender equality targets;
- strengthen the efficiency and productivity of small businesses run by women, to help them make a significant contribution to poverty reduction.

Checklist 4:**What solutions do the social partners and government officials propose to improve gender equality in the PRSP process in the four strategic areas of Decent Work ?**

Rights at Work	Yes	No	Do not know
1. Does the PRSP promote the ratification and/or implementation of ILO Conventions on equality?			
2. Is there a commitment in the PRSP to carry out legislative reforms and to strengthen enforcement measures, in order to promote non-discrimination and to ensure compliance with international labour standards?			
3. Are there initiatives to improve human rights education for workers in the informal economy?			
4. Does the PRSP set out budget lines for implementing policies to achieve gender equality targets under ILO Fundamental Conventions?			
5. Is there a mechanism for budget management linked to the gender equality targets?			
6. Other.			

Employment, Working Conditions and Income	Yes	No	Do not know
1. Does the PRSP make reference to provisions specific to gender and/or provisions for both women and men (e.g. minimum wages, conditions of recruitment and/or dismissal, temporary contracts, part-time employment)?			
2. Do policies included in the PRSP target the quality and quantity of jobs where the large majority of poor women work (e.g. in export processing zones, in the garment sector, in agriculture)?			
3. Do policies in the PRSP deal with the disproportionate effects of macro-economic restructuring on women and men (e.g. retrenchment, job insecurity, labour migration, skills downgrading)?			

Employment, Working Conditions and Income	Yes	No	Do not know
4. Are there policies to redress gender differences in access to social protection for workers in the informal economy (e.g. frequency of labour inspections, social insurance)?			
5. Does the PRSP address separately the concerns of women and men in the informal economy (e.g. support for proper working conditions, subsidies for mutual aid associations)?			
6. Have public or private bodies allocated investment funds to provide infrastructure (e.g. transportation) and social services (e.g. skills training in non-traditional areas, child care services, reproductive health services) to increase women's incomes and to enhance their well-being?			
7. Is consideration given in the PRSP to the unpaid work of women and men (or are data available)?			
8. Have policies been proposed at the workplace, sectoral or national level to facilitate women's access to technology or to labour intensive jobs?			
9. Are mechanisms proposed in the strategies to address gender-related grievances at work?			
10. Will women performing agricultural work be protected and their contribution enhanced?			
11. Does the PRSP set out budget lines for implementing policies to achieve gender equality targets in this strategic objective?			
12. Is there a mechanism for budget management linked to the gender equality targets?			
13. Other.			

Social Protection	Yes	No	Do not know
1. Do social security schemes target the needs of women and men throughout their lives?			
2. Does the PRSP provide social security schemes for women and men in greater need of protection (e.g. the elderly, people with disabilities, people with HIV/AIDS, vulnerable and excluded groups such as indigenous populations, domestic workers and those in the informal economy)?			
3. Does the PRSP anticipate access of women and men in the informal economy to measures which will improve their productive potential (e.g. skills training, access to technology, access to credit, social support to care work)?			
4. Does the PRSP include initiatives to extend social protection to women in the informal economy based on their gender specific needs (e.g. pregnancy, childbirth, socially ascribed roles and responsibilities, marital status)?			
5. Is there a mechanism for budget management linked to the gender equality targets?			
6. Other.			

Social Dialogue	Yes	No	Do not know
1. Does the PRSP include measures to improve the collection and exchange of gender-related information and data by the social partners?			
2. Have the mechanisms and procedures of social dialogue been formalized and recognized by the PRSP?			
3. Does the PRSP introduce measures to improve the access and capacity of women to undertake collective bargaining?			
4. Does the PRSP spell out gender equality issues to be negotiated through collective bargaining?			
5. Other.			

Follow up tasks and activities

The integration of gender equality goals and priorities for Decent Work in the PRSP process can be facilitated by additional activities.

Capacity and expertise

- Engage resource persons with experience and expertise in gender mainstreaming;
- check that the rights and interests of female and male members represented in institutions and throughout social dialogue have been identified;
- ascertain if gender specific policies are included as recommended actions;
- include items critical to women and men such as time to fulfil family responsibilities, parental leave, right to organize and to bargain collectively, protection against precarious conditions;
- assess whether or not equality of opportunity, treatment and results is an explicit objective shared by workers' and employers' organizations and governments in their poverty reduction strategies;
- assess whether follow up activities to the strategies for Decent Work to sustain gender equality are needed;
- provide guidelines on ways to include budgets for gender equality activities within the annual budget framework.

