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SIXTH ITEM ON THE AGENDA

Results of the implementation of the ILO Action Plan for Gender Equality 2016–17, and outline of the subsequent ILO Action Plan

Purpose of the document

This paper summarizes the implementation results of the ILO Action Plan for Gender Equality 2016–17 and sets out the proposed elements for the subsequent ILO Action Plan, including several new indicators along with revised ones contained in the UN-SWAP 2.0.

The Governing Body is invited to provide guidance on the finalization and implementation of the ILO Action Plan for Gender Equality 2018–21, including with respect to monitoring and reporting. It is also invited to request the Director-General to take into consideration its guidance in pursuing the ILO's mandate to promote gender equality in the implementation of the ILO Strategic Plan and the corresponding programme and budgets, and in facilitating extra-budgetary resources (see the draft decision in paragraph 23).

Relevant strategic objective: All.

Main relevant outcome/cross-cutting policy driver: Cross-cutting policy driver: gender equality and non-discrimination.

Policy implications: Strengthen ILO capacity to promote gender equality for inclusive, equitable and sustainable development.

Legal implications: None.

Financial implications: None.

Follow-up action required: See the draft decision.

Author unit: Conditions of Work and Equality Department (WORKQUALITY).

Related documents: GB.326/INS/11; GB.326/PV.

Introduction

1. The action plans for gender equality are the Office's results-based tool to operationalize the ILO Policy on Gender Equality and Mainstreaming¹ (ILO gender equality policy), and to support gender-responsive delivery of the Decent Work Agenda. The gender equality policy calls on the ILO, as an organization dedicated to fundamental human rights and social justice, to take a leading role in international efforts to promote and realize gender equality. Since 2014, the ILO Action Plans for Gender Equality have increasingly been aligned with the UN System-wide Action Plan on Gender Equality and Empowerment of Women (UN-SWAP).² UN-SWAP 2.0 was finalized in November 2017 after system-wide consultations. Across the UN system, gender strategies and action plans are also being assessed in light of the recommended actions set out in the UN System-wide Strategy on Gender Parity.³
2. With the publication of that UN System-wide Strategy, there is now a renewed focus on achieving gender parity at all levels of the UN. The Strategy instructed all entities to align with it or develop before December 2017 their own specific gender strategies and implementation plans. These plans, which will be subject to biannual reporting on targets including through the UN System Chief Executives Board for Coordination (CEB), should contain the specific resources required and allocated.
3. An independent evaluation⁴ of past ILO action plans for gender equality, carried out in 2016, including interviews with some constituents, made it clear that this tool is only one of the components used to gauge progress on gender equality. The evaluation stated that these action plans must be accompanied by others – particularly to change attitudes, build capacity, and ensure adequate human and financial resources. That evaluation and elements for inclusion in the ILO Action Plan for Gender Equality 2016–17 (Action Plan 2016–17) had been discussed by the Governing Body at its 326th Session (March 2016).⁵
4. In addition to incorporating key lessons learned and recommendations resulting from the independent evaluation, the Action Plan 2016–17 was finalized taking into account the discussion by the Governing Body.⁶ The Governing Body concluded by adopting three decisions:⁷ (i) requesting the Director-General to finalize and implement the Action Plan 2016–17, in the light of the recommendations of the evaluation and taking into account the Governing Body's guidance; (ii) deciding to examine the implementation results of the

¹ ILO: Excerpts of Policy on Gender Equality and Mainstreaming in the International Labour Office (Appendix II), *ILO Action Plan for Gender Equality 2016–17*, Geneva, 2016.

² UN Women: *UN System-wide Action Plan for Implementation of the CEB United Nations System-wide Policy on Gender Equality and the Empowerment of Women*, New York, Apr. 2012.

³ *System-wide Strategy on Gender Parity*, United Nations, New York, 2017.

