

## Elevating Gender Equality in COVID-19 Economic Recovery

An evidence synthesis and call for policy action



## **Preface**

The socioeconomic fallout from the COVID-19 pandemic has derailed progress toward gender equality globally. Studies from around the world reveal that women and girls are increasingly more likely to face poverty, economic insecurity, gender-based violence, and barriers to accessing critical health services. They are also disproportionately bearing the burden of increases in unpaid care and domestic labor due to a global contraction of the care sector. In the past, health crises and economic shocks have widely exacerbated gender inequities, and these setbacks have persisted largely because of recovery plans that ignore the differential needs that women face. As these gender-blind policies and interventions continue to fail women, so too do they impede greater economic recovery and growth.<sup>123</sup>

A sustainable, equitable, and just recovery from COVID-19 requires purposeful policy action to mitigate the worsening of structural inequalities and to address their root causes. This report synthesizes existing evidence of how women have been impacted by the pandemic, how governments have responded to date, and what is at stake if policymakers fail to enact more inclusive recovery measures. It also provides recommendations for rights-based policies, interventions, and investments underpinned by rigorous gender analysis. Finally, this report recognizes that "the women and girls who are furthest behind often experience multiple inequalities and intersecting forms of discrimination, including based on their sex, age, class, ability, race, ethnicity, sexual orientation, gender identity, and migration status" and calls for an intersectional and nuanced approach to evidence-based policymaking that benefits everyone.

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## **Executive Summary**

Studies around the world are revealing differential and disproportionate socioeconomic impacts of the COVID-19 pandemic on women arising from the compounding effects of many complex factors. To contribute to the discourse and influence key decision-making, FP Analytics has synthesized evidence of the devastating gendered effects of the pandemic and current government responses, and provides recommendations for rights-based policies, interventions, and investments underpinned by rigorous gender analysis.

### I. THE SOCIOECONOMIC IMPACTS OF COVID-19

### Women and Work

- Women are overrepresented in low-paid and low-skilled sectors and occupations, and are more likely to
  work in the informal sector, bear disproportionate burdens of care work, and have less access to social
  protections and health entitlements associated with formal employment than men.
- Both women wage workers and entrepreneurs are disproportionately concentrated in social sectors—
  including hospitality, retail, food services, and tourism—that are among the hardest hit by the pandemic.
- Emerging evidence reveals disproportionately high and more permanent job and income losses for women, and slower recovery when compared to men. Women-led enterprises have been more likely to report closures compared to those led by men, and have been disproportionately affected in sales, profits, liquidity, and growth.

### The Care Crisis

- Care work is undervalued and often unpaid or underpaid. This structural division exploits and subordinates women, particularly those already marginalized in society and more likely to experience poverty.
- Increases in women's unpaid care work are due to a severe global contraction of the paid care sector. If
  the sector cannot rebound, it will continue to drive major job and earnings losses—including for centerbased child care workers in formal and informal settings and domestic workers providing care to private
  households—as well as limit the ability of women with unpaid care responsibilities across all sectors to
  re-enter the workforce.
- Migrant domestic workers are particularly vulnerable to the impacts of COVID-19 because they are often informally employed and beyond the reach of labor laws, health entitlements, and social protection schemes.

### Cross-Cutting Issue: Women in the Informal Economy

- Women wage workers and entrepreneurs in the informal economy have experienced widespread losses, and their recovery is slower compared to men. As a result, many women have depleted their savings, sold assets, and taken on perhaps unsurmountable debt.
- Women working in the informal sector face specific and heightened experiences of vulnerability arising from the compounding effects of both their gender and the informality of their work. Without labor and social protections and adequate resources, and beyond the reach of legal recourse, women informal workers are at a higher risk of sexual- and gender-based violence and exploitation.

### Gender-Blind Policy Responses

- The vast majority of pandemic recovery policies to date—including social protection, labor market, fiscal, and economic measures—have been designed without a gender perspective. This can worsen existing economic, health, and other inequities.
- As national debts soar, the temptation of austerity measures threatens the welfare of women. More than 80 percent of the International Monetary Fund (IMF) loans negotiated since March 2020 lock countries into fiscal consolidation measures that could lead to cuts to critical social and health services upon which women rely, particularly those of lower socioeconomic status and in low- and middle-income countries.

### Lack of Gender Data

- Glaring gender data gaps, which have been worsened by the pandemic's toll on data collection
  mechanisms globally, are long-standing and partly the result of the perception of gender data as additive,
  as opposed to fundamental; a lack of gender-intentional, standardized, and comparable measures; and
  chronic under-investment and lack of prioritization.
- More and better gender data are needed in a number of areas, including: health care access and usage; women's participation and leadership; COVID-19-related data; the health and socioeconomic impacts of COVID-19 on gender bias, discrimination, mistreatment experiences, beliefs, norms, and agency; sexual-and gender-based violence; social protection coverage; unpaid care work; the enabling environment for women entrepreneurs; and women in the informal economy.

### **II. POLICY RECOMMENDATIONS**

### Five Overarching Priority Areas

To comprehensively respond to the socioeconomic impacts of COVID-19, mitigate the gender-inequitable consequences of policy action to date, and address the root causes of gender and other intersecting inequalities, FP Analytics has crafted a call to action to governments spanning five overarching priority areas:

## 1. Supporting universal and gender-responsive social protections and safety nets that reduce gender-based vulnerabilities throughout life, regardless of employment or migration status

- Urgent and long-term support should be allocated to groups that are not currently eligible under existing
  government schemes, disproportionately experience financial hardship and poverty, and/or already face
  barriers to accessing their rights.
- Policies and programs must be designed, communicated, and delivered in ways that account for the barriers faced by women and other vulnerable groups.
- Social protection systems, including publicly funded care services, maternity and child benefits, health
  entitlements, services for survivors of gender-based violence, and fair and livable pensions, should be
  universal, gender-responsive, and independent of labor market trajectories or prior contributions to
  social security programs.

### 2. Undertaking job stimulus, targeted support, and multisectoral policy action to restructure labor markets that marginalize women

- Investing in care can drive economic recovery and long-term growth. Increased wages for existing care
  workers and additional employment in care would generate more jobs overall, more jobs for women
  displaced workers, and broadly increase women's labor force participation as additional care services
  become available.
- Publicly funded technical and vocational training and job placement programs to re-skill and up-skill displaced women workers, including stimulus programs that focus on low-carbon green jobs, would contribute to creating vibrant economies grounded in social and environmental sustainability.
- Labor markets policies to increase protections in the informal economy and policy and legal frameworks to eliminate gender pay gaps and gender-based discrimination are more important than ever before.

### **Executive Summary (continued)**

### 3. Rebuilding economic and health systems that do not rely upon the unpaid and underpaid care work of women

- The International Labour Organization (ILO) 5R Framework for Decent Care Work has emerged as a useful framework to advocate for a comprehensive policy agenda to address the care crisis. It calls for recognizing, reducing, and redistributing unpaid care work; rewarding paid care work, by promoting more and decent work for care workers; and guaranteeing care workers' representation, social dialogue, and collective bargaining.
- Foreign Policy has expanded upon the original 5R framework and identified seven areas for government action, providing actionable recommendations and illustrative examples across: social protections (including health policies), labor policies, macroeconomic policies and government spending, migration policies, data systems, education policies, and community mobilization and participation.

### 4. Mobilizing more and better resources to support gender equality both nationally and abroad

- Policymakers should increase domestic resource mobilization and design sustainable financing strategies for improved gender equity in COVID-19 recovery efforts.
- Governments must ensure that all structural adjustments undergo rigorous intersectional gender analysis by funding gender impact assessment to understand how policies affect populations in different ways.
- Governments should use gender-responsive budgeting (GRB) to increase the prioritization of women and mobilize adequate resources to address their needs, with both domestic and overseas development aid (ODA).

### Investing in robust gender data systems and research efforts that bring visibility to people's differential and specific barriers and needs based on their gender and other intersecting sources of inequality

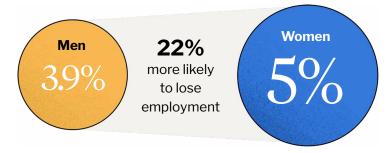
 Policymakers should use existing gender data and evidence; prioritize and generate demand for new gender data and evidence; support the development and deployment of responsible and ethical innovations; support the standardization and expansion of gender data collection, reporting, use, and sharing; and create an enabling environment by designating adequate resources to improve gender data infrastructures, capacities, and practice.



## 1.1 Women and Work

As the COVID-19 pandemic devastates economies and disrupts labor markets globally, women have dropped out of the workforce at a greater rate than men. The International Labour Organization (ILO) reported that at the global level, employment loss for women in 2020 was 5 percent, compared to 3.9 percent for men.<sup>5</sup>





These declines will likely prove long-lasting due to underlying pervasive and systemic inequities. Women face myriad, and often compounding, factors, including restrictive gender norms that curtail their autonomy and mobility, the burden of unpaid care work, occupational and sectoral segregation, and unequal access to resources, such as time, financial services, educational and skills-building opportunities, and technology. 67

To analyze the impact of the pandemic on employment, understanding the socio-structural context is critical. Workforces and value chains operate within a social context influenced by gender dynamics and hierarchies that define roles and opportunities and may create barriers to resources. For example, women are overrepresented in low-paid and low-skilled sectors and occupations, more likely to work in the informal sector, and bear disproportionate burdens of care and domestic work. As a result, they earn less, save less, and have less access to social protections and health care benefits associated with formal employment than men. Women, because of their lower status in the labor market, are typically the first to be laid off in times of crisis. When they seek to return to the workforce, they face heightened barriers such as lack of affordable and quality care services for children and other family members, such as those living with a disability and the elderly.

