

OFFICE OF THE INSPECTOR GENERAL

EVALUATION OF THE GENDER MAINSTREAMING POLICY
AND STRATEGY IN IOM

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IOM International Organization for Migration

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LIST OF ABBREVIATIONS AND ACRONYMS

CT	Counter-trafficking
ECOSOC	UN Economic and Social Council
GAD	Gender and Development Theory
GFP	Gender Focal Point
WAD	Women and Development Theory
WGGI	Working Group on Gender Issues
WID	Women in Development

EXECUTIVE SUMMARY

In 2005, after 10 years of activities focusing on gender, IOM decided to embark on an evaluation of IOM's overall gender mainstreaming policy and strategy, to be conducted in 2006. The main objective was to "*evaluate the overall performance and achievements of IOM in mainstreaming gender in its programme activities and in promoting gender balance in its staffing policy, including an assessment of the impact of IOM's gender policy on migration management*". This report covers internal staffing and programming activities, the two components of the gender mainstreaming policy, focusing on the key achievements of each. It also identifies good and bad practices as learning opportunities and examines to what extent the policy for both components was either implemented in isolation or institutionalized, i.e. integrated into IOM's work, taking into account the following elements: management responsibilities and organizational structure, allocated resources, application of formal rules and guidelines, capacity building activities, collaboration and partnership.

As regards methodology, the report is based on an extensive review of documents, both internal and external to IOM, including evaluations of gender policies in other organizations. A survey was conducted through two questionnaires, the information collected from them being complemented by a detailed survey conducted in 2002 with the assistance of an external consultant and two internal short surveys among the Gender Focal Points (GFPs) conducted in 2003 and 2004.

In February 1995, IOM established a Working Group on Gender Issues (WGGI), tasked to develop policy goals to serve as guiding principles on gender, which state in particular that "*IOM is committed to ensuring that particular needs of all migrant women are taken into consideration and that equality of opportunity and treatment of men and women is a guiding principle of IOM*". In November 1995, IOM's Council adopted a resolution approving the gender policy prepared by WGGI and invited the Director General to take all the necessary steps to implement it. While not part of the UN System, IOM definitions on gender and gender mainstreaming and major decisions on the policy and strategies closely follow the trends and recommendations made by the ECOSOC (for instance in its report to the Secretary General of 1997), by international conferences (such as the *Fourth World Conference of Women* organized in Beijing in 1995) and by other key partners of the UN System, in particular UNFPA and UNIFEM. In 1998, a strategy paper *Gender Mainstreaming in the Organization* was issued and Gender Focal Points (GFP) were identified within the Organization to advocate, provide advice and monitor progress in implementing the gender policy, strategy and programme activities. WGGI also regularly publishes two internal bulletins, one focusing on programming and the other on staffing issues.

The position of full-time Gender Coordinator was created in 1997 and abolished in 2000, responsibility for gender mainstreaming in IOM then being transferred under the leadership of the Deputy Director General, assisted by an official in the Executive Office, now having the title of Gender Officer/Head, WGGI, since which time the institutional support structure has not changed. A sum has been set aside annually since 2001 from the IOM Discretionary Income to fund gender specific projects (initially USD 50,000, increased to USD 80,000 in the 2006 and 2007 budgets). The annual report of the Director General to IOM's Council on the work of the Organization includes a section covering programming and staffing gender issues, its main focus being on WGGI activities. Each Department or Service Area is tasked with reporting on its gender activities, but the references remain very limited and superficial, though statistics are increasingly disaggregated by sex. The Human Resources Management Department (HRM) monitors staffing gender balance and participates in promoting gender-sensitive policies and initiatives; it regularly submits a report to IOM's Council on the situation of human resources management in IOM, which includes a section on gender and statistics, analysed by sex.

As to the relevance of the measures selected for implementing the policy and strategy, IOM adopted the tools commonly used by international agencies and governments, for instance the creation of a centralized working group and organization-wide gender focal points. The appointment of an official in charge of

Gender and working under the leadership of the Deputy Director General may be considered as a relevant measure for an effective focus on gender issues within IOM; however, after more than 10 years, it would appear beneficial to review and refine some approaches and concepts, in both programming and staffing.

Regarding programmes, the evaluation observed some confusion on what falls specifically under gender, what can be considered as gender-sensitive and what is not targeting gender-related problems. This is particularly noticeable in finding clear distinctions between gender-related activities and counter-trafficking activities focusing mainly on women. Sub-divisions inside a revised gender policy could be included, for instance 'Protection of Migrant Women' and 'Protection of Migrant Men', which could help refining the gender dimension in IOM Counter-trafficking activities, in Migration Health or in the wider context of illegal migration and 'feminization' of migration, which does not imply that male migrants should be ignored.

The evaluation considers that the implementation of the policy and strategy in staffing is relevant to ECOSOC's recommendations and the resolution adopted at IOM's Council. As for programming, specific sub-sections discussing concepts such as the advancement of women should be examined, including considerations specific to some cultures, or specific indicators not necessarily linked to a rigid and sometimes unrealistic 50 per cent male/50 per cent female quota.

In terms of performance and achievements, numerous activities have been effectively implemented as gender-related initiatives since adoption of the policy and strategy and establishment of the new structure in 2000. The report lists some to illustrate those events, initiatives and projects used to discuss main outputs and results. Activities were implemented in various ways: under the direct leadership of the Deputy Director General, as initiatives stemming from the Gender Officer/Head, WGGI, from Headquarters departments, directly from IOM field offices, or sometimes from individual staff members. It should be noted, however, that activities implemented as counter-trafficking activities or within Migration and Health programmes, focusing more often on women, are considered by the respondents to the questionnaires as gender-related activities. This perception confirms that the revision proposed under the analysis of the relevance would be very useful and certainly aid IOM staff to define and understand better IOM gender mainstreaming concepts and policy.

The report concludes that IOM has been effective in implementing its gender policy and strategy for staffing; very interesting and successful results are recorded, such as the adoption of paternity leave and near parity proportions of male and female P staff. However, more work can be done in terms of recruitment and statistics to clarify the implications of 'gender balance', especially in countries unfamiliar with such concepts or where the notion can raise conflicting reactions, due to cultural history and sensitivity. Implementation of internal information campaigns in such countries could, for instance, encourage female G staff to apply more frequently for P positions, or male G staff to encourage their countrywomen to apply for IOM posts, in support of the official policy of a gender-balanced staffing structure.

The structures and implementation processes established were effective and cost-effective in integrating gender mainstreaming strategy and policy; however, revision is suggested of the composition and role of WGGI and GFPs, as well as the accountability of senior staff, Heads of Missions with Regional Functions and Special Liaison Missions and Chiefs of Mission in contributing to the implementation. Reporting should be required and not merely limited to a single sentence habitually contained in more general reporting. The work done by IOM staff for mainstreaming gender should be better recognized, in particular for those contributing regularly to its implementation.

Finally, in terms of global impact and sustainability, interesting cooperation was noted with other international partners and governments, and IOM should be more ambitious in contributing to the understanding of the dynamics of migration from a gender viewpoint and in playing a leading role in that field in close cooperation with other partners, such as UNFPA or UNDP. IOM is increasingly recognized as

a partner in the field of migration, gender aspects included, particularly since the UN High Level Dialogue on International Migration and Development.

Internally, sustainability can be achieved when all offices have a clear understanding of IOM's role in the field of gender and migration, and also when gender is no longer considered a separate issue that must be mentioned in project documents to attract funding, as is sometimes still the case.

1. INTRODUCTION

1.1 Gender and Gender Mainstreaming

Emergence in the 1960s of a universal women's movement, raising awareness on women's role and issues in the development and humanitarian field, has invited (and on occasion provoked) governments and international development agencies to respond. The ways in which the movement has addressed the status of women have, however, undergone a series of significant problems and changes. In the 1970s, focus was placed on the Women in Development movement (WID), which influenced the way the development community integrated women; main objectives were social and political equality for women, improved education and employment opportunities, and increased health and welfare services. In 1979, a major step was achieved through the adoption of the Convention on the Elimination of all Forms of Discrimination against Women.

The WID approach faced various problems, particularly as programmes and policies adopted did not always succeed in improving women's situations, mainly in developing countries where the greatest needs were identified. In many cases, separating programme components focusing on women from the overall programming, which also involved men, resulted in marginalizing women and their roles, the opposite effect of the objective of stronger integration into social, economic and political life. In response to this problem, the Women and Development Theory (WAD) arose in the late 1970s, aimed at highlighting the relationship between women and the development process. WAD, however, never managed to go beyond academic discussion to field programming and led the way to the Gender and Development Theory (GAD) in the 1990s which promoted gender mainstreaming, including equality between men and women.

The Fourth World Conference of Women, organized in Beijing in 1995, confirmed the need for an enhanced framework for international cooperation on gender issues during a five-year period, 1995 to 2000, to ensure integrated and comprehensive implementation of the concept. The international community made strong commitments to gender mainstreaming and gender balance, including the empowerment of women. The UN Economic and Social Council, ECOSOC examined gender mainstreaming more specifically in 1997¹ and issued a series of recommendations for mainstreaming the gender perspective in the UN System. At the Beijing+5 review in 2000, Member States and the international community confirmed their commitment to accelerate gender balance implementation.

The ECOSOC definition of gender mainstreaming is a *"strategy for making women's as well as men's concerns and experiences an integral dimension for the design, implementation, monitoring and evaluation of the policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated"*.

'Gender', as commonly defined, refers to "the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed; they are time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies, there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-

¹ UN Economic and Social Council, *'Coordination of the Policies and Activities of the Specialized Agencies and Other bodies of the United Nations System: Mainstreaming the gender perspective into all policies and programmes in the United Nations system'*, Report of the Secretary-General, E. 1997/66.

cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age".

Contrary to the WID or WAD approaches, and as can be noted from both definitions above, the focus on gender is expected to remain neutral in its approach to male and female cultural specificities, existence and relationships. Sometimes however, this neutral approach is not greatly respected, for instance in UNESCO's definition of gender, which specifies that "*the concept of gender is vital because it facilitates gender analysis revealing how women's subordination is socially constructed*", starting with the hypothesis that "subordination" is the rule and creating possible misunderstanding, reluctance or confusion about what needs to be achieved in gender mainstreaming. The debate can sometimes become highly sensitive and emotional, especially when considering the discrimination and violence still suffered by women and girls in many countries. There was a need for confrontational, provocative or vigorous behaviour in WID and WAD times for raising awareness, changing behaviour and defending the importance of such processes to recognize women and their roles, but the decision to focus on gender is now certainly a call for a continued and constructive dialogue, especially at institutional level, and an effort to encourage men to participate more actively in gender-related activities. Trying to impose models, however valid, can be counter-productive and lead to their rejection. Potential beneficiaries themselves, or at least those perceived as such by a given group, may also reject them.

In this perspective, it is important to keep in mind the distinction between conceptual and institutional frameworks when discussing gender and gender mainstreaming policy, for better understanding of these concepts and to put them in the right context.² The diversity and complexity of the world and the way people understand it varies across regions and countries. The ideology, norms and values to which people adhere, the theories and assumptions upon which they base their history, policy and social organization, the definitions they use, their attitudes and behaviour, all is part of the conceptual framework. Not being a globalized concept, the gender approach and its perception by both men and women vary. The institutional framework refers to the political, legal, social and economic settings in which a policy has to be implemented. It comprises the important structures that have influence in a country or region, existing organizations and individuals. Most international agencies including a gender component in their actions work at institutional framework level, which is less rigid and more receptive to internationally recognized concepts and related changes. However, the institutional framework can sometimes enter into conflict with the conceptual framework, often being perceived as the repository of historic and real values, for instance in the employment of women in some countries where the institutional success must be measured taking into account the heavy constraints of the conceptual framework.

To take examples from IOM's daily work, assisting governments on the legal framework for implementing counter-trafficking legislation and structures for combating the exploitation of women can rapidly produce very positive results; but to change the hostile views about trafficked women who return held by some communities of origin in those same countries can be very difficult, not to say impossible, at least in the short and medium terms, even with the full commitment and goodwill of the governments and local authorities. Equally, providing humanitarian assistance and safe return for stranded illegal migrants under a gender neutral perspective is certainly considered as a positive measure in terms of institutional decision between governments and international organizations; but the return can sometimes be felt as a major humiliation for men returning in their communities of origin, where reaching the dreamed-of 'Eldorado' is seen as a major achievement, not only personally but also socially.

² For more information on both notions – see M. Schouwstra, M. Ellman, '*A New Explanatory Model for Policy Analysis and Evaluation*', 2006.

Before 1995, IOM was an organization dealing mainly in migrant transportation and only a few aspects of its work required specific focus on women or gender. Its main concerns were to provide services for migrants without distinction and under the most favourable conditions, as highlighted in the IOM Constitution. The Organization was relatively small and no strong gender policy for staff was felt necessary. However, by 1995, the rapid expansion in its membership and the increase and diversification of its activities, led to the inclusion of a gender-balanced approach in internal procedures, rules and regulations for the recruitment of staff, and in the IOM programmes and projects to be implemented. The emergence of a new phenomenon, the 'feminization' of migration with its dark consequences of human trafficking, also precipitated a change in migration management.