⁴ ILO: "Final Independent Evaluation Report: ILO Action Plan for Gender Equality 2010–2015", Geneva, 9 Feb. 2016.

⁵ GB.326/INS/11.

⁶ ILO: *Results of the independent evaluation of the ILO Action Plan for Gender Equality 2010–15 and outline of the ILO Action Plan 2016–17*, Governing Body, 326th Session, Geneva, 22 February 2016, and Draft Minutes – Institutional Section, 326th Session of the Governing Body, Geneva, 10–24 March 2016, GB.326/PV.

⁷ GB.326/PV.

Action Plan 2016–17 at a future session of the Governing Body and to provide guidance on the orientation of future action plans; and (iii) requesting the Director-General to take into consideration its guidance in pursuing the ILO’s mandate to promote gender equality in the implementation of the Programme and Budget for 2016–17, in preparing the next strategic framework and future programme and budget proposals, and in facilitating extra-budgetary resources. The Action Plan 2016–17 was published,⁸ in line with the first decision, and this document has been prepared in response to the second decision.

5. Concerning the third decision, three of the 35 policy outcome indicators (9 per cent) in the Programme and Budget for 2016–17 contained either gender equality and/or sex disaggregation as part of the indicator statement or the mandatory set of qualitative criteria for success. In the Programme and Budget for 2018–19, this has increased to 28 per cent or nine of the total 36 indicators. The ILO’s Strategic Plan 2018–21 contains 13 paragraphs that refer to gender-related themes or Conventions, or to the cross-cutting policy driver on gender equality and non-discrimination. During the last biennium there were no gender-specific extra-budgetary approvals.

Implementation of the Action Plan 2016–17

6. In discussing the elements of the Action Plan 2016–17, the Governing Body highlighted the importance of ensuring accountability at all levels, leadership of senior management, ownership of each responsible department or “business owner”, and improved gender responsiveness in development cooperation. The need to have a communications strategy to promote the Action Plan 2016–17 was also emphasized. In responding to the discussion, the ILO Director-General agreed that accountability needed to be established across the Organization for the pursuit of the goals contained in the Action Plan 2016–17, and that everything would be done to record a better scorecard the next time that the Action Plan was discussed by the Governing Body. New indicators were added and specific measures were taken during the 2016–17 biennium to address the concerns raised by the Governing Body.
7. The midterm review of the results of the Action Plan 2016–17 took place in December 2016, and a final monitoring exercise took place in December 2017; the results for the biennium are set out in the table below. The aims and targets relating to 20 of the 32 indicators were met or exceeded, nine were not met, and statistics for three were not yet available.

⁸ http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_351305.pdf.

		Indicator	Target 2016–17	Results	Business owner
A. Accountability	1. Policy and plan	Percentage of ILO professional positions (P1 to P4) held by women.	50 per cent	50.5 per cent	Human Resources Department
		Percentage of ILO senior staff (P5 and above) held by women.	38 per cent	34 per cent	Human Resources Department
		Percentage of women participants in ILO management and leadership development workshops.	50 per cent	54 per cent	Human Resources Department
		Percentage of units that are business owners of indicators for which the director's or chief's performance-management outputs include achieving the respective targets.	75 per cent	Not available (beginning of cycle outputs due in March/April 2018)	Senior Management Team
		Number of meetings held with directors or chiefs of units to discuss indicators for which they are the business owners.	Two	Two	Deputy Directors-General
	2. Gender-responsive performance management	Percentage of ILO job description vacancies that refer to gender-related skills and gender sensitivity.	Skills/duties: 60 per cent Gender sensitivity: 100 per cent	65 per cent 100 per cent	Human Resources Department
B. Results-based management	3. Strategic planning	Percentage of DWCPs that contain indicators, of which at least 35 per cent disaggregate by sex and/or are gender-inclusive.	55 per cent	50 per cent	Strategic Programming and Management Department
	4. Monitoring and reporting	Percentage of ILO programme and budget outcomes reported with gender-specific results.	35 per cent in Programme implementation report 2016–17	Not available before February 2018	Strategic Programming and Management Department
		Percentage of ILO programme and budget outcome indicators that include gender equality and/or sex-disaggregation.	20 per cent in Programme and Budget for 2018–21	28 per cent	Strategic Programming and Management Department
C. Oversight	5. Evaluation	Number of interventions to integrate gender into the Evaluation Office's internal and external networks.	Three	Four	Evaluation Office
		Percentage of representative sample of evaluations whose scope satisfactorily or fully integrates gender equality and women's empowerment.	65 per cent	16 per cent	Evaluation Office

