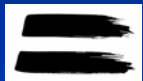




# **The ILO Participatory Gender Audit: a tool for organizational change (Part I)**

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**Gender Equality for State and Local Governments  
Workshop, Atlanta, Georgia  
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# Overview

## PART I:

- ILO Participatory Gender Audit: key features
- Why PGA? Objective of Gender Audits
- ILO Gender Policy Milestones/ ILO Experience
- Major Findings/Lessons Learnt
- Positive Outcomes

## PART II:

- How to conduct gender audits: process/approach?

# PART I: PGA – key features

“Quality audit” - “Social audit” as distinct from traditional financial type of audits

- A tool and a process based on a **participatory methodology** to promote **organizational learning**
  - at the individual,
  - work unit and
  - organizational levels

on how to practically and effectively mainstream gender

Gender audit (tool) --→ gender mainstreaming (strategy) -→ gender equality (goal)

# PGA Key Features

- Participatory in approach
- Diagnostic self assessment
- Collective exercise
- Reflective analysis
- Promotes learning and ownership
- Consensus building
- Preserves confidentiality
- Mainly subjective based on perceptions (+objective facts)

# PGA is NOT ...

- ❑ Training
- ❑ Judgemental
- ❑ Aim at establishing objective truth
- ❑ Imposed outcomes
- ❑ Gender budgeting

# Objective of Participatory Gender Audit

- Considers whether internal practices and related support systems for gender mainstreaming within an organization are effective and reinforce each other
- Establishes a baseline
- Identifies critical gaps and challenges, and recommends ways of addressing them, suggesting possible improvements and innovations
- Documents good practices towards the achievement of gender equality
- Builds organizational ownership
- Tool for monitoring, exploring indicators
- Basis for action planning

