

GEMS Toolkit IN BRIEF



Gender Mainstreaming Strategies: Programming Tools



INTRODUCTION

TOOL 1: KEY CONCEPTS & STRATEGIES



International
Labour
Organization

12 GEMS PROGRAMMING TOOLS

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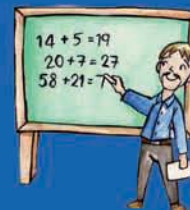
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GEMS TOOLKIT IN BRIEF: INTRODUCTION

Aim: To share gender knowledge, skills and tools with ILO constituents and partners

Users: Office, programme and project directors, technical specialists, programme managers and officers, and consultants from ILO and its partner organizations



The GEMS Toolkit helps you to:

- ✓ Do a gender analysis in your work and your organization in a systematic way
- ✓ Put gender in the mainstream of policies, programmes and projects
- ✓ Carry out gender-specific action to redress inequalities

Why need it?

- Progress is being made, still **gender inequalities persist** in the world of work, e.g. unequal opportunity and treatment, discrimination, pay gap, inadequate maternity protection, work-family conflicts, and heavy workload
- **Equality between men and women is vital** for sustainable economies, effective poverty reduction, profitable businesses, and realizing people's full potential and happiness

TOOL 1: KEY CONCEPTS & STRATEGIES



Gender equality benefits all

- Every society has ideas and expectations about the characteristics, abilities and likely behaviour of women and men – or **femininity** and **masculinity**
- These **gender values**, **norms** and **stereotypes** may be restrictive and may not reflect the actual contributions men and women make
- Everybody needs to be given **freedom** to reach their **full potential** and enjoy **success** in work and in life:
 - Promoting gender equality is the **right** and the **smart** thing to do from both the rights-based and the economic efficiency perspectives
 - It is globally accepted as a necessity for **sustainable development** and **poverty reduction**

TOOL 1: KEY CONCEPTS & STRATEGIES



Promoting gender equality does not mean making women and men the same. It means:

- Equal opportunity and treatment, fair and just outcomes for both sexes
- The same human and workers' rights for all
- Equal value and fair distribution of responsibilities and opportunities, paid and unpaid work, decision making, and income

Discrimination

Distinction, exclusion or preference based on race, colour, sex, religion, political opinion, national extraction or social origin which nullifies or impairs equality of opportunity or treatment in employment or occupation (ILO Convention No. 111)

People can also be discriminated against on other grounds such as age, migrant or marital status, maternity or family responsibilities, sexual orientation, disability or infectious diseases



TOOL 1: KEY CONCEPTS & STRATEGIES

Workers' rights & decent work

Human rights

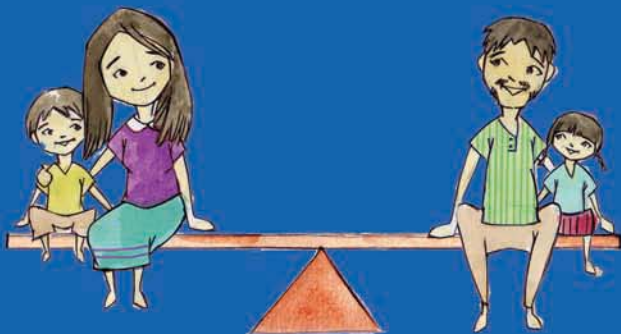
Basic and absolute rights each person has because she or he is a human being

Fundamental workers' rights

- No to all forms of forced or compulsory labour
- No to child labour
- No to discrimination in employment and occupation
- Yes to freedom of association and right to collective bargaining

Gender equality at work

- Equal opportunity and treatment between men and women in employment
- Equal pay for work of equal value
- Better work-life balance between men and women with and without family responsibilities
- Maternity protection



Decent Work

Productive work performed in conditions of freedom, equity, security and human dignity to which women and men have equal access on equal terms

TOOL 1: KEY CONCEPTS & STRATEGIES

Equality in outcomes

Gender equality approaches - Then and now:

1. **Sameness** – Men and women are exactly the same and should be treated in exactly the same way
2. **Protectionist** – Women are the 'weaker' sex, so they need to be protected from 'unsafe', 'unsuitable' or 'inappropriate' work 'for their own good'
3. **Equality in outcomes** – Women and men are **different but equal**. Seeks to eliminate discrimination through corrective and positive measures. This approach is adopted in international law and labour standards



TOOL 1: KEY CONCEPTS & STRATEGIES

Protection and promotion to achieve equality

Protective measures

Special measures are needed to protect **reproductive functions and rights**:

- **Maternity protection** – maternity leave for specific time before and after birth of a child, prohibition of job dismissal, income security, and medical benefits
- **Provision of special conditions of work for pregnant women and nursing mothers** – nursing breaks, organization of working hours, prohibition of night work and dangerous work
- **Protection of reproductive functions of men and paternity** – time off for husband after wife's child birth or adoption



Special positive measures or affirmative action

- Banning discrimination by law is necessary but not sufficient to achieve equality in opportunity and treatment at work
- Temporary measures are needed to redress the effects of past or continuing discrimination, to put everyone on equal footing, and to achieve equity and equality in outcomes in the world of work
- Positive action does *not* imply that the beneficiaries have something wrong with them or are disadvantaged by nature. It recognizes that inequalities are entrenched in institutions and societies and that this needs to change towards fair opportunities for all. A common means of positive action is setting specific goals, targets or quotas for the participation of the disadvantaged or underrepresented groups



TOOL 1: KEY CONCEPTS & STRATEGIES

How to mainstream gender

GEMS – Gender Mainstreaming Strategies aim at giving equal rights, opportunities and treatment to men and women as beneficiaries, participants and decision makers by:

- Integrating gender equality into the mainstream and including women's and men's priorities and needs systematically and explicitly in all policies, programmes, projects, institutional mechanisms, and budgets
- Designing and implementing gender-specific measures to protect the reproductive rights of women and men and to redress the effects of past or continuing discrimination
- Addressing both practical and strategic gender needs:

Practical needs

are basic needs or survival needs, e.g. water, shelter, income, and healthcare.

Meeting practical needs is about improving living and working conditions of men and women



Strategic needs

are the needs for equality and empowerment of both women and men, e.g. sharing of family duties or tasks and decision making, equal access to education and training. Meeting strategic needs is about redressing inequalities

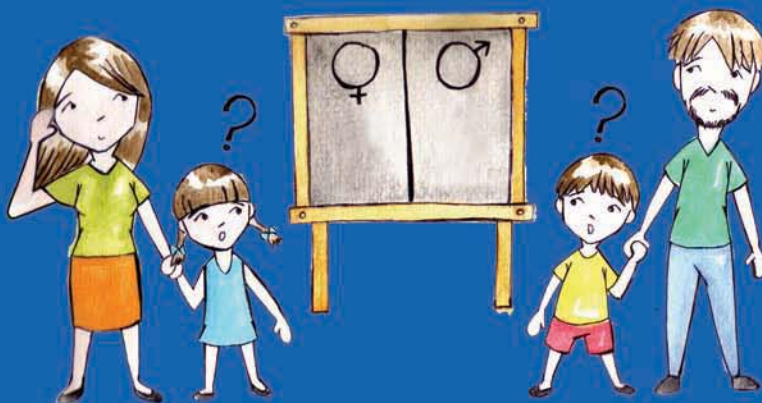


TOOL 1: KEY CONCEPTS & STRATEGIES

Key steps in gender mainstreaming - 1

Key GEMS steps

- Gender analysis
- Gender planning:
 - ✓ Ensuring equal distribution of resources to women and men
 - ✓ Gender-specific measures
 - ✓ Giving girls and women a voice
 - ✓ Organizational change process
 - ✓ Gender budgeting and auditing



Gender analysis

- Collect data broken down by sex
- Analyze data to identify trends, patterns and inequalities
- Identify the division of labour, and access to and control over resources and benefits
- Review girls' and boys', women's and men's needs, constraints and opportunities
- Identify challenges and opportunities in the larger environment
- Review the capacities of organizations to promote gender equality

TOOL 1: KEY CONCEPTS & STRATEGIES

Key steps in gender mainstreaming - 2



Gender planning:

- Ensure equal, fair and just participation, representation and distribution of resources to both women and men
- Redress any imbalances and inequalities between women and men

Gender-specific interventions – when one sex is in a particularly disadvantaged position

- ✓ **Positive or affirmative action** – e.g. setting specific goals, targets or quotas to redress effects of discrimination
- ✓ **Women-specific activities** – when cultural norms and values restrict women's equal participation in activities for both sexes
- ✓ **Men-specific activities** – men's inputs and participation are essential to advance gender equality goals



