

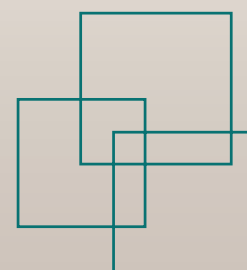


International
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ILLUSTRATED GUIDELINES FOR GENDER-RESPONSIVE EMPLOYMENT INTENSIVE INVESTMENT PROGRAMMES

Based on a gender analysis of 43 EIPs implemented in 27 countries in Africa, Asia, the Caribbean and Latin America between 1995 and 2013.



Illustrated Guidelines for Gender-responsive Employment Intensive Investment Programmes

Prepared for the EIIP Unit by¹

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International Labour Office 2015

¹ Based on a gender analysis of 43 EIIPs implemented in 27 countries in Africa, Asia, the Caribbean and Latin America between 1995 and 2013.

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FOREWORD

The ILO's Employment Intensive Investment Programme (EIIIP) has more than 35 years' experience in over 70 countries linking employment with infrastructure development. The EIIIP promotes labour-based technologies that offer major advantages in terms of using investments in infrastructure to create work and income-generating opportunities, and to build the skills and capacities of local communities.

The EIIIP uses the infrastructure project cycle as a means of realizing its objectives of employment creation, local participation and resource use, and of promoting good governance. These *Illustrated Guidelines for Gender-responsive Employment Intensive Investment Programmes (EIIIPs)* highlight how the EIIIP cycle has entry points where gender equality can be promoted. Such entry points include: ensuring that disadvantaged groups can participate in and meaningfully contribute to the planning and implementation of rural infrastructure; engaging women in planning processes; and ensuring that they can also benefit from the employment offered. Enabling women to take up employment also requires specific measures depending on local customs and culture. Measures such as equal pay for work of equal value, child care, setting quotas, making works available close to home, flexible working hours and options for part-time work tend to enhance women's participation.

This Guide is the outcome of a study carried out on gender and public works, and has been developed using evidence from more than 43 projects implemented in 27 countries.

Terje Tessem

Chief, Development and Investment Branch (DEVINVEST)

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ABBREVIATIONS

BoQ	Bill of quantity
EII	Employment-intensive investment
EIIP	Employment Intensive Investment Programme
EPP	Employment for Peace Programme
GSOP	Ghana Social Opportunities Project
EPWP	Expanded Public Works Programme
HIMO	<i>Haute Intensité de Main d'oeuvre</i> [labour-intensive works]
HIV/AIDS	Human immunodeficiency virus/acquired immune deficiency syndrome
ILO	International Labour Organization
IRAP	Integrated Rural Accessibility Planning
JOY	Job opportunities for young women and men
LB	Labour-based
MDG	Millennium Development Goal
MGNREGP	Mahatma Ghandi National Rural Employment Guarantee Programme
NIAS-RACBP	Nias Islands Rural Access and Capacity Building Project
NREGA	National Rural Employment Guarantee Act
PPDNRE	<i>Programme de prévention des désastres naturels par la réhabilitation de l'environnement à travers la création d'emplois</i> [Programme for the Prevention of Natural Disasters through Employment Creation]
PREDEC	Poverty Reduction through Decent Employment Creation
PRODOC	Project document
PROHIMO	<i>Projet d'appui aux programmes à Haute Intensité de Main d'oeuvre</i> [Projects to support labour-intensive public works programmes]
QIECP	Quick Impact Employment Creation Project
R2000	Roads 2000
RSPS	Road Sector Programme Support
TIM Works	Investment Budget Execution Support for Rural Infrastructure Development and Employment Generation
ToR	Terms of reference
UTRP	Uganda Transport Rehabilitation Project
UN	United Nations
YEP	Youth Employment Programme

INTRODUCTION

The ILO's Decent Work Agenda² provides a framework for development that promotes opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity.

The overall objective of an Employment Intensive Investment Programme (EIIP) is to contribute to the reduction of poverty through appropriate employment generation, local participation and resource use, capacity building and the promotion of good governance policies. Actions range from local-level planning through to implementation using labour-based (LB) technologies, and from small-scale and community contracting to appropriate maintenance systems. The challenge is to engage women over the project cycle and ensure that they can also benefit from the investments and employment offered. Gender awareness raising and appropriate tools can contribute to the identification of women's priorities for infrastructure investments, which are usually different to those of men and, thus, their involvement may change the kind of infrastructure investments, their function and location.

This *Guide* has been developed following a study on gender and public works carried out in 2009 and revisited in 2013;³ the research included a field study in Madagascar and South Africa, which enabled a better understanding of the challenges of gender mainstreaming. One of the most important findings revealed that whilst nearly half of the EIIPs reviewed recognize that women are more vulnerable to poverty and other threats, only 16 per cent of them recognized the existence of women's "time poverty" (see annex I for glossary of key gender concepts) because of their traditional responsibility as carers. Another important issue concerned the lack of a gender strategy providing practical guidance on how to mainstream gender in EIIPs. Only three programmes elaborated such a strategy suggesting that many of them may have lacked a gender perspective. Documents consulted during the preparation of the guidelines are listed in annex II.

This *Guide* examines ways of responding to these challenges. It is structured as key procedures, guiding questions, key indicators and a series of good practices captured in boxes for each stage of the project cycle and based on the evidence in the report. There is also a set of tools for gender mainstreaming during the project cycle.

This *Guide* aims to raise gender awareness and encourage EIIP teams to continue capturing good practices and identifying challenges at various stages of project implementation in order to strengthen knowledge sharing within the community of EIIPs. As far as the stakeholders are concerned, the aim is to demonstrate the effect that these projects and programmes can have on reducing poverty and equality for disadvantaged people.

Why this guide?

Several International Labour Conventions call on the ILO to mainstream gender equality principles into EIIPs, namely: the Equal Remuneration Convention, 1951 (No. 100); the Discrimination (Employment and Occupation) Convention 1958 (No. 111); the Workers with Family Responsibilities Convention, 1981 (No. 156); and the Maternity Protection Convention, 2000 (No. 183).

ILO's gender mainstreaming mandate is also informed by: International Labour Conference Resolutions in 1975, 1985, 1991; the 2004 Resolution on Gender Equality, Pay Equity and Maternity Protection; and the 2009 Resolution on Gender Equality at the Heart of Decent Work.

2 www.ilo.org/global/about-the-ilo/decent-work-agenda/lang--de/index.htm [accessed 20 June 2015].

3 N. Tanzarn and M.T. Gutierrez: Public Works Programmes: A strategy for poverty alleviation; the gender dimension revisited in Employment Intensive Investment Programmes [EIIPs] in 27 countries in Africa, Asia, Latin America and the Caribbean (Geneva, ILO, 2015).

Various international Conventions and agreements also place an obligation on the ILO to ensure that the gender dimension is an integral part of all stages of the EIIP cycle. These include the Universal Declaration on Human Rights, 1948; the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), 1979; and the “United Nations Economic and Social Council (ECOSOC) ministerial declaration on generating full and productive employment and decent work for all” of November 2006.

At the operational level, the ILO policy on gender equality and mainstreaming (1999) states that gender mainstreaming (in EIIPs) is the responsibility of all staff at all levels while accountability rests with senior managers, regional directors and programme managers.

About this guide

This *Guide* illustrates good practices when incorporating a gender dimension into the different stages of the project cycle, namely, during identification, design, appraisal, implementation, and monitoring and evaluation. The good practices are drawn from the analysis of 43 employment-intensive public works programmes and projects implemented in 27 countries in Africa, Asia, the Caribbean and Latin America between 1995 and 2013 (annex III). Only 14 of the 43 projects were involved in road development and maintenance. Detailed country reviews are presented in a separate report that should be read in conjunction with this *Guide*.

The countries covered comprise:

- **Africa:** Cameroon, Ethiopia, Ghana, Kenya, Liberia, Madagascar, Mozambique, Mali, Rwanda, Senegal, Sierra Leone, Somalia, South Africa, the United Republic of Tanzania and Uganda.
- **Asia:** Cambodia, India, Indonesia, Myanmar and Timor Leste.
- **Caribbean:** Haiti.
- **Latin America:** Ecuador, Guatemala, Nicaragua, Panama, Paraguay and Peru.

A gender analysis of each project was conducted involving a review of:

- project documents (PRODOCs) to establish how gender was addressed in the identification, design and appraisal of the public works;
- mid-point evaluation reports to assess how gender was addressed during the implementation and monitoring of the public works; and
- evaluation reports – for completed projects – to determine the emerging impact of public works on women’s empowerment and gender justice.

Users/Audience

These guidelines are designed primarily for use by ILO’s EIIP technical experts to facilitate the systematic mainstreaming of gender in all stages of the programme cycle. However, government experts and others outside the ILO who are involved in developing, implementing and monitoring and evaluating programmes may also find them useful. The ultimate target groups are women and men workers who will benefit from the EIIPs in developing countries.

Organization of the guide

The guide is presented in five sections:

Section 1: Overview of EIIP as a policy for employment creation.

Section 2: Gender equality in EIIP targeting and identification.

Section 3: Gender equality in EIIP design and appraisal.

Section 4: Gender equality in EIIP implementation, monitoring and reporting.

Section 5: Gender equality in EIIP evaluation.

Sections 2–5 are organized as follows:

→ Key procedures

Lists a series of actions to be followed to mainstream gender into the respective stages of the programme cycle, linking them with specific aspects of the EIIP infrastructure cycle, as appropriate.

→ Guiding questions

Lists key questions that technical staff should consider to ensure that gender is addressed throughout all stages of the programme cycle.

→ Key indicators

Presents a checklist of pointers to assess the extent to which gender has been addressed in all stages of the programme cycle and to undertake corrective measures, as appropriate. It also specifies the source of information.

→ Good practices

Presents practical experiences of incorporating a gender dimension into different stages of EIIPs drawn from various programmes.

→ Summary table and models

Each section presents a summary of the reviewed EIIPs demonstrating good practices in gender mainstreaming across the respective stages of the programme cycle. The annexes also include models of tools, charts, questionnaires that can be adapted to specific EIIPs, as appropriate.



SECTION

1

OVERVIEW OF EIP POLICY FOR EMPLOYMENT CREATION

OVERVIEW OF EIP⁴ POLICY FOR EMPLOYMENT CREATION

Introduction

The EIP assists member States to pursue an active policy designed to promote full, productive and freely chosen employment based on the Employment Policy Convention, 1964 (No. 122). The EIP has 35 years of experience in more than 70 countries of linking employment to infrastructure development. This has endowed it with a unique and vast portfolio of productive employment creation for economic and social development, as well as environmental measures for the restoration and management of natural resources. There are numerous possibilities for maximizing employment when investing in infrastructure development. There are also various entry points where a wide range of Decent Work Agenda issues can be addressed.

Objectives

Development objective: Promote and support the generation of productive and decent employment in developing countries through labour-based investment policies and programmes in the infrastructure sector, thus contributing to poverty reduction, economic development and social progress.

Immediate objectives: Promote the development and application of employment-friendly policies for public investment in infrastructure at national, regional and international levels.

Promote small enterprises in the construction sector (labour-based contractors) and private sector execution of public works using locally available resources in an optimum manner, combining job creation in the infrastructure sector with improved and decent working conditions.

Promote organization and collective negotiation at small-enterprise and community levels in labour-based works in urban and rural sectors, and improve deprived communities' access to productive resources and social services.

Provide assistance to labour-intensive employment schemes for direct job and asset creation in reconstruction programmes following man-made or natural disasters.

Support

To enhance employment opportunities of public and private investments in infrastructure, the EIP provides support at three levels, namely:

Macro level

Provides advice to requesting governments regarding:

- the design and assessment of the employment impact of infrastructure investments;
- labour market and employment policies;
- appropriate procurement procedures and wage setting;
- improved targeting of women and groups at risk of disadvantage, such as youth and indigenous peoples.

4 Employment for Social Justice and a Fair Globalization. Overview of ILO programmes, ILO, nd, www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_140961.pdf [20 June 2015].

Meso level

At this level, programmes:

- provides institutional development and capacity building for national and decentralized governments;
- trains consultants and small- and medium-size enterprises (SMEs) to develop the private sector and the local construction industry, and enhance skills for long-term employability.

Micro level

The EIIP provides technical assistance to:

- optimize the labour content of public and private investments through local-level planning;
- ensure quality and timely delivery;
- promote decent working conditions;
- set up monitoring systems.

Approach

The EIIP uses the infrastructure project cycle as a way of realizing its objectives of employment creation, encouraging local participation and the use of local resources, and the promotion of good governance. It starts with local-level planning, through to implementation using labour-based technologies and small-scale contracting, and ending with appropriate maintenance. All these stages form suitable entry points for promoting the employment-intensive investment approach. Figure 1.1 below presents an overview of the EIIP infrastructure project improvement cycle.

The theory of change mapping out a pathway towards achieving gender equality in EIIPs as a comprehensive policy tool is illustrated in figure 1.2. An overview of gender mainstreaming in the EIIP cycle is presented in figure 1.3.

Figure 1.1 Overview of the EIP infrastructure improvement project cycle

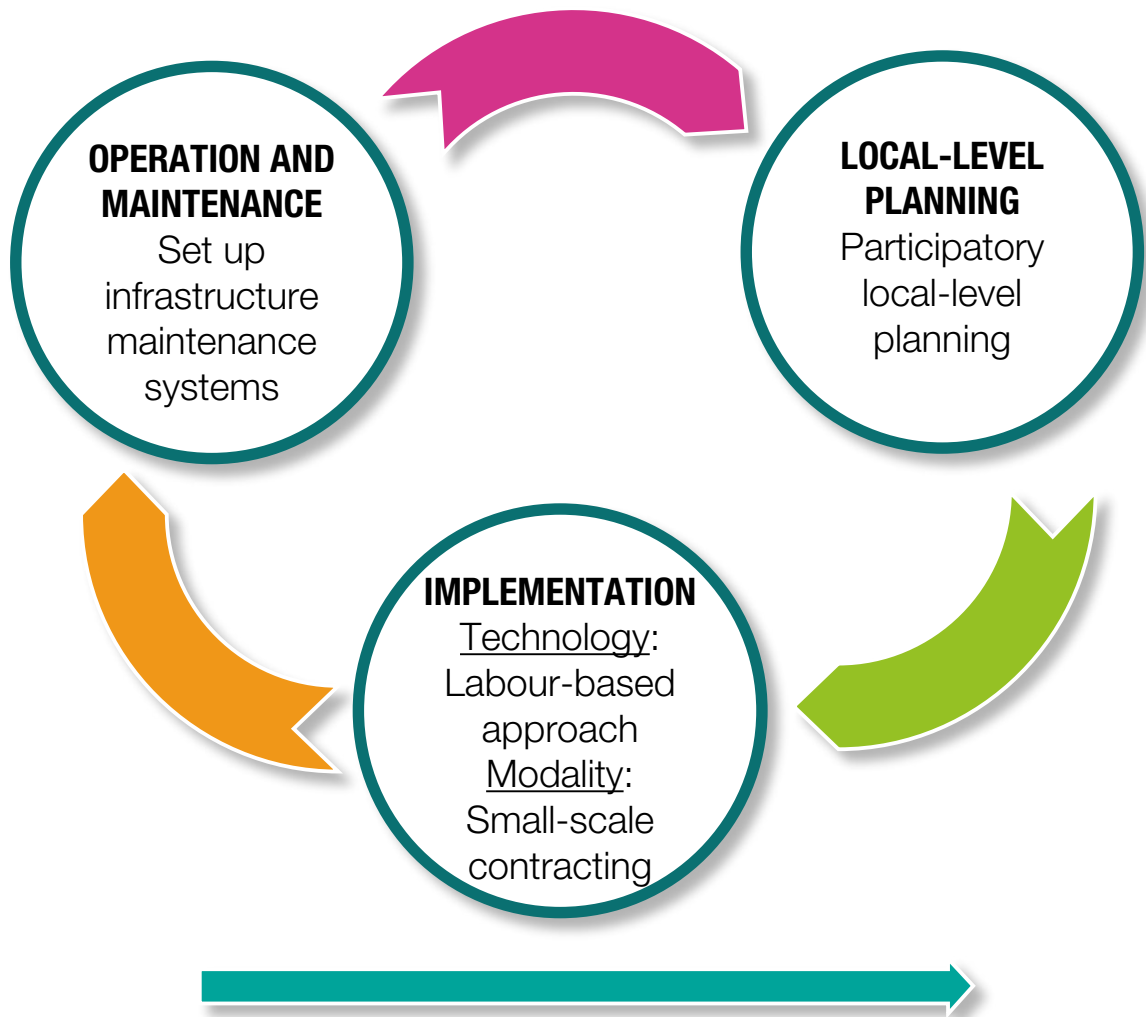


Figure 1.2 Theory of change towards gender equality in EIIPs as a comprehensive policy tool

