

# PPP Gender Toolkit



**WORLD BANK GROUP**



**Global  
Infrastructure  
Facility**



**PPIAF**  
Enabling Infrastructure Investment

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## Acronyms

<b>ADB</b>	Asian Development Bank
<b>AfDB</b>	African Development Bank
<b>CSO</b>	Community Service Organization
<b>ESIA</b>	Environmental and Social Impact Assessment
<b>GAP</b>	Gender Action Plan
<b>GBV</b>	Gender-Based Violence
<b>IDB</b>	Inter-American Development Bank
<b>IFC</b>	International Finance Corporation
<b>IFI</b>	International Financial Institution
<b>MDB</b>	Multilateral Development Bank
<b>NGO</b>	Non-Governmental Organization
<b>PPIAF</b>	Public Private Infrastructure Advisory Facility
<b>PPP</b>	Public-Private Partnership
<b>UN</b>	United Nations
<b>UNFPA</b>	The United Nations Population Fund
<b>UNICEF</b>	United Nations International Children's Emergency Fund
<b>UNOPS</b>	United Nations Office for Project Services
<b>USP</b>	Unsolicited proposal
<b>VFM</b>	Value-for-money

## Definitions

- **Care economy:** the sector of economic activities, both paid and unpaid, related to the provision of social and material care. It includes care for children, the elderly, and the disabled, health care, education as well as other personal services, all of which contribute to nurturing and supporting present and future populations.<sup>1</sup>
- **Feasibility study:** a full feasibility study (also referred to as a business case) is a detailed investigation of the project. It assesses the technical, financial, and legal feasibility of a proposed project, whether the project satisfies a public need and is a good public investment decision based on an economic viability analysis (cost-benefit analysis), as well as whether it is environmentally and socially sustainable.<sup>2</sup>
- **(Applying/using a) Gender lens:** an approach to identify and examine gendered differences in the development and implementation of processes, procedures, and practices, enabling users to better understand and assess the importance and impact of these differences. Using a gender lens means focusing on how prevailing cultural norms and attitudes about people's gender identity and expression affects how they are seen, or not seen, impacting on their opportunities, access to and ownership of resources, and their capacity to enjoy and exercise their human rights.
- **Gender action plan:** a time-bound plan that lays out the goals, activities of the project, and related responsible persons and costs for closing the gaps in outcomes for both women and men. These activities could be a part of the core development, building and operations of a project, or they could be part of the social engagement angle of the project, designed to provide the fullest benefit to the community.<sup>3</sup>
- **Gender analysis:** a socio-economic analysis of gender relations that provides information about the different conditions of women and men, and the different effects that projects may have on them.<sup>4</sup> Gender analysis highlights the differences between and among women, men, girls, and boys in terms of their relative distribution of resources, opportunities, constraints, and power in a given context.<sup>5</sup>
- **Gender-based violence:** violence that is directed against a person on the basis of gender. Gender-based violence constitutes a breach of the fundamental right to life, liberty, security, dignity, equality between women and men, non-discrimination, and physical and mental integrity.<sup>6</sup>

<sup>1</sup> Open Canada (2018). [Why Canadians should care about the global care economy](#). Accessed February 2023.

<sup>2</sup> The World Bank Group, IFC, PPIAF, Canada (2019). *Gender Equality, Infrastructure, and Public-Private Partnerships (PPPs) – A Primer*. P.32

<sup>3</sup> The World Bank Group, IFC, PPIAF, Canada (2019). *Gender Equality, Infrastructure, and PPPs – A Primer*. P.13

<sup>4</sup> The World Bank Group, IFC, PPIAF, Canada (2019). *Gender Equality, Infrastructure, and PPPs – A Primer*. P.13

<sup>5</sup> Agnes A. Babugura, Camila Villard Duran, Mariola Acosta & Júlia Ferraz (2023). [Taking Gender Mainstreaming Seriously in Climate Finance](#)

<sup>6</sup> The World Bank (2023). [Violence Against Women & Girls - Resource Guide Terminology](#).

- **Gender blindness:** the failure to recognize that the roles, responsibilities, and behavior patterns of women and men are assigned to them in specific social, cultural, economic, and political contexts and backgrounds. Gender-blind projects do not consider different roles and diverse needs and therefore might reinforce gender inequalities. By deliberately or inadvertently disregarding gender as a significant factor in interactions or allocations of resources between people, gender-blind projects maintain the status quo and do not help transform the unequal structure of gender relations.<sup>7</sup>
- **Gender-certified businesses:** businesses that have demonstrated their commitment to gender equality and that have obtained a certification from an entity recognized for its specialization in assessing gender responsiveness in businesses.
- **Gender discriminatory project:** a project that reinforces harmful and negative gender norms and actively harms women and girls.
- **Gender equality:** refers to the equal rights, responsibilities, and opportunities of women, men, girls, and boys. Gender equality concerns and fully engages all genders while recognizing that neither all men nor all women are a homogenous group.<sup>8</sup>
- **Gender gaps:** differences between the way women and men are treated in society; between what they do and achieve; and in their respective access to opportunities, resources, and services. 'Closing gender gaps' includes (but is not limited to) activities that contribute to: improving women's human endowments (i.e. gaps in education and health outcomes); removing constraints for more and better jobs for women; addressing barriers to women's ownership and control of assets; and enhancing women's leadership, voice, and agency while engaging men and boys.
- **Gender impact assessment:** an ex-ante evaluation, analysis, or assessment of a project to estimate whether the project will have positive, negative, or neutral impacts on women (and/or girls) and on the state of equality between women and men.<sup>9</sup>
- **Gender indicators:** established to measure and compare the situation of women and men over time. Gender indicators show gender gaps in access to resources and opportunities in different areas. They are used to show relative positions and changes in these positions over time.<sup>10</sup> Gender indicators can be quantitative (based on statistics broken down by sex) or qualitative (based on women's and men's experiences, attitudes, opinions, and feelings).<sup>11</sup>

<sup>7</sup> UNICEF, UNFPA, UNDP, UN Women. *Gender Equality, United Nations (UN) Coherence and You*. Definition featured in the United Nations Women Training Centre *Gender Equality Glossary*. Accessed 17 February 2023. <https://trainingcentre.unwomen.org/mod/glossary/>

<sup>8</sup> Agnes A. Babugura, Camila Villard Duran, Mariola Acosta & Júlia Ferraz (2023). [Taking Gender Mainstreaming Seriously in Climate Finance](#)

<sup>9</sup> The World Bank Group, IFC, PPIAF, Canada (2019). *Gender Equality, Infrastructure, and PPPs – A Primer*. P.13

<sup>10</sup> European Institute for Gender Equality. [Gender statistics and indicators](#)

<sup>11</sup> The World Bank Group, IFC, PPIAF, Canada (2019). *Gender Equality, Infrastructure, and PPPs – A Primer*. P.13

- **Gender monitoring:** a systematic and objective assessment of the design and planning (objectives, results pursued, activities planned), and the implementation and results of an ongoing project from a gender perspective. This kind of monitoring considers information and data collected during different planning and implementation phases, as well as other knowledge and sources.<sup>12</sup>
- **Gender responsive project:** a project that incorporates design features, measures, and specific actions aimed at reducing gender inequalities within targeted community stakeholders.
- **Gender-sensitive:** considerations to the different rights, roles, and responsibilities of women and men within a community or organization and the relationships between them. A gender-sensitive project: differentiates between the capacities, needs, and priorities of women and men; ensures that the views and ideas of both women and men are taken seriously; considers the implications of decisions on the situation of women relative to men; and takes actions to address inequalities or imbalance between women and men.<sup>13</sup>
- **Gender-sensitive stakeholder consultations:** meetings that deliberately include consultations with women and men who may be directly or indirectly affected by an infrastructure project. Gender-sensitive stakeholder consultations promote participatory decision making, which takes into consideration the priorities and needs of women and men from different groups, including underserved or marginalized groups and those that are traditionally excluded from decision-making processes.
- **Gender transformative project:** a project designed around a fundamental aim to address root causes of gender inequality within the project area.
- **Inclusive infrastructure:** refers to the deliberate effort to ensure that any gender-based disparities or biases in the processes of infrastructure development are considered and addressed to ensure the needs, concerns, and interests of all genders are recognized. Inclusive policies and mechanisms are designed to create positive social outcomes, drive economic empowerment, and promote long-term growth.
- **Intersectionality:** the understanding that socioeconomic and political marginalization is often determined by more than individual characteristics. For women, identities such as class, race, and ethnicity often intersect to compound gender-based inequalities and disadvantages. Intersectionality in infrastructure planning must adopt a multidimensional approach in understanding gendered vulnerabilities, needs, priorities, and opportunities for incorporating local knowledge and identities.<sup>14</sup>
- **Pink tax:** higher prices paid by women for certain products and services also used by men.

<sup>12</sup> The World Bank Group, IFC, PPIAF, Canada (2019). *Gender Equality, Infrastructure, and PPPs – A Primer*. P.13

<sup>13</sup> United Nations Programme on Reducing Emissions from Deforestation and Forest Degradation. <https://www.un-redd.org/glossary/gender-sensitive>

<sup>14</sup> “Mainstreaming Gender in Infrastructure: Desk Review.” June 30, 2021. P 21.

- **Pre-feasibility study:** a short, focused, and low-cost assessment of a project's viability. The intention is to define the project and collate information necessary to develop the project concept, based on an engineering design concept, the technical and financial challenges of implementation, and expected project outcomes and impacts. Governments often undertake this less-detailed analysis of the fundamentals of a project before full appraisal, to ensure that time and resources are well spent.<sup>15</sup>
- **Sex-disaggregated data:** data collected and tabulated separately for women and men (and, where relevant, girls and boys). This allows for the measurement of differences between women and men on various social and economic dimensions related to a project.<sup>16</sup>
- **Women-owned business:** A woman-owned business should at a minimum include: (i) at least 51 percent independent ownership by one or more women; (ii) unconditional control by one or more women over both long-term decision-making, and the day-to-day management and administration of the business operations; and (iii) independence from non-women-owned businesses.<sup>17</sup>

<sup>15</sup> The World Bank Group, IFC, PPIAF, Canada (2019). *Gender Equality, Infrastructure, and PPPs – A Primer*. P.32

<sup>16</sup> The World Bank Group, IFC, PPIAF, Canada (2019). *Gender Equality, Infrastructure, and PPPs – A Primer*. P.13

<sup>17</sup> UN Women (2017). *The Power of Procurement: How to Source from Women-Owned Businesses—Corporate Guide to Gender-Responsive Procurement*.



# Executive summary

## Executive summary

Public-Private Partnerships (PPPs) are key to developing sustainable infrastructure that contributes to meeting global development goals. Well-designed PPPs can improve infrastructure service delivery and management, incentivize efficiency gains, and help increase infrastructure funding and financing—all of which can result in increased access to essential infrastructure and services.

Improved access to essential infrastructure and services facilitates women's participation in income-generating activities, which contributes to progressing toward achieving the United Nations' Sustainable Development Goals of full and paid employment, and decent work, for all women and men.<sup>18</sup>

Including gender-responsive measures in PPPs can help to further promote gender equality and achieve stronger socioeconomic impacts. For example, considering women's needs and preferences when identifying and designing PPPs helps develop projects that better meet the demands of the population, thereby resulting in better outcomes.

This toolkit provides practical tools and guidelines for developing gender responsive PPPs. Gender responsive PPPs incorporate design features, measures, and specific actions for reducing gender inequalities (or closing gender gaps) within the community stakeholders that the project affects directly or indirectly.

