



GENDER CAMPUS

THE GLOBAL DEVELOPMENT AGENDA:
TOOLS FOR GENDER SENSITIVE
PLANNING AND IMPLEMENTATION

TRAINING MODULE

CORE CONTENT

Gender, development aid
and decent work

UNIFEM is the women's fund at the United Nations. It provides financial and technical assistance to innovative programmes and strategies to foster women's empowerment and gender equality. Using a rights-based approach, UNIFEM focuses on strengthening women's economic security and rights; combating violence and HIV and AIDS among women and girls; promoting gender equality in governance in both conflict and non-conflict situations. It is the executing agency for the EC/UN Partnership at the country level.

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Training Module: Gender, development aid and decent work

Gender Campus

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Turin, Italy, 2009

www.gendermatters.eu

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This publication has been produced with the assistance of the European Commission. The contents of this publication are the sole responsibility of ITCILO and can in no way be taken to reflect the views of the European Commission.

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OVERVIEW

Coherence between social and economic policies is a crucial element in ensuring that development frameworks are equitable and sustainable. Productive and freely-chosen employment is closely interlinked with development, both as an objective to be pursued in its own right and as a means of reducing poverty. For this reason full and productive employment and decent work for all has recently been included as a target to help pave the way towards the first Millennium Development Goal (MDG1), the eradication of poverty.

The ILO concept of Decent Work targets both the quantity and the quality of employment, and offers an integrated framework for action in which gender equality plays a crucial role: the differential roles, positions and contributions of women and men in the world of work still pose numerous challenges that need to be addressed at all levels and in all sectors of development planning.

This module addresses the inter-linkages between gender equality, decent and productive employment, and aid effectiveness. It offers some examples of how the promotion of “Decent Work” in development planning offers opportunities and entry points for enhancing development effectiveness and advancing gender equality in the context of the new aid architecture.

OBJECTIVES

The module aims to investigate the linkages between aid effectiveness, decent work and gender equality. Participants will:

- ✓ Review the concepts, principles and purpose of the Decent Work Agenda from a gender perspective, and consider reasons why decent work fosters achievement of the MDGs.
- ✓ Identify where decent work, gender equality and aid effectiveness considerations intersect, and the key entry points for aid effectiveness in practice.

INTRODUCTION

Given than coherence between social and economic policies is a crucial element in ensuring equitable and sustainable development, it follows that investing in productive work is a necessary lever in the fight against poverty and social exclusion.

The “Decent Work Agenda” is one in which freely-chosen productive employment is promoted simultaneously with fundamental rights at work, adequate income from work and security through social protection. “Decent” employment entails adherence with international labour standards, while workers’ fundamental rights include giving priority to job creation.¹

The more practical reasons for the simultaneous promotion of workers’ rights and employment derive from the recognition that labour markets function differently from other markets, and that this fact has economic and social consequences. Labour is not a commodity, and labour markets are grounded in the social fabric. They reflect human motivation and need, including the need for security and fair treatment. The very purpose of economic growth is to promote human dignity and quality of life, and the Decent Work Agenda, along with its core labour standards, not only strives to promote human rights but also is linked to the issue of how labour markets can be made to function most effectively.²

The 2005 World Summit of the United Nations General Assembly endorsed decent work for all women and men as a global strategic objective:

“We strongly support fair globalisation and resolve to make the goals of full and productive employment and decent work for all, including women and young people, a central objective of our relevant national and international policies as well as our national development strategies, including poverty reduction strategies, as part of our efforts to achieve the Millennium Development Goals.”³

Instead of seeing employment as a residual outcome of growth and macroeconomic reforms, the new trend is to view decent work as a productive factor closely interlinked to development, both as an objective to be pursued in its own right and as a means of reducing poverty. This paradigm shift entails:

- ✓ taking individual people as a starting point, in a values-driven framework which grounds action in fundamental human rights and standards;
- ✓ valuing the role of women and men as creators of wealth and growth who can improve their own well-being and are empowered in the process;
- ✓ taking into account the fact that labour markets have a gender dimension and that the majority of working women are engaged in vulnerable or precarious forms of employment with lower earnings and less social protection;

¹ ILO, 2003. Review of the core elements of the Global Employment Agenda”. GB.286/ESP/1(Rev.). Committee on Employment and Social Policy. Geneva, March 2003.

² Id.

³ United Nations, 2005. World Summit Outcome, resolution adopted by the General Assembly (A/RES/60/1), General Assembly, Sixtieth Session, New York, 2005, paragraph 47.

- ✓ increasing the availability of sustainable and quality jobs to both men and women, including broader social protection;
- ✓ emphasising the importance of participation, organisation and social dialogue with active inclusion of women in socio-economic decision-making processes;
- ✓ adopting the premise that labour is not a commodity and that the qualitative and quantitative dimensions of employment (decent work) are inseparable;
- ✓ recognising the value of women's economic contributions to the economy, including the trade-off between women's productive and reproductive roles;
- ✓ abandoning the practice of treating full and productive employment for women and men as an afterthought and incorporating employment concerns and social dimensions more explicitly at the policy formulation stage and in the evaluation of policy choices.⁴

The centrality of decent work is confirmed by its inclusion among the targets paving the way towards the Millennium Development Goals. One of the targets of MDG1, Eradicate Extreme Poverty and Hunger, appeals for achievement of full and productive employment and decent work for all, including women and young people. In fact, the crucial significance of employment for poverty reduction is also reflected in MDG3, Promote Gender Equality and Empower Women, which includes the "share of women in wage employment in the non-agricultural sector" as a key indicator.

Yet the latest MDG Report reveals that full employment remains a distant prospect, with employment rates in developing regions at 77% for men and 49% for women. Many jobs provide little relief from poverty because their pay is very low: to date, low-paying jobs leave one in five workers in developing countries mired in poverty. Half the world's workforce is currently working in unstable, insecure jobs which represent 64% of total female employment and 57% of total male employment.⁵

The following learning units take stock of these premises and review key concepts related to the gender-sensitive pursuit of decent work for all, in the context of development and of the effectiveness of aid for development

⁴ Adapted from: ILO, 2006. Implementing the Global Employment Agenda: Employment strategies in support of decent work, "Vision" document. Geneva, International Labour Office.

⁵ UN, 2008. The Millennium Development Goals Report 2008. New York.

UNIT A. GENDER EQUALITY AT THE HEART OF DECENT WORK⁶

The ILO concept of Decent Work targets both the quantity and the quality of employment, and offers an integrated framework for action in which gender equality plays a crucial role.

“Decent work” has been defined by the ILO and endorsed by the international community as productive work for women and men in conditions of freedom, equity, security and human dignity. Decent work involves opportunities for work that is productive and delivers a fair income; provides security in the workplace and social protection for workers and their families; offers better prospects for personal development and encourages social integration; gives people the freedom to express their concerns, to organise themselves, and to participate in decisions that affect their lives; and guarantees equal opportunities and equal treatment for all.⁷

All those who work, women and men, have rights at work: not only wage workers in formal enterprises, but also self-employed, casual and informal workers, that is the hidden – and predominantly female – workers in the care economy or the domestic scene.

In the context of promoting and pursuing decent working opportunities, a gender perspective is imperative, not merely for reasons of equity and fairness but also because it is part of the very substance of decent work as an approach based on rights.⁸ To articulate a gender perspective in the world of work and promote equality, it will be necessary to examine the economic and social roles of both women and men, and to identify the forces which lead to inequality in various domains.

