

**HANDBOOK ON MAINSTREAMING
GENDER EQUALITY INTO DECENT WORK
COUNTRY PROGRAMMES IN AFRICA**



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Preface

The ILO understands gender equality as a matter of human rights, social justice and sustainable development. Gender equality is at the heart of decent work.

The promotion of gender equality and non-discrimination have been fundamental principles underpinning the work of the ILO since its creation in 1919. These principles are an integral component of the ILO's Decent Work Agenda - promoting decent and productive work in conditions of freedom, equity, security and human dignity. They are also inherent to the Sustainable Development Goals, the African Charter on Human and People's Rights and the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa.

In the context of **decent work, gender equality** embraces equality of opportunity and treatment, equality of remuneration and access to safe and healthy working environments, equality in association and collective bargaining, equality in obtaining meaningful career development, maternity protection, and a balance between work and family life that is fair to both men and women. All workers, including women workers, have the right to decent work, not only those working in the formal economy, but also the self-employed, casual and informal workers, as well as those, predominantly women, working in the care economy and domestic work.

The ILO is taking a leading role in international efforts, including in the Africa region to promote and realize gender equality and women's empowerment. The Decent Work Agenda is one of the ILO's primary means of action to improve the working and living conditions of women and men, and promote gender equality and non-discrimination in the workplace for all workers. However, there continues to be a mismatch between the prescribed rights in national, regional and international standards and the reality of workers, especially women workers.

The Decent Work Country Programme (DWCP) is, therefore, a vital instrument for promoting gender equality and non-discrimination and raising the visibility of women workers' rights. DWCPs are the primary framework for ILO support to constituents at the country level, are grounded in the country specific context, and respond to contemporary challenges which include the achievement of gender equality.

It is my hope that the compendium to the ILO DWCP Practical Guidebook will contribute further to strengthening commitment to gender equality and non-discrimination in the world of work in the region and enhancing knowledge of the gender dimensions of decent work and will facilitate gender mainstreaming of DWCP in Africa.

This compendium aims to be an accessible guide in the process of design and implementation of DWCPs. It owes its existence to a number of dedicated colleagues and gender activists whose commitment and passion has been invaluable. Acknowledgement goes to the technical supervision of the Regional Gender Specialist, Mwila Chigaga, with support from Adrienne Cruz, the Africa Focal Point in GED and Kedibone Molamodi, Gender Focal Point, DWT Pretoria. Nina Benjamin, Nosipho Twala and Nancy Castro-Leal from the Labour Research Service (LRS) of South Africa partnered with ILO in this publication.

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Gender Equality and Non-Discrimination in the ILO's mandate

The primary goal of the ILO is to promote opportunities for women and men to obtain decent work in conditions of freedom, equity, security and human dignity. Gender equality and non-discrimination, including women workers' rights constitute an integral part of the values, principles and objectives that are at the core of the ILO mandate to promote social justice and decent work.

Four ILO Conventions have been designated as key instruments for achieving gender equality in the world of work:

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

The ILO has adopted two important instruments for ensuring accountability on gender equality. In 2004 the International Labour Conference adopted the Resolution on Gender Equality, Pay Equity and Maternity Protection. In March 2005 the ILO Governing Body made gender mainstreaming obligatory in all technical cooperation activities.

Gender equality therefore features as a cross cutting issue in all the work of the ILO and provides a strong foundation for the integrated pursuit of the ILO's strategic objectives. It is therefore obligatory that as a cross cutting issue **gender equality and non-discrimination is mainstreamed in the design, implementation, monitoring and evaluation of all Decent Work Country Programmes.**

In preparing a DWCP it is essential that all four pillars of the Decent Work Agenda i.e. the promotion of fundamental rights; employment creation; social protection and social dialogue reflect an analysis of, and recommendations for, promoting gender equality and non-discrimination. The ratification, proper application and enforcement of the Gender Equality Conventions and Recommendations should also be a key activity of integrating gender equality into the DWCP.

Objectives of the handbook

- Enhance constituents' understanding of the principles of gender equality and non-discrimination as it relates to the Decent Work Country Programmes
- Guide constituents in the process of integrating gender equality and non-discrimination in Decent Work Country Programmes
- This handbook accompanies the *ILO DWCP, A Practical Guidebook, version 4*

Understanding Gender

Gender refers to the socially constructed differences and relations between males and females. These vary widely among societies and cultures and change over time. The term “gender” is not interchangeable with the term “sex”.

