



## **DRIVER 6 TOOLKIT**

# HOW TO IMPROVE PUBLIC SECTOR PRACTICES IN EMPLOYMENT AND PROCUREMENT



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 6—Improving public sector practices in employment and procurement.

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 provides governments and other stakeholders with additional details and guidance on how to promote gender equality and women's economic empowerment through public sector employment and procurement practices. It focuses on the three primary recommendations set forth in the Second Report of the United Nations Secretary General's High-Level Panel on Women's Economic Empowerment:<sup>1</sup>

- 1. Promote gender equality in public sector employment** by establishing gender targets or quotas for hiring and top-level positions within the public sector, and measure progress toward those targets or quotas.
- 2. Promote women-owned enterprises and women's collectives** by considering establishing and tracking government-wide targets for their participation in procurements, and encourage suppliers to do the same.
- 3. Provide support for informal and agricultural workers** by reforming procurement laws

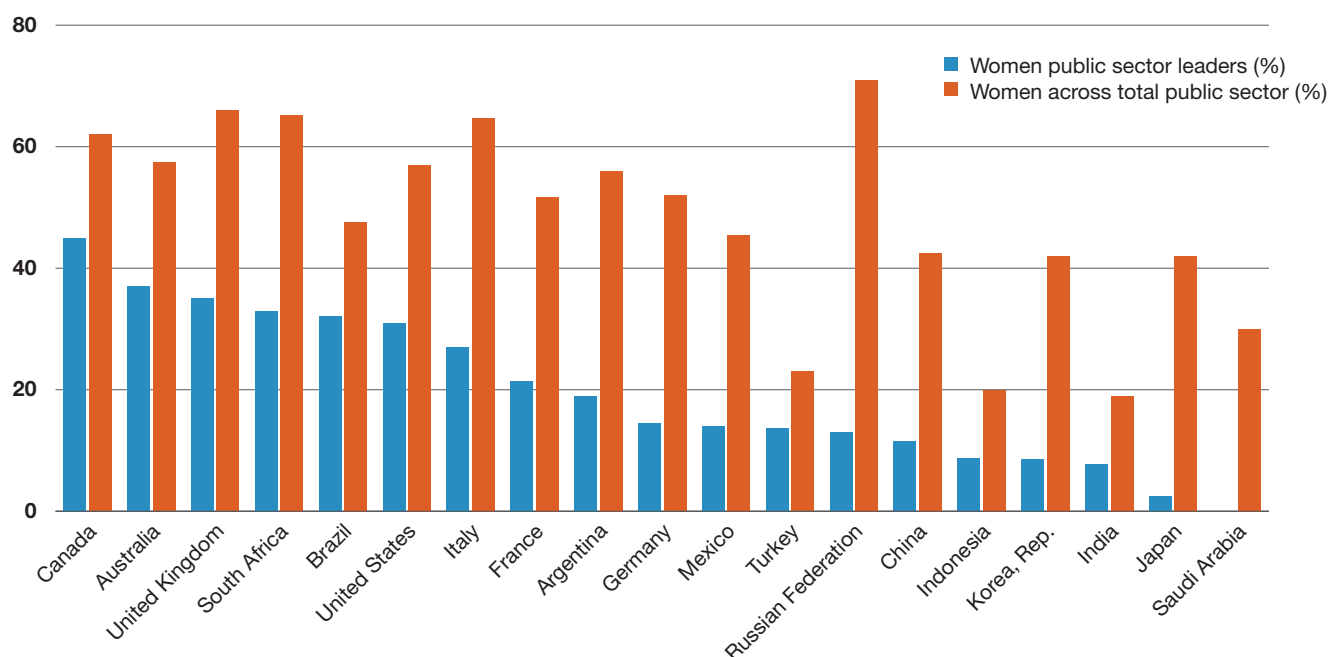
and regulations to allow collective enterprises to bid on public procurements.

