



2. Guide: How to mainstream gender in project design⁸

In the past, it has often been assumed that women and girls benefit automatically from development efforts and that progress towards equality takes place naturally. However, it has become abundantly clear that, if gender concerns are not explicitly incorporated in the design and implementation of development programmes, women's and girls' situation may become worse.

Looking at the situation of girls at work, available data clearly show that the unequal positioning of men and women in the world of work starts at an early age. Being confined to the homes, hidden from scrutiny, with little or no pay at all, the gender-specific patterns of discrimination can already be found among working girls and are being passed on from generation to generation.

With a mandate to give special attention to the situation of girls, ILO-IPEC programmes face the challenge to bring gender discrimination to an end and prepare the younger generation for more balanced relations between men and women. This can be done through gender mainstreaming and addressing gender-specific concerns throughout the programming cycle of action against child labour and trafficking.

This practical tool ensures the systematic integration of gender issues in the design of IPEC action programmes. This is the first step to incorporate a gender perspective at all stages of the programming cycle and the most crucial one. It involves the conduct of a thorough gender analysis of the target groups, and the identification of the potential effects of future interventions on boys and girls. Effective strategies have to be designed to address gender inequalities in sectors where many working girls can be found, or in sectors where they appear to be absent, or on special issues which especially concern girls. Gender-specific action includes the use of positive action or protective measures to enable girls to participate and benefit equally from development efforts.

Gender inequality is often built into organizational structures and institutional mechanisms. Institutional change is therefore called for through the promotion of explicit policy and programme procedures, budget allocations for gender-related activities, and the capacitating of organizations to become effective change agents towards achieving gender equality. The involvement of girls, women and their organizations in the decision-making process at all stages of the programming cycle is an important way of ensuring that girls actively participate in and benefit from the development process.

This tool is a guide for a project or action programme design. It provides IPEC National Project Managers (NPM) and National Project Coordinators (NPC), programme implementors and consultants with a practical tool for designing gender-responsive interventions against child labour and trafficking. It follows the format of IPEC action programme documents and complements the existing IPEC guidelines on the design of action programmes. It has been designed in conformity with existing ILO-IPEC programme and management tools, such as the Programming and Operations Manual for IPEC Field Offices (the 'grey manual') for IPEC National Programme Coordinators and the IPEC Training Package on the Design, Management and Evaluation of Action Programmes on Child Labour.

⁸This tool was originally developed by Susanne Schroth in the earlier version of this Practical Guide, 2000.



2.1 Background and Justification

2.1.1 Analysis of the problem

Carrying out a gender analysis to identify the different roles and needs of boys and girls should be the first step in planning a child labour programme. Although it can be undertaken at any stage during the programming cycle, it is most effective to carry out a gender analysis at the initial planning and design stages among working children, their parents and the organizations that support them.

All research whether quantitative or qualitative should disaggregate data by sex. Specific efforts need to be made to identify the workload of girls in invisible activities, such as domestic chores and other unpaid activities.

In order to avoid misperceptions, it is most important that boys and girls are given the opportunity to identify their situation and prioritize their own needs. The information gathering may require specific approaches to ensure that children have the opportunity to articulate themselves. For instance, in most Asian cultures, children do not freely voice their opinions in the presence of adults or authority figures, and girls are less likely to speak up in a mixed group. Therefore, to get real inputs from children meetings should be organized with them only. In some instances, meetings should be organized for girls and boys separately.

Inputs from key informants, such as teachers and community leaders should be included as well as findings from previous research and relevant documents. The analysis should focus on the following questions:

■ What is the **division of labour** between boys and girls?

If little or no information is available on the gender division of labour within the target population, it is often useful to draw up an activity profile for girls and boys according to:

- **economic roles:** These refer to work undertaken to produce goods and services. Such productive tasks can take place at the workplace or at home, can be paid or unpaid, and can be formally or informally organized
- **non-economic roles:** These refer to child-rearing and the different activities carried out in caring for household members and the community, such as fuel and water collection, food preparation, child care, coaching and health care.

It is also important to look into the individual activities done by boys and girls and their parents as appropriate and identify:

- working hours per day / per week
- the supervision of work by adults
- the location of the workplace
- the work hazards
- time and location for recreation and rest
- freedom to move
- opportunity to maintain contact with parents and relatives
- age, including starting age of work
- opportunities and participation in training and education
- job segregation horizontally (sectors) and vertically (hierarchical levels) between boys and girls, and their parents as relevant.





■ Who has **access** to **and control** over resources and benefits?

A differentiation has to be made between access to and control over resources and benefits because the use of resources and benefits does not necessarily imply the power to control them:

- **Resources** include anything which people need to carry out their activities (time, money, jobs, land, equipment, education/training).
- **Benefits** include any tangible or intangible returns from their work (food, clothing, shelter, education/training, income, status, power, recognition).

