



DRIVER 3 TOOLKIT

HOW TO RECOGNIZE, REDUCE AND REDISTRIBUTE UNPAID WORK AND CARE



The United Nations (UN) Secretary-General established the High-Level Panel on Women's Economic Empowerment in 2016 to bring together leaders from different constituencies—government, civil society, business and international organizations—to launch a shared global agenda that accelerates women's economic participation and empowerment in support of implementing the 2030 Agenda for Sustainable Development and its promise that no one will be left behind.

The first report of the High-Level Panel (September 2016) examined the case for women's economic empowerment and identified seven drivers for addressing systemic barriers to women's economic empowerment. These seven drivers were further explored by working groups, comprising High-Level Panel members and other stakeholders. Each working group prepared a paper with specific recommendations for transformative change.

The second report of the High Level Panel (March 2017) provided a synthesis of the recommendations of each of the seven working groups within the framework of the essential enabling environment to accelerate and deepen the impact of the seven drivers. In addition to the working group papers, each working group prepared a toolkit, focusing on how to take forward the recommendations of the working group, along with case studies and good practices where relevant

This toolkit has been prepared by the Working Group for Driver 3—Recognizing, reducing and redistributing unpaid work and care.

Its companion working group paper is published as a separate document.

High-Level Panel reports and working group papers and toolkits are all available online.

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While staff of the Bretton Woods institutions reviewed and provided comments on the working papers and toolkits in their respective areas of expertise, they were not members of the working groups.

In regard to the recommendations aimed at international organizations in these documents, the Bretton Woods institutions may endorse or support them to the extent these are consistent with their roles and in accordance with their mandate.

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INTRODUCTION

This toolkit serves as a "how to guide" for accelerating women's economic empowerment in relation to unpaid and paid care work and provides examples of successful policies and approaches. The second report of the High-Level Panel identified three priority recommendations aimed at national governments.

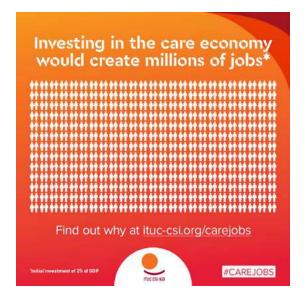
KEY RECOMMENDATIONS

- 1. Recognize, reduce and redistribute care work. Care is a universal right and an essential building block for economic growth and women's economic empowerment. Governments should ensure that core economic policies include commitments to invest in affordable, quality and accessible care services (childcare, elder care, disability care) for all, including the most marginalized groups. Governments should include care in commitments to universal social protection, incorporate measures of paid and unpaid care work in national statistics and invest in basic infrastructure (water, electricity, health, education and safe transport).
- 2. Ensure decent work for paid care workers, including migrant workers. Paid work in the care sector must be decent work, with adequate wages, equal pay for work of equal value, decent working conditions, formalization, social security coverage, occupational safety and health regulations, self-care, professional training and professionalization, and freedom of association.
- 3. Foster social norms change to redistribute care from women to men and ensure that care is their equal right and responsibility. This recommendation can be promoted by including and mainstreaming equal responsibility for care between men and women throughout the education system, with the goal of changing social norms around care and promoting positive masculinities. It also can be promoted by redistributing care between women and men, through advertising campaigns, community-based behaviour change and support for flexible work employment policies to balance work and family commitments.

HOW TO GET STARTED?

Here are key documents that make the case for recognizing, reducing and redistributing care work and that explain the linkages between care work and women's economic empowerment:

- Investing in the Care Economy: A Gender Analysis of Employment Stimulus in Seven OECD Countries. International Trade Union Confederation (ITUC), 2016. This report makes the case for investing in physical and social infrastructure, particularly social care activities. It demonstrates that investment in the care industry would create jobs, address the care deficit, contribute to a more inclusive development model and reduce gender inequality.
- Care Policies: Realizing Their Transformative Potential. United Nations Research Institute for Social Development (UNRISD), 2016. Chapter 3 of UNRISD's flagship report argues that framing public care services, basic infrastructure and social protection policies under the umbrella of care policies is a game changer. The chapter reviews the policy innovations and the transformative outcomes that can arise from applying a care lens to public policy and identifies the key elements that support implementation of transformative care policies.
- Balancing Paid Work and Unpaid Care Work to Achieve Women's Economic Empowerment. Institute of Development Studies (IDS) Policy Briefing, 2015. This policy brief examines the impacts of unpaid care work on paid work,



- and how that hinders the economic empowerment of women and girls. It offers recommendations to ensure that all work is recognized and that public services, infrastructure and social protection are adequately provided.
- This short 2016 video by the International Labour Organization (ILO) on decent work in the care economy gives a quick insight into the issue of care work.