IOM established its Working Group on Gender Issues (WGGI) in February 1995. The group developed policy goals to serve as guiding principles for the Organization, that state that "*IOM is committed to ensuring that particular needs of all migrant women are taken into consideration and that equality of opportunity and treatment of men and women is a guiding principle of IOM*". In November 1995 IOM's Council adopted a resolution approving the gender policy and inviting the Director General to take all the necessary steps to implement it.³ Approval of the resolution coincided with the Council's adoption of IOM's strategy paper describing the Organization's expanded scope of work, with an increased focus on projects and programmes dealing with various aspects of migration and presenting what IOM should become in the twenty-first century.⁴

1.2 Evaluation Methodology

In 2005, after 10 years of activities with a special focus on gender, IOM decided to conduct an evaluation in 2006 of its overall gender mainstreaming policy and strategy,⁵ the main objective being: '*To evaluate the overall performance and achievements of IOM in mainstreaming gender in its programme activities and in promoting gender balance in its staffing policy, including an assessment of the impact of IOM's gender policy on migration management*'.

This evaluation covers internal staffing and programming activities, the two main components of the gender mainstreaming policy, focusing on key achievements for each component. It also identifies good and bad practices as learning experiences and examines to what extent the policy was implemented in isolation or was institutionalized as an integral part of IOM's work, taking into account the following elements: management responsibilities and organizational structure, allocated resources, application of formal rules and guidelines, capacity building activities and collaboration and partnership.

More specifically, the evaluation analyses:

- Relevance of IOM's gender policy and strategy and of the implementation means selected;
- Effectiveness in integrating and implementing the gender policy and strategy, particularly through analysis of the effectiveness of the guidelines, procedures, networks, programmes and other processes developed;
- Effectiveness of the overall management of gender mainstreaming in IOM, including the cost-effectiveness of its implementation;

³ IOM Council, Resolution No 932 (LXXI), '*Staff and Programme Policies on Gender Issues*', November 1995.

⁴ MC/1842, '*IOM Strategic Planning: Toward the Twenty-First Century*', May 1995.

⁵ See also Annex 1, Terms of Reference

- Collaborative efforts necessary for effective implementation of the policy and strategy at Headquarters, in the field and with external partners;
- Sustainability of the policy and strategy, especially in terms of gender sensitizing among IOM staff and organizational culture;

A brief analysis focuses on the impact of policy and strategy implementation within programmes. The impact of a staffing gender balance on IOM performance is not discussed, as the most relevant criterion is the *effectiveness* in implementing gender balance for staff.

Concerning the methodology, the report is based on an extensive document review, both internal and external to IOM, including evaluations of gender policies in other organizations.⁶ A survey was also conducted via two questionnaires: one (institutional) to be completed by the Heads of Missions with Regional Functions (MRFs), Chiefs of Mission, Heads of Office, Headquarters Departments, and another (personal) to be completed by individual IOM staff.⁷ Information collected from the questionnaires was also analyzed, taking into account a detailed survey conducted in 2002 with the assistance of an external consultant, and two internal short surveys among the GFPs conducted in 2003 and 2004.

Concerning the institutional questionnaire, 29 offices and 4 sub-offices from all regions out of the 292 field locations in 120 countries replied, among which were 7 MRFs, 4 Special Liaison Missions (SLMs) out of 19 MRFs/SLMs and 22 Offices and sub-offices and also 4 headquarters departments. All offices and headquarters departments represent a total of 1,498 men and 749 women from both P and G staff categories (a male/female ratio of 2:1), but 19 offices out of the total of 37 have a majority of women. On the other hand, two big offices represent a male/female ratio of 4.5:1, having a total of 906 men and 203 women. The figures illustrate the variation in gender balance across countries and regions. The staffing levels and diversity of the offices may, however, be considered as representative of IOM and used as the basis for this evaluation.

The individual questionnaire was answered by 142 staff members, coming from 32 offices (8 MRFs, 3 SLMs, 20 Offices and Headquarters). An imbalance was noted, as one office registered 19% of respondents and another 38%, distributed over 4 locations. However, as this questionnaire was directed at individuals, location is less important than for the institutional questionnaire. Of the total respondents, 35% were men and 58% women (7% did not specify); 72% of G staff respondents were women and 28% men, while 58% of P staff respondents were women and 42 % men (27% of the total respondents did not specify the category). Here again, the percentage is not fully representative of IOM staffing structure, as more women than men answered the questionnaire while according to the 2005 data women still constitute under 50% of IOM staff, but these responses give a good overall indication of the perception of gender in IOM and allow a comparison with the IOM survey conducted in 2002. A similarity with the 2002 survey is that a majority of respondents (68%) had been working in IOM for less than five years; the high percentage may be partially explained by the fact that IOM's staffing level has increased from 2,300 five years ago to 5,400 in 2006.

Section 2 presents the current status of gender and gender mainstreaming in IOM, including the policy, strategy, action plans, institutional responsibilities and major outputs. Section 3 covers the analysis of the relevance and performance of the implementation of the gender policy in IOM for both staffing and programming components, including recommendations on its sustainability and future development.

⁶ See Annex 2 for bibliographical references.

⁷ Annexes 3 and 4

2. GENDER AND GENDER MAINSTREAMING POLICY AND STRATEGY IN IOM

This section presents the content of IOM's gender mainstreaming policy, strategy and action plans, the major related activities conducted for both staffing and programming components and a presentation of the institutional and management responsibilities.

2.1 Policy, Strategy, Action Plans and Guidelines

Resolution 932 (LXXI) of 1995 endorsing Council document MC/1853 *Staff and Programme Policies on Gender Issues* is the formal basis which codifies IOM's commitment to migrant women and confirms the necessity for equal opportunity and treatment for all IOM staff, both male and female.

The rationale behind the decision to develop a gender policy that led to the adoption of the resolution was mainly the growing trend of 'feminization' of migration and the specific problems that women may endure when migrating: economic factors such as discrimination, social factors such as frequently exclusion from decision-making or suffering from violent trafficking networks and abuse, health problems such as reproductive health issues or lack of access to health care, or legal problems such as the absence of legal status. It was therefore considered necessary for IOM to take more account of migrant women's needs and discuss specific assistance when appropriate, in order to:

- "Improve awareness and understanding, both within and outside the Organization, of the conditions and needs specific to migrant women;
- Ensure equal access to IOM projects and services so that migrant women can fully participate in and benefit from them;
- Design and implement projects and services specific to migrant women where and when appropriate".⁸

To do so, it was envisaged to carry out training activities on gender and incorporate the policy into all existing and new training material, such as project development guidelines or migration modules, to call for an increased number of research projects on women and migration and to submit regular reports to the Director General and IOM's Governing Bodies on the situation of migrant women and how IOM responds to their needs.

Conformity with the internationally accepted concept of gender balance was the rationale behind establishing equality of treatment of men and women as a guiding principle of IOM's staffing policy. Through its adoption of the resolution, IOM's Council agreed on the following targets:

- "Equal opportunity and treatment of men and women staff to be reflected in all IOM staff policies and actions;
- The proportion of women in the professional categories overall to be increased to at least 35% within two years, emphasis being given to levels where women are under-represented;
- The proportion of female staff members at all levels where they are under-represented to be increased to at least 40% within five years;
- A gender-balanced staff to be achieved within the next 10 years".⁹

⁸ See for further reference document MC/1853 as well as *'Gender Mainstreaming in IOM – Policy, Strategy and Programme Activities'*, 1998.

⁹ See for further reference document MC/1853 as well as *'Gender Mainstreaming in IOM – Policy, Strategy and Programme Activities'*, 1998.

An internal memorandum of May 1998, presenting the new gender mainstreaming strategy to Headquarters departments and field offices, established objectives complementing the targets described above, in particular the following:

- Promote the elimination of stereotyped jobs, mainly directed towards the selection of staff in emergencies, IOM culture often considering that emergency work was mainly for men because of the difficult living conditions.
- Increase accountability of gender policy implementation among staff members irrespective of their function or geographical location. Accountability and its formal and informal implications will be further discussed in Section 3.

In implementing the strategy, focus was placed on the need for institutionalization: to integrate gender into the entire spectrum of processes and activities (Governing Bodies documents, projects, programmes, guidelines and staff policies and regulations), and to advertise the policy inside IOM, in order for staff to understand, implement and promote gender principles in their daily work. Priority is given to women in all the above targets and objectives, which today might be perceived as an unbalanced gender approach. In order to correct it, the strategy specified however that "*the mainstreaming strategy is not exclusively related to women and their specific needs and concerns. It also includes initiatives for men when needed, provided they promote overall gender equality*".¹⁰ Such a point is important in IOM's work and will be further examined in Section 3 of this report.

The continuation of the WGGI, creation of GFPs¹¹ and development of action plans were considered the most appropriate means for policy and strategy implementation. The GFPs were not an IOM initiative *per se*, as the concept was recommended by the UN System and implemented in UN Agencies. The first action plans for both components were briefly developed in 1998 and added to the documents presenting the policy and strategy. In 1999, IOM five-year action plans were finalized, using the same basis for the objectives, expected results and activities as in previous documents, but presenting them a more structured and detailed way. In 1999, IOM also adhered to the Inter-Agency Standing Committee (IASC) policy statement for the integration of a gender perspective in humanitarian assistance focusing on assistance to men and women in emergencies, noting that these may have a different impact on men and women.¹² The policies and objectives detailed above were reviewed in 2005 and published as guidelines: *Guidelines on implementing the IOM programme policy on migrants and gender issues* and *Guidelines on implementing the IOM staffing policy on gender issues*.¹³ In 2006, the WGGI published a *Guide on gender indicators for project development*, recalling some important points of the action plans and subsequent guidelines.

The objectives, activities and results of the action plans and guidelines for IOM's programme policy on migrants and gender issues were based on the following points:

- Increased networking and outreach engaging governments, international organizations and the public at large in a constant dialogue on migrant women, as well as on men, boy and girl migrants;

¹⁰ See for further reference document MC/1853 as well as *Gender Mainstreaming in IOM – Policy, Strategy and Programme Activities*, 1998.

¹¹ See Annex 5 for the detailed Terms of Reference of the GFPs

¹² For instance men can account for the largest numbers of combatants while women and children are largely civilians. Women can be exposed to different types of violence than men, especially sexual violence and its consequences, such as pregnancy resulting from rape.

¹³ See Annex 6 for both guidelines

- The need for data analysed by sex, including variables and change indicators;
- Raising staff awareness of the central place of gender issues and inclusion of gender in project design;
- Increased information for migrant women about IOM's services and projects;
- Seeking opportunities for joint projects with other organizations centred on the needs of migrant women;
- Better planning and increased research on migrant women's needs.

The action plans for IOM's staffing policy were designed towards five broad outcomes:

- Consistency of staffing measures with gender equality and balance;
- A supportive work environment enabling women and men to participate equally;
- Increased job opportunities for women at higher levels;
- Increased sensitivity to gender issues in terms of staffing as part of IOM's culture;
- Gender balance in IOM material related to staffing, e.g. vacancy notices;

All these issues will be further analysed in Section 3, discussing effectiveness of the policy and strategies implementation.

2.2 Institutional and Management Responsibilities

Following the adoption of the IOM Council Resolution in 1995, an action plan on gender issues was approved in 1996 and the following year a Gender Coordinator was recruited in order to increase awareness of gender policies throughout the Organization. In 1998, a policy paper, *Gender Mainstreaming in the Organization*, was issued and Gender Focal Points (GFP) were identified within IOM to advocate, provide advice and monitor progress in implementing gender policy, strategy and programme activities.

In 2000, the full-time position of the Gender Coordinator (P5) was abolished when the incumbent left the Organization, and its functions and the responsibility for gender mainstreaming transferred under the leadership of the new IOM Deputy Director General appointed in 1999. The Deputy Director General had broad experience and interest in gender, particularly having occupied the position of Minister for Women's, Children's and Family Affairs in her country of Senegal from 1990 to 1995. It should also be noted that the former Deputy Director General (1994-1999) already played a leading role in the development and implementation of IOM's new gender policy and strategy.

One official in the Executive Office was requested to provide part-time support to the Deputy Director General and coordinate interventions and activities. The official (presently a P4, but initially P3) had no title referring to her work on gender and was not expected to replace the Gender Coordinator, who was working full-time on gender issues. The official is now referred to as the IOM Gender Officer/Head, WGGI and is assisted in some activities by WGGI, which she heads.

WGGI's major tasks, as originally established, are "*to institutionalize and mainstream existing measures and efforts, and to make further progress towards ensuring that gender issues are an integral part of IOM's planning and actions*" (MC/1853). WGGI now comprises 21 representatives of Headquarters Departments, (six of whom are men) and works in close coordination with IOM field missions. Some departments have more than one member in the group. Initially, one representative from each Headquarters unit was expected to be a WGGI

member, but this not the case, mainly because of restructuring at IOM Headquarters, which is still taking place following the delocalisation of some of its functions. Informal meetings are organized with the group when needed, or with only some of its members, depending on the subject, e.g. when WGGI works on programmes and projects, only officials working in related departments are invited to contribute. Notes for the files are prepared and shared within WGGI, but not widely publicized, at least internally in IOM. WGGI has no formal tasks, yearly plans or proceedings, and some of the members are more active than others in assisting the official; one member in particular is acting as the informal 'assistant/deputy' to the official.