Identify who is excluded from the use, ownership or control over resources and benefits:

- Which decisions can boys and girls make at the household and community level to gain access to resources and influence the distribution of benefits?
- What are the differences between men and women in decision making in the family, the work place and the community?

■ What **needs** do boys and girls have?

In identifying the needs profile of boys and girls and their parents, it is helpful to distinguish between practical and strategic needs:

- **Practical gender needs** are linked to basic livelihood and survival such as food, water, shelter, income, clothing and healthcare, that arise from the actual conditions which people experience because of the gender roles assigned to them in society.
- **Strategic gender needs** are needs identified to overcome the subordinate position of girls and women and to promote the equal and meaningful participation of boys, girls, men, and women in their family and community. These often relate to the empowerment of women and girls to achieve equality with men and boys (for example, equal access to resources, equal pay for work of equal value, freedom of child bearing).

■ What are the **constraints and/or opportunities** in the socio-economic environment?

The following factors influence gender relations and should be considered at the macro, sectoral and micro levels as appropriate:

- Environmental conditions, constraints and opportunities: soil fertility or degradation, climate changes, natural disasters
- Economic conditions: poverty level, income distribution, inflation rate, international trade relations, structural adjustment programmes, level of infrastructure, market demands, and economic crises
- Demographic conditions: fertility rate, labour supply, number of new entrants in the labour force every year, internal and international migration patterns
- Prevalent norms and values: culture, religion and ethnicity, possible existence of various subcultures
- Political events at the local, national and international levels, political turmoil or stability
- Legislation and regulations, national development policies
- Training and educational levels and types of skills of the population and education and training facilities
- Institutional arrangements such as the nature and scope of government institutions, employers' and workers' organizations, other NGOs, community and women's groups.





It is useful to identify the extent of direct and indirect discrimination which constrain girls' and women's full participation in society:

- **Direct discrimination** occurs when formal, legal rules, regulations and practices explicitly prohibit girls from participating in activities equally
- **Indirect discrimination** occurs when social rules and practices, norms and values inhibit girls to participate equally in activities.

■ Are any of the identified gender inequalities being addressed by **other programmes, existing policies and/or research initiatives?**

- Describe the existing responses, key actors and lessons learned in promoting gender issues in the geographical areas where the programme will be active
- Specify how the programme is planning to further build on these activities.

2.1.2 Programme strategy

- Ensure that the outcome of the gender analysis is used when developing the strategy
- Consider to what extent sex and gender-specific baseline data need to be collected prior to or at the start of the programme. Depending on the sector to be addressed and the level at which activities are carried out, the type and depth of the information to be collected will vary
- Identify how boys and girls, men and women can equally participate in and benefit from the programme
- If imbalances exist between the position of boys and girls, consider whether specific action measures are necessary and build this into the programme strategy
- Avoid increasing the workload of mothers as they often already have very long working hours
- Avoid increasing the workload of boys and girls as unpaid workers especially when this interferes with opportunities for schooling or adds to an already existing number of working hours
- Ensure that the programme is in conformity with the fundamental labour standards.

The strategies to be developed will depend on the type and scope of the programme. However, a series of general principles and practical measures should be respected:

- Apply a multidisciplinary, integrated and holistic approach
- In the case of demonstration projects or direct action components of larger programmes, apply a 'family- and area-specific approach'. For example: An action programme geared at eliminating hazardous child labour in automotive repair workshops - a field in which mostly boys will be found - should address the situation of their sisters in invisible child labour at home as well. In street work action programmes geared at preventing child prostitution, be alert to address the needs of girls and boys involved in the commercial sex sector
- Assess the absorptive capacity for gender equality promotion of both the target population and the implementing organization. Changes in attitudes and norms and capacity building are slow processes. Take positive action steadily and gradually
- Avoid linguistic and visual biases and gender stereotyping, for example, when recruiting personnel and developing information and training materials
- Include measures which address both practical and strategic gender needs
- Give explicit attention to awareness-raising and advocacy on gender equality promotion.
- Foster the necessary institutional and group structures, including the active participation of girls, women and their organizations. Mobilize boys' and men's networks and organizations as well
- Address the impact of adults' gender attitudes on children's lives and get both parents involved.



2.1.3 Sustainability

- Consider economic and social sustainability: Upon completion of the programme, will girls and boys, men and women continue to be able to refrain from harmful child labour practices and are they able to continue improving their lives without external support?

2.2 Target Groups

2.2.1 Working children

- When specifying the groups of working children, avoid general terms. Describe the key characteristics in terms of sex, age, types of work, socio-economic status, and ethnic and social origin.
- Assess the extent to which the beneficiaries are a homogenous group and highlight possible differences between boys and girls and within these groups in terms of working conditions, education, recreation, etc.
- Ensure that programme benefits such as training opportunities, provision of credit and other services are distributed according to the existing proportion of girl and boy child workers, mothers and fathers. If girls so far have been underrepresented in benefiting from services, identify whether and how programme benefits will be made available to them.
- Use the family approach where the direct beneficiaries of a programme are intended to be girl or boy child labourers engaged in a specific economic sector or job and ensure that siblings and other children in the same area and communities will also benefit.