HOW CAN I BECOME ENGAGED?

The first step to becoming engaged is understanding the roles of different actors, their policies and practices, and how to reach them and mobilize for change. For guidance, here are selected resources for different actors.

GOVERNMENTS

Making commitments to formalize and invest in care

- Investing in the Care Economy: Simulating
 Employment Effects by Gender in Countries
 in Emerging Economies. ITUC, 2017. This
 report by the Women's Budget Group calls for
 investment in both social and physical infra structure. It describes the employment effects
 of investing 2 percent of GDP in six emerging
 economics in social infrastructure (health and
 other care services) and physical infrastructure
 (construction).
- Plan Nacional de Cuidados, 2016–2020. Uruguay, 2015. Uruguay's national plan to provide care services identifies the need to develop an integral system to meet care needs and to recognize and professionalize caregiving.
- Early Childhood Education and Care Policy in Finland. Organisation for Economic Co-operation and Development (OECD), 2000. Finland's extensive early childhood education and development programmes demonstrate how to meet care needs.
- Child Support Grant. South Africa. South Africa supports primary caregivers to enhance child welfare and well-being.

Incorporating measures of paid and unpaid work in national statistics

- Data on balancing paid work, unpaid work and leisure. OECD, 2014.
- American Time Use Survey. U.S. Bureau of Labor Statistics
- "Sixteen Years after Beijing: What Are the New Policy Agendas for Time-Use Data Collection?" V. Esquivel, 2011, Feminist Economics 17(4): 215–238.

 Household Care Survey Questionnaire. Oxfam. 2016.

Investing in basic infrastructure and good quality, accessible care services

- "Infrastructure: A Game-Changer for Women's Economic Empowerment." R. Mohun and S. Biswas, 2016. Infrastructure and Cities for Economic Development (ICED) Facility, UK Department for Economic Development. This background paper for the UN Secretary-General's High-Level Panel on Women's Economic Empowerment explores the impact of design, planning, delivery and governance of infrastructure on women's economic empowerment.
- Public Works Programmes: A Strategy for Poverty Alleviation. The Gender Dimension Revisited in Employment-Intensive Investment Programmes in 30 Countries in Africa, Asia, Latin America and the Caribbean. N. Tanzarn and M. Gutierrez, 2015, Employment Working Paper No. 194, ILO. The study reveals that programmes such as South Africa's Expanded Public Works Programme, which includes components of child care and other social care, alleviate the burden of unpaid care work undertaken mainly by women. Such programmes free women's time and labour to participate in activities in paid market work.

Strengthening the social protection floor, with care as a central plank, and legally establishing adequate maternity, paternity and parental leave

- The ILO defines social protection floors as "Nationally defined sets of basic social security guarantees that should ensure, as a minimum that, over the life cycle, all in need have access to essential health care and to basic income security, which together secure effective access to goods and services defined as necessary at the national level." ILO Recommendation Concerning Social Protection, 2012 (No. 202) identifies the basic social security guarantees and principles that should be included in social protection floors. With care at the centre, social protection floors can include crediting pensions for time spent caring; ensuring paid maternity, paternity, parental, eldercare and other leave policies; and offering conditional and unconditional cash transfers and other benefits in cash or in-kind to support the costs of care for family members.
- Pension Crediting for Caregivers: Policies in Finland, France, Germany, Sweden, the United Kingdom, Canada, and Japan.
 E. Fultz, 2011, Institute for Women's Policy Research. This report examines pension

crediting for caregivers in seven countries. While such programmes focus on poverty alleviation, they also pursue gender equality, recognition of unpaid work and incentives for women to seek paid employment and even to have and raise children. In some countries, pension crediting for caregivers is tied to other social benefits.