The work performed by WGGI varies from year to year, particularly in organizing events (conferences, workshops, International Women's day events, photo exhibits) and publishing guidelines and other material on gender. Two bulletins are published regularly and WGGI is also responsible for preparing an annual report to IOM's Council summarizing WGGI's continuing efforts to mainstream gender. WGGI is also responsible for selecting gender-specific projects to be funded by an amount set aside annually from IOM's Discretionary Income (an initial USD 50,000 was increased to USD 80,000 in the 2006 and 2007 Programme and Budget). In terms of staffing policy, a non-voting *ex-officio* WGGI member (generally the WGGI Head) attends all meeting of the Appointments and Postings Board (APB), in an effort to ensure that gender considerations are borne in mind when the APB makes its recommendations to the Director General on appointments.

The GFPs in the field are expected to advocate, provide advice and monitor progress in implementation of gender policy, strategy and programme activities. The number of GFPs varies: 85 in 2003 at the time of the GFPs' survey, 62 in 2005 and 81 in 2006, among whom are twelve men (for a total of 292 offices and sub-offices in 120 countries). Detailed terms of reference have been prepared to guide the GFPs in their function, but these are neither exhaustive nor mandatory.¹⁴ They include the following main tasks:

- Contribute to the formulation of gender-sensitive programming and priority setting;
- Advocate for the inclusion of gender and migration issues in project and programme formulation;
- Support the inclusion of gender issues in all migration project and programme implementation activities;
- Support gender sensitive project and programme monitoring and assessment;
- Contribute gender and migration information and analysis to overall general policy;
- Contribute and share gender information at HQ, MRFs and Field Offices in resource mobilization activities;
- Introduce relevant gender dimensions in meetings at HQ, MRFs, field offices and externally;
- Prepare and conduct gender training and briefing sessions for HQ, MRFs and field office staff;
- Increase gender balance and extend special support to the advancement of women within IOM.

In management terms, most of the daily work for monitoring policy and strategy implementation and nurturing the debate on gender in IOM lies in the hands of the Deputy Director General and the Gender Officer/Head, WGGI. This does not mean however that

¹⁴ See Annex 5 for the Terms of Reference

nothing is done in the field: on the contrary, but it varies between offices, depending on various factors, such as opportunities for implementing gender-related activities, interest from the heads of office, external financial support or partnership. As for many functions in IOM, responsibility for implementing activities and initiatives are left to the field in a strong decentralized and flexible approach, and there is no central accountability for the performance and achievements in implementing gender policy and strategy. The issue of management effectiveness will be further discussed under Section 3.

The Human Resources Management Department (HRM) monitors staffing gender balance and participates in the promotion of gender-sensitive policies and initiatives, such as the policy on paternity leave (in 2000, IOM was among the first international organizations to grant such an extended leave of four weeks, to be taken within the first six months after the birth), which was adopted in the context of a broader policy in support of work/family responsibilities. A report is regularly submitted to the IOM Council on the status of human resources management in IOM, including a section on gender and statistics, analysed by gender.

The Director General's annual report to IOM's Council on the Organization's work also includes a section covering programming and staffing gender issues, mainly focusing on WGGI activities. Each Department and Service Area is tasked with reporting on its gender activities, but the references remain very limited and superficial, though statistics are increasingly disaggregated by sex.

2.3 Major Outputs and Results of IOM Gender Mainstreaming

As stated above, numerous activities have been implemented as gender-related initiatives since the adoption of the policy and strategy and the establishment of the new structure in 2000 and it would be impossible to list all the major events, initiatives and projects that go to measure performance in terms of output and results. Some of these achievements will be mentioned in this section to illustrate the work conducted during the last two years and the diversity of approaches and activities.¹⁵

Activities have been implemented under the direct leadership of the Deputy Director General, as initiatives stemming from the Gender Officer/Head, WGGI, from Headquarters departments and field offices and from individual staff members. Some were widely publicized, while others were only known locally. Activities implemented within Counter-trafficking and Migration Health focusing on women, are also included as achievements of IOM's global gender policy and strategy, as they are at least considered as such by most IOM staff, even if a more precise distinction should be made. The issue is further discussed under Section 3.

2.3.1 International Women's Day

WGGI organizes regular events for the day, often reflecting the UN's theme of the year. In 2005, the theme was *Gender equality beyond 2005: building a more secure future* and a compilation of experiences and a photograph exhibition of IOM female staff working in emergencies was prepared: *IOM Women on the Front Lines*. In addition to the compilation, all IOM staff were asked for their thoughts on the theme of building a more secure future, starting with the sentence '*If I had a magic wand, I would...*'. WGGI received more than 300 responses, including at least 29 from men. Four small prizes were distributed to the best contributions, selected by the WGGI. Facts and figures

¹⁵ A five year or ten year timeframe could have been chosen but it would have made the list far too long for an illustration of the work accomplished. It is important to underline however that the documentation review has been covering IOM work on Gender since 1999 and that the two year timeframe is representative of the work performed by IOM. IOM also participates regularly to some events such as the UN Commission on the Status of Women.

posters were also shown at Headquarters focusing on horrendous acts affecting women, for instance a poster saying: '*By the time this elevator reaches your floor...2 women will have been trafficked*'. Finally, a fact sheet on the history of International Women's Day was sent to the field.

In 2006, a compilation of stories was prepared under the theme *Women in Decision-making*, including stories and profiles about *Women in Decision-making* and *Migrant Women Who Have Made a Difference*. WGGI also organized an exhibition of artwork by students aged 8 to 16, illustrating what gender, migration and International Women's Day meant to them. This artwork was then auctioned off and money donated to an NGO dealing with migrant women in Geneva. The Deputy Director General and the Director General sent messages of support for the event.

To commemorate the day, the Media and Public Information Unit each year issues IOM official press releases worldwide and distributed at the UN press conference room in Geneva, with a specific theme: in 2005 it was *Discrimination A Key Barrier To Women Migrants Contribution To Development* and in 2006 *More Needs To Be Done To Address Stigma And Discrimination Towards Women Trafficked For Sexual Exploitation*.

In the field, and in addition to the distribution of official press releases and participation in WGGI's sponsored events, some IOM offices prepare their own events, co-organize events with the UN system, NGOs and/or governments, or participate as panellists in conferences organized for that day. The level of activities, as well as the IOM offices organizing them, varies every year and some examples for 2005 are mentioned here as an illustration. The IOM Kakuma sub-office in Kenya, together with other humanitarian agencies organized events in the refugee camp. Celebrations began on 28 February and lasted until 8 March with the participation of refugee communities. Officials were also invited. In Colombia, male staff at IOM and UN agencies organized a 'men-to-men campaign' against any type of violence against women, in addition to official participation in other events. IOM Dhaka celebrated International Women's Day throughout the week, participating in various events, but on 6 March they specifically organized a sensitizing workshop on the issue of female migrant workers.

In 2006, an IOM Conakry staff member wrote a small article in the *IOM Gender and Migration News* about the life a woman who decided to be initially employed by IOM as cleaner, although in fact being an agronomist, in order to send her children to school, illustrating with the short story the theme of the year *Women in Decision-making*. In Washington, CNN interviewed an IOM staff member about trafficking in South-East Asia, for an event organized by the UN Information Centre and the UN family.

2.3.2 Conferences, Workshops and Similar Events

Examples are given below to show the scope and variety of actions and the level of targeted participants.

- In March 2005, the Ministry of Family and Promotion of Women in Angola, UNFPA, UNDP and IOM co-organized a seminar on *Gender and Democracy* in preparation for parliamentary elections scheduled for 2006;
- The UK Development for International Development (DFID), together with IOM, organized a conference in China in March 2005 on *Gender and Internal Migration*;

- In collaboration with the Golda Meir Mount Carmel International Training Centre and other Israeli partners, IOM co-organized a conference on *Migration and Gender Issues within the Millennium Development Goals* in September 2005;
- IOM Luanda organized a seminar in February 2006 on *HIV/AIDS from a Gender Perspective*;
- IOM in collaboration with Italian local authorities organized a Mediterranean Conference on *Reproductive Health: a Challenge for Migration* and IOM prepared a specific presentation on *Health and Migration: a Gender Perspective* in Catania, Sicily in March 2006;
- At the 50th session of the Commission on the Status of Women held in New York in March 2006, IOM delivered a speech during the agenda item discussing *Gender Dimension of International Migration*;
- Within same session, IOM and UNFPA co-organized an experts' one-day workshop on *Feminization of International Migration – Addressing the Needs and Rights of Migrant Women*;
- At the request of, and in close collaboration with, the Egyptian Government, IOM invited Ms Mubarak to IOM Headquarters in July 2006 for a roundtable organized on *Migrant Women and Development: Challenges and Opportunities*;
- At the UN's High Level Dialogue on International Migration and Development in September 2006, IOM and UNFPA co-hosted a panel discussion on female migrants that followed an expert group meeting discussing *Female Migrants: Bridging the Gaps Throughout the Life Cycle*.

Seminars and conferences were also organized under IOM's Counter-trafficking programmes and activities, such as the regional conference on human trafficking in Islamabad in February 2006. However, given the large number of events and conferences in that area and the specificity of counter-trafficking activities in IOM, they will not be used as an illustration here.

2.3.3 Specific Projects, Research and Publications

The amount of Discretionary Income allocated every year to fund projects related to gender started at USD 50,000 in 2000 and increased to USD 80,000 in 2006 and 2007. The main objective at the launch of the initiative in 2001 was "*to strengthen the Organization's commitment to examine a range of gender-related concerns and to integrate gender mainstreaming into IOM's planning and operational activities*". Field offices and HQ departments are invited to submit projects with a distinct gender dimension, WGGI selecting those to receive financial support and submitting a recommendation to the Deputy Director General, who gives final approval. Examples of recent projects are:

- Documentary on exploitation of children in Senegal (victims of trafficking, beggars, child workers) submitted by MRF Dakar;
- Public service announcements on HIV/AIDS prevention for Anglophone Caribbean countries proposed by MRF Washington;
- Study on effects of internal (rural-urban) migration of women in Bangladesh: *Internal Migration and Gender: Opportunities, Constraints and Challenges* submitted by MRF Dhaka;
- Publication on Remittances in Colombia from a Gender Perspective proposed by IOM Colombia;

- Impact of female genital mutilation on migrant women, their empowerment and their integration, submitted by HQ in cooperation with the Geneva cantonal authorities.

In project development terms, WGGI prepared the recent technical publication *Guide on Gender Indicators for Project Development* aimed at assisting project developers to draft gender-sensitive projects by integrating gender-sensitive indicators, complementing the Project Development Handbook published by MMS in coordination with HQ Departments. Another technical paper related to project activities is *Guidelines for Gender-based Violence Interventions in Humanitarian Settings*, developed by the UN Inter Agency Standing Committee Task Force on Gender and Humanitarian Assistance, in which the WGGI participates. A short fact sheet is also available on IOM Website, presenting gender and migration through the various service areas offered by IOM such as counter-trafficking, mass information, movements and technical cooperation.

Other projects focusing specifically on gender (or more precisely on women) also receive funding from other sources, such as a two-year project completed in 2005 on *MIDA: Micro-enterprise Development for Guinean Women through the Provision of Micro-credits and Mobilization of Women from the Diaspora*. Many of the projects funded externally are research activities, such as a research published jointly by UNAIDS and IOM in 2005 entitled *HIV and Mobile Workers: a Review of Risks and Programmes among Truckers in West Africa*. Of a total of 56 entries in an internal *Compendium of IOM Research Projects 2005/2006*, 15 relate to CT activities, two research works focus on female migration, four on *Gender and Labour Migration* and one merits separate mention as covering international marriage and migration reality. In 2005, WGGI also sponsored a book written by a former GFP: *The World in Motion: Short Essays on Migration and Gender*.

As in the previous section on conferences and workshops, numerous projects are funded under the Counter-trafficking activities, which come under the supervision of a specific unit at Headquarters; Counter-trafficking focal points are also active in the field. In the IOM Programme and Budget for 2006, CT projects represent a total of USD 13.6 million and in 2005 a total of USD 11.8 million. The IOM CT projects focus strongly on the trafficking of women and children forced into prostitution and less on the trafficking of men for labour exploitation or forced labour. In gender terms, this primary focus on women could represent a certain imbalance and the issue will be further discussed under Section 3. The same difficulty in finding a strict demarcation with gender-related work also appears when discussing HIV/AIDS projects implemented under the guidance of the Migration Health Department, as both men and women are affected differently. The issue will also be covered under Section 3.

A publication should be mentioned here as a valuable contribution to programme and policy gender mainstreaming. In 2004, IOM published a series of three volumes called *Essentials of Migration Management – a Guide for Policy Makers and Practitioners* and volume two, *Developing Migration Policy*, includes a specific section *Migration and Gender*.