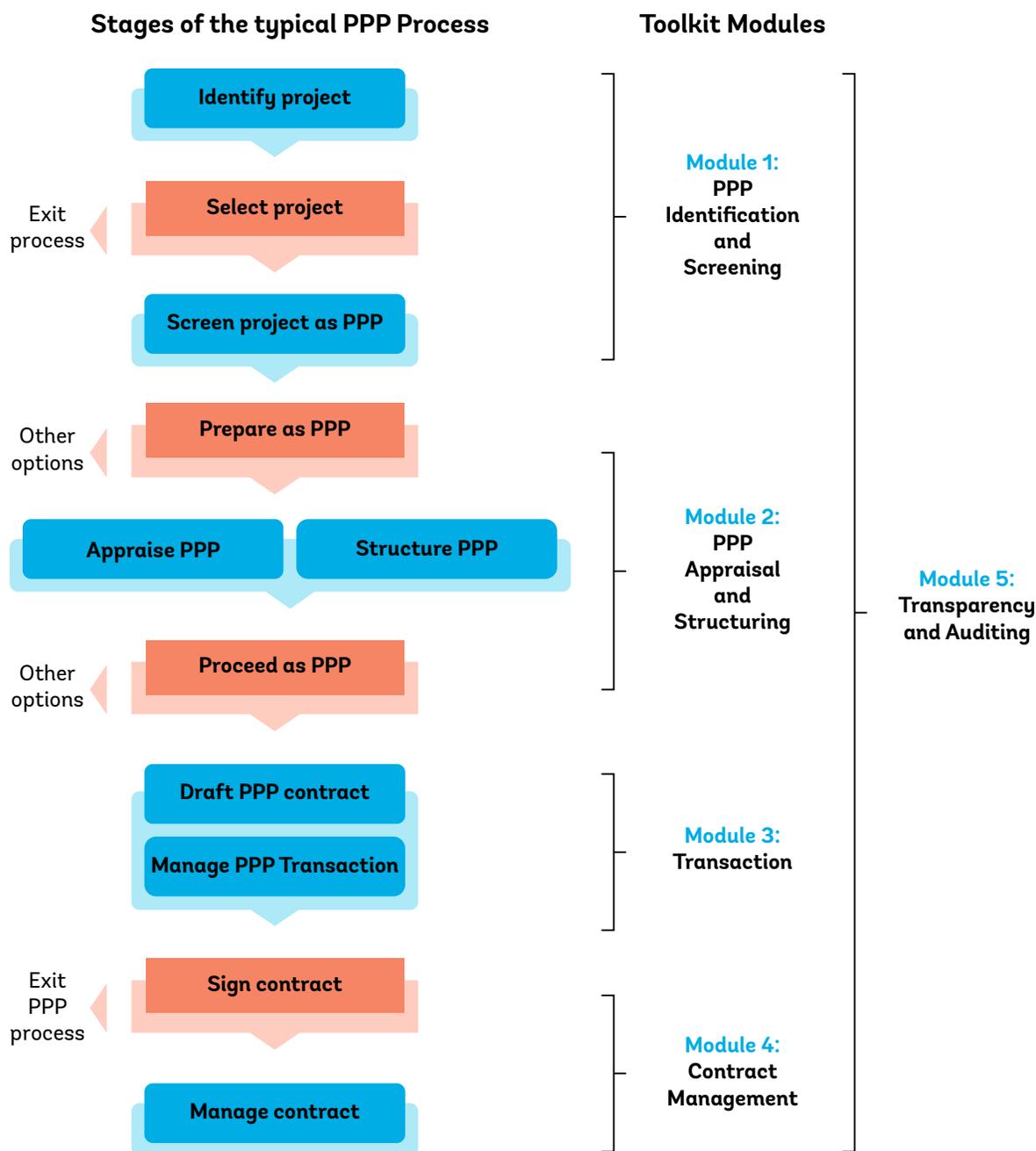
The target users of this toolkit are the following:

- **Decision- and policy-maker representatives of the executive, legislative and judicial powers, and their advisors for upstream purposes.** The information presented in the toolkit can help these stakeholders strengthen PPP policies and legislation and ensure that the PPPs developed and implemented are gender responsive
- **Stakeholders whose work revolves around PPPs**—such as PPP units, PPP practitioners, and contracting authorities—who can use the information in the toolkit to prepare and manage gender responsive PPPs
- **Project developers, investors, and financiers**, who can use this toolkit to make better gender informed investment and management decisions.

This toolkit follows the standard PPP project lifecycle outlined in the [PPP Reference Guide \(Version 3\)](#) ('the PPP Reference Guide'). Figure 0.1 below shows how the modules presented in this toolkit relate to the standard PPP process.

<sup>18</sup> UNDP. [Goal 8: Decent work and economic growth](#)

**Figure 0.1. Standard PPP process and structure of the toolkit**



**Module 1: PPP identification and screening**

The project identification stage involves finding projects addressing clearly identified socioeconomic objectives that are central to sector needs and that are aligned with national development plans. Governments (and private parties, in the case of unsolicited proposals) should take a gender responsive approach to project identification, as this allows finding projects that more fully address socioeconomic objectives. Gender responsive project identification involves:

- **Accounting for the different infrastructure uses, needs, and priorities of women and men.** In the transport sector, for instance, women are generally more likely than men to take multipurpose trips by grouping activities, to use public transport or travel on foot, to travel during off-peak hours, and to avoid traveling at night.<sup>19</sup> As a result of these different uses and needs, women and men may have different priorities for infrastructure.
- **Carrying out gender-sensitive consultations** with women and men to understand their infrastructure uses, needs, and priorities during project identification. Gender-sensitive stakeholder consultations ensure that women's and men's needs and preferences are heard.
- **Carrying out a preliminary gender analysis** to identify and understand gender differences in access to resources and opportunities, as well as social norms and expectations in affected communities. Gender analysis enables stakeholders to understand women's and men's different infrastructure uses, needs, and priorities.

These activities may be carried out in a different order to what is listed above. For instance, a preliminary gender analysis can provide useful information to prepare gender-sensitive consultations; further, both the preliminary gender analysis and the gender-sensitive consultations can provide useful insights regarding the different infrastructure needs and uses of women and men in a specific country. PPP practitioners may therefore carry out the preliminary gender analysis and the consultations in parallel before finalizing their understanding of the infrastructure needs and uses.

Identified projects are then screened for their potential to be implemented as PPPs. The screening process focuses on determining if a project would provide more value for money (VfM) if implemented as a PPP; therefore, gender considerations are usually not a determining factor when measuring a project's PPP suitability.

After screening projects for PPP suitability, governments may need to decide which projects to implement first if resources are scarce. In doing so, governments should consider using the projects' gender responsiveness as a prioritization criterion and assigning a higher score to projects that are gender responsive.

There is no single measure for estimating or comparing expected impacts on gender equality across projects. However, governments assessing gender aspects when prioritizing projects should consider applying a process that involves identifying gender inequalities in the country and relevant sectors, and assessing whether and how the different projects would address these inequalities. For example, consider a city in which the existing transport system is designed to facilitate work commutes and in which women tend to spend a significant amount of time walking to water selling points. The government deciding whether to prioritize a water distribution project or a Bus Rapid Transit (BRT) project might want to prioritize the water distribution project as the city already has an existing transport infrastructure and the lack of water infrastructure in the area is particularly burdensome for women.

<sup>19</sup> The World Bank (2021). [Mainstreaming gender in infrastructure: Desk Review](#)

When applying this process, governments should also consider intersectionality—for instance by assessing the needs, experiences, and preferences of women and men of different age groups, sexual orientations, ethnicities, and socioeconomic backgrounds. Furthermore, governments should consider climate resilience and adaptation (that is, the ability to anticipate and adapt to changing climate conditions).<sup>20</sup> Climate resilience is an important component of gender responsive infrastructure as women are disproportionately affected by the negative impacts of climate change.<sup>21</sup>

Figure 0.2 provides an overview of the best practices and tools described in Module 1 of the toolkit for gender responsive project identification and prioritization.

**Figure 0.2. Overview of best practices and tools for identifying and prioritizing PPP projects**

Stage	Gender best practices	Tools
Identify Project	<ul style="list-style-type: none"> <li>Account for women’s and men’s different use of infrastructure</li> <li>Conduct gender-sensitive stakeholder consultations</li> <li>Carry out preliminary gender analysis</li> </ul>	<ul style="list-style-type: none"> <li> Table on women’s and men’s different uses of infrastructure</li> <li> Best practices for gender-sensitive stakeholder consultations</li> <li> Focus areas for preliminary gender analysis</li> </ul>
Prioritize PPP	<ul style="list-style-type: none"> <li>Consider gender aspects when prioritizing projects</li> <li>Ensure that the project preparation budget covers gender-specific activities</li> </ul>	<ul style="list-style-type: none"> <li> Template for identifying and budgeting for gender-specific project preparation activities</li> </ul>

**KEY**

-  Standard text
-  Checklist
-  Template
-  Indicators
-  Processes and guidelines

### Module 2: PPP appraisal and structuring

The objective of the PPP appraisal is to assess the project’s technical, economic, legal, commercial, and financial viability, its VfM, and projected environmental and social impacts.

The appraisal stage is a critical point for conducting a detailed evaluation of the prospective gender impacts of a project. Based on the impacts identified, PPP practitioners can propose appropriate gender responsive project design features, targets, and activities.

<sup>20</sup> OECD (2018). [Climate-resilient Infrastructure](#)

<sup>21</sup> Australian Aid [Thematic Brief. Women and Climate Change in the Pacific](#)

A gender responsive PPP appraisal involves:

- **Carrying out gender-sensitive stakeholder consultations** to understand how the project design can serve the needs and priorities of women and men. For example, consider a hydropower project that involves relocating a small farming community in a low-income country where women tend to be in charge of domestic activities such as collecting water or taking care of the farm. When consulted about resettlement, women may be more likely to prioritize locations that provide good farming land and access to clean water. With this knowledge, PPP practitioners can then ensure that the new location for their homes provides access to these resources
- **Expanding on the preliminary gender analysis previously conducted.** The gender analysis can be conducted as part of the Environmental and Social Impact Assessment (ESIA) since this assessment focuses on establishing the social baseline. The ESIA should also include a gender impact assessment; that is, an ex-ante evaluation to identify how a project is likely to affect women and men. The results of the gender impact assessment help PPP practitioners identify appropriate mitigation measures, ensure safeguards (for negative impacts), and identify measures that will enable positive change
- **Developing a gender action plan** that lays out the gender-specific goals and activities of the project, as well as roles and responsibilities for different interventions and actions, timeline for implementation, and the cost associated with such activities.<sup>22</sup> The findings from the gender analysis and gender impact assessment will inform the gender action plan.

After appraisal, PPP practitioners need to structure the PPP. This means allocating responsibilities, risks, and rights to each party to the PPP contract. Different PPP structuring decisions can affect or empower women. For instance, a project structure that ‘bundles’ multiple small contracts into a larger transaction can restrict the participation of women-owned businesses as they tend to be smaller than men-owned businesses.<sup>23</sup>

To mainstream gender into PPP structuring, PPP practitioners should:

- **Assess gender-specific project risks and include them in the risk register.** For example, this could include:
  - The risk that an influx of workers during project construction will lead to an increase in gender-based violence (GBV) in affected communities
  - The risk that unaddressed safety concerns raised by women during consultations for a public transit project will result in lower-than-expected user numbers
  - The risk that the project developer’s subcontractors do not address or consider gender aspects.

<sup>22</sup> Asian Development Bank (April 2013). *Tip Sheet No. 2 - Preparing a Project gender action plan*. Publication Stock No. TIM135452

<sup>23</sup> Office on the Economic Status of Women (2016). [Why are Women-Owned Businesses Overall Smaller than Men-Owned Businesses?](#)

Intersectionality should be taken into consideration when assessing gender-specific project risks. For example, poorer women and girls are less likely to be able to avoid public transport than wealthier women and girls in the event of unaddressed safety concerns, meaning that they may be more prone to gender-based violence.

- **Consider gender aspects when determining risk and responsibility allocation.** For example, what measures can be adopted to address the previously mentioned risk of increased GBV in the project area because of labor influx during project construction, and which party to the contract would be best placed to implement such measures?
- **Ensure that the project structure complies with Multilateral Development Banks' (MDBs) and International Financial Institutions' (IFIs) applicable gender-related safeguards.** Many IFIs and MDBs address women's specific needs in their safeguards. PPP practitioners that wish to obtain support or financing from some of these institutions should ensure their projects comply with these institutions' gender-related safeguards.