The “Decent Work Agenda” is a balanced and integrated programmatic approach to pursuing the objectives of full and productive employment and decent work for all at global, regional, national, sectoral and local levels. The goal of promoting decent work can be achieved through a synthesis of **four strategic objectives** of the Decent Work Agenda:

- ✓ Standards and rights at work that give people the freedom to express their concerns.
- ✓ Employment creation and development that provides opportunities for work that is productive and delivers a fair income.
- ✓ Social protection that provides security in the workplace and social protection for men and women workers and their families, offers better prospects for personal development, and encourages social integration.
- ✓ Governance and social dialogue that enable people to organise and to participate in decisions that affect their lives, and guarantee equal opportunities and equal treatment for all.⁹

These objectives are closely intertwined: respect for fundamental principles and rights is a precondition for the construction of a socially legitimate labour market; social dialogue

⁶ NOTICE: Most of the text of this unit is not original work. It was compiled on the basis of the extensive ILO literature available on the issues of decent work and gender equality. Additional resources and the original materials can be found at www.ilo.org.

⁷ ILO, 2007. Toolkit for Mainstreaming Employment and Decent Work. Geneva.

⁸ Juan Somavia, 1999. Statement upon taking his Oath as Director-General of the International Labour Office. Geneva, 22 March 1999.

⁹ ILO, 2007. Cit.

is the means by which workers, employers and their representatives engage in debate and exchanges on means of achieving this. Employment creation is the essential instrument for rising living standards and widening access and incomes, while social protection provides the means of achieving income security and a secure working environment. The four pillars of decent work are inter-related and reinforce each other.

Emphasis on the gender dimension of the strategic objectives of the Decent Work Agenda is crucial for any policy or action involving the pursuit of equitable, inclusive and productive work. Moreover, the decent work agenda offers a public policy framework that can directly address poverty, particularly female poverty and the precariousness of women's employment.¹⁰

1. Achieving fundamental principles and rights at work

The set of fundamental principles and rights at work is closely linked to human rights, to achievement of social peace and cohesion, and to personal fulfilment.

In addition, the core International Labour Standards¹¹ and principles have a strong gender dimension.

Freedom of association and the right to collective bargaining¹²

For the ILO, all workers and all employers have the right to form and join groups for the promotion and defence of their occupational interests. It is the basis of democratic representation and governance. Those concerned need to be able to exercise their right to influence matters that directly concern them. In other words, their voice needs to be heard and taken into account.¹³

The past decades have witnessed a steady increase in women entering the workforce, whether as employers or workers, and women have also increased their participation in the relevant institutions of social dialogue. However, women's participation rates remain low. Yet when participating in social dialogue and within their own organisations, women have been active in bringing gender equality issues to the forefront. Thus increased involvement of women in social dialogue has resulted in greater attention to gender issues. In a way the participation of women in the institutions of social dialogue is itself a key to promoting gender equality.¹⁴

Abolition of child labour¹⁵

The principal aim of abolition is to stop all children's work that jeopardises their education and development. This does not mean stopping all work performed by children, but rather distinguishing between what constitutes acceptable and unacceptable forms of work for children at different ages and stages of development. The principle extends from

¹⁰ Gemma Adaba, 2007. Financing Decent Work for Women, Paper prepared for the Expert Group Meeting on Financing for Gender Equality, Oslo, Norway, September 2007, EGM/FFGE/2007EP.1.

¹¹ The ILO standards take the form of International Labour Conventions and Recommendations. In line with the ILO mandate, they set minimum standards for social policy, human and civil rights matters, and correspond to the expressions of international tripartite agreements on these matters.

¹² Provided in the ILO Conventions 87 on Freedom of Association and Protection of the Right to Organise (1948) and 98 on the Right to Organise and Collective Bargaining (1949).

¹³ www.ilo.org/declaration

¹⁴ www.ilo.org/gender

¹⁵ Provided in the Conventions 138 on Minimum Age (1973) and 182 on the Worst Forms of Child Labour (1999).

formal employment to the informal economy in which most of the unacceptable forms of child labour are found. It covers family-based enterprises, agricultural undertakings, domestic service and unpaid work carried out under various traditional arrangements whereby children work in return for their keep.¹³

Because of the lower social status of girls and women in most societies and the direct and indirect discrimination that they experience, it is essential that specific measures are included in national plans, policies and programmes to facilitate access to education for girls. This includes those employed in domestic work; overwhelming numbers of children work in domestic service (nine out of ten are girls) in other people's homes along with an uncounted number of children, mostly girls, engaged in work in their own homes. These children enter domestic service at very young ages, most around 12-14 years of age but some as young as 5-7 years.¹⁶

Abolition of forced labour¹⁷

"Forced labour" (to use a short all-embracing term) occurs where work or service is exacted by the State or individuals possessing both the will and the power to threaten workers with severe deprivation such as withholding food or land or wages, with physical violence or sexual abuse, or restrictions on individuals' movements including locking them up.¹³

Global estimates of forced labour indicate that 12.3 million people are victims of this abuse, and that more than 2.4 million of them have been trafficked. Approximately 9.8 million are exploited by private agents, while another 2.5 million are forced to work by the State or by rebel military groups.¹⁸ The table below shows the percentage of workers who are victims of some form of economic or sexual exploitation, disaggregated by sex.

Forced labour by sex	Women/girls (%)	Men/boys (%)
Forced economic exploitation	56	44
Forced commercial sexual exploitation	98	2

Source: ILO 2005. Fact sheet: Key Statistics on Forced Labour.

Equality and non-discrimination¹⁹

Discrimination occurs when a distinction, exclusion or preference is made on the basis of grounds such as race, colour, sex, religion, political opinion, national extraction or social origin, with a negative effect on the enjoyment of equality of opportunity or treatment in employment or occupation.

ILO Convention No. 111 addresses all forms of direct or indirect discrimination in the world of work, whether in law or in practice.

- ✓ **Direct discrimination** could take the form of a law that specifically excludes women from performing certain jobs, legislation that precludes women from signing

¹⁶ ILO, 2004. "Helping Hands or Shackled Lives: Understanding Child Domestic Labour and Responses to it". Geneva.

¹⁷ Provided in the ILO Conventions 29 on Forced Labour (1930) and Convention 105 on the Abolition of Forced Labour (1957).

¹⁸ ILO 2005. Fact sheet: Key Statistics on Forced Labour.

¹⁹ Unless otherwise specified, this section was developed on the basis of the ILO brochure "Remove the obstacles! On the right track to equality". In: Gender Equality at the Heart of Decent Work Campaign, 2009.

contracts, or discriminatory recruitment processes including advertisements specifying that a post is for a woman or a man.

- ✓ **Indirect discrimination** is more subtle and often hidden. It occurs when apparently neutral measures have a disproportionately adverse impact on one particular group. Even well-intentioned measures can be discriminatory. For example, organising vocational training outside working hours may lead to low participation by women and therefore fewer opportunities for access to employment or reduced career prospects.

Only in a few cases will distinctions made on the basis of sex be acceptable. This is when the distinction relates to an inherent requirement for a specific job. For instance, being male or female may be a requirement in the performing arts or for jobs involving close physical contact, such as medical personnel or airport security.

As discrimination against women is often deeply entrenched in tradition and societal values, it can be difficult to quantify, prove and address. It is therefore essential to explore a step beyond elimination or prohibition of discriminatory laws.

ILO Conventions on equality are not only aimed at elimination of discrimination in law, but also require action by States to address inequalities in practice. Workers' and employers' organisations also have key roles in the design and implementation of national policies on equality. Legal provisions and their implications need to be made known, understood and relied upon.