Advocacy

- Hold tripartite events to share the results of gender analysis, to develop priorities, and to outline programmes and strategies;
- disseminate information on the agreed tripartite framework for action on selected priorities;
- review commitments, responsibilities and obligations to advance gender equality and Decent Work through tripartite agreement, and identify areas where this will support gender equality targets in the PRSP process.

Use the following matrix:

Operational linkages between policies for Decent Work and the contribution of the social partners, government or other relevant stakeholders to promoting gender equality

Strategic inequality issue in the PRSP	Identification of factors related to gender inequality	Strategic task, activity or proposed solutions	Challenges	Selection of gender sensitive targets	Roles and responsibilities of stakeholders
1. Rights at work					
1.					
2.					
3.					
...					
2. Employment and income					
1.					
2.					
3.					
...					
3. Social Protection and working conditions					
1.					
2.					
3.					
...					
4. Social Dialogue					
1.					
2.					
3.					
...					

Monitoring progress – Gender equality indicators

Several sources of information can be used to monitor the incorporation and implementation of gender equality policies in the framework of social dialogue:

- improved statistical data broken down by sex on employment trends, social protection, dynamics of the labour market, and on the principles and rights at work;
- indications that workers' organizations are increasing the proportion of women in higher decision-making positions;
- proportion of resources allocated to enhance women's capabilities in innovative productive sectors;
- national policy related to the redistribution of assets and resources;
- research on the magnitude and productivity of the unpaid work of women;
- programmes implemented in rural areas to enhance women's decision-making in the agricultural sector;
- guidelines, manuals and other tools to support actions on gender equality;
- projects or measures specific to women which are designed to eliminate larger gender gaps;
- provision of training on gender mainstreaming for all relevant ministries;
- proportion of resources allocated to develop the capacity and expertise of ministry staff to advocate for gender equality;
- formalized procedures for reporting and disseminating information on selected gender equality targets.

Background material

Equal Opportunity Policy

An equal opportunity policy is a commitment to design employment practices and procedures which do not discriminate and which provide equality between individuals of both sexes. The design of a policy can include:

- Re-evaluation of women's work;
- working times and patterns adapted to take account of family responsibilities;
- enforcement of legislation to eliminate discrimination;
- positive action;
- vocational counselling;
- information campaign; and,
- support measures to integrate and maintain women in non-traditional sectors.

*From: "As one employer to another... what's all this about Equality?"
Bureau for Employers' Activities, International Labour Organization, Geneva*

Gender mainstreaming

Focus: gender equality and gender-sensitive social protection

Gender equality issues are present in virtually all aspects of social protection. Most systems of social protection were initially developed based on the male breadwinner model, and as a result have perpetuated the unequal treatment of women. At the same time, although women have transformed labour markets worldwide, they continue to be a disadvantaged group with large numbers being denied decent work.

The structural transformation of economies, demographic change, informalization, and new notions of working time have particularly made women more vulnerable in the world of work. As a result, the ILO has adopted gender mainstreaming to ensure that a gender perspective is integrated in all its activities. In the area of social protection, gender mainstreaming will help advance more equitable systems of social protection and help eliminate the gender-blind policies that have been put in place. Clearly, social protection systems should promote equal treatment and opportunity, and strive to eliminate all forms of discrimination. Considering that the larger Decent Work Deficits (ILC 89, Report 1 (A)) have an important gender component, its explicit consideration is not only effective and efficient but also crucial in the reduction of such deficits.

From: "Social Protection", A. Bonilla García and J.V. Guat, Geneva, August 2003



Module V

Monitoring and Evaluation of Gender Equality in the PRSP

Module V: Monitoring and Evaluation of Gender Equality in the PRSP

Objective:

To strengthen practices and develop mechanisms to enhance participation in the implementation, monitoring and evaluation of the gender equality targets in the PRSP.

1. What can the social partners and government officials do to assess the progress of the PRSP in achieving gender equality targets?

Once the PRSP has been prepared, it is important to put in place adequate monitoring procedures to assess how successfully gender equality aims are being realised. A budget for this purpose is therefore of the utmost importance.