Figure 0.3 below provides an overview of the best practices and tools provided in Module 2 of the toolkit for gender responsive project appraisal and structuring



**Figure 0.3. Overview of best practices and tools for structuring and appraising a PPP**

Stage	Gender best practices	Tools
<p>Appraise PPP</p>	<ul style="list-style-type: none"> <li>• Conduct gender-sensitive stakeholder consultations</li> </ul>	<ul style="list-style-type: none"> <li> Checklist for data collection for gender-sensitive stakeholder analysis and consultations</li> <li> Checklists for planning and leading gender-sensitive stakeholder consultations</li> <li> Sample documents for stakeholder consultations</li> </ul>
	<ul style="list-style-type: none"> <li>• Conduct gender gap analysis</li> </ul>	<ul style="list-style-type: none"> <li> Guidelines on data collection for the gender gap analysis</li> <li> Sample documents for gender gap analysis</li> <li> Links to sector-specific toolkits with gender analysis tools</li> </ul>
	<ul style="list-style-type: none"> <li>• Conduct a gender impact assessment</li> </ul>	<ul style="list-style-type: none"> <li> Good practices for carrying out a gender impact assessment</li> <li> Key questions to include in a gender impact assessment</li> </ul>
	<ul style="list-style-type: none"> <li>• Develop a gender action plan</li> </ul>	<ul style="list-style-type: none"> <li> Good practices for designing and implementing a gender action plan</li> <li> Sample gender action plan</li> <li> Key questions when designing a gender action plan</li> </ul>
	<ul style="list-style-type: none"> <li>• Integrate gender aspects in the project’s viability assessments</li> </ul>	<ul style="list-style-type: none"> <li> Good practices in project assessment</li> </ul>
<p>Structure PPP</p>	<ul style="list-style-type: none"> <li>• Assess gender-specific project risks</li> </ul>	<ul style="list-style-type: none"> <li> Identifying gender-specific risks in infrastructure PPPs</li> </ul>
	<ul style="list-style-type: none"> <li>• Consider gender aspects when determining risk and responsibility allocation</li> </ul>	<ul style="list-style-type: none"> <li> Guidance for Terms of Reference for Gender Expert</li> </ul>
	<ul style="list-style-type: none"> <li>• Ensure that the project structure complies with applicable safeguards from IFIs and MDBs</li> </ul>	<ul style="list-style-type: none"> <li> Links to documents describing the gender safeguards of key IFIs and MDBs involved in infrastructure PPPs</li> </ul>

<b>KEY</b>	 Standard text	 Checklist	 Template	 Indicators	 Processes and guidelines
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### Module 3: Transaction

The PPP transaction involves drafting the PPP contract and managing the PPP transaction to select a competent private party to deliver the project. The PPP contract is critical for making the project gender responsive as it defines what is expected from the private party and how the private party will get remunerated throughout the project duration.

The PPP contract allows PPP practitioners to enforce the fulfillment of gender-related obligations throughout the project construction and operation phases. Therefore, the PPP contract should clearly specify gender responsive features, performance, activities, plans, and codes of conduct.

An effective method for including gender-related specifications in a PPP contract involves pulling all specifications from the project's gender action plan, identifying which part of the contract each item fits in, and integrating each item in the contract to give them legal effect.

Some of the best practices for integrating gender aspects in PPP contracts include defining gender responsive performance indicators for the project construction and operation, setting commitments for gender responsive employment and procurement, and linking payments to performance requirements against gender-related targets and plans, among others.

Managing a PPP transaction involves selecting a competent private party that will implement the PPP and identify the most effective and efficient way to deliver the project. Gender responsive transaction management involves:

- **Setting gender-related qualification and evaluation criteria and providing comprehensive information on gender aspects in the tender documents.** These measures will ensure the private party has the capacity to meet the project's gender responsive requirements
- **Designing a procurement framework that accounts for the unique challenges that women-owned businesses face when engaging in the procurement process.** An inclusive procurement framework will encourage women-owned businesses to bid and contribute to closing gender gaps.

Figure 0.4 provides an overview of the best practices and tools presented in Module 3 for gender responsive contract drafting and transaction management.

**Figure 0.4. Overview of the best practices and tools for PPP contract drafting and transaction management**

Stage	Gender best practices	Tools
Draft PPP Contract	<ul style="list-style-type: none"> <li>• Define gender responsive performance requirements</li> <li>• Specify clear plans and requirements for gender impact management</li> <li>• Set commitments for gender responsive employment and procurement</li> <li>• Set requirements for Gender-Based Violence (GBV) prevention</li> <li>• Link payments to performance against gender-related plans and targets</li> <li>• Determine method to monitor compliance with gender responsive targets</li> </ul>	<ul style="list-style-type: none"> <li>→  Standard clauses regarding the implementation of gender impact management plans</li> <li>→  Elements of gender responsive corporate policies</li> <li>→  Sample GBV codes of conduct</li> <li>→  Sample gender responsive performance indicators</li> </ul>
Manage PPP Transaction	<ul style="list-style-type: none"> <li>• Encourage women-owned businesses to bid</li> <li>• Use gender-related qualification and evaluation criteria</li> <li>• Provide information on gender aspects in the marketing and tender documents</li> <li>• Ensure gender-sensitivity in engagement with bidders</li> </ul>	<ul style="list-style-type: none"> <li>→  Good practices for an inclusive procurement strategy</li> <li>→  Examples of gender-related criteria and objectives to achieve through them</li> <li>→  Checklist on gender-related information to include in the data room and on the project teaser</li> <li>→  Gender-inclusive language guidelines</li> </ul>

**KEY**

-  Standard text
-  Checklist
-  Template
-  Indicators
-  Processes and guidelines

## Module 4: Contract Management

PPP contract management entails monitoring and enforcing the PPP contract requirements throughout the lifetime of the PPP agreement. Successful PPP contract management ensures that services are delivered according to the contract, risks relevant to the project are promptly identified, the responsibilities and risk allocations are maintained, and the project performs as efficiently as expected.

Effective PPP contract management is key to support the project's gender responsiveness during the project's lifetime. Gender responsive contract management involves mainstreaming gender at each step of the contract management process as follows:

When establishing contract management institutions, the contracting authority should:

- **Ensure that the contract management team (CMT) has the necessary skillset to manage and monitor the project's gender-related aspects.** When establishing the CMT, the contracting authority should consider the full range of tasks (including gender-related tasks) that managing the contract will involve and the skills required to successfully conduct these tasks. For example, gender-related tasks could include:
  - Ensuring that the higher risks of GBV, prostitution, and transmittable diseases that large constructions can bring are addressed appropriately
  - Monitoring the achievement of gender-related KPIs specified in the contract (such as the functioning of surveillance cameras in buses and stations)
  - Understanding the socio-economic characteristics of the communities affected by the project that will have an impact on gender and the gender responsiveness of the project.
- **Ensure that the CMT understands how gender aspects are embedded in the contract.** The contracting authority should prepare a contract management manual that describes processes and responsibilities for managing all aspects of the contract (including gender aspects) and require that the CMT follows it. The contract management manual should clearly explain how gender aspects were integrated in the contract, how they relate to the gender action plan, and the implications that these gender aspects will have on project activities, goals, and broader gender equality outcomes.

When monitoring PPP delivery and risk, the CMT should:

- **Ensure compliance with gender-related requirements during the development, construction, and operations phase.** When monitoring the government and private party's performance and managing the government's responsibilities and risks, the CMT should monitor gender-related requirements. These might include:
  - Gender responsive requirements in the resettlement action plan

- Gender-specific components for the construction site, such as safe and private toilet facilities and sufficient lighting
- Gender-related performance requirements in terms of service delivery, such as ensuring that a public transport project includes appropriate safety measures to reduce the risk of GBV
- Commitments for gender responsive employment and procurement, and for GBV prevention.
- **Oversee the establishment of an inclusive grievance mechanism** that addresses the specific barriers that women can face when accessing and using grievance mechanisms. A grievance mechanism provides a process for community members to report and address concerns and incidents related to a project. A grievance management mechanism should be established before the start of any PPP project activities (including land acquisition)<sup>24</sup> and should remain in place for all phases of the project, from resettlement to construction, operations, and maintenance. The contracting authority or the CMT should oversee the establishment and management of a grievance mechanism for the duration of the contract.<sup>25</sup> The CMT should ensure that the grievance mechanism is designed in accordance with specifications in the gender action plan, and in collaboration with local women's organizations to understand and address barriers that women can face when accessing and using grievance mechanisms.

When dealing with changes such as planned adjustments, claims, renegotiations, and disputes, the CMT must:

- Check that any adjustments made or considered will not impact the project's gender responsive objectives or create gender-related risks. In projects where gender aspects will inevitably be impacted, the CMT should assess these impacts and update the gender action plan and the risk management plan accordingly.
- Seize any gender opportunities when making adjustments. These may involve more women-owned enterprises/increasing targets of trained or hired women in the project.

When managing contract expiry and asset handover, the CMT should:

- **Ensure the operations will remain gender responsive after asset handover.** The CMT should ensure that the service provider after the asset handover understands and has an adequate plan to maintain the project's gender responsive features. The CMT should also ensure that the professional and entrepreneurial opportunities the PPP has provided to women will be maintained after asset handover
- **Check the quality of assets required to meet gender-specific needs.** For example, this could involve checking the quality and functioning of lighting and security equipment required to enhance safety for women.

<sup>24</sup> WBG (2019). [A Guide to Community Engagement for PPPs](#)

<sup>25</sup> Compliance Advisor Ombudsman (2016). [Grievance Mechanism Toolkit](#).

Figure 0.5 provides an overview of the best practices and tools presented in Module 4 for gender responsive contract drafting and transaction management.

**Figure 0.5. Overview of best practices and tools for integrating gender aspects in contract management**

Stage	Gender best practices	Tools
Establish contract management institutions	<ul style="list-style-type: none"> <li>• Ensure that the contract management team has the skillset needed to manage gender aspects</li> <li>• Make sure that the contract management team understands how gender aspects are embedded in the contract</li> </ul>	<ul style="list-style-type: none"> <li> Factors informing the expertise needed on the contract management team</li> <li> Examples of gender aspects that may be embedded in a PPP contract</li> </ul>
Monitor PPP delivery and risk	<ul style="list-style-type: none"> <li>• Ensure compliance with gender-related requirements and indicators during the development and construction phase</li> <li>• Ensure compliance with gender-related requirements and indicators during the operations phase</li> <li>• Establish an inclusive grievance mechanism</li> </ul>	<ul style="list-style-type: none"> <li> Gender responsive PPP compliance tool</li> <li> Gender responsive PPP risk monitoring tool</li> <li> Designing an inclusive grievance mechanism</li> </ul>
Deal with change	<ul style="list-style-type: none"> <li>• Check that any adjustments made or considered will not impact the project's gender responsive objectives or create gender-related risks</li> </ul>	
Manager contract expiry and asset handover	<ul style="list-style-type: none"> <li>• Ensure that the operations will remain gender responsive after asset handover</li> <li>• Check the quality of assets required to meet gender-specific needs</li> </ul>	

**KEY**

-  Standard text
-  Checklist
-  Template
-  Indicators
-  Processes and guidelines

## Module 5: Transparency and auditing

A governance framework that fosters transparency and accountability provides a mechanism for the public and auditing institutions to engage with the projects and hold the contracting authority and private party accountable for the project outcomes. Good transparency and accountability practices can attract private sector investment, ensure the selected projects are aligned with the government's investment strategy, generate the economic returns for society, and ensure the government does not bear excessive fiscal risks. Governments can foster transparency and accountability in their governance frameworks by promoting good transparency and auditing practices and requiring ex-post evaluations.

The 'transparency' of a PPP can be defined as the ability of all stakeholders to easily identify, access, and understand the inputs, outputs, and decision-making and other processes related to that PPP. Project transparency can help mobilize private capital for investment in infrastructure, increase public and stakeholder understanding of decision-making processes and outcomes and confidence in PPP projects and reduce the risk of corruption.

A gender responsive PPP transparency framework requires PPP practitioners and governments to disclose all relevant gender-related information during pre-procurement and post-procurement of PPP projects. Some of the gender-related aspects that should systematically be discussed are:

- Analyses carried out during project appraisal, including gender gap analysis, and ex-ante gender impact assessment, gender action plan, gender responsive resettlement action plan, etc.
- Gender-related grievances and description of how these grievances are addressed
- Applicable gender related MDB and IFI safeguards and policies.

A PPP audit is a formal review of a PPP project to provide a reasonable assurance to the government, legislature, and the public that the project has yielded VFM and that public interests have been adequately protected.<sup>26</sup> PPP projects should be audited soon after procurement and periodically once they are operational.<sup>27</sup> In addition, government entities responsible for audits may be required to review the contracting authority's decision-making processes and compliance with PPP regulation during project identification, screening, appraisal, and structuring.<sup>28</sup>

A gender responsive PPP audit should consider relevant gender aspects at every stage of the PPP lifecycle, such as:

- Whether gender responsiveness was listed as a prioritization factor during PPP identification and screening
- Whether the contracting authority considered gender-related risks in its investigation during PPP appraisal and structuring

<sup>26</sup> Comptroller Auditor General of India (2009). [PPP in Infrastructure Projects](#)

<sup>27</sup> The World Bank, ADB, PPIAF, IDB (2017). [PPP Reference Guide Version 3](#)

<sup>28</sup> The World Bank, ADB, PPIAF, IDB (2017). [Public-Private Partnerships Reference Guide Version 3](#) page 102

- Whether the contract design effectively addresses gender-related issues and objectives listed in the project's gender action plan during PPP transaction and contract management.

