

GAD CHECKLIST FOR DESIGNING CHILD LABOR PROJECTS

This gender and development (GAD) checklist for child labor projects forms part of the Philippines's *Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation*. Launched by the Philippine government in 2005, the Guidelines provides a minimum set of requirements for development projects, including those supported by Official Development Assistance (ODA) funds. However, ODA donors, such as the International Labor Organization (ILO), may introduce additional requirements to fit their priorities and policies. In this connection, the present GAD checklist has been prepared to harmonize with the Guidelines, but particularly to apply to child labor programs and projects of ILO and its partners, as well as those of other agencies.

THE INTERNATIONAL PROGRAMME FOR THE ELIMINATION OF CHILD LABOR AND DECENT WORK

In 1991, the ILO and its partners launched the International Programme on the Elimination of Child Labour (IPEC), with the aim of working to eliminate the most exploitative forms of child labor by strengthening national capacities to address child labor problems and supporting a worldwide movement against it. In 1992, the Philippines, along with six other countries, signed a Memorandum of Understanding on child labor with ILO. The priority areas of the Philippine-ILO action are (1) child victims of trafficking; (2) children employed in mining and quarrying; (3) children in home-based industries, especially those under subcontracting arrangements; (4) children trapped in prostitution; (5) children working in sugarcane plantations; (6) children working in vegetable farms; (7) children working in pyrotechnics production; and (8) children engaged in deep-sea diving.¹

Child labor is one of the four areas covered by the ILO Declaration on Fundamental Principles and Rights at Work. By signing the Declaration, the Philippines agreed to uphold a set of core labor standards, which, in addition to the effective abolition of child labor, includes recognition of freedom of association and the right to collective bargaining, elimination of all forms of forced or compulsory labor, and elimination of discrimination in respect of employment and occupation.

In the Philippines, as in other member states of the United Nations, the ILO works with the government, employers' groups, and workers' organizations to promote four interlinked aims of decent work.² These are (1) employment creation, with emphasis on greater opportunities for women and men to secure decent employment and income; (2) rights at work; (3) social protection by enhancing the coverage and effectiveness of social protection for all; and (4) social dialogue.

¹ ILO, "Attacking Child Labour in the Philippines: An Indicative Framework for Philippine-ILO Action" (Manila, 1992).

² In the report of the ILO Director-General to the 87th session of the International Labour Conference in 1999, Juan Somavia defined decent work as "productive work in which rights are protected, which generates an adequate income, with adequate social protection. It also means sufficient work, in the sense that all should have full access to income-earning opportunities."

To ensure that gender equality and the decent work agenda are addressed in child labor programs and projects in the Philippines, the Guidelines needs to be reformulated. This applies particularly to the gender analysis questions at the project identification and design stages, sample gender equality results, and sample monitoring indicators.

GENDER ISSUES

Gender refers to learned social differences and relations between girls and boys and women and men. Gender differences and relations vary widely within and between cultures, and these may change over time. Differences, however, are not exclusively based on sex (biological or genetic differences between women and men) and gender but also on socioeconomic context, age, ethnicity and culture. Thus, one's sex and gender, combined with one's specific social and cultural context, shapes one's conditions and opportunities.³

In the case of child labor, the convergence of attributes and social and cultural context has resulted in a number of gender issues, which include the following:

- More than half of four million working children are in hazardous conditions, many of whom are boys and in rural areas.
- There are higher school dropouts among boys than girls, and this is largely due to boys being drawn to work in farms.
- Male child labor are more visible, while the large majority of female child labor are in domestic work, away from the public eye and very vulnerable to abuse.
- Half of an estimated 32 million children are girls, many of whom are victims of child abuse, prostitution and trafficking.
- Girls outnumber boys as members, volunteers and peer educators in children's organizations, but gender role stereotyping of males as leaders is evident in older or youth organizations.⁴
- There is limited use of sex-disaggregated data and information on gender from child labor surveys in designing child labor policies and programs, or low appreciation among planners, designers and implementers of the value of sex-disaggregated data as inputs to the planning and preparation of programs and projects.