	Indicator	Target 2016–17	Results	Business owner
	Percentage of representative sample of evaluations whose criteria and questions specifically address how gender equality and women's empowerment are satisfactorily or fully integrated into the design.	65 per cent	26 per cent	Evaluation Office
	Percentage of representative sample of evaluations with a satisfactorily or fully-integrated gender-responsive methodology, methods and tools, and data analysis techniques.	65 per cent	11 per cent	Evaluation Office
	Percentage of representative sample of evaluations that satisfactorily or fully integrate findings, conclusions and recommendations reflecting a gender analysis.	65 per cent	35 per cent	Evaluation Office
6. Gender-responsive auditing	Percentage of audited field office reports that identify gender-related risks – such as through quality assurance mechanism reviews of DWCPs – and what mitigating action was taken.	60 per cent	67 per cent	Office of Internal Audit and Oversight
7. Programme review	Percentage of country programme outcomes scored as meeting the cross-cutting policy driver marker code 2A as a “significant contribution”... or code 2B as a “targeted action”.	As baseline not available when this new indicator piloted in 2016–17, target will be set in Action Plan 2018–21	38 per cent	Strategic Programming and Management Department
	Percentage of project and programme proposals classified in IRIS as ... [including] gender equality in at least one outcome statement as well as in at least some outputs and activities or ... [that the] main stated objective is to promote gender equality, and outcomes, outputs and activities are designed to promote gender equality.	35 per cent	31.5 per cent	Department of Partnerships and Field Support
	Percentage of development cooperation proposals that receive enhanced quality assessment and/or coaching by a specialist from the Gender, Equality and Diversity Branch.	20 per cent or 45 proposals	21 per cent or 48 proposals	Department of Partnerships and Field Support
	ILO staff responsible for drafting development cooperation project and programme proposals are equipped to integrate a gender analysis.	Three training sessions	Five training sessions	Department of Partnerships and Field Support

		Indicator	Target 2016–17	Results	Business owner
D. Human and financial resources	8. Resource tracking	Percentage of professional staff time, as measured in a piloted reporting tool, attributed to the cross-cutting policy driver on gender equality and non-discrimination.	As baseline not available when this new indicator piloted in 2016–17, target will be set in Action Plan 2018–21	Tool piloted end-2017	Finance Department
	9. Resource allocation	Percentage of total resources indicated as required to promote gender equality and non-discrimination (monetary sum of all country programme outcomes on gender equality and non-discrimination that are scored as gender marker 2A or 2B).	As baseline not available when this new indicator piloted in 2016–17, target will be set in Action Plan 2018–21	65 per cent	Strategic Programming and Management Department
	10. Gender architecture and parity	Percentage of ILO headquarters units and field offices with gender focal points.	100 per cent	100 per cent	Gender, Equality and Diversity Branch
		Percentage of unit and office gender focal points and department gender coordinators, who are P4 level and above.	40 per cent	48 per cent	Gender, Equality and Diversity Branch
	11. Organizational Culture	Percentage of ILO managers receiving upward feedback about whom staff state they “agree” or “absolutely agree” that their manager creates an environment that values diversity.	75 per cent	81 per cent	Human Resources Department
E. Capacity	12. Capacity assessment	Assessment tool piloted with a selection of headquarters and field-based staff on their capacity in gender equality and women’s empowerment.	As baseline not available when this new indicator piloted in 2016–17, target will be set in Action Plan 2018–21	Tool not yet ready	Human Resources Department
	13. Capacity development	Percentage of sections of management and leadership development workshop materials that incorporate gender.	40 per cent	43 per cent	Human Resources Department
		Number of days training that field-based gender specialists and focal points of key units receive on gender equality and women’s empowerment.	Four days training	100 per cent	Gender, Equality and Diversity Branch