The following ILO Conventions have been acknowledged as essential instruments for achieving equality in the world of work:

- ✓ Convention 100 on Equal Remuneration, 1951
- ✓ Convention 111 on Discrimination in Employment and Occupation, 1958
- ✓ Convention 156 on the Workers with Family Responsibilities, 1981
- ✓ Convention 183 on Maternity Protection, 2000

To be effective, gender equality policies should address issues covered by all of these Conventions.



Tackling gender-based discrimination: what can be done?

- ✓ Ratification and effective implementation of Conventions Nos. 100 and 111.
- ✓ Providing a broader equality framework by ratifying and implementing Conventions Nos. 156 and 183.
- ✓ Putting in place and enforcing appropriate legal frameworks concerning equality of opportunity and treatment, covering all workers including domestic and casual workers and migrant workers.
- ✓ Developing and maintaining up-to-date knowledge and a statistical database on discrimination, taking into account cumulative and multiple disadvantages in the labour market and society.
- ✓ Adopting and effectively implementing, monitoring and evaluating a national policy on equality in employment and occupation. Promoting comprehensive equal employment policies at all levels.
- ✓ Supporting affirmative action policies in order to halt existing discrimination or to compensate for past discrimination against women. Affirmative action should be backed up by effective enforcement and capacity-building for implementation. It should also recognise and address circumstances where men suffer from discrimination.
- ✓ Incorporating gender equality objectives, including equal pay for work of equal value, in national employment promotion and labour market policies. Include measures to implement the principle of equal pay.
- ✓ Strengthening national human rights institutions such as commissions for equality in their role as valuable institutions for promoting and protecting equal rights at work and in society generally.
- ✓ Ensuring that accessible dispute resolution mechanisms are available for addressing complaints of discrimination.
- ✓ Putting in place measures that help both men and women reconcile work with family responsibilities, and to encourage a more equal sharing of family responsibilities.
- ✓ Ensuring that minimum wage laws cover female-dominated sectors and that rates are not set below the rates for male-dominated occupations for work of equal value.
- ✓ Addressing occupational segregation as well as addressing prevailing stereotypes of presumed capabilities and aspirations of women and men.

Source: ILO, 2009. "Remove the obstacles! On the right track to equality". In: Gender Equality at the Heart of Decent Work Campaign, 2009.

2. Promoting employment and income opportunities

The quality of employment is a multi-dimensional index influenced by a whole range of components: wages, non-wage benefits, regularity of employment, length and terms of employment contracts, social protection (health, unemployment provisions, pensions), representation (trade union or other forms), working time, intensity of work, occupational risks, participation in decision-making, prospects for career advancement or up-grading of skills, social status attached to a job, and so on. Women continue to suffer from overt labour market discrimination in many of these respects. Gender-sensitive policies should be designed to help women improve their labour market position; they should aim at more and better jobs, including wider occupational choices, skills development, and enhanced demand for female labour, all in the interests of poverty eradication, enterprise development, crisis response and reconstruction.²⁰

The **creation of jobs** and income-generating activities should be at the heart of the economy and of innovative growth. In recent years small and medium-sized enterprises and the informal sector have been particularly important in providing work for women. While it is necessary to create the greatest possible number of jobs for both men and women, the quality of those jobs must be decent.

Sex segregation is a determinant factor in the **quality of employment**. Occupational segregation by sex is a worldwide phenomenon. It is not only detrimental to women in terms of quality of employment; it is also a major source of labour market rigidity and economic inefficiency. Women are employed in a narrower range of occupations than men and are concentrated in subordinate positions. Equal opportunity policies and measures to reduce occupational segregation should enable men to enter traditionally 'female' occupations as well as enabling women to enter traditionally 'male' occupations. Occupational segregation by sex could also be reduced by, *inter alia*, facilitating policies such as provision of child care and other services for workers with family responsibilities, as it is generally women rather than men who are constrained by family and household responsibilities.²¹

But the most effective efforts can be made in the direction of changing gender stereotypes and typical prejudices inside and outside the labour market as regards the supposed abilities, preferences and 'appropriate' work and societal roles for men and women, as these beliefs and prejudices help justify implicit and explicit discrimination against women. This is why policies and programmes which attempt to increase gender-sensitivity and eliminate gender stereotypes are so important - whether through the media, in the work-place, in trade unions, in employers' organisations and in schools - for generating an awareness that individual men and women have similar capabilities for all types of work.²²

Gender-sensitive labour market policies would focus in particular on women's work in the small and medium enterprise sector and in the informal sector.

Training and skills development

Education and skills training increase the ability of women and men to apply new techniques, thus enhancing their employability as well as the productivity and competitiveness of enterprises. Effective skills development systems – connecting

²⁰ ILO, 2000. "Decent work for women: An ILO proposal to accelerate the implementation of the Beijing Platform for Action". International Seminar Gender Mainstreaming in Technical Cooperation Projects: For the Labour and Social Spheres. St. Petersburg 2000.

²¹ Id.

²² Id.

education to technical training, technical training to labour market entry, and labour market entry to workplace and lifelong learning – can help women and men benefit from existing and emerging opportunities.²³



Education, training and skills development: what can be done?

- ✓ Increasing the training and employment opportunities for disadvantaged persons, including women, young people and people with disabilities.
- ✓ Empowering women to study technology-related subjects and be trained in new and higher skills; and providing career guidance to widen the interest of girls and women in existing and emerging opportunities related to technological developments.
- ✓ Creating awareness of the need to overcome cultural and social barriers preventing girls from studying technology-related subjects. This also includes upgrading the informal apprenticeship systems in developing countries by enhancing the relevance and quality of training, ensuring formal recognition of skills, and providing women with access to apprenticeship training.
- ✓ Addressing low productivity and persistent poverty in the informal economy through improved access by women and men to quality skills development outside high-growth urban areas; combining remedial education and employment services with technical training; implementing systems for the recognition of prior learning so as to open up jobs for them in the formal economy; and providing entrepreneurship training that encourages and facilitates formalisation of small enterprises.
- ✓ Developing effective means for women and men in urban and rural communities to learn about new technologies, production techniques, products and markets with a view to improving agricultural and non-farming productivity.

Source: ILO, 2009. "Skills and entrepreneurship: Bridging the technology and gender divide". Brochure. In: Gender Equality at the Heart of Decent Work Campaign.

Promoting enterprise development

The enterprise is at the heart of sustainable development and the necessary impetus must be given for creation and development of enterprises. In recent years most jobs have been created by small and medium-sized enterprises.

When deciding whether and how to start a business, women often need to overcome other barriers such as limited access to credits or traditional patterns preventing women from taking part in income-generating activities or controlling financial resources. To address these barriers the ILO has adopted a twin-track approach, namely mainstreaming gender equality in entrepreneurship development and approaches, while at the same time providing targeted approaches to the start-up, formalisation and expansion of enterprises by women.

²³ ILO, 2009. "Skills and entrepreneurship: Bridging the technology and gender divide". Brochure. In: Gender Equality at the Heart of Decent Work Campaign.



Entrepreneurship: what can be done?

- ✓ Mainstreaming gender in ICT policies and strategies to help promote women's access to, and participation and leadership in, IT.
- ✓ Supporting media campaigns, workshops, trade fairs, exhibitions and other promotional events — involving governments, employers' and workers' organisations and local communities — to provide women entrepreneurs with a platform for promoting voices for change and inspiring other women.
- ✓ Improving ways for women to access micro-credits, thereby allowing them to buy and take full advantage of new technologies, thus enhancing their productivity and access to new markets.
- ✓ Promoting policies that assist women in establishing small- and micro-businesses, including providing business skills training, access to communication technology and credits to enhance productivity.