- Maternity Cash Benefits for Workers in the Informal Economy. L. Addati, C. Behrendt, and M. Wagenhäuser, 2016, Social Protection for All Issue Brief, ILO. This report highlights the necessity of promoting maternity protection for women, including in the informal economy.
- Social Protection for Domestic Workers:
 Key Policy Trends and Statistics. Social Protection Policy Papers No. 16, ILO, 2016. This report documents the extent of social protection coverage of domestic workers, as well as best practices in increasing effective social security coverage of domestic workers, including migrant workers.

MULTILATERAL ORGANIZATIONS AND INTERNATIONAL FINANCIAL INSTITUTIONS

Costing the social protection floor

- The Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals was launched at the 2016 UN General Assembly to achieve social protection for all, particularly poor and vulnerable groups. Country statements and experiences are presented at this website.
- The UNICE-ILO Social Protection Floor Costing Tool allows policymakers to estimate the costs of different social protection programmes, including old age pensions, child benefits, disability benefits, orphan benefits, education stipends, birth lump-sum benefits, youth labour market programmes, and unemployment programmes.
- Towards Effective and Fiscally Sustainable Social Protection Floors. ILO and International Monetary Fund, 2012. This report estimates the costs of social protection floors in El Salvador, Mozambique and Vietnam, finding that basic social protection floors are affordable in low- and lower-middle-income countries and can be implemented gradually without adding to the national debt.

Conducting more research on investing in care and the economic spillovers and multipliers it secures

• The Purple Economy: A Call for a New Economic Order beyond the Green. I. Ikkaracan,

2013, in U. Röhr and C. van Heemstra, eds., Sustainable Economy and Green Growth: Who Cares? International Workshop Linking Care, Livelihood and Sustainable Economy, LIFE and German Ministry of the Environment. This paper introduces the "purple economy," which refers to an economic order "organized around sustainability of caring labour through a redistributive internalization of the costs of care into the workings of the system." Since caring labour is integral to human well-being, economic systems should take its value into account. The purple economy places human beings at its centre.

PRIVATE SECTOR ORGANIZATIONS AND GOVERNMENTS

The following resources offer examples of how paid leave and flexible work arrangements can better accommodate workers with care responsibilities and how care can be provided in key value chains.

- Maternity and Paternity at Work: Law and Practice across the World. L. Addati, N. Cassirer, and K. Gilchrist, 2014, ILO. This report describes national law and practice on maternity and paternity at work in 185 countries, including leave, benefits, employment protection, health protection, breastfeeding arrangements at work and childcare. It also reviews conformity of national legislation to ILO international labour standards on maternity protection and work-family balance.
- The MenCare Parental Leave Platform: 10
 Ways to Leave Gender Inequality Behind
 and Give Our Children the Care They Need.
 MenCare—A Global Fatherhood Campaign,
 2016. This report calls on governments and
 employers to provide equitable parental leave
 policies, and outlines 10 necessary components of the platform.
- HERProject, a collaborative initiative by Business for Social Responsibility that seeks to empower women working in global supply chains by promoting health, financial inclusion and gender equality in workplace programmes.
- Developing Gender-Sensitive Value Chains:
 A Guiding Framework. Food and Agricultural Organization of the United Nations, 2016. This report offers technical support to value chain practitioners and developers in mainstreaming gender in their work.

CIVIL SOCIETY ORGANIZATIONS, TRADE UNIONS AND COOPERATIVES

Civil society organizations can promote freedom of association, collective bargaining and formalization of care work.

- Negotiating for Gender Equality. J. Pillinger,
 V. Schmidt, and N. Wintour, 2016, ILO. This
 issue brief focuses on obstacles to gender
 equality at work and on how to use collective
 bargaining to overcome challenges, including
 by promoting the reconciliation of work, family
 and personal life demands; reducing the gender pay gap; and addressing gender-based
 violence.
- Achieving Decent Work for Domestic Workers: An Organizer's Manual to Promote ILO
 Convention No. 189 and Build Domestic
 Workers' Power. ILO, 2012. This manual of
 the Bureau for Workers' Activities (ACTRAV)
 promotes ILO Convention 189 and Recommendation 201 on decent work for domestic
 workers.
- Providing Care through Cooperatives: 1. Survey and Interview Findings. L. Matthew, S. Esim, S. Maybud, and S. Horiuchi, 2016, ILO. Cooperatives are emerging as an innovative type of care provider, particularly in the absence of viable public or other private options. This report lists challenges and opportunities facing cooperatives in the care sector, highlighting resources that cooperatives need in order to be viable care providers, enterprises and employers.
- Providing Care through Cooperatives: 2. Literature Review and Case Studies. L. Matthew, 2017, ILO. This second report reviews the literature on cooperatives that provide care and presents 16 case studies from around the world.