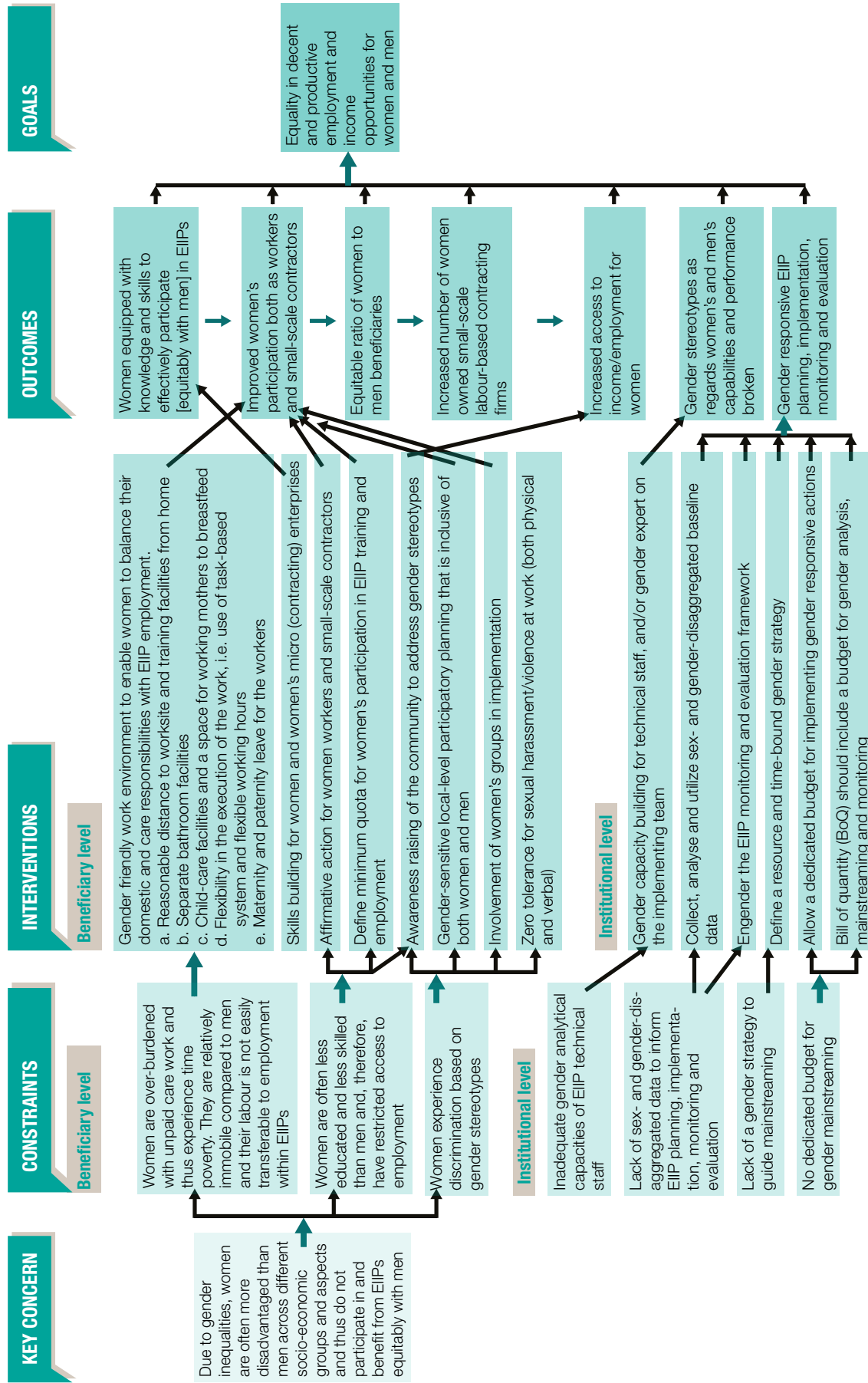
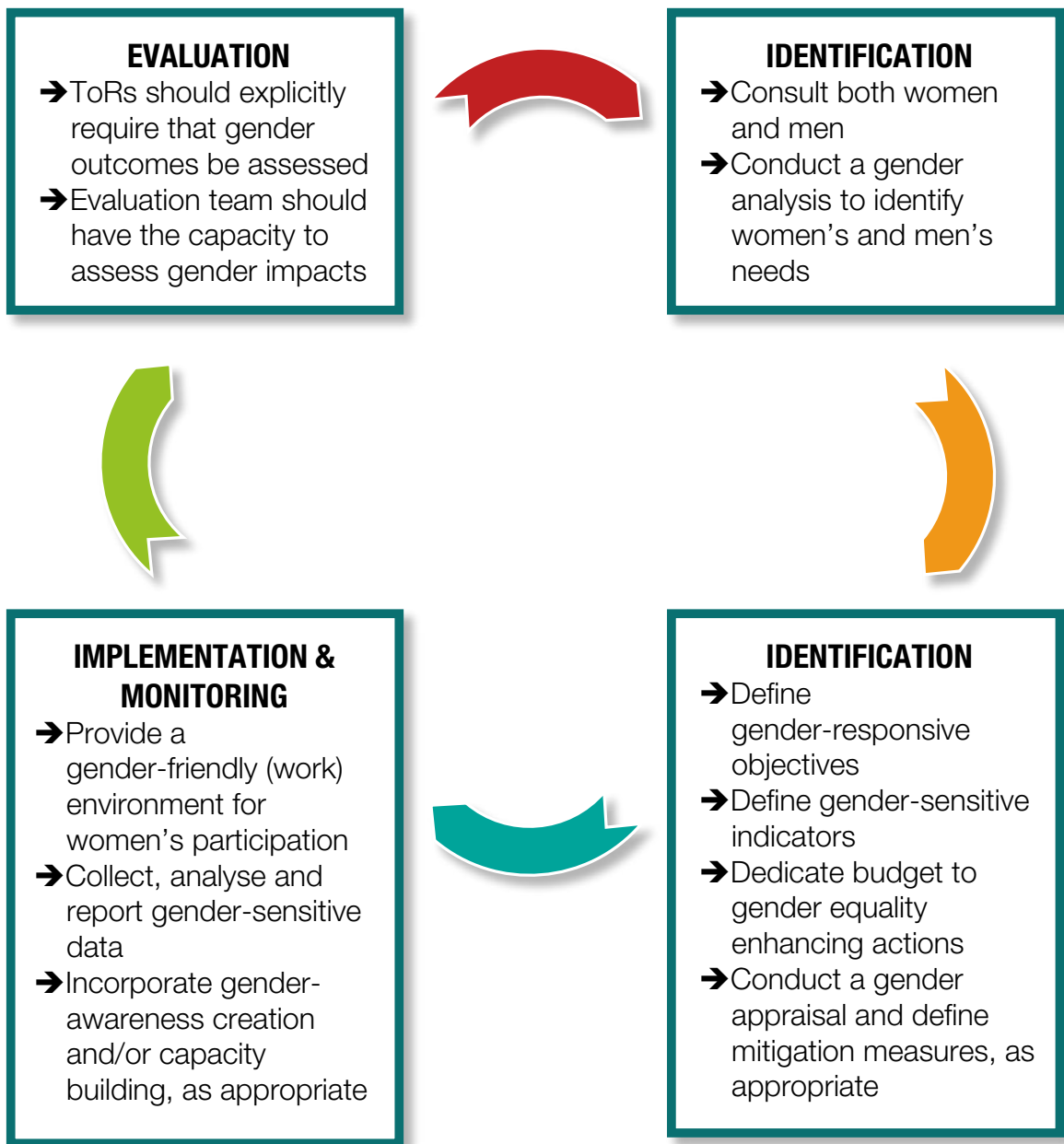


Figure 1.3 Overview of gender mainstreaming in the EIP cycle





SECTION

2

GENDER EQUALITY IN EIIP TARGETING AND IDENTIFICATION

GENDER EQUALITY IN EIIP

TARGETING AND IDENTIFICATION



KEY
PROCEDURES

Key procedures

1. Include a gender dimension in the project document (PRODOC) terms of reference (ToRs) (annex IV).
2. Disseminate information about the project widely calling for the target group's participation using appropriate channels of communication, such as community-based women's groups that are easily accessed by women and other vulnerable groups.
3. Conduct a participatory situation analysis to establish women's needs relative to men's:
 - infrastructure needs
 - time use
 - allocation of labour
 - ownership and utilization of capital assets
 - educational levels
 - skills base
 - aspirations and needs as regards training and employment.
4. Identify potential socio-cultural, economic, political and legal constraints to women's participation in the project relative to men's.
5. Identify opportunities for strengthening women's participation in the project relative to men's.
6. Define gender-sensitive baseline indicators to be used for targeting as well as monitoring progress.

Tools: Separate focus group discussions for women and men; key informant interviews with local and traditional authorities and women's groups; review of secondary data such as household surveys, national development plans, gender policies and employment policies.

Annex V illustrates some of the tools used in a participatory situation analysis.

Guiding questions



1. Have both women and men been consulted?
2. Was a gender analysis undertaken to establish:
 - Women's vulnerability and poverty levels relative to men's?
 - Women's work in the household and in the labour market relative to men's?
 - Women's educational levels and skills relative to men's?
 - Women's hours of work relative to men's?
 - Women's aspirations for "paid work" relative to men's?
 - Women's infrastructure needs relative to men's?
3. What are the constraints to women participating in and benefiting from the EIIP relative to men?
4. What opportunities exist for strengthening women's participation in the EIIP relative to men's?

Key indicators



The contextual analysis of the successful (or gender responsive?) PRODOC demonstrates that:

1. A gender specialist was part of the project identification team.
2. Women and men were consulted to identify their aspirations and needs as regards employment and training.
3. A gender analysis was conducted establishing the prevailing gender relations with regards to:
 - women's and men's unpaid and paid work;
 - women's time use relative to men's;
 - women's poverty levels relative to men's;
 - women's educational levels relative to men's;
 - distribution of resources between women and men;
 - discriminatory cultural practices that could restrict women's participation in the project – these could include restrictions on women's mobility in general, including husbands refusing to let their wives work outside the home.
4. Women's groups were identified that could potentially be involved in the mobilization of labour as well as in project implementation as small-scale labour-based contractors.
5. Opportunities for strengthening women's participation relative to men's were identified. These could include: (i) capacity building and skills development (personal, technical and management skills relevant to the works); and (ii) works generating jobs and income with a higher multiplier effect on women.

A summary table of the reviewed EIIPs demonstrating good practices in targeting and identification is presented in annex VI.



Good practice 2.1: Consult women and men to identify their needs

Traditionally, women often have less voice than men, or none at all, and their viewpoints are not always adequately taken into account during project preparation. As box 2.1 below shows, women were consulted during the process of project identification and these employment-intensive investment (EII) projects were more likely to respond to the real needs of women and men, and thus ensure a more sustainable impact.

Box 2.1 Illustrative good practices in project identification

Africa

Ghana: Decent work pilot programme

Women workers in the informal economy, as well as small-scale women entrepreneurs, participated in the initial scoping, feasibility study and programme planning. They were involved in the assessment of the gender dimensions of poverty and the informal economy.

Kenya: Sida-funded Nyanza Roads 2000 (R2000)

Female and male beneficiaries and other stakeholders were involved in the identification process and prioritization of road interventions.

Somalia: Employment for Peace Programme (EPP)

The project's community needs assessment was participatory and consultative. Both women and men were given equal opportunities to express their views.

South Africa: Expanded Public Works Programme (EPWP)

The identification and prioritization of all government projects, including the EPWP, is undertaken in an integrated manner. It is a consultative process involving both women and men.

Asia

Indonesia: Nias Islands Rural Access and Capacity Building Project (NIAS-RACBP)

The project will include participatory consultation processes with beneficiary groups and women regarding the selection and implementation of the works. Women constituted 35 per cent of the baseline traffic counts (approximate number of women drivers counted in one hour). In terms of transport mode, more women (87 per cent) than men (69 per cent) walk; more men (27 per cent) than women (9 per cent) use a motorbike, and 4 per cent of women, compared to 3 per cent of men use a bicycle.

Good practice 2.2: Recognize gender differences at different levels of poverty and/or vulnerabilities¹



Nearly half of the EII projects reviewed have recognized that women are at risk of being more disadvantaged than men. They are more vulnerable to poverty and other dangers. By acknowledging these differences, EII projects are likely to explicitly target women among the beneficiaries. That way, EII projects can contribute to poverty reduction in a manner that benefits both women and men.

Box 2.2 Illustrative good practices in recognizing gender and poverty differences in project set-up

Africa

Cameroon and Mali: Promotion of employment and reduction of poverty

The PRODOC identified women as amongst the most vulnerable segments of the population specifically pointing out that they encounter more difficulties than men in accessing decent employment.

Ghana: Decent Work Pilot Programme

The situation analysis identifies women as being disproportionately affected by poverty across virtually every sector of the economy in the country.

Kenya: Youth employment for sustainable development

The project appraisal report acknowledged that a higher proportion of women (40 per cent) than men (13 per cent) are unemployed, and are thus disproportionately more deprived and poorer.

Liberia: Poverty reduction through decent employment creation (PREDEC)

The project acknowledged differences in the impact of conflict on women and men and, in particular, highlighted gender-based violence as one of the key effects. Furthermore, it was agreed that, while national literacy levels were generally low, women were particularly disadvantaged. As a result, men have better access to skilled employment than women. It follows, therefore, that poverty in Liberia has a gender dimension.

Sierra Leone: Quick Impact Employment Creation Project (QIECP)

The PRODOC acknowledges that gender inequalities are pervasive and are reflected in women's inequitable access to education, employment, politics and decision-making as well as in the feminization of their poverty.

Somalia: EPP

The EPP PRODOC identifies women amongst the most vulnerable on account of their being disproportionately affected by the continuous conflict in the country. Furthermore, women were over-represented amongst the entrepreneurial poor.

1 On poverty and vulnerability definition and indicators, see: D. Phillip and I. Rayhan: Vulnerability and poverty: What are the causes and how are they related? International Doctoral Studies, ZEF, 2004, www.zef.de/fileadmin/downloads/forum/docprog/Termpapers/2004_3a_Philip_Rayan.pdf [accessed 21 June 2015].

South Africa: EPWP

The EPWP1 made a deliberate effort to guarantee jobs in a proportionate manner: according to the levels of unemployment and poverty. The initial target of 60 per cent women beneficiaries, especially in the environmental and economic sectors, was based on prevailing demographic data. The argument was that considering that women constituted 60 per cent of the poor in the country, a similar proportion should benefit from EPWP interventions.

Asia

India: National Rural Employment Guarantee Act (NREGA)/Mahatma Gandhi National Rural Employment Guarantee Programme (MGNREGP)

The NREGA operational guidelines recognize single persons as a 'household' thus making it possible for single women, including widows to access work.

Indonesia: Integrated development programme in Aceh and Nias

Special attention was supposed to be paid to the needs of, among others, women and female-headed households as these occupied the most vulnerable positions in the labour market and were, therefore, likely to be at a greater risk of exploitation, especially in post-disaster situations.

Timor Leste: Youth Employment Programme (YEP)

The PRODOC acknowledges that women are less informed and less self-confident than men, work harder and longer than men, have minimal access to resources and are less travelled than men. Women's lack of status, lower literacy skills and mobility and lack of financial collateral are major factors against women finding a job or starting and maintaining a business.

Caribbean

Haiti: Programme de prevention des désastres naturels par la rehabilitation de l'environnement à travers la creation d'emplois (PPDNRE) [Natural disasters prevention programme by the rehabilitating the environment through job creation]

The situation analysis identified youth unemployment as a key contributory factor to the fragility of the country and specified young women amongst the most vulnerable.