## HOW CAN I BECOME ENGAGED AND ENGAGE AND ACTIVATE MY ORGANIZATION?

### RECOMMENDATION 1: PROMOTE GENDER EQUALITY IN PUBLIC SECTOR EMPLOYMENT BY ESTABLISHING GENDER TARGETS OR QUOTAS FOR HIRING AND TOP-LEVEL POSITIONS WITHIN THE PUBLIC SECTOR, AND MEASURE PROGRESS

**Know the facts.** Globally, women form the majority of employment in the public sector (52 percent), but their representation varies widely across regions and countries. In Norway, for example, the public sector employs almost half of all women in paid wage and salary jobs, while in Uganda, the equivalent figure is only 2 percent.<sup>2</sup> Likewise, women are generally underrepresented in public sector leadership positions, especially in comparison to their representation in the public sector more broadly (see figure). In the G20, for example, Canada has

Women leaders compared with overall public sector representation, 2013



Source: EY. 2013. *Worldwide Index of Women as Public Sector Leaders: Opening Doors for Women in Government*.

the highest percentage of women in leadership positions at 45 percent. By contrast, women represent only 2.5 percent of public sector leadership in Japan, but almost half of public sector employees.<sup>3</sup>

A gender wage gap persists within the public sector, though it tends to be smaller than in the private sector.<sup>4</sup>

**Take action.** To promote gender equality and empower women, governments should consider establishing, monitoring and reporting on targets or quotas (if permitted) for both hiring and top-level positions. In the private sector, research confirms that increased diversity and more women in board positions have the potential to increase innovation and board effectiveness.<sup>5</sup> The same potential exists for public sector organizations.

- **Establish a baseline.** Before a government sets targets or quotas, it should first look at determining the current percentage of women represented across public sector departments and in leadership positions.
- **Set targets or quotas.** The next step is to set gender targets or quotas and incorporate them into the gender budgeting and management system for countries with these practices in place. Depending on what the baseline assessment shows, targets or quotas may be appropriate for hiring, leadership positions or both. For example, governments in Japan, Norway, Sweden and Switzerland have overall hiring targets for women, while governments in France, Germany, Israel and the United Kingdom have gender targets for top public service and political representative positions.
- **Develop plans.** Governments should consider reviewing current employment practices, identifying opportunities for improvement and adopting measures to achieve their gender targets or quotas. Those measures might include practices to enhance recruitment, promotion, and career advancement, including incentivizing managers; regular assessments of gender balance; leadership development and mentoring programmes; and legislation guaranteeing pay equity, equal employment opportunity and social protection coverage for employees.
- **Measure progress.** Accountability is critical. Governments should look into regularly measuring and reporting on progress towards their gender targets or quotas.

## Resources

### Publications

- **EY. 2013.** *Worldwide Index of Women as Public Sector Leaders: Opening Doors for Women in Government.* London: EY. This publication

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The Government of Punjab Province, Pakistan, has set a target of 15 percent for women's participation in the public sector workforce. Today, women make up 0–8 percent of the public sector workforce (depending on the department) and occupy only 2 percent of the leadership positions in Punjab.

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looks at gender equity issues at senior leadership levels in the public sector across the globe. It examines women's representation in public sector leadership positions, legislation and policies addressing gender inequality, and labor force participation across G20 countries.

- **ILO (International Labour Office). 2016.** *Women at Work: Trends 2016.* Geneva: ILO. This publication provides a picture of where women stand today in the world of work and how they have progressed over the last 20 years. It examines the root causes of inequalities and how they should be tackled based on what works and on the guidance provided by international labour standards.

### Case studies

- **Selerstad, C., M. Huse, and S. Seres. 2015.** "Lessons from Norway in Getting Women onto Corporate Boards." *The Conversation*, 6 March. This article provides a brief overview of Norway's quota law and of how Norway successfully used the law to create real improvements in the way companies are run and to achieve greater gender parity.
- **EBRD (European Bank for Reconstruction and Development). 2015.** *Lessons on Equal Opportunity from Almatyelectrotrans.* London: EBRD. This study examines EBRD's work with a public transport operator (Almaty-electrotrans) for the City of Almaty, Kazakhstan, to ensure equal opportunity for all its workers and increase the number of women drivers in its bus operations. The report provides examples of good practice in promoting equal opportunity by the operator.

### Organizations and programmes

- **International Labour Office (ILO), Conditions of Work and Equality Department (WORKQUALITY), Gender Equality and Diversity Branch (GED).** ILO GED expertise focuses on issues related to equal opportunities and treatment for all women and men in the workplace and on the elimination of discrimination based on gender, race, ethnicity, indigenous identity and disability. It provides policy advice, tools, guidance and technical assistance to constituents, including by

promoting more inclusive workplaces and ensuring that policies, programmes and institutions are gender-responsive.

- **UN Women.** UN Women supports women's economic empowerment in line with multiple international commitments and with the growing body of evidence that shows that gender equality contributes significantly to advancing economies and sustainable development. Among other things, UN Women advocates for legislative and constitutional reforms to ensure women's fair access to political spheres—as voters, candidates, elected officials and civil service members.
- **World Bank Group.** The World Bank works with government counterparts and private sector clients to close gaps between men and women globally for lasting impact in tackling poverty and driving sustainable economic growth that benefits all. It supports a wide range of gender-based projects and research, including women's economic empowerment and leadership.