There are likely other gender issues that a child labor program or project could or should address. Gender analysis is therefore strongly recommended to be done as part of the situation analysis at the project identification stage. Gender issues that are identified early on could be considered in the design of a project or program, in the formulation of results, and in the allocation of project and program resources.

GENDER EQUALITY RESULTS

Gender equality and the empowerment of women and girls are conceived as progressively occurring at different levels. Thus, *gender equality and empowerment outputs and outcomes* may be viewed and measured in terms of the following:

³ ILO-IPEC, "Good Practices: *Gender Mainstreaming in Actions Against Child Labour* (Geneva: ILO, 2003).

⁴ Jeanne Frances I. Illo, *On Their Own Behalf: Case Studies of Child and Youth Participation in the Philippines* (Makati and Quezon City: Consuelo Foundation, UNICEF, and Institute of Philippine Culture, Ateneo de Manila University, 2003).

- 👉 Improved physical welfare: lower incidence of malnutrition, morbidity and mortality among girls and boys; improved school participation of girls and boys at various levels
- 👉 Equal access of girls and boys to development opportunities, resources and benefits, which implies the removal of constraints, barriers and various forms of gender-based discrimination to access, particularly among girls
- 👉 Greater understanding among girls and boys, and women and men, of human rights of children, especially girls' human rights; commitment of the state to the recognition, protection, and fulfillment of human rights; and changes in attitudes and beliefs concerning gender relations, as indicated by the lower incidence of violence against women and girls and a more equal gender division of labor
- 👉 Equal participation of girls in bodies or organizations created by and for child labor programs or projects; and improved representation of women and girls in various decision-making bodies and leadership positions
- 👉 Equal control between girls and boys, and women and men, over resources and processes and outcomes of a development project

GENDER ANALYSIS QUESTIONS

Gender analysis should be conducted at two points:

- An analysis of the gender dimension of the decent work pillar(s) is a critical part of project identification and the analysis of a development problem. This would guide project planners and designers in specifying relevant gender issues that the project could or should address. Examples of gender analysis guide questions are found below.
- After the project design has been drafted, it should be reviewed or assessed for its likely gender effects or impacts. Sample gender analysis guide questions are provided below.

In the case of child labor, the conduct of gender analysis at the *pre-design stage* involves collecting data and disaggregating or breaking them down by sex, and focuses on the following:⁵

- Identifying gender differentials at work and in life in terms of the division of labor and access to and control over resources and benefits
- Understanding the conditions of work among girls and boys, and women and men
- Understanding the needs of girls and boys, and women and men, as well as the constraints and opportunities of each in relation to their knowledge and skills
- Understanding each group's access to social protection, family responsibilities and decision-making opportunities
- Identifying constraints and opportunities of both sexes arising from the larger legal, social, economic and political environment
- Reviewing the capacities of existing institutions and mechanisms to reach out equally to girls and boys and women and men and to promote gender equality

⁵ Adopted from ILO-IPEC, "Good Practices," 117.

These considerations are reformulated as guide questions, below.

Gender analysis guide questions at the project identification stage

Analysis of gender roles, perspectives, and needs

- What is the division of labor between girls and boys/women and men at home? At work?
- In the community?
- How has the division of responsibilities between girls and boys/women and men affected the school participation of girls and boys? Why do girls drop out from school? Why do boys?
- What are the conditions of work among girls and boys/women and men? For instance, are there wage differentials between children and adults, and between girls/women and boys/men? Why? How much time do girls and boys/women and men spend at work? Do workers get time off from work?
- What happens when workers—boys and girls, women and men—get sick? Or meet an accident? Or need to be absent?
- How safe are the workplaces for girls? For boys?
- How are decisions about who gets to attend school, work, or play made? How do these decisions affect girls' and boys' chances to study or to rest?
- How are girl and boy/woman and man workers organized in the community or sector? How are members of the workers' organizations recruited? How are their leaders chosen?
- What are the gender gaps or inequalities arising from the existing gender division of labor?
- Can this be addressed by the project?
- What actions are needed to address the problems faced by girls/boys working in the sector?

