Overview

The Asia and the Pacific and Arab States have experienced dynamic economic changes during the past decade. Economic gains, however, have not often enough translated into equal opportunities for women and men. Progress has varied across countries, and the region as a whole still presents some of the widest gender gaps in the world. Excessively low female labour force participation rates are especially evident in the Arab States and South Asia. This suggests deep-rooted obstacles to women’s economic empowerment and gender equality. Even if women’s economic opportunities have generally improved, women’s access to decent work remains elusive. Women continue to be over-represented as contributing family members in low-skilled and low productivity sectors and in informal work arrangements. Thus most also lack access to labour protection and social protection.

In addition, the region continues to fall behind in terms of both ratification of and compliance with international labour standards as well as in female representation in social dialogue and collective bargaining. Sizeable opportunity costs to countries will follow, should the status quo be maintained and gender gaps not be addressed. By 2030, greater gender equality could increase the gross domestic product (GDP) in Asia and the Pacific, according to ILO estimates, by between 2.7 and 4.7 per cent. South Asia and the Arab States stand to derive the largest potential gains, where the respective increases could be between 8.0 to 12.5 per cent and 7.3 to 11.4 per cent.

Gender gaps in the labour market

For the entire region, labour force participation rates for females are 32 percentage points lower than for males, standing at 47 per cent. The gaps are highest, at more than 50 percentage points, in the Arab States and in South Asia (figure 1).

1 For the purposes of this note, ‘Asia and the Pacific’ refers to the region that includes 47 countries, plus the Occupied Palestinian Territory, across all income levels from East Asia, South-East Asia, South Asia, the Pacific Island countries and the Arab States of West Asia, unless explicitly stated otherwise.


3 ILO: Building an inclusive future with decent work: Towards sustainable development in Asia and the Pacific, op. cit.

and female workers in Asia and the Pacific are in vulnerable employment (own-account work and contributing family work). Moreover, women tend to be overrepresented in unpaid care work, particularly in South Asia, South-Eastern Asia, and the Pacific island countries. In the Arab States women’s exposure to vulnerable employment is more contained as the public sector still remains the main employer of women (figure 2).

Figure 2. Status in employment, by subregion and sex (2015) (%)


Furthermore, with rapidly ageing societies and growing populations in Asia and the Pacific, the region has the world’s biggest shortage of long-term care workers, and demand is expected to grow. As women take up the bulk of unpaid childcare and eldercare, this shrinks the formal workforce and limits their career choices. The absence of universal care services further impedes women’s capacity to access decent work.

Box 1. Participation constrained due to uneven share of care and domestic work

Across Asia and the Pacific, women invest more time in unpaid care and domestic work than men: five times as much in the Republic of Korea, four times more in Cambodia and the Lao People’s Democratic Republic, and almost three times more in China. In South Asia, women spend ten, seven, and three times as much time in unpaid care work than do men in Pakistan, India and Bangladesh, respectively. In the Arab States, women in Iraq reported spending six times as many hours as men on housework and childcare.


Estimates suggest that as many as one in 13 female wage earners in Asia and the Pacific are domestic workers—often working in informality, with low pay and other poor working conditions. Only about 12 per cent of domestic workers in the region have the right to a minimum wage. The demand for migrant domestic workers is even higher in the Arab States.

Glass ceiling impedes women’s access to managerial jobs

Significant progress has been made in closing gender gaps in education, but these gains have not necessarily led to improved career opportunities for women. Typical obstacles to career advancement encountered by women shrink the talent pool available to employers. For companies across Asia and the Pacific this has a large cost, as many face additional challenges in recruiting candidates with the right skills. The region’s high unemployment rates, skills mismatches, and gender inequalities are interlinked and mutually deteriorating problems.

---

6 An estimated 3.16 million migrant domestic workers live and work in Asia and the Pacific. Of these, 1.6 million are women and 1.5 million are men. ILO: Global estimates on migrant workers – Results and methodology: Special focus on migrant domestic workers (2015).
7 ILO: Women in business and management: Gaining momentum in Asia and the Pacific (Bangkok, 2015).
Although the number of women who are business owners and managers has increased, women in Asia and the Pacific remain excluded from economic decision-making on a large scale. A prevailing and persistent “glass ceiling” prevents women from reaching top positions and from breaking into typically male-dominated jobs and sectors. In addition, insufficient women’s voices and representation are found in employers’ organizations and trade unions.

Such problems can be overcome by (a) tackling gender-biased recruitment processes; (b) improving training access and remuneration systems; (c) setting targets for the representation of women; (d) recognizing care responsibilities; and (e) tackling certain norms and attitudes that shape the “corporate culture”.