# Theoretical Underpinnings

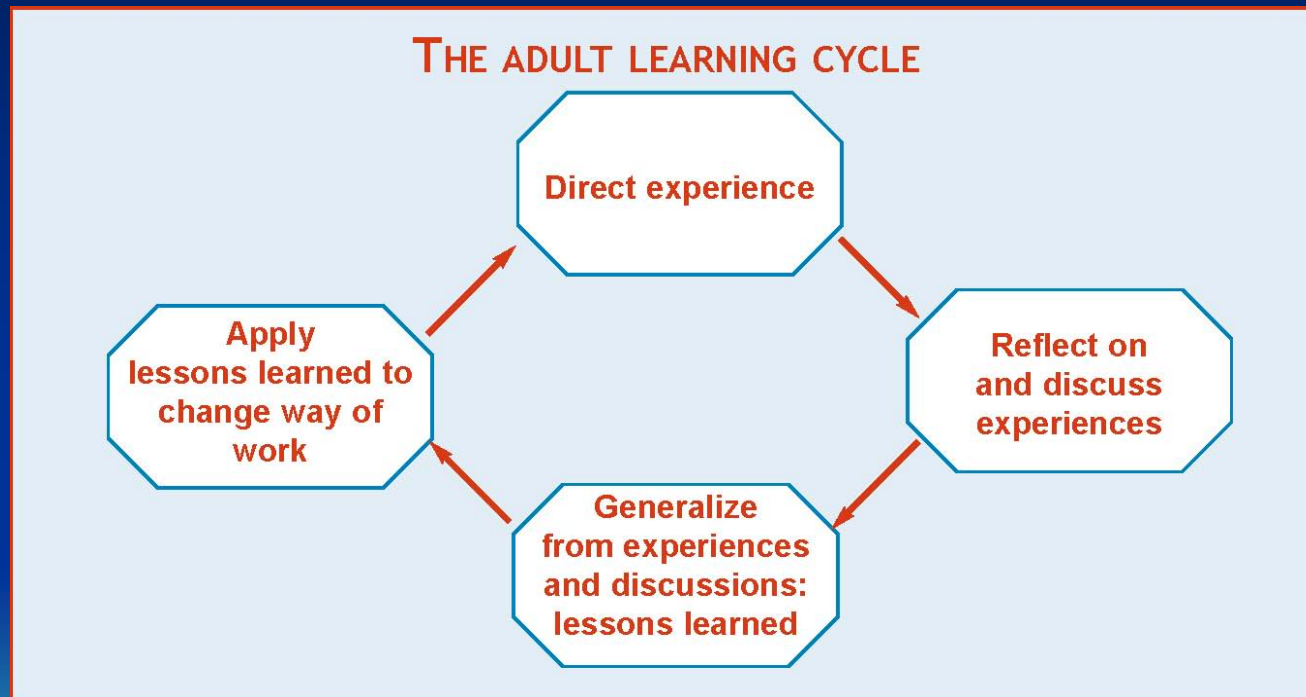
## Based on 4 Fundamental Pillars

- Gender and Development approach
- Qualitative self assessment
- Adult learning cycle
- Learning organization

# Qualitative self assessment

- 🍷 Why are things as they are?
- 🍷 How did we get to where we are?
- 🍷 Why do we act the way we do?
- 🍷 What are the forces of change?
- 🍷 Where are the forces that make change possible?
- 🍷 Are we doing the right things?
- 🍷 Are we doing the right things in the right way?

# The Adult Learning Cycle



# The Learning Organization

- Involves assessing, learning and change at all three levels: individual, unit and organization
- Three loops of learning:
  - Single
  - Double
  - Triple

# ILO gender policy milestones

**8 March 1999:** The Director General declares a strong commitment to gender equality

**December 1999:** Circular from the Director General outlines three action fronts for mainstreaming gender and gender equality:

- Staffing (sex balance)**

- Substance (gender analysis and planning)**

- Structure (programming, implementation, monitoring, evaluation)**

Each staff member is responsible for implementation  
Senior managers, regional directors and programme managers are accountable to the Director General

# Policy milestones cont'd...

– **March 2000: Governing Body adopts an ILO Action Plan on Gender Equality and Gender Mainstreaming (includes mandate for gender audits)**

🌍 Programme & Budget 2002-03: Gender equality and development identified as cross-cutting issues

🌍 Programme & Budget 2004-05: Shared Policy Objectives

🌍 Programme & Budget 2006-07: Mainstreamed strategy

# ILO gender audits (Oct. 2001 – Oct. 2006)

## 42 PGAs conducted and 4 national level TOFs organized:

- 16 HQ work units and 10 field offices
  - 5 constituent members (Sri Lanka)+ ICFTU
  - 10 UN agencies (Zimbabwe) + UNDP in Mozambique
  - Training of national facilitators in Sri Lanka (28), Zimbabwe (25) and Pakistan (50)
  - Training of ILO facilitators (60)
- 
- Oct. 2001 – April 2002 (1st series of 15 audits) – Internal report
  - 2002 – 2003 (2nd series of ILO Offices)
  - 2004 – 2005 (ILO constituents + UN agencies + TOFs at national level)
  - 2006 (Consolidation – information booklet – Manual completed – strategy)

# Briefing/short training sessions

- CSW 49th session (Beijing +10) – official side-event on 2 March 2005 - panel discussion on approach and lessons learned from participatory ILO gender audits in the UN System - Hands on Training on How to Conduct Gender Audits (English and French)
- Presentation of GA methodology in Santiago as tool for evaluating gender performance of UN and planning future actions for improvement in framework of UNDP/interagency project to mainstream gender in UN system in Latin America
- 2 short training sessions in Turin (Gender Mainstreaming Tools and Methodologies)
- Hands on training on gender audit, Bangkok (GEMS training workshop)
- Presentation on GA experience to EI (Brussels), PSI (Geneva), and UN Inter Agency Group in Beijing and ECOSOC Meeting in 2004