Sex refers exclusively to the biological differences between women and men, which are universal and do not change.

Gender roles are learned behaviors in a given society, community or other social group. They condition which activities, tasks and responsibilities are perceived as appropriate to males and females respectively. Gender roles are affected by age, socio-economic class, race/ethnicity, religion, and the geographical, economic, political and cultural environment. These gender roles affect women's and men's access to resources and other benefits.

Gender equality refers to the enjoyment of equal rights, opportunities and treatment by women and men and by girls and boys in all aspects of life. Gender equality in the world of work consists of two complementary elements; equality of opportunity and equality of treatment.

Gender equity means fairness of treatment for women and men, according to their respective needs and interests.

The Principle of Gender Equality and Non-Discrimination

The principle of gender equality and non-discrimination recognizes that all human beings are equal before the law and accords equal recognition to the needs, experiences and interests of women and men.

Non-discrimination and equality are core elements of the international human rights normative framework. Under international human rights law, states are expected to eliminate direct and indirect discrimination in law and practice; on the grounds of race, colour, sex, age, language, religion, political or other opinion, national or social origin, property, birth, physical or mental disability, health status (including HIV/AIDS), sexual orientation, and civil, political, social or other status; when it has the intention or effect of nullifying or impairing the equal enjoyment or exercise of rights. This rights based approach naturally includes eliminating all forms of discrimination.

Discrimination is defined in Convention 111 as: any distinction, exclusion or preference based on race, colour, sex, religion, political opinion, national extraction or social origin which has the effect of nullifying or impairing equality of opportunity or treatment in employment or occupation. (Article 1. (1a)). More recently, changes in the structure and dynamics of labour markets, themselves responding to broader political, economic, social and cultural processes, have produced new forms of discrimination based on factors such as age, disability, HIV positive status, sexual orientation, employment history or religion.

Convention No. 111 prohibits any form of direct and indirect discrimination. Direct discrimination exists when unequal treatment between workers of different race, colour, sex or any other ground covered by the convention stems directly from laws, rules or practices making an explicit difference between workers on these grounds. For example, a labour code providing that women shall receive less pay than men because of their sex, laws which do not allow women to sign contracts but allow men to do so, or job advertisements which specify the appearance and sex of the candidates.

Indirect discrimination means rules and practices which appear neutral but in practice lead to disadvantages primarily suffered by persons of one sex, race, colour or other characteristics. For example, paying women less than men for the same job or setting job requirements or criteria for pay which are seemingly neutral but are irrelevant to the job (such as requiring a minimum height or weight for a manager) and in practice exclude a large percentage of female or male applicants.

The promotion of **equality in employment** is a step beyond the prohibition or elimination of discrimination. Gender equality in the world of work consists of two complementary elements; equality of opportunity and equality of treatment. Equal opportunity means having an equal chance to apply for a job to be employed, to attend educational or training courses, to be eligible to attain certain qualifications and to be considered as a worker or for a promotion in all occupations or positions, including those dominated by one sex or the other. Equal treatment refers to equal entitlements in pay, working conditions, security of employment, reconciliation between work and family life, and social protection.

Gender as a Fundamental Human Right

Gender equality is a fundamental human right. The protection and promotion of equality between women and men are recognized as fundamental concepts in the major international human rights instruments including:

- The Universal Declaration of Human Rights (1948)
- International Covenants on Civil and Political Rights (ICCPR) and the International Covenant on Economic, Social and Cultural Rights (ICESCR) (1966)
- Convention on the Elimination of all forms of Discrimination against Women (CEDAW) (1979)
- Beijing Declaration and Platform for Action (1995)
- Millennium Development Goals and most recently the Sustainable Development Goals (2015)
- African Charter on Human and Peoples' Rights as well as the Protocol (1981)
- Solemn Declaration on Gender Equality in Africa (SDGEA) (2004)
- African Union Agenda 2063 (2015)
- SADC Declaration on Gender and Development and its Protocol (1997)

To give effect to the human rights instruments the rights based approach to development has gained in importance and is a means of eliminating all forms of discrimination.

Gender and Sustainable Development

Gender equality and non-discrimination is at the heart of sustainable development as an economic growth and development issue. The World Economic Forum's Global Gender Gap Report (2008) shows that economic growth correlates strongly with gender equality. Countries with high levels of gender equality record higher levels of national productivity and competitiveness which yields higher economic growth when compared with countries with low levels of gender equality.