Source: ILO, 2009. "Skills and entrepreneurship: Bridging the technology and gender divide". Brochure. In: Gender Equality at the Heart of Decent Work Campaign.

3. Extending social protection

Social protection provides the means of achieving income security and a secure working environment. Most workers in the world today have no form of social protection, aside from their ability to work and to save from their earnings. Workers employed in informal and casual work fall outside the scope of formal social protection schemes, and many, if not the majority, are women.

In addition, the massive influx of women into the labour market in recent times has called into question the existing social protection schemes. Most of the social security systems throughout the world were established on the assumption of the traditional family model, where the man was the sole breadwinner and the woman was in charge of domestic work and raising children.

The growing number of working women, the changes in the composition and size of families, the growth in the number of female-headed households, and the radical shifts in values, particularly those which emphasise the importance of the individual, have significant implications for social security and social protection.

Maternity protection²⁴

The elements of maternity protection covered by the most recent standards relating to the issue, Convention No. 183 and Recommendation No. 191 (2000), are:

- ✓ maternity leave (the mother's right to a period of rest in relation to childbirth);
- ✓ cash and medical benefits (the right to cash benefits during absence for maternity);
- ✓ protection of the health of mother and child during pregnancy, childbirth and breastfeeding; the mother's right to breastfeed a child after her return to work; *and*

²⁴ www.ilo.org/gender

- ✓ employment protection and non-discrimination (guaranteeing the woman employment security and the right to return to the same job or an equivalent one with the same pay).

Convention No. 183 also broadened the scope of coverage to include women working in the informal economy and in atypical forms of dependent work. These women have often received no legal protection, and it is their maternal health that is most at risk.

Family responsibilities

In ILO Convention No.156 on Workers with Family Responsibilities, “family responsibilities” refers specifically to responsibilities in relation to “dependent children” and “other members of the immediate family who clearly need their care or support” (Art.1), such as children, elderly, disabled or sick people. Most unpaid family responsibilities or “unpaid care work” are often excluded from GDP calculations²⁵ and thus excluded from what is counted as “economic or market work”. However they possess an intrinsic economic value, for they encompass the activities that enable the care and maintenance of every member of society, underpinning societal health and survival.

Governments, as well as employers, trade unions and the public at large are increasingly realising that many families are having difficulties balancing the work and care needs of their dependents. In particular, parents’ ability to work - and work productively - is being limited by the lack of sound work-family measures while many children, elderly, sick and disabled are being affected by the lack of quality care. It is thus increasingly accepted that it is in the public interest to devise and implement integrated work-family policies, since this has significant beneficial effects for society as a whole.²⁶

Occupational safety and health (OSH)²⁷

The ILO estimates that each year about 2.3 million men and women die from work-related accidents and diseases, including close to 360,000 fatal accidents and an estimated 1.95 million fatal work-related diseases. Sex-based labour force segregation contributes to different workplace health and safety challenges for women and men. Specifically:

- ✓ More men than women work in jobs that expose them to accidents; they are more likely to be involved in fatal accidents and other work-related deaths. Men also tend to be more exposed to hazards caused by substances that are carcinogenic or may cause circulatory and respiratory disease. Researchers have also noted that men tend to adopt less preventive and protective ways of carrying out work than do women.
- ✓ OSH concerns for women are very much associated with their dual reproductive and economic roles. Traditionally women and men have assumed different responsibilities in the home sphere. With more women entering the labour force, they may carry out paid work and continue with their unpaid work of caring for the family and doing household chores.

²⁵ Antonopoulos, R., 2008. The Unpaid Care Work-Paid Connection, Working Paper no. 541. Levy Economics Institute of Bard college, New York. Cfr. ILO, 2009. “Work and Family: The way to care is to share!”. Brochure. In: Gender Equality at the Heart of Decent Work Campaign.

²⁶ ILO, 2009. “Work and Family: The way to care is to share!”. Brochure. In: Gender Equality at the Heart of Decent Work Campaign.

²⁷ ILO, 2009. “Providing safe and healthy workplaces for both women and men”. Brochure. In: Gender Equality at the Heart of Decent Work Campaign.

Social security²⁸

Increases in life expectancy involve changes in the entire life cycle. One fundamental change that has been noted is a shift from three-generation societies to four-generation societies. But as the majority of the world's population does not have entitlements to any form of old-age pension, for many living longer also means living with scarcity for longer periods of time. Poverty in old age is a key issue of concern.

Throughout their life-cycles women experience disadvantages that accumulate with age. Discrimination is often amplified as women grow older. Women are especially vulnerable owing to their high numbers in unpaid, low-paid, part-time, frequently interrupted, or informal economy work. As a result they are less often entitled to any contributory pension benefits in their own right. Even if they are, their pensions are often significantly lower than those of men owing to lower earnings and shorter contribution periods.

²⁸ www.ilo.org/gender



Security for older workers: what can be done?

- ✓ Employment policies to dismantle employment barriers to hiring and retaining older workers.
- ✓ Tax incentives for older entrepreneurs as well as favourable access to credit may give them additional help.
- ✓ Encouraging lifelong learning and skills development policies for the upgrading of competencies throughout working lives and by providing opportunities for older workers.
- ✓ Adopting a life-cycle approach to education and training, taking into account women's home and care responsibilities the re-training needs of women re-entering the labour market after absences for child-rearing and the reintegration into the labour market of older women who have not had equal access to opportunities for lifelong learning.
- ✓ Specifically providing an adequate and flexible working environment for older workers by eliminating unsafe and unhealthy working conditions that may threaten their capacity and productivity.
- ✓ Emphasising the role of social security as a productive factor in promoting employment, stimulating structural change and fostering economic growth.
- ✓ Listening to the rising voices of older women and men in addressing the pressing issues of age discrimination, productive employment opportunities and access to social protection.
- ✓ Raising awareness and seeking solutions with employers' and workers' organisations through social dialogue concerning the issues that older workers encounter is important for ensuring that their choices and rights are observed.

Source: ILO, 2009. "Rights, jobs and social security: New visions for older women and men". Brochure. In: Gender Equality at the Heart of Decent Work Campaign.

4. Promoting social dialogue

Issues such as sex discrimination, equal pay, work and family responsibilities including childcare, working-time arrangements and sexual harassment will only be put on the social dialogue agenda if enough women are parties to the dialogue. There is, therefore, a pressing need to increase the participation of women in existing social dialogue structures - unions, employers and their associations – that are still overwhelmingly dominated by men. The organisational, representation and negotiating capacity of women needs to be strengthened.

There is also a need to open up the dialogue to new actors: at national level to machinery for women's issues within the government; and at local level to activist civil society groups with first-hand knowledge of women's problems and constraints.



Gender equality and social dialogue: what can be done?

- ✓ Ratify and effectively implement the key ILO Conventions that address freedom of association and collective bargaining, particularly Conventions Nos. 87, 98.
- ✓ Put in place mechanisms to increase the participation and representation of women in trade unions and employers' organisations, as well as in social dialogue institutions such as National Labour Committees or Economic and Social Councils.
- ✓ Strengthen the voice of women and men workers in the informal economy as well as those facing precarious conditions of work, such as domestic workers and migrants, through organising their adherence to workers' organisations.
- ✓ Sensitise, raise awareness and advocate the advantages of gender equality in the world of work through media campaigns.
- ✓ Organise trainings and sharing of best practices on mainstreaming gender issues into the agenda of social dialogue and collective bargaining.