Ex-post evaluations analyze performance to generate information on the effectiveness, efficiency, and economy of a PPP project in achieving its goals and objectives.<sup>29</sup> While audits assess the project's compliance with established processes and requirements, ex-post evaluations have a broader purpose to identify lessons that can help develop better PPPs. Ex-post evaluations may be conducted at various points during the contract period as well as after the contract ends. A gender responsive ex-post evaluation should cover:

- **An assessment of the gender-related outputs and their (intended and unintended) impacts.** The auditors compare actual performance against the performance requirements set out in the contract to assess if these requirements has been met or (if not) the impact of not meeting this requirement, and how the private party can meet the requirement in the future
- **Broader outcomes that arise from the project implementation.** For example, the gender action plan of a project might list "increase women's employability through capacity-building trainings". The ex-post gender evaluation will assess the outcome of such output by examining the increase in rate of employed women in the community
- **An identification of lessons learned to improve gender responsiveness in the current or future PPPs.** An ex-post evaluation, for example, might serve to identify the private sector's unique contribution to the project's gender responsiveness. Governments and PPP practitioners might learn if the private sector was better suited to optimally deliver on the project's gender responsive features.

<sup>29</sup> European Investment Bank. 2018. [Ex-post assessment of PPPs and how to better demonstrate outcomes](#)



# Introduction

## Introduction

Sustainable infrastructure and gender equality are both global development priorities: together, they drive inclusive and equitable development, foster economic growth, and provide solutions to address climate change. As such, sustainable infrastructure and gender equality both contribute to achieving international commitments such as the Sustainable Development Goals (SDGs).

Integrating measures to address women and girls' specific needs in infrastructure projects broadens impacts, by ensuring that the projects are inclusive and responsive to the needs of women and recognizing women as agents of change. Gender responsive infrastructure can enhance adaptive capacity, reduce gender disparities in climate resilience, and support sustainable development.<sup>30</sup>

Public-Private Partnerships (PPPs) play a critical role in developing sustainable infrastructure and achieving gender equality. Well-designed PPPs can improve infrastructure service delivery and management, incentivize efficiency gains, and help increase infrastructure funding and financing.<sup>31</sup> By improving access to essential services, such as water, energy, and reliable transportation, infrastructure PPPs facilitate women's engagement in income-generating activities, which enhances their economic participation. Improved infrastructure can reduce the time and effort required for household chores, which is typically a responsibility attributed to women and girls,<sup>32</sup> freeing up their time for education, skills development, and economic pursuits. This, in turn, can contribute to increased productivity, higher household incomes, and poverty reduction.

Integrating measures to address women's specific needs in PPPs can help to further promote gender equality and achieve stronger socioeconomic impacts. For example, understanding the different uses and priorities of women and men helps to identify and design infrastructure projects that are responsive to the needs of diverse users. Considering gender-specific requirements when developing infrastructure PPPs therefore allows governments to ensure that the projects better meet the demands of the entire population, resulting in improved project outcomes. Accounting for women and girls' needs when providing water and sanitation services, for example, can reduce the time spent fetching water, and free their time for educational or economic pursuits. PPPs can also be designed to provide equal access to employment opportunities, and to create opportunities for female entrepreneurs, promoting gender-balanced employment and economic growth. This toolkit describes the many ways in which PPPs can be designed to promote gender equality, and how doing so can broaden the socioeconomic impacts of PPPs.

<sup>30</sup> United Nations (UN) Women (2016). [Implementation of gender responsive climate action in the context of sustainable development](#)

<sup>31</sup> The World Bank, ADB, PPIAF, IDB (2017). [PPP Reference Guide Version 3](#)

<sup>32</sup> EIGE. [Gender Equality Index 202: Health](#)

## 1. Purpose of the toolkit

The purpose of this toolkit is to help governments and upstream advisors, PPP practitioners, multilateral development banks (MDBs), and private sector stakeholders mainstream gender considerations in infrastructure PPPs. In this toolkit, 'gender' is defined in a binary format (women and girls; men and boys) and does not consider all gender identities.

This toolkit focuses on *how* to make PPPs gender responsive at the different stages of the project cycle. Specifically, this toolkit aims to provide a practical, systematic way for stakeholders to make PPPs gender responsive, building upon existing useful resources; and to help governments wishing to incorporate gender considerations in their PPP frameworks to do so in a systematic way.

Since the term 'gender responsive' is central to this toolkit and its objectives, and since there are various definitions of gender responsive, the subsection below explains what this toolkit refers to as gender responsive PPPs.

### **Gender responsive PPPs: definition used in this toolkit**

In the context of this toolkit, the term 'gender responsive PPP' refers to a PPP that incorporates design features, measures, and specific actions for reducing gender inequalities (or closing gender gaps) within the community stakeholders that the project affects directly or indirectly. Gender inequalities, or gender gaps, are differences between the way women and men are treated in society; between what they do and achieve; their decision-making power; and in their respective access to opportunities, resources, and services. To close gender gaps, infrastructure projects can include features or activities that contribute to (but that are not limited to) the following objectives:

- Improving women's human endowments (such as education and health outcomes)
- Providing more and better jobs for women
- Enabling women's ownership and control of assets
- Enhancing women's leadership, voice, and agency.

Figure 0.1 below presents a gender scale that: (i) displays the continuum of gender approaches that can be applied to PPP projects or (at a more granular level) to specific measures within PPP projects, and (ii) provides the definition used in this toolkit for each approach. The figure shows where the term gender responsive (as used in this toolkit) lies along the continuum of gender approaches.

Figure 0.1. Continuum of gender approaches

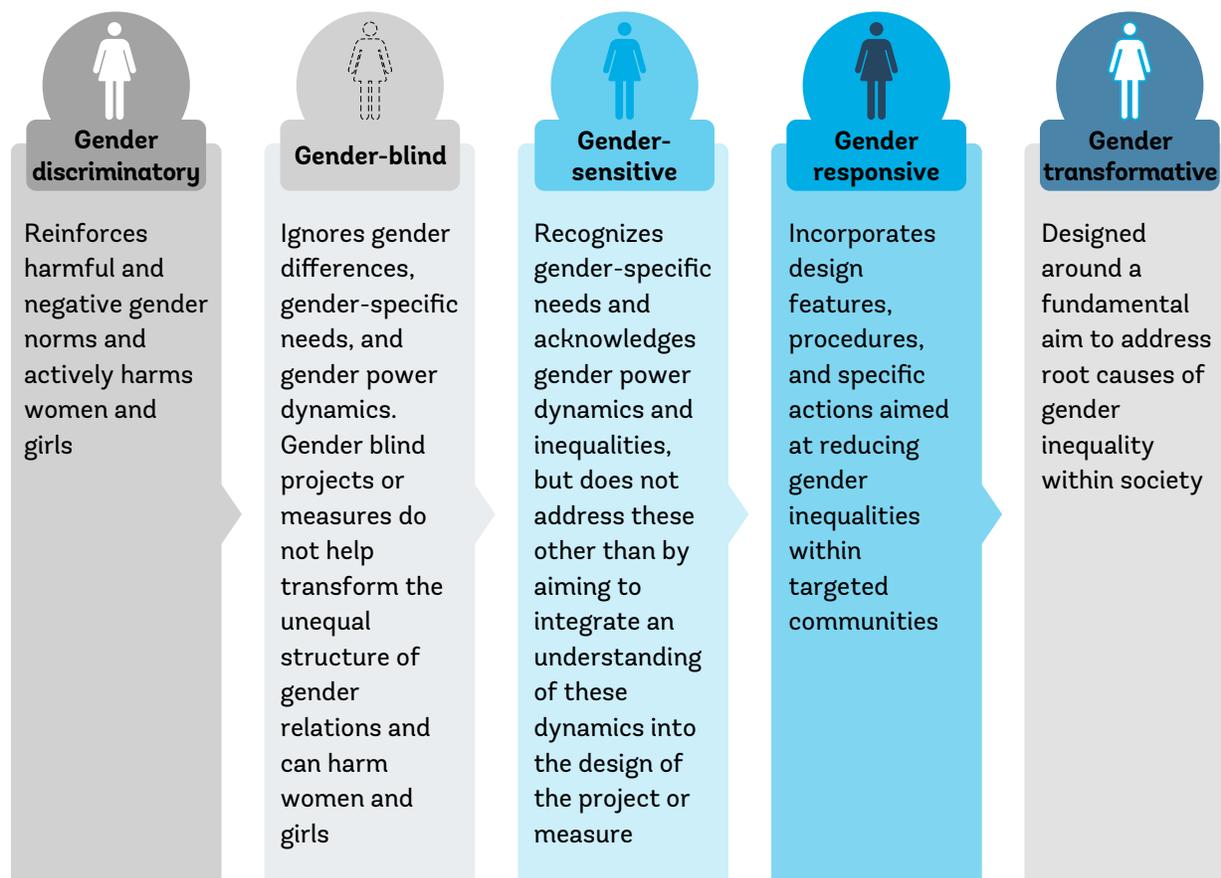


Figure and definitions adapted from: United Nations International Children's Emergency Fund (UNICEF) and The United Nations Population Fund (UNFPA) (2021). *Joint Evaluation of the UNFPA-UNICEF Joint Programme on the Elimination of Female Genital Mutilation: Accelerating Change Phase III (2018-2021)*. Figure 1, p. 2.

It is important to recognize that even approaches that are gender transformative could have potential negative impacts (for instance, increased gender-based violence as a reaction to shifting power relations within a household).<sup>33</sup> It is therefore necessary to assess the potential for harm, even when implementing positive gender approaches.<sup>34</sup>

A gender transformative approach is the most effective way to achieve long-standing improvements in gender equality in society. This approach actively aims to address the *underlying causes* of gender inequality rooted in inequitable social structures and institutions. Gender mainstreaming was designed to be transformative, and this transformation entails tackling the root causes of gender inequality. That means going beyond treating the symptoms of gender inequality to actively examining, questioning, and transforming the gender roles, power imbalances, and social norms

<sup>33</sup> R. Golwalkar states in [How Do No Harm Frameworks Can Reduce the Risk of Backlash in GBV Initiatives](#): "When we try to challenge underlying gender and social norms without considering and engaging all of the stakeholders involved, there is a strong risk of resistance in the form of more violence and backlash. [...] Backlash can occur when those who hold positions of power react to attempts to change the status quo by those in less powerful positions."

<sup>34</sup> This can be done as part of gender analysis and ex-ante gender impact analysis, as described in Module 2.

that result in gender inequality, discrimination, and exclusion. It also means redefining systems that create and perpetuate gender inequities. Approaches that focus on treating the symptoms of gender discrimination without addressing the structural determinants of gender inequality have reportedly failed to achieve long-standing and transformative impacts.<sup>35</sup>

In the context of PPPs, however, designing gender transformative infrastructure projects may not be feasible. While the link between infrastructure and gender equality is clear, it is not feasible to only implement PPPs that are designed around a fundamental objective to address the root cause of gender inequalities. Nonetheless, governments and upstream advisors can make some progress towards addressing the underlying causes of gender inequality through PPPs by:

- Implementing a gender transformative approach for reforming institutions that have a role in infrastructure PPPs, or for reforming gender-specific policies or decision-making principles and processes, laws, and regulations that will affect how PPPs are designed or implemented.
- Implementing PPPs that incorporate some measures that, when replicated in multiple projects over time, can ultimately impact on some of the underlying causes of gender inequality.

Similarly, while this toolkit refers to gender responsive PPPs as PPP projects that are designed with an aim to reduce gender inequalities within community stakeholders, some of the specific measures that such PPPs incorporate may range from gender-sensitive to potentially gender transformative on the gender continuum. When preparing gender responsive PPPs, governments and upstream advisors, and PPP practitioners will be able to identify:

- Specific measures that offer ‘win-win’ opportunities for gender responsiveness (that is, gender responsive, gender sensitive, and gender transformative measures that will add to the gender responsiveness of the project without detracting from the project’s other objectives). Governments and practitioners should aim to systematically identify and implement such measures; and
- Measures that push further toward the ‘transformative’ end of the gender continuum. Some measures could create trade-offs, such as a longer implementation schedule or higher costs (which will ultimately be borne by end-users and/or governments). A clear identification and assessment of such trade-offs will facilitate decision-making regarding whether to implement these measures. Governments and PPP practitioners can assess trade-offs through cost benefit analysis that incorporates distributional issues, or through other relevant methods accepted by individual governments as part of their decision-making processes.

A key requirement to preparing gender-responsive PPPs is to make gender considerations an integral part of project planning, implementation, and monitoring. Mainstreaming gender considerations should constitute a fundamental part of the strategy to achieve a project’s objectives, rather than a standalone activity. This approach helps ensure that gender is not treated as an afterthought, but rather as a systematic and ongoing focus of the PPP project, leading to more equitable and sustainable outcomes.

<sup>35</sup> Food and Agriculture Organization of the United Nations. [Joint Programme on Gender Transformative Approaches for Food Security and Nutrition](#).