HOW CAN I ENGAGE AND ACTIVATE MY ORGANIZATION, COMMUNITY AND PEER GROUP?

Some key advocacy initiatives focusing on various elements of care can be organized by targeting governments as well as civil society.

The benefits of extending care services to all workers and the impact on women workers

- Women Informal Workers Mobilizing for Child Care. R. Moussie, 2017, Women in Informal Employment: Globalizing and Organizing (WIEGO). This paper argues that maternity benefits and child care for women informal workers deserve the attention of authorities, organizations and movements.
- WIEGO Child Care Initiative: Focus Group Discussions with Women Informal Workers.
 L. Alfers, 2016, WIEGO. This report argues that the provision of quality, accessible public child care services can greatly improve the incomes and productivity of women informal workers.

Examples of how to foster community-based behaviour change to promote the redistribution of care

Engaging Men, Changing Gender Norms:
 Directions for Gender-Transformative Action.

 MenEngage and United Nations Population
 Fund, 2014. This advocacy brief explores the impact of gendered social norms, describes existing interventions and outlines key areas for engaging with men and boys.

Key concepts

Care worker: Someone who looks after the physical, psychological, emotional and developmental needs of one or more other people. Care work can be either paid or unpaid. Care work spans both public and private spheres and is found in a variety of settings and across formal and informal economies.

Decent work: Involves opportunities for work that is productive and that delivers a fair income; security in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns and to organize and participate in the decisions that affect their lives, and equality of opportunity and treatment for all women and men.

Domestic work: The ILO Domestic Workers Convention, 2011 (No. 189) defines domestic work as work performed in or for a household or households.

Formalization: The process of transforming informal jobs and firms to formal ones. This process can differ by country.

Formal work: Work that is covered by statutory labour law, for which all relevant taxes and contributions are paid and that confers entitlement to social security. Formal employment ensures greater protection, safer working conditions and the offer of social benefits.

Paid domestic worker: The ILO Domestic Workers Convention, 2011 (No. 189) defines a domestic worker as any person engaged in domestic work within an employment relationship. A paid domestic worker receives a wage for this work and is often afforded some social protection.

- MenCare. A Global Fatherhood Campaign promotes men's involvement as fathers and caregivers in more than 40 countries. The initiative has two main programmes, Program P and MenCare+ (to bring men into the health care system as active participants in their own health and in the health of their partners and children), as well as advocacy and media campaigns. Additional information can also be found on the Promundo website, one of the coordinators of MenCare.
- The State of the World's Fathers 2015. Men-Care, 2015. This report provides an overview of men's contributions to parenting and caregiving. MenCare uses this report as an advocacy tool to recommend policies and programmes that promote fatherhood and caregiving.
- Gender Action Learning for Sustainability (GALS) is a participatory approach for developing new visions for relationships between women and men as equals and for implementing changes in gender inequalities in resources and power.

ADDITIONAL RESOURCES

For more background information

- Women at Work: Trends 2016. ILO. This report assesses gender gaps in labour force participation and offers policy recommendations for transformative change. Chapter 3 addresses work-family policies and different dimensions of care.
- Extreme Poverty and Human Rights. UN
 Special Rapporteur on Extreme Poverty and
 Human Rights M. Sepúlveda Carmona, 2003.
 This report presents unpaid care work as a
 human rights issue, arguing that unequal care
 responsibilities are a barrier to gender equality
 and women's empowerment.

For more on formalizing and investing in care

- Formalizing Domestic Work. ILO, 2016. This
 report illustrates the transition from informality
 to formality as a continuum. It provides recommendations for formalizing domestic work
 based on examples from multiple country
 contexts.
- Making Decent Work a Reality for Domestic Workers: A Policy Toolkit. ILO, 2017. This toolkit provides information on challenges and best practices.