Latin America

Guatemala: Joint United Nations Post San Project

The project document identifies women among those who were most vulnerable to the impact of the tropical storm Stan, which caused flooding and landslides in many parts of Guatemala in October 2005.

Good practice 2.3: Acknowledge women's time poverty

Due to their traditional domestic responsibilities, women work long hours, without pay and with insufficient time for rest and leisure. EII projects that do not acknowledge women's time poverty, may inadvertently exclude women. This is especially significant since only five out of the 40 EII projects reviewed raised this as an issue.



Box 2.3 Illustrative good practices in recognizing women's time poverty in project set-up

Africa

South Africa: EPWP

The EPWP expanded the concept of public works beyond the traditional focus on infrastructure to include social, environmental and economic activities. Caring for the young, the old and the sick is typically a woman's socially ascribed responsibility. Paid community care services within the EPWP project provides these 'caring' services, which significantly reduces women's work burden, thus facilitating the transfer of their labour to the market economy, including public works.

Asia

India: MGNREGA/NREGA

The NREGA legislates that a day nursery should be provided at a worksite where there are more than five children under the age of six.

Indonesia: Integrated development programme in Aceh and Nias

After training, 10 enterprises run by women (home-based) were established to produce concrete blocks and tiles. In this way, women were able to balance their work in the household with their work in the labour market.

Timor Leste: YEP

The PRODOC acknowledges the prevailing gender differences at the household level where women are ascribed a bigger responsibility for the caring work. This, as well as their participation in farm work, means that they work harder and longer hours than men thus making their economic and social mobility very difficult.

Latin America

Panama: Joint UN MDG-Fund programme

The burden on women to collect water for household consumption shows that it takes 30–60 minutes each way carrying buckets of water weighing between 5–15 kg. Furthermore, water collection is undertaken several times a day and at night on unsafe routes.



Good practice 2.4: Acknowledge differences in women's and men's educational levels and employability

Women are often less educated and less skilled than men and have, therefore, restricted access to employment. Well-targeted, EIP projects have the potential to expand women's opportunities for employment.

Box 2.4 Illustrative good practices in acknowledging gender educational differences in project set-up

Africa

Kenya: Youth employment for sustainable development

The project appraisal report acknowledged that a higher proportion of women (40 per cent) than men (13 per cent) are unemployed and are thus disproportionately more deprived and poorer. Accordingly, the project design explicitly targeted young women as direct beneficiaries.

Kenya: Capacity building for the implementation of R2000

Given their socially ascribed role, not only do gender disparities in the labour market disadvantage women, but they also have a strong bearing on the living standards of their families and communities at large. Thus, the project underscored the need for women's economic empowerment through their engagement in productive and gainful employment.

Asia

Indonesia: Jobs for Young Women and Men (JOY)

The PRODOC acknowledges gender differences in both education and unemployment underscoring the fact that girls/young women are disproportionately disadvantaged. It specifically points to the higher school dropout rates for girls. This gender gap is reflected in the unemployment rates of 34.6 per cent and 27.8 per cent for female and male youth, respectively.

Timor Leste: Investment Budget Execution Support for Rural Infrastructure Development and Employment Generation (TIM works)

The TIM Works PRODOC acknowledges that women are disadvantaged as regards access to education, skills training and economic development programmes.

Timor Leste: YEP

The PRODOC acknowledges that while unemployment rates are generally higher, a slightly higher proportion of men (13 per cent) compared to women (9 per cent) are engaged in paid employment. This is, in part, attributed to the fact that girls are more likely than boys to drop out of school; two-thirds of women aged 15–60 years are illiterate compared to about 50 per cent of men. Women's lower participation rate in the formal labour force is compounded by the fact that they are also paid significantly less than men for similar work.

Good practice 2.5: Identify opportunities for women's participation and/or underscore the need for affirmative action for women



The foregoing sections show that women experience more challenges than men. There is, therefore, a need to identify opportunities with the potential to maximize women's participation in EII projects and the benefits they derived from them.

Box 2.5 Illustrative good practices in identifying opportunities/affirmative action in project set-up

Africa

Somalia: EPP

The evaluation of the first phase of the programme indicated that, whereas the percentage of women involved in the activities ranged from 52–70 per cent, they were largely involved in unskilled work with limited participation in leadership and decision-making positions, a fact attributed to cultural barriers. Accordingly, a stand-alone project, namely: “Employment for Peace – Promoting Gender Equity” was designed in 2007 with the overall objective of increasing the level and quality of women's participation in the EPP through training in leadership and communication skills.

Uganda: Rehabilitation of Kakumiro-Mubende road

The baseline survey identified factors that could constrain the participation of women in the programme and came up with affirmative strategies to address them.

Uganda: Road Sector Programme Support (RSPS)

The project feasibility study included a gender analysis. To ensure that women's priorities were addressed, it was recommended that district Local Government Gender Officers should be involved in the planning. In addition, it recommended that the underlying causes of the low participation by women would need to be assessed in detail, so that the appropriate strategies could be developed.

Caribbean

Haiti: PDNRE

The programme was designed to provide an opportunity to the population, particularly women and youth, to earn an income and acquire skills. The PRODOC states that specific consideration would be given to vulnerable groups such as women during the selection of the beneficiaries of the programme. Additionally, all programme activities were to specifically target women.

Asia

India: NREGA

In 2006, a study was conducted in four districts to understand how best the NREGA could be implemented to enable women to fully participate and benefit from the Act, and to examine whether this would lead to their empowerment. Currently NREGA is a national policy benefiting nearly 70 per cent of rural women.

Timor Leste: YEP

A gender analysis was included in the situation analysis and appropriate strategies were designed to respond to the identified needs of youth including those with the potential to promote women's empowerment and gender equality.

Latin America

Peru: Special Rural Roads Project

A gender study was part of the project preparation and it identified ways in which gender mainstreaming could be strengthened within the project. An integrated training programme on gender was designed and implemented during the second phase (programme managers, technical staff, local authorities and beneficiaries).





SECTION

3

GENDER EQUALITY
IN EIIP DESIGN AND
APPRAISAL

GENDER EQUALITY IN EIIP DESIGN AND APPRAISAL

EIIP PRODOCs should include activities, outputs, and objectives that address relevant gender issues to ensure any benefits are distributed equitably, and contribute to gender equality and women's empowerment.



Key procedures

1. Define gender-responsive objectives intended to promote equality in decent and productive employment, and income opportunities for women and men.
2. Assess the capacity of the project implementers and specify the need for gender training, as appropriate.
3. Establish whether an expert to provide technical oversight for gender mainstreaming is included on the project implementation team.
4. Define project activities:
 - a. taking into consideration women's work and time burden;
 - b. addressing potential socio-cultural, economic, political and legal constraints to women's participation in the project relative to men's;
 - c. including opportunities for strengthening women's participation in the project relative to men's;
 - d. addressing institutional barriers to mainstreaming such as the lack of gender analytical capacity of the project team.
5. Define project outputs showing how the benefits accruing from the EIIP are distributed between women and men.
6. Establish the target group and verify that appropriate criteria and mechanisms are in place to reach the poor and other groups at risk of being disadvantaged including women, youth, indigenous peoples and persons living with/or affected by HIV and AIDS.
7. Review the project design to ensure that:
 - a. Project activities do not perpetuate or heighten gender inequalities (e.g. increase women's work burden), result in more fragmented use of women's time or in less time for rest and leisure for women.
 - b. Participation requirements, e.g. the setting of unnecessarily high criteria for minimum standards of suitability in order to pre-qualify contractors, do not inadvertently exclude women.
8. Define measures to mitigate against the potential negative impacts on gender equality and women's empowerment.
9. Review and ensure that the gender dimension is explicit in the social, environmental and other impact assessments of the project.
10. Define gender-sensitive activity, output and impact indicators to be incorporated into the project monitoring and evaluation framework. Table 3.1 presents generic baseline indicators.

11. Cost all the gender equality enhancing activities and allocate adequate project resources to implement them.
12. Ensure activities, outputs, and objectives that address relevant gender issues are identified in the PRODOC.
13. Incorporate the relevant gender issues in all the contract documents (see model in annex VII).
14. Define a resource- and time-bound gender strategy to provide project- specific guidance during the process of mainstreaming gender into implementation and monitoring.
15. Incorporate the gender strategy in the PRODOC including in the ToRs for the project implementing team.

Table 3.1 below presents a gender-mainstreaming framework to inform the design of EIIPs.

Table 3.1 Gender-mainstreaming framework

Project structure	Generic gender-sensitive indicators
Outputs	
	Proportion of women's earnings from the project relative to men's
	Proportion of women equipped with knowledge and skills relative to men
	Ratio of women to men workers
	Proportion of women's participation in project decision-making relative to men's
	Ratio of women to men owning small-scale labour-based firms contracted
	Number of women owning small-scale enterprises trained in labour-based contracting
	Number of women owning small-scale enterprises with light equipment for labour-based works
Activities	
Beneficiary level	
Institute affirmative action for women	Minimum quota defined for women's participation in EIIP training, works and contracting
	Skills building for female workers
	Capacity building for women owning small-scale contracting firms
	Provision for women owning small-scale contracting firms to acquire equipment
Allow for gender-friendly work and training environments to enable women to balance their domestic responsibilities with EIIP employment and training	Maximum distance defined (reasonable walking) to worksite and training venues from home
	Provision for separate bathroom facilities for female and male workers/trainees
	Provision for child-care facilities and a space for working mothers to breastfeed
	Flexibility in the execution of the work – use of task-based system and flexible working hours
	Zero tolerance for sexual harassment or violence at the worksite or in training workshops
	Number of qualifying mothers offered maternity leave

Gender-sensitive community mobilization and recruitment	Awareness raising of female and male community members
	Gender equitable recruitment strategy defined
	Involve women's groups in community mobilization
Institutional level	
Enhance the gender capacity of the implementing team	Gender expert on the project team
	Provision for gender capacity building for project team
	Provision for women's group involved in implementation
Engender the project monitoring and evaluation framework	Gender-sensitive baseline indicators defined
	Gender-sensitive performance and impact indicators defined
Engender project implementation	Gender strategy defined
	Dedicated budget for gender mainstreaming
	Contractual documents include a budget for gender-equitable mobilization, recruitment and implementation



Guiding questions

1. Does the proposed EIIP have an objective that influences gender relations in any way?
2. Does the proposed EIIP contribute to reducing or increasing the prevailing gender inequalities?
3. Does the design respond to both women's and men's needs?
4. Are measures defined to facilitate women's and girl's participation given the identified constraints?
5. Is there affirmative action for women and other groups at risk of being disadvantaged?
6. Does the design consider breaking gender stereotypes in assigning tasks and training themes for women and men?
7. Does the PRODOC include gender-sensitive indicators for project monitoring and review?
8. Does the PRODOC provide for gender capacity building of implementing staff and/or gender expertise?
9. Does the budget respond to the gender-responsive actions identified during the planning process?
10. Is gender a contractual obligation for all contractors?
11. Was a gender appraisal undertaken and mitigation measures defined, as appropriate?

Key indicators



PRODOC provides for the following indicators.

1. A communication strategy to ensure that women in the target community are informed of the up-coming work opportunities.
2. Flexibility in work and training schedules taking into consideration women's domestic responsibilities and relative immobility.
3. Flexibility in the execution of tasks, i.e. use of a task-based system and flexible working hours.
4. Reasonable walking distance from home to worksites or training facilities.
5. Separate toilet facilities for female and male workers.
6. Child-care facilities near the worksite with paid childminder. This could be a temporary structure constructed alongside the road or hired premises near the worksite.
7. Maternity and paternity leave.
8. Minimum quota for women's participation in employment and training.
9. Affirmative action for women workers and women's small contracting firms.
10. Women-specific activities, outputs and objectives.
11. The collection of sex- and gender-disaggregated data for time poverty (or use), distance from home to worksite, and number of women and men employed, etc.
12. Gender equality BoQ in contract document.
13. BoQ for road projects and annual workplans should include a budget for gender analysis, mainstreaming and monitoring (see annex VIII).
14. Dedicated budget for gender mainstreaming.
15. Gender awareness-raising activities for communities.
16. Training of implementing staff on gender and/or a gender specialist on the team.
17. PRODOC reflecting gender risks and mitigation measures (see model in annex IX).

A summary table of the reviewed EIPs demonstrating good practices in project design and appraisal is presented in annex X.



Good practice 3.1: EIP has an explicit gender objective

The performance of EIPs is measured against the defined objectives. Therefore, EIPs that have an explicit gender objective is likely to influence the relationship between women and men, and contribute to reducing existing inequalities.

Box 3.1 Illustrative good practices of EIP objectives responding to gender needs

Africa

Cameroon and Mali: Promotion of employment and reduction of poverty

Immediate objective x: “Strengthen the national capacity to promote and create decent jobs on a large scale in favour of disadvantaged groups including women.”

Result x: A national network of micro-finance institutions, initiated by women, is operational.

Result y: Networks of women entrepreneurs organized by trade, access public tenders and resources. Activities to achieve result y:

- identify the training needs of women
- educate and support women to form cooperatives
- train women across the different sectors
- support women to access public funds.

Somalia: EPP

One of the four expected programme outputs under EPP (2008–2010) was to create decent work targeting *inter alia* women.

Asia

Cambodia: Upstream project

Immediate objective x: “Create an environment supporting sustainable and equitable labour-based infrastructure works with particular attention paid to (maintenance) funding, gender and disadvantaged groups and road safety in the sector.”

India: NREGA/MGREGP

The objective of the MGNREGP is to enhance livelihood security while producing durable assets, empowering women, reducing distress migration and promoting social equity.

Outcome x: Increased participation of women in road works.

Indonesia: NIAS-RACBP

Output x: “...[B]ridges and river crossings constructed, and routine maintenance of core roads and pathways provided, using participatory planning methods and appropriate and sound labour based approaches and technologies that are gender sensitive and environmentally friendly.”

Timor Leste: YEP component on roads

Objective x: “Employment and suitable training opportunities for young women and men provided by established Employment Centres and Youth Career Centres, in collaboration with partner organizations.”

The PRODOC also indicates the programme will work towards mainstreaming the gender dimensions of youth unemployment in policies and programmes through the following activities:

- a. Identify the key issues and challenges faced by young women and men in their transition from education to the workplace.
- b. Encourage young women and men to participate in dialogue and collective action as a necessary prerequisite for effective (government) responses.

Latin America

Paraguay: Joint UN MDG-Fund programme

Result x: “Strengthened gender sensitive service delivery of quality drinking water and sanitation.”

Peru: Special rural roads project

Objective x: “Increase access to basic social services and economic and income-generating activities with gender equity to help alleviate rural poverty in Peru.”

Good practice 3.2: EIP has affirmative action for women and the design responds to women’s and men’s needs



Nearly half of the EIPs reviewed instituted affirmative action for women by: (i) defining quotas for women’s representation amongst the trainees, workers, supervisors and contractors; (ii) designing women-specific activities; and (iii) organizing women-only worksites. A few also incorporated into their design actions the deconstruction of public worksites as male spaces, which included providing separate toilet facilities, child-care facilities and maternity leave. Nearly all of the EIPs indicated that they provided for equality of opportunity.

Box 3.2 Illustrative good practices of EIPs’ affirmative action for women

Africa

Kenya: R2000

The R2000 performance contract commits the Kenya Roads Authority (KRA) to the following: (i) develop a gender framework/policy for the roads sector; (ii) identify gender concerns, needs and priorities, and devise ways to address them; (iii) collect gender-disaggregated data to guide planning and programming within the institution; and (iv) ensure compliance with the target of 30 per cent women in all the KRA-related interventions.

Kenya: Sida-funded Nyanza R2000

The programme incorporated the following gender commitments into its design: (i) gender equality as one of the core values of the programme; (ii) women to constitute 50 per cent of the trained contractors to be selected from the vulnerable group; (iii) women targeted amongst the beneficiaries; (iv) a gender education module to be incorporated into each of the training packages; and (v) the employment of women to be based on encouragement and the provision of information on their rights, as well as affirmative action.

South Africa: EPWP

A Code of Good Practice for special public works programmes guides the EPWP. Among other things, the Code defines quotas of 55 per cent for the employment of women (EPWP2).

Uganda: Uganda Transport Rehabilitation Project (UTRP)

The contractors indicated that, during the training, they had been encouraged to ensure that women constituted at least 30 per cent of the labour force.