Source: ILO, 2009. "Social Dialogue at work: Voices and choices for women and men". Brochure. In: Gender Equality at the Heart of Decent Work Campaign.



KEY POINTS

- ✓ Gender inequalities in the world of work challenge the legitimacy of the dominant models of development.
- ✓ Decent work strategic objectives: fundamental principles and rights at work; employment & income opportunities; social protection and social dialogue for all, women and men.
- ✓ **Rights:** ratify and effectively implement the core ILO conventions directly relevant to gender equality: C100 Equal remuneration; C111 Discrimination; C156 Workers with Family Responsibilities; C183 Maternity Protection.
- ✓ **Employment:** widen occupational choices; integrate a gender perspective on training and re-training systems; promote women's enterprise development.
- ✓ **Social Protection:** reduce insecurity, ensure safe conditions of work, maintain incomes, ensure adequate access to care and social services. As regards women and social protection, recognise women's role concentrated in the informal sector/atypical work to which coverage needs to be extended, taking account of the issues of lower earnings, irregular employment and contribution patterns.
- ✓ **Social dialogue:** improve women's representation in SD structures; include gender issues on the agenda and meet women's strategic needs; include Equal Opportunity machinery, non-traditional actors, non-organised SMEs, informal groups, so as to help reinforce their organisational and negotiating capacity.

Unit B. GENDER EQUALITY, DECENT WORK, DEVELOPMENT, AID

Decent work is now central to the development agenda, and it is also recognised within the MDGs. In the ILO definition 'decent work' comprises employment with sufficient income and opportunities, rights at work, social protection, and social dialogue. As such, employment has also been part of the broader development agenda within the UN system, other development organisations and their national partners.

In the context of the challenges posed by globalisation to the reduction of poverty, national governments, donors, international organisations and civil society need to consider the various trends in a renewed approach to work and employment policy, taking due account of:

- ✓ the accelerating pace of change brought about by globalisation, with its simultaneous tendencies towards greater interdependence, integration and competition, but also increased risks of exclusion and marginalisation;
- ✓ the need to balance flexibility (both for individuals and for the economy as a whole in order to reinforce competitiveness) with security ("flexicurity");
- ✓ the growth of the informal economy, part-time work and new forms of employment in many countries;
- ✓ the accelerated pace of economic restructuring, including the movement away from agriculture into manufacturing and services in the developing world and industrial restructuring in developed countries;
- ✓ a growing acceptance of the idea that employment and labour market issues are a decisive, but neglected, link between economic growth and poverty reduction; *and*
- ✓ most important of all, the fact that decent work is not an abstract idea but a real need and very concrete demand from people around the world.²⁹

1. A statistical snapshot³⁰

Recent data indicate persistent gender inequalities in the labour markets.

Even though the global male and female labour force participation rates show signs of positive change, the gap is narrowing only at a very slow pace. In addition, the gender gap in adult³¹ employment-to-population rates has also been narrowing very slowly. The 2008 data indicate the following:

- ✓ Women accounted for 40.4% of the **employed population** in the world.
- ✓ The **employment-to-population rate**³² (aged 15-64) by region shows the following participation rates for adult women and men:

²⁹ ILO, 2006. Cit.

³⁰ Unless otherwise specified, this section is based on the following source: ILO, 2009. Global Employment Trend for Women 2009. International Labour Office, Geneva, March 2009. http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_103456.pdf

³¹ Aged 25 or older. This figure allows for an analysis which mostly excludes the effects of enrolment in educational and training programmes on labour force participation and employment-to-population rates.

³² Sometimes referred to as the "employment rate", the employment-to-population ratio is defined as the proportion of a country's working-age population that is employed (ILO/KILM).



	Men (%)	Women (%)
Central and South Eastern Europe (non-EU) & CIS	70.5	51.0
East Asia	82.5	69.3
South-East Asia and the Pacific	87.6	58.7
South Asia	86.2	37.6
Latin America and the Caribbean	81.9	52.6
Middle East	81.7	24.7
North Africa	81.7	27.0
Sub-Saharan Africa	85.4	62.9

- ✓ The gender gap in **labour market participation**³³ amounted to almost 25 percentage points.
- ✓ **Unemployment**³⁴ among women who participate in the labour market is at 6.3%, as compared to a rate of 5.9% for men.

The distribution of male and female employment between sectors confirms the data for sector segregation by gender, indicating as it does lower participation by women in industrial sectors but increasing participation in the services sector. Women are overrepresented in the agricultural sector. The data for 2008 are as follows:

- ✓ The proportion of women employed in **industry** was 18.3% as compared to 26.6% of men.
- ✓ The **services** sector accounted for 46.3% of all female employment, as compared to 41.2% of male employment.
- ✓ Globally, the share of women employed in **agriculture** stands at 35.4%, as compared to 32.2% for men. This proportion rises to 48.4% if the more industrialised regions such as the Developed Economies and the European Union, Central and South Eastern Europe (non-EU), the CIS, Latin America and the Caribbean are excluded. In Sub-Saharan Africa and South Asia the agricultural sector accounts for more than 60% of all female employment.

Working poverty

Employed people who are working but also fall below an accepted poverty line of US\$1.25 a day³⁵ are called the “working poor”. Levels of working poverty are very high in Sub-Saharan Africa and South Asia, and are also considerable in South-East Asia, the Pacific Region, and East Asia.³⁶

While working poor indicators by sex are not yet widely available, there is some evidence that there are important gender-based differences. They may result from a number of factors that include gender inequalities in sectoral employment and vulnerable employment.

³³ The labour force participation rate is a measure of the proportion of a country's working-age population that engages actively in the labour market, either by working or looking for work (ILO/KILM).

³⁴ The unemployment rate tells us the proportion of the labour force that does not have a job but is available and actively looking for work (ILO/KILM).

³⁵ In 2008, the World Bank released new poverty estimates, which are based on the results from the International Comparison Program (ICP). The new threshold for extreme poverty is now set at US\$1.25 a day in 2005 prices. The new estimates show that 1.4 billion people in developing countries are living in extreme poverty. Source: S. Chen and M. Ravallion, “The developing world is poorer than we thought, but no less successful”, World Bank, August 2008. Cfr. ILO, 2009. *Global Employment Trends. International Labour Office, Geneva. January 2009.*

³⁶ ILO, 2009. *Global Employment Trends*. Cit.



For example, in India...

...the latest national labour force survey, which was conducted in 2004/2005, gathered data not only on workers' labour force characteristics, but also on household consumption. The survey reveals that only one out of three women aged 15 and above is classified as economically active *versus* more than 83% of men. Those women that do work face a considerably higher incidence of poverty: 36.1% of employed women are considered working poor on the basis of US\$1 per day *versus* a working poverty rate of 30% for men. An astounding 86.4% of employed women live with their families on less than US\$2 per person per day, versus 81.4% of employed men.

Vulnerable employment

Vulnerable employment includes own-account workers and contributing family workers. Such workers are less likely to have formal work arrangements, and often carry a higher economic risk. If sizeable, vulnerable employment can be indicative (1) of informal economy employment, particularly for the less developed economies and regions; and (2) of widespread poverty. The poverty connection arises because workers of vulnerable status lack the social protection and safety nets to guard against times of low economic demand and are often incapable of generating sufficient savings for themselves and their families to offset such times. Vulnerable employment numbers should be interpreted in combination with other labour market indicators such as unemployment and working poverty.³⁷

At global level, the share of vulnerable employment in total female employment was 52.7% in 2007, as compared to 49.1% for men.