		Indicator	Target 2016–17	Results	Business owner
F. Coherence, knowledge and information management	14. Knowledge generation and communication	Percentage of the Research Department's terms of reference and outlines of key ILO flagship reports – <i>World Employment and Social Outlook on Poverty; World Employment and Social Outlook: Trends 2016; and World Employment and Social Outlook on Enterprises</i> – that integrate sex-disaggregated data and analysis.	75 per cent	87 per cent	Research Department
		Percentage of the Research Department's events-related studies that substantially address or take into account a gender dimension, based on an agreed checklist.	20 per cent	37 per cent	Research Department
		Percentage of the Research Department's events that feature women as speakers and as authors of related studies.	40 per cent speakers and 30 per cent authors	38 per cent speakers and 39 per cent authors	Research Department
		Percentage of sections of guides issued by the Department of Communications and Public Information – on communicating about decent work, on campaigns, and on social media – that include gender-related references.	25 per cent	68 per cent	Department of Communication and Public Information
	15. Coherence	Percentage of inter-agency coordination mechanisms contributed to or attended by ILO staff.	60 per cent	71 per cent	Gender, Equality and Diversity Branch and Action Plan business owners

8. During 2016–17, the ILO’s Gender, Equality and Diversity Branch and regional gender specialists engaged in programmatic processes including implementation reporting, consultations on draft programme and budgets, and outcome-based work planning. The Gender, Equality and Diversity Branch compiled, analysed and contributed good practices and lessons learned for the cross-cutting policy driver on gender equality and non-discrimination, and it facilitated information sharing among gender specialists in regional consultations. In addition, more objective and quantifiable measurement criteria, through the definitions and markers, have been developed by the Gender, Equality and Diversity Branch and the Strategic Programming and Management Department to assess the implementation of the policy driver on gender equality and non-discrimination.
9. Quantifiable progress in gender-responsive Decent Work Country Programmes (DWCPs) has been evident over time. There were no gender-responsive DWCPs in 2008–09, 17 per cent were gender-responsive in 2010–11, 29 per cent in 2012–13, and half of all DWCPs reviewed in 2014–15 and in 2016–17 were considered to be gender-responsive, although the target of 55 per cent of DWCPs had not been reached. This progress by constituents was supported by regional gender specialists, the Strategic Programming and Management Department’s gender-mainstreamed DWCP drafting guide, and reviews of many drafts by the Gender, Equality and Diversity Branch through the quality assurance mechanism.
10. The extent to which development cooperation ignored gender perspectives – reinforcing unequal power relations between women and men in labour markets and exacerbating women’s lower status – was of concern to the Governing Body. The Governing Body and the independent evaluation of the ILO Action Plan for Gender Equality 2010–15 described the disappointing results with regard to meeting this target as “alarming”. Increased cooperation in 2016–17 between the Department of Partnerships and Field Support and the Gender, Equality and Diversity Branch, in line with indicators added for 2016–17, included webinars in all the regions for ILO staff on how to conduct gender analysis and on indicators in development cooperation proposals. The Gender, Equality and Diversity Branch also substantively reviewed 48 draft proposals and offered coaching through the Department of Partnerships and Field Support’s appraisal management platform. Where possible, training sessions and orientation sessions for new ILO staff included a session on how to integrate gender in development cooperation. Efforts will be made to identify ways of sustaining such initiatives in the face of resource challenges.
11. Targets for the percentage of women holding ILO professional and senior positions, and as management training participants, correspond to long-standing indicators contained in the ILO Action Plans for Gender Equality. Action plan targets for the number of professional positions and women in management and leadership development workshops were exceeded, but the target of 38 per cent of senior staff positions being filled by women was not achieved. The ILO was not among the five UN entities identified as having achieved gender parity according to the UN System-wide Strategy on Gender Parity, which defines gender parity as 47 to 53 per cent of positions being held by women at all levels of the UN system. The ILO ranks among the 17 entities that are within ten percentage points of this goal.
12. Concerning the indicators on evaluation, the relatively ambitious targets were measured using a rigorous methodology aligned with that of the UN-SWAP. The Office is proposing to the Governing Body in its Evaluation Strategy (GB.332/PFA/8) continued efforts to improve performance on gender-related indicators in the proposed Evaluation Strategy. This would include a particular focus on evaluation managers’ and evaluators’ enhanced compliance with existing ILO evaluation mechanisms and guidelines.