Asia

India: NEGRA

Worksite facilities are to be ensured by the implementing agency, including a day nursery if there are more than five children under the age of six.

Indonesia: NIAS-RACBP

Measures to encourage women's participation such as: (i) equitable access to information; (ii) all-inclusive participatory processes; (iii) gender balanced recruitment procedures; (iv) the provision of specific labour recruitment clauses in contracts; and (v) setting a minimum target of 30 per cent employment of women in community and private contracts.

Timor Leste: YEP

The overall target of the labour-based component of the programme is to assist 50,000 persons with a defined quota of 40 per cent female beneficiaries. The Career and Employment Centres are expected to benefit 70,000 youth with a target of 50 per cent women.

Latin America

Ecuador: Promotion of microenterprises for road maintenance

The evaluation report argues that the figures in the MOP-DM model were high because of the Ministry's acknowledgement of the importance of promoting women only, or predominantly women in small-scale enterprises in traditional (patriarchal) societies. It also argues that enterprises that are purely, or predominantly, made up of women are likely to address gender issues and that they are likely to guarantee the participation of women in the administration of transport resources, as well as their representation at all levels of decision-making.

Peru: Promotion of small-scale road maintenance contractors

In order to ensure that at least 10 per cent of the members in the microenterprises were women, the handbook defined a quota of at least 30 per cent female representation in the community assemblies/meetings.

Peru: Special rural roads project

To further promote women's involvement, quotas were defined as follows: a target of 10 per cent female participation in routine road maintenance microenterprises and 20 per cent in road committees.

Figure 3.1 below shows that nearly half of the EIIPs analysed specified minimum quotas for women to participate in and benefit from the respective programmes. EIIPs such as IRAP/GIS (Cambodia), SIDA-funded Nyanza R2000 (Kenya), EPWP (South Africa), YEP (Timor Leste) and Rehabilitation of Kakumiro-Mubende road (Uganda), specified a minimum of 50 per cent women beneficiaries. These EIIPs also reported the highest proportion of female beneficiaries and/or more equitable participation of women and men in the activities (table 3.2).

Figure 3.1 Summary of EIIPs defining quotas for women to participate in and benefit from the programmes

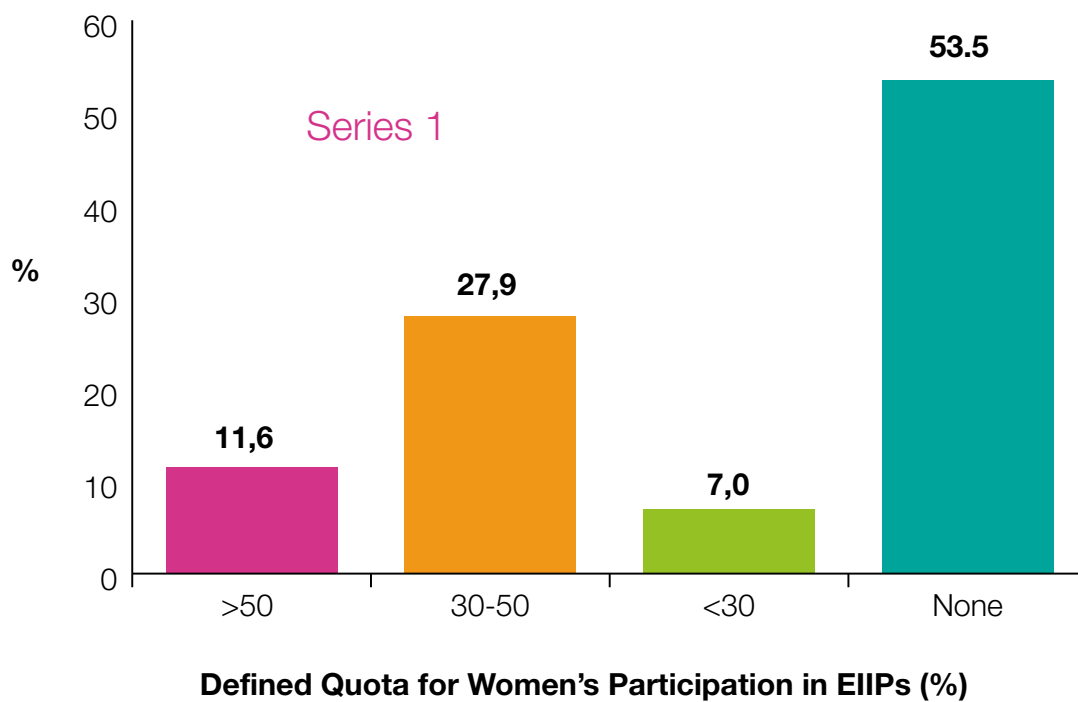


Table 3.2 Gender representation in EIIPs' targets and achievements

Region/ country	EIIP	Start	End	Target (%)	Achievement (%)	Explanation
Africa						
Ethiopia	Tigray and Wollo Road Rehabilitation Project	1998	2000	–	17	No provision for women to bring their children to the worksites
Kenya	Capacity building for the implementation of R 2000	2009	2012	–	34	ILO Technical Advisor assigned the responsibility of promoting gender equality
	R2000	2005	2010	30	20–30	<ul style="list-style-type: none"> ▪ Inclusion of women's groups in prioritization workshops ▪ Target of minimum of 30% women's representation in the workforce ▪ Reporting on gender targets for contractors and workforce ▪ Gender specialist during programme implementation.
	Youth employment for sustainable development	2012	2012	30	–	No data
	Sida-funded Nyanza R2000 (trained contractors)			50		No data
Liberia	Poverty Reduction through Decent Employment Creation	2007	2010	30-50	29	<ul style="list-style-type: none"> ▪ Affirmative action for women ▪ Elaborated gender action plan ▪ Dedicated budget for gender mainstreaming
Madagascar	HIMO <i>Communal</i> [community]	2006	2009	–	37.5	<p>Socio-economist charged with ensuring women's participation</p> <p>Women's organizations involved in sensitizing and mobilizing the communities</p> <p>Single women and female-headed households given priority in recruitment</p>
	HIMO <i>bâtiment</i> [buildings]	2008	2012	–	17	Few women with specialized skills such as masonry

Region/ country	EIIP	Start	End	Target (%)	Achievement (%)	Explanation
Mozambique	Rural Roads Programme	1989	2002	25	19	<p>Establishment of provincial Gender Units responsible for:</p> <ul style="list-style-type: none"> ▪ Promoting women's participation in labour-based work ▪ Registering women for the road works ▪ Addressing issues of sexual harassment ▪ Community gender awareness creation to facilitate the recruitment of female labour
Senegal	–	–	–	–	30	No explanation
Sierra Leone	QIECP	2010	2013	–	12	Lack of gender strategy to guide targeting
Somalia	EPP	2008	2010	50	71	<ul style="list-style-type: none"> ▪ Women's group involved in implementation ▪ Gender capacity building of implementing team
	EPP (work days)	2008	2010	–	41.6	<ul style="list-style-type: none"> ▪ Women's group involved in implementation ▪ Gender capacity building of implementing team
South Africa	EPWP (infrastructure)	2004	2014	55	40	<ul style="list-style-type: none"> ▪ Early childhood development component for child care ▪ Affirmative action for women ▪ Flexible working hours ▪ Community liaison officer ▪ Participatory prioritization of investments
Uganda	Rehabilitation of Kakumiro-Mubende road	1999	2000	50	45	<ul style="list-style-type: none"> ▪ Socio-economist and community roads officer ▪ Mobilization and sensitization of women and men ▪ Quota of 50% women's participation ▪ Flexible working hours ▪ Task rather than daily rate

Region/ country	EIIP	Start	End	Target (%)	Achievement (%)	Explanation
	RSPS	1999	2007	40	28	Non-compliance to gender equality contractual obligations
	UTRP	1995	2001	30	8	Gender neutral recruitment

Asia

Cambodia	Upstream project	2003	2006	50	50	Clause in the contract to recruit equal numbers of women and men
India	NREGA	2005	–	33.3	49.5 ¹	Recognition of single persons as a 'household', making it possible for single women including widows to access work One third of all workdays are reserved for women A day nursery to be provided if there are more than five children under the age of six
Indonesia	NIAS	2009	2012	30	39	Gender balanced recruitment procedures Specific labour recruitment clauses in contracts Setting a minimum target of 30% employment of women
	Integrated programme in Aceh and Nias	2006	–	30–70	33	Women-only registration exercises Quotas defined for women's entrepreneurship development Women workers only worksites
Myanmar	Infrastructure and jobs	2008	2009	–	30	Daily sex-disaggregated records were kept per activity
Timor Leste	YEP (Beneficiaries of Youth Career and Employment Centres)	2008	2012	50	80.6 ¹¹	No explanation for the under-representation of male youth
	YEP (literacy and numeracy training programme)	2008	2012	–	61 ¹¹	No explanation for the under-representation of male youth
	YEP (Youth LB component)	2008	2012	40	25 ¹¹	No explanation for the under-representation of female youth
	TIM works	–	2013	30	27	Minimum quota of 30% women's participation defined

10 By February 2011

11 By the time of the mid-point evaluation

Region/ country	EIIP	Start	End	Target (%)	Achievement (%)	Explanation
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Caribbean

Haiti	PPDNRE (people mobilized to participate in the programme)	2006	2010	–	55.4	Gender-sensitive indicators defined Women targeted as beneficiaries
	PPDNRE (proportion of jobs created)	2006	2010	–	45	Recognition of single persons as a 'household', making it possible for single women including widows to access work One third of all workdays are reserved for women A day nursery to be provided if there are more than five children under the age of six

Latin America

Ecuador	Maintenance Department, Ministry of Public Works	nd	2003	–	35.3	Promotion of women-only/predominantly women firms
	Local roads unit	nd	2003	–	6.5	Stereotypical excuses for not incl. women in road works: (i) they require physical force; (ii) their presence on the road results in their spouses being jealous; and (iii) it is dangerous for them to be on the road
	ILO CONCOPE	nd	2003	–	0	No affirmative action for women
Guatemala	Post Stan	2005	2006	–	40	Targeting young unmarried mothers Providing day-care centres for young children with paid baby sitters Paying specific attention to women during the payment process (through the bank)
Nicaragua	Economic governance in the water and sanitation sector	2009	2012	–	40	Programme management commitment to gender mainstreaming
	Employment and income generation	2001	2006	–	38	Targeted training for women
Peru	Special rural roads project (routine road maintenance)	2001	2002	10	22	Defined target for women's participation Removal of the requirement that members have experience in bricklaying or civil construction and to be literate

Region/ country	EIIP	Start	End	Target (%)	Achievement (%)	Explanation
	Promotion of small scale road maintenance contractors	1995	2002	–	3.7	No affirmative action for women
	Special rural roads project (road committees)	2001	2002	20	–	No data

– = data not available.



Good practice 3.3: PRODOC includes gender-sensitive indicators for project monitoring and review

Gender-sensitive indicators (table 3.1) are important in tracking the progress of implementation and eventually assessing the impact on gender equality and women's empowerment. Whereas nearly all the EIIPs reviewed had gender-disaggregated data, only a couple defined gender-sensitive indicators beyond the gender targeting.

Box 3.3 Illustrative good practices of EIIPs defining gender-sensitive indicators

Asia

Indonesia: NIAS-RACBP

- a. Reduced travel time and transportation costs for women and men.
- b. Selected works reflect the specific needs of women and men.
- c. Wages to workers paid in time per entitlements and without prejudice to the workers' gender.
- d. Women's and men's travel needs prioritized in the planning and implementation guidelines.

Timor Leste: YEP

Whereas the PRODOC does not explicitly define gender-sensitive indicators, it commits to the provision of gender-disaggregated data in the monitoring and evaluation system in order to facilitate the tracking of progress made towards the defined strategies enhancing gender equality.

Caribbean

Haiti: PPDNRE

The PRODOC defined the following gender-sensitive objectively verifiable indicators:

- a. proportion of women;
- b. number of jobs created for all activities and type of intervention;
- c. percentage of total jobs occupied by women and by young people;
- d. proportion of female beneficiaries by category of work: labourers, supervisors and technicians.

Good practice 3.4: The budget responds to the gender-responsive actions identified during the planning process



Allocating an adequate and dedicated budget for gender-related activities ensures their implementation. These include: (i) provision of separate bathroom facilities; (ii) provision of child-care support; (iii) employment of a gender expert; (iv) creation of gender awareness and capacity building; and (v) gender-sensitive community mobilization and participatory planning.

Only a couple of EIIPs adopted gender-responsive budgeting suggesting that the proposed gender-equality enhancing interventions in the PRODOCs might not be implemented.

Box 3.4 Illustrative good practices of gender-responsive budgeting

Africa

Ghana: Decent Work Pilot Programme

The successful integration of gender into the programme is largely attributed to the fact that gender was one of the criteria for assessment in a competitive process of resource allocation.

Liberia: PPEDEC

A dedicated budget of about US\$9,000 was to be allocated to implement the identified gender-equality enhancing interventions.

Good practice 3.5: Potential gender risks identified and mitigation measures defined



To ensure that EIIPs do not aggravate inequitable gender relations, it is important to review the project design to assess the potential impacts on women relative to men and define mitigation measures, if any. That way, EIIPs have a greater potential for promoting gender equality and empowering women.

Box 3.5 Illustrative good practices of gender appraisal in identifying and mitigating risks

Asia

Indonesia: NIAS-RACBP

Inequalities in the distribution of benefits were identified as a risk to be addressed by promoting and adhering to equity principles during the recruitment of labour for the construction works. This was in addition to ensuring inclusive community participation and information sharing. Women are not allowed to enter community halls. Accordingly, the programme community development officers advised that they should not be used for joint meetings.

Indonesia: Integrated development programme in Aceh and Nias

According to the project monitoring reports, women were initially unwilling to present themselves as jobseekers. This was addressed by conducting women-only registration exercises. As a result, by the end of the project's first year, women constituted 28 per cent of the skilled job seekers. The programme prepared guidelines, in order to promote appropriate employment conditions in the workplace and, thus, efficiency. Among the issues discussed in the guidelines was gender equality in the workplace. As a result, the participation of women in the labour force in Nias reached 35 per cent during the initial batch of sub-projects implemented. In Aceh, female participation was initially as low as 7 per cent but gradually increased to 25–30 per cent within a year and a half of its implementation.

Timor Leste: YEP

The PRODOC also suggested that, where possible, the programme would create awareness amongst the LB workers about, amongst other issues, reproductive rights and domestic violence. The latter possibly as a way of militating against the potential gender-based violence that sometimes arises as a result of married women earning an income.

Latin America

Peru: Special rural roads project

The guidelines and procedures for the structure of the microenterprises were revised and the requirements for members “to have experience in bricklaying or civil construction” and to be “literate”, which tacitly disadvantaged women, were removed. As a result, there was a gradual increase in the number of women involved in the maintenance of rural roads and a 22 per cent increase in non-motorized rural tracks by the end of the second phase.



SECTION

4

GENDER EQUALITY IN IMPLEMENTATION, MONITORING AND REPORTING

GENDER EQUALITY IN IMPLEMENTATION, MONITORING AND REPORTING

The projects reviewed exhibited varying degrees of gender mainstreaming during implementation and monitoring. Whereas some of the projects were designed to promote gender equality and women's empowerment, gender tended to "evaporate" during implementation.



Key procedures

1. ToRs for the EIP implementation team, including the Technical Advisor, should include a gender dimension.¹⁴
2. Recruit a project gender expert.
3. The community's entry process should incorporate gender awareness raising, i.e. it should be inclusive and participatory; have separate focus group discussions for women and men; and include appropriate interpretation in local languages, if needed.
4. The community should be mobilized for the infrastructure works ensuring the inclusion of both women and men, specifying that:
 - a. minimum quotas and justification for women's participation;
 - b. the project should facilitate women's participation.
5. Identify training needs and build the gender capacities of the implementing team (partners, project staff, contractors, project committees), as appropriate.
6. Ensure a gender balance when selecting beneficiaries and project implementers.
7. Identify the training needs and build the capacities of the female beneficiaries and small-scale contractors, as appropriate.
8. Prequalification and bidding documents indicate incentives for gender sensitive consultants/contractors.
9. Quarterly and annual workplans should include gender aspects.
10. Gender-sensitive monitoring data should be collected and corrective action taken, as appropriate.
11. Quarterly and annual project reports should include a gender dimension.