The sectoral distribution of male and female employment, along with the differences in vulnerable employment shares, underline the fact that widening access to labour markets is not the same as providing access to decent jobs. Heavy investment in women's education, changes in labour legislation and recognition and sharing of family responsibilities and unpaid labour with men are the preconditions for women participating equally in labour markets.

The move away from vulnerable employment into wage and salaried work can be a major step toward economic freedom and self-determination for many women. Economic independence or at least co-determination in resource distribution within the family is highest when women earn wages and salaries or are employers, is lower when they are own-account workers, and is lowest of all when they are contributing family workers.

2. Gender-responsive indicators for measuring decent work

Gender issues enter the decent work and poverty eradication agendas as men and women have different relationships with both the labour market and the family. It is through these interactions between work and employment and the organisation of the family or household that the linkage to poverty has to be made. Systematic differences between men and women are to be found in:

- ✓ their current positions in work and employment;

³⁷ Id.

- ✓ the relationships between their work and employment and the incidence of poverty;
- ✓ their capabilities for engaging with employment opportunities and with development opportunities more generally.³⁸

Development practitioners will have a clear basis for making informed policy choices if key decent work indicators are available and adopted for policy making, implementation of development initiatives, monitoring and evaluation.

Rarely can a single measure be applied to a given situation or desired outcome, and a combination of several indicators may often give a more accurate measure of the context or objective. For example, the degree to which gender discrimination in employment has been reduced may be captured by wage differentials, opportunities for training, prospects for promotion and allocation of work responsibilities.³⁹

The ILO is currently developing decent work indicators, and they will help capture the gender differences discussed above. These indicators were developed and recommended by the Tripartite Meeting of Experts and conveyed to the 18th International Conference of Labour Statisticians (Geneva, 24 November–5 December 2008).

The **MAIN**⁴⁰ indicators developed so far are listed in the table below, alongside the substantive element of the Decent Work Agenda to which they relate. It is important to note that two types of information are needed to monitor progress towards decent work at country level: statistical indicators, and information on rights at work and the legal framework for decent work.⁴¹

³⁸ Jill Rubery, 2005. Mainstreaming gender into the Global Employment Agenda. In: GEA Discussion Papers. December 2005.

³⁹ Dharam Ghai, 2003. "Decent work: Concept and indicators". International Labour Review, Vol. 142 (2003), No. 2

⁴⁰ Additional indicators and possible indicators for the future are also under discussion and will soon be available. Relevant national legislation connected to the decent work dimension/specific indicators needs to be planned.

⁴¹ ILO, 2008. Measuring decent work: tripartite meeting of experts on measurement of decent work, 8-10 Sept. 2008 (TMEMDW/2008) / International Labour Office. - Geneva: ILO, 2008 iii, 61 p.

Element in the Decent Work Agenda Numbers in brackets refer to ILO strategic objectives: 1. Standards and fundamental principles and rights at work; 2. Employment; 3. Social Protection; 4. Social dialogue.	Main indicator Unless marked with *, the indicators proposed in the table below are to be reported separately for women and men in addition to the total.
Employment opportunities (1+2)	<ul style="list-style-type: none"> ▪ Employment-to-population ratio, 15-64 years ▪ Unemployment rate ▪ Youth not in education and not in employment 15-24 years ▪ Informal employment
Adequate earnings and productive work (1+3)	<ul style="list-style-type: none"> ▪ Working poor ▪ Low pay rate
Decent hours (1+3)	<ul style="list-style-type: none"> ▪ Excessive hours (more than 48 hours per week; 'usual' hours)
Combining work, family and personal life (1+3)	<ul style="list-style-type: none"> ▪ (work on indicator development to be concluded)
Work that should be abolished (1+3)	<ul style="list-style-type: none"> ▪ Child labour as defined by draft ICLS resolution
Stability and security at work (1,2+3)	<ul style="list-style-type: none"> ▪ (work on indicator development to be concluded)
Equal opportunity and treatment in employment (1, 2+3)	<ul style="list-style-type: none"> ▪ Occupational segregation by sex ▪ Female share of employment in ISCO-88 groups 11 (Legislators and Senior Officials) and 12 (Corporate Managers)
Safe work environment (1+3)	<ul style="list-style-type: none"> ▪ Occupational injury rate, fatal*
Social security (1+3)	<ul style="list-style-type: none"> ▪ Share of population aged 65 and above benefiting from a pension ▪ Public social security expenditure (% of GDP)*
Social dialogue, workers' and employers' representation (1+4)	<ul style="list-style-type: none"> ▪ Union density rate ▪ Enterprises belonging to employer organisation (rate)* ▪ Collective bargaining coverage rate ▪ (indicator for fundamental rights and principles to be developed)
Economic and social context for decent work	<ul style="list-style-type: none"> ▪ Children not in school (percentage by age) ▪ Estimated percentage of working-age population who are HIV positive* ▪ Labour productivity (GDP per employed person, level and growth rate) ▪ Income inequality (percentile ratio P90/P10, income or consumption)* ▪ Inflation rate (CPI)* ▪ Employment by branch of economic activity* ▪ Education of adult population (adult literacy rate, adult secondary-school graduation rate) ▪ Labour share in GDP*
<i>Source: ILO, 2008. Measuring decent work: tripartite meeting of experts on measurement of decent work, 8-10 Sept. 2008 (TMEMDW/2008) / International Labour Office. - Geneva: ILO, 2008 iii, 61 p.</i>	

3. Gender equality, decent work and poverty reduction

Decent work and gender equality are cross-cutting issues to be integrated into the related preparatory processes and the content of a country's strategies for promoting development and reducing poverty.

For planning and implementing development goals, the "New" Aid Modalities have been used more and more often. Commonly-used approaches for implementing development measures and tackling poverty have been:

- ✓ **Poverty Reduction Strategies:** In order to receive loans and credit from the World Bank, the IMF and donors, around 70 low-income, highly-indebted countries formulate a *national plan* on how to reduce poverty in their country as a means of improving the living situation of their citizens, namely the Poverty Reduction Strategy (PRS), which is normally set out in a Poverty Reduction Strategy **Paper** (PRSP). In many low-income countries Poverty Reduction Strategies provide the blueprint for policy dialogue with the donors.
- ✓ **Programme-Based Approaches and Sector Programmes:** Programme-based approaches (PBAs) consist of implementing development goals by using a single comprehensive programme and budget framework. A PBA implemented at the level of a sector (e.g. education, agriculture...) is called a Sector-Wide Approach, or SWAp. It is a national programming framework for the development of an entire sector in a given country, such as health, education or agriculture, and may involve the support of one or more donors.

To promote human dignity and quality of life through decent work and gender equality in the framework of these development instruments, it is imperative to develop an integrated approach to social and economic policy that focuses on improving women's and men's economic and social well-being through economic development⁴², and thence promoting decent work in all spheres and at all levels of development intervention.

From the perspective of poverty diagnosis, employment and wages, labour market participation, SMEs, access to and control over production factors (e.g., capital and country) all feature in the opportunity dimension.