2.3.4 Internal Events at Headquarters and Information Sharing

WGGI organizes several events at Headquarters, in collaboration with other departments or in cooperation with the Staff Association Committee, often focusing on staffing issues or working relations between men and women, e.g. in 2005, a half-day

workshop took place on *Gender Differences in the Relations between Men and Women at the Workplace*, including three presentations on *Gender Differences at Work*, *How to Work with the Opposite Sex* and *How to Solve Problems Together*. In 2006, an event entitled *Fathers and Work/Life Balance* took place and a team from TDC, the Danish telecommunications company, was invited to present its policy. Some events are not related to gender at the workplace, e.g. in 2004 a film on *Our Bodies, their Battleground* concerned post-conflict rape and in 2005 another, entitled *Razor's Edge, the Controversy of Female Genital Mutilation* was presented within the international campaign *16 Days of Activism against Gender Violence*.

Regarding information directed at the general public, the IOM & Gender web page of the IOM web site and the news and press releases regularly publish information on conferences, workshops and similar events organized worldwide, such as the ones mentioned above. Work on the IOM & Gender web page is still in progress and more documents and references will be added. Internally, the WGGI also pays attention to publicizing the work on Gender through the *IOM Gender and Migration News Bulletin* published on a quarterly basis since 2000 and through the *Gender Fact Sheets*, the publication of which started more recently in 2006. The latter bulletin focuses on staffing issues and contributions are requested from all staff members. The first highlighted *Gender Stereotypes in the Workplace*, the second *Challenges to a Work/Life Balance* and the third, published in October 2006, *Negative Workplace Behaviour*. The event organized in 2006 on *Father and Work/Life Balance* was complementary to the publication.

3. RELEVANCE, PERFORMANCE AND FUTURE DEVELOPMENTS

This section analyses the relevance of IOM Gender policy and strategy to its Constitution and mandate and internationally agreed standards, mainly derived from the UN System. The relevance of the means selected for implementation is also briefly examined, then the effectiveness in institutionalizing and implementing the strategy and the overall management of gender, including collaborative efforts. Finally, the section analyses the impact and sustainability of gender mainstreaming and future developments.

3.1 Relevance of IOM Gender Policy and Strategy

IOM's Constitution does not state that some migrant categories should be targeted because of gender-specific problems; however, in practice, IOM has been paying attention to the needs of migrants according to gender since its inception, for instance during cultural orientation sessions, through health screening projects for migrants travelling to another country for resettlement, or within return assistance projects. Another example is IOM's decision to work on counter-trafficking activities, a pioneering initiative amongst international organizations, concentrating on trafficked women and violence towards women. IOM's gender policy and strategy, and the technical documentation it developed, clarify some of the gender and migration issues, as in the case of forced migration or when special emphasis is placed on the 'feminization' of migration. They are good tools to assist field offices to integrate the gender perspective appropriately into projects and programmes.

There is some confusion in the replies to the individual questionnaire and as noted in Section 2, on what falls specifically under gender within programme activities, what can be considered as gender-sensitive and what is not targeting gender-related problems. Many activities implemented as gender initiatives are still perceived as focusing on women only, which although not a problem in itself, often fails to consider whether a gender-balanced approach would be more relevant: for instance in addressing the 'feminization' of migration, to target women in a mass information campaign highlighting the danger of illegal migration is certainly very relevant, but also targeting men, (for instance fathers, brothers, close family members) who frequently play a major role in women's decisions to migrate, can be even more appropriate in some countries.

It is also difficult to find a clear demarcation between gender-related programmes and programmes specifically targeting women or men. Are they gender-sensitive programmes only because gender is specified in the project document, do they only address problems specific to women (less often men) and are therefore not necessarily gender-related, or are they gender-related because targeting women, such as in counter-trafficking activities? Such confusion was noted in the survey responses to the question asking whether offices implemented projects targeting women or integrating gender as a main component. In the previous sections, the examples of HIV/AIDS campaigns among the truck drivers in Africa or of the counter-trafficking activities focusing on women victims of prostitution networks, without institutional emphasis on the trafficking of men for labour exploitation, illustrate the need to refine IOM's gender policy and strategy further in accordance with IOM's specific programmes and activities. The Fact Sheet posted on the IOM Web discussing Gender & Migration for each of IOM's Services is a good step in this direction, but instead of being only a factual presentation, it should include more strategic thinking.

In the same vein, the main policy objective adopted in 1995 that "*IOM is committed to ensuring that the particular needs of all migrant women are identified, taken into consideration and addressed by IOM projects and services*" could be reformulated with a stronger focus on gender and not only on women. Perceptions have been evolving since 1995 and a continued focus on women might now be counter-productive if not properly put into context, even if the

issue of violence against women still clearly deserves major attention, as recently shown by the agenda items *Crime Prevention and Criminal Justice* and *Advancement of Women* in the UN's 61st Session of the Third Committee. The two guidelines published recently do not exclude the violence suffered by women, but are more gender-neutral in their overall approach. Sub-divisions inside a revised gender policy could be included, e.g. *Protection of Migrant Women* and *Protection of Migrant Men*, and could be developed as a better basis for IOM's specific work and be used to refine approaches to gender issues in Counter-trafficking and Migration Health activities. A revision would also reduce the overall impression that the tendency is to seek funding only for women-focused activities when discussing gender projects, or that gender is only a good tool for attracting donor interest and funding, as pointed out by some respondents to the questionnaires.

IOM's definitions and major decisions on the strategies follow closely the trends and recommendations made by the ECOSOC, the international conferences and other key partners of the UN System, such as UNFPA and UNIFEM. As noted under section 2.3, IOM is increasingly becoming a reference in the field of gender and migration and its close collaboration with UNFPA, UNIFEM, UNDP and other UN agencies, both at Headquarters and in the field through participation in the inter-agency meetings' gender task forces,¹⁶ is a good illustration of the relevance of the Organization's global approach. IOM's collaboration with governments on gender-specific issues also deserves mention, for instance with the Government of Rwanda on how women, including those in the diaspora, may contribute to peace building, with the Government of Colombia on gender-related issues among displaced populations, and with the Governments of Sweden and the USA on counter-trafficking activities. There is, however, still room for improvement, especially following the organization of the UN *High Level Dialogue on International Migration and Development* and the role that IOM can play as a lead agency, using its practical experience to address gender-related problems. In the answers given to the survey, 76% of respondents consider that IOM can play a leading role in gender mainstreaming in migration management and counter-trafficking activities.

As regards its staffing policy and strategy, IOM is certainly among the agencies that adopted gender-sensitive human resources policies and measures relatively early, as shown in the previous sections of this report. There is a constant effort to attain a global gender balance on staffing, in conformity with IOM policy and international standards. However, the documents make no distinctions between the institutional and conceptual frameworks, as discussed under Section 1.1. It could be helpful to refine the strategy taking these concepts into account, in order to have a flexible approach that can be applied more harmoniously in field offices, to encourage a gender-balanced recruitment policy and accompany implementation of measures with appropriate and targeted awareness campaigns among IOM staff. Behavioural changes leading to better integration of new and sensitive concepts such as gender balance sometimes still perceived negatively, in contradiction with local customs or as imposed by external cultures, cannot take place simply by implementing measures without considering their individual and social perception and impact. As for programming, specific sub-sections discussing concepts such as the advancement of women, could also be considered, as could considerations specific to some cultures or specific indicators not necessarily linked to a rigid and sometimes unrealistic quota of 50% male/50% female staff.

Concerning the relevance of the measures selected for policy and strategy implementation, IOM adopted the means commonly used by other international agencies and governments,

¹⁶ In the questionnaire, 46% responded that they meet regularly, mainly with UN agencies, governments, NGOs or to a lesser extent research institutes and donors and 30% maintain contact when needed. However, 24% still answered that they had no contacts.

e.g. creation of a centralized working group and establishment of Gender Focal Points. The appointment of an official in charge of Gender, working under the Deputy Director General's leadership may be considered as relevant measures for an effective focus on gender issues inside the Organization. As publications, the bulletins issued are also relevant tools for an effective information sharing strategy and the guidelines remind IOM staff of the requirements of IOM's official policy and strategy. The following Section analyses the effectiveness of the measures adopted.

Conclusion

The IOM policy and strategy on gender and gender mainstreaming is globally relevant to international standards, IOM's Constitution and its programme activities. However, as more than 10 years have elapsed since their development, refinement of some approaches and concepts in programming and staffing would be beneficial.

Recommendation

In order to clarify the concept of gender implied in some IOM programmes and activities, WGGI should further refine the *Gender & Migration* Fact Sheet posted on IOM's web site, which is at present a factual presentation of gender inside IOM's Services, often targeting mainly women, but without a clear strategy on how better to integrate gender components into the services and take into account conceptual and institutional frameworks when necessary. The main policy objectives, formally adopted ten years ago in 1995, should accordingly be revised and submitted to the IOM Council for acceptance under a new resolution. A global revision of IOM policy should also include a more precise strategy for staffing policy implementation, focused on its compatibility with and acceptance by local culture. New sub-divisions, targets, timetables and success indicators could be included in the revision.

3.2 Performance of IOM Gender Mainstreaming

This section first examines the effectiveness of the implementation of IOM gender and gender mainstreaming strategies in programme activities and staffing, then the effectiveness of institutionalization and management, including cost-effectiveness.

3.2.1 Effectiveness of Policy and Strategy Implementation

It can be concluded from Section 2 that implementation of IOM's policy and strategy on gender and gender mainstreaming has been successful and achieved very positive results for both programming and staffing components, even though some ambitious initial objectives have yet to be fully achieved. It is difficult to identify clearly the source of the overall success and if there is a single actor behind it as all departments, field offices, WGGI, GFPs and even sometimes individual staff participated in it. However, it must be highlighted that the important work done or generated by the Deputy Director General and the Gender Officer/Head, WGGI has been and remains the necessary basis and vehicle for promoting and mainstreaming gender within and outside the Organization.

In responses to the individual questionnaire, 57% considered that global objectives for staffing have been partially achieved and 24% fully achieved, and for programming, 56% partially and 29% fully achieved. In the institutional questionnaire, when asked to rate the success of implementation in their office/department, 49% considered it as good and 11% as very good for staffing issues, and for programming activities 41% as

good and 19% very good.¹⁷ However, replies to the individual questionnaire revealed issues worth consideration in analysing effectiveness, in order to understand the existing situation more clearly.

Asked if they knew IOM's gender policy and strategy, almost 60% of responses were 'not so well' or 'not at all', but 84% said they had a 'high' or 'very high' interest in gender and gender mainstreaming; while only 13% answered 'don't know' to whether IOM's policy and strategy objectives had been achieved, 87% gave an opinion on an issue that was either not well known or not known by 60% of the same respondents. When asked for definition of gender and gender mainstreaming, the same inconsistency appears, with only 43% giving a response in line with IOM's adopted definitions, 21% focusing only on staffing balance and 16% on sexual identity;¹⁸ to the question of whether they considered themselves active participants in gender mainstreaming, 46% answered positively and 48% did not. Similar contradictions appear in the 2002 survey.

This clearly shows that even with weak institutional knowledge, interest in gender can be high and the perception of achievements is based on an intuitive knowledge of gender issues that is not far from reality.¹⁹ A World Bank document states that "*something is said to be mainstreamed when it is so routine that it provokes neither conflict, nor comment*",²⁰ which may be a good conclusion in summarizing the intuitive knowledge and implementation success described above.

The most common reasons given for justifying the level of interest (84 % with 'high' to 'very high') are because gender is an important aspect of daily life, because gender is a more balanced approach than focusing only on women and because of the need to encourage stronger cooperation between men and women, which correspond to the expected dynamics of a gender mainstreaming strategy. Two further reasons are less common, but still attract a certain number of individuals: because of the role women can play towards creating a better world and because promotion of women is an important aspect of daily life. Only a few were more passive, confirming that there was just a need to be aware of it as a topic associated with normal work; some answered that they had no time to read documents on gender in detail or learn about developments.

This success does not mean, however, that IOM can become gender-blind, with no need to continue paying attention to gender, or that gender-related work and structures are no longer necessary. Such a move would lead to the loss of most of the benefits and international credibility accumulated to date and staff would be deprived of important references for their daily work. As pointed out in the individual questionnaire, almost 50% of respondents still consider that the Organization should invest more in gender training activities. In the institutional questionnaire, 84% considered that training activities on gender should be regularly organized²¹ and 62% thought that more resources should be allocated to gender mainstreaming.²²

¹⁷ On staffing 20% answered fair and 20% still needing improvements and on programming, 24% fair and 13% still need improvements.

¹⁸ In the 'official' questionnaire, 54% gave a definition in line with IOM adopted definitions, 40% were focusing more on sexual identity and power relations and 6% did not answer.

¹⁹ A comparison could be made here with IOM's highly diversified work: a detailed knowledge of all migration issues is certainly difficult and at least not common among staff. It would not be surprising to reach similar results if the questions were, for instance, about migration and migration and development.

²⁰ World Bank OED, 'Evaluating Gender and Development at the World Bank', Précis No 200, Autumn 2000.

²¹ Only 38% answered that they have already attended some training on gender organized by IOM or externally.

²² Another example of the contradictions and intuitive knowledge about gender: 68% of the same respondents said that they did not know the level of resources allocated to gender mainstreaming in IOM.