In addition, when women in developing countries enjoy more equality of opportunity and treatment in the world of work, the national poverty rate declines. Greater earnings of women can lead to greater participation in decision-making powers of women in the community and in the home. Women's decision-making in the home translates into higher household investments for children in terms of better access to health services and education, and a healthier and better educated child who grows up to be a productive citizen.

The ILO considers the Sustainable Development Goals and particularly Goal 5 – *“achieve gender equality and empower all women and girls”* and Goal 8 – *“Promote sustained, inclusive and sustainable economic growth, full and productive employment, and decent work for all”* as working together with the Decent Work Agenda in promoting gender equality.

Gender Mainstreaming – A Global Strategy

Gender mainstreaming is the main global strategy for promoting gender equality and was formulated in 1995 at the 4th World Conference of Women in Beijing. Gender mainstreaming is defined as: *“The process of assessing the implications for women and men of any planned action including legislation, policies or programmes in any area and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”* (ECOSOC, 1997). Gender mainstreaming is not a goal in itself but a strategy employed to achieve gender equality.



The Key Steps in Mainstreaming Gender in the DWCP

The strategy of mainstreaming gender is intended to facilitate the achievement of gender equality and in effect demands that the DWCP addresses the strategic needs of both women and men.

Step 1: Preliminary Consultations and Composition of Committees

Step 2: Country Context Diagnostic and Situation Analysis

Step 3: Gender Responsive Planning for the DWCP

Identifying the gender needs

Identifying Constraints and Opportunities when developing the DWCP

Gender Dimensions of the Decent Work Pillars

Pillar 1 Employment Creation

Pillar 2 Social Protection

Pillar 3 Social Dialogue and Tripartism

Pillar 4 Fundamental Principles

Step 4: Management, Implementation, Reporting and Evaluation arrangements should be drawn up

Step 5: Funding

Step 6: Advocacy and communication

Step 1: Preliminary Consultations and Composition of Committees

The development of a DWCP starts with preliminary consultations with government, social partners and other stakeholders. The consultation process needs to take into account the diversity of the workplace and reflect a gender balance in order to capture the experiences, needs and opinions of women and men. This would usually entail a tripartite-plus approach.

In the composition of the steering committee, technical committee and the drafting teams, care should be taken to reflect societal composition so as to capture all perspectives and concerns and bring to the table different expertise, experiences and the needs of both women and men as well as girls and boys.

To assist in reflecting on the balanced and gender inclusive nature of the consultative process, responding to the following questions will be helpful:

QUESTION	YES	NO	IF NO WHAT ARE YOUR CHALLENGES?
Have you ensured the equal representation of women and men throughout the DWCP process?			
Have you carried out capacity building regarding the concepts of gender, gender equality and non-discrimination and international labour standards?			
Have you raised awareness of the gender requirements of the quality assurance mechanisms for the DWCP?			
Have you identified champions for driving gender equality in the DWCP process?			
Have you included consultations with women and men living with disabilities and women and men living with HIV?			
Have you included consultations with trade union gender unit coordinators and representatives from women's business organisations?			
Have you included tripartite-plus representatives such as the national gender machinery to strengthen representation and expertise on gender equality?			
Have you created an enabling environment that encourages women to speak openly?			
Have you put in place mechanisms that can assist in capturing the opinions and needs of girls and women – for example, focus group discussions?			

Step 2: Country Context Diagnostic and Situation Analysis

This is an evidence based analysis of the situation in the country covering the social, political and economic context of each of the four ILO strategic objectives. The gender analysis should be integrated into the situational analysis. The essence of the gender analysis is to paint a very clear picture of the prevailing gender dynamics. The gender analysis will diagnose the differences between women and men regarding their specific activities, conditions, needs both practical and strategic and access to and control over resources. The analysis needs to take into account the social, economic, political, institutional and environmental context. The gender analysis begins with collecting data which is broken down by sex, age and disability – and moves onto a gendered analysis of the trends and patterns in the division of labour and in the access to and control over resources.

To reflect on the gendered nature of the Country Context Diagnostic and Situation Analysis, responding to the following questions will be helpful:

QUESTION	YES	NO	IF NO WHAT ARE YOUR CHALLENGES?
Have equal opportunities and treatment in the labour market for women and men been identified?			
Have the practical everyday survival needs of women and men been identified?			
Has the analysis identified the division of paid and unpaid work between women and men?			
Has the analysis identified the employment opportunities for women and men?			
Has the analysis taken into account the legal, regulatory and policy frameworks related to the promotion of gender equality?			
Has the analysis used sex desegregated data (quantitative) coupled with qualitative information to highlight the gender gaps, the decent work deficits and the strategic needs of both women and men and boys and girls?			
Does the qualitative information in the analysis take into account age, disability, sexual orientation, ethnicity, levels of formal education, religious beliefs, marital status, socio-economic status and health of women and men?			