The toolkit is structured around the PPP project lifecycle outlined in the [PPP Reference Guide \(Version 3\)](#) ('the PPP Reference Guide'). This will allow users to easily understand how the tools and best practices described in the toolkit 'fit' into standard PPP processes, therefore facilitating the integration of these tools into existing processes. Figure 0.2 illustrates the standard process as presented in the PPP Reference Guide and shows how the toolkit's modules relate to that process.

**Figure 0.2: Standard PPP Process and Structure of the Toolkit**

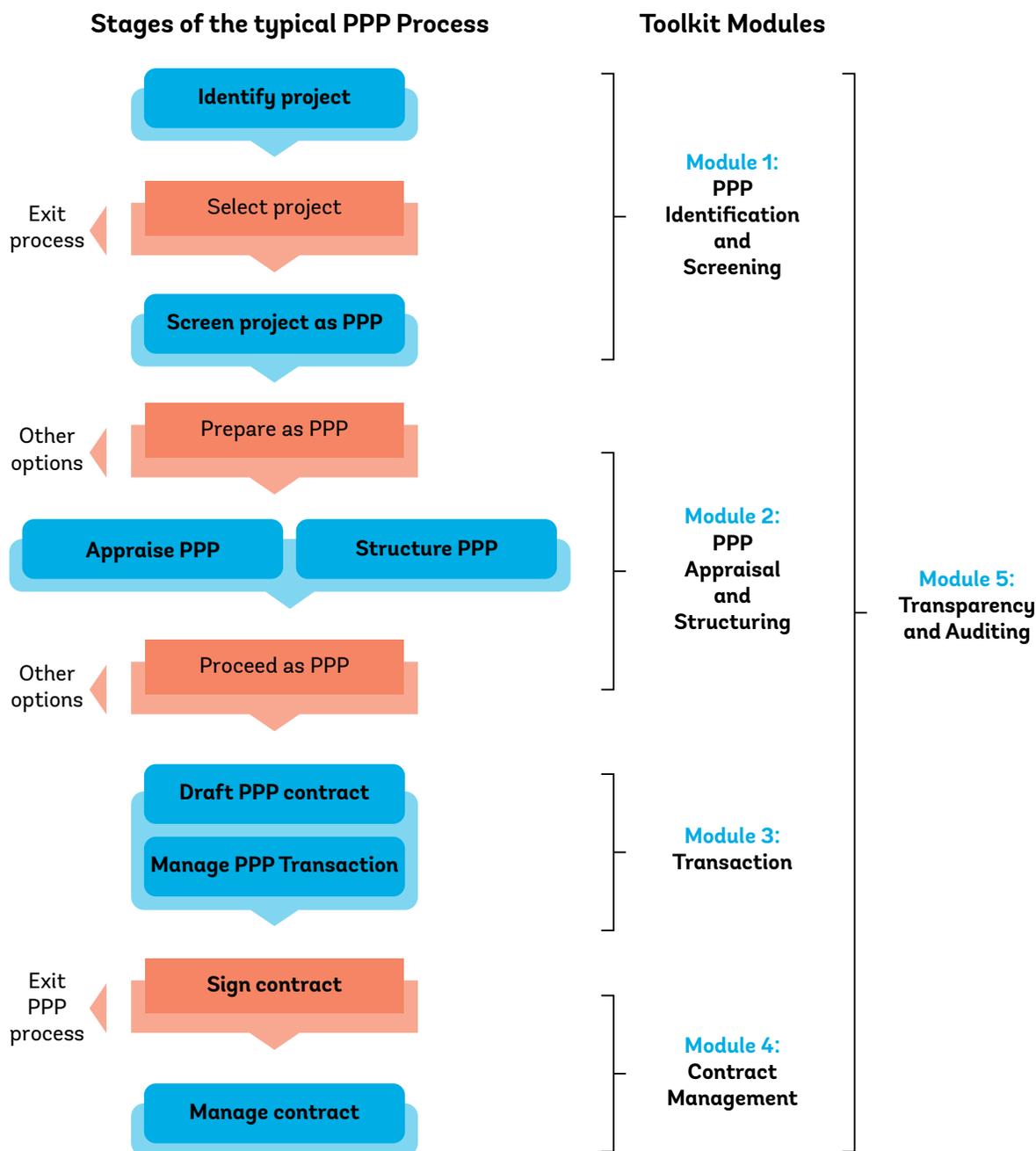


Figure adapted from: The World Bank (2017). [PPP Reference Guide \(Version 3\)](#).

The first four modules follow the PPP process as presented in the PPP Reference Guide. Module 5 covers the topics of transparency and auditing, which are not distinct phases described in the standard PPP process but are relevant to all stages of the project lifecycle. Transparency and auditing are integral parts of successful PPP projects, as they provide mechanisms for the public sector to engage with the projects and hold both the government and the private party accountable for the project outcomes.

Each module in the toolkit includes:

- An overview of the PPP stage in question.
- Best practices for integrating measures to address women's specific needs within that stage.
- Examples highlighting the importance of implementing these best practices.
- Tools that can help in implementing the best practices (describing for each tool: what the tool is, why it is useful, and when or in what contexts it should be used). The tools presented in this toolkit include templates, standard text, checklists, processes, and guidelines.

Notes: This toolkit focuses on infrastructure PPPs in general and does not cover specific sectors in depth. Users of the toolkit are encouraged to adapt the best practices and tools presented in the toolkit to various sectors and subsectors.

The examples of interventions described throughout this toolkit are non-exhaustive. These examples serve illustrative purposes and are not tailored for every project, sector, or jurisdiction. Specific project analysis should be conducted to determine the best interventions depending on the context.

While this toolkit presents the full range of best practices for mainstreaming gender considerations across the PPP project lifecycle, stakeholders may decide which of the best practices to apply based on the policy, social, and project contexts.

Laws, regulations, and cultural norms differ across countries and regions. Users of this toolkit may need to adapt some of the tools presented in this toolkit to ensure compliance with applicable laws and regulations.

## 2. The business case for gender mainstreaming in infrastructure

Gender equality is smart economics, beyond its intrinsic value as a core development objective.<sup>36</sup> Removing barriers that prevent women from having the same economic opportunities as men can lead to productivity gains and other development outcomes. Gender equality in infrastructure also has both intrinsic and instrumental value. Integrating a gender perspective in infrastructure can promote more equitable access to social, economic, and political opportunities; reduce

<sup>36</sup> The World Bank (2012). [World Development Report: Gender Equality and Development](#).

poverty; and catalyze social inclusion.<sup>37</sup> Beyond these impacts at the wider community level, gender mainstreaming can also contribute to the effectiveness, efficiency, and sustainability of infrastructure projects themselves.<sup>38</sup>

Table 0.1 presents an overview of gender mainstreaming practices at various stages of the PPP lifecycle, and examples illustrating beneficial outcomes of such practices. Further practices, tools, and examples are presented throughout the toolkit.

**Table 0.1: Benefits of gender mainstreaming in infrastructure PPPs – some examples**

Stage of PPP lifecycle	Examples of gender mainstreaming opportunities	Examples of beneficial outcomes of gender mainstreaming
Identification and prioritization	Accounting for women’s and men’s needs and priorities when identifying and prioritizing infrastructure projects	In a poor community where women are responsible for fetching water and spend long periods of time traveling to do so, <sup>39</sup> a water supply PPP that improves access to water sources in the community can reduce women’s and girls’ household workloads. The time women and girls can save due to improved access to water can be dedicated to education or income-generating activities. <sup>40</sup>
Appraisal and structuring	Identify design features and activities to ensure infrastructure projects address women’s and men’s needs and priorities	Incorporating in a school PPP design requirements for bathrooms that address girls’ privacy, menstrual hygiene, and sanitation needs <sup>41</sup> will minimize the risk of lower attendance of girls and women when menstruating. Increased attendance means that girls will be less likely to drop out of school. <sup>42</sup> Potential impacts include increased literacy rates, and increased productivity and economic growth. <sup>43</sup>

<sup>37</sup> UN Women, UNOPS (2019). [Guide on Integrating Gender Throughout Infrastructure Project Phases in Asia and the Pacific](#).

<sup>38</sup> UN Women, UNOPS (2019). [Guide on Integrating Gender Throughout Infrastructure Project Phases in Asia and the Pacific](#).

<sup>39</sup> World Health Organization (2023). [Women and girls bear brunt of water and sanitation crisis – new UNICEF-WHO report](#)

<sup>40</sup> UNICEF (2016). [UNICEF: Collecting water is often a colossal waste of time for women and girls](#)

<sup>41</sup> Some of these design features can include separate toilet facilities, disposal bins for menstrual waste in toilet cubicles, and access to water and soap. Source: WaterAid 2018 [Female-friendly public and community toilets: a guide for planners and decision makers](#)

<sup>42</sup> UNICEF (2022) [Menstruation shouldn’t get in the way of a girl’s education](#)

<sup>43</sup> Hoover Institution, Stanford University and Ludger Woessmann (2021) [Education and Economic Growth](#)

Stage of PPP lifecycle	Examples of gender mainstreaming opportunities	Examples of beneficial outcomes of gender mainstreaming
Transaction	<ul style="list-style-type: none"> <li>Ensuring that the PPP contract includes provisions to enforce the gender responsive design features and activities identified in project appraisal</li> <li>Ensuring that the procurement documents require the private party to adhere to gender-responsive safeguards and commitments</li> <li>Ensuring a diverse supplier base for the project's construction and operations phases</li> </ul>	<p>The Bogotá metro will be developed as a PPP on a design-finance-build-operate-maintain-transfer contract. The implementing agency (Metro de Bogotá) has included contractual provisions that require the private party to implement the municipality's protocol to prevent, respond to, and punish harassment of women in public transport. Additionally, the bidding documents require that the private party commit to employing at least 20 percent of women in the operations and maintenance of the metro infrastructure.<sup>44</sup></p> <p>The Bogotá metro PPP will contribute to ensuring women's safety and providing employment opportunities for women in the city. Achieving these goals will improve women's access to more and better jobs, boosting economic growth and productivity.<sup>45</sup> Additionally, diversifying the project's supplier base will enhance supplier availability and security, promote innovation, and drive competition.<sup>46</sup></p> <p>The PPP contract for the Nam Theun 2 Hydroelectric Project developed in Lao PDR in 2004 included contractual provisions that required the private party to implement the project's social development plan. Some of the interventions that the private party implemented included female-targeted health programs, livelihood technical trainings, and gender-sensitive workshops to inform the resettlement staff of the social concerns in the project. The project's gender-related interventions improved women's literacy rates and maternal health and nutrition, and increased women's involvement in off-farm and home-based livelihoods (see Box 3.2 for more information on this project).</p>

<sup>44</sup> The World Bank (2022). [Integrating gender considerations into public transport policies and operations](#)

<sup>45</sup> International Monetary Fund (2019). [The economic benefits of bringing more women into the labor force are greater than previously thought](#)

<sup>46</sup> UN Women (2017). *The Power of Procurement: How to Source from Women-Owned Businesses—Corporate Guide to Gender-Responsive Procurement*.

Stage of PPP lifecycle	Examples of gender mainstreaming opportunities	Examples of beneficial outcomes of gender mainstreaming
Contract management	Developing monitoring mechanisms and gender-related indicators to track and ensure the appropriate delivery of the project's gender-responsive activities and outcomes	The World Bank is supporting Metro de Bogotá in developing the Bogotá Metro PPP. In this context, the World Bank has established gender indicators to monitor the fulfillment of the contract provisions that aim to increase women's involvement in the project and access to the services. <sup>47</sup> The Bogotá metro PPP will contribute to ensuring women's safety and providing employment opportunities for women in the city. Together, these goals (if achieved) will improve women's access to more and better jobs, thereby boosting economic growth and productivity. <sup>48</sup>

<sup>47</sup> The World Bank (2022). [Integrating gender considerations into public transport policies and operations](#)

<sup>48</sup> International Monetary Fund (2019). [The economic benefits of bringing more women into the labor force are greater than previously thought](#)



### 3. Target users of this toolkit

This toolkit provides practical tools and guidance to all stakeholders involved in the PPP project cycle. Table 0.2 below provides more detailed information on the target users of this toolkit and the benefits they can gain from using it.