14 This should take into account the ILO policy on gender equality and mainstreaming (1999) which states that gender mainstreaming is the responsibility of all staff at all levels while accountability rests with senior managers, regional directors and programme managers.

Guiding questions



1. Have both women and men been informed about the project?
2. Is the recruitment strategy gender sensitive?
3. Does the implementing team have the necessary gender capacity?
4. Do the prequalification and bidding documents include incentives for gender-sensitive consultants/contractors?
5. Are resources being allocated to implement the project's gender strategy?
6. Is the worksite gender friendly?
7. Are the contractors obliged to consider gender-sensitive aspects during implementation and in reporting?
8. Were gender stereotypes identified prior to tasks being assigned or executed?
9. Is the data on achievements gender disaggregated?
10. Are both women and men actively and fully participating in the implementation of the project as workers, trainees and small-scale contractors?

Key indicators



Performance monitoring should report on the following.

Procedural

1. Gender capacity building for the gender expert(s) on the implementing team.
2. The proportion of resources allocated for gender mainstreaming.
3. Involvement of women's groups in the recruitment of labour.
4. Gender friendly worksite:
 - a. average walking distance from workers' homes to infrastructure sites;
 - b. separate bathroom facilities;
 - c. child-care facilities;
 - d. flexibility in the execution of the work, i.e. the use of a task-based system and flexible working hours;
 - e. zero tolerance for sexual harassment/violence at work;
 - f. use of gender-sensitive language, i.e. "works in progress" instead of "men at work".
5. Raising the community's gender awareness so that stereotypes are addressed.
6. Progressive achievements in gender equality and women's empowerment.
7. Number of women relative to men employed disaggregated across different EIIP components, and by skilled and unskilled labour.
8. Number of women's workdays relative to men's.
9. Number of women participating in different EIIP capacity-building components relative to men.

10. Number of women holding leadership positions, i.e. as gang leaders, relative to men.
11. Number of women assigned tasks that do not reflect women's traditional roles and challenge the status quo relative to men.
12. Number of women's groups or small contracting firms involved in implementation.
13. Women's total wages relative to men's.
14. Number of qualifying mothers offered maternity leave.

A summary table of the reviewed EIIPs demonstrating good practices in project implementation, monitoring and reporting is presented in annex XI.



Good practice 4.1: A gender strategy/gender implementation plan elaborated

A well-planned, time- and resource-bound and verifiable gender strategy is key to successfully integrating a gender dimension into EIIP implementation, monitoring and reporting. A strategy is important because it provides practical guidance on “how to” mainstream gender in EIIPs. Only three programmes elaborated such strategies suggesting that many of the programmes may have lacked a gender direction.

Box 4.1. Illustrative good practices in implementation

Africa

Liberia: PREDEC

A gender action plan was elaborated and gave direction to the mainstreaming process.

Asia

Indonesia: NIAS-RACBP

A gender strategy was developed during the inception phase to ensure: (i) women's participation in community-level infrastructure works; and (ii) women's access to employment opportunities in the construction and maintenance activities.

Timor Leste: YEP

A draft gender mainstreaming strategy was developed and translated into the local language to facilitate further discussion before its adoption.

Good practice 4.2: The contract documents explicitly incorporate the relevant gender equality issues



Making gender a contractual obligation improves the likelihood of it being addressed during implementation. In practical terms, this means that contract documents explicitly incorporate the relevant gender equality issues. Likewise, the bills of quantity are expected to include sociological aspects.

Box 4.2 Illustrative good practices of gender equality as a contractual obligation

Africa

South Africa: EPWP

The BoQ includes estimates to cater for social issues such as gender equitable mobilization and the recruitment of labour. The contractors are also obliged to follow the “equal pay for equal work” principle, irrespective of gender. The contractors are happy with these contractual obligations because they do not affect their profit margins.

Asia

Cambodia: Upstream project

The project generated 750,243 workdays, which were distributed almost equally between women and men. This was because of a clause in the contract that required the contractors to recruit equal numbers of women and men.

Indonesia: NIAS-RACBP

The evaluation report concluded that the integration of clauses into EIPs relating to labour standards, safety, gender promotion and environment is a powerful tool. For instance, there was an obligation for contractors to employ a minimum of 30 per cent women in community and private contracts. This achieved a total of 33 per cent women’s participation and compares very favourably when set against the 0 per cent women’s employment in cultural heritage works where there was no such contractual agreement.



Good practice 4.3: The implementers have the necessary capacities to execute the project in a gender-sensitive manner

One of the persistent challenges to mainstreaming gender lies in the question: “How do we do it?” One of the key success factors identified is that programme staff, consultants, contractors and other actors should have the relevant capacities to implement EIIPs in a gender-responsive manner. A good practice, at the global level is the presence of an officer within the ILO EIIP Unit who provides technical backstopping to all programme countries. The support involves building gender-mainstreaming capacity, amongst other things.

Box 4.3 Illustrative good practices with demonstrated gender capacities

Africa

Ghana: Decent Work Pilot Programme: During the adaptation of the ILO Training Manual for the programme, the document was reviewed for improved gender sensitivity.

Liberia: PREDEC

All three of the programme coordinators received gender training.

Mozambique: Rural roads programme

A two-week intensive course on gender was organized for supervisors and heads of brigade. In addition, a trainer was trained to provide in-house support. A module on gender was incorporated into the curriculum offered by the LB training centre.

Uganda: RSPS

Initiatives to address gender in capacity-building included gender awareness training for local government non-engineering technical staff, specifically community development/gender officers, environmental officers and labour officers. Training was also offered to political and administrative officials, including district chairpersons, chief administrative officers, the district secretary for works, and the chairpersons and secretaries of district tender boards. Each of the training modules offered incorporates a gender dimension.

Asia

Indonesia: NIAS-RACBP

The evaluation report indicates that the ILO programme staff capacities were sufficient to implement the programme in a gender-responsive manner. Accordingly, there was no need for external gender expertise.

Timor Leste: TIM works

All the technical staff underwent training on gender.

Latin America

Paraguay: Joint UN programme

For the purposes of sharing gender-related experiences and peer learning, the programme promoted South-South exchange on gender. This involved the participation of women leaders at international meetings as well as exchange visits to Nicaragua.

Peru: Special rural roads project

In order to challenge the existing unequal social relations, gender capacity building targeting institutional personnel was conducted.

Good practice 4.4: Staff assigned responsibility for providing gender equality technical oversight



Some EIPs recruited staff to support gender mainstreaming within the programmes. Their responsibilities ranged from advising and supporting programme staff to monitoring and documenting progress in achieving defined gender outcomes. EIPs that involved sociologists or gender specialists were most likely to report on the qualitative aspects of the project. Again, the EIP's gender focal person plays an overarching technical oversight role.

Box 4.4 Illustrative good practices of technical oversight for gender equality

Africa

Ghana: Decent Work Pilot Programme

The programme consulted gender specialists as required. However, the programme implementers complained that too many different gender specialists were involved for too short a time. There was insufficient depth of support to add value.

Kenya: Capacity building for the implementation of R2000

One of the two ILO technical advisors to the project was assigned the responsibility for promoting gender equality

Kenya: SIDA-funded Nyanza R2000

A Gender, Youth and Intermediate Means of Transport specialist was among the technical assistance consultants who provided management support and technical advice during the implementation of the programme. This specialist's role was to guide the process of ensuring the sustainable involvement of women and youth in the programme.

Madagascar: HIMO

The project employs a socio-economist charged with ensuring the participation of women, amongst other things.

Mozambique: Rural roads programme

To further institutionalize mainstreaming, a Gender Department was established under the National Directorate of Roads and Bridges in 1997. The Department was mandated to: (i) increase women's participation in labour-based construction; (ii) create a favourable working environment for addressing gender; (iii) raise the level of gender awareness amongst the workers and staff; and (iv) build staff capacity to facilitate gender analysis in the design and implementation of the programme.

Uganda: RSPS

A sociologist was charged with promoting the socio-economic aspects of the project including gender. All the technical studies undertaken had a gender perspective and, to ensure responsive outcomes, the study teams included sociologists.

Asia

Indonesia: NIAS-RACBP

The programme community development officers ensured a participative approach, promoted the setting up of child-care facilities and actively encouraged women to join the young supervisor apprentice scheme. As a result, women constituted 50 per cent of the 42 participants on the apprentice supervisor course.

Timor Leste: YEP

A Gender Cabinet was assigned the responsibility of promoting equality in accessing training and employment opportunities, as well as ensuring that gender was integral to all programme activities and outputs. A gender coordinator was charged with the implementation of the gender mainstreaming strategy.

Caribbean

Haiti: PPDNRE

The programme was implemented through cooperatives, which facilitated the implementation of the gender aspects of the programme, amongst other things.

Latin America

Peru: Special rural roads project

A gender consultant was recruited to provide technical support for gender mainstreaming.



Good practice 4.5: Creating awareness among communities and project staff to break gender stereotypes

Retrogressive cultural practices, and sometimes religion, define separate spaces for women and deny them an opportunity to participate in EIIPs on an equal footing with men. In recognition of this, many EIIPs incorporated gender awareness into community mobilization. Some involved government and nongovernmental gender justice actors, such as ministerial departments responsible for gender equality as well as women's groups.

Box 4.5 Illustrative good practices challenging gender stereotypes

Africa

Kenya: R2000

The standard notice of recruitment is supposed to be distributed to the leadership of women's groups and it especially encourages women to apply. One of the proposed strategies to ensure an enabling environment for mainstreaming gender in the training is the development of a code of practice for managing cross-cutting issues, including gender.

Madagascar: HIMO Communal

Women's organizations were involved in sensitizing and mobilizing the communities for the community road works. Women and youth groups were specifically involved in order to ensure work opportunities for these otherwise disadvantaged segments of the community. The chairpersons of these community-based organizations were recruited as team/gang leaders and many of them in turn mobilized the unemployed members of their groups for the works. Apart from works that required specialised skills, such as masonry, labourers were recruited from the communities. While no specific quotas were defined for the representation of women, single women and female-headed households were given priority. There was no similar affirmative action for women contractors.

Mozambique: Rural roads programme

Gender was integral to all the training activities conducted at all levels prior to the launch of the programme. The Gender Department encouraged female students from technical schools to aspire to higher education in road construction-related fields. Furthermore, it established gender units at the provincial level. It conducted gender awareness courses for all members of these units as well as for all government and private sector professionals working for the programme. The provincial units were responsible for:

- a. promoting women's participation in labour-based work;
- b. registering women for the road works;
- c. addressing issues of sexual harassment;
- d. creating community gender awareness to facilitate the recruitment of female labour.

Rwanda: HIMO

Gender issues are also included among other sensitization aspects at the worksites. An additional measure to promote gender equality and women's empowerment was the involvement of the ministry in charge of gender, as well as the representation of the National Women's Council on the HIMO National Steering Committee.

Uganda: Rehabilitation of Kakumiro-Mubende road

Before the project started, the contractor employed a socio-economist and a Community Roads Officer who worked with works committees comprising female and male community members. The committees were set up along the road to mobilize, sensitize and recruit people from the communities for the works.

Uganda: RSPS

Local government stakeholders, including politicians and technocrats, participated in the programme in public hearings, in mobilization efforts and workshops to raise awareness of the road works, including the significance of the participation of women. The introduction of gender, an otherwise sensitive issue in such forums, resulted in stakeholders identifying with it and making recommendations on how to address some of the related challenges.

Uganda: RSPS

The gender sensitivity of the recruitment process varied. The majority of the contractors provided equal employment opportunities for both women and men through the community, by advertising on market days, and through local government administrative structures.

Asia

Timor Leste: TIM works

Community leaders in each district participated in seminars on gender awareness.

Latin America

Panama: Joint UN MDG-Fund Programme

Women's groups were involved in the execution of the programme. They underwent training on rights, capabilities and leadership. The programme also included raising gender awareness of both female and male community members about women's rights and the significance of women's participation. The training participants were encouraged to share their gender knowledge with their family members as well as the community at large. As a result, the programme empowered women and contributed to addressing some of the gender inequalities in these otherwise patriarchal communities.

Peru: Special rural roads project

In order to challenge the existing unequal social relations, gender capacity building targeting institutional personnel was conducted between March 2001 and June 2002.



Good practice 4.6: Equitable recruitment of both women and men in capacity building and employment

A considerable number of EIPs provided for the equitable recruitment of both women and men in capacity-building activities and employment. The measures included involving women's groups in the mobilization of the participants/workers by using information channels and affirmative action for women.

Box 4.6 Illustrative good practices of equitable recruitment

Africa

Ghana: Decent Work Pilot Programme

Deliberate efforts were made to reach women beneficiaries and to use female trainers during capacity-building activities. The involvement of women was applied systematically throughout the implementation of the project.

Kenya: R2000

R2000 provides for positive discrimination in identifying and training female contractors.

Sierra Leone: QIECP

To ensure longer term employment opportunities, a small number of contractors, mostly women, were trained in the routine maintenance of the improved physical infrastructure.

Uganda: RSPS

The participation of women was encouraged through affirmative action whereby firms with more women in their teams were awarded additional points during bid evaluation.

Asia

Indonesia: Integrated development programme in Aceh and Nias

A women's enterprise development sub-component was developed to further broaden the scope of the participation of women. Out of the 45 training courses for entrepreneurship development, eight were reserved exclusively for women. Women were provided with the skills and means to manufacture building materials, in order to take advantage of the business opportunities created by the expanded rehabilitation and reconstruction works. This involved training courses for women on how to produce concrete tiles and blocks.

Caribbean

Haiti: PPDNRE

The programme was implemented through cooperatives, which, amongst other things, were responsible for social inclusion and gender equality in the mobilization and recruitment of the workers.

Latin America

Guatemala: Joint United Nations Post San Project

Targeted young unmarried mothers, who not only had fewer opportunities for wage employment but also had a greater need for cash. It paid specific attention to women during the payment process.

Nicaragua: Promotion of employment and income generation

To build the capacities of female entrepreneurs, the project organized targeted training for women.



Good practice 4.7: Provide a conducive environment and operational practices for women to fully participate

Women have heavier time commitments than men because of their household chores. EIPs offer flexibility in the execution of works, such as task-based systems and flexible working hours, which are more adaptable to women's domestic workload. Providing child-care facilities enables women to participate in public works. Additional practices to address would-be barriers to the participation of women include: (i) offering maternity leave; (ii) zero tolerance of sexual harassment; and (iii) providing separate rooms, and toilet and shower facilities during the training and construction/rehabilitation of works. Use of gender-sensitive language, i.e. "works in progress" instead of "men at work" also encourages women's participation.

Box 4.7 Illustrative good practices addressing barriers to the participation of women

Africa

South Africa: EPWP

It is a contractual obligation to provide facilities that enable women to balance their work in the EPWP with their domestic responsibilities. The contractors are expected to provide separate toilet facilities, female and male condoms, protective wear and good quality hand tools. Day nurseries are not necessary because this service is catered for under the early childhood development (ECD) legislation, where the government provides child-care facilities in all communities in the country. The programme uses task-based rather than time-based daily rates. This makes the participation of women easier as it provides some flexibility in the start and end time. Provision is also made for maternity leave.

Uganda: RSPS

Women's participation was ensured through amongst other things: (i) task rate for 50 per cent of the works; (ii) flexible working time for 60 per cent of the contracts; (iii) provision on all worksites of separate sanitary facilities for women and men; (iv) provision of space, i.e. separate rooms, toilets and shower facilities for women during labour-based training – the allocation of space was managed in a flexible manner, in order to accommodate the number of female trainees on the worksite at any one time; and (v) contractors with more women in their teams were awarded additional points during the evaluation of bids.

Latin America

Guatemala: Joint United Nations Post San Project

Provided day-care centres for young children, with paid babysitters.

Good practice 4.8: Performance monitoring includes assessing progress in achieving defined gender outcomes



In order to track the progress of the achievement of gender-equity goals, target and achievement data should be sex disaggregated. Almost all the projects reviewed provided sex-disaggregated monitoring data. There was, however, no indication of the extent to which female beneficiaries were directly involved in performance monitoring.