### Compounding factors driving severe longer-lasting impacts on women's employment

- Restrictive gender norms regarding autonomy and mobility
- **2.** The burden of unpaid care work
- **3.** Occupational and sectoral segregation
- **4.** Unequal access to resources (such as time, financial services, educational and skillsbuilding opportunities, and technology)

### Box 1: Impact of COVID-19 on Jobs and Earnings



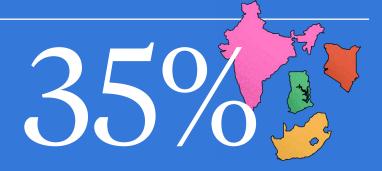
50%

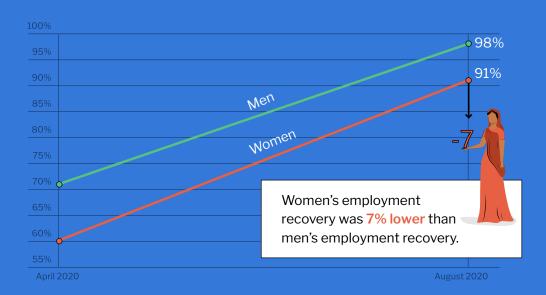
#### **PERMANENT JOB LOSS**

A survey of China, Italy, Japan, South Korea, the United Kingdom, and the United States found that women were 24 percent more likely to permanently lose their job compared to men. Women expected their labor income to fall by **50 percent more than men** do and, to cope, tended to reduce current consumption and focused on increasing savings.<sup>9</sup>

#### **DISRUPTION IN PAID WORK**

A survey in India, Kenya, Ghana, and South Africa found that 35 percent of young women were unable to continue with their regular paid work after the onset of the pandemic.<sup>10</sup>





### **SLOWER RECOVERY**

Though both men and women experienced a large decline in employment during the April 2020 lockdown in India, men's employment recovered almost fully by August 2020, while the recovery in women's employment was roughly 7 percentage points lower than their prepandemic starting points.<sup>11</sup>

Women entrepreneurs also face systemic inequalities that can push them to the margins of the economy, increase their vulnerability, and limit their growth. Further, in times of crisis and economic downturn, businesses owned by underrepresented groups, such as women, racialized groups and ethnic minorities, people living with a disability, Indigenous people, immigrants, refugees, and sexual and gender minorities, may face greater risk because of lower levels of capitalization, fewer investors and greater reliance on self-financing, weaker customer and supplier networks, and less social support.12 Historically, women-led enterprises employ fewer workers and generate lower average profits than businesses led by men. This holds true across several categories, including self-employed women, microenterprises with four or fewer employees, small enterprises with up to 19 employees, and medium-sized enterprises with up to 99 employees.13

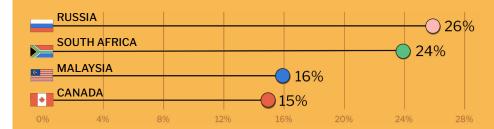
This preexisting precarity and structural inequality that both women wage workers and entrepreneurs face is now being further compounded as women globally are disproportionately concentrated in social sectors—including hospitality, retail, food services, and tourismwhich are among the hardest hit by the pandemic and least likely to return at the same rate as male-dominated sectors. This sectoral segregation—the overrepresentation of women and women-owned businesses in a particular economic sector—was advantageous during the 2008 financial crisis because health services, educational services, and other personal service sectors proved less susceptible to economic downturns.  $^{14\ 15\ 16}$  In pandemic conditions, however, what was once a protective factor now leaves women and women-owned businesses vulnerable to economic displacement. A growing body of research shows that women-led enterprises, including those in "feminized" social sectors, have been more likely to report closures across all world regions compared to those led by men, and are disproportionately affected in sales, profits, liquidity, and growth.<sup>17</sup>

COVID-19 is also exacerbating an existing gender gap in entrepreneurship in both developing and developed countries, particularly among women-owned small- and medium-sized enterprises (WoSMEs), and may unwind what progress women have made. COVID-19 disrupted access to relational and network capital, which may stifle growth for existing women-led businesses, keep new women entrepreneurs from entering in the marketplace, and entrench the erroneous perception that WoSMEs are less capable of surviving.<sup>18</sup>

## Box 2: Emerging Evidence of the Impact of COVID-19 on Women-Owned Enterprises (WoSMEs)

Business closures, increased care work, and declines in revenue

Among SMEs surveyed, 26 percent had closed between
 January 2020 and May 2020. Women-led businesses were
 7 percentage points more likely to close compared to those
 led by men, with great variation across countries.



Russia reported the largest gender gap in closure rates (26 percentage points), followed by South Africa (24 percentage points), Malaysia (16 percentage points), and Canada (15 percentage points).<sup>19</sup>

23%

As of June 2020, **23 percent of WoSMEs** surveyed reported spending six or more hours per day on care work compared to only **11** percent of men.<sup>20</sup>



In India, one third of women entrepreneurs surveyed in four states closed their business either temporarily or permanently. Half of respondents who reported permanent closure of business also that reported they were unlikely to restart a business.<sup>21</sup>

### 1.2 The Care Crisis

For a deep dive into this cross-cutting issue and policy recommendations to address the care crisis, read more on Page 25.

Women globally experience greater economic insecurity largely because of gender roles that consider caregiving "women's work." Such work, while essential to sustaining economic production, is undervalued and most often unpaid or underpaid. This structural division exploits and subordinates women—particularly those who are already marginalized in society and more likely to experience poverty—as well as limits women's participation in the formal labor force.

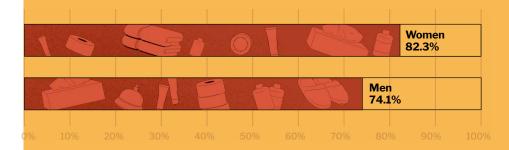
The value of unpaid care and domestic work is estimated at \$10.8 trillion annually—three times the size of the world's tech industry<sup>23</sup>—and has historically limited women's labor force participation. Even before COVID-19 shuttered schools worldwide, the ILO warned of an impending "care crisis" if no actions were taken.<sup>24</sup> The organization estimated in 2018 that 1.9 billion children under age 15—including 800 million children under 6—needed care globally. COVID-19 intensified that crisis to unprecedented levels. Since March 2020, nearly 90 percent of the world's countries have closed schools to reduce transmission of the disease, affecting 1.5 billion school-age children.<sup>25</sup>

In addition to providing unpaid child care, women also act as unpaid family health care givers and unpaid community health workers, particularly in low- and middle-income countries. <sup>26</sup>

Women's disproportionate role in unpaid care work is now acting as a "shock absorber" that bridges the gaps in services, both public and private, that are either too expensive or no

### Box 2 (continued)

 Women-led microbusinesses experienced larger declines in sales revenues, according to analysis of a dataset compiled from the World Bank's Business Pulse Survey and Enterprise Survey programs comprising 37,000 businesses across 52 mostly low- to middle-income countries (LMICs).



Women-led businesses in the hospitality industry had a significantly higher probability of reporting supply shocks (82.3 percent among women-led businesses versus 74.1 percent for men-led businesses). Women-led businesses in countries that experienced severe COVID-19-related disruption reported having less cash available and a higher probability of falling into debt.<sup>22</sup>

longer available because of COVID-19 restrictions.<sup>27</sup> These growing burdens are driving women out of the workforce as they close their businesses or work fewer paid hours. This crisis hits hardest for the most marginalized women, including those working in the informal sector, those with limited access to technology, public services, and infrastructure, single mothers, essential workers, and racial and ethnic minority women.<sup>28</sup>

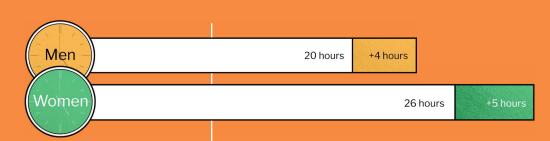
The care crisis also affects adolescent girls, who may be tasked with more domestic responsibilities, including caring for younger siblings. The Malala Fund estimates that the pandemic could force as many as 20 million secondary school-age girls in low- and middle-income countries out of school permanently.<sup>29</sup> This dynamic affects long-term health and labor market outcomes, as well as those of future generations, by putting girls at greater risk for child marriage, adolescent pregnancy, and sexual- and gender-based violence.<sup>30</sup>

90%

Since March 2020, nearly 90 percent of the world's countries have closed schools to reduce transmission of the disease, affecting 1.5 billion school-age children.

## **Box 3: Emerging Evidence of Increases** in Unpaid Care Work Among Women and Girls





UN Women's Rapid Gender Assessment surveys conducted in 38 countries from April to November 2020 found that the pandemic forced both men and women to spend more time on child care. **Thirty-three percent of women** increased their time spent on at least three activities related to unpaid care work compared to 26 percent of men, who already shoulder far less of the burden.<sup>31</sup>

An Ipsos poll conducted for UN Women in 16 high- and middle-income countries in October 2020 found the average time spent by women on child care tasks increased from **26 to 31 hours per week** since the onset of the pandemic compared to an increase from **20** hours to **24** hours for men.<sup>32</sup>

60%

**In East Africa,** child care provider Kidogo estimates that about 60 percent of families who were previously using Kidogo centers have now shifted responsibility to adolescent girls, some as young as 8 or 9 years old.<sup>33</sup>

**In Latin America,** the presence of school-age children at home is associated with an increase in job losses among women but not among men.<sup>34</sup>





In a survey of women-owned businesses in rural India, 43 percent of respondents reported that their **unpaid care work increased**, and nearly 60 percent said their **time spent managing their businesses decreased**. Half of all permanently closed enterprises had no plans to start a new business at the time of the survey.<sup>35</sup>



These increases in unpaid care work are because of a severe global contraction of the paid care sector as providers closed because of social distancing measures and reduced demand, in part driven by parents' inability to pay for services amid economic hardship. If the paid care sector cannot rebound, it will continue to drive major job and earnings losses for the women-dominated industry—including for center-based child care workers in formal and informal settings and domestic workers providing child care to private households—as well as limit the ability of women with unpaid care responsibilities across all sectors to re-enter the workforce for lack of child care.<sup>36</sup>

The amount that women contribute annually to global health, half in the form of unpaid care work.