**Table 0.2. Target users of the toolkit**

Stakeholder category	Definition	Use and benefits of the toolkit	Relevant chapters
Upstream stakeholders	Decision- and policy-maker representatives of the executive, legislative, and judicial powers, and their advisors for upstream purposes (for instance, advisors contracted through MDBs' Development Policy Operations to provide direct support to governments for policy and institutional reforms aimed at achieving specific development results)	Upstream stakeholders can use the information presented in this toolkit to strengthen PPP policies and legislation and to ensure the PPPs developed and implemented are gender responsive.  Strengthening the legal and regulatory framework around PPPs to ensure gender responsiveness can result in better project outcomes and greater alignment with Sustainable Development Goals	<ul style="list-style-type: none"> <li>• Most relevant</li> <li>• Module 1: PPP identification and screening</li> <li>• Module 5: Transparency and auditing</li> <li>• Consider reading</li> <li>• Module 2: PPP appraisal and structuring</li> <li>• Module 3: Transaction</li> <li>• Module 4: Contract management</li> </ul>
Midstream stakeholders	Stakeholders whose work specifically revolves around PPP projects, including (but not limited to): government PPP units; contracting authorities; agencies or line ministries responsible for implementing PPPs; and project-level advisors (including private consulting firms and MDBs' PPP advisory units)	Midstream stakeholders can use the information and tools presented in this toolkit to prepare and manage gender responsive PPPs.  By better addressing the needs of citizens, gender responsive PPPs can have stronger economic and social impacts	<ul style="list-style-type: none"> <li>• Most relevant</li> <li>• Module 1: PPP identification and screening</li> <li>• Module 2: PPP appraisal and structuring</li> <li>• Module 3: Transaction</li> <li>• Module 4: Contract management</li> <li>• Consider reading</li> <li>• Module 5: Transparency and auditing</li> </ul>

Stakeholder category	Definition	Use and benefits of the toolkit	Relevant chapters
Downstream stakeholders	Project developers, concessionaires, investors, and financiers (including public and private financiers, such as MDBs and Development Finance Institutions as well as commercial banks)	<p>Downstream stakeholders can use the information presented in this toolkit to make better gender informed investment and management decisions, including considering gender dimensions in screening and monitoring of investments.</p> <p>Considering gender in investment can allow downstream stakeholders to benefit from implementing more impactful projects that lead to innovation, better revenue, and corporate social responsibilities.</p>	<ul style="list-style-type: none"> <li>• Most relevant</li> <li>• Module 3: Transaction</li> <li>• Module 4: Contract management</li> <li>• Module 5: Transparency and auditing</li> <li>• Consider reading</li> <li>• Module 1: PPP identification and screening</li> <li>• Module 2: PPP appraisal and structuring</li> </ul>

Governments should consider developing awareness raising campaigns for PPP practitioners on the relevance of gender equality in infrastructure PPPs. Additionally, governments should align new or existing PPP frameworks with national gender policies. Box 0.1 below describes the features of gender responsive PPP legislation and describes the Philippines' PPP legislation for identifying and appraising PPPs.

### Box 0.1. Developing gender responsive PPP policies and legislation

While gender responsive PPPs can be implemented without a specific legal and institutional framework for gender in PPPs, it is helpful for governments that are committed to improving gender equality to create policies and legislation promoting the systematic implementation of gender responsive PPPs. Governments can design and implement frameworks that promote gender responsive PPP project selection and procurement, inclusive delivery of public services, thereby ultimately promoting the success and sustainability of PPPs.

Governments seeking to implement a gender responsive PPP policy and legislative framework can start by examining the existing framework to identify gaps and opportunities for gender mainstreaming. Governments can then develop specific policies, guidelines, and frameworks that mainstream gender in all stages of the PPP process.

### Box 0.1. Developing gender responsive (cont.)

The policies should outline the government's commitment to gender equality in infrastructure development and provide guidance on gender responsive project identification, design, implementation, monitoring, and evaluation. For instance, in developing these policies, governments should consider:

- Requiring that women and men's different infrastructure needs and uses are considered at project identification (including through gender sensitive stakeholder consultations)
- Developing guidance and requirements for PPP practitioners (and private developers, in the case of unsolicited proposals) to conduct a gender gap analysis, carry out a gender impact assessment, develop a gender action plan, and integrate gender aspects in each project's viability assessments
- Ensure gender-specific project risks are considered when determining risk and responsibility allocation and responsibilities between the public and private parties
- Require that gender responsive performance requirements are incorporated into PPP contracts
- Standardize the adoption of commitments for gender responsive employment and procurement in PPP contracts
- Standardize the adoption of Gender-Based Violence (GBV) prevention requirements in PPP contracts
- Require contracting authorities to monitor compliance with gender responsive targets set in PPP contracts
- Require the use of gender-related qualification and evaluation criteria in procurement processes
- Develop guidance for gender ex-post evaluation of PPPs.

#### **Example of gender responsive PPP policy: The Philippines' Harmonized Gender and Development Guidelines**

The Philippines' [Harmonized Gender and Development \(GAD\) Guidelines](#) is an example of a gender responsive PPP identification and appraisal framework. The Government of the Philippines requires that all PPP projects follow general safeguard requirements. These requirements are listed in Annex A of [Safeguards in PPP: Mainstreaming Environmental, Displacement, Social and Gender Concern](#) (2019).

### **Box 0.1. Developing gender responsive (cont.)**

The Government of the Philippines uses the Harmonized GAD guidelines to screen PPP projects at identification and appraisal. In 2016, these guidelines became mandatory. The guidelines contain general and sector-specific checklists that measure the gender responsiveness of the project at identification and appraisal. The first checklist screens for gender responsiveness at identification. It scores three aspects: involvement of women and men in project development consultations; collection of sex disaggregated data and gender-related information; and identification of gender issues and women's special needs that must be addressed.

The second checklist screens gender responsiveness at appraisal. It scores the following aspects: presence of gender equality goals; outcomes and outputs; matching of project activities with gender equality goals; gender impact assessment; inclusion of gender equality monitoring targets and indicators; gender-responsive M&E framework; sufficient budget to carry out gender-responsive activities; and existence of synergies with the agency's overall gender and development commitments.

Each PPP project considered obtains an overall gender responsiveness score based on its scores in both checklists. Projects that are evaluated as gender sensitive or gender responsive can proceed to the next stage. Projects that are evaluated as not gender responsive get sent back to re-design. Projects that have "promising GAD prospects" earn a conditional pass and PPP practitioners are required to include additional gender considerations in the appraisal stage. These gender considerations include identifying gender issues, and strategies and activities to address these issues, including sex-disaggregated data in the monitoring and evaluation plan.

Unsolicited proposals must undergo the same screening processes as proposals that arise from sectoral reforms or public investment plans, following the Harmonized GAD guidelines.

Adapted from: NEDA, Philippine Commission on Women, Official Development Assistance Gender and Development Network (2019). [Harmonized GAD guidelines](#). NEDA (2012). [PPP Manual for Local Government Units. Volume 2](#)

Besides promoting gender-responsive legislation specific to PPPs, it is helpful for governments to promote gender equality through sectoral policies. Such policies can complement PPP policies applicable for the different stages of the PPP lifecycle. Box 0.2 below presents examples of national and regional gender-responsive policies in the transport, energy, and water sectors.

## Box 0.2. Gender responsive sectoral policies – some examples

### Jordan: National Code of Conduct for the transport sector

Government officials in Jordan's Ministry of Transport learned that the lack of a safe public transport system was a major barrier to increasing women's access to labor markets. A survey of 497 women indicated that more than 60 percent of the respondents had faced harassment when using public transport.<sup>49</sup>

In 2019, the Government created a national Code of Conduct (CoC) for public transport drivers, operators, and passengers to improve women's safety when using public transport. With the CoC, the Government sought to address key concerns for women when using public transit such as sexual harassment and gender-based discrimination. Some of the measures that the Government introduced to implement the CoC and ensure compliance are the following:

- Development of a mobile application to allow public transit users to report CoC transgressions and allow victims and observers of transgressions to provide feedback on the quality of the public transit system
- Provision of training for key public transit stakeholders to ensure they can monitor and implement the provisions of the CoC
- Development of a communication plan to raise awareness among the population of the Government's efforts to combat sexual harassment in public transit. This communication plan aims to give women greater confidence when using public transit.

### Economic Community of West African States (ECOWAS): Policy directive on gender assessments in energy projects

ECOWAS is a regional and political union of 15 African states. ECOWAS aims to harmonize policies and regulations across its member states and foster cooperation, free trade, and economic development.<sup>50</sup> In 2017, ECOWAS validated its regional directive to ensure developers conduct a gender assessment<sup>51</sup> and prepare a gender management plan in energy projects likely to have gendered impacts. The directive mandates that member states adopt it within 2 years of its entry into force.

The policy directive establishes criteria and thresholds to evaluate which projects require developers to carry out a gender assessment and prepare a gender management plan. Some of these criteria include the following:

<sup>49</sup> Aloul, Naffa, and Mansour (2018) [Gender in Public Transportation](#)

<sup>50</sup> ECOWAS. [About ECOWAS](#)

<sup>51</sup> A gender (impact) assessment is an ex-ante evaluation to identify how a project is likely to affect women and men. See section 2.1.3 for further information.

## Box 0.2. Gender responsive sectoral policies (cont.)

- Number of women and men whose land will be taken
- Number of women and men who will be employed in the project
- Number of women and men who can gain access to energy products and services.

Additionally, the policy establishes minimum required contents for gender assessments and gender management plans.

The policy directive includes provisions to inform the public of the development and contents of the gender assessment and gender management plan and states that member countries should set up a dedicated competent authority or empower an existing agency within their governments to enforce and monitor the directive's provisions. The competent authority should also establish rules regarding penalties for project developers who do not comply with the directive.

### **The African Minister's Council on Water (AMCOW): Policy for Mainstreaming Gender in Africa's Water Sector**

AMCOW is the specialized committee for Water and Sanitation in the African Union. It seeks to provide policies and strategies for the sustainable use and management of African water resources.<sup>52</sup> In 2011, AMCOW developed the AMCOW Policy and Strategy for Mainstreaming Gender in Africa's Water Sector ('the Policy').

The Policy provides a reference point for member countries to enact their gender mainstreaming policies and implementation plans adapted to their local social, economic, and political contexts. Some of the objectives of The Policy are the following:

- Initiating a policy dialogue that results in concrete action plans for mainstreaming gender in all activities of national water sector plans
- Ensuring that member states allocate adequate human and financial resources to gender mainstreaming activities in the water sector
- Establishing a gender approach to implement water and sanitation projects. For example, the Policy recommends that project developers conduct gender analysis as part of project appraisals

<sup>52</sup> AMCOW. [AMCOW](#)

## Box 0.2. Gender responsive sectoral policies (cont.)

- Promoting strategic research and collection of information on gender-related project interventions to draw best practices and adopt an evidence-based approach to developing projects and enacting policies in the water sector. For example, the Policy recommends that governments develop a research framework to guide water sector stakeholders on generating sex-disaggregated data
- Developing human and institutional capacity to support gender equality interventions at the policy and project level. For example, the Policy recommends that governments establish structures and mechanisms to coordinate, monitor, and report on the implementation of gender actions in national water plans
- Developing and implementing systems and indicators to implement and monitor gender equality interventions in the water sector. For example, the Policy recommends that governments and project developers identify key indicators and develop minimum standards for gender mainstreaming in the sector.

Adapted from:

- The World Bank (2022). [Integrating gender considerations into public transport policies and operations: promising practices](#)
- ECOWAS (2017) [ECOWAS directive on gender assessments in energy projects](#)
- AMCOW (2011) [AMCOW Policy and Strategy for Mainstreaming Gender in the Water Sector in Africa](#)





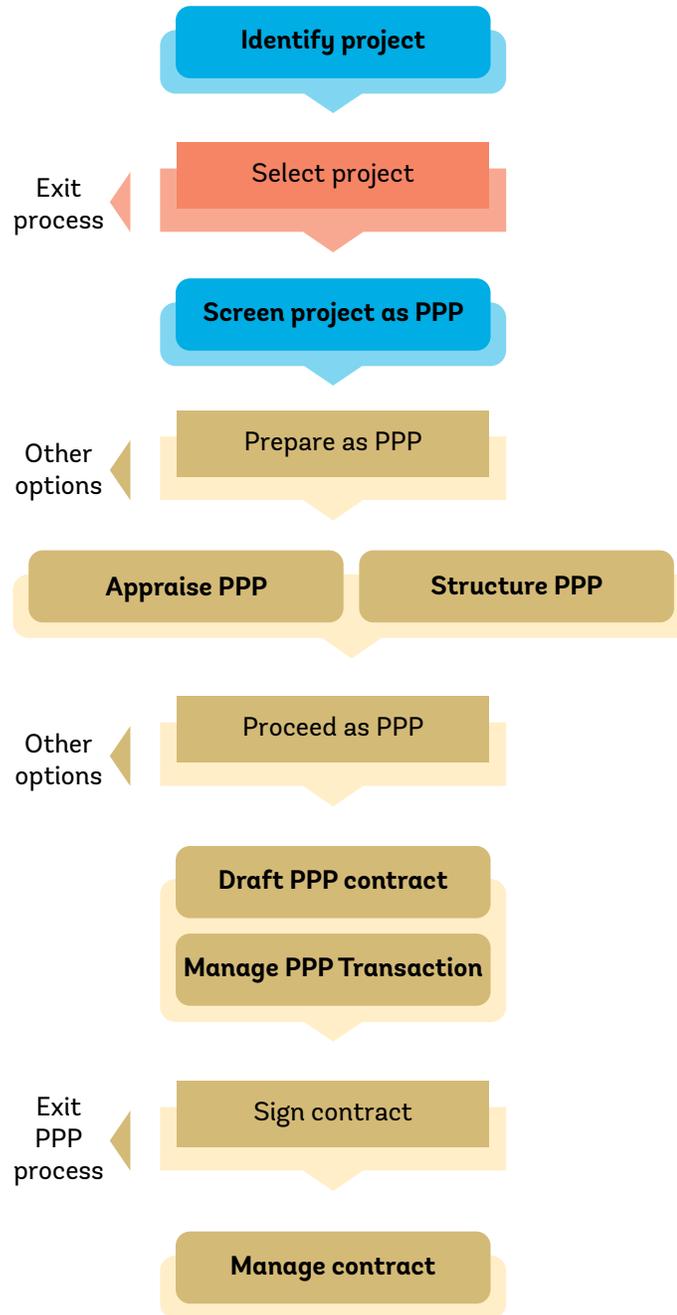
# Module 1

## PPP identification and screening

# Module 1: PPP identification and screening

PPP identification and screening are the first steps in the project lifecycle, as shown in Figure 1.1 below.