Box 4.8 Illustrative good practices of gender-sensitive monitoring

Africa

Kenya: Roads 2000

The muster roll provides for the gender disaggregation of the workforce.

Kenya: Capacity building for the implementation of R2000

Monitoring data was sex disaggregated.

Uganda: RSPS

Monitoring was participatory and it included Local Government Gender Officers, as well as female and male community representatives. The programme developed monitoring forms to ensure gender sensitivity in the recruitment process, as well as to track: (i) the proportion of women in responsible positions; (ii) views on female employment; and (iii) the level of women's remuneration relative to men's.

Asia

Indonesia: NIAS-RACBP

As provided for in the PRODOC, a gender strategy was developed during the inception phase to ensure: (i) women's participation in community-level infrastructure works; and (ii) women's access to employment opportunities during the construction works and in maintenance activities.

Myanmar: Infrastructure and jobs

The end-of-project report indicates that daily sex-disaggregated records were kept per activity. Women constituted 30 per cent of the total of 7,404 persons employed.

Timor Leste: YEP

The programme documents provided sex-disaggregated monitoring data.



SECTION

5

GENDER EQUALITY
IN MID-TERM AND
END-OF-PROJECT
EVALUATION

GENDER EQUALITY IN MID-TERM AND END-OF-PROJECT EVALUATION

The indicators presented in Table 3.1 are the baselines against which EIIPs should be evaluated.



Key procedures

1. Include a gender expert on the evaluation team.
2. Include a gender dimension in the ToRs.
3. Consult both female and male beneficiaries.
4. Assess the gender-differentiated impact as per defined EIIP goal and outcomes establishing the distinct impact on women and men as regards knowledge, skills and income.
5. Assess the effectiveness of the gender strategy and the lessons that can be learnt from its implementation.
6. Assess whether a gender analysis informed all stages of the project cycle.
7. Assess whether both women and men participated equally and benefitted equitably from the project.
8. Assess whether sex- and gender-disaggregated data were routinely collected and analysed, and whether adjustments to the gender strategy were undertaken, as appropriate.
9. Establish the extent to which the project contributes to women's empowerment and gender equality.
10. Assess the sustainability of the project gender outcomes.



Guiding questions

1. Is the achievement data gender disaggregated?
2. Do the ToRs for the evaluation explicitly require the assessment of the EIIP's gender impacts?
3. Do the ToRs explicitly require the inclusion of gender expertise on the evaluation team?
4. Does the evaluation team have the capacity to assess both the qualitative and quantitative gender impacts of the EIIP?
5. Did a gender analysis inform all stages of the project cycle?
6. Were both women and men given equal opportunities to participate in and benefit from the project?

7. Were sex- and gender-disaggregated data routinely collected, analysed and adjustments to the gender strategy undertaken, as appropriate?
8. Was the gender strategy effective? What are the lessons learnt and how can they inform the design of future EIIPs?
9. Did both women and men participate equally and benefit equitably from the project?
10. What qualitative and quantitative results does the EIIP have in relation to gender equality and women's empowerment?
11. How sustainable are the project's gender outcomes?

Key indicators

1. Inclusion of a gender expert on the evaluation team.
2. Evaluation reports include sex and gender disaggregated as follows:
 - a. Proportion of women employed relative to men: target and achievement.
 - b. Proportion of total workdays undertaken by women/men by age group.
 - c. Proportion of women benefitting from different aspects of EIIP capacity building relative to men.
 - d. Proportion of women in leadership positions in the EIIP relative to men.
 - e. Proportion of wages earned by female and male workers.
 - f. Qualitative gender outcomes, i.e. extent to which infrastructure assets and services produced through EIIPs:
 - address women's time poverty;
 - promote more equitable division of labour between women and men;
 - promote women's participation in leadership positions in EIIPs as well as in community structures;
 - strengthen women's security of access to resources relative to men's.

A summary table of the reviewed EIIPs demonstrating good practices in mid-term and end-of-project evaluation is presented in annex XII.

Good practice 5.1: Mid-term and end-of-project evaluations report on progress in achieving defined gender outcomes

To conduct an evaluation in a manner that considers the gendered outcomes of an EIIP, the team should have the necessary gender capacity. Furthermore, the evaluation ToRs should explicitly require that the gender dimensions of the impact of the respective EIIP be assessed. The evaluation reports of all the recent EIIPs made reference to the ILO Evaluation Unit Guidance Note 4. Integrating Gender Equality in Monitoring and Evaluation of Projects. Accordingly, these evaluations gave due attention to gender albeit with different levels of detail. Whereas some EIIPs defined gender-specific objectives as well as gender-sensitive indicators, only a few reported achievements beyond citing the numbers involved. Annex XIII presents a template for documenting the quantitative impacts of EIIPs.



Box 5.1 Illustrative good practices of gender-responsive reporting – beyond numbers

Africa

Cameroon and Mali: Promotion of employment and reduction of poverty

In Cameroon, the capacity of 16 member groups and associations consisting of 1,210 women was built to engage in various productive activities and to access a number of public contracts. In Mali, 158 micro income-generating projects were established, 38 per cent of which were women-only enterprises.

Liberia: PREDEC

- a. Women-owned companies along the demonstration road received business management training as well as access to credit.
- b. More than 30 per cent of community-based women's organizations were provided with basic tools, equipment and credit to enable them to kickstart waste collection businesses. As a result, women took up nearly 50 per cent (96 women) of the 193 jobs created.
- c. Women workers and entrepreneurs were provided with skills including leadership, negotiation and conflict resolution. A National Gender Network of Liberia was established.

Senegal: *Projets d'appui aux programmes à Haute Intensité de Main d'oeuvre* [Projects in support of labour-intensive public works programmes] (PROHIMO)

The female beneficiaries reported that their participation in the project had empowered them in several ways. First, they were able to earn an income, which enabled them to accumulate capital to start small income-generating activities. This is especially significant considering the traditional restrictions on women accessing credit from formal institutions. Second, as a result of the training, they were exploring the possibility of establishing microenterprises to manufacture pavers, bricks, etc., for the construction market.

Latin America

Panama: Joint UN MDG-Fund Programme

- a. Challenged gender stereotypes and empowered women. Amongst other things, men are more supportive of women's participation in the project activities and they also participate in household chores.
- b. The programme minimized the time and the risks involved in water collection. The improved sanitation has afforded women and girls some much needed privacy and convenience.
- c. The EIP promoted women's leadership in the programme as well as in the community.
- d. The programme highlighted the fact that gender overlaps with other inequalities endured by disadvantage women. Informed by a gender analysis, the programme was able to identify and effectively address women's vulnerability in indigenous communities.

ANNEX I

GLOSSARY: key gender concepts in EIIPs

Sex and gender

Sex is the biological difference between women and men. Sexual differences are universal: they are the same throughout the human race and involve women's as well as men's bodies. The term gender refers to the economic, social, political and cultural attributes and opportunities associated with being male and female. Gender is determined by the tasks, functions and roles attributed to women and men in society, and in public and private life. In most contexts, women and men differ in the activities they undertake, in access to and control over resources, and in participation in decision-making. These differences limit the ability of women to develop and exercise their full capabilities and, therefore, to fully participate in and benefit from EIIPs.

Gender analysis

A systematic way of examining the attribution and organization of roles, responsibilities, resources and values attached to women and men in order to assess the differences and inequalities between them and to map out their specific interests, opportunities, constraints and needs in relation to EIIPs. Gender is context-specific; accordingly, each EIIP project should gather and examine information on women's situation and position in the project area relative to men's.

Gender equality

Gender equality refers to equal enjoyment by women and men of EIIP services, opportunities, and resources. For example, equal pay for equal work, equal numbers of male and female workers, equal representation of men and women in staffing, equal allocation of budget and other resources to respond to women's and men's needs.

Gender equity

Appropriate and fair allocation of human, physical, social, financial and other resources associated with EIIPs to address the specific needs and aspirations of women and men. For instance, considering that women are often less educated and less skilled than men, EIIPs should provide training for women to build their capacity and ensure that they participate equitably in and benefit from employment opportunities accruing from investments in infrastructure.

Gender mainstreaming

Mainstreaming gender is a strategy to achieve gender equality. It recognizes that women and men often have different needs and priorities, face different constraints, and have different aspirations. It requires that technical staff incorporate a gender equality perspective in the way they work as well as in all stages of the EIIP infrastructure improvement cycle. In situations where women form the majority of disadvantaged people, gender mainstreaming should include specific actions to empower them and put them on a par with men.

Gender (mainstreaming) strategy

A gender mainstreaming strategy has two major aspects: (i) the integration of gender into analyses and formulations of EIIPs; and (ii) initiatives to enable women as well as men to formulate and express their views and participate in decision-making during all stages of the EIIP infrastructure improvement cycle.

Affirmative action

Affirmative action is an active measure taken to redress perceived disadvantages due to overt, institutional, historical or involuntary discrimination to ensure equal opportunity between women and men. This could involve defining minimum quotas for women's participation in EIIP employment, training programmes and contracting.

Discrimination

The ILO's Discrimination (Employment and Occupation) Convention, 1958 (No. 111) defines discrimination as any distinction, exclusion or preference made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin, which has the effect of nullifying or impairing equality of opportunity or treatment in employment or occupation. Other discrimination grounds may include: marital status, age, and HIV and AIDS status.

Manifestations of discrimination also include sexual harassment and other workplace bullying or physical and verbal violence/abuse, assigning discriminatory and demeaning tasks only to women or men as well as unequal pay for women who do the same work as men.

Gender stereotypes

Simplistic but deeply ingrained generalizations about women's and men's capabilities and attributes, and their place in society. For instance, women's roles, functions and abilities are perceived as primarily tied to the home and not to the public domain. This results in the discrimination of women and limits their participation in EIIPs.

Time poverty

Time poverty refers to working long hours with insufficient time for rest and leisure. Women are more time poor relative to men due to their work in the household which includes fetching water, collecting fuel wood, cooking, cleaning and taking care of the young, the sick and the old. As such they are relatively immobile compared to men and their labour is not easily transferrable to EIIPs, especially if it involves travelling long distances from home. To ensure equitable benefits for women and men, training and worksites should be at a reasonable distance from the communities, and EIIPs should offer child-care facilities as well as flexibility in the execution of the work.

Gender blind

A conscious or unconscious way of doing or saying things without recognizing or considering differences in women's position, needs and feelings relative to men's.

Gender sensitive

The ability to recognize the differences between women's and men's perceptions, aspirations and needs as regards EIIP employment and training opportunities.

Gender aware

The ability to identify labour issues arising from stereotyping, discrimination and gender inequalities.

Gender responsive

Planning and implementing EIIPs that address both women's and men's infrastructure needs, and take into account differences in their labour allocation, time use, educational levels, resources and skills base.

Inclusive language

The exclusion of derogatory and discriminatory language promoting exclusivity or a sense of hierarchy and placing one group of people, usually women, below others thus creating or perpetuating negative social stereotypes. Examples of inclusive language would be the use of "works in progress" instead of "men at work"; "forepersons" instead of "foremen"; "human resources" instead of "manpower".

Sex- and gender-disaggregated data (SDD/GDD)

These data are collected indicating the different roles and responsibilities of men and women, and the way opportunities and benefits from public works are distributed between the two sexes. SDD and GDD facilitate equitable targeting and planning of projects that respond to women's and men's needs. Furthermore, such data help to develop gender-sensitive monitoring and evaluation indicators. Also, they should be disaggregated by age, as, throughout the life cycle, men and women have different employment statuses, aspirations, needs, skills and experiences in relation to EIIPs.

Relevant EIIP concepts¹⁵

Employment intensive: Strategies, approaches, projects designed to optimize an employment creation potential where labour is the dominant resource for carrying out quality works while remaining cost effective.

Equipment-based: An approach in which equipment, supported by a small amount of labour, is optimized to carry out the works in a cost-effective manner to produce quality structures.

Labour-based: A systematic approach or methodology to optimize labour (preferably local), where technically feasible, to carry out works in a cost-effective manner to produce quality works. Appropriate (light) equipment is used to supplement work for reasons of cost or quality, for example, for medium- or long-distance haulage, rock crushing or heavy compaction.

Day work: A worker is paid for attendance rather than output.

Piecework: A worker is paid according to the amount of work produced.

Task work: A worker is free to go when he or she has completed a defined task to the required quality. This is a more flexible arrangement and allows women to balance their work at home with their participation in an EIIP. Accordingly, it has the most potential to promote women's participation in EIIPs and is the preferred option for promoting gender equality in public works.

¹⁵ ILO. *Local Resource-Based Approaches for Infrastructure Investment. Source book* (Harare, Sub-Regional Office for Southern Africa, 2010)

ANNEX II

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ANNEX III

List of reviewed EIIPs by region/country, start/end date and type of investment

Region/ county	Project	Start date	End date	Type of investment
 Africa				
1. Cameroon	<i>Programme National de Réhabilitation et Construction des Routes Rurales au Cameroon – PN2R</i> [National Rural Roads Rehabilitation and Construction Programme in Cameroon]	2009	2013	Road works
2. Cameroon and Mali	<i>Projet d'Appui à la Promotion de l'Emploi et Réduction de la Pauvreté</i> [Support for the Promotion of Employment and Poverty Reduction]	2007	2009	Employment generation
3. Ethiopia	Tigray and Wollo Road Rehabilitation Project	1998	2000	Road works
4. Ghana	Decent Work Pilot Programme: Working out of poverty in Ghana. A case study of the Ghana Decent Work Pilot Programme	2003	2004	LB policy
	Capacity Building Support to the Ghana Social Opportunities Project (GSOP)	2011	2013	LB training
5. Kenya	Roads 2000 Nyanza	2005	2010	Road works and LB training
	Capacity building for the implementation of the R2000 programme and the enhancement of the quality and delivery of employment-intensive technology training	2009	2012	LB capacity building
	Youth Employment for Sustainable Development	Mar. 2012	Dec. 2012	Employment creation
6. Liberia	Poverty Reduction through Decent Employment Creation in Liberia	2007	2010	Road works and capacity building
7. Madagascar	<i>Projet HIMO Communal</i> [Labour-Intensive Community Project]	2006	2009	Road works
	<i>Projet HIMO Bâtiments</i> [Labour-Intensive Buildings Project]	2008	2012	Buildings
8. Mozambique	Feeder Roads Programme	1989	2002	Road works
9. Rwanda	Rwanda National Labour Intensive Public Works Strategy (LIPW/HIMO)	2008	–	LB strategy
10. Senegal	Projet d'appui aux programmes à Haute Intensité de Main d'oeuvre (HIMO)-PROHIMO	2001	2007	LB capacity building
11. Sierra Leone	Quick Impact Employment Creation Project (QIECP) for Youth through Labour-based Public Works	2010	2013	Employment creation
12. Somalia	Employment for Peace Programme (EPP)	2008	2010	Employment creation

Region/ county	Project	Start date	End date	Type of investment
13. South Africa	Support to the Implementation of the Expanded Public Works Programme, Limpopo Province	2005	2010	Road works Early childhood development
	Expanded Public Works Programme (EPWP)	2004	2009	
		2009	2014	
14. Tanzania, United Rep. of	Employment Creation in Municipal Services Delivery in Eastern Africa	2004	2006	LB training and contracting
	Taking the Use of Labour Based Technology to Scale	2004	nd	LB strategy
15. Uganda	Kakumiro-Mubende Road Rehabilitation	1999	2000	Road works
	Uganda Transport Rehabilitation Project: Feeder Roads Component (UTRP)	1995	2001	Road works
	Road Sector Programme Support (RSPS)	1999	2007	Road works and training

Asia

16. Cambodia	North Western Rural Development Project. Integrated Rural Access Planning /Geographic Information System (IRAP/GIS)	2003	2006	Road network planning
	Upstream Project. Technical Assistance to the Labour-based Rural Infrastructure Work Programme	1998	2003	Road works
17. India	Strategy Document for a Labour-based Programme in Jabalpur District, Madhya Pradesh	2002	nd	LB strategy
	National Rural Employment Guarantee Act (NREGA)	2005	–	Employment policy
	Mahatma Ghandi National Rural Employment Guarantee Programme (MGNREGP)	2006	–	Employment generation
18. Indonesia	Nias Rural Access and Capacity Building Project (NIAS-RACBP)	2009	2012	Road works and LB training
	Integrated Programme in Aceh and Nias	2006	–	Employment creation
	Employment-intensive Growth for Indonesia: Job opportunities for young women and men (JOY)	2007	2010	Employment generation
19. Myanmar	Infrastructure and Jobs: Emergency Livelihood Project in Response to Cyclone Nargis in Mawlamyinegyun Region in Myanmar	2008	2009	Infrastructure works
20. Timor Leste	Investment Budget Execution Support for Rural Infrastructure Development and Employment Generation (TIM Works)	2008	2012	Infrastructure works
	Youth Employment Promotion Programme (YEP)	2008	2012	Employment creation