Another significant problem when discussing the effectiveness of a gender policy or strategy is the imbalance between men and women showing interest in the topic and participating in gender-related activities. Only six of the twenty-one WGGI members are men; of 81 GFPs, only twelve are men and only 35% of respondents to the individual questionnaire were men, (which is however already a reasonable level). The imbalance is common to most agencies having evaluated the situation of gender and there are no obvious explanations. Based on the responses to the questionnaire, it could be argued that there is still too strong a focus on women, even if reference is made to gender, therefore giving the impression of discriminatory attitudes against men particularly for staffing policies, or that women are more sensitive to such issues than men, which can however be easily contradicted by the fact that IOM male staff are as dedicated as women in the implementation of CT activities or in paying attention to the situation of women migrating or affected by emergencies; alternatively, it could simply be the residual effects of the conflictual situation prevailing in the 1970s and 1980s when the women's movement was associated with hard-line feminism and closed to men, or when, as is still heard in IOM, 'old boys' networks' were discriminating against women.

This conflicting attitude seems to prevail when discussing gender issues in staffing. In both questionnaires, 24% of respondents consider it fully achieved, close to 60% consider that the objective of gender balance is partially achieved, and only 6% as not achieved. The perception of a partially achieved objective is also found in the Human Resources Management reports to the IOM Council, even if the percentage of men and women in 2005 is nearly equal, as 41% of officials are women. Some argue that as senior positions are still mainly occupied by men, improvements therefore continue to be needed. However, in looking at the data from a medium- and longer-term perspective and noting that women in junior P1 and P2 positions represent respectively 61% and 54%, it is expected that at a certain point in time those junior staff members will become senior and the balance could certainly be achieved, and maybe with an imbalance for women if progression remained linear. This is especially true if we also consider that recruitment of men was still predominant in the 1980s and 1990s, that those men are now occupying senior positions in line with expected career development goals and that soon they will retire. Some argue, however, that many of the women recruited get married and give up their careers, whereas men do not; however, this is more a matter of personal choice than institutional constraints, as various options now exist to make the choice possible for P staff, among which are maternity leave, paternity leave, special leave without pay or working from home. The situation for G staff is certainly different, as it depends more on cultural values and local pressures.

The hypothesis of a linear progression towards gender balance should be re-examined regularly, especially as IOM is now considering implementing a new career development policy for its staff, hopefully opening longer-term career prospects for both male and female junior staff currently recruited. Performance evaluation systems should also take into account gender-related aspects in order to support career development. Unfortunately, the system developed recently was not coordinated with the Gender Officer/Head WGGI.

Another element that is never taken into account in staffing data analysis, and not only in IOM, is the structure of the applicants' market: for instance, if out of a total of 10 applications received, seven candidates are women and three only are men with

equivalent qualifications, and a man is selected, it will be generally agreed that there is discrimination and a woman should have been selected, not a man. If IOM normal practice tends to implement unwritten policy, in order to reach gender balance, that in cases of equally qualified candidates for a position, women will be given priority, whatever the applicants' market is, it should however to be better framed and certainly made official.

This type of applicants' market analysis is never made by the Human Resources Management Department, but one of the explanations of the gender imbalance, especially for G staff in some field offices as noted under Section 1.2, could certainly be that a majority of applications are still submitted by male candidates, increasing the probability of selecting a man. Cultural considerations and interest in available positions can be at the source of major variations in the applicants' market, as well as the tendency perceived by some women that women take required qualifications and criteria more seriously into account than men and therefore do not apply as freely to vacancies. The statement on the vacancy notices encouraging women to apply is a good incentive to do so; implementation of internal information campaigns addressing the applicants' market constraints could however encourage further female G staff to apply more frequently to vacant P positions, or male G staff to encourage their countrywomen to apply for IOM vacancies, in support of the official policy of a gender-balanced staffing structure.

A global, transparent analysis, including both the supply and demand side of the staffing market, could also diminish the feeling that they are discriminated against, interestingly claimed by both men and women, and help to continue improvements in gender balance, which must remain a relevant objective of the gender policy without necessarily demanding rigid adherence to a 50% male/50% female quota. As pointed out above, such an analysis should not be a pretext to justify the exclusion of women with equal qualifications from a position or senior position, especially in emergencies, where stereotypical views exist on women's capacity to work under difficult conditions, and to cancel the benefits of a positive and constructive gender balance approach.

Conclusion

IOM has been effective in implementing its gender policy and strategy; very interesting and successful results can be recorded. There is, however, still room for improvement in understanding the prevailing dynamics when discussing gender, even if this is properly integrated in the majority of projects, or at least perceived as such, depending on the types of IOM services offered. Additional work can be done to clarify further the implications of gender balance in staffing, and to diminish the perception that gender and staffing will forever remain in conflict.

Recommendation

The Human Resources Management Department, in collaboration with WGGI, should refine its method of analyzing and presenting staffing and gender data, taking into account that concepts such as equality and gender balance can be intuitively understood but not necessarily correctly analysed, or unanimously praised but culturally not well accepted. Understanding the reasons for the weak participation of men and further encouragement of formal engagement of men is strongly recommended, taking into account that their participation is an important precondition for change and improvement, and that giving the erroneous impression of a women's club does not benefit anybody.

3.2.2 Institutionalization and Management

As noted in Section 3.1, IOM's approach for institutionalizing its gender policy and strategy is common to initiatives taken by many international organizations. The leadership shown by the Deputy Director General, the involvement and commitment of the Gender Officer/Head WGGI in the Executive Office and the assistance of WGGI members and GFPs, all contributed to the successful achievements noted under Section 3.2.1. Overall management is effective and deserves recognition, and collaboration with other international organizations and governments, sometimes at high level, has already been mentioned. It is evident that with only one staff member financed part-time until 2004 and USD 80,000 allocated from the Discretionary Income for gender projects, it is easy to conclude that the implementation of the policy and strategy is cost-effective.

However, the evaluation notes some weaknesses that need to be corrected. First, many WGGI members and GFPs are inactive and the question of counting on such heavy structures (a working group of 21 persons and a network of 81) to maintain the good progress must be reviewed. Not only does the current situation give a wrong signal about interest in gender, or possible lack of it, but credit is not given to the few persons actively participating in the success of the initiatives, as it is the case of the Gender Officer/Head, WGGI and her Assistant/Deputy, for instance. The weakness is illustrated through some conclusions of the GFP survey conducted in 2003 and by the low number of GFPs and WGGI members who contributed actively to the preparation and content of the bulletins signed in the name of the WGGI, which are mainly finalized by the Gender Officer/Head WGGI.

Another problem is the number of IOM offices without GFPs compared to the total number of IOM offices worldwide. The appointment of a GFP and his/her active participation is certainly related to the formal requirements for implementing gender activities that are simply non-existent. An office that completely disregards gender aspects in its work will not be held accountable for poor commitment, while an office working hard on gender will not be rewarded for it. It is left to the initiative of the head of office and linked to his/her interest in gender and gender mainstreaming. As for knowledge of gender, intuitive participation can be noted without clear central data on contributions by offices through regular and formal reporting: for instance, 54% of responses to the institutional questionnaire answered that they did not regularly review ways of improving staffing policy in their office and 41% did not review implementation in programming. To the question of which specific measures were implemented in the office, the most common measures listed were gender balance in terms of staffing (but without being able to confirm if properly implemented, as no reporting exists), emphasis on gender in projects/programmes (which is still not a common practice throughout the Organization) and information sharing (which is a relatively passive approach). Only a few responses indicated more proactive measures, such as awareness raising, comparing and analysing local policies on gender or organization of training activities, and 16% stated that they did not take measures. Many respondents to both questionnaires also considered that they were gender sensitive by implementing counter-trafficking activities, but CT should not be the only activity taken into account; it is also true that many offices pro-actively participate in meetings organized by UN partners, but there is no reporting on such participation and no official guidance from Headquarters on how to position IOM as a leading agency on gender and migration issues. As regards information sharing, it is also strange to note that no one in the

questionnaire mentioned the *IOM Gender and Migration News* and the *Gender Fact Sheets* as a main regular WGGI output.

This does not mean that the WGGI and GFP structure should be abandoned, but as specified above, their composition, role and objectives should be seriously re-examined. Formal regular institutional reporting processes should be considered, as well as a certain level of accountability of Heads of MRFs, Heads of Departments and Chiefs of Mission, being the main actors in encouraging the work on gender (as well as at the highest managerial level in order to set the example and cascade down). A brief reference to gender in the Director General's annual report to the Council or in other quarterly reports is not sufficient. Reporting should be made in line with established objectives, particularly regarding gender and migration. The process could be examined through the revision of the policy and strategy recommended in the previous section.

More visibility should be given to the official in charge of gender, who at present is nowhere recorded as having such high level responsibility (for instance a specific mention in the Director General's report, which refers mainly to WGGI's work, or a specific budget line allocation on gender in the Programme and Budget in addition to the amount allocated for gender projects). The work done by some of the WGGI members should be recognized when appropriate and the members not contributing should be invited to leave the group. There is no reason for them to make the Organization believe that they contribute to gender mainstreaming in IOM and to take credit for the important initiatives implemented when they never contribute to them.

The current work on career development in the Human Resources Management Department should examine the link between career and gender as described in Section 3.2.1 above. The policies developed to date merit further mention, as they also contributed to effective policy and strategy implementation. Collaboration with the staff in charge of gender should continue.

Recommendation

Major achievements have been made with the existing structures and the way gender was institutionalized in IOM was effective; however, it is time to re-examine the composition and role of the WGGI and GFPs, the accountability of IOM Senior staff starting from the highest level at HQ and in the field and the resources allocated to gender, particularly human resources. Member States and Donors see gender as an important aspect of migration and IOM leadership can be reinforced with their support. Revision of the policy and strategy can contribute to achieving that leading role.

3.3 Impact, Sustainability and Future Developments

As already mentioned, an analysis of the impact at the staffing level is not relevant; trying to determine if women can better contribute to the Organization's success than men is complex and expensive and could only increase competition and related negative resentments, while current global tendency is moving towards more harmony in relations; also, it would not necessarily add value to gender mainstreaming in IOM. What can be said, however, is that the gender policy and strategy has had an impact on the way offices are managing recruitment and gender balance. As already pointed out, many consider the situation in IOM to be good.

In the official questionnaire, gender balance was mentioned as the most important outcome achieved, together with the implementation of human resources policy considered as gender-sensitive, for instance the policy against harassment. Gender as a component in project development, CT activities and increased sensitivity on migrant women's needs were also given as main outcomes achieved.

In the responses to the individual questionnaire, 61% think that IOM has had an impact on the condition of women in migration, 32% have no opinion or did not answer the question and only 7% believe that IOM has had no impact. It is certainly difficult to analyse the global impact of IOM's gender policy and strategy on women and men; however, the reference to the Organization as having a role to play in gender mainstreaming as highlighted in the evaluation is an indication of the potential that IOM has for influencing the situation of migrants according to gender. This should, however, be further refined as the demarcation between the impact on women in the case of CT projects cannot necessarily be associated with the impact of a gender policy and strategy.

Such work is left to future developments, as in terms of sustainability, the most important aspect certainly relates to IOM's role as a leading agency on gender and migration. The results achieved internationally to date and the new level of interest in and understanding of migration as a result of the UN High Level Dialogue on International Migration and Development are good starting points for renewed efforts. Internally, sustainability can be considered as achieved when all offices have a sound understanding of IOM's role in the field of gender and migration.

4. SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

4.1.1 *The IOM policy and strategy on gender and gender mainstreaming is globally relevant to international standards, IOM's Constitution and its programme activities. However, as more than 10 years have elapsed since their development, refinement of some approaches and concepts in programming and staffing would be beneficial.*

4.1.2 *IOM has been effective in implementing its gender policy and strategy; very interesting and successful results can be recorded. There is, however, still room for improvement in understanding the prevailing dynamics when discussing gender, even if this is properly integrated in the majority of projects, or at least perceived as such, depending on the types of IOM services offered. Additional work can be done to clarify further the implications of gender balance in staffing, and to diminish the perception that gender and staffing will forever remain in conflict.*

4.2 Recommendations

4.2.1 In order to clarify the concept of gender implied in some IOM programmes and activities, WGGI should further refine the Gender & Migration Fact Sheet posted on IOM's web site, which is at present a factual presentation of gender inside IOM's Services, often targeting mainly women, but without a clear strategy on how better to integrate gender components into the services and take into account conceptual and institutional frameworks when necessary. The main policy objectives, formally adopted ten years ago in 1995, should accordingly be revised and submitted to the IOM Council for acceptance under a new resolution. A global revision of IOM policy should also include a more precise strategy for staffing policy implementation, focused on its compatibility with and acceptance by local culture. New sub-divisions, targets, timetables and success indicators could be included in the revision.

4.2.2 The Human Resources Management Department, in collaboration with WGGI, should refine its method of analyzing and presenting staffing and gender data, taking into account that concepts such as equality and gender balance can be intuitively understood but not necessarily correctly analysed, or unanimously praised but culturally not well accepted. Understanding the reasons for the weak participation of men and further encouragement of formal engagement of men is strongly recommended, taking into account that their participation is an important precondition for change and improvement, and that giving the erroneous impression of a women's club does not benefit anybody.