Giving girls and women a voice

- ✓ Increase women's and girls' participation in general programmes and activities and representation in decision making
- ✓ Increase participation of men and boys in gender-specific programmes and activities
- ✓ Representation: ideally 50-50 male-female ratio, but 40-60 acceptable. No tokenism
- ✓ The 'minimum' rule: 30% representation rate of either sex for sufficient voice
- ✓ Two-thirds women in leadership training and activities, if women have been excluded from leadership positions and for role-model purposes

TOOL 1: KEY CONCEPTS & STRATEGIES

Key steps in gender mainstreaming - 3

Gender planning

Organizational change process – mainstream gender throughout an institution

- ✓ Adopt explicit policy, programme and budget procedures for the promotion of equality
- ✓ Train staff and make them accountable
- ✓ Set targets for gender-balanced staff recruitment and promotion



Gender budgeting

- ✓ Is an integral part of GEMS
- ✓ Aims to analyze the impact of revenues and expenditures on both sexes
- ✓ May involve re-allocation of revenues and expenditures and restructuring of budgetary processes to promote gender equality
- ✓ Focuses on both the contents of the budget and the budgetary process, involving both women and men

Participatory gender audit enhances the collective capacity of an organization to:

- ✓ Examine its strategies and activities with a gender perspective
- ✓ Identify strengths and weaknesses in promoting gender equality
- ✓ Identify whether internal practices and support systems for gender mainstreaming are in place and operational
- ✓ Highlight good practices and make recommendations for gender equality promotion

GEMS TOOLKIT

IN BRIEF

Tool 2: DWCP
Tool 3: Organization
Tool 4: Research
Tool 5: Project design
Tool 6: Indicators, M&E
Tool 7: Budgeting
Tool 8: HRD
Tool 9: Meetings & training
Tool 10: Media
Tool 11: Working environment
Tool 12: Labour standards



Gender Mainstreaming Strategies: Programming Tools



TOOLS 2 - 12



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TOOL 2: GEMS IN DECENT WORK COUNTRY PROGRAMMES



This tool helps you to:

- Identify how Gender Equality Mainstreaming Strategies (GEMS) are integrated in a Decent Work Country Programme (DWCP)
- Improve GEMS action in a DWCP, including the technical cooperation projects in the country



Ideas & tips:

What is a DWCP?

The main instrument for defining and setting time-bound priorities for ILO action in each member State. It aims at helping constituents to promote the decent work agenda in their country, in line with their national development plans and poverty reduction strategies, UN development assistance frameworks and countries' regional and international commitments

Gender mainstreaming in DWCPs

Men and women may experience poverty and decent work deficits differently – Action is needed to redress imbalances

DWCPs are gender-responsive when they:

- Include an analysis of the often-different needs and concerns of both men and women
- Reflect such analysis in country programme outcomes, strategies and indicators to show how these needs and concerns will be addressed

Key questions to answer:

What are the key gender dimensions in the DWCP problem analysis and strategic response?

- Have you sought the views and priorities of male and female interest groups in designing the DWCP?
- Are data disaggregated by sex?
- What DWCP measures will be undertaken to promote gender equality and close gender gaps? Are women's and men's practical and strategic needs addressed? How is this reflected at the outcome, output and activity levels?
- Do you need to build gender and decent work capacities in the country?
- Are the indicators gender-sensitive and are the targets disaggregated by sex?
- Will the budget allocations benefit men and women equitably? Are gender expertise and funding available for gender-specific action?



Go to Tool 2 in the GEMS Toolkit for:

- Rationale and pointers for gender analysis and planning in DWCPs
- Checklist 2.3.1 Is gender included in your DWCP?

TOOL 3: HOW TO REVIEW GEMS IN YOUR ORGANIZATION



This tool helps you to:

- Identify capacities for gender equality promotion within organizations and find out what areas need attention and improvement



Ideas & tips:

Reviewing GEMS in organizations – Why and How

- Gender inequalities and discrimination are embedded in the way in which organizations and workplaces operate. Senior decision-makers and leaders are mostly men, women's concerns and priorities are often invisible, do not appear on policy agenda's, and do not get the necessary programme and budget attention
- You need to find out what are the gender perceptions of staff at all levels in organizations and whether there are any gender biases in institutional cultures, agendas, mechanisms, and practices that need to be addressed before an organization as a whole and individual staff have the capacity to effectively promote equality between women and men
- Questions to answer:
 - What is the commitment to gender equality promotion? Are a gender policy, action plan and budget in place? What are the procedures for gender analysis and planning? Is gender expertise available? What is the sex-balance in the organization? Are men and women treated equally?
 - What is the organization's capacity to conduct gender analysis and carry out gender-specific measures? Do they consult, mobilize and work with and for women and men?