Analysis of access to and control of resources and benefits

- What resources (information, capital, skills, etc.) are available to girls and boys/women and men?
- What resources do girls and boys/women and men control?
- What gender differentials arise from the existing distribution and control of resources? What contributes to the perpetuation of these gaps? Or, what are the key constraints to girls' and boys' access to resources and benefits?

Analysis of constraints and opportunities

- What are the factors that will likely prevent women/men from participating in the proposed child labor project or program?
- What obstacles do existing institutions (laws, policies, markets) and the present economic and political conditions pose to the campaign to eliminate the worst forms of child labor, particularly those concerning girls?
- What opportunities do existing institutions and the present economic and political conditions offer to the campaign to eliminate the worst forms of child labor, particularly those concerning girls?

Gender analysis guide questions at the project design stage

Gender division of labor, rights at work, social protection, employment creation, and social dialogue

- Does the project address the differences in the conditions of girls and boys in child labor situations? For instance, is recognition of these gender-differentiated conditions reflected in the scheduling of project or organizing activities, or in the design of rescue operations or rehabilitation programs? How?
- Does the project promote safety and security in the workplace, including control of sexual harassment and other forms of gender-based abuses and biases? Specifically, does the project include
 - education of management and workers on relevant laws on children and child labor; and
 - training in the handling of gender-based violence or discrimination cases and monitoring of these cases?
- Does the project address the fact that girls and boys in child labor situations may view their work as part of their family's survival strategies? How?
- Will the project be involving girls and boys in child labor situations, along with their parents and the community?
- Has the project design considered how the participation of girls and boys/women and men in the project will affect their other responsibilities?
- Does the project design encourage the discussion of gender needs and concerns of girls and boys/women and men in its forums and meetings?
- IF APPLICABLE: Does the project help address the issue of girls being socialized to accept a lower or subservient status, making them "perfect" for domestic work?

Access to and control of resources, social dialogue, employment creation, and rights

- Does the project offer educational or training opportunities to girls and boys in child labor situations? Does the project offer access to health (including reproductive health) information and services to girls and boys in child labor situations?
- Does the project provide services and programs (counseling, legal, rescue, training) that respond to the needs of girls in child labor situations? Of boys in child labor situations? What are these?
- Does the project provide girls and boys as well as their families with an alternative to child labor? Or, does the project design include measures to prevent child labor?

Constraints

- Is the proposed project design socially or culturally acceptable and accessible equally to girls and boys? To women and men?
- Will girls and boys/women and men have equal access to project planning and decision making? Are girls and boys/women and men viewed as equal agents of change and participants in the project?
- Has the project devised strategies to overcome the constraints to participation of girls and women, and the constraints to participation of boys and men? Specifically, has the project considered that the constraints to girls' and women's participation may require separate programming (by way of separate groups, activities, or components)? IF SEPARATE PROGRAMMING IS NEEDED: Has the project addressed this?

GUIDE FOR ACCOMPLISHING THE CHECKLIST

Box 22 enumerates the ten requirements for a gender-responsive program or project that seeks to address the child labor problem. Each requirement is usually accompanied by a set of guide questions. The scoring system is the same as that in boxes 5 and 6, while the interpretation of the total score is the same as that in box 7. The guide for accomplishing the checklist and the interpretation of the total GAD rating are reproduced below for easy reference.