# Key findings from gender audits/ lessons learnt

- Though committed in principle to gender equality, more work needed on bringing about conceptual clarity on gender concepts and gender mainstreaming
- Need to make gender “visible”, “specific”, “explicit”, “concrete” and integrated – high profile interagency frameworks (PRSPs, Global Employment Strategy, WC on Social Dimensions of Globalization)
- Limited exposure to gender mainstreaming tools and methodologies
- Overload on gender specialists and GFPs
- How to integrate gender into technical areas is the “million dollar question” posed by all
- Establish benchmark for effectiveness of interventions – archetypal “Veera concept”

# Key findings from gender audits

- Need to develop mechanisms for accountability on gender mainstreaming
- Lack of specific gender indicators that would help track progress made or obstacles encountered
- Lack of consistency and sustainability of gender mainstreaming throughout institutional structures and mechanisms
- Need for management to explore ways of highlighting and giving recognition to good practices in gender mainstreaming
- Wherever sound management practices “backing up” management commitment, GMS is “taking off”

# Positive outcomes

- RBM – a real boost for GMS – provides mechanisms by which Gender Equality can be formulated as a goal, as well as measured, monitored and reported on (P&B exercise meaningful)
- Gender equality built into the monitoring and evaluation of ILO's shared objectives
- Project documents examined through a “gender filter” – screening project proposals
- Creating work environment to make professional and private life more balanced - flexible working time and working from home arrangement to promote family friendly workplace
- Improvement of sex balance at all levels – particularly at senior posts (32% in 1995 to 39% in 2005)
- Resource tracking through separate budget lines – how to make gender budgeting applicable to ILO and constituents' needs
- Improved efforts at gender mainstreaming in technical cooperation projects

# Positive outcomes

- New user-friendly tools on gender and child labour published
- Advocacy strategies for promoting gender equality in IPEC Programmes strengthened
- Gender focal team set up to monitor implementation of audit recommendations
- Country-specific vision on gender equality and gender mainstreaming strategy developed
- Contribution to team building, cohesiveness and growth of culture of sharing information and knowledge on gender issues within the unit
- Develop monitoring systems that are qualitative and quantitative based on participatory self assessments and peer group review
- Develop more management practices that are based on promoting reflection and learning as basis for improved performance
- TOFs for gender audits among constituents

# What has gender audit achieved?

## Capacity building

Strengthen capacity through self-reflection, team sharing and learning

Set in motion a collective process of gender analysis and planning

## Contextual Approach

Entry point – individual tasks/responsibilities personalized and relevant

Feedback within unit work context gender de-mystified

Cumulative recommendations /consensual decision making and ownership

## Monitoring and evaluation

Systematized assessment within gender analysis framework

Collective efforts to identify Gender Indicators

Recommendations for monitoring with a wider reach

Linkage from planning to implementation to monitoring clarified



## Manifestations in P&B

In the 2002-03 P&B Gender equality is identified as a cross cutting activity.

# What has gender audit achieved?

## Knowledge sharing

Consultation with national gender machineries and women's organizations

Anchored involvement of national groups

Critical to strengthen inter-agency work

## Sustainability

Audit not a one-time intervention

Task force set up to oversee implementation of audit recommendations

Need to review alignment of responsibility, accountability & authority of ILO management with respect to gender issues

Global gender team

Mini training.

## Beyond Gender Issues

Gender audits identify management challenges that are beyond gender-findings used at the ILO SMT meeting.

Closer HQ and field identification and agreement on country targets for GE

Increased support from donor organizations for GM, in particular Gender Poverty & Employment

## Manifestations in P&B

In the P&B 2004-05, an operational objective on gender equality established, called "shared policy objective". The organization as a whole is accountable for meeting targets set in the P&B for GE.

GB voiced their support for this development.

# What has gender audit achieved?

## Governance / policy level

Gender audits adopted by the GB and institutionalised

ILO adopts Organization-wide gender equality policy and gender mainstreaming strategy (2005)

## Institutional developments

Efforts to measure results and resources for gender mainstreaming and gender equality.