Step 3: Gender Responsive Planning for the DWCP

A gender analysis/diagnostic leads into gender responsive planning. Gender planning may be broadly defined as planning that integrates gender equality and women's empowerment considerations, including the setting of goals and objectives. This is the stage that determines and agrees on the priorities, outcomes, strategies, outputs and indicators to show how the needs and the concerns brought out in the gender analysis will be addressed. This is also the stage at which the selection of methodologies and tools for integrating a gender perspective, gender related activities and the allocation of resources to carry out the activities takes place. The practical and strategic gender needs have also to be addressed at this stage.

Identifying the gender needs

The roles and relative power bases of women and men in society are often different and their needs may therefore vary accordingly. It should also be borne in mind that the hierarchy of needs should be analysed and disaggregated by gender. The types of needs people have will depend on their education and health, their gender, religion or ethnic or social background, class, sexual orientation, disability, age and marital status particularly for women.

Practical gender needs: These arise from the actual conditions which women and men experience because of the gender roles assigned to them in society. These are often related to basic needs and are concerned with for instance inadequacies in living and working conditions such as food, water, shelter, income, healthcare and education. These are linked to survival strategies. Addressing them alone alleviates the immediate practical needs but does not contribute to transforming gender relations.

Strategic gender needs: These needs are required to overcome the subordinate position of women to men in society, and relate to the empowerment of women. They vary according to the particular social, economic and political context in which they are formulated. Usually, they concern equality issues such as enabling women to have equal access to job opportunities and training, equal pay for work of equal value, rights to land and other capital assets, prevention of sexual harassment at work and domestic violence, and freedom of choice over childbearing.

Strategic gender needs vary in each context and are related to gendered divisions of labour, resources and power and may include legal rights, protection from domestic violence, equal wages, increased decision-making, and women's control over their own bodies. Meeting strategic gender needs assists women to increase their control over their personal lives and in society, thereby changing existing roles and addressing their subordinate position leading to a transformation of gender relations.

Constraints and Opportunities Profile		
Description	Opportunity	Constraint
Economic / demographic conditions		
Institutional arrangements		
Norms and values		
Political events		
Legislation		
Training and education		
Other		



KEY STEPS IN
MAINSTREAMING



Gender Dimensions of the Decent Work Pillars

Pillar 1 Employment Creation

In addressing employment creation as a priority, interventions must aim to increase the number of both women and men employed and reduce the numbers of unemployed taking into account their specific conditions.

- Ensuring equal access to employment for both women and men
- Taking into account the negative effects of historical disadvantage of women in terms of their access to skills, education and training, resources and networks
- Predominance of women in the informal and rural economies and in domestic work
- Challenges in women's entrepreneurship development including access to finance
- Quality of jobs for women and addressing their low possibilities of career progression
- Equal pay for work of equal value
- Discrimination in employment and women workers' rights
- Unpaid care work and maternity protection, paternity and parental leave
- Male and female stereotypes and occupational segregation

Pillar 2 Social Protection

Social protection should aim at the provision of a generalised basic social support for all women and men regardless of contribution or employment history. This would entail, for instance income support to women and men on the basis of need taking into account their different conditions, experiences and responsibilities.

- A social support system that takes account of male and female stereotypes and its effect on their accessing social protection
- Social protection based on employment contribution discriminates against women, for instance time women spend away from work for reproductive and care responsibilities
- Traditional forms of social protection involving the extended family care have broken down, and women's unpaid labour is replacing this which compromises their ability to engage with paid work
- Need to take cognisance of the different forms of families especially female headed households
- Women in the informal economy have little or no social protection. Expanding social protection to women in the informal economy needs to be prioritised
- Social protection schemes need to be adapted to ensure that the benefits meet the specific needs of women and men
- Ratification and implementation of Maternity Protection Convention No.183

Pillar 3 Social Dialogue and Tripartism

Social dialogue includes all types of negotiations, consultation, and the exchange of information between government, employers and workers on issues of common interest relating to economic and social policy. It can be a tripartite process, with the government as an official party to the dialogue, or it can consist of bipartite relations between trade unions and employers' organisations only, with or without indirect government involvement. Its relevance depends on whether all segments of society can make their voices heard.