Guide for accomplishing Box 22

1. Put a check in the appropriate column (2a to 2c) under “Response” to signify the degree to which a project proponent has complied with the GAD element: col. 2a if nothing has been done; col. 2b if an element, item, or question has been partly answered; and col. 2c if an element, item, or question has been fully complied with.
2. A partial and a full yes can be distinguished as follows.
 - a. For *Element 1.0*, a “partly yes” to Question 1.1 (or Q1.1) means meeting male officials and only one or a few women who also happen to be officials of the proponent or partner agency or organization; or with male and female officials and some male beneficiaries. In contrast, full compliance involves meeting with female and male officials and consulting with other stakeholders, including women and men that may be affected positively or negatively by the proposed project. A “partly yes” to Q1.2 means inputs or suggestions may have been sought from woman and man beneficiaries but are not considered at all in designing project activities and facilities. A “partly yes” to Q1.3 means only certain groups of women and men are viewed as stakeholders and agents of change.
 - b. For *Element 2.0*, a “partly yes” means some information has been classified by sex but may not be key to identifying major gender issues that a planned project must address. In contrast, a full “yes” implies that qualitative and quantitative data are cited in the analysis of the development issue or project.
 - c. For *Element 3.0*, “partly yes” means superficial or partial analysis has been done by focusing on only one or two of the concerns (gender roles, needs, perspectives, or access to and control of resources).
 - d. For *Element 4.0*, a “partly yes” means women are mentioned in the project objectives but only in connection with traditional roles (Q4.1); or the project has token gender equality outputs or outcomes (Q4.2). A full “yes” to Q4.1 signifies that women’s nontraditional roles are also recognized, while a full “yes” to Q4.2 denotes that gender equality outcomes and outputs are consistently pursued in the logical framework analysis.
 - e. For *Element 5.0*, a “partly yes” means having gender equality strategies or activities but no stated gender issues to match the activities. A full “yes” denotes that there are identified gender issues and there are activities seeking to address these issues.
 - f. For *Element 6.0*, a “partly yes” to any of the items or questions is associated with superficial or partial effort to address a specific issue or question. In contrast, a full “yes” involves a coherent, if not a comprehensive, response to the issue or question.

- g. For *Element 7.0*, “partly yes” means the project monitoring plan has indicators that are sex-disaggregated but no qualitative indicator of empowerment or status change.
 - h. For *Element 8.0*, “partly yes” means the project requires the collection of some sex-disaggregated data or information but not all the information will track the gender-differentiated effects of the project. A full “yes” means all sex-disaggregated data and qualitative information will be collected to help monitor GAD outcomes and outputs.
 - i. For *Element 9.0*, a “partly yes” means there is a budget for GAD-related activities but this is insufficient to ensure that the project will address relevant gender issues (Q9.1), or build GAD capacities among project staff or the project agency, or tap external GAD expertise (Q9.2).
 - j. For *Element 10.0*, a “partly yes” response to Q10.1 means there is a mention of the agency’s GAD plan but no direct connection is made to incorporate the project’s GAD efforts into the plan; to Q10.2 implies a mention of other GAD initiatives in the project coverage but no indication of how the project will build on these initiatives; and to Q10.3 signifies that the project has a sustainability plan for its GAD efforts but there is no mention of how these will be institutionalized within the implementing agency or its partners.
3. After ascertaining whether a GAD requirement has been fulfilled or not, enter the appropriate score for an element or item under column 3.
 - a. To ascertain the score for a GAD element, a three-point rating scale is provided: “0” when the proponent has not accomplished any of the activities or questions listed under an element or requirement; a score that is less than the stated maximum when compliance is only partial; and “2” (for the element or requirement), or the maximum score for an item or question, when the proponent has done all the required activities.
 - b. The scores for “partly yes” differ by element. For instance, for Elements 2.0, 3.0, 5.0, 7.0, and 8.0, the score is “1.” For elements that have two or more items or questions (such as Element 1.0), the rating is the sum of the scores of the items or questions that falls short of the maximum “2.”
 - c. For Elements 4.0 and 9.0, which has two items each, the maximum score for each item is pegged at “1.0” and for “partly yes” is “0.5.” Hence, if a project scores a full “1.0” in one item but “0” in the other, or if a project scores “partly yes” (or “0.5”) in each of the two items, the total rating will be “partly yes” with a score of “1.0.” If a project scores “partly yes” for one item but “no” for the other, then the total rating for the element will be “0.5.”
 - d. Elements 1.0, 6.0 and 10.0, which have three items each, the maximum score for each item is pegged at “0.67” and for “partly yes” at “0.33.” The rating for the element will be “partly yes” if the total score of the three items is positive but less than “2.0,” the maximum for the element.
 4. For an element (col. 1) that has more than one item or question, add the scores of the items or questions and enter the sum in the thickly bordered cell for the element.
 5. Add the scores in the thickly bordered cells under column 3 to come up with the GAD score for the project identification and design stages.
 6. Under the last column, indicate the key gender issues identified (for proponents) or comments on the proponent’s compliance with the requirement (for evaluators).