Social dialogue between the social partners and the government can help develop action plans and agreements for this monitoring and evaluation role. Elements of a good action plan or an agreement would be:

- commitment to hold periodic reviews, jointly or separately, as well as community and stakeholder consultations, on the perceptions of the fairness and gender sensitivity of the social dialogue institutions;
- commitment to assess the degree of equality in access to strategies and policies to eliminate gender inequality;
- commitment to review or institute mechanisms for sustained social dialogue with gender-balanced participation and representation;
- commitment to seek informed opinions and data to gain knowledge about the role of public institutions in the implementation of the PRSP;
- commitment to build up gender sensitive indicators (both quantitative and qualitative) in each of the four strategic areas covered by Decent Work, these also to be able to measure changes over time;
- commitment to enhance the capacities of their members to integrate the gender dimension in policies and programmes;

- adjustment of the format of annual reports and assessments to record the process;
- development of record keeping and reporting practices on data broken down by sex;
- indication that the PRSP has integrated data which documents any areas where there is differential access to services by women and men;
- indication of targets in reference to poverty assessments set at local level in relation to national targets.

2. How are partnerships and good governance integrated at this stage?

The more participation there is in the process of monitoring the PRSP, the more the whole PRSP process is considered a success.

Participation is to be welcomed from a wide range of organizations and bodies: governmental departments, organizations of civil society, informal and grass-roots associations, labour unions, business corporations, non-governmental organizations as well as multilateral agencies and international financial institutions. This breadth of involvement reflects the conviction that no single agent can eliminate poverty or attain gender equality on its own.

The monitoring and evaluation of the PRSP thus presents opportunities for the social partners to set up partnerships and alliances to ensure that the primary elements in the reduction of poverty are not overlooked, that fundamental rights and principles of social dialogue such as organization and democratic participation are at the centre of the participatory process, and that the bargaining power of women and of those actively seeking gender equality is strengthened.

Checklist 5:**How effective are the social partners and the government in monitoring gender issues during the monitoring and evaluation stage of the PRSP process?**

Capacity and Expertise	Yes	No	Do not know
1. Are the targets and gender sensitive indicators in the monitoring and evaluation section of the PRSP relevant to the objectives of the PRSP?			
2. Did the PRSP set up an information system to detect separately the impact on selected indicators in the areas of Decent Work?			
3. Did the PRSP introduce indices broken down by sex related to unionization and/or the exercise of the right to participate in the monitoring effort?			
4. Have gender experts been recruited to support the monitoring effort in the PRSP?			
5. Is there consensus among male and female members of the workers' and employers' organizations on the challenges that contribute to or hinder the success of the strategies?			
6. Have the social partners allocated financial and human resources to undertake the monitoring effort with a gender perspective?			
7. Is there a mechanism for budget management linked to gender equality targets in the PRSP?			

Advocacy	Yes	No	Do not know
1. Is there gender balance in the participation of the social partners in the monitoring stage of the PRSP?			
2. Have actions been taken to remove obstacles to women's participation in the monitoring & evaluation exercises?			
3. Do representatives or gender equality advocates participate in monitoring and/or evaluation decisions?			
4. Are women and men involved proportionally in collecting and analysing gender indicators?			
5. Have proposals drafted separately by women and men been considered by the PRSP Committee to improve the impact of the strategies?			
6. Have the social partners agreed on scheduled times and events to monitor implementation and evaluation of progress?			
7. Have sessions been designed by the social partners to review accountability for the implementation and monitoring activities of the PRSP?			
8. Have the social partners made plans to document and reflect upon progress made?			
9. Other.			

Follow up tasks and activities

Social dialogue and participation in the implementation and monitoring stages is crucial to secure accountability in the process of working towards gender equality. To initiate or continue the task once the PRSP is drafted and submitted to the World Bank by the government, the following additional elements for action are valuable.

Capacity and expertise

- Estimate resources to advance gender equality outcomes;
- review the prepared PRSP to ascertain whether or not the views and proposals of the social partners have been taken into account;
- collect, share and disseminate good practices on PRSP participatory processes;
- hold participatory assessments such as self-evaluation or focus groups and distinguish responses by sex;
- communicate with non-organized poor women and poor men through leaders of local communities and assess their views on the impact of the PRSP.