Challenges⁴³

- ✓ Macroeconomic stability measures may undermine the effectiveness of aid flows to alleviate poverty by reducing employment and pushing workers into informal and unregulated employment. Women are last hired, first fired and represent the majority of vulnerable workers in the world.
- ✓ Macroeconomic policies that are narrowly focused on inflation may lead to trade-offs such as stagnant or retarded employment growth.
- ✓ Gender inequalities in the labour markets can contribute to widening income disparities and uncertainty, thus further intensifying poverty.
- ✓ The combination of the priorities set out in poverty reduction strategies, national

⁴² Gary Fields, 2003. "Decent Work and Development Policy," International Labour Review vol. 142 (2003), No.2.

⁴³ Developed on the basis of: Gemma Adaba, 2007. Financing Decent Work for Women, Paper prepared for the Expert Group Meeting on Financing for Gender Equality, Oslo, Norway, September 2007, EGM/FFGE/2007EP.1. and ILO, 2008, Experiences and Potential Directions: A Reflection on Employment and Decent Work in Poverty Reduction Strategies (with special emphasis on Africa). Country Employment Policy, ILO, Geneva.

employment policies and national gender policies may render the exercise complex.

- ✓ Often the social partners (the Ministry of Labour, Workers' and Employers' organisations) are not involved in the decision processes for developing policies, plans and budgets.
- ✓ In addition these institutions lack the capacity to engage in policy dialogue on development planning and budgeting.

Entry points & possible measures⁴⁴

Partnerships and policy dialogue

- ✓ Emphasise the need for job-rich growth and set it as a priority informing national plans.
- ✓ Review policies and programmes at national and sectoral levels and ensure that there is consistency and coherence. Different sectoral ministries or agencies (e.g. Ministries of Education, Labour, Agriculture, Industry, and Women's Affairs) and workers' and employers' organisations should be encouraged to work closely with one another so as to coordinate a range of reinforcing interventions which will have a sustained impact on improving women's economic position.⁴⁵
- ✓ Involve the different stakeholders in the decision-making processes, i.e. the Ministries of Labour, Workers' and Employers Organisations as well as Civil Society Organisations, including women's groups and the government body dealing with gender equality issues.
- ✓ Create opportunities for greater dialogue and collaboration between institutions and organisations working on the economic and social aspects of development so that holistic solutions can be developed, such as in the field of care work.
- ✓ Build partnerships under which existing databases on the world of work can be shared between and across regions and sectors.
- ✓ In partnership with donors systematically include the goal of gender equality and decent work in resource mobilisation, knowledge sharing and technical cooperation.

Knowledge development to support policy formulation

- ✓ Monitor the impact of macroeconomic growth policies in terms of how men and women participate differently in, and benefit from, such growth. Strategies and targets for macro policies should be specifically evaluated in terms of whether they involve women both as participants and as beneficiaries.⁴⁶
- ✓ Strengthen the research agenda and knowledge base on new and emerging issues, by identifying new trends and patterns in the world of work, as well as links between economic efficiency and gender equality.
- ✓ Promote more sex-disaggregated data collection and analysis so that evidence-based

⁴⁴ Unless otherwise specified this section is adapted from ILO, 2009. Gender equality at the heart of decent work. Report VI. International Labour Conference, 98th Session, 2009. International Labour Office, Geneva.

⁴⁵ Lin Lean Lim, 1996, more and Better Jobs for Women: an action guide. International Labour Office, Geneva.

⁴⁶ Id.

arguments can be presented for gender equality, especially regarding the gender pay gap.

- ✓ Conduct time use surveys as an effective means of capturing women's and men's involvement in paid and unpaid work.
- ✓ Build up the capacity of national statistical offices in designing gender-sensitive labour market information systems that are capable of informing policy choices.
- ✓ Develop and disseminate practical tools, manuals and checklists to support policymakers and practitioners in their efforts to mainstream gender equality into their work, particularly in the fields of education, economic participation, social protection and social dialogue.
- ✓ Compile and disseminate good practice and innovative strategies to promote gender equality and decent work in the various sector policies and programmes.
- ✓ Consider research-based awareness-raising activities, including major campaigns at regional and national levels developed in consultation with the social partners and the national gender machinery.

Principles and rights at work

- ✓ Support the ratification and/or application of ILO Conventions 111, 100, 156 and 183 at the level of national legislation and other regulatory frameworks.
- ✓ Promote the adoption and effective application of the principles of maternity protection in employment.
- ✓ Engage in efforts to redress direct and indirect discrimination related to maternity and the inclusion of maternity benefits in the basic social security system.
- ✓ Enforce laws and collective agreements through labour administrations, including labour inspectorates, the judiciary and other government agencies, and through better partnerships with the relevant labour-related government bodies, as well as national gender machinery.

Employment and job creation

- ✓ Advocate gender-responsive employment creation as part of national policies and national development frameworks, especially PRSs.
- ✓ Identify opportunities for the creation of decent and productive employment and income in all sectors. In particular, focus on opportunities for those who are unemployed or underemployed in the informal economy and the rural sector.
- ✓ Harmonise core and technical skills training and lifelong learning to improve employability, ensuring that skills development matches market needs.
- ✓ Focus on poverty-oriented labour market policies that take into account the need to remove the specific economic barriers faced by some women, such as those with disabilities, those from ethnic minorities, or migrants.
- ✓ Promote rural employment for women and men, including cooperative development, entrepreneurship and infrastructure improvement.

Social protection

- ✓ Pay greater attention to men's and women's specific occupational safety and health needs by promoting sex-differentiated policies and practices wherever applicable.
- ✓ Upgrade national social security systems so that they are inclusive and non-discriminatory, and so that they take account of the needs of workers with family responsibilities.
- ✓ Preserve investment – even in times of economic crisis – in public and community services⁴⁷, in particular in rural areas, so as to alleviate the unpaid work demands on households which particularly impact on women and girls.
- ✓ Promote comprehensive national work–family policies which help men and women balance work and family responsibilities.
- ✓ Base policy choices that aim to narrow the gender pay gap on consistent monitoring of developments in the labour market, organisation of work structures, and variations in the size and causes of the gender pay gap.
- ✓ Where the identified problem is the high incidence of low pay, consideration should be given to ensuring an effective and gender-inclusive minimum wage policy.

Social dialogue and tripartism

- ✓ Engage in equitable and participatory social dialogue so as to influence policy-making at the international, regional, national, community and enterprise levels.
- ✓ Make sure gender equality and decent work objectives are visible in the strategies, indicators, activities and outputs of sectoral policies and national employment policies.
- ✓ Create new - or strengthen existing - national gender machinery such as equal employment opportunity commissions comprising government representatives and employers' and workers' organisations.
- ✓ Make gender-balanced composition of tripartite bodies obligatory.
- ✓ Include gender equality concerns, especially elimination of discrimination, in collective bargaining processes.

4. Decent work linkages to the Aid Effectiveness agenda

Making the goal of decent work for all a central objective of relevant national and international policies, as well as of national development strategies, entails activities by all actors (international agencies, local and national governments, workers, employers, community-based organisations and donors) at both macro and micro levels to stimulate creation of new jobs and improvement of existing jobs, and to promote better opportunities for women, young people and all vulnerable segments of the population. The mainstreaming of employment and decent work requires adoption of an integrated approach by all stakeholders, irrespective of their mandates and regular activities.

⁴⁷ Public investments are particularly crucial in areas such as physical and social infrastructure where the private sector may under-invest because of the high costs, risks and time-lags in realising profits or, as is the case in lower income countries, where private capital is absent.