Box 22. GAD checklist for designing and evaluating child labor projects

Element and item/question (col. 1)	Response (col. 2)			Score for the item/ element (col. 3)	Result or comment (col. 4)
	No (2a)	Partly yes (2b)	Yes (2c)		
Project identification and planning					
1.0 <i>Participation of women and men in project identification</i> (max score: 2; for each item or question, 0.67)					
1.1 Has the project consulted partners and children, girls and boys, on the problem or issue that the intervention aims to solve and on the development of the solution? (possible scores: 0, 0.33, 0.67)					
1.2 Have inputs from children in child labor situations, including girls, been considered in the design of the project? (possible scores: 0, 0.33, 0.67)					
1.3 Are both girls and boys/women and men seen as stakeholders, partners, or agents of change in the project design? (possible scores: 0, 0.33, 0.67)					
2.0 <i>Collection of sex-disaggregated data and gender-related information prior to project design</i> (possible scores: 0, 1.0, 2.0) Has the project tapped sex-disaggregated data and gender-related information from secondary and primary sources at the project identification stage? OR, does the project document include sex-disaggregated and gender information in the analysis of the development issue or problem?					
3.0 <i>Conduct of gender analysis and identification of gender issues</i> (possible scores: 0, 1.0, 2.0) Has gender analysis been done to identify gender issues prior to project design? OR, does the discussion of development issues in the project document include gender issues that the project must address?					
Project design					
4.0 <i>Gender equality goals, outcomes, and outputs</i> (max score: 2; for each item or question, 1)					
4.1 Do the project objectives explicitly refer to girls and boys/women and men? (possible scores: 0, 0.5, 1.0)					
4.2 Does the project have gender equality outputs or outcomes? (See text for examples.) (possible scores: 0, 0.5, 1.0)					
5.0 <i>Matching of strategies with gender issues</i> (possible scores: 0, 1.0, 2.0) Do the strategies match the gender issues and gender equality goals identified? That is, will the activities or interventions reduce gender gaps and inequities?					

Element and item/question (col. 1)	Response (col. 2)			Score for the item/ element (col. 3)	Result or comment (col. 4)
	No (2a)	Partl y yes (2b)	Yes (2c)		
6.0 <i>Gender analysis of the designed project</i> (max score: 2)					
6.1 <i>Gender division of labor</i> (max score: 0.67; for each item or question, 0.17)					
6.1.1 Does the project address the differences in the conditions of girls and boys in child labor situations? Does it address the link between child labor and family survival? (possible scores: 0, 0.8, 0.17)					
6.1.2 Does the project support the discussion of gender needs and concerns in forums? IF APPLICABLE: Does it address the issue of girls being socialized to accept a lower or subservient status, making them “ideal” for domestic work? (possible scores: 0, 0.8, 0.17)					
6.1.3 Does the project promote safety and security in the workplace? (possible scores: 0, 0.8, 0.17)					
6.1.4 Does the project plan to involve girls and boys in child labor situations in project design and implementation? Has it considered how their participation will affect their other responsibilities? (possible scores: 0, 0.8, 0.17)					
6.2 <i>Access to and control of resources</i> (max score: 0.67; for each item or question, 0.22)					
6.2.1 Does the project offer girls and boys in child labor situations educational or training opportunities? Access to health (including reproductive health) information and services? (possible scores: 0, 0.11, 0.22)					
6.2.2 Does the project provide services and programs (counseling, legal, rescue, training) that respond to the needs of girls and boys in child labor situations? (possible scores: 0, 0.11, 0.22)					
6.2.3 Does the project offer girls and boys and their families an alternative to child labor? OR, does the project design include measures to prevent child labor? (possible scores: 0, 0.11, 0.22)					
6.3 <i>Constraints</i> (max score: 0.67; for each item or question, 0.22)					
6.3.1 Is the proposed project design socially or culturally acceptable and accessible equally to girls and boys/women and men? (possible scores: 0, 0.11, 0.22)					
6.3.2 Will girls and boys/women and men have equal access to planning and decision making? (possible scores: 0, 0.11, 0.22)					
6.3.3 Has the project devised strategies to overcome the constraints to project participation of girls/women and boys/men? Specifically, has the project considered that the constraints to girls’/women’s participation may require separate programming (by way of separate groups, activities, or components)? IF SEPARATE PROGRAMMING IS NEEDED: Has the project addressed this? (possible scores: 0, 0.11, 0.22)					