Women form 70 percent of workers in the health and social sectors combined and contribute \$3 trillion annually to global health, half in the form of unpaid care work.37 Women working in the health care sector often face systemic discrimination that devalues their labor, fails to recognize their work, and limits their access to career advancement, training, and education. They also face unsafe work conditions. Violence against health workers, particularly on the front lines, is a growing challenge and largely remains under-recognized and unaddressed.38 39 Redressing the underpayment and poor employment conditions of workers who provide paid care, including health care, must be central to recovery efforts.40



## Box 4: Spotlight on Migrant Domestic Workers

The ILO estimates that 55 million domestic workers—nearly 75 percent globally—have lost their jobs or had their work hours significantly reduced because of COVID-19.<sup>41</sup> Migrant domestic workers—nearly 75 percent of whom are women, typically women of color—are often informally employed and beyond the reach of labor laws, health entitlements, and social protections. Many have limited mobility as a result of pandemic movement restrictions. They also face discrimination, risk of deportation, and lack of legal rights.<sup>42</sup> Workers employed on "sponsorship visas" who lose their jobs cannot access unemployment benefits or emergency response measures.<sup>43</sup> All of these uncertainties take their toll. Women migrant domestic workers suffer overall poorer mental health because of exposure to occupational hazards such as isolation, insecurity, lack of control over their time, xenophobia and racism, and sexual- and gender-based violence, research has found.<sup>44</sup> <sup>45</sup>

# 1.3 Cross-Cutting Issue: Women in the Informal Economy

Women wage workers employed in the informal economy, both in firms and in households, have experienced widespread job losses or reduced hours at a rate similar to their counterparts in the formal economy, and their wage recovery is slower compared to men. Similarly, informal women-led enterprises have faced dramatic earnings losses which are not recovering at the same rate as those of men. This has resulted in many women depleting their savings, selling assets, and taking on significant and perhaps unsurmountable debt.<sup>46</sup>

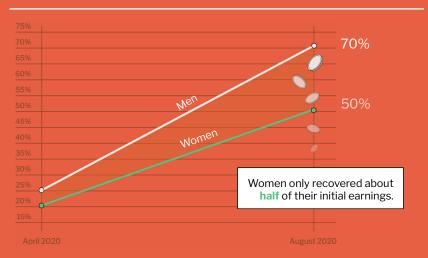
Women working in the informal sector—such as street vendors, waste pickers, and agricultural laborers and farmers—face heightened vulnerability arising from the compounding effects of their gender and the informality of their work.<sup>47</sup>

Informal employment on its face deprives workers of labor and social protections such as paid sick and parental leave, redress for unsafe working conditions or wage discrimination, and benefits most often linked to formal work, such as retirement schemes and health insurance. While more men than women overall are employed within the informal economy, the estimated 740 million women in the informal economy globally are more likely to be employed in low-skilled, precarious, and low-paying occupations, such as domestic workers and home-based workers. In some countries, the informal economy is the greatest source of employment for women. For example, 81.8 percent of women's employment in India is concentrated in the informal economy, according to the ILO.48

Women also may experience relatively lower status to men within the gendered hierarchies of these occupational groups. This gendered labor market segregation is both driven by and con-

## Box 5: Emerging Evidence of Women's Earnings Losses and Slower Recovery in the Informal Economy

Both men and women garment enterprise owners and workers in Hohoi, Ghana, experienced decreases in monthly earnings, hourly earnings, and weekly hours, but men were rebounding more quickly than women, the UN found.<sup>51</sup>



A Women in Informal Employment: Globalizing and Organizing (WIEGO) analysis of COVID-19's impact on informal workers in 12 cities found that women's earnings in April 2020 were about 20 percent of their pre-COVID-19 levels, compared with men who were earning about 25 percent of their pre-COVID earnings. By mid-year, women had recovered only about half of their initial earnings while men had recovered about 70 percent.<sup>52</sup>

In India, a study found that 32 percent of rural men lost paid work during the peak of the crisis in 2020 as compared with 41 percent of rural women, and 4 percent of rural men are yet to recover compared to 11 percent of rural women. The same study found no difference across rural and urban women in terms of job loss and recovery.<sup>53</sup>

75%

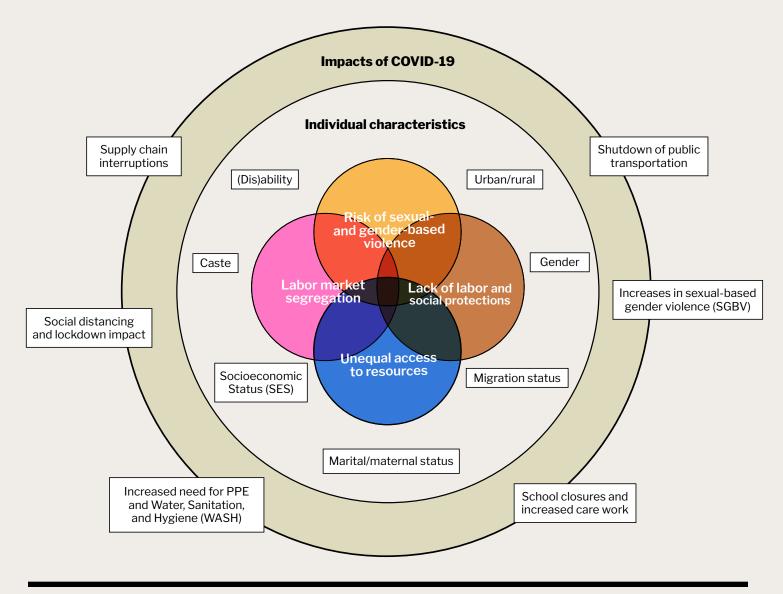
An analysis of women microentrepreneurs in India in September 2020 found that **75 percent were unable to pay their employees** at all for three months after the COVID-19 crisis shut down more than **79** percent of women-led enterprises. Although 10 percent pivoted their business into a new model, they faced significant challenges procuring raw materials and getting access to markets.<sup>54</sup>

tributes to women's lower access to resources such as technology, capital, markets, and transportation. Without labor and social protections and adequate resources, and beyond the reach of legal recourse, women informal workers are at a higher risk of sexual- and gender-based violence, and exploitation by employers, supervisors, other workers, suppliers, lenders, and police.<sup>49</sup>

These compounding sources of marginalization—which are heightened for women who experience intersecting forms of inequality, such as those who are ethnic minorities, have a lower socio-

economic status, are living with a disability, are migrants, and others—manifest in different ways across occupation groups and sectors and are being exacerbated by COVID-19. Women informal workers face school closures and increased burdens of care work, workplace and public transportation shutdowns because of social distancing requirements and lockdowns, unequal access to resources, increases in sexual- and gender-based violence, and a greater need for personal protective equipment (PPE) to reduce transmission of COVID-19.<sup>50</sup> (See Figure 1 below)

Figure 1: Women Informal Workers, Structural Inequality, and COVID-19



### Figure 1 (continued)

### Three Case Studies from India

### Street vendors<sup>55</sup>

#### Labor market segregation

- Trading on the streets has minimal skill and capital requirements, an option that many women who lack opportunities for formal employment or other income-generating activities turn to.
- Women street vendors are likely to sell low-value products because of lower access to capital and greater fears of theft and violence.

### Lack of labor and social protections

 Women own fewer ration cards or other government documents compared to male counterparts to benefit from government relief programs, including those implemented in response to COVID-19.

### Unequal access to resources

 Women have lower access to capital to source quality materials and products, and to markets and public transportation—now further hindered by COVID-19 social distancing requirements and interruptions of public services.

### Risk of sexual- and gender-based violence (SGBV) and exploitation

 Women experience threats from wholesalers or money lenders, threats of eviction, theftrelated violence, and physical and sexual violence by police in public spaces such as markets.

### Waste pickers 56 57

Definition of waste picker: a person who informally collects and recovers reusable and recyclable solid waste for sale to recyclers directly or through intermediaries to earn their livelihood.

### Labor market segregation

- In some parts of India, the vast majority of waste pickers are women (90 percent in Pune), most often illiterate and from the Dalit (or "untouchable") caste.
- Women waste pickers are more likely to collect lower-value materials, enforced through threats of violence from male counterparts, and are often paid less for the same work and number of hours.
- In Delhi, for example, most women either segregate waste as wage workers in "godowns," or warehouses, or they segregate waste brought home by their husbands as unpaid labor. This in part explains why, in a WIEGO study, 50 percent of women have been able to resume work compared to 86 percent of men. Men are earning nearly 70 percent of their daily average pre-lockdown income and women are earning only about a quarter of their pre-lockdown income.<sup>58</sup>





### Figure 1 (continued)

### Waste pickers (continued)

### Lack of labor and social protections

 Many women waste pickers lack access to protective equipment, health entitlements, and other labor and social protections.

### Unequal access to resources

- Women tend to have less access to more valuable materials and less agency in the selling process.
- Lack of access to water and sanitation while working particularly endangers menstrual hygiene and, now, the ability to reduce transmission of COVID-19.

### Risk of sexual- and gender-based violence (SGBV) and exploitation

- Dealers and contractors that women depend upon may use exploitative practices, such as drastic reduction in prices of waste material.
- Women are exposed to SGBV at waste picking sites, including threats of physical confrontation from male counterparts on dumpsites.

### Agricultural workers

### Labor market segregation

- 60.1 percent of women in the informal economy work in agriculture, compared to 45 percent of informally employed men.<sup>59</sup>
- Women agricultural laborers often perform labor-intensive and poorly paid activities.
   When agriculture is mechanized, men often take over, displacing women workers.<sup>60</sup>
- Women agricultural laborers have lost work by 15 more percentage points compared to men because of COVID-19.<sup>61</sup>

#### Lack of labor and social protections

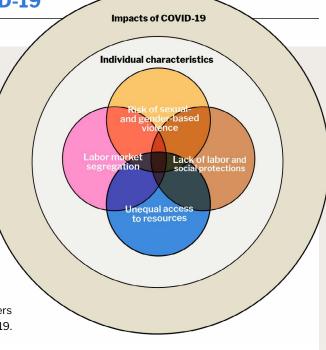
- Women farmers are under-registered and undercounted as workers and therefore have less access to government schemes and entitlements designated for the agriculture sector.<sup>62</sup>
- In a SEWA Federation study, 86 percent of women in the agriculture sector face significant debt burdens because of COVID-19-related post-harvest losses,<sup>63</sup> which is compounded by less access to loans and pandemic relief measures.<sup>64</sup>

### Unequal access to resources

 Women have less access to, control over, and ownership of land in India—owning less than 10.34 percent of land, operating 12.8 percent of holdings.<sup>65</sup> 66

### Risk of sexual- and gender-based violence (SGBV) and exploitation

- Amid COVID-19 lockdowns, women farmers face police harassment and violence as they try to transport their produce across state borders or between towns.<sup>67</sup>
- Money-lenders humiliate, insult, and often physically assault women smallholder farmers who are unable to repay loans on time.