**Figure 1.1. Stages of the PPP process: Module 1**



The first step in the PPP project lifecycle is to identify a potential PPP project (as described in section 3.1 of the [PPP Reference Guide](#)). Successful project identification means finding projects that address clearly identified socio-economic objectives that are central to sector needs<sup>53</sup> and that are aligned with the national development plan, and national priorities and policies. Adopting a gender responsive approach to project identification will enable governments to identify projects that better respond to all citizens' needs, including women and girls, and that therefore provide more (or better distributed) socio-economic benefits (section 1.1). The output of PPP identification is typically an initial concept of the project and outline business case for pursuing the project as a PPP.

After identification, projects should be screened for their potential to be implemented as a PPP, then prioritized. The objective of project screening is to determine, based on available information, whether a project would provide better value if implemented as a PPP. Gender is not a factor for screening projects as PPPs, and therefore this module does not include a subsection on screening projects as PPPs.

Once projects are screened for implementation as PPPs, governments may need to prioritize the screened projects if they cannot all be implemented at once (section 1.2), as described in section 3.1.3 of the [PPP Reference Guide](#). This prioritization task takes place before the project appraisal and structuring (which are covered in Module 2). Governments should consider gender impacts as a factor in deciding which PPP to implement first. Furthermore, when budgeting for the preparation and management of PPPs, governments should make sure to budget for activities to make the projects gender responsive.

Figure 1.2 presents an overview of best practices and tools for identifying and prioritizing PPP projects.

<sup>53</sup> PPP Reference Guide Version 3. Pages 70 and 115.



**Figure 1.2. Overview of best practices and tools for identifying and prioritizing PPP projects**

Stage	Gender best practices	Tools
Identify Project	<ul style="list-style-type: none"> <li>Account for women's and men's different use of infrastructure</li> </ul>	 Table on women's and men's different uses of infrastructure
	<ul style="list-style-type: none"> <li>Conduct gender-sensitive stakeholder consultations</li> </ul>	 Best practices for gender-sensitive stakeholder consultations
	<ul style="list-style-type: none"> <li>Carry out preliminary gender analysis</li> </ul>	 Focus areas for preliminary gender analysis
Prioritize PPP	<ul style="list-style-type: none"> <li>Consider gender aspects when prioritizing projects</li> <li>Ensure that the project preparation budget covers gender-specific activities</li> </ul>	 Template for identifying and budgeting for gender-specific project preparation activities

<b>KEY</b>	 Standard text	 Checklist	 Template	 Indicators	 Processes and guidelines
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#### 4.1. Identify project

PPP projects are typically initiated by the public sector or, in some cases, by the private sector (through unsolicited proposals – USPs).

The following best practices should be incorporated, as appropriate, in project identification processes to improve projects' gender responsiveness:

- Account for the different infrastructure needs and uses of women and men (section 1.1.1)
- Carry out gender-sensitive consultations with women and men (section 1.1.2)
- Carry out a preliminary gender analysis (section 1.1.3).

These best practices may be carried out in a different order to what is listed above. For instance, a preliminary gender analysis can provide useful information to prepare gender-sensitive consultations; further, both the preliminary gender analysis and the gender-sensitive consultations can provide useful insights regarding the different infrastructure needs and uses of women and men in a specific country. PPP practitioners may therefore carry out the preliminary gender analysis and the consultations in parallel before finalizing their understanding of the infrastructure needs and uses.

There are cases in which these best practices may not necessarily be applicable. These may happen for certain types of brownfield projects. If a PPP project being considered involves improving an existing service, and for which the assets and nature of services are expected to remain largely unchanged, then implementing these best practices will not be necessary at the project identification stage. In such cases, governments can focus on carrying out best practices for gender responsiveness in the appraisal, structuring, transaction, and management stages.<sup>54</sup> It is still recommended to collect gender disaggregated data to better understand if there is any need for improvement.

For USPs, it is good practice for a project proponent to carry out similar practices as those of the government when identifying projects, based on the relevant regulations in place and the level of detail required for USPs. Doing so can help ensure a closer alignment with the government's priorities, thereby increasing the chances of approval of a USP. Even in a case where a proponent has identified a project without carrying out best practices and where the project would not directly serve end-users, the proponent may benefit from identifying ways for the project to promote gender equality and from incorporating these features in the project description. It is therefore judicious for USP proponents to carry out the best practices described in the subsections below.

## 5. Account for women and men's different infrastructure needs and uses

Understanding women and men's different infrastructure needs and uses enables governments to identify projects that better serve the needs of both genders.

Table 1.1 provides examples in how women and men use transport, energy, water, and information and communication technology (ICT) services. Governments and their advisors can refer to this table when identifying and considering infrastructure projects. When using this table, governments and their advisors should also consider intersectionality—that is, how other factors such as race, ethnicity, sexual orientation, and socioeconomic background impact an individual's needs, experiences, and preferences.<sup>55</sup> For example, women in lower income groups are more likely to use public transport than women in higher income groups. Furthermore, governments and their advisors should also analyze infrastructure needs and uses through the lens of climate resilience and adaptation (that is, the ability to anticipate and adapt to changing climate conditions).<sup>56</sup> Climate resilience is an important component of gender responsive infrastructure as women are disproportionately affected by the negative impacts of climate change.<sup>57</sup> In addition, the adverse effects of damages in infrastructure resulting from climate change events are also likely to have

<sup>54</sup> For instance, sector agencies considering a utility-scale power plant privatization as part of a sector reform would not need to consider differences in women's and men's uses of the plant's services because the plant would not directly sell electricity to end-users, and because the assets and services to end-users would remain largely unchanged. Of course, if and once the government decided to pursue this project, then during the PPP appraisal and structuring stage, PPP practitioners should implement best practices to make the project gender responsive (for example, by defining measures to create employment opportunities for women and to minimize gender-based violence at the plant premises). However, a preliminary gender analysis would not be necessary at the project identification stage.

<sup>55</sup> Center for Intersectional Justice. [What is intersectionality](#)

<sup>56</sup> OECD (2018). [Climate-resilient Infrastructure](#)

<sup>57</sup> Australian Aid [Thematic Brief. Women and Climate Change in the Pacific](#)

a more severe impact on women and girls compared to men and boys (vulnerable groups such as women, children, the elderly, and the poor, tend to be most affected). For example, an extreme weather event that destroys transport and water and sanitation infrastructure will have a more severe impact on girls in places where girls tend to be responsible for household tasks like collecting water (as girls will be more likely to be removed from school to assist their families in water collection activities).<sup>58</sup> Therefore, climate change-induced damage to transport and water and sanitation infrastructure can decrease girls' access to education and, in the longer term, their ability to develop income-generating skills.

**Table 1.1. Examples of how women and men use infrastructure services differently**

Sector	Compared to men, women are more likely to:	Why these differences occur	How to account for these differences in projects
<b>Transport</b>	Take multipurpose trips by grouping activities <sup>59</sup>	Women are more likely to manage multiple household, childcare, and elderly care responsibilities, so seek to use one trip for several purposes	<ul style="list-style-type: none"> <li data-bbox="1065 774 1414 1142">• Design appropriate public transport routes and fee structures; for example, avoid charging a flat rate per line or per journey. (See section 2.1 for best practices and tools to assess the prospective gender impacts of a project)</li> <li data-bbox="1065 1173 1414 1575">• Include features to improve access for women with strollers or women as caregivers; for example, wheelchair access. (See section 2.1.4 on how to develop a gender action plan that sets out gender-specific goals and features for a project)</li> </ul>

<sup>58</sup> World Bank Group (2023). *Placing gender equality at the center of climate action*. <https://documents1.worldbank.org/curated/en/099718102062367591/pdf/IDU08c737dd00f8580412b0aed90fce874ab09b0.pdf>

<sup>59</sup> Clara Greed (2019). *Are we still not there yet? Moving further along the gender highway*.

Sector	Compared to men, women are more likely to:	Why these differences occur	How to account for these differences in projects
	Use public transport or travel on foot	<ul style="list-style-type: none"> <li>• Women are less likely to afford private transport as they tend to have a lower income and/or access to money than men.</li> <li>• Religious, social, and cultural norms can also influence access to and use of transport</li> </ul>	<ul style="list-style-type: none"> <li>• Provide reliable and safe public transport services that meet women’s transportation needs.</li> <li>• Improve walking and cycling infrastructure to ensure first and last mile connectivity is safe for women and girls. This may include ensuring sidewalks have adequate streetlighting and prioritizing wide obstruction-free footpaths when renovating or building new walking infrastructure<sup>60</sup></li> </ul> <p>(See section 2.1 for best practices and tools to assess the prospective gender impacts of a project and to set out gender-related objectives and features)</p>
	Travel during off-peak hours <sup>59</sup>	Women are more likely to have flexible or part-time jobs due to (and in addition to) unpaid household and childcare responsibilities	Provide adequate off-peak hour public transport service options (see section 3.1 on how to draft a PPP contract that enforces gender-responsive requirements)

<sup>60</sup> The World Bank (2022). [Toolkit for Enabling Gender Responsive Urban Mobility and Public Spaces](#).

Sector	Compared to men, women are more likely to:	Why these differences occur	How to account for these differences in projects
	Avoid traveling at night	Women feel less safe at night because of their fear of sexual assault and harassment <sup>61</sup>	Include and maintain features to ensure safety at public transport stops and in vehicles; for example, through adequate lighting, cameras, 'help' buttons, and GBV training for drivers. (See section 2.1.4 on how to develop a gender action plan, and section 3.1 on how to draft a gender-responsive contract)
<b>Energy</b>	Have higher health risks due to smoke inhalation <sup>62</sup> when using wood for cooking or heating at home	Women are more likely to manage household responsibilities, including seeking out and managing fuels for cooking and heating <sup>63</sup>	Consider gender-specific impacts of projects that provide safe and easy access to clean energy sources (see section 2.1.3 on gender impact assessments)  Ensure women are consulted and involved in the decision-making and design for projects (see sections 1.1.2 and 2.1.1 for tools to conduct gender-sensitive stakeholder consultations)

<sup>61</sup> Leila Farina (2019). [Women's safety at night: Insights into the perception of safety and travel decision making of women](#)  
Sustrans (2022) [Personal safety: Women's experiences of being alone after dark](#).

<sup>62</sup> Gabriel Okello, Graham Devereux, Sean Semple (2018) [Women and girls in resource-poor countries experience much greater exposure to household air pollutants than men: Results from Uganda and Ethiopia](#).