ILO programmes requested to report on contribution of their activities towards gender equality

## Gender Bureau and network

Continue / expand participatory gender audits of staff, constituents and labour market institutions.

Institutionalizing gender audit in DW country programmes & TC projects

Through our constituents, contribute to making PRSPs more gender sensitive.

Sharing gender audit methodology with other UN agencies, eg Manila and Harare

## Manifestations in P&B

Implementation of activities in order to meet targets for the shared policy objective for 2004-05.

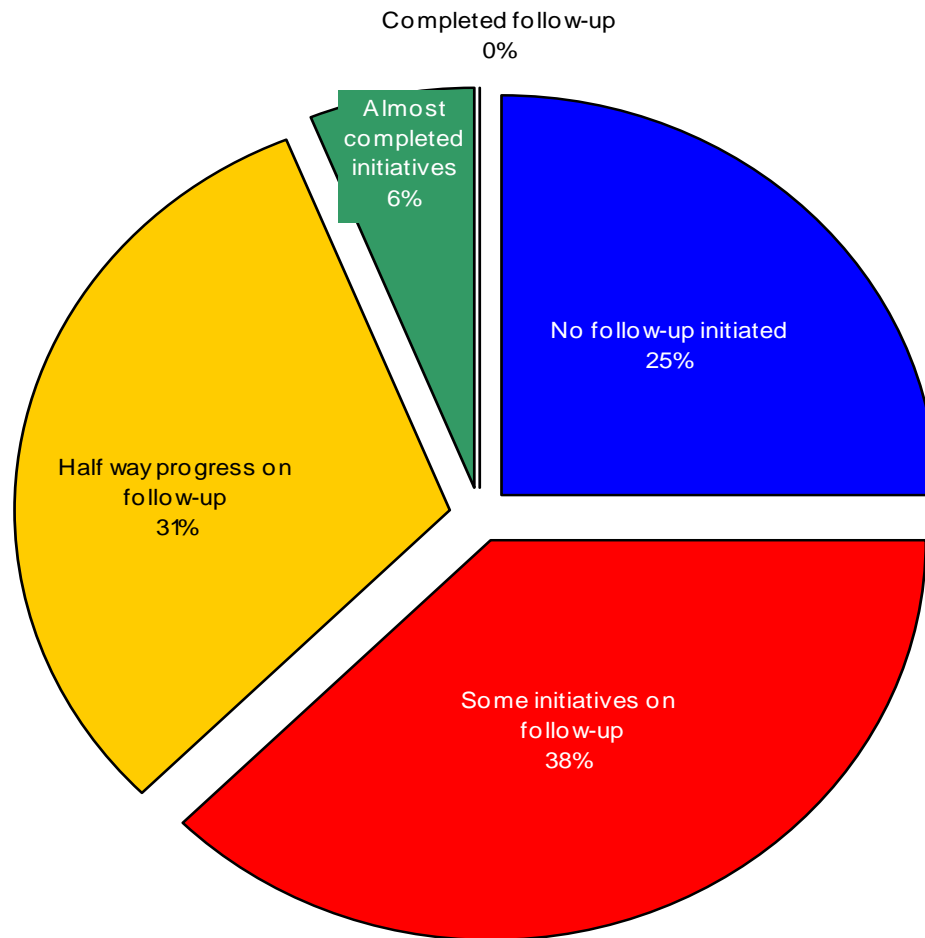
First reporting on gender equality results to the GB

First efforts at introducing budget line in TC projects

# Gender audit follow ups planned

- Questionnaires sent to all audited units:
  - Find out to what extent and how audit recommendations have been followed up
  - Factors helping the process
  - Challenges faced in implementation
  - Tangible changes that have been possible
  - Further ways to improve the effectiveness
- Report on impact to be prepared and submitted to Senior management and governing body