### 1.4 Gender-Blind Policy Responses

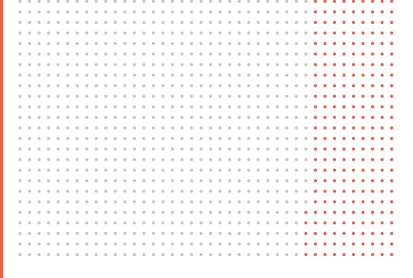
Policy responses that are need-blind, ad hoc, and gender-blind—ignoring the unique needs and constraints of people of different genders—may worsen gender inequities while also missing opportunities for broader economic growth and resilience-building.<sup>69</sup>

The same systemic inequities that keep women from markets, capital, and opportunity may also impede access to generalized support. The ILO reports that women in the majority of countries it surveyed have experienced greater losses in post-support labor income (i.e., all income linked to work, including income support). This indicates that job retention programs that temporarily subsidize the income of furloughed workers have been less effective in protecting women. In total, 214 countries and territories have adopted 1,700 social protection and labor market measures in response to COVID-19, but only 23 percent target women's economic security or address unpaid care.

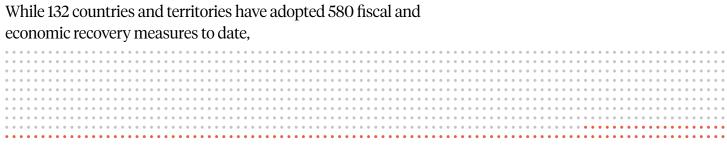
Even policies and programs intended for women may fail if they are not designed, implemented, and communicated in ways that actually reach them. For example, India's Pradhan Mantri Jan Dhan Yojana (PMJDY) program aimed to reach 200 million women, but it missed an estimated 176 million low-income women who qualified for the benefit but did not have PMJDY accounts.<sup>72</sup>

Similarly, an Indian government-mandated loan extension program intended for women's

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## just **12 percent** focus on strengthening women's economic security by channeling resources to female-dominated sectors.

self-help groups that engage in collective savings and intragroup lending reached less than 20 percent of the households that participate in the women's group, and another 20 percent were unaware of the program's existence, according to survey data from six Indian states.<sup>73</sup>

Some well-intentioned policies may have unintended harmful consequences. In March 2020, the UK government suspended a regulation that required companies of 250 employees or more to report on their gender pay gap for the year 2019/2020 to provide a reprieve during the pandemic. Women's rights advocates regarded the regulation as critical to achieving pay equality, and this move to relax accountability measures may further delay progress toward that goal.<sup>74</sup>

Some policy measures do reach women but are insufficient to address the scale of the problem. For example, while some governments have enacted laudable emergency measures to address increases in gender-based violence, only about a third of countries with available data have taken deliberate steps to integrate protections for women and girls into long-term COVID-19 response and recovery planning.<sup>75</sup>

Indeed, most pandemic recovery measures fail to account for women at all. While 132 countries and territories have adopted 580 fiscal and economic recovery measures to date, just 12 percent focus on strengthening women's economic security by channeling resources to female-dominated sectors.  $^{76}$ 

Because of the gendered nature of the economic shock to labor markets around the world, favoring male-dominated sectors and men's jobs in recovery efforts—unintentional as it may be—will only further exacerbate sectoral and occupational segregation and fail to address the needs of millions of women who lost, and continue to lose, jobs and earnings in hard-hit feminized sectors.

Further, as national debts soar, the temptation of fiscal consolidation threatens the welfare of

women. History shows that austerity measures often lead to cuts to social services, including those for child care, domestic violence, and maternal, sexual, reproductive, and mental health—all of which disproportionately affect women, particularly those of lower socioeconomic status and in low- and middle-income countries. Despite these well-documented and devastating impacts on gender equality and, in turn, long-term economic stability and growth, more than 80 percent of the International Monetary Fund (IMF) loans negotiated since March 2020 lock countries into fiscal consolidation measures to reduce deficits after the pandemic.

These efforts "could result in deep cuts to public health care systems and pension schemes, wage freezes and cuts for public sector workers such as doctors, nurses, and teachers, and unemployment benefits, like sick pay."<sup>77 78</sup>

Changing this trajectory is both an urgent and long-term need. Pandemic recovery policies designed without a gender perspective can worsen existing economic, health, and other inequities, particularly for women and gender minorities who face intersecting forms of marginalization based on, for example, age, ethnicity, ability, immigration status, sexual orientation, and other factors. Further, recovery measures will be fundamentally limited in their reach and impact unless they also eliminate the discriminatory legal and structural barriers that marginalize women socially and economically.79 For example, as we learned after the HIV/AIDS crisis in sub-Saharan Africa, women may be unable to claim jointly held assets and property when a spouse dies, including land farmed for food. If the legal scenario remains the same amid the pandemic, women who lose a spouse to COVID-19 could lose both home and livelihood.80 As of the end of April 2020—still early in the pandemic—about 114,000 women had been widowed as a result of COVID-19.81

More than

of the IMF loans negotiated since March 2020 lock countries into fiscal consolidation measures to reduce deficits after the pandemic.

### 1.5 Lack of Gender Data

While the limited data available already paints a stark picture, actual impacts are most certainly far worse. Glaring gender data and evidence gaps must be filled in order to identify and rigorously examine the gendered socioeconomic and health impacts of COVID-19, develop and implement gender-responsive policies, and measure and monitor progress toward post-pandemic recovery and achieving the Sustainable Development Goals. These gaps, worsened by the pandemic's toll on data collection mechanisms globally, are long-standing and partly because of: 82

- The perception of gender data as additive, rather than fundamental: Gender data is often considered a special interest topic, despite growing recognition from across the UN System, National Statistical Offices (NSOs), and other global and local actors that gender should be mainstreamed at every stage of the knowledge generation process—from planning and conceptualization to data collection, analysis, dissemination, and use.
- Inconsistent nomenclature and accounting methods: There is a lack of gender-intentional, standardized, and comparable measures, as well as best-practice guidelines, for collecting gender data. Definitional, methodological, technical, and capacity challenges plague the landscape.
- Chronic under-investment and lack of prioritization: Core gender data systems have been underfunded by an average of \$448 million a year from 2015 to 2020.<sup>83</sup>

### **Box 6: Defining Gender Data**

Gender data, also known as gender statistics, is defined by the sum of these characteristics:<sup>90</sup>

- It is collected and presented most often as male/female as a primary and overall classification.
- It reflects gender issues.
- It is based on concepts and definitions that adequately reflect the diversity of women, men, and gender minorities\*, and capture all aspects of their lives.
- It is developed through collection methods that consider stereotypes and social and cultural factors that may induce gender bias in the data.

\*Gender minorities are individuals who do not identify within the gender binary of male/female or whose gender identity differs from their sex at birth.



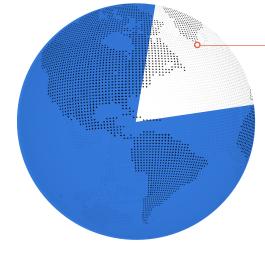
\$448M

Core gender data systems have been underfunded by an average of \$448 million a year from 2015 to 2020.

Developing intersectional gender data that links gender to other indicators of social stratification and inequality, such as ethnicity, socioeconomic status, ability, and sexual orientation, is critical to ensure that the women and girls most at risk are seen.

More and better gender data are needed in a number of issue areas, such as health care access and use, and women's participation and leadership. Others include:

- COVID-19-related data: The most basic epidemiological data on COVID-19—cases and deaths—are not comprehensively and consistently sex-disaggregated, and the availability of sex-disaggregated data appears to be worsening. In the first five weeks of 2021, only 39 percent of countries reported sex-disaggregated COVID-19 case and mortality data. Data should be collected on morbidity, mortality, and vaccine administration, and adverse effects by sex and other key socio-demographic characteristics.<sup>84</sup>
- The health and socioeconomic impacts of COVID-19 on gender bias, discrimination, mistreatment experiences, beliefs, norms, and agency: This may include indicators on sexual and reproductive health, unpaid care work, mental health, and food insecurity.<sup>85</sup>
- Sexual- and gender-based violence:
   Currently, less than one-fifth of countries report measures to collect and analyze data to inform policies to counter violence against women and girls in the context of COVID-19.86



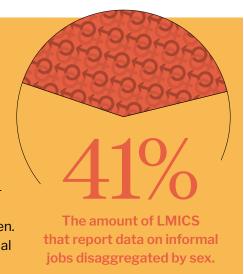
 Social protection coverage: Data on gender differences in ownership of personal identity cards are missing for more than a third of countries, and less than a quarter of low- and middle-income countries report data on mobile phone ownership by women.<sup>87</sup>

- Unpaid care work: Since 2010, just 65 countries have collected time-use data in line with Sustainable Development Goal (SDG) indicator 5.4.1 on unpaid care and domestic work.<sup>88</sup>
- The enabling environment for women entrepreneurs: This includes the use of public transport, market access, and access to and use of digital technologies and financial services.<sup>89</sup>

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## **Box 7: Spotlight on Gender Data in the Informal Economy**

Just 41 percent of LMICs report data on informal jobs disaggregated by sex, let alone other intersecting social indicators. Capturing data on women's work in the informal economy across all categories of employment is critical to understanding the needs of all women workers in LMICs. Official statistical systems have particularly poor data on homebased and domestic workers, and even less data exists on contributing family workers, who represent about a third of informally employed women. A review of research on the gendered impacts of COVID-19 on the informal economy found no studies on contributing family workers.