Gender pay gaps underpinned by discrimination

Gender pay gaps are associated with various forms of discrimination. As in other parts of the world, women in Asia and the Pacific face sizeable wage discrimination levels, including those in salaried jobs. It is estimated that women held only 38 per cent of all salaried jobs in the region in 2015. In some countries, wage discrimination causes low wages for women and is a deterrent for them to enter and remain in the labour force.

While there is evidence that some progress has been made in closing gender pay gaps, current data collection methods make it challenging to capture all the underlying discriminatory factors. Beyond the comparison of wages between women and men for the same jobs, it is necessary to (a) consider such discriminatory challenges as differences in required education, skills and qualifications; responsibility, effort and working conditions; and to (b) address the undervaluation of work that women generally perform. Gender-neutral job evaluations should be conducted to measure and compare the relative value of different jobs, thus capturing discrimination practices and care responsibilities that have an impact on wage differences.

Box 2. A steep climb up the career ladder

In 2013, the ILO Bureau for Employers’ Activities surveyed 418 Asia-Pacific enterprises across seven countries. In almost half of the companies (45 per cent) women represented 10 per cent or fewer of senior managers, and only around 5 per cent of chief executive officers (CEOs) of publicly listed companies were female. A similar survey was conducted in the Arab States, where some countries are encouraging more women to take up managerial positions. In the United Arab Emirates (UAE) 10 per cent of employed women were in managerial positions, in Qatar 12.2 per cent, and in the Occupied Palestinian Territory 15 per cent. Yet the Arab States subregion shows the lowest representation globally.


Box 3. A stubborn and persistent pay gap

In all the ASEAN Member States, except for the Philippines, women earn less than men, ranging from a modest gap in Malaysia and Thailand to about one-quarter in Cambodia and Singapore. Some estimates suggest that the gap in disposable income between women and men has widened significantly in the Asia-Pacific region (excluding the Arab States), from 31 per cent in 2000 to 38 per cent in 2013.


---

8 Ibid.
9 ILO: Key Indicators of the Labour Market, 9th edition (Geneva).
Recent policy developments

Policies and programmes aimed at combating gender inequalities in the labour market and raising women’s economic empowerment should promote: (a) equal pay; (b) enterprise and skills development; (c) universal social protection; (d) maternity benefits as well as policies related to work and family reconciliation; and (e) eliminating violence at work. Ramping up ratification and compliance with specific gender equality international labour standards is also essential to advancing progress towards gender equality.

Above all, women’s economic empowerment demands a corresponding shift in conventional gender roles, promoting a more equal sharing of care responsibilities between women and men. Thus policies that encourage women’s work, if they are to avoid inadvertently reinforcing conventional gender roles, must be sensitive to existing biases. An example of this is an approach that focuses exclusively on maternity leave rather than on promoting parental entitlements. The policy challenge is to create an enabling environment, one within which a wider range of feasible choices are available to women, aiming to move away from “protecting” women to promoting equality.

Progress towards the 2030 Agenda for Sustainable Development will be dependent on how the world of work, public policies, and national legislation respond to current megatrends as well as the underlying drivers of gender inequalities. While women feature in all Sustainable Development Goals (SDGs), Goal 5 on achieving gender equality and empowering all women and girls, and Goal 8 on promoting sustained, inclusive, and sustainable economic growth and decent work for all, are particularly essential to the realization of women’s economic rights and achieving inclusive growth with social justice.

These SDGs provide a framework of action for realizing: (a) target 8.5, the right to equal pay for work of equal value; (b) target 5.4, the recognition of unpaid care and domestic work through such means as social protection policies and the promotion of shared responsibility within the household and the family; and (c) target 5.a, reforms to give women equal rights and access to economic and other resources. All social actors need to engage in concerted efforts to meet the gender equality and decent work targets, and to ensure that no one is left behind.

The ILO Centenary Initiatives on Women at Work and the Future of Work also provide opportunities to redouble efforts to close the remaining gender gaps in the world of work, aiming to achieve inclusive growth and decent work for all.

Inclusive national development planning

National development plans that set national priorities in the medium term should include policy and programme tools for women’s empowerment, making the state accountable for providing women with their basic rights, opportunities, and entitlements. Priorities in national development plans should be translated into public spending patterns in government budgets and coherent macroeconomic policies.