4.2.3 Major achievements have been made with the existing structures and the way gender was institutionalized in IOM was effective; however, it is time to re-examine the composition and role of the WGGI and GFPs, the accountability of IOM Senior staff starting from the highest level at HQ and in the field and the resources allocated to gender, particularly human resources. Member States and Donors see gender as an important aspect of migration and IOM leadership can be reinforced with their support. Revision of the policy and strategy can contribute to achieving that leading role.

EVALUATION OF THE 'GENDER MAINSTREAMING' POLICY AND STRATEGY IN IOM

TERMS OF REFERENCE

1. BACKGROUND

The emergence in the 1960s of a universal movement of women raising awareness on women's role and issues in the development and humanitarian field has invited, and on occasion, forced governments and international development agencies to respond. The ways in which the movement has addressed the status of women have, however, undergone a series of significant problems and changes. In the 1970s, focus was placed on the *Women in Development* movement, which influenced the way the development community integrated women. The main objectives were to call for social and political equality for women, improved education and employment opportunities, and increased health and welfare services. In 1979, a major step was achieved through the adoption of the 'Convention on the Elimination of all Forms of Discrimination against Women'.

However, the 'Women in Development' (WID) approach faced various problems, in particular as programmes or policies adopted did not always succeed in improving women's situations, mainly in developing countries where the highest needs were identified. In many cases, separating programme components focusing on women from the global programming, which also involved men, resulted in the marginalization of women and their roles, the opposite effect of the objective of stronger integration into social, economic and political life. In response to this approach, the 'Women and Development Theory' (WAD) arose in the late 1970s and was aimed at highlighting the relationship between women and the development process. The WAD, however, never managed to go beyond academic discussion to field programming and led the way to the Gender and Development Theory (GAD) in the 1990s, which promoted gender mainstreaming including equality between men and women.

The Fourth World Conference of Women organized in Beijing in 1995 confirmed the need for an enhanced framework for international cooperation on gender issues during a five-year period, 1995-2000, in order to ensure the integrated and comprehensive implementation of the concept. The international community, including IOM, made strong commitments to gender mainstreaming and gender balance, including the empowerment of women. The UN Economic and Social Council, ECOSOC examined more specifically the notion of 'gender mainstreaming' in 1997²³ and issued a series of recommendations for mainstreaming the gender perspective in the UN System. Its definition of gender mainstreaming is a "strategy for making women's as well as men's concerns and experiences an integral dimension for the design, implementation, monitoring and evaluation of the policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated." At the Beijing+5 review in 2000, Member States as well as the international community confirmed their commitments to accelerate implementation of gender balance.

²³ UN Economic and Social Council, 'Coordination of the Policies and Activities of the Specialized Agencies and Other bodies of the United Nations System: Mainstreaming the gender perspective into all policies and programmes in the United Nations system', Report of the Secretary-General, E. 1997/66.

While not part of the UN System, IOM decided to follow the move and established a 'Working Group on Gender Issues' (WGGI) in February 1995. The group developed policy goals to serve as guiding principles for the Organization, which state "IOM is committed to ensuring that particular needs of all migrant women are taken into consideration and that equality of opportunity and treatment of men and women is a guiding principle of IOM". The IOM Council adopted in November 1995 a Resolution approving the gender policy and inviting the Director General to take all the necessary steps to implement it.²⁴ It should be noted that the approval of the resolution coincided with the adoption by the Council of an IOM strategy paper describing the organization's expanded scope of work, with an increased focus on projects and programmes dealing with various aspects of migration, and presenting what should become the IOM for the 21st century.²⁵

Before 1995, IOM was an organization dealing mainly with the transportation of migrants, with only few approaches requiring a specific focus on women or gender. Its main concern was providing services to migrants, without distinction, under the most favourable conditions as highlighted in the IOM Constitution. In terms of staff policy, the organization was relatively small and no strong gender policy was felt necessary at that level. Its rapid expansion in terms of Member States and the increase and diversification of fields of activity would require, however, the reinforcement of the inclusion of a gender balanced approach in internal procedures, rules and regulations for the recruitment of staff, and in the IOM programmes and projects to be implemented. The emergence of new phenomenon, the 'feminization of migration' and its damaging side of 'trafficking', would also require a change in the way migration had to be managed.

In 1996, an action plan on gender issues was approved and a 'Gender Coordinator' recruited in 1997 in order to increase awareness of gender policies throughout the organization. In 1998, a policy paper on Gender Mainstreaming in the Organization was issued and Gender Focal Points were identified within IOM to advocate, to provide advice and to monitor progress in the implementation of the gender policy, strategy and programme activities.

In 2000, the position of the Gender Coordinator as such was abolished but its functions and the responsibility of gender mainstreaming were transferred under the leadership of the Deputy Director General. One official in the Executive Office was requested to provide support. In 2001, the Working Group on Gender Issues prepared a document listing a series of projects and activities that could be funded separately and an amount of US\$ 50.000 was set aside from the Discretionary Income of the Programme and Budget to implement them.

Gender-related activities are still on-going today under similar structures and mechanisms, including the special allocation from Discretionary Income, and the WGGI reports annually to the Council on the various initiatives implemented internally and externally, such as the organization of workshops, development of specific programmes and projects, special awareness-raising events such as on the occasion of commemorating International Women's Day, active participation in conferences, and contribution to and drafting of publications. New IOM publications were also elaborated such as the quarterly 'IOM Gender and Migration News Bulletin', the more recent 'Gender Fact Sheets' regarding human resources, the 'Guidelines on implementing the IOM Programme Policy on Migrants and Gender Issues' or 'The Guidelines on implementing the IOM Staffing Policy on Gender Issues'.

In terms of staffing, the Human Resources Department reports regularly to the Council on the status of gender balance within IOM's staffing policy and progress made. All those structures, functions and activities will be examined in more detail in the framework of the evaluation.

²⁴ IOM Council, Resolution No 932 (LXXI), 'Staff and Programme Policies on Gender Issues', November 1995.

²⁵ MC/1842, 'IOM Strategic Planning: Toward the Twenty-First Century', May 1995.

2. OBJECTIVE OF THE EVALUATION

In 2005, after 10 years of activities with a special focus on gender, IOM decided to embark on an evaluation exercise of the overall 'Gender Mainstreaming' policy and strategy in IOM to be conducted in 2006. The main objective of the evaluation is:

To evaluate the overall performance and achievements of IOM in mainstreaming gender in its programme activities and in promoting gender balance in its staffing policy, including an assessment of the impact of IOM's gender policy on migration management.

As the evaluation will be a complex and voluminous exercise, it is important to organize the work according to the two main components of the gender mainstreaming policy, internal staffing policy and programming activities, and to focus on key issues based on the objectives agreed upon for each component. The evaluation will try to identify good and bad practices as learning experiences based on 10 years practice, with a forward looking vision, and not only be an assessment of past results with its traditional set of recommendations.

For both components, the evaluation will also examine to which extent the policy was implemented in 'isolation' or was institutionalized as an integrated part of IOM work, taking into account the following elements: management responsibilities and organizational structure, allocated resources, application of formal rules and guidelines, capacity building activities and collaboration and partnership. More specifically, the evaluation will analyse:

- The relevance of IOM's gender policy and strategy with respect to IOM Constitution and mandate and with respect to conclusions and recommendations of international conferences and/or reports applicable to IOM work;
- The relevance of the various means selected for their implementation;
- The effectiveness in institutionalizing and implementing the gender policy and strategy, in particular through the analysis of the effectiveness of the guidelines, procedures, networks, programmes and other mechanisms developed in the framework of the implementation of the policy and strategy;
- The collaborative efforts necessary for an effective implementation of the policy and strategy, both at Headquarters and in the field;
- The effectiveness of partnership outside IOM;
- The effectiveness of the overall management of the Gender Mainstreaming in IOM;
- The cost-effectiveness of the measures adopted for implementation;
- The sustainability of the policy and strategy, especially in terms of gender sensitizing among IOM staff and of organizational culture;

Concerning the impact analysis, focus will be placed on the impact of the implementation of the policy and strategy at the programming level, in terms of migration management mainly. The impact of gender balance on IOM staffing will only be discussed briefly as the *effectiveness* in implementing gender balance for the staffing of the organization is the key evaluation criterion to be used as reference in that case.

3. METHODOLOGY

The evaluation methodology will mainly consist of an extensive desk review and document analysis. The Official in charge of the gender mainstreaming will provide the necessary support to collect necessary documentation and provide assistance to the evaluator when required.

A comprehensive questionnaire will be sent to all IOM officials in the field and at Headquarters departments; another questionnaire will be sent to the Gender Focal Points in the field.

Interviews (and/or focus group discussions) will be conducted with the members of the WGGI and with relevant staff at Headquarters, in particular in the Human Resources Department.

A review of a representative sample of projects and programmes will be conducted in order to examine in more detail the inclusion of the gender component in IOM programming activities.

4. RESOURCES AND INDICATIVE TIMING

The cost of the evaluation will be borne by the Office of the Inspector General.

A draft report should be made available to the Official in charge of the gender mainstreaming in IOM for comments by end-June 2006, depending however on the feedback and processing of the questionnaire(s). Possible delays in the issuance of the draft report will be discussed between relevant parties.

The Official in charge of the gender mainstreaming will be responsible for collecting comments from other Officials as deemed appropriate, and for consolidating them in one reply.

A final report should be finalized a month after comments received from the Official.

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N.B. Relevant documentation can be found under the *UN Commission on the Status of Women (CSW)* Website in <http://www.un.org/womenwatch/>

EVALUATION OF IOM'S GENDER MAINSTREAMING POLICY AND STRATEGY

A) QUESTIONNAIRE TO IOM MISSIONS AND HEADQUARTERS DEPARTMENTSOffice location or Dpt:GFP: Yes No Number:Total Number of:

Male G staff:

Female G staff:

Male P staff:

Female P staff:

1. How would you briefly define 'Gender' and 'Gender Mainstreaming'?

2. What measures have been taken in your office or department to implement IOM's gender mainstreaming strategy?

- a)
- b)
- c)
- d)

No specific measures taken:

If no, why:

3. Do you think that having a Gender Focal Point (GFP) adds value to implementation of the strategy?

Yes No

Please explain why and the type of support provided:

4. Does your office/department review regularly (once a year for instance) ways to improve implementation of the gender mainstreaming strategy?

a) In terms of staffing: Yes No b) In terms of programmes/projects development and implementation: Yes No

Comments, if any:

5. Did you decide to establish your own goals in terms of gender mainstreaming?

Yes No

If yes, why and which?

6. What are the most important outcomes in terms of gender mainstreaming that you have achieved in your office/department?

- a)
- b)
- c)
- d)

7. How would you rate the success of your office/department in addressing gender mainstreaming?

a) In terms of staffing (gender balance):

1) Very good 2) Good 3) Fair 4) Still need improvements

b) In terms of projects/programmes implementation:

1) Very good 2) Good 3) Fair 4) Still need improvements

Comments on your rating levels:

8. Have you implemented in recent years, or are you now implementing, a project/projects:

a) Targeting women as a special group?

Yes (Budget level:) No

b) Integrating Gender as main component of the project?

Yes (Budget level:) No

9. Gender mainstreaming requires including a gender component systematically in each project: do you consider it necessary for all IOM projects?

Yes No

If not, why:

10. Do you have contacts with partners implementing activities focusing specifically on gender issues (UNIFEM, UNFPA, UNDP, NGOs and/or Ministries)?

1. Regularly 2. Only when needed 3. No

With whom, type of contact (for example participation in gender thematic groups, regular meetings) and comments if any:

If either (10.1) or (10.2) applies, do you plan to implement gender-specific activities/projects with that (those) partner(s)?

Please describe:

If not (10.3), do you plan to do something to improve the effectiveness of partnership?

Yes No

Please describe:

11. Do you know what the abbreviation 'WGGI' stands for and what its main tasks are?

Yes No

Main tasks:

12. Do (did) you receive support (technical guidance, financial assistance, etc.) from the WGGI for implementing the gender mainstreaming strategy and/or subsequent activities?

Yes No

Comments if any:

13. Did you receive training focusing on gender (inside and/or outside IOM)?

Yes No

If yes, how many and with whom:

14. Do you think that training activities should be regularly organized (annually, for instance) at Organizational level?

Yes No

Comments if any:

15. Have you noticed major changes in gender mainstreaming in IOM over the last 10 years since the approval of IOM's Gender Mainstreaming Policy and Strategy in 1995?

Yes No

Please develop/specify:

16. Are you aware of the level of resources allocated by the Organization to gender mainstreaming in 2005 and 2006 and for which specific purpose(s)?

Yes No

Purpose(s):

17. Do you think that more resources (financial, human or both) should be specifically allocated to gender mainstreaming?