## 2.1 Universal and Gender-Responsive Social Protections and Safety Nets

Social protection systems and safety nets play critical roles in minimizing exposure to risks, staving off insecurity, and facilitating recovery from shocks. Urgent and long-term support should be allocated to groups that are not eligible under existing government programs, disproportionately experience financial hardship and poverty, and/or already face barriers to accessing their rights to health, safety, independence, and education. Among these groups are migrant women, survivors of sex trafficking, domestic workers, elderly women, and women living with a disability.93 Portugal, for example, has granted all migrants and asylum-seekers, including migrant domestic workers, temporary access to citizenship rights during COVID-19.94 To ensure that no one is left behind, governments must ensure that migrant workers, who are key contributors to both the economies in which they work and their home countries, have access to social protection measures and safety nets as COVID-19 devastates their livelihoods and well-being.

Well-designed emergency cash transfers effectively counter increasing poverty and food insecurity among women, including by mitigating the effects of the care crisis. In Argentina, for example, Ingreso Familiar de Emergencia, a new cash transfer program, is expected to reach 3.6 million families supported by informal, self-employed, and domestic workers affected by the COVID-19 pandemic. Other forms of social assistance to improve access to care have also succeeded. In Kenya, women who received vouchers for subsidized child care were more likely to get paid work and earn more. <sup>95 96</sup>

Digitized cash transfers have emerged as a popular policy solution to expand coverage of social protection measures while enhancing women's privacy, control, convenience, and safe access. In Uganda, for example, informal women entrepreneurs who had microfinance loan disbursements deposited directly into their mobile money accounts could better control how the loan was used and had higher profits and levels of business capital. 98

In some contexts, though, rapidly scaling up digital payments could worsen gender inequities, particularly in countries with wide gender gaps in

access to mobile money and bank accounts and where significant proportions of the population lack identification cards. Pequirements for legal ID to access public benefits can be especially damaging to marginalized and underserved groups including women, migrants, stateless people, and gender minorities. In low-income countries, more than 44 percent of women lack an ID card compared with 28 percent of men. This is attributable to several factors, including discriminatory laws such as male guardianship requirements.

To be effective, policies and programs must be designed, communicated, and delivered in ways that account for the compounding barriers faced by women and other vulnerable groups, including mobility constraints, low literacy or illiteracy, and less access to mobile technology, financial services, and IDs.<sup>101</sup> In humanitarian settings, for example, best practice guidelines encourage programs to use new delivery methods to eliminate the barriers women face, such as provision of mobile phones, coupled with appropriate messaging and training.<sup>102</sup>

Despite their importance, cash transfers and other emergency assistance measures are largely temporary and, as they expire, will not meet the long-term needs of women and their families as the socioeconomic impacts of the pandemic continue to ripple through society, particularly in lowand middle-income countries. 103 104 In addition to extending these programs, investments should be made to strengthen and reorient social protection systems to move beyond providing immediate and largely gender-blind pandemic relief measures to supporting wide-scale reforms for a just, inclusive, and gender-equitable long-term recovery. If these structural changes are neglected, governments risk reverting back to the status quo and perpetuating economic, social, and health systems that do not work for all people.

To ensure greater coverage of women, social protection systems, including publicly funded care services, maternity and child benefits, health entitlements, services for survivors of gender-based violence, and fair and livable pensions, should be universal, gender-responsive, and independent of labor market trajectories or prior contributions to social security programs. <sup>105</sup> 106 107

In Kenya, women who received subsidized child care were more likely to get paid work and earn more.

44%

In low-income countries, more than 44 percent of women lack an ID card compared with 28 percent of men.

### **Box 8: Supporting Women's Empowerment Collectives to Facilitate Social Protection**

COVID-19 has highlighted the critical role women play in safeguarding their communities through last mile service and program delivery, and by facilitating social and economic development at the community level. Women's empowerment collectives have historically been a force for change and a source of resilience in their communities, and continue to be.

In sub-Saharan Africa, households with a member in a women's savings group, in which members pool savings,

lend their savings to one another with interest, and share profits, are less likely to experience food insecurity and more likely to have savings during the pandemic. Savings groups also help distribute PPE, build hand-washing stations, create community action plans to prevent and raise awareness about COVID-19, and help to respond to gender-based violence. They also contribute to the dissemination of information about social distancing and proper hygiene, and the increased risk of child marriage, child labor, schooling disruption, and violence against children during COVID-19. A study in Nigeria found that 42 percent of savings groups used their social funds to support other members, 15 percent used social funds to purchase hygiene supplies, and 69 percent reported volunteering to help others or participating in groups that protect against COVID-19.108

Similarly, in India, women's self-help groups (SHGs) offer financial social protection to their members. Also, as of December 2020, SHGs had set up and were managing more than 100,000 community kitchens across the country. Members also provide doorstep delivery of dry rations and essentials, such as sanitary napkins, for women-headed households, disabled persons, elderly, and widows. They also support their communities by sharing information on COVID-19 through WhatsApp, wall writings, and art forms called rangolis, or by placing a microphone on top of a community vehicle provided by local government agencies.<sup>109</sup>

Women's collectives are not impervious to the impacts of

the pandemic, though, and require both urgent and structured long-term support to ensure their sustainability. For example, SHGs in India faced significantly lower mobilization of monthly savings, but those that received fund disbursements from the government experienced lower reductions in savings compared to others. 110 A study of savings groups in 11 countries in sub-Saharan Africa indicated that 75 percent of groups experienced decreased savings.111



In the short term, governments can target women's collectives with cash, voucher assistance, and food aid, as well as create a dedicated public fund, to help member households mitigate the effects of the pandemic, protect member assets, and recapitalize the groups, which have been vital to pandemic response and recovery efforts. In the long term, integrating these groups into social protection programs would have wider impacts by scaling up access to and use of entitlements. Also, delivery of social safety nets and other services through the groups could provide opportunities to solidify women's leadership in their communities and build social capital. 112 113

## 2.2 Gender-Responsive Job Stimulus, Targeted Support, and Labor Policies

Investing in care, not only as a public good but also a critical sector of the economy, can drive economic recovery and long-term growth. With past crises and shocks that have disproportionately affected men in the labor force, job stimulus programs focused on the construction sector and/ or other industries that predominantly employ men. New research shows increasing investments in care work in a COVID-19 recovery plan would deliver greater and more sustainable stimulus. Increased wages for existing care workers and added employment in care at those increased wages would generate more jobs overall, more jobs for women displaced workers, and broadly increase women's labor force participation as additional care services become available. The gender employment gap would shrink, whereas investment in the male-dominated construction sector would only increase the gender gap.<sup>114</sup> <sup>115</sup> Investing in care, and generating greater economic gains than construction-oriented stimulus, can also better reduce public deficits and debt than austerity policies, evidence shows.<sup>116</sup> Strengthening the care economy would build long-term systemic resilience, build human capital, safeguard children and the elderly, and support a more diverse, inclusive, and productive workforce.

Sectoral policies and incentives should also strike a careful balance between both directly supporting other feminized sectors that have been hit hardest by the pandemic and generating decent employment opportunities for unemployed and underemployed women in fast-growing sectors, such as those in science, technology, engineering, and math (STEM) fields. Hiring subsidies for companies and public employment services (PES) that have explicit gender equity requirements, for example, could boost women's (re)integration to productive employment. 117

Simply creating job opportunities for women will not suffice, though, because a key barrier to overcome is the gender digital divide, which excludes women as both creators and users of technology. As such, policies and incentives should be accompanied by programs that help close digital literacy and skills gaps and remove barriers to entry so that women can remain competitive in the labor market. Publicly funded technical and vocational training and job placement programs to re-skill and

up-skill displaced workers should plan purposefully for gender equity and be tailored to ensure access and participation of individuals from populations that are at greater risk of being left behind. 118 Civil society organizations and academics in Canada, for example, have championed the implementation of the Calls to Action in the Truth and Reconciliation Commission, and the Calls for Justice in the Missing and Murdered Indigenous Women and Girls Inquiry Report to ensure that Indigenous people, especially women, girls, and gender minorities, have equitable access to jobs, training, and education opportunities, and that they gain long-term benefits from economic development projects.<sup>119</sup> These efforts could also help pave the way for increasing women's familiarity with digital technology for health, broadening access to services, including those for gender-based violence, and distribution of critical information.

Governments should also support paid sick leave policies, as well as introduce or expand paid family and parental leave so parents can take time off from paid work to care for children during COVID-19.120 Additionally, a number of labor market policies should be implemented to increase protections for wage workers in the informal economy, such as establishing minimum wage rates for hourly, daily, monthly, and piece-rate work, clarifying and institutionalizing relations among employers, contractors, and workers, and increasing transparency and monitoring in hiring and dismissal.121 Further, policy and legal frameworks to eliminate gender pay gaps and gender-based discrimination, and to hold the private sector accountable, are more important now than ever.

Revitalizing women-owned businesses will require both supply and demand interventions. On the supply side, it will be critical to close the long-standing—and widening—gender funding gap. According to the International Finance Corporation (IFC), 70 percent of formal women-owned enterprises in developing economies are either excluded by financial institutions or are unable to access financial services that meet their needs, representing a \$1.7 trillion gender funding gap. <sup>122</sup> Governments must ensure that the large capital infusions directed to SMEs as part of COVID-19 recovery plans do not end up allocated

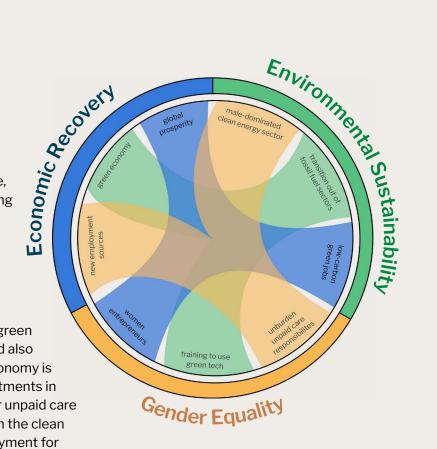
Labor market policies to increase protections for wage workers in the informal economy:

- Establishing minimum wage rates for hourly, daily, monthly, and piece-rate work;
- Clarifying and institutionalizing relations between employers, contractors, and workers; and
- Increasing transparency and monitoring in hiring and dismissal.