# The extent of implementation of Gender Audit recommendations



# The way forward

- Use gender audit tool for better diagnosis and monitoring in Decent Work country programmes and for ‘ownership’ of gender mainstreaming in ILO programmes
- Refine gender audit tool to capture quantitative as well as qualitative progress
- Develop generic, simple, practical tools for gender mainstreaming related to every day work of staff (research design, meetings, TORs, etc)
- Develop specific tools in the technical areas of the Organization (eg. Small enterprise development, etc)

- **Institutionalize indicators for gender mainstreaming as a process**
  - % of products / services that are gender sensitive (data disaggregated by sex, etc)
  - Resources allocated for capacity building, gender reviews and audits
  - Number of gender specific activities across programmes
  - Participation levels of men and women in programme activities
- **Extend more to constituents and results based review**
  - a diagnostic tool
  - a needs assessment tool
  - a monitoring tool on gender mainstreaming

# Relevance and applicability of PGA to local governance institutions

## Three areas:

### Enhancing accountability

- Assign specific tasks and responsibilities
- Establish mechanisms for accountability
- Resource tracking
- Monitoring tools and indicators
- Incentives and performance assessments

# Relevance and applicability of PGA to local governance institutions

## Establishing Strategic Partnerships

- Bringing together all key actors - team work coordination, sense of collective responsibility and collective ownership, consensus building, cohesiveness between regional, local, transnational concerns on one hand and among local leaders, national governments, international NGOs and UN agency network
- Improved communication and sharing of knowledge/information
- Building up of political will

# Relevance and applicability of PGA to local governance institutions

## Organizational Transformation

- Internalization and awareness creation for gender equality plus – added value
- Use of organizational diagnosis through Hofstede's Onion (examination of values, rituals, leadership and entrenched beliefs)

Can work at two levels:

- within own units of work;
- with target beneficiaries to augment cultural shift through empowerment and capacity building

# Relevance and applicability of PGA to local governance institutions

Integrated approach to 12 key areas in PGA methodology – interlinking and anchored in one vision of social justice, equality and dignity for women and men working together

*Gender equality is not only the « right thing »  
to do but a « smart thing » to practice*

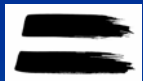


# **The ILO Participatory Gender Audit: a tool for organizational change (Part II)**

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# Overview

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# Part II- Gender audits – process/approach?

## 12 Key areas:

1. **Current gender issues, gender debate and relationship with national gender machineries and women's organisations**
2. **Mainstreaming of gender equality as a cross-cutting concern in the organization's Strategic Objectives, programme and budget**
3. **Mainstreaming of gender equality in the implementation of programmes and technical cooperation activities**

# 12 Key areas (contd)

4. Existing gender expertise and competence and capacity building
5. Information and knowledge management
6. Systems and instruments in use
7. Partner organizations

# Key areas contd.

8. Gender equality policy as reflected its products and public image
  9. Decision-making on gender mainstreaming
  10. Staffing and human resources
  11. Organizational culture
  12. Perception of achievement on gender equality.
- Political will, organizational culture, technical capacity and accountability

# Gender audit timeline

## Five stages/phases:

- a. Before the audit : preparation critical to success
- b. Beginning of audit
- c. During the audit
- d. At the end of the audit
- e. After the audit

Model gender audit planning calendar: 10 working days

# Gender audit methods used

- **DESK REVIEW**
- **SEMI STRUCTURED INDIVIDUAL AND GROUP INTERVIEWS**
- **CONSULTATION WITH PARTNER ORGANIZATIONS (FIELD)**
- **PARTICIPATORY WORKSHOPS**

# Desk Review

## Purpose:

Provides quantitative and verifiable information  
to use as baseline  
Information feeds into participatory process

## Types of documents reviewed:

Administrative  
Technical/substantive  
Information/promotion  
Technical cooperation project documents  
Gender specific