2.2.2 Intermediate partner groups

- Describe key gender characteristics and differences among the parents of working children and other intermediate partner groups, such as employers, teachers and the police, etc.
- Provide for strengthening and capacity building of organizations in addressing gender equality promotion.



2.3 Institutional Framework

2.3.1 Implementing agency

Assess the capacity of the implementing organization to address the needs of boys and girls to promote gender equality. Analyse the following issues:

- Type of organization, major areas of intervention and general capacity to plan and implement strategies on gender equality
- Policies, organizational structures and programmes addressing equality concerns
- Perceptions and expertise on gender equality among the staff at the various levels of the organization.

2.3.2 Collaborating institutions

- Identify and solicit the cooperation of relevant organizations to ensure the necessary support and inputs for meeting girls' multi-faceted needs.
- Identify specific partner organizations with expertise on promoting gender equality if the implementing agency needs assistance in this respect.

2.4 Objectives

- Be gender-specific and explicit and ensure that the objectives reflect priority concerns of girls and boys, and fathers and mothers.
- In direct action programme(s) (components) make sure that the immediate objectives refer to the number of girls and boys as intended beneficiaries.
- If the aims of the programme include explicit gender-specific action to redress inequalities, design a specific immediate objective for this purpose.

2.5 Major Outputs and Activities

2.5.1 Outputs

In defining the **outputs**, be precise and gender-specific:

- State clearly how many boys and girls will participate in the programme
- In institutional development: determine the measures necessary to develop the institutional capacity toward the promotion of gender equality
- In direct action: specify the percentage of girls and boys among the intended beneficiaries. Consider whether explicit provisions need to be made to ensure that boys and girls benefit equally from the planned interventions
- In research: make sure that data are disaggregated by sex and that gender differences and relations are identified with explicit information about the specific situation, constraints and opportunities of both boys and girls
- In training/education: state how many boys and girls will be trained, in what area and to what levels. Consider that girls and/or women may need additional training due to lower educational levels



- In policy advice: ensure that girls' role, needs and participation, as well as their specific constraints are explicitly taken into consideration. Consider whether additional measures are needed to provide the enabling environment for girls' and women's equal participation, for example, by removing legal or socio-cultural barriers.

2.5.2 Activities

In organizing activities: ensure that girls are able to participate equally with boys. If communities and parents are involved, ensure equal participation of women and men.

- Organize physical arrangements, location, timing and duration of programme activities in such a way that girls and women can participate
- Arrange child care facilities where necessary
- If girls and women cannot freely speak in mixed groups, organize separate meetings or training and arrange for women staff to communicate with them
- Identify and use communication channels that will effectively reach girls and women
For example, when publishing programme opportunities and benefits to encourage their participation.
- Seize opportunities to demonstrate that the participation of girls and women alongside boys and men in development activities, and in public and private life is beneficial to everybody in the family, the community and organizations.

2.6 Indicators, Assumptions and Prior Obligations

2.6.1 Indicators

Indicators need to be gender-specific in both general programmes and in gender-specific programme components.

- Check whether the baseline data are gender-specific to assess the impact of the programme on the situation of girls, boys, women and men
- Develop indicators for measuring progress made towards the promotion of equality between boys and girls
- Develop indicators on the nature and the extent of the benefits provided to boys and girls, men and women.

2.6.2 Assumptions

If there are indications that the political framework could become less conducive to the promotion of gender equality, include a statement to the effect that political support for the promotion of gender equality will continue.

2.6.3 Prior Obligations

If the project requires considerable gender expertise or inputs for gender-specific activities from the partner organizations - for example, a certain number of female extension staff, a gender-specific policy or commitment - it may be useful to include these inputs as prior obligations.



2.7 Planning, Monitoring and Evaluation Procedures

- Ensure the systematic collection of data to measure the impact of the programme on boys and girls.
- Analyse and follow-up on the different impact of the programme on boys and girls at the monitoring and evaluation stages of the programme.

2.8 Inputs

- Ensure that sufficient human and financial resources are allocated for the gender components of the programme.
- If girls cannot be effectively reached by male staff, determine the number of female staff required. In the same way, if boys cannot be reached by female staff, determine the number of male staff required.
- Encourage an equal balance among male and female staff at all levels, and provide equal remuneration for men and women for work of equal value.
- Verify to what extent gender expertise is required in personnel inputs. If so, be explicit and include reference to gender expertise in job descriptions.
- Allocate responsibility for the promotion of gender equality to all staff in the programme.