Simply creating job opportunities for women will not suffice, though, because a key barrier to overcome is the gender digital divide.

## Figure 2: Economic Recovery and the Gender-Environment Nexus

Governments should also seize this moment to take action to limit the long-term threat of climate change, which is already affecting global prosperity and driving millions of people, particularly women, into poverty. Implementing stimulus programs that focus on lowcarbon green jobs and training and transitioning women into the historically male-dominated clean energy sector would contribute to creating vibrant economies grounded in social and environmental sustainability. Publicly funded training on the use of green technologies that target women entrepreneurs could also ease their transition to green economy. The care economy is also central to the gender-environment nexus. Investments in the care sector would both unburden women of their unpaid care responsibilities and enable them to take green jobs in the clean energy sector while providing new sources of employment for workers transitioning out of fossil fuel sectors. 130 131 132



disproportionately to men-owned businesses.<sup>123</sup> Governments should channel support to the hard-hit sectors in which women-owned businesses are concentrated, as well as support and stimulate women's social enterprises, particularly those in the care economy, as they seek to develop solutions to social, cultural, and environmental issues.

Efforts should also be made to facilitate the access of women entrepreneurs to information and communications technology (ICT) and financial services with targeted low-interest loans, deferred payments, and tax exemptions. Some governments are offering training programs that enable women-led businesses to adapt, up-skill, and crossover to new sectors during the pandemic. For example, the government of Indonesia launched and later doubled the allocated budget from \$668 billion to \$1.3 trillion of Kartu Prakerja, a program that provides subsidized vouchers for unemployed workers for up-skilling and re-skilling. It aims to reach an estimated 5.6 million informal workers and

small and microenterprises.124

On the demand side, governments can act with minimum set-asides in public procurement spending towards businesses led by women, amending government contracting and procurement policies to create incentives for contractors to hire women or women-owned businesses, and encouraging private sector efforts to source from women-owned businesses through tax breaks and other incentives.

Government procurement from women-led collective enterprises, including self-help groups, would enable these aggregated enterprises to revive their businesses and, in turn, support their communities. To do so, though, procurement processes must match their abilities and needs. Systems requiring working capital and digital literacy to submit a bid may pose a barrier for women-led enterprises. <sup>125</sup> Other issues may also arise. In India, for example, as of July 2020, thousands of women in SHGs produced a total of 224.65 million masks, nearly \$49,000 worth of PPE, nearly \$6,600 worth of hand sanitizer, and

**70**%

of formal women-owned enterprises in developing economies are either excluded by financial institutions or are unable to access financial services that meet their needs, representing a \$1.7 trillion gender funding gap.

104,521 liters of hand wash. <sup>126</sup> However, challenges related to sales and payment delays indicate a need to strengthen and support public procurement through SHGs in general, and to establish dedicated market linkages for engaging with health-, nutrition-, and sanitation-related enterprises for long-term sustainability. <sup>127</sup>

Importantly, no one-size-fits-all solution exists for recovery. Support for women, particularly those in the informal sector, will only be effective if it combines purposeful measures that meet their needs on multiple fronts. For example, the Self-Employed Women's Association (SEWA) in India, a trade union of 1.7 million informal women workers that has organized 120 women's cooperatives nationwide, is advocating for a livelihood restoration fund; universal social protection, health care, and child care; provision of identity cards for all informal workers; access to working capital, including low-interest loans; the restoration of supply chains reliant on women's work; and publicly funded programs to facilitate greater digital inclusion. 128

Similarly, the International Domestic Workers Federation is urging governments to protect domestic workers' rights to a safe and hazard-free workplace, including the provision of PPE; paid sick leave and access to health care; fair, legal, and contractual wages and compensation; information about workplace health and safety; and worker rights.<sup>129</sup>

## 2.3 Cross-Cutting Issue: Addressing the Care Crisis

Care work, both paid and unpaid, sustains the well-being of our social, economic, and health systems. The pandemic-related increases in unpaid work and growing deficits in paid, decent, and quality care jobs are deepening gender and other inequalities—including by driving women out of the workforce—and threaten long-term economic recovery and growth. The ILO's 5R Framework for Decent Care Work (Figure 2) has emerged as a useful framework to conceptualize and advocate for a comprehensive policy agenda to address the care crisis and accelerate progress toward recovery from the pandemic. It calls for recognizing, reducing, and redistributing unpaid

### **Demand-side Government Interventions** to Support Women-led Enterprises

- Minimum set-asides in public procurement spending;
- Amending government contracting and procurement policies to create incentives for contractors to hire women or women-owned businesses; and
- Encouraging private sector efforts to source from women-owned businesses through tax breaks and other incentives

Importantly, no one-size-fits-all solution exists for recovery. Support for women, particularly those in the informal sector, will only be effective if it combines purposeful measures that meet their needs on multiple fronts.



### **Support for Women in the Informal Economy**

A call to action from the self-employed women's association in India

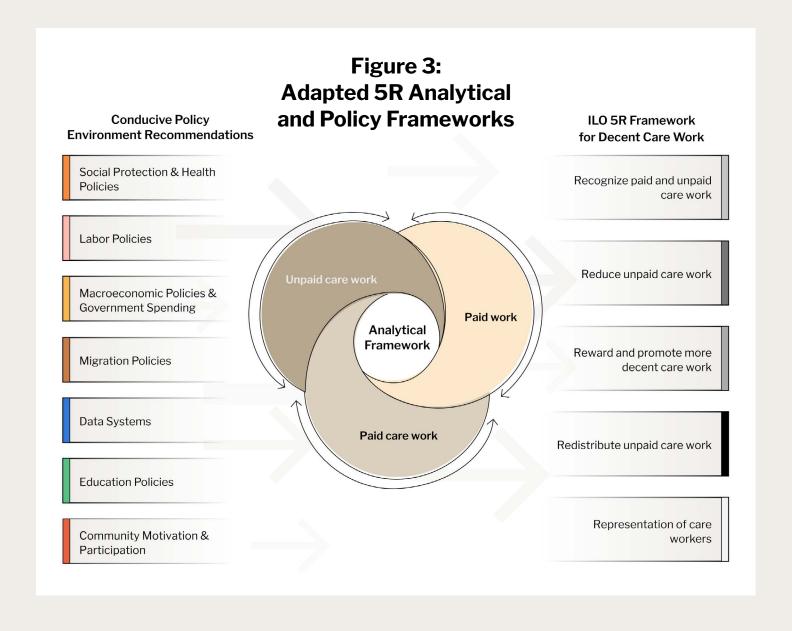
- 1. A livelihood restoration fund;
- 2. Universal social protection, health care, and child care;
- 3. Provision of identity cards for all informal workers;
- 4. Access to working capital, including low-interest loans;
- 5. The restoration of supply chains reliant upon women's work; and
- 6. Publicly funded programs to facilitate greater digital inclusion.

### 2. POLICY RECOMMENDATIONS

care work; rewarding paid care work, by promoting more and decent work for care workers; and guaranteeing care workers' representation, social dialogue, and collective bargaining. <sup>133</sup>

To expand upon the main policy areas identified by the original 5R framework and to highlight the knock-on effects that government action can have across the 5Rs of the care agenda, FP Analytics has identified seven areas for government action: social protections (including health policies), labor policies, macroeconomic policies and government spending, migration policies,

data systems, education policies, and community mobilization and participation. Recommendations for both short- and long-term measures and illustrative examples are presented within these action areas, noting which of the 5Rs they may help facilitate. This is not a comprehensive list, and the recommendations are not universally applicable to all country contexts. Policymakers must undertake careful context-specific care analyses and make evidence- and rights-based decisions to ensure an equitable and sustainable care economy.



### **Government Action Areas, Recommendations, and Examples**

## Social Protections and Health Policies

- Recommendation: Provide targeted support and expand social protections to all care workers, including domestic workers, in both formal and informal employment.
- Example: Cash transfers, food programs, subsidies or waivers for rent and utilities, and health care coverage.

#### REWARD

- Recommendation: Increase care support for households, including targeted support for women who left the labor market because of COVID-19
- Example: In Poland, parents affected by COVID-19 care service and school closures are entitled to 14 additional days of child care allowance.<sup>134</sup>
- Example: Child care allowances, vouchers, and "cash-for-care" programs have been introduced in response to COVID-19 in the Cook Islands, Czechia, Germany, Italy, Malta, and Spain.<sup>135</sup>
- Example: Increase care workers' allowance for those providing longterm unpaid care.<sup>136</sup>

#### REDUCE REDISTRIBUTE REWARD

- Recommendation: Extend social assistance and other forms of social protection to nonstandard and informal workers.
- Example: In Argentina, a new cash transfer program the Ingreso Familiar de Emergencia – is expected to reach 3.6 million families of informal, self-employed, and domestic workers impacted by COVID-19.<sup>137</sup>

#### REDUCE REWARD

- Recommendation: Support gender-responsive public services and care-related infrastructure.<sup>138</sup>
- Example: Provide free or subsidized utilities such as water, gas, and electricity – or temporarily reduced fees and deferrals for bills.
- Example: Prohibit basic services from being cut off for non-payment.