Elements for the ILO Action Plan for Gender Equality 2018–21

Introductory text

13. This section highlights the ILO's mandate on gender equality and women's empowerment in the world of work, from the ILO Constitution, recent declarations including the 2008 ILO Declaration on Social Justice for a Fair Globalization and resolutions such as the Resolution concerning gender equality at the heart of decent work adopted in 2009. The relevance of the ILO's mandate and the links with international agreements are described with reference to the principle of the 2030 Agenda for Sustainable Development to leave no one behind, and with gender equality at the core. It is also proposed that the Action Plan 2018–21 be aligned with the ILO Strategic Plan 2018–21, in order to give sufficient time, in particular, to address new indicators, and for more coherent and timely reporting to the Governing Body.

Aims and strategy

14. After summarizing the international context in which the action plan strategies were designed, its role is explained as the operational tool to implement the updated ILO gender equality policy. Also noted are key lessons learned, based on the past Action Plan and evaluation, and on the Governing Body's recommendations for supporting constituents through building ILO staff capacity. Examples of lessons learned and suggestions include better supporting constituents to ensure equality issues are addressed, particularly in policy agendas; thus, building relevant capacity of ILO staff is crucial. In turn, field and headquarters-based ILO managers need to more proactively articulate such equality concerns with constituents – including the risks of not addressing gender equality and women's empowerment.

Audience and beneficiaries

15. The direct audience of the Action Plan comprises all field and headquarters-based staff in order that they are better able to support the ultimate beneficiaries: the tripartite constituents. A wide-ranging communications strategy, which was piloted in the previous Action Plan and recommended in the evaluation and by the Governing Body, builds on those good practices and lessons learned. Examples to promote the Action Plan include a brochure with infographics;⁹ articles and interviews for internal ILO online and published newsletters for staff; good practice compilations issued by UN Women; Office briefings for senior management; an annual meeting with Action Plan business owner focal points and the Director-General; and briefings during webinars and training at the International Training Centre of the ILO (Turin Centre).

Results-based management approach

16. The Action Plan continues to use a consultative approach to further strengthen ownership among relevant departments. These business owners set targets for indicators that they formulate, in consultation with the Gender, Equality and Diversity Branch and based

⁹ http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_545491.pdf.

on UN-SWAP guidance. Efforts described include redressing the low share of gender-responsive development cooperation, strengthening the effectiveness of the relevant cross-cutting policy driver, and preventing possible under-reporting of ILO gender equality-related achievements.