For more examples of incorporating measures of paid and unpaid work in national statistics

The 2016 International Classification of Activities for Time Use Statistics. United Nations

- Statistics Division Social and Housing Statistics Branch, 2010.
- Unpaid work calculator and resources. UK Office for National Statistics, 2016.
- Prioritizing Community Health Worker Data for Informed Decision-Making. Frontline Heath Workers Coalition, 2016.

For more on investing in basic infrastructure and quality, accessible care services

- "Public Policies on Water Provision and Early Childhood Education and Care: Do They Reduce and Redistribute Unpaid Work?" M. Fontana and D. Elson, 2014, Gender & Development 22(3): 459–474. This article makes the case that while public investment in services that reduce and redistribute unpaid work can be costly, the benefits are widespread and long-lasting.
- "The Role of Productive Water Use in Women's Livelihoods: Evidence from Rural Senegal." E. Van Houweling, R.P. Hall, A. Sakho Diop, J. Davis, and M. Seiss, M., 2012, Water Alternatives 5(3): 658–677. This article shows that "domestic plus" water systems, or small piped water systems, in rural Senegal contributed to women's time savings, which they devoted to productive use and new activities.
- Balancing the Burden? Desk Review of Women's Time Poverty and Infrastructure in Asia and the Pacific. Asian Development Bank, 2015. This desk review explores the relationship between women's time poverty and infrastructure development, including water supply, sanitation, electricity and transport. It finds that while basic infrastructure can reduce time spent on domestic and care work, infrastructure projects are rarely designed to address gendered divisions of labour.

For more on governments renewing commitments to the social protection floor with care at its centre

- Making National Social Protection Floors Work for Women. S. Staab, 2015, Policy Brief 1, UN Women. This report synthesizes research findings, analyses and policy recommendations. It calls for integrating gender concerns into the design and implementation of social protection floors and the services they secure.
- Extending Social Insurance to Informal Workers: A Gender Analysis. R. Holmes and L. Scott, 2016, Working Paper 438, Overseas Development Institute. This report examines gender gaps in coverage and assesses whether the needs of workers are adequately addressed. The report includes examples from

- Brazil, Chile, China, Ghana, Rwanda, South Africa and Vietnam.
- Long-term Care (LTC) Protection for Older Persons: A Review of Coverage Deficits in 46 Countries. X. Scheil-Adlung, 2015, ESS Working Paper No. 50, ILO. This report provides global estimates on long-term care protection for persons ages 65 and over and reviews the challenges of growing needs for long-term care.
- Learning from Experience: A Gendered Approach to Social Protection for Workers in the Informal Economy. F. Lund and S. Srinivas, 2005, ILO. This report develops a framework for extending social protection to informal workers, identifying different levels of risk and obligations.

For more on extending care services to all workers

 Flexible Working Time Arrangements and Gender Equality: A Comparative Review of 30 European Countries. J. Plantenga and C. Remery, 2009, European Commission. This report provides an analysis of flexible time arrangements in 27 EU countries and 3 EEA-EFTA countries to determine which time arrangements work best for both employers and employees.

For more on collecting data and conducting, monitoring and evaluating unpaid care work

 Working Long Hours and Having No Choice: Time Poverty in Guinea. E. Bardasi and Q. Wodon, 2009, World Bank. This Policy

- Research Working Paper refines the definition of time poverty to "working long hours and having no choice to do otherwise," which ties time poverty to consumption poverty. The authors use a case study in Guinea to analyze time poverty, which they find affects women much more than men.
- Incorporating Estimates of Household Production of Non-Market Services into International Comparisons of Material Well-Being. N. Ahmad and S-H Koh, 2011, OECD Statistics Directorate. This paper estimates the value of household production of non-market services in 27 countries to provide a more comprehensive measure of well-being.
- The Interlocking of Time and Income Deficits: Revisiting Poverty Measurement, Informing Policy Responses. R. Antonopoulos, T. Masterson, and A. Zacharias, 2012, UNDP Regional Centre for Latin America and the Caribbean. This paper proposes an alternative to official income poverty measures that takes into account unpaid care work requirements. The report includes findings from a 2011 research project by the Levy Institute Measure of Time and Income Poverty (LIMTIP).
- Valuing Non-Market Work. N. Folbre, 2015, UNDP Human Development Report Office. This think piece outlines the principles of valuation and its challenges, discusses examples and lays out the policy implications.
- Participatory Methodology: Rapid Care Analysis. T. Kidder, C. Pionetti, U. Chipfupa, and J. Remme, 2016, Oxfam. This rapid

Key ILO Conventions to ratify and implement in support of recognizing, reducing and redistributing unpaid work and care

ILO Convention on Social Security (Minimum Standards), 1952 (No. 102), aims to guarantee family benefits and rights and to reduce poverty in old age and infirmity.