#### REDUCE

- Recommendation: Work toward Universal Health Coverage (UHC) to provide health care access to all paid and unpaid care workers.
- Example: Health systems should be restructured to focus on UHC and improve health service access and quality to include women who are unemployed, informally employed, in nonstandard employment, and/ or migrants.<sup>139</sup> <sup>140</sup>

### REDUCE REWARD

### **Labor Policies**

- Recommendation: Pass and enforce equal pay legislation and laws that prevent workplace discrimination.
- Example: In July 2020, New Zealand unanimously passed the Equal Pay Amendment Bill, which ensures women in historically underpaid female-dominated industries receive the same remuneration as men in different but equal-value work.<sup>141</sup>



- Recommendation: Introduce or expand paid parental and family leave and sick leave for both formal and informal workers, including domestic workers.
- Example: Wage subsidies have been introduced for those caring for ill family members during COVID-19 in Montenegro, Latvia, Cuba, and Germany.<sup>142</sup>
- Example: One working parent can access paid leave at full pay for the duration of school and kindergarten shutdowns in Uzbekistan.<sup>143</sup>
- Example: Provide incentives for men to take parental and family leave.
- Example: Domestic workers can access paid leave for the duration of Argentina's mandatory lockdown.<sup>144</sup>



- Recommendation: Expand unemployment insurance and income assistance to include domestic workers.
- Example: Domestic workers are being included in national unemployment insurance in Chile.<sup>145</sup>
- Example: In Italy, €500 was paid to domestic workers with contracts who did not receive their salary April to May 2020.<sup>146</sup>

#### REWARD

- Recommendation: Increase employer adoption of family friendly workplace policies in both the formal and informal sector.
- Example: Pass legislation requiring companies to support or provide child care with quality standards and guidelines. Private-sector employers are legally required to support or provide child care in just 26 out of 189 countries studied by the Women, Business and the Law Programme.<sup>147</sup>
- Example: Incentivize companies to provide generous parental leave policies with subsidies.

REDUCE REDISTRIBUTE

### **Government Action Areas, Recommendations, and Examples**

### Labor Policies (continued)

- Recommendation: Provide all care workers with PPE.
- Example: Exempt care workers from lockdown restrictions so they can travel to and from work without fear of legal consequences.
- Example: Provide information to domestic workers about how to stay safe and protect their rights.

#### REWARD

- Recommendation: Expand and enforce legal protections for domestic workers
- Example: Hong Kong made it unlawful under the Disability
   Discrimination Ordinance for employers to dismiss domestic workers if they contract COVID-19.
- Example: All countries should ratify ILO Convention C189 concerning decent work for domestic workers.<sup>148</sup>

#### REWARD

- Recommendation: Provide public works for care workers.
- Example: In South Africa, the Expanded Public Works Programme (EPWP) provides training and employment opportunities for more than 20,000 women to care for children at home or in schools, providing care and support for more than 185,000 children.<sup>149</sup>

#### REWARD

- Recommendation: Expand eligibility for short-term work programs to include workers in precarious labor market positions – including care workers and women with unpaid care responsibilities.
- Example: In Switzerland, employees with precarious employment contracts have been included in the short-term work program.<sup>150</sup>
- Example: In Slovakia, approximately €21 million Euros were dedicated to subsidizing 80 percent of kindergarten employees' average wages for April, May, and June 2020.<sup>151</sup>

### REDUCE | REDISTRIBUTE | REWARD

- Recommendation: Provide wage subsidies for care workers.
- Example: In Montenegro, the government introduced wage subsidies at 70 percent of minimum wage for employees on paid leave who have to stay home to care for a child.<sup>152</sup>
- Example: In the Czech Republic, the government offers up to 100 percent of average wage compensation to companies when their employees face child care obstacles.<sup>153</sup>

### REDUCE REWARD

## Macroeconomic Policies and Government Spending

- Recommendation: Undertake gender-responsive budgeting and macroeconomic "care analysis" to identify and correct gender and care provision biases in budgetary and tax policy, including fiscal stimulus packages.
- Example: Morocco, with UN Women's support, conducted a household survey to assess the socioeconomic impacts of lockdown measures, including household work, and integrated findings into the 2020-2021 Gender Report that accompanies the annual Fiscal Bill.<sup>154</sup>



- Recommendation: Coordinate fiscal and monetary policy to avoid austerity measures and create and sustain a caring economy.<sup>155</sup>
- Example: The UN Human Rights Council's Guiding Principles on Human Rights Impact Assessments of Economic Reforms calls for public investments in care work and macroeconomic reforms that transform existing gender inequalities instead of harmful austerity measures.<sup>156</sup>



- Recommendation: Increase public spending in the care sector.
- Example: Canada is mobilizing CAD \$30 billion over the next five years to build a nationwide early learning and child care system.<sup>157</sup>
- Example: Mexico's Estancias program, run by the Mexican government and four UN agencies, provides quality and affordable child care to mostly low-income households. It covers up to 90 percent of the cost for parents and employs up to 40,000 women as child care providers.<sup>158</sup>



- Recommendation: Work towards providing universal, publicly funded child care in the long term.
- Example: Expand existing publicly funded child care programs and invest in the provision of center- and community-based services, day care, preschool, and after-school programs.



- Recommendation: Formulate and resource a national care plan that provides a comprehensive policy framework to address the care crisis.
- Example: Significant progress has been made in Uruguay under the National Care Plan 2016-2020, including the establishment of a National Integrated Care System (NICS) and cross-ministerial National Care Board.<sup>159</sup>



### **Government Action Areas, Recommendations, and Examples**

### Macroeconomic Policies and Government Spending (continued)

- Recommendation: Provide targeted support to care enterprises.
- **Example:** Provide subsidies or waivers for rent and utilities, funding to offset increased operating costs and lower revenues, and wage
- **Example:** Norway, Slovakia, Switzerland, and some states in the U.S. included direct financial support to care enterprises in pandemic response packages.160

REDUCE REWARD

- **Recommendation:** Stimulate private spending in the care sector using child care allowances, vouchers, and "cash-for-care" programs.
- **Example:** Under the Cura Italia program in Italy, a child care voucher of up to €600 was made available for private-sector workers with children below 12 who decided not to take parental leave. 161

REDUCE REWARD

- Recommendation: Mobilize overseas development aid (ODA) and coordinate aid from international organizations to finance care initiatives.
- **Example:** The ActionAid POWER project supports women's groups in Bangladesh, Ghana, and Rwanda advocating for government action to address women's unpaid care and domestic work, including investments in time-saving initiatives like building water sources and opening child care centers.162

RECOGNIZE | REDUCE | REDISTRIBUTE | REWARD

### Migration Policies

- Recommendation: Grant amnesty and visa extensions to migrant domestic workers
- **Example:** Portugal has granted all migrants and asylum seekers, including migrant domestic workers, temporary access to citizenship rights during COVID-19.
- **Example:** Italy facilitated the regularization of undeclared immigrants working in personal and domestic help.

- **Recommendation:** Terminate unfair immigration laws
- **Example:** Governments should uphold their commitments to the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. 163

- Recommendation: Promote safe migration procedures and implement official migration mechanisms that guarantee access to justice and legal support.164
- **Example:** Facilitate travel and provide legal and financial exceptions for migrant domestics workers to cross national borders during COVID-19 closures.165

### **Data Systems**

- Recommendation: Develop methodological guidelines and approaches for the collection of time-use and other data that capture gender differences in time spent on unpaid care tasks
- **Example:** The Classification of Time-Use Activities for Latin America and the Caribbean (CAUTAL) and the Harmonized European Time Use Survey (HETUS) are two regional efforts to harmonize time-use
- Example: The UN Expert Group on Innovative and Effective Ways to Collect Time-Use Statistics launched in 2018 to develop guidelines for the International Classification of Activities for Time-Use Statistics (ICATUS).167

RECOGNIZE REDUCE REWARD

- Recommendation: Collect time-use and other data under COVID-19 and monitor whether short-term changes observed impact in the medium and long term.
- Example: The U.S., Australia, Canada, France, Netherlands, Norway, South Korea, Sweden, and the UK collect time-use data on a regular basis and have opportunities to study shifts over time. 168

RECOGNIZE REDUCE REWARD

- Recommendation: Conduct a nationwide child care needs assessment.
- Example: Include data on the size of the child care sector; range of providers; types and conditions of child care workers in both formal and informal employment; and accessibility, affordability, and quality of available child care services.

RECOGNIZE REDUCE REWARD

### **Government Action Areas, Recommendations, and Examples**

### Data Systems (continued)

- Recommendation: Share data and best practices within and between countries.
- **Example:** In Finland, multiple government agencies including education, environment, transport, and communications, and the Social Insurance Institute - fund the nationwide time-use survey, serve as advisors to shape questions, and use the data for policymaking.169
- **Example:** Share data on time-use and the child care sector and any cost-effective data collection methods with other countries, particularly those with similar socioeconomic contexts
- **Example:** Share proof of the "business case" for employer-supported child care, advertising the types of support available to employers.