Inclusive labour market policies require comprehensive frameworks that promote employment for all and that are genuinely gender transformative. To this end, some national development plans have progressively integrated policies that prioritize addressing specific gaps for underrepresented groups, including women. For example, the 2011–2016 Qatar National Development Strategy mentions the need to “provide incentives to employers in industries preferred by Qatari women”. In Japan, women’s empowerment constitutes a core feature of the growth strategy articulated by the Prime Minister in 2013.

The ILO has been supporting governments and social partners in the Asia-Pacific region in both integrating gender considerations into general planning as well as in designing and implementing targeted strategies to address gender gaps and raise female labour force participation. Initiatives adopted by ILO member States include the following:

- In 2012, the Occupied Palestinian Territory endorsed the establishment of the National Women’s Employment Committee, aiming to formulate and adopt a conceptual policy framework to reinforce the economic participation of women and to end discrimination in the workplace.

- In 2015, the ILO and the United Nations Population Fund (UNFPA) collaborated to support the Mongolian Government, the National Committee for Gender Equality, and the Confederation of Mongolian Trade Unions in aligning participatory gender audits and gender budgeting so that line ministries could

identify priorities and leverage adequate resources to promote gender equality. As a result, multiple line ministries have gender policies in place.

Skills and entrepreneurship development policies

Many Asia-Pacific countries have established policies aimed at increasing the employability of job seekers, including women, through a combination of such measures as: (a) training or retraining; (b) technical support; (c) microcredits for start-ups and small and medium-sized enterprises (SMEs); and (d) targeted programmes for women entrepreneurs. They have also invested in ameliorating the functioning of the labour market by improving the flow of information, for example through better matching of jobs and skills, vacancies, and job seekers, and through job search assistance in general. For example, in Oman and Saudi Arabia, employment policies and measures focus on skills development and job matching with specific attention given to women. The 2009 Saudi Employment Strategy calls for establishing female recruitment units within labour offices to offer recruitment and vocational guidance services to female jobseekers, and to provide them with all kinds of recruitment services.

Many measures in the region have focused on facilitating women’s entrepreneurship development and self-employment, important ways of promoting female economic empowerment and job creation. Technical and financial support from governments and international organizations has been extended to promote the start-up and running of businesses, including: (a) training and mentorship programmes; (b) encouraging access to markets by women-led businesses through supply chains; (c) access to credit; (d) assisting in business formalization; and (e) strengthening women entrepreneur associations. Examples include the following:

• In 2014–15, Timor-Leste implemented the GET Ahead for Women in Enterprise Training Package through the Institute for Business Support, and offered follow-up training including business counselling, business information, and promotion services.

• India has introduced the Trade Related Entrepreneurship Assistance and Development (TREAD) scheme for women to provide preferential interest rates and credit guarantee schemes for women entrepreneurs.

• In Bangladesh, the ILO demonstrated how demand-driven skills training and the use of community-based training could lead to increased employability of disadvantaged groups, particularly poor women.

• Saudi Arabia rolled out entrepreneurship education nationally in the Technical Vocational Training Corporation Women Section Institutes.

• The Occupied Palestinian Territory successfully nationalized enterprise education in tertiary education.

Box 4. Women’s Entrepreneurship Development (WED)

The ILO Women’s Entrepreneurship Development (WED) programme (a) builds institutional capacity among ILO constituents and stakeholders with evidence-based policy recommendations; (b) builds the capacity of business service providers to address the needs of women entrepreneurs, including promotion of role models, financial literacy, management, and other relevant skills for small-scale businesses; and (c) encourages the organization of entrepreneurs in associations and self-help groups to achieve stronger voices, formalization, and access to economies of scale. In the Lao People’s Democratic Republic, a 2010 assessment showed that, after receiving WED training and support, women-led businesses saw a substantial leap in sales, profits, and full-time employment.


Notwithstanding the effectiveness of skills and entrepreneurship development policies and interventions for women, many entrepreneurship programmes focus on strengthening individual capacities without addressing the underlying gender-based obstacles to creating an environment for lasting empowerment. Proportionately more women than men entrepreneurs are thus found in necessity-driven businesses in the informal economy and in sectors with low growth potential. Additionally, the number of women employers, while increasing, still remains very low in the region.

**Labour and social protection policies**

Labour and social security laws and social protection policies are among areas of legislation and policy development that have significant effects on women’s economic empowerment and gender equality. In particular, the rights to equal pay for work of equal value and maternity protection are key drivers of gender equality in the world of work. The imbalance in pay can be traced back to gender biases against women that seep into human resource processes in organizations. Efforts in some countries are underway to address the gender pay gap. Recent examples include the following:

- The Philippines has implemented the Regional Model Competency Standards for Domestic Work, which define benchmarks for skills and competencies of domestic workers with correspondingly adequate payment.
- In Australia, the Fair Work Commission established a Pay Equity Unit to undertake pay equity-related research and provide information to inform matters relating to pay equity under the Fair Work Act 2009.
- In Pakistan the Government of Punjab, with the assistance of the ILO, launched a childcare scheme.