Advocacy

- Identify World Bank officials, the ministries involved in the PRSP committee and other interministerial committees, and share monitoring and evaluation plans about gender equality with them;
- organize events with other interested groups to review the implementation of policies and programmes of the PRSP;
- use culturally sensitive means to examine progress towards gender equality in areas of Decent Work (e.g. role playing, music, posters, dramatization);
- obtain and disseminate information on PRSP meetings, seminars, workshops or other planned events (local, national or international);
- discuss initiatives to raise public awareness on progress in implementing policies for gender equality in the PRSP;
- identify NGOs or potential partners who can contribute to the monitoring effort;
- share interests, strategies, action plans or any other initiative with advocates for gender equality, and create alliances and lobby for participation.

Monitoring progress – Gender equality indicators

Several sources of information can be used to review the accountability of the social partners and governments for monitoring and evaluation of strategies proposed in the PRSP to advance gender equality:

- periodic reviews including a timetable for the involvement of an agreed proportion of women;
- proportion of resources allocated to improve capacity and expertise on monitoring and evaluation of gender equality;
- statistical trends in the number of women who join workers' and employers' organizations in a specific period of time;
- integration of gender equality targets into national programmes for the elimination of poverty and for job creation;
- cooperation between the social partners and other stakeholders concerned to develop gender sensitive indicators;
- any reduction in gender differences in selected indicators (e.g. unemployment rates, labour grievances) in a selected locality compared to the national average over a five year period;
- participation by women from different sectors in committees engaged in monitoring and evaluation;
- frequency of news, public debates and information on actions taken by the social partners and government to redress gender inequality;
- existence of campaigns to disseminate information to government bodies and workers' and employers' organizations on successes or setbacks in the advancement of gender equality;
- existence of resource centres to raise awareness and expertise on gender equality.

Background material

Examples of targets proposed at the Strategy Implementation Conference in Hai Phong, October 2000

- Targets related to majority of women: 40% of new jobs are filled by women;
- targets feasible at hand: land use rights certificate in wife and husband's name;
- targets time-bound: the proportion of female representatives in the People's Council;
- targets eliminating big gender gap: women make up 50% of the total borrowers from government's credit.

*Women Union and National Committee for the
Advancement of Women in Viet Nam,
Ho Chi Min City, 7-8 July 2003*



Appendix I

Gender, Poverty and Employment in Latin America:
An ILO Project

Appendix I: Gender, Poverty and Employment in Latin America: An ILO Project

This is a draft report of a recent ILO initiative undertaken in Latin America. The text is currently subject to review by participating bodies.

Bolivia, Grenada, Guyana, Haiti, Honduras and Nicaragua are the PRSP countries in Latin America that embarked in the participatory process. In Bolivia, Honduras and Nicaragua, the project, *Gender, Poverty and Employment in Latin America (GPE-AL)* is working with other partners to ensure the integration of the gender dimension in the Poverty Reduction Strategies. In these countries, the project has gone beyond the mere recording of the inequalities between women and men, to preparing an analysis of the processes by which women and men become poorer – related processes, yet different – with a focus on the variations in status and the conditions that both experience in the labour market. Women’s work is critical to the survival and security of poor households and is one of the primary routes to escape from poverty and therefore, their contribution should occupy an exceptional place in the formulation and design of policies against poverty. However, in order for women from poor households to be able to take advantage of the newly developed economic opportunities, there must be a dedicated effort to remove obstacles that hamper their positive contribution in the labour market. Diagnosis and ad hoc studies have thus been carried out to understand the position and constraints that women and men experience in the labour market, complemented with consultations and on-going dialogue with ILO constituents. This information feeds the formulation and design of the strategies to combat poverty.

Given the significance of the participatory process – which the project sees, not only as a requisite for lending, but more importantly as an opportunity to disentangle the processes by which the labour of women and men is structured and valued differently in the productive and the reproductive domains – the project has set some criteria to estimate where the PRS has achieved successful participation. These are not only the quality, representativeness and heterogeneity of the groups consulted, but also the effectiveness of a relative gender balanced participation in the formulation, implementation and evaluation of the strategies, the degree of reception of their proposals by civil society and the role of ILO constituents in shaping the process by which the strategy is negotiated, areas where gender inequality is covered by the strategy and, quite significantly, the relative importance of resources allocated to reduce or to eliminate these inequalities.