#### Other

- **ILO Recommendation Concerning Equal Remuneration, 1951 (No. 90).** Recommendation Concerning Equal Remuneration for Men and Women Workers for Work of Equal Value.

### **RECOMMENDATION 2: PROMOTE WOMEN-OWNED ENTERPRISES AND WOMEN'S COLLECTIVES BY CONSIDERING ESTABLISHING AND TRACKING GOVERNMENT-WIDE TARGETS FOR THEIR PARTICIPATION IN PROCUREMENTS, AND ENCOURAGE SUPPLIERS TO DO THE SAME**

**Know the facts.** Each year, governments purchase trillions of dollars' worth of goods, works and services to fulfil their public functions. Public procurement accounts for 10–15 percent of the gross domestic product (GDP) in developed countries and averages more than 30 percent in developing countries.<sup>6</sup> Yet, due to various barriers and challenges, women-owned enterprises persist in receiving an estimated 1 percent of the total annual spent.<sup>7</sup> (See the accompanying Driver 6 Working Group Paper.)

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In 1994, the United States established a goal for participation by small businesses “owned and controlled by women” of not less than 5 percent of the value of all prime and subcontracts awarded for each fiscal year. To that end, the Small Business Administration works with each federal agency to set their goals, and each agency is graded against the agreed goals.

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**Take action.** Governments are uniquely situated to advance gender equality and empower women economically through their procurement practices while still preserving the principles of quality and efficiency as essential elements in procurement processes. By setting, tracking and reporting on targets for women's participation in public procurement, governments will encourage procuring entities and their suppliers to critically review and, where appropriate, to reform their procurement practices to make them gender-responsive.

- **Define the target population.** Procurement reform begins by defining the target population. While definitions vary, it is generally accepted that a women-owned enterprise is “an independent business that is at least 51 percent unconditionally owned and controlled by one or more women.” Women's collectives include producer groups, cooperatives and other collective enterprises. With reliable data often missing, identifying and measuring women in ownership positions may be challenging. A first task will be to access the implementation challenges, including developing a data and information system.
- **Establish a baseline.** Having defined the target population, governments should look into determining the current level of participation by women-owned enterprises and women's collectives in the government supply chain.
- **Set gender targets.** Based on the results of the baseline assessment, the next step is to set gender targets for the government as a whole as well as individual departments.

**Develop plans for achieving targets.** Once targets are set and agreed, governments and their individual departments should consider critically evaluating procurement practices, identifying opportunities for improvement and adopting measures for achieving the agreed gender targets. And they should encourage their suppliers to do the same. To be effective, these measures will typically encompass both improvements to the procurement process itself and supplier development and outreach initiatives such as training for managers and incentives to foster gender equality within supplier companies (as with time-flexibility).

- **Measure progress towards government-wide and agency targets.** As with improving public sector employment, accountability is critical. To that end, governments should look into regularly measuring and reporting on progress towards their gender targets.

## Resources

### Publications

- **ITC (International Trade Centre). 2014. *Empowering Women through Public Procurement*.** Geneva: ITC. This publication provides governments, procuring entities and other stakeholders with a deeper understanding of the barriers and challenges preventing women-owned enterprises from accessing and fully participating in public procurement markets. It offers tools to address these barriers and challenges and to stimulate increased entrepreneurial activity by women-owned enterprises. And it provides a brief overview of how a results-based management approach can be used to monitor and evaluate the success of preferential procurement programmes.
- **UN Women. 2017. *The Power of Procurement: How to Source from Women-Owned Businesses*.** New York: UN Women. This guide complements ITC's *Empowering Women through Public Procurement* by analyzing the barriers and challenges preventing women-owned enterprises from accessing and fully participating in corporate value chains. It provides corporations with tools and industry best practice to develop or mature their gender-responsive procurement programmes.
- **Vazquez, E. A., and A. J. Sherman. 2013. *Buying for Impact: How to Buy from Women and Change Our World*.** Charleston, SC: Advantage. This book includes information on how companies and governments are investing in women as a fundamental business and economic growth strategy. The book shares a collection of innovative practices that companies, governments and women entrepreneurs can take to lower barriers and increase opportunities to expand women's economic participation.
- **WEConnect International. 2017. *The Business Case for Global Supplier Diversity and Inclusion: The Critical Contributions of Women and Other Underutilized Suppliers to Corporate Value Chains*.** Washington, DC: WEConnect International. This publication provides large buyers with the evidence they need to justify a commitment to inclusive sourcing. It provides examples of how the private sector is working with policymakers to create a more enabling environment for women-owned enterprises and other underused companies to grow through improved access to markets.
- **Mohun, R., and S. Biswas. 2016. "Infrastructure: A Game-changer for Women's Economic Empowerment."** Background Paper for the United Nations Secretary-General's High Level Panel on Women's Economic

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Kenya in 2013 and Tanzania in 2016 introduced procurement regulations reserving 30 percent of government contracts for women, youth and persons with disabilities.