Yes No

Comments if any:

18. Do you think that IOM could play a role as one of the leaders in gender mainstreaming?

Yes No

If yes, how and in which field(s) of activity:

EVALUATION OF IOM'S GENDER MAINSTREAMING POLICY AND STRATEGY

B) QUESTIONNAIRE TO ALL IOM STAFF*IOM Office**Male**Female**G staff**P staff**In IOM since*

1. How would you briefly define 'Gender' and 'Gender Mainstreaming'?

2. Do you know IOM's Gender Mainstreaming Policy and Strategy?

1) very well 2) well 3) not so well 4) not at all

3. How would you rate your interest in Gender and Gender Mainstreaming?

1) very high 2) high 3) not so high 4) no interest

Please explain why:

If 1 and 2:

- Because gender is an important aspect of daily life
- Because promotion of women is an important aspect of daily life
- Because of the role women can play towards a better world
- Because of the need to encourage stronger cooperation between men and women
- Because gender is a more balanced approach than focusing only on women
- Just to please anyone who might give me problems if I say 'No interest'
- Just to know about it as a topic to follow in our normal work

Other reasons/comments:

If 3 and 4:

- No time to read documents on gender in detail and learn about developments
- No time to spend on it, as it is too theoretical and has no practical application
- No time to spend on it, as it is a cultural concept not universally accepted
- No interest, as there is always the same general approach about women
- No interest, as concept is too general and has no direct impact on IOM's daily work
- No interest, just mentioning it when necessary in project documents

Other reasons/comments:

4. Do you think that IOM's policy and strategy objectives have been achieved?

In terms of staffing:

1) Fully 2) Partially 3) Not at all

Please explain

In terms of programmes and projects:

1) Fully 2) Partially 3) Not at all

Please explain

5. Do you think that IOM sufficiently invests in Gender Mainstreaming?

Yes No No opinion

If no, because:

- More funds should be allocated to projects focusing on gender and migration
- Funds should be specifically allocated to training activities on gender
- More human resources should be specifically working on gender mainstreaming and not only counting on the voluntary contribution of the WGGI and GFPS

Other reasons/comments:

6. Do you think that IOM has had an impact on the conditions of women in the field of migration?

Yes No No opinion

Comments:

7. Do you consider yourself as an active participant in gender mainstreaming?

Yes No

If yes, why and what are you concretely doing:

8. Do you consider that the Organization is giving sufficient recognition to those involved in gender mainstreaming activities?

Yes No

If no, please explain:

9. Do you consider that your supervisor is giving sufficient recognition to those involved in gender mainstreaming activities?

Yes No

If no, please explain:

TERMS OF REFERENCE
Gender Focal Points (GFPs) at HQ and in the Field

I. Contribute towards the formulation of gender-sensitive programming and priority setting in the following ways, for example:

- Identify relevant gender information (especially socio-economic) and share with all GFPs
- Ensure that any available and pertinent background gender data/ analysis is broken down by gender, age, and ethnic origin, when relevant
- Co-ordinate with the WGGI on matters pertaining to the gender mainstreaming role of GFPs
- Brief colleagues on gender issues whenever possible
- Include relevant gender priorities in TORs such as sensitivity to gender issues and diversity

II. Advocate for the inclusion of gender and migration issues in project/programme formulation in the following ways, for example:

- Update gender issues of relevance to projects/programmes in one's own Mission and share with colleagues and the GFP network
- Read background documentation to gain substantive knowledge of the gender dimension and share with colleagues and the GFP network
- Attend project development workshops, when possible
- Ensure that female colleagues are consulted equally during the project formulation process, as appropriate
- Identify and incorporate gender-related linkages into IOM projects and programmes and documentation, where appropriate
- Assist in collecting gender-related materials for inclusion in the PROCOM
- Ensure that all background information is disaggregated by age, sex and country of origin
- Raise gender issues in project meetings and contribute to discussions
- Assist project developers, when deemed necessary, in mainstreaming gender concerns into new and ongoing projects

III. Support the inclusion of gender issues in all migration project/programme implementation activities

- Strive to Promote gender balance among project staff, training events and in general meetings
- Raise relevant gender issues in project monitoring meetings
- Include knowledge of and experience in gender issues as a requirement for all Missions' TORs
- Ensure that final project reports specifically identify gender gaps and gender-related project successes

IV. Support gender sensitive project/programme monitoring and assessment

- Review draft evaluation reports to ensure that gender-related omissions and successes are reflected
- Understand and apply gender indicators of success

V. Contribute gender and migration information and analysis to overall general policy

- Prepare documentation reflecting IOM 's core message and particularly on (local) gender issues
- Ensure that migrant women have information on IOM services, programmes and projects, when possible
- Identify and make available relevant information, broken down by sex, age and country of origin

VI. Contribute and share gender information at HQ, MRFs and Field Offices in resource mobilization activities

- Compile and share information on IOM's gender policy for donors and host government
- Ensure that this information is included in the donor database administered by DRD at HQ
- Prepare relevant summary information on the gender dimensions of IOM activities and distribute as appropriate
- Ensure that project/programme briefs and summaries reflect relevant gender dimensions
- Network actively with host government and donor countries, and include gender dimensions appropriately in discussion

VII. Introduce relevant gender dimensions in meetings at HQ, MRFs, Field Offices and at external meetings

- Raise gender issues at meetings, as relevant
- Support colleagues when they try to raise gender issues
- Strive to ensure gender balance in all committees, sub-committees and decision-making bodies
- Discuss gender issues prior to meetings to facilitate their introduction by others
- Seek rotation of responsibility for gender-related meetings (agenda, chair, minutes, etc.) as a means of ensuring that colleagues understand and apply the gender-mainstreaming concept

VIII. Prepare and conduct gender training and briefing sessions for HQ, MRFs and Field Office staff

- Identify the training needs of colleagues
- Analyze these needs and define the most effective didactic approach (training, briefing, weekly consultation, one-on-one discussion, etc.)
- Compile information on colleagues' requests for gender mainstreaming information
- Incorporate gender-related subjects into existing training materials and workshops

IX. Increase gender balance and extend special support to the advancement of women within IOM

- Promote the recruitment of women among internal and external candidates
- Identify training and skills development activities and other initiatives to support women in career development

- Encourage a supportive work environment, for women and men, by promoting arrangements such as flextime, promotion of a friendly work-family agenda, short-term hiring of consultants to replace staff on leave (e.g. maternity leave) and others
- Provide statistical information and progress reports on gender balance at HQ, MRFs and Field Offices
- Provide gender awareness by organizing and/or coordinating skills training in the MRFs and Field Offices
- Encourage female colleagues to apply for vacant positions

GUIDELINES ON IMPLEMENTING THE IOM PROGRAMME POLICY ON MIGRANTS & GENDER ISSUES



BACKGROUND & EVOLUTION OF THE POLICY

1995: The IOM Council approved Resolution N° 932 (LXXI): “IOM is committed to ensuring that the particular needs of all migrant women are identified, taken into consideration and addressed by IOM projects and services”.

1999: IOM adheres to the Inter-Agency Standing Committee’s (IASC) policy statement for the integration of a gender perspective in humanitarian assistance.²⁶

2006: IOM’s policy brochure on migrant women and gender mainstreaming is updated to better incorporate broader gender concerns without detriment to the basic policy.

Overall Objective:

To ensure that IOM mainstreams gender into its strategic planning process by providing relevant information and recommendations with regard to gender and mobile populations/migrants.

* * *

Objective 1:

To increase networking and public outreach activities aimed at mainstreaming the issues of women, men, girl and boy migrants and at information sharing among all stakeholders.

Expected result 1 (a):

All stakeholders are engaged in dialogue concerning women, men, boy and girl migrants at international, regional and national levels.

Activities

(At all levels of the Organization):

- Highlight and promote efforts to understand the importance of gender in respective areas of work.
- Make efforts to interact with and support those gender-specific concerns of host governments and the civil society at regional and national level.
- Respond to Member and Observer States in meeting their requests for gender-specific activities.
- Ensure that beneficiaries are consulted in all phases of programme design and implementation, as appropriate.
- Interact regularly with other organizations and relevant agencies to share information on current and planned activities vis-à-vis migrant women, men, girls and boys.
- Mainstream the gender specific needs of migrant women, men, girls and boys in national, regional and international meetings organized on the subject of migration.
- Participate in meetings, working groups and international, national and regional networks of gender focal points to exchange ideas and ensure that migrant women’s, men’s, girls’ and boys’ issues are integrated in national, regional, and international programmes.
- Ensure that the specific needs of migrant women, men, girls and boys are mainstreamed into all relevant key documents including project proposals put forward at the international, regional and national levels.
- Invite gender coordinators from other organizations to make presentations and explore co-organizing topical discussions related to migrant women, men, girls and boys.

²⁶ See Annex I for the IASC Policy Statement

- Exchange information and documentation with other organizations.
- Work with Gender, Trafficking, and Media Focal Points on development of annotated bibliography on migrant women, men, girls and boys, as well as on Directories on experts on gender issues.

Expected result 1 (b):

Activities are undertaken to maintain IOM's position as a key player on the issue of gender and migration.

Activities:

- Publish articles, brochures and other information material related to IOM's gender policy and activities and distribute them to all stakeholders.
- Promote and encourage the use of the IOM web site, Intranet, and other mass communication means to expand public knowledge of IOM's gender activities. In cooperation with Webmaster, ensure information is updated.
- Refer to and review lists of international, regional, national meetings relevant to gender and migration and in which IOM should participate.
- Mainstream gender into documents, speeches, interviews, and stories by IOM staff.

* * *

Objective 2:

To ensure greater availability within IOM of gender-sensitive resources on migrants' issues by collecting, distributing, and applying relevant data.

Expected result 2:

Sex disaggregated statistics and resources on migrants are collected, made available and used.

Activities:

- Strengthen staff capacity to use gender indicators and to collect, analyze and use data.
- Track and report on disaggregated statistics - as a minimum - by sex and age in all relevant documents produced by the Organization.

* * *

Objective 3:

To increase gender-awareness of all staff especially Regional Representatives, Chiefs of Missions, Senior Managers, and Project Development Officers.

Expected Result 3(a):

Knowledge of and accountability for gender mainstreaming is reinforced.

Expected Result 3 (b):

Gender is mainstreamed into all IOM programmes, projects, and services.

Activities:

- Include a gender analysis in all phases of project planning and elaborate how the project addresses the specific needs of beneficiary migrants and ensures the sustainability of expected results.
- In all phases of project planning and implementation, ensure the involvement of female/male staff when interacting with female/male project beneficiaries, as and when appropriate.
- Seek a balanced ratio by gender for beneficiary targets, as relevant to the project.

- Apply specific gender analysis in research and policy-oriented projects, when appropriate.
- Promote cooperation with relevant agencies to address the specific needs of women, men, girl and boy migrants and explore possibilities of developing and implementing joint projects.
- Ensure that the issue of gender is identified, mainstreamed, and that lessons are drawn for the future in evaluation and donor reports.

* * * *

Objective 4:

Identify and respond to IOM staff training and information needs on gender mainstreaming.

Expected Result 4:

Knowledge and information on IOM services and projects for migrant women, men, girls and boys is promoted.

Activities:

- Identify and obtain relevant documentation on gender training materials.
- Include curricula on gender issues in all (senior, middle and junior level) training programmes carried out by IOM. Incorporate/refer to IOM's gender policy in all new and existing training materials.
- Coordinate and explore training partnerships based on common needs and objectives with other UN/International Organizations and government/civil society organizations, as well as universities.
- Train Gender Focal Points as trainers of trainers to provide greater access for IOM staff and aim at having at least one training event organized per year by and for them.

* * * *

IASC POLICY STATEMENT FOR THE INTEGRATION OF A GENDER PERSPECTIVE IN HUMANITARIAN ASSISTANCE

31 May 1999

1. The agreed conclusions of ECOSOC's 1998 humanitarian affairs segment requested the Emergency Relief Coordinator to "ensure that a gender perspective is fully integrated into humanitarian activities and policies" (E/1998/L.15 of 16 July 1998).

Background/Facts

2. The Inter-Agency Standing Committee²⁷ is fully committed to taking the steps necessary towards this goal, in particular considering the following facts:

a) complex emergencies and natural disasters have a differentiated impact on men and women which often affect the realization of rights;

b) in complex emergencies, men account for the largest numbers of combatants while women and children comprise the largest section of civilians affected by conflict. In addition, up to eighty percent of the internally displaced persons and refugees around the world are women and children. This leads to a dramatic increase in the number of women heads of households with responsibilities and high demands for meeting the needs of both children and aging relatives, abrupt changes in women's roles and increased workloads, access to and control over the benefits of goods and services;

c) in such situations the human rights of women and children are often directly threatened, i.e. the right to physical integrity and to lead a life free of violence, and women become more exposed to violence, especially sexual violence;

d) in emergency situations the nutritional and health needs of women, including their reproductive and sexual health needs, and of pregnant and nursing mothers and their infants are often overlooked or neglected;

e) well-documented field practice has shown that gender-sensitive humanitarian assistance can help in mitigating the different and negative effects of complex emergencies and natural disasters on men and women;

f) humanitarian aid can also be more efficient and have a greater impact if opportunities for positive change in gender roles created by crisis situations are enhanced and sustained during the emergency and post-conflict phase.