The participatory process has been followed closely in Bolivia, one of the poorest countries in Latin America. The country allocated the amount of US\$ 1,573 million to implement the PRS during a period of 15 years, which was placed in the National Fund for Production and Investment (*Fondo Nacional de Inversión Productiva y Social, FPS*). The objectives set were the expansion of employment and income earning opportunities, capacity building, increasing safety nets and social protection, improving social integration and citizen participation and decentralized systems. The goals set for 2015 are

to diminish poverty from the current 63% to 41%; to reduce extreme poverty from the current 37% to 17%; increase life expectancy from 62 to 69 years and to increase schooling rates of people 8 years old or over from 51 % to 67%.

The country, immersed in deep-rooted political and economic crises, has seen the ten percent of the poorest lose fifteen percent of their earning capacity, while the ten percent of the wealthiest increased their income by sixteen percent. 83% of the labour force produces 25% of the GDP, while 8.7% of employees from enterprises of more than 50 people produces 65% of the GDP.⁹ Social policies have received less budgetary allocations, which represent more tributary pressure over basic consumption goods and income.

In a milieu of social unrest and discontent – which ended in community upheaval in October 2003 – the participatory process, the so-called *Dialogue 2003*, has been discussing and reviewing the Strategy for the Reduction of Poverty (2004-2007) since September 2002.

The integration of gender equality – by examining the document and adjusting the existing proposals with a view to reducing and ending inequality and gender gaps – has taken place through the Department of Analysis of Social Policies (*Unidad de Análisis de Políticas Sociales, UDAPE*), Ministry of Sustainable Development. Both UDAPE and the GPE-AL hired two gender specialists and submitted several versions to the Ministry of Labour, the Vice-Ministry of Women's Affairs and the Gender Inter-agency Unit, among many others. An advanced version was submitted to the President, but the document was handed back and the gender sensitive proposals eliminated. This created ardent reactions from the ministries, women's organizations, and international donors who pressed to incorporate the proposals, and moreover, to ensure that women were incorporated as productive agents.

The following gender equality goals were finally integrated in the XIX version:¹⁰

1. Gender policies

- (a) The National Emergency Employment Plan (NEEP) set a target of 30% professional and unemployed women (25 to 50 years old) in public employment. The figure was achieved, and 55% of the beneficiaries are women;
- (b) the Employment Programme is devoted to professionals and technicians in private enterprises and productive units;

⁹ Final Report. «A un año de Implementación de la Estrategia Boliviana de Reducción de la Pobreza». CEDLA, CEPAS, CARITAS, Mecanismo de Control Social. First Edition. August 2003.

¹⁰ *Revisión de la Estrategia Boliviana de Reducción de la Pobreza 2004-2007 (Págs. 29, 30 y 31. XV Grupo Consultivo. París 8 y 9 de octubre del 2003.*

- (c) the Maternal and Child Health Insurance (MCHI) provides universal, integral and cost-free health-care to women during pregnancy and after birth and to children up to five years of age.

2. Gender gaps and productivity

- (a) women's access to credit and to land. Women will be entitled to property rights, in particular, single mothers;
- (b) women's participation in the use of natural and environmental resources;
- (c) equal participation of women in local economic development through micro-enterprises;
- (d) provision of food subsidies and milk for school children and employment for women in sectors other than agriculture;
- (e) services to women producers through the Bolivian Productivity and Competitive System.

3. Gender and social gaps

- (a) reach out to women in order to facilitate their access to productive employment, land rights and BONOSOL¹¹ in the case of older women;
- (b) strengthen the Programme of Prevention and Attention to Family and Sexual Violence, and to improve service coordination in the framework of the Law against Family or Domestic Violence;
- (c) grant safety, occupational and job facilities to women, and in particular, childcare;
- (d) provide nutritional supplements for women;
- (e) ensure capacity-building on gender knowledge and expertise;
- (f) organize programmes on the responsibility of fatherhood;
- (g) ensure legitimate access to decision-making for rural women.

¹¹ Law 2427/2003, (circa 25 US) for the population over 65 years.



Appendix II

Looking Towards the Future:
A Tripartite Commitment to the Alleviation of Poverty

Appendix II: Looking Towards the Future: A Tripartite Commitment to the Alleviation of Poverty

This extract is taken from Working Out of Poverty (p. 101-p. 103) International Labour Conference, 91st Session, 2003. International Labour Office, Geneva¹².