Seek gender expertise if you don't have it in your organization

Gender knowledge and expertise are usually available if you look for it – in government, employers' and workers' organizations, universities, and civil society organizations. Use gender-specific expertise and mechanisms: These are important change agents, helping organizations to become more effective in their work



Go to Tool 3 in the GEMS Toolkit for:

- Finding out how effective an organization is or could become in using GEMS strategies and how it engages and treats men and women in its work
- Checklist 3.3.1 What is the GEMS capacity of your organization?
- Checklist 3.3.2 How much do you use GEMS in your organization?

TOOL 4: GEMS IN RESEARCH



This tool helps you to:

- Make sure research includes a gender dimension and captures possible existing gender inequalities in the research content and processes
- Facilitate gender-specific research and conduct effective gender analysis, if gender inequalities exist



Ideas & tips:

A good research design on decent work has an integrated gender component:

- This does not mean that all research projects must have an in-depth gender focus. It means that gender should be an important variable in all research about decent work
- When gender inequalities are known to be pronounced in the research areas:
 - the design and analysis should have a gender-specific focus and provide clear guidelines on how to conduct gender-responsive research.
 - researchers need to have gender expertise

Key questions:

- Will the research take into account gender equality concerns throughout its design and analysis?
- Are available data broken down by sex?
- What gender-specific recommendations can be drawn from the analysis?



Go to Tool 4 in the GEMS Toolkit for:

- Checklist 4.3.1 Is gender included in your research?
- Pointers for making research content, instruments and processes gender-responsive, the early warning signs of gender inequalities, and when to have a clear gender focus in the research

TOOL 5: GEMS IN PROJECT DESIGN AND IMPLEMENTATION



This tool helps you to:

- Make sure that gender concerns are addressed from the start of a programme or project and during implementation



Ideas & tips:

Using GEMS in project design and implementation - Why and How

WHY

- Work is carried out by people – men and women – who may have different needs and priorities. Gender inequalities are an important dimension of economic and social development problems
- All programmes and projects on promoting decent work need to have a gender dimension. Failure to do so can result in ineffective implementation, reduced impact or even widening gender gaps

HOW

1. **Integrate gender equality** at the earliest stages of project design and throughout the programming cycle for maximum positive effects and impact
2. **Problem analysis:** Analyze data broken down by sex and check whether there are possible differences in views, interests, and practical and strategic needs of men and women
3. **Strategy development:** Is the outcome of gender analysis translated into adequate strategies? Will benefits accrue to all? Is gender-specific action needed, planned and budgeted?



Go to Tool 5 in the GEMS Toolkit for:

- Guidance and pointers on how to integrate GEMS at all stages of the programming cycle: problem analysis, strategy development, identification of target groups and institutional framework, development of objectives and outcomes, outputs, activities, indicators, monitoring and evaluation, and inputs
- Checklist 5.3.1 Is GEMS included in your project design?

TOOL 6: GEMS IN INDICATORS, MONITORING AND EVALUATION



This tool helps you to:

- Integrate gender mainstreaming strategies into monitoring and evaluation content and processes



Ideas & tips:

Gender-responsive indicators:

- Require gender analysis and disaggregation of data by sex, age and other relevant variables
- Measure similarities and differences in the way men and women, boys and girls benefit from a policy/programme/project – Is it relevant, effective and sustainable for all?
- Gauge progress toward achieving gender equality in the policy, programme or project goals
- Encourage the integration of gender equality issues throughout the programming cycle: during the design, planning, implementation, monitoring and evaluation stages

Monitoring & evaluation:

- Ensure gender-specific data collection from the start and at regular intervals
- Seek the views and perspectives of women and men and review the gender dimension with key partners regularly and during evaluation
- Find out during evaluations who benefited and whether the intervention has been relevant, effective and sustainable for all
- When an intervention has a gender-specific component AND when it is gender neutral or gender blind, ensure the evaluation addresses its gender effects and there is gender expertise in the team
- Share knowledge and promote follow-up action on the gender recommendations



Go to Tool 6 in the GEMS Toolkit for:

- Guidance on how to design gender-responsive indicators
- Checklist 6.3.1 How gender-responsive is your M&E system?
- Checklist 6.3.2 How gender-responsive are your evaluation criteria?
- Checklist 6.3.3 How gender-responsive is your evaluation process?