Element and item/question (col. 1)	Response (col. 2)			Score for the item/ element (col. 3)	Result or comment (col. 4)
	No (2a)	Partly yes (2b)	Yes (2c)		
<p>7.0 Monitoring targets and indicators (possible scores: 0, 1.0, 2.0) Does the project include gender equality targets and indicators for welfare, access, consciousness raising, participation, and control? Examples of gender differences that may be monitored:</p>					
<ul style="list-style-type: none"> - Number of girls/boys in child labor - Types of work done by girls/boys - Location of work of girls/boys - Hours worked by girls/boys - Wages paid girls/boys - Social protection coverage for girls/boys - Work hazards faced by girls/boys - Work-related injuries of girls/boys - Children rescued/rehabilitated/counseled/relocated - Trafficked children returned to their families/communities - Rescued children returning to child labor - Access of girls/boys to basic services (health, education) - Number of child-labor prevention programs - Performance of women- and men-owned enterprises in areas of project interventions - Rate of adoption of project interventions - Rate of satisfaction with project interventions - Membership and leadership in organizations - Participation in project activities (forums, training, meetings, marches) - Distribution of project inputs other than credit (market linkages, technical information, design) 					
<p>8.0 Sex-disaggregated database (possible scores: 0, 1.0, 2.0) Does the proposed project monitoring plan or performance measurement framework include the collection of sex-disaggregated data?</p>					
<p>9.0 Resources (max score: 2; for each item or question,1)</p>					
<p>9.1 Is the budget allotted by the project sufficient to promote, integrate, or mainstream GAD in the project? (possible scores: 0, 0.5, 1.0)</p>					
<p>9.2 Does the project have the expertise to integrate GAD or to promote gender equality? OR, is the project committed to investing project staff time in building capacity to integrate GAD, address gender issues, or promote gender equality?(possible scores: 0, 0.5, 1.0)</p>					

Element and item/question (col. 1)	Response (col. 2)			Score for the item/ element (col. 3)	Result or comment (col. 4)
	No (2a)	Partly yes (2b)	Yes (2c)		
10.0 <i>Relationship with the agency's GAD efforts</i> (max score: 2; for each item or question, 0.67)					
10.1 Will the project build on or strengthen the partners' commitment to the advancement of girls/ women? (possible scores: 0, 0.33, 0.67)					
10.2 Does the project have an exit plan that will ensure the sustainability of GAD efforts and benefits? (possible scores: 0, 0.33, 0.67)					
10.3 Will the project build on the initiatives or actions of other organizations in the area? (possible scores: 0, 0.33, 0.67)					
TOTAL GAD SCORE – PROJECT IDENTIFICATION AND DESIGN STAGES (Add the score for each of the 10 elements, or the figures in thickly bordered cells.)					

Interpretation of the GAD score	
0-3.9	GAD is invisible in the project (proposal is returned).
4.0-7.9	Proposed project has promising GAD prospects (proposal earns a "conditional pass," pending identification of gender issues and strategies and activities to address these, and inclusion of the collection of sex-disaggregated data in the monitoring and evaluation plan).
8.0-14.9	Proposed project is gender-sensitive (proposal passes the GAD test).
15.0-20.0	Proposed project is gender-responsive (proponent is commended).