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Empowerment. New York, NY: United Nations Secretary-General's High-Level Panel on Women's Economic Empowerment. This paper highlights how the design, planning, delivery and governance of infrastructure can improve women's lives by reducing the demands and drudgery of household and care work, increasing the productivity of their enterprises and enabling them to move into better jobs or more profitable markets. It also highlights practical actions that different actors, including donors, private sector, local and national governments and civil society organizations, can take to ensure infrastructure investments are conducive to women's economic empowerment.

### Case studies

- **Orser, B., and J. Weeks. 2009. *Procurement Strategies to Support Women-Owned Enterprises*.** Ottawa: WEConnect Canada. This report presents a summary of research about small and medium-size enterprise engagement in Canadian public procurement. It also considers strategies to increase women-owned enterprises' understanding about, and access to, government contract opportunities in Canada.

### Organizations and programmes

- **ITC (International Trade Centre). Women and Trade Programme. Geneva: ITC.** In 2014, ITC launched its public procurement strategy, which is a core pillar of the SheTrades initiative to connect 1 million women to markets by 2020. ITC's procurement strategy includes keeping the issue on the radar of trade stakeholders and regulators; providing guidance for public officials on developing and implementing actions to reach more women entrepreneurs; and supporting capacity development, information and business opportunities for women entrepreneurs.
- **UN Women, New York, NY.** In response to the Sustainable Development Goals, UN Women started the Flagship Programming Initiative, Stimulating equal opportunities for women entrepreneurs through affirmative procurement, investment and supply chain policies. As part of the flagship programme, UN Women works with governments, corporates, investors, civil society and women entrepreneurs to deliver on target 8.3 of the Sustainable



Development Goals.<sup>8</sup> The programme includes development of the *Corporate Guide to Gender-Responsive Procurement*.

- **WEConnect International, Washington D.C., USA.** WEConnect International identifies, educates, registers and certifies women-owned enterprises and connects them to multinational corporate buyers. Since its founding in 2009, WEConnect International has provided business support services to thousands of women-owned enterprises based in more than 100 countries and to more than 75 multinational corporations with over US\$1 trillion in annual purchasing power. WEConnect International members have access to an online global database of buyers and sellers and to a series of training modules inside the WEConnect Academy.

### **RECOMMENDATION 3: PROVIDE SUPPORT FOR INFORMAL AND AGRICULTURAL WORKERS BY REFORMING PROCUREMENT LAWS AND REGULATIONS TO ALLOW COLLECTIVE ENTERPRISES TO BID ON PUBLIC PROCUREMENTS**

**Know the facts.** Collective enterprises serve as valuable platforms for organizing and empowering women and other workers in agriculture and in the informal economy. Despite the benefits that could be created for workers, their communities and local governments through procurement opportunities, collective enterprises of women and informal and agricultural workers face enormous barrier to access (see the accompanying Driver 6 Working Group Paper). This notwithstanding, positive examples do exist. Waste picker cooperatives in Bogota, Colombia, and Pune, India, have won the right to bid for municipal contracts. But this is the exception rather than the rule. In most places, collectives lack formal recognition and protection and cannot bid on public contracts due to high bidding thresholds or other technical, capacity and financial constraints.

**Take action.** Public procurement holds enormous potential for creating gains for women in agriculture and in the informal economy. But before this can happen, governments must develop a legal and regulatory framework that enables women to organize into collectives, gain legal recognition and bid on public contracts.

**Create awareness and understanding.** Many policymakers, government officials and organizers are not aware, or have a limited understanding, of how the regulatory environment impedes the growth and profits of collective enterprises and—in

most cases—prevents them from participating in public procurements. Consequently, a key action is for informal workers and their representative organizations or enterprises to be engaged in dialogue and joint action with policymakers and other stakeholders to identify necessary reforms.