TOOL 8: GEMS IN HUMAN RESOURCE MANAGEMENT AND DEVELOPMENT



This tool helps you to:

- Assess to what extent gender equality concerns are integrated in Human Resource Management and Development (HRD)
- Understand and apply gender-responsive HRD measures which increase the effectiveness of organizations in promoting equality between men and women



Ideas & tips on successful GEMS-HRD procedures and practices

- Strive toward sex balance at all levels in the workplace: Set targets for gender parity to increase women's representation in senior positions, and for both sexes at all levels and in all fields of work
- Provide for specific gender capacity building for all staff in their field of responsibility. For example, HRD officers need to know why GEMS is important and how to integrate it in HRD procedures and practices
- Assign responsibility for overall GEMS implementation with clear distribution of duties and responsibilities at all levels – directors, managers, technical specialists and experts, programme officers and support staff
- Address gender equality in recruitment:
 - Include overall GEMS responsibilities in job descriptions, vacancy announcements, Terms of Reference (TORs) for consultants and subcontractors
 - Require gender expertise for posts that are critical for effective equality promotion
 - Assign gender experts when the job calls for redressing gender inequalities
- Increase accountability for GEMS by assessing performance on equality promotion in staff appraisals



Go to Tool 8 in the GEMS Toolkit for:

- o Guidance on integrating GEMS in HRD structure and processes, e.g. gender balance in staffing, equal pay and working conditions, job descriptions, hiring and recruitment procedures, and staff appraisals
- o GEMS good practices in HRD procedures and practices, such as ensuring both merit and equality and examples of ILO gender equality standard clauses in TOR and external collaborator contracts
- o Checklist 8.3.1 Is gender included in your organization's policies, procedures and practices?

TOOL 7: GENDER BUDGETING



This tool helps you to:

- Find out what gender budgeting is, why it is important and how to do it



Ideas & tips:

What is gender budgeting?

Gender budgeting helps to ensure gender equality in outcomes in development policies and programmes by incorporating a gender perspective into the budgetary process. It increases transparency and accountability by measuring where spending goes and revenue comes from, and who pays and who benefits. It may involve re-allocation of revenues and expenditures and restructuring of the budget process to ensure fair and equitable distribution of benefits

Most gender budget initiatives focus on reviewing the spending side of a budget, for example, expenditure analysis of increases or cuts in public services related to education and training, health, job creation or social security and assistance. Others look at the revenue side, for example, analysis of the gender effects of different types of tax systems

Gender budget and time use analysis also serves to make unpaid care work visible

Pointers on how to conduct a gender budget analysis

- Ask gender budget questions at all levels of the programming cycle, for example, who are the target groups and what are their needs, are services or outputs fairly distributed between the sexes, are both men and women involved in budget decisions?
- Identify the level(s) at which gender bias occurs and where a remedy is needed
- Gender budget analysis can be applied at different points in the programming cycle: during identification and planning, and during evaluation and auditing



Go to Tool 7 in the GEMS Toolkit for:

- Introduction to gender budgeting concepts and tools
- Tip 7.3.1 How to do a gender budget analysis
- Tip 7.3.2 Gender budget questions to ask at each stage of the programming cycle
- Tip 7.3.3 How to make unpaid care work visible with gender budget & time use analysis

TOOL 10: HOW TO MAKE MEDIA PRODUCTS AND PROCESSES GENDER-RESPONSIVE



This tool helps you to:

- Prepare and disseminate ILO-supported media products and processes in a gender-responsive manner



Ideas & tips:

Why do media products and processes need to be gender-responsive?

- Gender inequality is ingrained in language, in pictures and in other information that is shared in families, workplaces and society. 'Gender neutral' or 'gender blind' messages and materials tend to implicitly reinforce traditional gender roles and stereotypes and perpetuate inequalities that need to be eliminated
- Media products of the ILO and its partners should reflect the universal commitment to achieve gender equality, decent work, and equal opportunity and treatment for all

Media products and processes are gender-responsive when:

- Media messages affirm gender equality goals and project a positive gender image. Highlight inequalities, abuses and exploitation, and showcase solutions, achievements and good practices
- Audio and visual images give a balanced representation of both sexes and avoid gender stereotypes. Portray diverse and non-stereotypical gender roles and reflect sensitivity in terms of sex, age, colour, ethnicity, and disability
- Production and distribution of media products – Include gender equality promotion in media campaigns. Select media channels that reach both men and women among the intended target audiences



Go to Tool 10 in the GEMS Toolkit for:

- Checklist 10.3.1 How do you reflect gender equality in your media products and processes?
- Tip 10.3.1 Gender advocacy messages: How to deal with tricky questions?
- Tip 10.3.2 ILO gender equality statements for use in media products

TOOL 9: GEMS IN MEETINGS AND TRAINING



This tool helps you to:

- Ensure that the views, concerns and needs of both women and men are raised, reflected and acted upon in all policy, training and advocacy meetings
- Enable equal opportunities and treatment between men and women in benefiting from capacity building events and to close gender gaps in this respect if these exist



Ideas & tips:

How to decide on the right mix of men and women in policy meetings and training events:

- Invite more women to general and official meetings and workshops
- Invite more men to gender-specific events
- Aim for a male-female ratio of representation in the range of 40-60% in mixed-sex meetings and workshops to allow for balanced representation of male and female views. If an equal ratio is not possible, ensure a representation of at least 1/3 of either sex to allow for sufficient voice of the underrepresented group
- Avoid tokenism, i.e. including only one or a few women or men to make it appear 'both sexes' have voice in the meeting or workshop
- Set a target of training 2/3 of women and 1/3 of men, when the capacity of female professionals or leaders need to be built to address the effects of (past) discrimination or for role-model purposes



Go to Tool 9 in the GEMS Toolkit for:

- o Checklist 8.3.1 How do you integrate gender equality in meetings and training?
- o Pointers on how to ensure gender equality promotion in meetings and training, when to have separate meetings for women and for men, how to increase women's participation, and how to make gender everybody's business; how to promote gender equality in training content and processes; and examples of gender equality clauses in invitation letters

TOOL 11: GEMS IN THE WORKING ENVIRONMENT



This tool helps you to:

- Make your workplace family-friendly, gender equal, free of violence and respectful to all



Ideas & tips:

A family-friendly and respectful workplace has benefits for both workers and employers and is a win-win situation for all

How to make workplaces family friendly, gender-equal and free of violence:

- Promote better work-life balance between men and women with and without family responsibilities by:
 - Making work more compatible with family responsibilities, e.g. reduce long working hours
 - Making family responsibilities more compatible with work, e.g. develop childcare and family services and facilities for both women and men and enable both male and female workers to take family emergency leave
- Treat everybody at work with respect, irrespective of their sex, status or other characteristics, and avoid gender stereotyping in day-to-day workplace practices
- Prevent and act against workplace violence such as:
 - 'sexual harassment' – unwanted conduct of a sexual nature, or other conduct based on sex, affecting the dignity of a person
 - 'bullying and mobbing' – repeated, regular and persistent negative attacks on the personal and professional performance of an individual or group of workers



Go to Tool 11 in the GEMS Toolkit for:

- Checklist 11.3.1 How family- and equality-friendly is your workplace?
- Pointers on how to make workplaces more family friendly and gender equal and how to prevent, address and redress workplace violence

TOOL 12: KEY LABOUR STANDARDS FOR GENDER EQUALITY IN BRIEF



This tool helps you to:

- Increase understanding about key international labour standards on gender equality promotion and how to promote their inclusion in national law and workplace practices



Key international labour standards for achieving gender equality at work are:

Equal Remuneration Convention, 1951 (No. 100) & Recommendation, 1951 (No. 90)

Aims

To ensure & promote equal remuneration for men & women for work of equal value

Scope

- All wages, emoluments & benefits arising out of a worker's employment, whether paid in cash or in kind, paid directly or indirectly

Discrimination (Employment and Occupation) Convention, 1958 (No. 111) & Recommendation, 1958 (No. 111)

Aims

To promote equality of opportunity and treatment in the workplace & eliminate discrimination in the world of work

Scope

- Access to vocational training, credit and jobs, employment and working conditions, such as job security, equal pay, social security and other benefits linked to employment
- All employment stages: preparation, entry, work and exit
- All employed and self-employed workers, including own-account workers, enterprise owners and contributing family workers.

Workers with Family Responsibilities Convention, 1981 (No. 156) & Recommendation, 1981 (No. 165)

Aims

To promote equality of opportunity and treatment & eliminate discrimination at work because of family responsibilities

Scope

- All sectors of economic activity and all categories of workers
- All men and women workers with and without family responsibilities

Maternity Protection Convention, 2000 (No. 183) & Recommendation, 2000 (No.191)

Aims

To provide maternity protection for women at work

Scope

- All employed women, including those in atypical forms of dependent work



Go to Tool 11 and Annex 2 in the GEMS Toolkit for more information on international labour standards of particular relevance to gender equality promotion