ILO Convention on Workers with Family Responsibilities, 1981 (No. 156), aims to provide equal economic opportunity to men and women with responsibilities for dependent children or other immediate family members.

ILO Recommendation on Workers with Family Responsibilities, 1981 (No. 165), targets national policy, training and employment, terms and conditions of employment, child care and family services and facilities, social

security and help from authorities in the exercise of family responsibilities.

ILO Convention on Maternity Protection, 2000 (No. 183), ensures proper protection, maternity leave and benefits.

ILO Convention on Domestic Workers, 2011 (No. 189), promotes the human rights of all domestic workers.

ILO Recommendation on the Transition from the Informal to the Formal Economy, 2015 (No. 204), calls on governments to facilitate the formalization of informal work, create decent jobs in the formal economy and support workers' fundamental rights.

assessment tool for gathering evidence, promoting recognition and identifying practical interventions to address women's heavy and unequal care work can be used in project design and for awareness-raising more broadly. This updated version draws on learning from the use of the tool in more than 20 countries.

For more on offering paid leave and flexible work arrangements

- Working Anytime, Anywhere: The Effects on the World of Work. J. Messenger, O. Vargas Llave, L. Gschwind, S. Boehmer, G. Vermeylen, and M. Wilkens, 2017, ILO and Eurofound. This report considers the impact of telework/mobile work on the world of work. It shows that the use of modern communication technologies facilitates a better overall work-life balance but blurs the boundaries between work and personal life.
- Statutory Routes to Workplace Flexibility in Cross-National Perspective. A. Hegewisch and J. C. Gornick, 2008, Institute for Women's Policy Research. This paper reviews statutory employment laws in 21 high-income countries to assess employers' business requirements in relation to employees' work-life balance. It finds that flexible work arrangements improve gender equality and do not cause much inconvenience to employers. It argues for the right to request flexible work within the U.S. legal framework.

For more on freedom of association and collective bargaining

- Improving Working Conditions for Domestic Workers through Collective Bargaining. C. Hobden, 2015, ILO, Labour Relations and Collective Bargaining. This ILO Issue Brief examines innovative approaches to worker organizations and collective bargaining that protects domestic workers from unacceptable forms of work.
- ILO Policy Brief 8, Domestic Work Voice and Representation through Organizing. ILO, 2015. This Domestic Work Policy Brief describes successful measures taken by domestic worker organizations to address unacceptable forms of work.

For materials on supporting the mainstreaming of equal responsibility for care in curricula and education

- Making Care Visible. D. Budlender and R. Moussie, 2013, R. ActionAid. This report covers ActionAid's programme on women's unpaid care work in Kenya, Nepal, Nigeria and Uganda.
- Redistributing Care Work for Gender Equality and Justice: A Training Curriculum. ActionAid, IDS, Oxfam, 2015. This training curriculum maps out the ways care work is related to the economy, explores the effects of different economic policies on care work and encourages participants to reflect on next steps.

For more on fostering social norm change

Campaigns and initiatives

- Count Us In! campaign
- UN Women He4She campaign
- Womankind Worldwide toolkit
- ITUC Care Initiative
- WIEGO child care initiative
- ITUC 12 by 12 Campaign to ratify and implement ILO Convention 189
- My Fair Home Campaign to ensure your home is a decent workplace
- Unilever's #UNSTEREOTYPE campaign challenges portrayals of women and all gender stereotypes
- Gender Equality Movement in Schools training manual for facilitators

Infographics and videos

- ODI infographics on women's empowerment and social transformation
- WE-Care infographics highlighting gender differences in care work and responsibility
- ITUC social media graphics on care economy
- Ethiopian short film with message that care work is work
- Colombian short film produced for Oxfam on redistribution of care work from women to men, and from households to the state
- Short film from the Philippines on benefits of time and labor saving equipment and infrastructure
- ILO short video on decent work in the care economy
- "Do Things 'Like a Girl." Proctor and Gamble video