Caribbean

28. Haiti	<i>Programme de prévention des désastres naturels par la réhabilitation de l'environnement à travers la création d'emplois</i> [Natural disasters prevention programme by rehabilitating the environment through job creation]	2006	2010	Food/cash for work
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Region/ county	Project	Start date	End date	Type of investment
 Latin america				
29. Ecuador	<i>Del Modelo Piloto de Promoción de Microempresas De Mantenimiento Vial y Propuesta de Aplicación en el Ambito Nacional</i> [Promotion of microenterprises for road maintenance]	nd	2003	Promotion of small-scale contractors
30. Guatemala	<i>Programa Conjunto Post San: Promoción de Empleo e Ingresos en las Obras de Rehabilitación y Reconstrucción.</i> [Joint United Nations Post San Project: Promotion of employment and income generation in rehabilitation and reconstruction]	Oct. 2005	June 2006	Infrastructure works
31. Nicaragua	<i>Gobernabilidad económica del sector agua potable y saneamiento en la RAAN y la RAAS en Nicaragua</i> [Economic Governance in the Water and Sanitation Sector in RAAN ¹⁶ and RAAS ¹⁷ in Nicaragua]	2009	2012	
	<i>Promoción del Empleo y de la Generación de Ingresos en el ámbito local a través del uso de Tecnologías de Trabajo Intensivas en mano de obra y del desarrollo de Micro y Pequeñas Empresas en Programas de Obras Públicas y Proyectos de Desarrollo Local en Nicaragua</i> [Promotion of employment and income generation through the use of labour-intensive technologies and micro- and small-enterprise development]	Nov. 2001	Oct. 2006	Infrastructure construction
32. Panama	<i>Fortalecimiento de la equidad para reducir las brechas en los servicios públicos de agua segura y saneamiento mediante el empoderamiento ciudadano en áreas rurales</i> [Strengthening of equity to reduce the gaps in public services of safe water and sanitation through the empowerment of rural citizens]	2009	2012	Infrastructure development
33. Paraguay	<i>Fortaleciendo capacidades para la definición y aplicación de políticas de agua potable y saneamiento</i> [Strengthening capacities for the implementation of potable water supply and sanitation policies]	2009	2012	Capacity building
34. Peru	<i>Modelo de Promoción de Microempresas de Mantenimiento Vial en el Perú. Provias Rural y Provias Nacional</i> [Promotion of small-scale road maintenance contractors]	1995	2002	Road maintenance
	<i>Proyecto Especial de Infraestructura de Transporte Rural del Ministerio de Transportes y Comunicaciones</i> [Ministry of Transport and Communications Special Rural Roads Project]	2001	2002	Road maintenance

– = project ongoing.

nd = no date.

16 North Atlantic Autonomous Region.

17 South Atlantic Autonomous Region.

ANNEX IV

Checklist for integrating a gender dimension into ToRs

1. Does the background description of the EIP acknowledge that women are more disadvantaged than men across different socioeconomic groups and aspects? These could include:
 - a. Women are overburdened with work and thus experience time poverty. They are also relatively immobile compared to men. Accordingly, their labour is not easily transferable to employment in EIPs.
 - b. Women are less educated than men and have, therefore, restricted access to employment.
 - c. Women experience discrimination based on gender stereotypes such as: (i) a woman's place is in the home and not in public; (ii) public works/road works are not for women; (iii) women are weaker than men and should be assigned easier tasks; (iv) women cannot be leaders and thus supervisors of EIP works; and (v) women are too weak to be employed.
2. Do the ToRs have explicit gender justice objectives that are likely to influence the relationship between women and men, and contribute to reducing the existing inequalities?
3. Do the ToRs include tasks that specifically call for the identification of pertinent gender concerns during the situation analysis?
4. Do the ToRs explicitly call for the definition of a strategy to address gender inequalities and ensure that women participate in and benefit from the EIP equitably with men?
5. Do the ToRs call for the inclusion of a gender expert in the project preparation team?
6. Do the ToRs call for the incorporation of a costed gender strategy with relevant indicators in the PRODOC?

ANNEX V

Participatory situation analysis

I Promoting inclusive participation

Retrogressive cultural practices, and sometimes religion, define separate spaces for women denying them an opportunity to participate in EIIP on an equal footing with men. To ensure inclusive participation, EIIPs should incorporate a gender dimension into community participation, mobilization and sensitization as follows:

1. Disseminate information about the project using appropriate channels of communication

Table 5.1 Sources of information about employment opportunities in public works by study country and sex

Source of information	Madagascar				South Africa			
	F		M		F		M	
	No.	%	No.	%	No.	%	No.	%
Friend	23	19	2	2	5	5	7	12
Radio	0	0	12	13	3	3	21	36
Community leader	50	42	76	84	49	53	30	52
Women's group	45	38	1	1	36	39	0	0
Total	118	-	91	-	93	-	58	-

Source: Tanzarn, N. 2014. *Public works programmes: A strategy for poverty alleviation. The gender dimension revisited in employment intensive investment programmes (EIIPs) in 27 countries in Africa, Asia, Latin America and the Caribbean* (Geneva, International Labour Office, Oct, unpublished).

The channels for communicating information about the project are key to inclusive participation. As the table below suggests, community leaders are key sources of information for both women and men. Women's groups are important in mobilizing women for public works. Radios are a useful source of information. But these are owned and controlled by men. While women may have access to a radio, sometimes they do not have the time to listen to it.

2. Conduct project meetings in places and at times accessible to all.
 - a. Women experience mobility constraints and are more likely to participate in project activities that are located near their homes.
 - b. Culturally and/or religiously imposed restrictions deny some groups at risk of disadvantage access to (public) spaces. Organize meetings in places accessible to all such as schools.

Women are not allowed to enter community halls. Accordingly, the programme community development officers advised that these should not be used for joint meetings.

Source: Indonesia Nias Islands Rural Access and Capacity Building Project.

3. Schedule project meetings and activities when both women and men have time to participate.
 - a. Avoid both the daily and seasonal periods of peak labour demands.
 - b. Take into consideration women's work, time burden and relative inflexibility of their labour.
 - c. Use local language or ensure that an interpreter is provided.
4. Ensure that both women and men have a chance to present their own views by forming separate focus groups for women and men and, where possible, subdivide them by age and other socioeconomic groupings. (Where the local social/cultural context discourages mixed groups for public meetings, the programme can organize women specific meetings.)

II Community infrastructure and travel mapping

The Community Infrastructure and Travel map is a useful tool for eliciting information on women's and men's mobility to secure their livelihoods and the related levels of accessibility to public services such as schools, markets, water sources and health-care facilities. The tool is used to identify women's main infrastructure needs that should be taken into consideration during the identification and design of EIIPs relative to men's.

Steps:

1. Separate women and men in two focus groups.
2. Ask each group to draw an outline of their community, mapping infrastructure (roads, waterways, water resources) and facilities (schools, health-care facilities, etc.).
3. Probe for the following:
 - a. Which public infrastructure is important to them and why?
 - b. Who uses the infrastructure and for what purpose?
 - c. What is the condition of the infrastructure?
 - d. What can be done to improve the infrastructure?
4. Compare the map from the women's focus group discussion (FGD) with that from the men's group noting the similarities and differences as regards travel patterns and infrastructure needs.
5. How can the EIIP take into consideration both women's and men's main infrastructure needs?

III Daily activity schedule

Daily activity schedules help to establish the prevailing gender division of labour in the community, i.e. who does what and for how long? EIIP design should take into consideration women's and men's use of time and allocate labour in order not to prolong the working day, intensify the work burden or contribute to more fragmented time use, especially for the women.

Steps:

1. Separate women and men into two focus groups.
2. Ask each group to outline all the activities they undertake from the time they wake up to the time they go to bed, specifying the duration of each activity.
3. Ask each group to map each activity on a pie chart, plotting those that are undertaken simultaneously.

4. Ask each group to repeat the process for wet and dry seasons, as appropriate.
5. Record the information from the pie charts into a daily activity schedule to enable you to analyse:
 - a. the division of labour between women and men;
 - b. the relative labour intensity between women and men;
 - c. women's time use including total hours worked, leisure time and sleep relative to men's;
 - d. seasonal variations in women's labour allocations and time use relative to men's.
6. How will the existing gender division of labour affect the extent to which women participate in and benefit from the EIIP relative to men?
7. What can be done to ensure that women participate fully and benefit equitably with men in the EIIP?

Table 5.2 Template for daily activities schedule

Time	Activity			
	Wet season		Dry season	
	Women	Men	Women	Men
05:00–06:00				
06:00–07:00				
07:00–08:00				
08:00–09:00				
09:00–10:00				
10:00–11:00				
11:00–12:00				
12:00–13:00				
13:00–14:00				
14:00–15:00				
15:00–16:00				
16:00–17:00				
17:00–18:00				
18:00–19:00				
19:00–20:00				
20:00–24:00				

IV Utilization and ownership of capital assets

This tool helps to establish who has access to and make decisions on the use of the capital assets including land, livestock, technology, group membership and labour (skilled and unskilled). The gender differences in capital assets patterns are indicative of the way women and men are likely to participate in and benefit from EIIPs. Resource-rich members of the community are likely to benefit from EIIPs as contractors, supervisors, etc. At the household level, decision-making about where and when family labour is allocated has implications on who participates in EIIPs.

Steps:

1. Separate women and men into two focus groups.
2. Ask each group to list available capital assets in the community, such as land, livestock, capital, technology, labour (skilled and unskilled).
3. Which resources do women use? Which resources do men use?
4. Which resources do women have control over? Which resources do men have control over?
5. Who makes the decisions about high-value capital assets?
6. Who makes the decisions about family labour?
7. Summarize the discussions from the women's and men's groups in the matrix below.
8. How does women's access to and ownership of capital assets compare with men's?
9. Who is likely to gain from the proposed EIIP? Who is likely to lose?
10. What can be done to expand women's opportunities to participate in and benefit from the EIIP (in terms of improving the capital assets base) relative to men's?

Table 5.3 Gendered access to and control over capital assets

Capital asset	Women		Men	
	Access to	Control over	Access to	Control over
Financial				
Education				
Other skilled labour				
Unskilled (family) labour				
Social capital such as women's groups				
Technology (specify the different types)				
Land				

ANNEX VI

Summary of EIIPs demonstrating good practices in project targeting and identification

Good practice to promote gender equality in EIIP identification	Programmes/projects exhibiting specified good practice
Consult women and men to identify their needs	<ol style="list-style-type: none"> 1. Cameroon and Mali: Promotion of employment and reduction of poverty 2. Ghana: Decent Work Pilot Programme 3. Indonesia: NIAS-RACBP 4. Kenya: Sida-funded Nyanza R2000 5. Somalia: EPP 6. South Africa: EPWP 7. Uganda: Rehabilitation of Kakumiro-Mubende road 8. Uganda: RSPS
Recognize gender differences in poverty levels and/or vulnerabilities	<ol style="list-style-type: none"> 1. Cameroon and Mali: Promotion of employment and reduction of poverty 2. Ghana: Decent Work Pilot Programme 3. Guatemala: Joint United Nations Post San Project 4. Haiti: PPDNRE 5. India: NREGA/MGNREGP 6. Indonesia: NIAS-RACBP 7. Indonesia: Integrated development programme in Aceh and Nias 8. Kenya: Youth employment for sustainable development 9. Liberia: PREDEC 10. Panama: Joint UN MDG-Fund Programme 11. Peru: Special rural roads project 12. Rwanda: HIMO 13. Sierra Leone: QIECP 14. Somalia: EPP 15. South Africa: EPWP 16. Uganda: Rehabilitation of Kakumiro-Mubende road 17. Uganda: RSPS 18. Timor Leste: TIM works 19. Timor Leste: YEP
Acknowledge women's time poverty	<ol style="list-style-type: none"> 1. India: NREGA/MGNREGP 2. Indonesia: Integrated development programme in Aceh and Nias 3. Liberia: PREDEC 4. Panama: Joint UN MDG-Fund Programme 5. South Africa: EPWP 6. Timor Leste: YEP

Good practice to promote gender equality in EIP identification

Programmes/projects exhibiting specified good practice

Recognize differences in women's and men's mobility patterns and accessibility needs

1. **Indonesia:** NIAS-RACBP
2. **Kenya:** Capacity building for the implementation of R2000
3. **Kenya:** Sida-funded Nyanza R2000
4. **Timor Leste:** YEP

Acknowledge differences in women's and men's educational levels and thus employability

1. **Cameroon and Mali:** Promotion of employment and reduction of poverty
2. **Indonesia:** NIAS-RACBP
3. **Indonesia:** JOY
4. **Indonesia:** Integrated development programme in Aceh and Nias
5. **Kenya:** Youth employment for sustainable development
6. **Kenya:** Capacity building for the implementation of R2000
7. **Liberia:** PREDEC
8. **Sierra Leone:** QIECP
9. **Uganda:** RSPS
10. **Timor Leste:** TIM works
11. **Timor Leste:** YEP

Identify opportunities for women to participate in and benefit from the project and/or underscore the need for affirmative action for women

1. **Haiti:** PPDNRE
2. **India:** NREGA
3. **Peru:** Special rural roads project
4. **Somalia:** EPP
5. **Timor Leste:** YEP
6. **Uganda:** Rehabilitation of Kakumiro-Mubende road
7. **Uganda:** RSPS

ANNEX VII.

Gender dimension in EIP contracts¹⁸

Obligations of the contractor

1. Mobilization of labour

The contractor shall mobilize labour in a manner inclusive of both women and men. The contractor shall conduct consultative meetings in venues and at times appropriate for both women and men. The contractor shall pass on the following information during these meetings:

- i. employment opportunities
- ii. proposed wages and other benefits
- iii. duration of the contract
- iv. training opportunities
- v. location of the work

2. Gender-awareness creation of the communities

The contractor shall sensitize the communities, amongst others, on the importance of women's employment and the need for an equitable recruitment strategy.

3. Recruitment of labour

The contractor shall recruit labour in collaboration with the community leadership. The contractor shall communicate their intention to recruit in good time and using appropriate channels such as women leaders, women's groups, markets, churches and trading centres. The communication should indicate the number of workers and the duration for which they are required. In addition, it should explicitly specify the minimum quota defined by the project for women's participation. As far as possible, the contractor should recruit the workers within a 3 km radius from the worksite. The contractor is encouraged to recruit female workers with the required skills for supervisory roles.

4. Organization of works

The organization of works should take into consideration women's and men's seasonal and daily work schedules. Accordingly, there should be flexibility in the working hours and the contractor should adopt a task rate, rather than a daily rate for the works.

¹⁸ The model only includes the relevant gender dimensions which should be included in standard EIP contracts, as appropriate.

5. Conducive work environment

The contractor shall ensure that the work environment promotes women's and men's efficiency and that it does not sustain gender stereotypes. Amongst other things, the contractor shall provide the following:

- a. Separate camp/site facilities for women and men and a shelter for children.
- b. Where required, facilities should be clearly labeled for women or men.
- c. Equal pay for equal work done. The contractor shall make wage payments directly to the workers and not to their representatives.
- d. The signs on site should be gender sensitive. For instance, by using "WORKS IN PROGRESS" or "PEOPLE AT WORK" and not "MEN AT WORK".
- e. Equal opportunities to both women and men to participate in all tasks associated with the project. For women, this means undertaking tasks, such as operating trucks, that are traditionally seen as men's work.
- f. Zero tolerance to sexual harassment.

6. Gender-sensitive monitoring and reporting

The contractor should monitor and report on the following:

- a. mobilization and recruitment strategy employed;
- b. gender-awareness training;
- c. proportion of workdays by sex;
- d. number of workers employed disaggregated by sex and age;
- e. number of workers trained disaggregated by sex and age;
- f. task allocation by sex,
- g. proportion of women in supervisory positions;
- h. proportion of wages accruing to women;
- i. facilities provided to enhance women's participation;
- j. number of female workers taking paid maternity leave;
- k. measures to minimize and/or address sexual harassment at work, in the camp and during training.