In the new multilateral drive to reduce poverty there are three dimensions linking the work of the ILO and other partner agencies. First, the open and participatory principle of the PRSP process is a direct invitation to employers' and workers' organizations to contribute substantively to shaping national policies. Governments and the Bretton Woods institutions should foster actively such participation. Second, employment, representation, social protection and social dialogue should be central concerns of poverty reduction policies, in both macroeconomic and microeconomic terms. Third, the effective implementation of principles and rights at work will ensure a social floor allowing market forces to function more effectively and equitably.

The renewed international commitment to the reduction of extreme poverty, the streamlining of national and international assistance towards this goal and the broader conceptual and policy framework provide an extraordinary opportunity for the ILO to make a significant contribution. The challenge is to demonstrate the validity of a decent work approach to the reduction of poverty. As stated in the Programme and Budget proposals for 2004-05, the ILO intends to strengthen the capacity of constituents to influence the national policy on poverty reduction on the basis of the Decent Work Agenda. This will be particularly relevant to countries engaged in the PRSP process and other similar national development planning mechanisms that aim to pull together the national and international resources for poverty reduction.

The ILO is actively involved in developing the national Decent Work Agenda with constituents in a number of countries that have undertaken pilot programmes or sought the ILO's assistance in the PRSP process.¹³ Experience has shown that an integrated agenda for poverty reduction and social inclusion constructed around rights and principles, enterprise and employment promotion, social protection and social dialogue, with gender equality and international partnerships as constant themes, promotes both analysis of the main issues and the identification of specific measures.

¹² Full Report available at: <http://www.ilo.org/english/standards/relm/ilc/ilc91/pdf/rep-i-a.pdf>

¹³ Bangladesh, Cambodia, Ethiopia, Ghana, Honduras, Indonesia, Kazakhstan, Mali, Morocco, Nepal, Panama, Philippines, Sri Lanka, United Republic of Tanzania and Viet Nam. The ILO has also undertaken reviews of economic and social policies in Bahrain and Denmark from the decent work perspective.

The ILO approach is to start by discussing with its constituents their perceptions of the key problems facing enterprises, workers and communities in improving social and economic conditions generally, and those of people living in poverty in particular. Initial meetings gradually lead to the identification of a number of often-interrelated issues such as crime and growing levels of violence and youth unemployment, the fragility of micro and small businesses in the insecure environment of the informal economy, and the lack of education and health services in isolated rural communities.

As discussion moves from the identification of problems to possible responses, the ILO is able to introduce information and ideas on approaches to addressing these issues both at local and at national levels and examine with the social partners and government agencies whether they could be adapted to meet their priorities. In many cases, the ILO is able to facilitate joint analysis and connecting the “community of work” to national development policy debates and international initiatives such as the PRSP process. Its main contribution is to bring available technical expertise and the experience of other countries in dealing with similar problems into the discussions. A common understanding of the poverty challenge built up by involving the social partners and key civil society groups in discussions of decent work deficits and the dividends that can be realized by overcoming them can help governments to build consensus on priorities and actions.

Participatory research and analysis techniques can be particularly rewarding, as they identify grassroots solutions and experience by involving organizations representing people living in poverty. For example, a study of the one micro-insurance scheme for informal economy women workers in India that included provision of maternity benefits encouraged members of two other schemes that did not provide such benefits to do so¹⁴. In Mali, the Government, employers, unions and the ILO itself were able to draw on research work and policy dialogues promoted by the Jobs in Africa programme to convince the Finance Ministry and the World Bank that employment policies should figure in the country’s PRSP. In the Philippines, national-level discussions quickly generated awareness of the value of using a decent work perspective to promote local economic and social development. The government initiative to create “poverty-free zones” has stimulated considerable interest, and the ILO was able to contribute by offering its experience with various types of community organization, such as rural cooperatives and community-based training.

Given the positive response of constituents to the ILO’s Decent Work Pilot Programme and its engagement with the PRSP process, a flexible agenda for national discussions might include the following policy topics for discussions among the social partners. In many countries, a similar agenda could also be useful at regional and community level in bringing the perspectives of the community of work into a coherent programme for poverty reduction. The ILO could help prepare basic discussion papers, in consultation with national governments and employers’ and workers’ organizations to facilitate exchanges on what they consider priority issues.

¹⁴ See ILO. Extending Maternity Protection to women in the informal economy. The Case of VIMA. SEWA, India, Geneva, 2002.