Accountability and responsibility

17. Despite reporting to UN Women on UN-SWAP targets and indicators, the ILO gender equality policy clearly states that the Governing Body and the constituents are to be kept fully informed of progress in its implementation through the action plan. Two accountability-related indicators piloted in the previous action plan – whose business owners were the Senior Management Team and the Deputy Directors-General, respectively – are proposed to be retained (see the fourth and fifth indicators in the Accountability section of the table in paragraph 7). In addition to updating ILO Action Plan indicators to align them with the strengthened and revised UN-SWAP 2.0 indicators, new indicators on gender-related Sustainable Development Goal (SDG) targets and on leadership are proposed for inclusion in the ILO Action Plan 2018–21. These indicators, for which the Office should aim at least to meet requirements and if possible exceed them, are: “Main strategic planning document includes at least one high-level result on gender equality and the empowerment of women which will contribute to meeting SDG targets, and reference to SDG 5 targets”; “Reporting to the Governing Body [on these] and systematic use of disaggregated data in strategic plan reporting”; and “Senior managers internally and publically champion gender equality and the empowerment of women”.

Monitoring, reporting and evaluation

18. In keeping with the evaluation recommendations and Governing Body discussion, and to use human resources more efficiently, it is proposed to align the Office’s annual monitoring of progress on targets with reporting to UN Women. For transparency and rigour and comparability across time, during the monitoring process business owners will be asked to provide documentation about meeting targets, as well as their calculation methodology. An independent evaluation of the Action Plan, to be managed by the ILO’s Evaluation Office, will take place at the end of 2021. That evaluation will include an in-depth assessment of information contained in the relevant programme implementation reports and will build on feedback given by the Governing Body, with a view to internal management learning and decision-making in the Office, as well as for guidance on future action plans for gender equality.

Human and financial resources

19. This section describes some initiatives relating to gender budgeting, including the previous Action Plan’s newly introduced indicator that tracks the percentage of Professional staff time attributed to the policy driver. This indicator, which included a reporting tool that has been piloted, will be retained.

Table on indicators and targets

20. The UN System-wide Strategy on Gender Parity should inform any additional staffing-related indicators, although these will require additional human and financial resources. Gender parity in Regional Meetings and the International Labour Conference are also proposed as indicators to support the ILO vision on gender equality and its Decent Work for

All Women and Men Agenda, give credence to the cross-cutting policy driver, and show strong ILO leadership.

21. To help bring attention to and strengthen the policy driver's effectiveness, the action plan will include, as in the past, an annex to highlight relevant guidance in the ILO Strategic Plan 2018–21 and the Programme and Budget for 2018–19. Programmatic indicators were proposed to be retained, and if possible improved, in addition to the reporting tool described above. They included in the past the percentage of country programme outcomes scored as meeting the cross-cutting policy driver marker codes 2A for a significant contribution to gender equality and non-discrimination or 2B for gender equality and non-discrimination as a principal objective of the intervention and expected results, as well as the percentage of total resources indicated as required to promote gender equality and non-discrimination (monetary sum of all country programme outcomes that are scored as 2A or 2B).
22. Concerning development cooperation, it is proposed that the Office fully align its relevant indicators with those of UN-SWAP, taking into account the previous ILO Action Plan results, with particular regard to any targets that were not met.

Draft decision

23. *The Governing Body:*

- (a) *requests the Director-General to finalize and implement the ILO Action Plan for Gender Equality 2018–21, in light of the lessons learned from previous Action Plans, the revised UN System-wide Action Plan on Gender Equality and Empowerment of Women, and the UN System-wide Strategy on Gender Parity, and taking into account its guidance;*
- (b) *instructs the Office to conduct monitoring that coincides with the reporting period for the UN System-wide Action Plan on Gender Equality and Empowerment of Women, while maintaining separate reporting to the Governing Body on progress and gaps in meeting targets at the mid-point of implementation, as well as on implementation results and proposed approaches of future action plans; and*
- (c) *requests the Director-General to take into consideration its guidance in pursuing the ILO's mandate to promote gender equality in the implementation of the ILO Strategic Plan for 2018–21 and the two corresponding programme and budgets, and in facilitating extra-budgetary resources.*