## Document review guidelines

# Participatory workshops

## 6 Core exercises:

**Gender knowledge and awareness**

**Historical timeline**

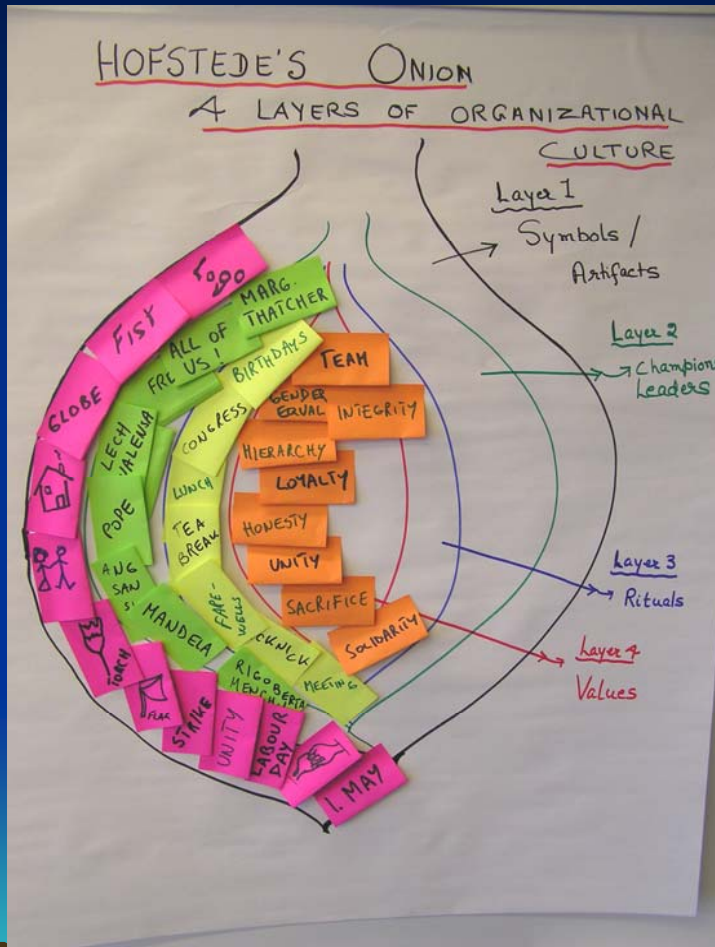
**Classification of activities**

**Culture of the organization (Hofstede's Onion)**

**Perception of the achievement of change**

**Learning about learning**

# Hofstede's Onion



# Venn Diagramme



# Participatory workshops

## 5 Optional exercises:

- **Gender quality assessment**
- **The ideal organization exercise**
- **Venn diagram**
- **SWOT analysis**
- **Mind mapping exercise on decision making**

# Report preparation and feedback

## Preparation of the Executive Summary:

Key findings

Good practices

Major recommendations

Draft report ready at end of audit

Debriefing of Director

Feedback session – validation of draft recommendations –  
action planning

# Follow up to the audit

- **Mini gender training for one day**
- **Gender task team formed to implement recommendations**
- **Gender Bureau kept informed of follow ups**
- **TECHNICAL ASSISTANCE PROVIDED AS REQUESTED**

# 10 Steps of gender audit process

- Unit/Office volunteers for gender audit and sends request to Gender Coordination Unit
- Formal commitment is made on audit dates, focal point contact set up in Unit/Office
- Audit team members are selected and pre-audit preparations set in motion
- Document review begins two weeks prior to audit meetings with the Unit/Office
- Audit duration in Unit/Office is for two full weeks with an audit team of 3-4 members. Participatory workshops, interviews, briefings and consultations with constituents are all undertaken within this period

# 10 Steps of gender audit process

- Audit draft recommendations are discussed with the entire Unit/Office on last day of the audit and Action Plan set up
- Draft report is submitted to Unit/Office within a month for comments on factual details
- Report is completed within the following month
- Unit/Office is responsible for initiating implementation of audit recommendations
- Gender Coordination Unit is accessible thereafter for technical assistance and advice on implementation of recommendations