- Gender balance and equity including in decision making positions is important in building consensus and democratic processes
- All men and women should be enabled to make their voices heard and ensure that gender perspectives are articulated
- Special attention should be placed on the equitable representation and participation of women in decision making and in all processes and structures. To this effect women's leadership development is of particular importance
- Gender dimensions of collective agreements to be identified and addressed including equal pay for work of equal value; reconciliation of work and family responsibilities; child and elder care; maternity protection and non-discrimination
- The creation of a gender equality-enabling working environment where the contributions of men and women are equally acknowledged, heard and valued
- Unequal power relations and gender based violence including sexual harassment are addressed

Pillar 4 Fundamental Principles

In protecting and promoting the fundamental principles and rights at work a gender lens should be applied including in monitoring adherence to the principles.

The 1998 Declaration on Fundamental Principles and Rights at Work and its follow up is a promotional instrument intended to reaffirm the commitment of member states to the fundamental principles and rights to which all countries must adhere by the very fact of their membership of the ILO, even if they have not yet been able to ratify the corresponding conventions. Gender equality, women workers' rights and non-discrimination are fundamental principles.

- Freedom of association and effective recognition of the right to collective bargaining for women and men
- Elimination of forced and compulsory labour for women and men
- Abolition of all forms of child labour
- Elimination of discrimination in employment and occupation

In assessing how gender responsive the planning process has been, responding to the following questions might be helpful:

QUESTION	YES	NO	IF NO WHAT ARE YOUR CHALLENGES?
Do the priorities, outcomes, activities and strategies address the practical and strategic needs of both women and men?			
Do they contribute to closing the gender gap?			
Are both women and men given equal treatment and opportunities?			
Have you sought the views and priorities of male and female direct and indirect beneficiaries and other interest groups in determining priorities and needs?			
Have the gender dimensions of all four pillars of the DWCP been considered and addressed?			
Are the indicators gender-sensitive and SMART and are the targets disaggregated by sex?			
Has an assessment of the capacity of ILO constituents to address the needs of women and men workers and to promote gender equality been determined and efforts to increase gender awareness been factored in?			

Step 4: Management, Implementation, Reporting and Evaluation arrangements should be drawn up

In terms of management, implementation, reporting and evaluation, a gender equality results-focused approach should be adopted. What is needed:

- Results targeting clearly defined gender equality objectives, outcomes and corresponding outputs
- Articulated and smart gender performance indicators under each priority, component or pillar of the DWCP. SDG indicators under goals 5 and 8 will be helpful. An indicator is a yardstick for change and shows the extent of progress towards achieving the objectives and outcomes. Gender sensitive indicators mean that the indicators are able to capture the different effects of impact on women, men, girls and boys. To be able to succeed in this requires that the diagnostic as the starting point has captured all the gender specific information and that a gender analysis has been conducted. It is important to develop both quantitative and qualitative indicators to measure progress in achieving gender equality. Use of only quantitative indicators can be misleading or incomplete in bringing out

the real gender dimensions. A number does not tell the complete story. Quantitative indicators are measures of quantity and can be expressed in numbers while qualitative indicators are based on descriptive information that captures qualitative (not easily quantifiable) gender differences.

- A clear established baseline or audit on gender equality
- DWCP can serve as an entry point to the discussion and intervention on wider substantive and operational concerns relating to, for instance organisational culture of work; extended hours of work; time pressures and the lack of proactive structures for knowledge sharing and learning

In assessing whether a gender equality results-focussed approach has been used, responding to the following questions will be helpful:

QUESTION	YES	NO	IF NO WHAT ARE YOUR CHALLENGES?
Do the managers of the DWCP process understand the concept of gender equality and mainstreaming gender?			
Do they have the capacity to manage the process of gender mainstreaming amongst staff and constituents?			
Is there provision for establishing a baseline through a Participatory Gender Audit?			
Has specific responsibility for ensuring effective gender mainstreaming been assigned?			
Have all parties been made aware of their accountability for gender mainstreaming?			
Has provision been made for periodic reporting on mainstreaming gender to the Steering Committee?			
Does the DWCP meet the quality assurance standard for mainstreaming gender?			