- **Reform laws and regulations.** Once stakeholders understand how the regulatory environment affects women's collectives, efforts should be made to draft and implement regulatory changes that afford them legitimacy and legal protections and that allow them to compete for local and national government contracts.
- **Provide targeted assistance and capacity building.** To be successful, governments and civil society should also consider encouraging participation through business development assistance, technical support and even leadership and management support to ensure that women workers within collective enterprises (which may be mixed-gender) are able to take on positions of leadership and have their voices heard within their enterprises.

### **Resources**

#### **Publications**

- **Jones, E., S. Smith, and C. Wills. 2011. *Trading Our Way Up: Women Organized for Fair Trade*.** Cambridge MA: Women in Informal Employment: Globalizing and Organizing (WIEGO). This publication gives an account of research on producer organizations of working poor women and their engagement in fair trade markets. Through in-depth case studies in seven countries (Kenya, Tanzania, Uganda, India, Nepal, Nicaragua and Mexico), WIEGO discovered that women producers have experienced significant progress in meeting their practical and strategic needs by participating in collective forms of enterprise and linking to fair trade markets.
- **Scheinberg, A. 2012. *Informal Sector Integration and High Performance Recycling: Evidence from 20 Cities*.** WIEGO Working Paper (Urban Policies) No. 23. Cambridge MA: WIEGO. This research analyses and contextualizes “informal valorization” in low- and middle-income countries, and provides recommendations for implementation of inclusive recycling. Among other things, it highlights the important functions served by cooperatives. In Latin America waste pickers have engaged in collective bargaining with municipal governments by forming associations and cooperatives and have influenced local and national regulations, legislation and policies.



## Organizations and programmes

- **WIEGO (Women in Informal Employment: Globalizing and Organizing).** WIEGO is a global-action research-policy network that seeks to improve the status of the working poor, especially women, in the informal economy. WIEGO builds alliances with and draws its membership from three constituencies: membership-based organizations of informal workers, researchers and statisticians working on the informal economy and professionals from development agencies interested in the informal economy. WIEGO is registered as a nonprofit company in the United Kingdom, with a secretariat based at Harvard University.
- **SEWA (Self Employed Women's Association).** Based in India, SEWA is a registered trade union of poor, self-employed women

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In 2013, WIEGO launched the Law Exposure Dialogue Programme (EDP) to give judges, lawyers, policymakers and organizers first-hand knowledge of how regulations affect informal workers every day.

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workers. SEWA's main goals are to organize women workers for full employment, whereby workers obtain work security, income security, food security and social security (at least health care, child care and shelter).

### Other

- **ILO Recommendation** Concerning the Transition from the Informal to the Formal Economy, 2015 (No. 204).

## NOTES

1. United Nations Secretary-General's High-Level Panel on Women's Economic Empowerment. 2017. *Leave No One Behind: Taking Action for Transformational Change on Women's Economic Empowerment*. New York: United Nations Secretary-General's High-Level Panel on Women's Economic Empowerment.
2. ILOSTAT database. Data available for 73 countries; latest available data used.
3. EY. 2013. *Worldwide Index of Women as Public Sector Leaders: Opening Doors for Women In Government*. London: EY. [http://www.ey.com/Publication/vwLUAssets/EY\\_-\\_Worldwide\\_Index\\_of\\_Women\\_as\\_Public\\_Sector\\_Leaders/\\$FILE/EY-Worldwide-Index-of-Women.pdf](http://www.ey.com/Publication/vwLUAssets/EY_-_Worldwide_Index_of_Women_as_Public_Sector_Leaders/$FILE/EY-Worldwide-Index-of-Women.pdf)
4. Wild, S. 2015. "The Growing Gender Pay Gap in the Public Sector Is a Problem for Us All." *The Guardian*, 9 November. <https://www.theguardian.com/public-leaders-network/2015/nov/09/growing-gender-gap-public-sector-equal-pay-day>.
5. Selerstad, C., M. Huse, and S. Seres. 2015. "Lessons from Norway in Getting Women onto Corporate Boards." *The Conversation*, 6 March. <http://theconversation.com/lessons-from-norway-in-getting-women-onto-corporate-boards-38338>.
6. ITC (International Trade Centre). 2014. *Empowering Women through Public Procurement*. Geneva: ITC.
7. United Nations Secretary-General's High-Level Panel on Women's Economic Empowerment (with Tyson, L., and J. Klugman). 2016. *Leave No One Behind: A Call to Action for Gender Equality and Women's Economic Empowerment*. New York: United Nations Secretary-General's High-Level Panel on Women's Economic Empowerment.
8. Target 8.3 reads: "Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services."