7. The contractor shall abide by the respective partner country's laws, statutory regulations, policies, rules and byelaws on gender equality.

Adapted from: Uganda Ministry of Works and Transport. 2008. *Guidelines for mainstreaming gender into the roads sub-sector* (Entebbe, Jan.).

Payment

1. Where the gender-equality enhancing obligations have not been completed 100 per cent satisfactorily to the standards acceptable to the Employer, payment to the Contractor shall be deferred until this is achieved.

ANNEX VIII

Model bills of quantity (BoQ)

Section	Description	Unit	Quantity	Rate (US\$)	Amount (US\$)
A	List of principal quantities				
B	Preamble				
C	Day work schedule				
D	Work items				
Part 1	General items ¹⁹				
	Implementation of gender strategy/ action plan including gender- sensitive community mobilization, sensitization and recruitment	Months			
	Implementation of climate change and risk management action plan	Months			
	Implementation of occupational safety and health (OSH) plan	Months			
	Implementation of HIV and AIDs mitigation plan	Months			
	Full-time Community Liaison Officer charged with <i>inter alia</i> gender mainstreaming in EIP implementation	Months			
Part 2	Preliminary works				

¹⁹ The items listed below are in addition to the standard general specifications.

ANNEX IX

Model gender appraisal

The model below should be used to guide the assessment of gender risks and the design of appropriate mitigation measures. The assessment should be undertaken as part of the appraisal of the EIP design. The mitigation measures constitute the respective EIP gender strategy. These should be costed and incorporated into the PRODOC.

Project activity	Potential risk	Mitigation measure
Tender EIP works	Few women respond to tenders due to unnecessarily high criteria for minimum standards of suitability used to pre-qualify contractors	Affirmative action for (female) small-scale contractors Consider community contracting including the use of women's groups Training of women's groups as contractors Equip women's groups with light equipment to undertake the works
	Where gender is one of the items in the BoQ, the contractors tend to price it as low as they can and then spend as little as they can get away with to maximize profit.	Equalize gender equality by making it a provisional sum and thus a non-competitive item in the BoQ
Recruit labour for EIP works	Disproportionately more men than women register for recruitment Husbands refuse to let their wives register	Appropriate time of mobilization meetings to ensure both women's and men's participation Positive action to encourage women to register such as proportionate recruitment, affirmative action Involvement of women's groups in community mobilization and awareness creation Create female and male community members' gender awareness
Daily work from 08:00–17:00	Increased workload for women More fragmented use of women's time Women have less time for rest and leisure Women have less time to take care of the home/family Women have less time to do farm work with a potential risk of household food insecurity	Reasonable distance to worksite from home Child-care facilities and a space for working mothers to breastfeed Flexibility in the execution of the work, i.e. use of task-based system and flexible working hours

Project activity	Potential risk	Mitigation measure
Execution of works	<p>Contractor not sensitive to women's and men's needs</p> <p>Contractor does not comply with gender aspects of the contract</p>	<p>Create contractors' gender awareness</p> <p>Incorporating a gender dimension into the implementation of EIIPs should be a contractual obligation</p> <p>Contractor should prepare a costed gender management plan detailing: (i) gender equitable recruitment strategy; (ii) provision of gender friendly working environment; (iii) community gender awareness; and (iv) gender-sensitive monitoring.</p> <p>The gender management plan should be a monthly costed and paid item in the BoQ</p> <p>Contractor's staff should include a sociologist, responsible for gender, amongst other things</p> <p>The contractor should use a gender compliance monitoring and evaluation form to report how gender concerns are addressed in recruitment, promotion, payment, provision of gender-sensitive facilities, on-the-job training, etc.</p> <p>Make responsiveness to gender a certifiable item</p>
Recruit (semi-) skilled EIIP workers	Few women with required competencies	Equip women with the required skills
Training of workers	Women do not turn up for training	<p>Reasonable distance to worksite from home</p> <p>Child-care facilities and a space for working mothers to breastfeed</p> <p>Flexibility in the programme</p> <p>Use female trainers</p> <p>Separate bathroom facilities</p> <p>Use local language</p>
Provide technical oversight to contractors	<p>Lack of sex- and gender-disaggregated data</p> <p>Inadequate reporting on gender</p>	<p>EIIP baseline study should provide sex- and gender-disaggregated data</p> <p>EIIP logical framework should include gender-sensitive indicators</p> <p>Incorporate a gender dimension in sustainable impact assessments (SIAs)</p> <p>Define a costed gender strategy to guide mainstreaming</p> <p>Design gender compliance monitoring forms to be used by the contractor to report on how gender concerns are addressed in recruitment, promotion, payment, provision of gender-sensitive facilities, on-the-job training, etc.</p> <p>Define gender-sensitive indicators</p> <p>Gender capacity building for technical project staff</p> <p>Recruit a gender expert</p>
Monitor and report on project performance		

ANNEX X

Summary of EIIPs demonstrating good practices in design

Good practice to promote gender equality in programme/project design	Programmes/projects exhibiting specified good practice
<p>Project has an objective that influences gender relations and/or contributes to reducing the gender gap</p>	<ol style="list-style-type: none"> 1. Cambodia: Upstream Project 2. Cameroon and Mali: Promotion of employment and reduction of poverty 3. India: NEGRA 4. Indonesia: NIAS-RACBP 5. Paraguay: Joint UN Programme 6. Peru: Special rural roads project 7. Somalia: EPP 8. Timor Leste: YEP
<p>Project design responds to women's and men's needs as identified, i.e. separate toilet facilities, child-care facilities, maternity and paternity leave and affirmative action</p>	<ol style="list-style-type: none"> 1. Cambodia: Upstream Project 2. Cameroon and Mali: Promotion of employment and reduction of poverty 3. Ecuador: Promotion of microenterprises for road maintenance 4. Ethiopia: Tigray and Wollo Road Rehabilitation Projects 5. India: NEGRA 6. Indonesia: NIAS-RACBP 7. Indonesia: Integrated development programme in Aceh and Nias 8. Kenya: Youth employment for sustainable development 9. Kenya: R2000 10. Kenya: Sida-funded Nyanza R2000 11. Liberia: Poverty Reduction through Decent Employment Creation 12. Mozambique: Rural Roads Programme 13. Peru: Promotion of small scale road maintenance contractors 14. Peru: Special rural roads project 15. Somalia: EPP 16. South Africa: EPWP 17. Timor Leste: TIM works 18. Timor Leste: YEP 19. Uganda: Rehabilitation of Kakumiro-Mubende road 20. Uganda: RSPS
<p>PRODOC includes gender-sensitive indicators for project monitoring and review.</p>	<p>Haiti: PPDNRE Indonesia: NIAS-RACBP Nicaragua: Economic governance in the water and sanitation sector Timor Leste: YEP</p>

Good practice to promote gender equality in programme/project design	Programmes/projects exhibiting specified good practice
The budget responds to the gender responsive actions identified during the planning process	<ol style="list-style-type: none"> 1. Ghana: Decent Work Pilot Programme 2. Liberia: Poverty Reduction through Decent Employment Creation
Potential gender risks and mitigation measures identified.	<ol style="list-style-type: none"> 1. Indonesia: NIAS-RACBP 2. Indonesia: Integrated development programme in Aceh and Nias 3. Peru: Special rural roads project 4. Somalia: EPP 5. Timor Leste: YEP

ANNEX XI

Summary of EIIPs demonstrating good practices in implementation, monitoring and reporting

Good practice to promote gender equality in programme/project implementation, monitoring and reporting	Programmes/projects exhibiting specified good practice
I. A gender strategy/gender implementation plan elaborated	<ol style="list-style-type: none"> 1. Indonesia: NIAS-RACBP 2. Liberia: PREDEC 3. Timor Leste: YEP
II. The contract documents of applicable EIIPs explicitly incorporate the relevant gender issues	<ol style="list-style-type: none"> 1. Cambodia: Upstream Project 2. Indonesia: NIAS-RACBP 3. South Africa: EPWP 4. Uganda: RSPS
III. The implementers have the necessary capacities to execute the project in a gender-sensitive manner	<ol style="list-style-type: none"> 1. Ghana: Decent Work Pilot Programme 2. Indonesia: NIAS-RACBP 3. Liberia: PREDEC 4. Peru: Special rural roads project 5. Somalia: EPP 6. Timor Leste: TIM works 7. Uganda: Rehabilitation of Kakumiro-Mubende road 8. Uganda: RSPS
IV. Awareness creation of communities and project staff to break gender stereotypes	<ol style="list-style-type: none"> 1. Liberia: PREDEC 2. Panama: Joint MDG Project 3. Peru: Special rural roads project 4. Rwanda: HIMO 5. Somalia: EPP 6. Timor Leste: TIM works 7. Timor Leste: YEP 8. Uganda: Rehabilitation of Kakumiro-Mubende road 9. Uganda: RSPS
V. One or more staff/units/partners assigned responsibility for incorporating the gender dimension and/or gender consultant supports project implementation	<ol style="list-style-type: none"> 1. Ghana: Decent Work Pilot Programme 2. Haiti: PPDNRE 3. Kenya: Sida-funded Nyanza R2000 4. Kenya: Capacity building for the implementation of R2000 5. Liberia: PREDEC 6. Madagascar: HIMO 7. Rwanda: HIMO 8. Somalia: EPP 9. Timor Leste: YEP 10. Uganda: Rehabilitation of Kakumiro-Mubende road 11. Uganda: RSPS

Good practice to promote gender equality in programme/project implementation, monitoring and reporting	Programmes/projects exhibiting specified good practice
VI. Equitable recruitment of both women and men in capacity building and employment	<ol style="list-style-type: none"> 1. Cambodia: Upstream Project. 2. Ghana: Decent Work Pilot Programme 3. Guatemala: Joint United Nations Post San Project 4. Haiti: PPDNRE 5. Indonesia: Integrated development programme in Aceh and Nias 6. Kenya: Sida-funded Nyanza R2000 7. Nicaragua: Promotion of employment and income generation 8. Peru: Special rural roads project 9. Somalia: EPP 10. South Africa: EPWP 11. Uganda: Rehabilitation of Kakumiro-Mubende road 12. Uganda: RSPS
VII. Flexibility in the execution of the work, i.e. use of task-based system	<ol style="list-style-type: none"> 1. South Africa: EPWP 2. Uganda: Rehabilitation of Kakumiro-Mubende road 3. Uganda: RSPS
VIII. Flexible working hours	<ol style="list-style-type: none"> 1. South Africa: EPWP 2. Uganda: Rehabilitation of Kakumiro-Mubende road
IX. Separate bathroom facilities for women and men	<ol style="list-style-type: none"> 1. South Africa: EPWP 2. Uganda: RSPS
X. Child-care facilities	<ol style="list-style-type: none"> 1. Guatemala: Joint United Nations Post San Project 2. Indonesia: NIAS-RACBP 3. South Africa: EPWP
XI. Zero tolerance of sexual harassment	<ol style="list-style-type: none"> 1. Mozambique: Rural roads programme
XII. Use of gender-sensitive language, i.e. “works in progress” instead of “men at work”	<ol style="list-style-type: none"> 1. South Africa: EPWP 2. Uganda: Rehabilitation of Kakumiro-Mubende road 3. Uganda: RSPS

Good practice to promote gender equality in programme/project implementation, monitoring and reporting

Programmes/projects exhibiting specified good practice

XIII. Target and achievement data disaggregated by gender

1. **Cambodia:** Upstream Project. Technical Assistance to the Labour-Based Rural Infrastructure Work Programme
2. **Cameroon and Mali:** Promotion of employment and reduction of poverty
3. **Ethiopia:** Tigray and Wollo Road Rehabilitation Projects
4. **Ghana:** Capacity building support to the GSOP
5. **Ghana:** Decent Work Pilot Programme
6. **Guatemala:** Joint United Nations Post San Project
7. **Haiti:** PPDNRE
8. **Indonesia:** NIAS-RACBP
9. **Indonesia:** Integrated development programme in Aceh and Nias
10. **Kenya:** Sida-funded Nyanza R2000
11. **Liberia:** Poverty Reduction through Decent Employment Creation
12. **Madagascar:** HIMO
13. **Myanmar:** Infrastructure and jobs
14. **Nicaragua:** Promotion of employment and income generation
15. **Nicaragua:** Economic governance in the water and sanitation sector
16. **Peru:** Promotion of small scale road maintenance contractors
17. **Senegal:** PROHIMO
18. **Sierra Leone:** QIECP
19. **Somalia:** EPP
20. **South Africa:** EPWP
21. **Timor Leste:** TIM works
22. **Uganda:** Rehabilitation of Kakumiro-Mubende road
23. **Uganda:** RSPS

ANNEX XII

Summary of EIIPs demonstrating good practices in evaluation and reporting

Good practice in evaluation/ reporting	Programmes/projects exhibiting specified good practice
<p>Mid-term and end-of-project evaluation reports use gender-sensitive language and report on progress in achieving defined gender outcomes</p>	<ol style="list-style-type: none">1. Cambodia: Upstream Project2. Cameroon and Mali: Promotion of employment and reduction of poverty3. Ecuador: Promotion of micro enterprises companies for road maintenance4. Ethiopia: Tigray and Wollo Road Rehabilitation Projects5. Ghana: GSOP6. Guatemala: Joint United Nations Post San Project7. Haiti: PPDNRE8. Indonesia: NIAS-RACBP9. Indonesia: Integrated development programme in Aceh and Nias10. Kenya: Sida-funded Nyanza R200011. Liberia: PREDEC12. Myanmar: Infrastructure and jobs13. Nicaragua: Promotion of employment and income generation14. Nicaragua: Economic governance in the water and sanitation sector15. Panama: Joint UN MDG-Fund Programme16. Peru: Promotion of small scale road maintenance contractors17. Senegal: PROHIMO18. Sierra Leone: QIECP19. Somalia: EPP20. South Africa: EPWP21. Timor Leste: TIM works22. Timor Leste: YEP23. Uganda: UTRP24. Uganda: Rehabilitation of Kakumiro-Mubende road25. Uganda: RSPS

ANNEX XIII

Template for assessing quantitative impacts of EIIPs

Indicator	Women (%)	Men (%)	Total (%)
Proportion of workers (No.)			
Proportion of workdays (workdays)			
Proportion of earnings from the EIIP (US\$)			
Proportion participated in training in (specify skill)			
Proportion participated in training in (specify skill)			
Proportion participated in training in (specify skill)			
Proportion participated in EIIP decision-making			
Proportion, by ownership, of small-scale contracting firms contracted by EIIP			
Proportion, by ownership, of small-scale enterprises trained in labour-based contracting			
Proportion, by ownership, of small-scale enterprises equipped with light equipment for labour-based works			



The Employment-Intensive Investment Programme (EIIP) is a global programme of the International Labour Organization, which leads work on the development and implementation of employment-intensive approaches to infrastructure investment. The EIIP supports governments, employers' and workers' organizations, the private sector and community associations in enhancing the employment content of infrastructure investments and in improving access of the poor to basic goods and services.

The EIIP provides advice and tools that facilitate policy-making and standard setting in favour of employment generation, develop entrepreneurship and build capacity, and enhance social dialogue through infrastructure works. This is carried out in both urban and rural areas, during times of crisis and also as part of a longer-term strategy for local development that makes contributes towards the creation of sustainable institutional and economic environments.

The EIIP works in more than 70 countries in Africa, Asia and Latin America. At macro level the EIIP systematically engages with key ministries to promote employment in various productive sectors and collaborates extensively with key technical line ministries (Labour, Public Works, Agriculture, Rural Development, Finance, Environment, and various social sectors) to demonstrate how infrastructure investments can increase local employment, income, skills and capacities. The EIIP provides advice to requesting governments on the employment impact of infrastructure investments and on active labour market policies related to infrastructure. At local level, the EIIP works with municipalities and communities through active local-level planning to create a maximum number of productive jobs using labour-based technologies. The EIIP also works on institutional development and capacity building, with both the private sector and civil society, to guarantee the successful implementation of employment-intensive infrastructure programmes.

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