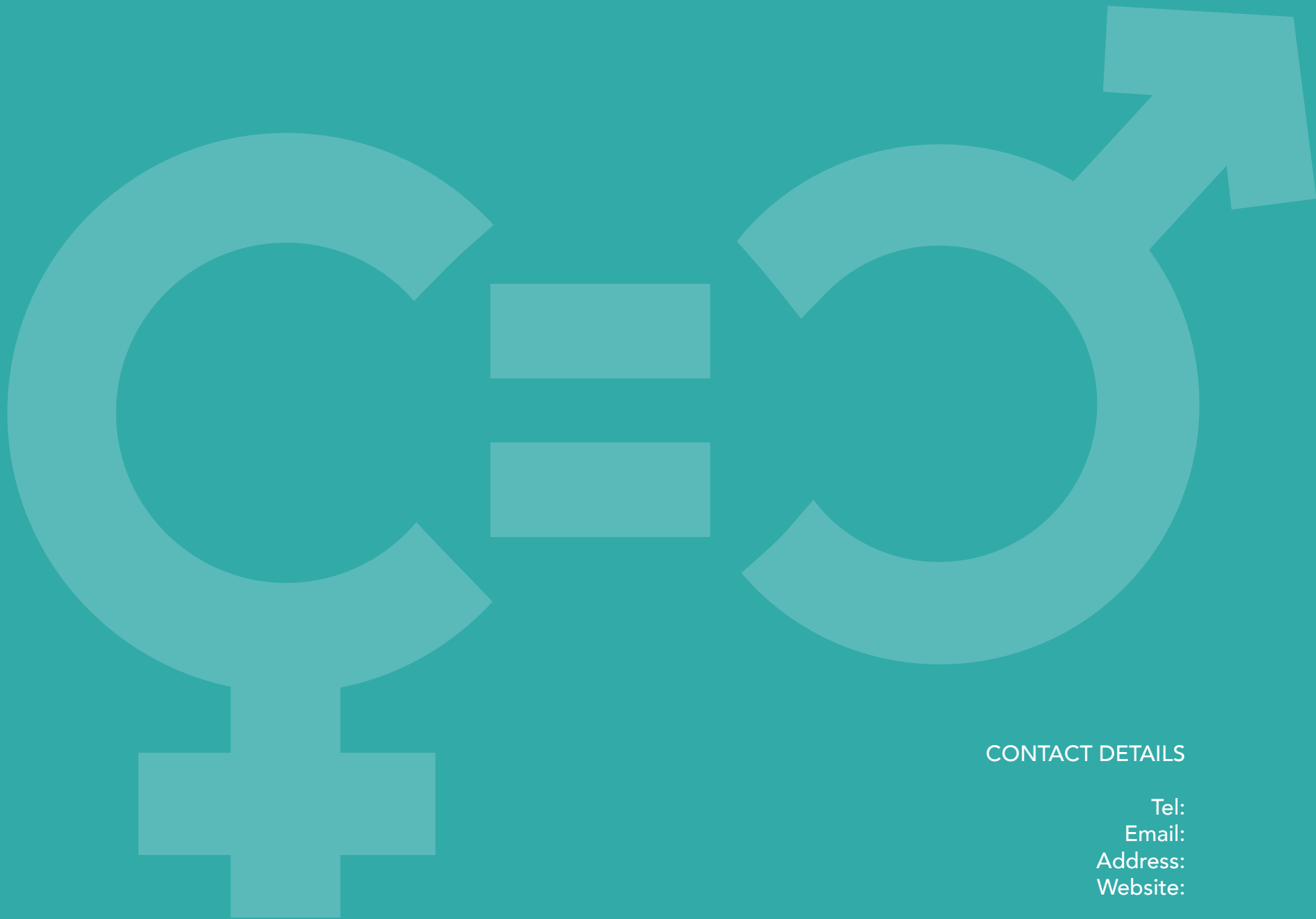
Step 5: Funding

- Dedicated budget linked to identified and agreed gender objectives and outcomes with corresponding outputs
- Directly linked to funding are the systems and instruments in use for monitoring and evaluation on gender integration
- The programme and budget elements must be in place for establishing accountability for delivering on gender equality
- The DWCP must include the financial tracking system provisions for tracking resource allocation to gender equality, for instance a gender marker or scorecard

Step 6: Advocacy and communication

Gender responsiveness in advocacy and communication is particularly important:

- Use gender responsive and inclusive advocacy and communication strategies
- Gender inclusive images and language
- Avoid gender stereotypes and show women in non-traditional jobs and men performing household and care work
- Partnerships with gender networks who will facilitate advocacy and communication



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