Regarding the right to maternity protection, many Asia-Pacific countries grant maternity leave under their labour and social security laws. The region presents deficits in the length of the leave and the funding mechanisms. While many countries in the region provide between 12 and 13 weeks of maternity leave, most provide fewer than 12, and only a few countries provide more than 14.

With regard to funding mechanisms, while most countries still rely on employer liability, some countries have adopted social security and mixed funded benefits. This is not the case with the Arab States, however, where almost all countries finance maternity through employer liability, the exception being Jordan, which meets the cost through a maternity insurance fund. No countries have ratified the Maternity Protection Convention, 2000 (No. 183), as presented in table 1. Clear needs are apparent in the region for (a) progress with maternity coverage; (b) reconsideration of the premises underlying maternity protection measures; (c) adjusting maternity leave duration and funding sources; and (d) promoting paternity and parental rights.

Given the numbers of women working in the informal economy, including in unpaid family work and other forms of non-standard employment, many women fall outside the scope of labour and social protection laws and policies. Additionally, women’s access to old-age pensions is adversely affected by informality, gender gaps at work, and legal discrimination. The region thus needs to prioritize efforts to incorporate these women into labour and social protection policies. Women in the informal economy, including those in agriculture and migrant domestic work, should have access to pensions, unemployment benefits, and maternity protection. Recent policy measures are highlighted in box 5.

**Box 5. Progress in domestic workers’ rights**

In 2012, Thailand passed the Ministerial Regulation on Domestic Work. While not completely in line with the standards set out in the ILO Convention on Domestic Work, 2011 (No. 189), it does provide additional protections, including mandating one day off per week and paid sick leave and holidays.

Bahrain, Iraq, Jordan, Kuwait, Occupied Palestinian Territory and the Syrian Arab Republic adopted new national legislation regarding domestic workers.

**Gender equality Conventions, other legislation and measures**

Many ILO member States in Asia and the Pacific have ratified the ILO Equal Remuneration Convention, 1951 (No. 100) and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), as presented in table 1. Since the last Asia Pacific Regional Meeting, there have been only six new ratifications of fundamental Conventions Nos. 100 and 111, and 11 countries have not yet ratified one or both.
There is next to no ratification of the other gender equality Conventions: Workers with Family Responsibilities Convention, 1981 (No. 156), Maternity protection, 2000 (No. 183), and Domestic Workers Convention, 2011 (No. 189). Only three high-income Asian economies (Australia, Japan, and the Republic of Korea) have ratified Convention No. 156, together with Yemen. No member States across the 47 countries in the region have ratified Convention No. 183. Finally, while adoption of Convention No. 189, a comprehensive standard, was a global milestone for the rights of domestic workers, the rate of ratification has been inadequate, the Philippines being the only country in the region to have ratified it at the time of this writing.

Table 1. Ratification of gender equality ILO Conventions

<table>
<thead>
<tr>
<th>Subregion (member States)</th>
<th>Fundamental</th>
<th>Technical</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>C100</td>
<td>C111</td>
</tr>
<tr>
<td>East Asia (4)</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>South-East Asia (11)</td>
<td>8</td>
<td>5</td>
</tr>
<tr>
<td>Pacific island countries (13)</td>
<td>8</td>
<td>8</td>
</tr>
<tr>
<td>South Asia (8)</td>
<td>8</td>
<td>8</td>
</tr>
<tr>
<td>Arab States (11)</td>
<td>7</td>
<td>10</td>
</tr>
<tr>
<td>Asia-Pacific and Arab States (47)</td>
<td>35</td>
<td>34</td>
</tr>
</tbody>
</table>

Source: ILO: NORMLEX Database.

Even where countries have improved standards and regulations, including the ratification of important Conventions, this can be undermined by weak monitoring and enforcement. Failure to fully implement Convention Nos. 111 and 100, for example, has resulted in ongoing discrimination, sexual harassment, gender pay gaps, and foregone economic growth. Moreover, either by legal design or practice, labour inspectorates limit their focus to formal workplaces, thus excluding workers in the informal economy such as those in agriculture, home-based and domestic work.