The Paris Declaration on Aid Effectiveness (PD) (2005) is at the core of the new architecture for financing development. The PD is intended to promote achievement of the Millennium Development Goals (MDGs) through more **effective** delivery of aid, according to five principles. The decent work dimensions of these principles are as follows:

Principle of Ownership

- ✓ Developing countries have control over their development policies and strategies and commit themselves to coordinating development actions. The national actors, such as Workers' and Employers' Organisations (represented by both men and women), as well as Ministries not directly in charge of development planning such as the Ministry of Labour, will have access to appropriate spaces to negotiate their priorities within the development of a country.
- ✓ Regulations and legislation related to the world of work will reflect the country's international commitments to promoting decent work priorities and the economic empowerment of women, such as CEDAW, the MDGs and core labour standards, especially ILO Convention 111.

Principle of Alignment

- ✓ Donor countries will align their support on countries' national development strategies, institutions and procedures, including decent employment policies and country-owned strategies for women's socio-economic empowerment.

Harmonisation Principle

- ✓ Donor countries will work together to create more harmonised, transparent and collectively effective development action. They will also focus on harmonising their support for gender-sensitive job creation initiatives within specific sectors and on championing decent work for all in the various sectors and at all levels.

Managing for Results Principle

- ✓ Resources and decision-making will be geared to results. During the process of tracking results-based aid at country level and using transparent and measurable country performance assessment frameworks, gender equality principles and core labour standards shall be incorporated into the results framework.
- ✓ Sex-disaggregated labour market indicators will be adopted.

Mutual Accountability

- ✓ Both donors and partners will be mutually accountable for development results, including increased equality in the world of work.
- ✓ Funding for promoting decent work for all and women's empowerment will be systematically analysed.
- ✓ Donors will identify policy spaces for increasing participation by women's groups in social dialogue.
- ✓ Participation of gender-sensitive social dialogue institutions in policy-making for development will be promoted.

5. Case study

Promoting and Engendering Employment Security in Honduras⁴⁸

The case study outlines the joint planning by Government, donor and UN partners to promote and finance increased productivity and employment security in Honduras, focusing on more specialised jobs in the maquila industry and support for informal workers, including domestic workers. It highlights the creative use of Sector-Wide Approaches in constructing a gender-sensitive plan for decent employment, enabling gender equality advocates to participate in the formulation of national priorities and sectoral policies and programmes.⁴⁹

Honduras ranks 115th on the 2007-2008 UNDP Human Development Index. Negative economic growth resulting from large-scale agricultural and infrastructural damage caused by hurricanes and flooding in 1998-1999 was reversed in 2000 through strong public infrastructure investment, financed mainly from external sources. Economic growth peaked in 2006, with reduced public spending offset by increased family remittances and private investment. Agreement on partial debt cancellation was reached in 2004, conditional on using the released funds for poverty reduction. In 2004 poverty reduction spending rose to 8.4% of GDP. The poverty rate, nearly 66% in 1999, fell to 62% in 2006, while extreme poverty fell from 47.4% in 1999 to 42.3% in 2006.

Nevertheless, some 3.3 million people still live in extreme poverty, mainly in the rural areas. Structural adjustment reforms implemented during the 1990s including deep cuts in government spending, together with a decline in the value of the minimum wage due to inflation, made it difficult for many single-headed households, especially female-headed households, to climb out of poverty. Some 64% of households headed by women are poor compared to 61% of those headed by men.

As infrastructure began to recover, poverty reduction efforts turned to employment. The 2006 National Household Survey showed that 47.9% of household income comes from wages and 34.6% from self-employment, primarily in agriculture and services. Precarious employment and low productivity are widespread in both the formal and informal sectors, affecting some 1.5 million people. Although women are increasingly joining the labour market, they are over-represented in the informal economy, especially in industry (55.3%) and non-agricultural services (67.3%). Women's earnings average about 46% of men's earnings, while women's unemployment rates have been about twice as high as men's unemployment rates over the last decade.

Constructing a decent employment sector

The National Plan for Decent Employment (PNED) 2006-2010 is intended to promote investment and generate employment, particularly in the *maquila* industry, and provide credit and technical assistance to workers and entrepreneurs in the informal sector. Formulated under the leadership of the Ministry of Labour through broad-based consultations with donors and civil society, it focuses on reducing gender inequalities and opening up more skilled employment opportunities for both women and men. However, the first draft, disseminated to all stakeholders, stated only that gender equality issues would be taken into account. The Economy Unit of the Women's National Institute (INAM) then organised a parallel consultation process through the Gender and the Economy Roundtable (which comprises representatives from over 50 donor and UN partner

⁴⁸ UNIFEM, 2008. Promoting and Engendering Employment Security in Honduras. 2-pager series. EC/UN Partnership on Gender Equality for Development and Peace. www.gendermatters.eu.

⁴⁹ Adapted from the draft Honduras mapping study report commissioned under the EC-UN Partnership (see www.gendermatters.eu)

organisations) in order to identify strategic priorities for gender equality in each sector, including both agriculture and industry, and in both the formal and informal sectors; and it requested support from a gender expert to formulate recommendations.

This process resulted in some 50 pages of recommendations, including the conduct of a comprehensive gender analysis for each sector; integrating gender specific targets and indicators; and earmarking funding for gender-responsive measures to achieve the targets. To ensure that these recommendations were fully integrated into the Plan, the Ministry of Labour, with technical support from the Spanish International Cooperation Agency (AECI), set up a Gender Unit and brought on a full-time gender expert. PNED is currently financed by various donors, including ILO, GTZ, IADB and AECI, while there are ongoing discussions for the development of a SWAp modality to support its continued implementation.

Results and challenges

The active involvement of gender equality advocates, including INAM, in the PNED consultation process resulted in the inclusion of targeted gender equality activities in each sector, including specialised skills training and promotion of health and occupational safety rights for women in the *maquila* industry; training and inputs for rural women in food production; provision of micro-credit and technical support for women entrepreneurs; and extension of social protection to informal workers, including domestic workers. In addition, the Ministry of Labour initiated discussions on a National Labour Market Observatory, in which INAM was an active participant. The Observatory will facilitate the production, collection, analysis and dissemination of sex-disaggregated labour market data, including wages and salaries, professional training, social security protection and migration.

The consultation process also resulted in increased interest by both the government and development partners in the gender dimensions of employment, and led to strengthened policy dialogue and co-ordination to improve the implementation of existing employment policies, including affirmative action legislation. The establishment of a SWAp modality in support of PNED's implementation should in the future provide the basis for co-ordinated donor support for this sector. Sustainable financial support by donors and the government in support of PNED's gender-responsive elements and activities is a key element in successful implementation of the plan from a gender perspective.

Another result was the recommendation that gender-sensitive monitoring of PNED be facilitated through the development and use of gender-specific indicators, which are currently being designed with INAM's support. Examples of suggested indicators include: female/male economic activity rate; female/male employment rate; female/male earned income; and female participation in non-agricultural sectors. Furthermore, the ongoing collection of sex-disaggregated data by the National Observatory on Labour Market and the National Statistics Institution should strengthen management for results and effective monitoring of the employment sector from a gender perspective.

Recommendations

1. Governments should institutionalise policy spaces for participation by gender equality advocates in the formulation, implementation and monitoring of sector policies and programmes.
2. Donors and governments should strengthen the capacities and authority of the national machinery to influence sector specific planning and budget allocations for gender equality priorities.

3. Donors and governments should support the use of gender indicators and collection of sex-disaggregated data to monitor sector plans and programmes from a gender perspective.
4. Governments and donor partners should support capacity development of sector ministries in respect of gender-responsive programming tools and methodologies, so as to enable them to integrate gender equality effectively in all phases of sector-specific programming and budgeting.