Principles

²⁷ Food and Agriculture Organization, Office for the Coordination of Humanitarian Affairs, United Nations Children's Fund, United Nations Development Programme, United Nations High Commissioner for Refugees, World Food Programme, World Health Organization. Standing Invitees: International Committee of the Red Cross, International Federation of the Red Cross and Red Crescent Societies, International Organization for Migration, Interaction, International Council on Voluntary Agencies, Office of the High Commissioner for Human Rights, Representative of the Secretary-General on Internally Displaced Persons, Steering Committee for Humanitarian Response, World Bank

The Inter-Agency Standing Committee (IASC) is the main forum for major humanitarian agencies to ensure inter-agency decision-making in response to complex emergencies, including needs assessments, consolidated appeals, field coordination arrangements and the development of humanitarian policies. The IASC is chaired by the Emergency Relief Coordinator.

3. The Inter-Agency Standing Committee is committed to the principles embodied in international human rights instruments, in particular the Convention on the Elimination of All Forms of Discrimination against Women, the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, the Declaration on the Protection of Women and Children in Emergency and Armed Conflict and the Convention on the Rights of the Child. It notes that the provisions of these instruments are applicable equally to men and women without discrimination.

4. In the context of humanitarian assistance, this implies embracing principles such as:

a) gender equality and the equal protection of human rights of women and men in carrying out humanitarian and peace-building activities, as well as paying special attention to the violation of human rights of women and the provision of appropriate remedies;

b) equal representation of women and men in peace mediation and decision making at all levels and stages of humanitarian assistance;

c) integration of a gender perspective and participation of women's organizations in capacity building in humanitarian response, as well as in the rehabilitation and recovery phase.

Commitments to Action

5. In order to achieve the above-mentioned principles, the Inter-Agency Standing Committee commits itself to ensuring that its member organizations take the following actions:

a) Formulate specific strategies for ensuring that gender issues are brought into the mainstream of activities within the IASC areas of responsibility. Priority areas are: assessment and strategic planning for humanitarian crisis; the consolidated appeals process; principled approach to emergencies; and participation of women in the planning, designing and monitoring of all aspects of emergency programs;

b) Ensure data disaggregated by sex and age and include a gender perspective in analysis of information. Produce gender-sensitive operational studies, best practices, guidelines and checklists for programming, as well as the establishment of instruments and mechanisms for monitoring and evaluation, such as gender-impact methodologies, in order to incorporate gender analysis techniques in institutional tools and procedures;

c) Develop capacity for systematic gender mainstreaming in programmes, policies, actions, and training;

d) Ensure reporting and accountability mechanisms for activities and results in gender mainstreaming within the UN and partners, such as incentives, performance evaluations, MOUs, budget allocation analysis and actions for redressing staff imbalance.

GLOSSARY²⁸

1. **Gender analysis** is a systematic approach to assess and understand the different impacts of development on **both** women and men. It refers to their different
 - Gender roles
 - Responsibilities
 - Constraints
 - Opportunities

2. **Gender needs**²⁹ can be practical or strategic:

Practical Gender Needs (PGNs): represent what people require in order to carry out their gender roles more easily and effectively. PGNs do not require a change in gender roles, only coherence between roles and cultural patterns. E.g. in order to fulfil the role of a good mother, a woman must have access to resources as food and shelter that will allow her to take care of her children. They are short-term, visible, and concrete. Examples of actions: provide physical material and resources; provide access to training, credit and markets; improve services such as transport and housing.

Strategic Gender Needs (SGNs): represent what women or men require in order to improve their position or status in regard to each other. They place people in greater control of themselves instead of limiting them to the restrictions imposed by socially defined roles. They are long-term (to improve positions), meant to change restrictions, and less visible as they aim to change attitudes. Examples of actions: giving rights to land, inheritance, credit, and financial services; increased decision-making; equal opportunities to employment (equal pay for equal work), improved social systems.

3. **Gender roles:** gender planning recognizes that in most societies women have a triple role: **reproductive, productive and community managing** activities while men are primarily involved in **productive and community decision-making activities**.
 - **Reproductive role:** child bearing/rearing responsibilities and domestic tasks done by women
 - **Productive role:** work done by both women and men for pay in cash or kind.
 - **Community managing role:** This is voluntary unpaid work for the benefit of the community.

4. **Empowerment:** the social, economic, political and legal enabling of men or women to act by granting them rights, abilities, and access to resources, and equal participation previously denied. Differential access to power and resources by men and women is a key characteristic underpinning gender-based division of labour.

5. **Gender mainstreaming:** this process involves efforts to institutionalize gender by integrating gender issues into the entire spectrum of activities that are funded and/or executed by an organization (e.g. programme, projects, policies) and by diffusing responsibilities for gender integration beyond Gender Units (through mechanisms such as gender training and gender guidelines), making it a routine concern of all units and staff.

6. **Gender Mainstreaming strategy:** seeks to ensure that women and men are provided with equal opportunities to develop and utilise their skills and to participate in decisions affecting their lives.

²⁸ Most of the definitions have been taken from several sources, such as: Caren Levy, Training materials, Development Planning Unit, University College (London, 1990); Parker R. et al, Gender Related Analysis: guide for trainers. Save the Children USA, 1995; Williams S., The Oxfam Gender Training Manual, OXFAM, UK, 1994

²⁹ DPU Gender Planning Team, Op. Cit.; Caroline Moser "Gender Planning the Third World: Meeting Practical and Strategic Gender Needs", World Development, Vol. 17, No. 11 (1989)

GUIDELINES ON IMPLEMENTING THE IOM STAFFING POLICY ON GENDER ISSUES



The Staff Policy on Gender Issues approved in 1995 by the Council set the following targets:

- Equal opportunities for women and men staff members should be reflected in all IOM staff policies and actions.
- Increase of the proportion of women in the professional categories to 35% by 1997, with emphasis on the levels where women are under-represented.
- Increase the proportion of female staff members at all levels where they are under-represented to at least 40% by the year 2000.
- Achieve gender balance by 2005.

The above targets have not been met, despite some progress. These guidelines are meant to work towards achieving that gender balance and to ensure the implementation of the following policy principle:

“Equality of treatment of men and women is a guiding principle of IOM”.

* * *

Objective 1:

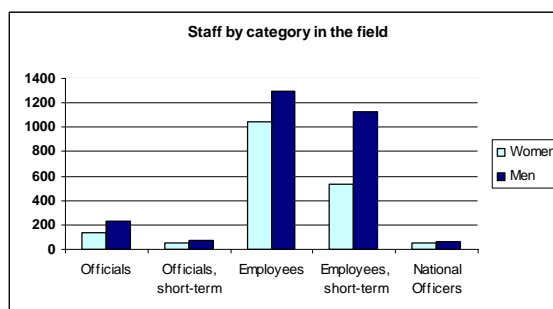
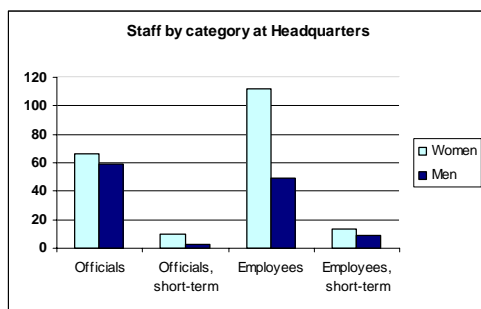
Pursue gender balance at all levels and ensure equal treatment and opportunity for all staff.

Expected Result:

Male and female staff members have equal access to opportunities at all levels of the Organization through the ensuring of gender sensitive selection processes for all appointments.

Activities:

- Develop special recruitment measures that incorporate gender in the selection process for all candidates and at all levels.
- Identify organizational problems areas in the field of gender to better analyze and address needs.
- Until gender balance is achieved at all levels (Official/Employee), give priority to female/male candidates when equally qualified in a gender imbalanced environment.



- Maintain ongoing participation of Gender Officer as *ex officio* non-voting member of the Appointments and Postings Board (APB).
- Ensure that members of JARB/CARC/JASAC are gender sensitized and gender-balanced, to the extent possible.

Expected Result 1 (a):

The staff policy on gender issues and all IOM gender sensitive human resources policies are implemented and breaches redressed, as and when necessary/appropriate.

Activities:

Establish a mechanism to ensure implementation of the staffing policy and to redress breaches with the participation and active involvement of HRM. The following options could be explored:

- Ensure commitment and accountability for the implementation of the policy at the highest executive level.
- Ensure that HRM and SAC cooperate with and involve the Working Group on Gender Issues (WGGI) in reviewing progress of the implementation of the staffing policy.
- Ensure that regular consultation takes place between the Ombudsperson and the Working Group on Gender Issues (WGGI).
- Include references to gender equality such as gender balance and gender sensitivity in managers' performance appraisals, job descriptions, and vacancy announcements.
- Require managers to justify their shortlists of candidates to the APB when their department is gender imbalanced.
- Recommend to DG and DDG that the Gender Officer is included in existing redress channels, as and where appropriate.

Expected Result 1 (b):

All IOM human resource information materials are consistent with and promote the aims of a gender balance policy.

Activities:

- All IOM human resources materials are reviewed to ensure consistency with gender sensitive policies prior to distribution.
- All IOM human resources rules and regulations are updated to ensure gender sensitivity.

* *

Objective 2:

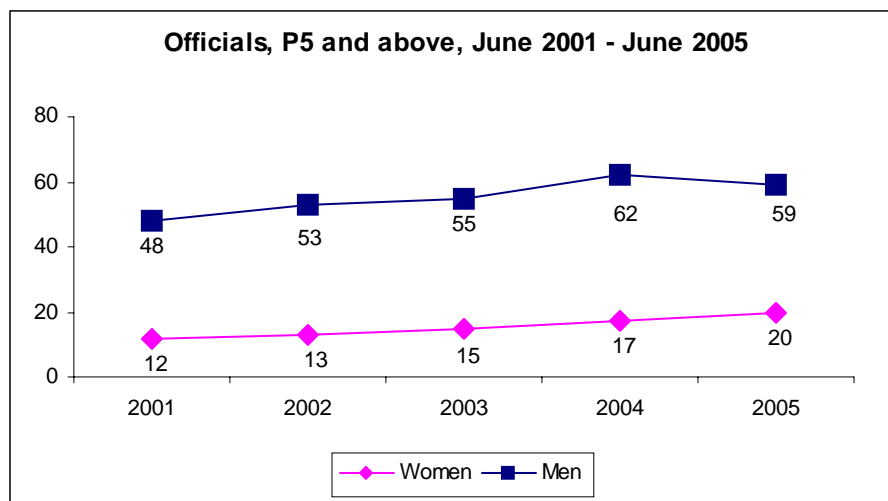
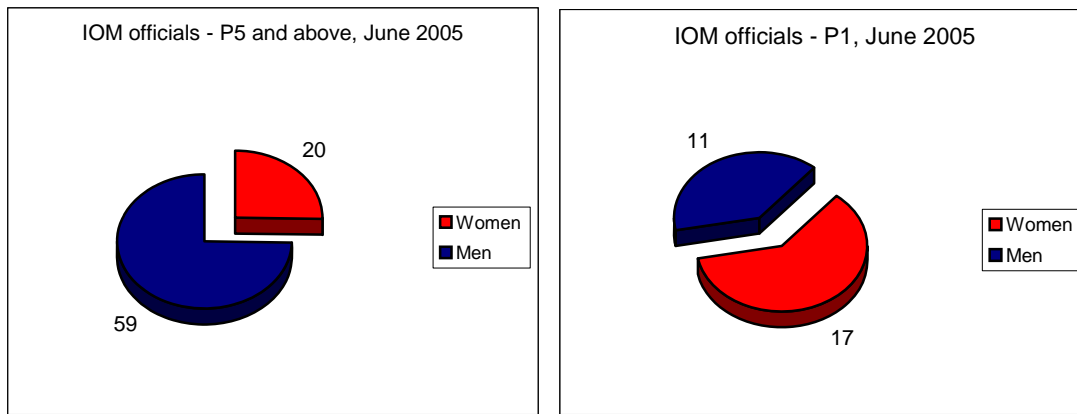
Create a supportive work environment that serves the equal advancement of women and men.

Expected Result 2 (a):

The working environment in IOM is conducive to improved motivation for career advancement and all staff is adequately gender-sensitized

Activities:

- Introduce and implement Career Development policy



Despite some progress in 2005, there is still no dramatic improvement in the gender gap between officials P/5 and above.

- Facilitate women’s progression to senior executive positions through the updating of the policy on respectful working environment and “A Policy in Support of Work/Family Responsibilities” with improved incentives particularly on spouse/partner employment, recognition of domestic partners, support for single parents, assistance for childcare, flexible working hours, paternity leave.
- Carry out activities targeted at attitudinal and managerial culture changes by:
 - Sensitizing staff at all levels to enhance understanding and acceptance of gender differences and reduce job stereotyping and gender bias.
 - Improving managers’ understanding of gender and family issues.
 - Widely publicizing the equally valuable contribution of all IOM staff to the Organization’s image, productivity and success.

Expected Result 2 (b):

All IOM staff is ensured access to management training as well as to networks and channels of communication

Activities:

- Identify particular training needs (managerial and operational) for all staff and organize training and other staff development activities susceptible to facilitate career advancement, with special emphasis on women.

- Establish a system of mentoring for male and female staff with mentors identified at the highest levels.
- Ensure that information disseminated to all staff in the Organization regarding promotion, job assignment, transfer and grading procedures is transparent, objective, fair, and closely monitored.
- Introduce annual personal career planning sessions for all male and female staff members.