- In 2015, Mongolia passed a labour law with provisions on equal pay for work of equal value and equality of opportunity and treatment, in line with Conventions Nos. 100 and 111.
- In 2011, Jordan established the National Committee for Pay Equity, mandated to determine the dimensions of gender-based wage discrimination, implement legal reforms, and promote awareness campaigns.

Collective bargaining and representation

Key regional deficits include women’s voice and representation. Many women continue to work in the informal economy, and benefit from only limited levels of unionization and collective action, although some employer’s organizations and trade unions have made progress. In Bahrain and Oman, for example, women have reached important leadership positions in such organizations. Overall, however, women remain underrepresented in leadership, collective bargaining, and policy positions.

Female participation in collective bargaining agreements is typically limited, despite some national efforts. Measures to combat gender biases in wage-fixing processes, as well as increased representation for informal sector workers, unpaid family workers, domestic workers, and other women-dominant sectors, have included the following:

- In India, trade unions and domestic workers’ organizations established the Delhi Domestic Workers Solidarity Platform. The platform aims to strengthen coordination mechanisms, and works closely with the Government to improve working conditions and enhance protection of domestic workers.
- In Indonesia, in 2016, the Federation of Indonesian Metal Workers’ Union (FSPMI), affiliated with the Indonesian Trade Union Confederation (KSPI), succeeded in electing a central board comprised of 36 per cent of women, the result of extending greater opportunities for capacity building, including ILO training activities, to women union leaders.

In Fiji, in 2012, the Trades Union Congress (TUC) amended its Constitution to include a provision reserving one of the three vice-president positions for a woman. Additionally, in 2016, a new provision reserved spaces for women as observers in executive meetings, aiming to give more women experience of TUC operations.
In 2011, the Arab Trade Union Women’s Network was established by the International Trade Union Confederation. It advocates for quotas. At least 30 per cent of union members need to be women, for example, and the same applies for leadership positions.

**Recommendations**

**Redouble efforts to ratify and implement key gender-equality Conventions** (i.e. Convention Nos. 100 and 111, 156, 183, and 189). This includes (a) reforming discriminatory legislation (including inheritance laws); (b) strengthening implementation and enforcement capacity; and (c) acknowledging the rights and needs of vulnerable groups, including women migrants, home-based workers, and domestic workers. Other measures of critical importance include improving the awareness and enforcement of legal rights and other mechanisms to uphold the rights of women in the labour market.

**Promote access to decent work for women.** Countries should devote more effort to ensuring that national development plans are inclusive, and that they effectively promote women as active economic agents through: (a) the implementation of gender-sensitive macroeconomic policies; (b) strengthening institutional capacity; and (c) earmarking dedicated funds. Strategic contributions to greater gender equality in securing decent employment and income for women and men can include skills and entrepreneurship development programmes that respond to the needs of both women and men while promoting equal pay, work and life balance, and efforts to support the transition from the informal to the formal economy.

**Strengthen social protection to ensure equal opportunities and equitable returns for women and men.** The ILO Social Protection Floors Recommendation, 2012 (No. 202) recognizes social security as an important tool to promote gender equality and equal opportunities. One priority needs to involve the financing of social protection through a combination of taxation and expanded social insurance. Further, social protection should address changing patterns of work, including, in addition to informal work, ambiguous and non-standard forms of work. As stereotypical gender roles gradually change, countries will need to develop child- and family-centred transfers and, most importantly, universal child- and eldercare services, as well as maternity, paternity, and parental leave, taking into account the characteristics of informal and migrant workers.

**Strengthen tripartism and social dialogue while increasing women’s voice and representation in policy-making.** Greater access of women to collective bargaining teams and leadership positions will help to meet the strategic needs of both women and men. As part of this, it is essential to collect and publish sex-disaggregated data on participation in workers’ and employers’ groups and in government positions. This will help to identify ways to render organizations more representative while increasing membership numbers. Such measures can promote the engagement of the social partners, with strong female and male leaders and role models, in more gender-balanced delegations and high-level meetings. Moreover, the social partners should continue to adapt to non-standard forms of work, at the same time reaching out to the informal economy, in particular to migrants and home-based workers.

**Invest in more and better data and research for evidence-based policy-making and advocacy for gender equality.** Strengthening national data collection, including sex-disaggregated data and gender analysis, will contribute to gender equality by providing a clearer picture of progress and of the remaining gaps for policy and programmes. It will also help to improve both gender-equality advocacy and accountability. More data and research is urgently needed regarding violence against women and men in the world of work, a topic currently under discussion, and one that will inform the forthcoming ILO standard-setting agenda.