RECOGNIZE REDUCE REWARD

- **Recommendation:** Use innovative participatory data collection methods to ensure the perspectives of care workers, paid and unpaid,
- **Example:** The Institute of Development Studies developed a participatory data collection toolkit to understand the social norms and perspectives of communities in India, Nepal, Tanzania, and Rwanda regarding unpaid care work, including the role of governments.170

RECOGNIZE | REDUCE | REWARD | REPRESENTATION

### **Education Policies**

- Recommendation: Reopen schools and child care facilities safely, and provide adequate technical and financial assistance.
- **Example:** Use measures such as physical distancing; reducing the number of children in a classroom; mandating students and teachers wear masks and wash their hands frequently; sanitizing and adequately ventilating schools; and implementing robust testing and contact tracing of COVID-19 cases.171

REDUCE REWARD

- Recommendation: Provide support to parents with children engaged in remote learning.
- **Example:** Provide information and support to parents to help manage additional child care tasks.
- Example: Adopt SMS, phone calls, and other widely accessible, affordable, and low-technology methods of information delivery to engage and support parents in supervising children's remote learning.172

REDUCE REDISTRIBUTE

## Community Mobilization and Participation

- Recommendation: Shift social norms about care work as "women's work."
- Example: Workshops, mass and social media campaigns, and schoolbased curricula can increase the involvement of men and boys in unpaid
- **Example:** Religious and community leaders can act as "care champions" to motivate more men and boys to participate in unpaid care work.<sup>174</sup>

REDUCE | REDISTRIBUTE | RECOGNIZE

- **Recommendation:** Promote the rights and safety of domestic workers.
- **Example:** Colombia, Costa Rica, Ecuador, and Mexico are launching national awareness campaigns on guaranteeing the rights and safety of domestic workers.175

REWARD

- **Recommendation:** Engage care workers in both formal and informal employment, including domestic workers, in social dialogue with employers and governments.
- **Example:** In Ecuador, an inter-institutional roundtable was set up to support the rights of domestic workers, with the participation of the Ministry of Labor, the National Council for Gender Equality, ILO, UN Women, and domestic worker unions.176
- Example: There has been social dialogue on COVID-19 measures and the needs of the paid care sector between the European Public Service Union and the European Federation of Social Employers, focusing specifically on long-term care services.177

REWARD | REPRESENTATION

- Recommendation: Promote freedom of association and collective bargaining for care workers.
- **Example:** Uruguay has implemented a sustained strategy of interventions to support domestic workers, including social security, a minimum wage, collective bargaining mechanisms, and labor inspections.178

REWARD REPRESENTATION

- Recommendation: Promote the building of alliances between trade unions representing care workers and civil society organizations representing care recipients and unpaid caregivers.
- **Example:** Women in Informal Employment: Globalizing and Organizing (WIEGO) - which consists of membership-based organizations, researchers, and practitioners from development agencies - facilitates services, research, and policy advocacy for the informal workforce, including paid and unpaid care workers.179

RECOGNIZE | REDUCE | REDISTRIBUTE | REWARD | REPRESENTATION

## 2.4 Gender-Responsive and Sustainable Financing for Recovery

Policymakers should increase domestic resource mobilization and design sustainable financing strategies to improve gender equity in COVID-19 recovery efforts, whether through fiscal reforms to raise more public funding or by increasing the prioritization of women in budgets at national and sub-national levels.

When exploring alternative fiscal policy measures, governments must ensure that all structural adjustments undergo rigorous intersectional gender analysis by funding gender impact assessment to understand how policies affect different populations, particularly in lowand middle-income households. For example, in designing the fiscal response to the current crisis, the government of Iceland instructed its ministries to detail how potential investments might benefit women and men differently to assess the overall package's impact on gender equality objectives.<sup>180</sup>

To better prioritize women, and mobilize adequate resources to address their needs, governments should use gender-responsive budgeting (GRB), which analyzes, prepares, and implements budgets from a gender perspective. <sup>181</sup> For example, Canada recently published its 2021 budget, in which it highlights the investments it will make with the aim of "creating a more inclusive, sustainable, feminist, and resilient economy that values women's work." These commitments include \$601.3 million over five years to advance towards a new National Action Plan to End Gender-Based Violence and almost \$30 billion over the next five years to build a nationwide early learning and child care system. <sup>182</sup>

GRB can and should also be applied to overseas development aid (ODA), which will be essential to pandemic recovery efforts as greater overall aid flows can provide more fiscal space in low- and middle-income countries to address women's vulnerabilities during pandemic recovery. Donor countries should ensure that ODA accounts for gender considerations across all key country priorities. As with domestic financing strategies and budgetary allocations, all funding proposals and impact assessments should contain comprehensive intersectional gender analyses and gender mainstreaming provisions. Governments should also increase and streamline funding to community-based and women-led organizations oper-

**Gender-Responsive Budgeting in Action: Canada** 

\$601.3M

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More and Better Funding for Women's Organizations in Low- and Middle-Income Countries

€40M

In 2017, the Netherlands launched the €40 million "Leading from the South" fund, which supports women's organizations in Africa, the Middle East, Asia and the Pacific, and Latin America and the Caribbean, and is administered by regional women's funds that can facilitate connections to local organizations and lend support in navigating procurement and reporting requirements.

ated by those who know and are embedded in the local context. For example, in 2017, the Netherlands launched the €40 million "Leading from the South" fund, which supports women's organizations in Africa, the Middle East, Asia and the Pacific, and Latin America and the Caribbean, and is administered by regional women's funds that can facilitate connections to local organizations and provide technical support in navigating procurement and reporting requirements. <sup>183</sup> <sup>184</sup>

## 2.5 Gender Data and Knowledge Generation

UN Women and other local and global stakeholders committed to accelerating progress toward achieving the UN Sustainable Development Goals, and that are now focused on recovering from the pandemic, recognize that "the women and girls who are furthest behind often experience multiple inequalities and intersecting forms of discrimination, including those based on their sex, age, class, ability, race, ethnicity, sexual orientation, gender identity, and migration status."185 To reach those at greatest risk of being left behind, all COVID-19 response and recovery policies and programs, as well as the budgets to resource them, must be underpinned by timely, quality, comparable, and reliable intersectional gender data on COVID-19, and in areas where women's and girls' lives are disproportionately affected by pandemic.

Policymakers have key roles to play in the knowledge generation process by using existing gender data and evidence; prioritizing and generating demand for new gender data and evidence; supporting the development and deployment of responsible and ethical innovations, including those for the use of nontraditional gender data to fill critical gender data gaps; supporting the standardization and expansion of gender data collection, reporting, use, and sharing; and creating an enabling environment by designating adequate resources to improve gender data infrastructures, capacities, and practices.

To ensure that policymakers' decisions are

evidence-based and gender-responsive, gender equality advocates are calling for a greater shift in the data production-use paradigm—for "bidirectional engagement," or consistent sharing, between data producers and users—to ensure that data reflect women's and girls' needs in real time, as well as to build greater public trust in data. <sup>186</sup> Efforts should also be made to shift power imbalances in the research ecosystem by, for example, supporting more gender-equitable distribution of research funding, decision-making, and capacity-building within and across countries, and funding participatory action research that meaningfully engages communities, as opposed to treating them as objects under study.

When populations are treated as passive recipients of policies, programs, and aid and decisions are made based on assumptions, rather than demand, actions taken by governments may be unsustainable, inefficient, inequitable, or even have unintended consequences that further compromise the well-being of marginalized subgroups. Policymakers should move beyond traditional consultations with stakeholders to a stronger co-creation and shared decision-making model that meaningfully engages women, girls, and gender minorities as agents of change in their communities, acknowledges their self-identified needs, harnesses their knowledge and expertise of the local context, and provides them with the necessary resources and tools to overcome the barriers they face in both the short and long term.

### Gender Data: A Call to Action for Governments

- Make use of existing gender data and evidence;
- Prioritize and generate demand for new gender data and evidence;
- Support responsible and ethical innovations;
- Support the standardization and expansion of gender data collection, reporting, use, and sharing; and
- Designate adequate resources to improve infrastructures, capacities, and practices.

"Bidirectional engagement," or consistent sharing between data producers and users, ensures that data reflect women's and girls' needs in real time, and builds greater public trust in data.

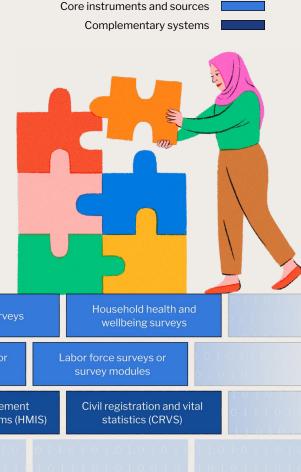
### Figure 4: Investing in Gender Data to Support the Enabling Environment

Gender data suffers from chronic underfunding and lack of prioritization. In 2018, only 6 percent of all statistical projects financed by bilateral donors noted gender equality as a primary objective, and less than 12 percent of bilateral donor commitments were directed towards gender statistics activities—only a fraction of which was designated for activities focused primarily on gender data. Is In the wake of COVID-19, more than half of national statistics offices in low- and lower-middle-income countries have experienced budget cuts, and financing gender data hardly rises to the top as a priority. The estimated cost of core gender data systems globally—which includes censuses, civil registration, and vital statistics (CRVS), and administrative data produced by health, education, and other systems—is expected to average slightly over \$1 billion a year from 2021–2025 and \$900 million a year from 2025–2030.

Strengthening data infrastructures will be critical to building more resilient and gender-responsive systems. As such, policymakers should support and adequately resource a) statistical systems' capacities to produce and use gender data and provide financial support to modernize administrative data collection and strengthen national survey systems, and b) gender data production and use across the National Statistical System (NSS) to fulfill national, regional, and international commitments to gender data. <sup>190</sup> Common funding modalities include domestic resource mobilization, loans and grants through multilateral lending instruments, bilateral grants from donor countries and philanthropic organizations, multidonor or pooled trust funds, and emergency funds.

### **Building a Core Gender Data System**

Instruments and administrative sources are added to a gender data system and produce gender indicators. That data is used to improve the lives of women and girls.



Income/expenditure and multi-topic household surveys

Time use surveys

Population and housing censuses

Agriculture censuses or surveys

Education Management Information Systems (EMIS) Health management information systems (HMIS)



### 3. THE PATH FORWARD

The differential and outsized socioeconomic impacts of COVID-19 on women and girls are predicted to be long-lasting. Economic shocks and labor market disruptions driving women into poverty, magnification of the care crisis, weak social protection systems that exacerbate the vulnerability of the most marginalized women, a lack of gender data, and gender-blind policy responses have all contributed to worsening gender inequality globally.

These systemic failures are not intractable, though. This paper has laid out a comprehensive policy agenda for governments to act swiftly and course-correct. Policymakers must:

- Support universal and gender-responsive social protections and safety nets that reduce gender-based vulnerabilities throughout the life course, regardless of employment or migration status;
- Undertake job stimulus, targeted support, and multisectoral policy action to restructure labor markets that marginalize women;
- Rebuild economic and health systems that do not rely upon the unpaid and underpaid care work of women;
- Mobilize more and better resources to support gender equality nationally and abroad; and
- Invest in robust gender data systems and research efforts that bring visibility to people's differential and specific barriers and needs based on their gender and other intersecting sources of inequality.

Doing so will ensure that the path toward long-term resilience and post-pandemic recovery is grounded in gender equality and safeguards the rights and well-being of all people.



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## Appendix

### **Endnotes**

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