<sup>63</sup> Gunnar Köhlin, Erin O. Sills, et. al (2011). [Energy, Gender and Development: What are the linkages? Where is the evidence?](#)

Sector	Compared to men, women are more likely to:	Why these differences occur	How to account for these differences in projects
<b>Water</b>	Fetch water and manage the household's water supply	Women are more likely to manage household responsibilities, which include washing, farming, managing livestock. These activities are water-intensive and may require multiple trips per day to source and cart water	Ensure women are consulted and involved in the decision-making and design for projects that relate to water management and procurement (see sections 1.1.2 and 2.1.1 for tools to conduct gender-sensitive stakeholder consultations)
	Take care of relatives affected by waterborne diseases <sup>64</sup>	Women are more likely to have unpaid caretaking responsibilities within the household	Include provisions that could increase water safety awareness or increase the certainty of water quality to reduce time spent on caregiving due to waterborne illnesses (See section 2.1.4 on gender action plans and section 3.1 on gender-responsive PPP contracts)
<b>Sanitation<sup>65</sup></b>	Require specific sanitation facilities	<ul style="list-style-type: none"> <li>• Women have different physiological needs such as menstruation or menopausal needs that require special features in public toilets</li> <li>• In many countries, women are more likely to be the main caretakers of children and the elderly</li> </ul>	<p>Incorporate design features for public toilets—such as:</p> <ul style="list-style-type: none"> <li>• Water access in women's toilet cubicles</li> <li>• Disposal bins for menstrual waste in toilet cubicles</li> <li>• Baby changing stations in toilet cubicles</li> </ul> <p>(See section 2.1.4 on gender action plans, and section 3.1 on gender-responsive contracts)</p>

<sup>64</sup> Maitreyi Bordia Das (2017). [The rising tide: A new look at water and gender](#).

<sup>65</sup> WaterAid, WSUP, UNICEF (2018) [Female-friendly public and community toilets: a guide for planners and decision makers](#).

Sector	Compared to men, women are more likely to:	Why these differences occur	How to account for these differences in projects
	Be victims of sexual assault and harassment when accessing toilet facilities	Perpetrators take advantage of situations in which women are more likely to be alone or in unsafe locations to sexually assault and harass them	Incorporate safety features in public toilet designs, such as: <ul style="list-style-type: none"> <li>• Adequate lighting inside and around the toilet facility</li> <li>• Easy to access and visible toilet locations</li> </ul> (See section 2.1.4 on gender action plans, and section 3.1 on gender-responsive contracts)
	Require more space, privacy, and time to use toilets (and therefore require more toilets)	<ul style="list-style-type: none"> <li>• In many countries, women are more likely to be accompanying children and elderly</li> <li>• Women often make up the majority of the elderly and disabled (two groups that tend to need more time in the toilet)<sup>66</sup></li> <li>• Menstruating women require more time in the toilet</li> <li>• Women often require more trips to the bathroom than men<sup>67</sup></li> </ul>	Incorporate design features such as: <ul style="list-style-type: none"> <li>• Private cubicles (with no possibility for people outside of the cubicles to see inside, including from ventilation systems)</li> <li>• Allocating more floor space for the women's bathroom compared to the men's bathroom</li> </ul> (See section 2.1.4 on gender action plans, and section 3.1 on gender-responsive contracts)

<sup>66</sup> Caroline Criado Perez (2019). Invisible Women – Exposing Data Bias in a World Designed for Men.

<sup>67</sup> Ibid.

Sector	Compared to men, women are more likely to:	Why these differences occur	How to account for these differences in projects
ICT	In many countries, women are more likely to have constraints placed on their from mobility and a lack of access to financial services and capital	In many countries, social norms regarding women's roles and status restrict their mobility and access to financial services	<p>Identify and design projects that increase women's access to ICT and that allow them to manage businesses from home and access financial services.<sup>68</sup> For example:<sup>69</sup></p> <ul style="list-style-type: none"> <li>• In communities with low literacy levels, offer user-friendly technology</li> <li>• Offer pricing that is affordable for women-led households</li> <li>• Carry out campaigns targeted to women to encourage them to enter ICT fields</li> <li>• Require that the private party sponsor or initiate training programs for women in the ICT sector.</li> </ul> <p>(see sections 1.1.2 and 1.1.3 for best practices and tools to identify projects that account for women and men's needs and preferences, and 2.1 for best practices and tools to appraise these projects)</p>

<sup>68</sup> World Bank Group (2020). *Leveraging ICT Technologies in Closing the Gender Gap*.

<sup>69</sup> ADB (2023). *A Tool Kit for Promoting Gender Equality in Public-Private Partnerships*

Sector	Compared to men, women are more likely to:	Why these differences occur	How to account for these differences in projects
	Be illiterate <sup>70</sup> and, therefore, not use the internet	In many countries, affordability and cultural, political, and legal norms restrict women's access to education <sup>71</sup>	Consider requiring that the private party fund a literacy program for women in the project Gender Action Plan and the PPP contract.  (See section 2.1.4 on gender action plans, and section 3.1 on gender-responsive contracts)

Adapted from: The World Bank (2021). [Mainstreaming gender in infrastructure: Desk Review](#)

Women and men's different uses of infrastructure also means they may have different priorities for new infrastructure projects. For example, during the planning stage of an integrated transport project in Lesotho, women in a village reported they wanted the road to be constructed in one direction to facilitate their access to the nearest village with basic services. Men in the same village wanted the road built in the opposite direction to enable them to reach the larger town and market more easily on horseback.<sup>72</sup>

### 5.1.1. Conduct gender sensitive stakeholder consultations

An effective method for a government to identify infrastructure projects that meet the needs of all stakeholders is to conduct gender sensitive consultations as part of the public investment planning process. Gender-sensitive stakeholder consultations take into consideration the priorities and needs of women and men from different groups—including marginalized groups, those from rural and isolated communities (where relevant), and those traditionally excluded from decision-making processes.

Gender sensitive consultations for PPP identification should be implemented in coherence with the wider stakeholder engagement strategy developed by the Government and should be applied to every project the Government considers developing. The strategy should set out guidelines for messaging, communication, and safeguards (including safeguarding rules to ensure there is no potential for harassment or exploitation during the consultation process). Further, the Government strategy should require a grievance mechanism to be established before consultations take place, so that the community has methods of reporting on any misconduct during the consultation process.

Figure 1.3 provides best practices for gender-sensitive stakeholder consultations.

<sup>70</sup> The World Bank Gender Data portal. *Adult literacy rate by sex and income group*. <https://genderdata.worldbank.org/topics/education>

<sup>71</sup> UNESCO developed a tool, HerAtlas, that tracks women's access to education around the world based on the countries' legal and political environment. The tool shows that, in some countries, women do not have equal access to education. This is due to the legal and political constraints that women face in these countries. Source: UNESCO. HerAtlas. <https://en.unesco.org/education/girls-women-rights>

<sup>72</sup> The World Bank (2009). [Making infrastructure work for women and men](#)

**Figure 1.3. Guidance for gender-sensitive stakeholder consultations during project identification**

- ✓ **Identify and assess the roles and influences of various groups of women and men within the community before determining who to consult with and how** (this can be done by gathering and analyzing data disaggregated by gender, income, age, location, occupation, expenditure profile, education, and disability; factors such as caste or religion might also be important in some places)
- ✓ **If possible, gather relevant data from stakeholders that are promoting gender equality in the region.** For example, women's organizations, ministries for gender equality, and/or Community Service Organizations
- ✓ **Create an inclusive consultation plan** that describes what the consultations will cover and how they will be implemented (methods, tools, schedule, responsibilities)
- ✓ **Consider engaging a gender expert** to assist in planning and carrying out the consultations
- ✓ **Identify and mitigate barriers** for different groups of stakeholders to attend meetings
- ✓ **Establish a grievance mechanism** so that the community can report on misconduct during consultations
- ✓ **Include female and male members in consultation teams** to improve communication and obtain better feedback from community members
- ✓ **Consider planning separate meetings for women** to allow them to express their views more freely
- ✓ **Ensure that the team carrying out the consultations and the stakeholders understand the barriers to effectively engaging women**, the tools and techniques selected to overcome them, and the metrics chosen to measure success (this may mean preparation and training for the team before they consult with these groups)
- ✓ **Ensure the consultations respect local traditions**, languages, timeframes, and decision-making processes, and that processes are free of intimidation and coercion
- ✓ **During consultations:** make sure to hear the views of women and men, and the opinions of people from different socioeconomic groups; consult with formal or informal female community leaders; ensure that the topics discussed include issues that are important to women; consider giving participants the option to provide feedback anonymously.

For further information on gender-sensitive consultations specific to PPP projects, please refer to section 2.1.1 in Module 2.

### 5.1.2. Carry out preliminary gender analysis

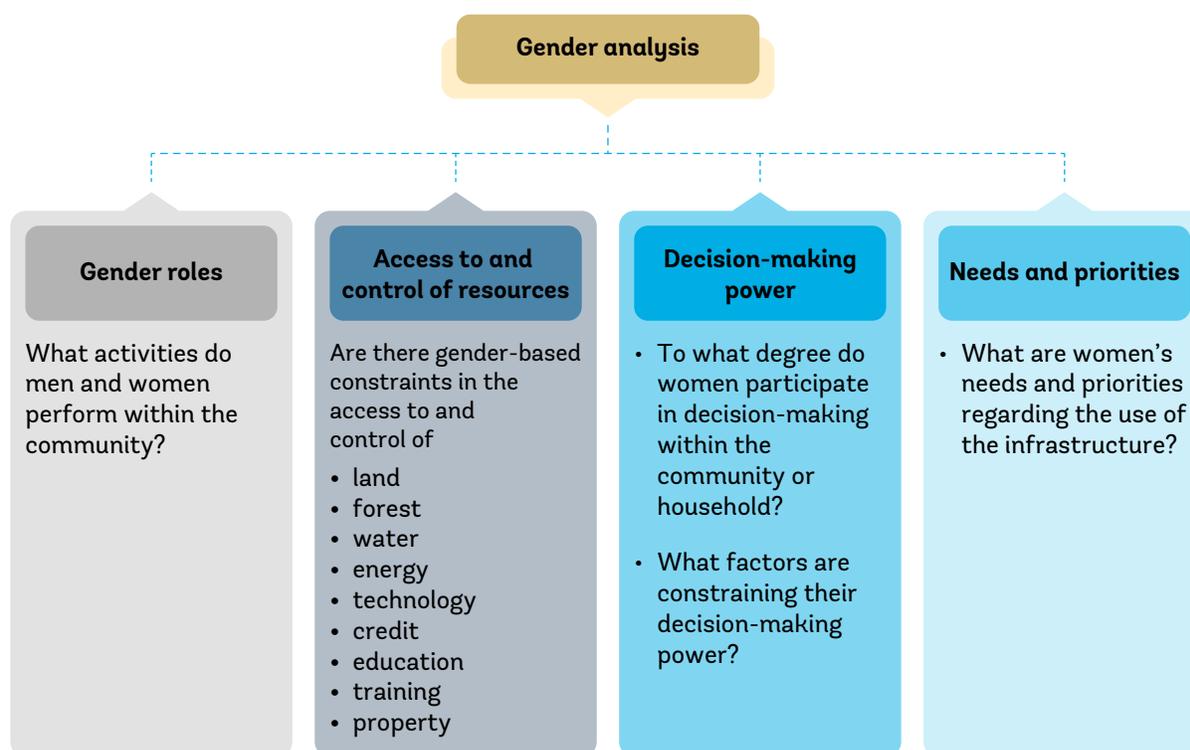
Gender gap analysis serves to identify and understand gender differences in access to resources and opportunities, as well as social norms and expectations in affected communities.

At the project identification stage, a preliminary analysis based on available data on the following aspects is useful:

- Overview of gender-specific priorities, needs, and constraints that may affect project identification in the country (for PIPs), sector, or specific area. Information gathered during stakeholder analysis and consultations can inform this analysis.
- When considering a specific project: an estimate of the number of women and men that the project is expected to serve.

Figure 1.4 presents key areas for governments to consider when carrying out initial gender analysis.

**Figure 1.4. Focus areas for the gender analysis**



Adapted from: Asian Development Bank (ADB) (2013). [Preparing a Project gender action plan: Tip Sheet No. 2](#)

## 5.2. Prioritize PPP projects

A government may have identified a set of projects that it wants to implement as PPPs, but for various reasons (for example, a lack of resources), may not be able to implement all of the projects at once. In this case, the government will need to prioritize projects (as described section 3.1.3 of the [PPP Reference Guide](#)).

When prioritizing projects, it is typically useful for governments to include gender as one of the criteria used in project prioritization (section 1.2.1). For projects that governments have decided to implement, governments should make sure that the budget allocated for project preparation (including appraisal, structuring, and transaction) will cover activities to ensure the projects are gender responsive (section 1.2.2).

## 6. Consider gender aspects when prioritizing projects

Governments should consider the impact of projects on gender equality when prioritizing projects. Projects that most advance gender equality would then obtain a higher score compared to other projects that are similar in other respects but do not particularly advance gender equality.

There is no single measure for estimating or comparing expected impacts on gender equality across projects. Rather, considering gender aspects when prioritizing projects would involve a process such as:

- **Identifying gender inequalities in the country and relevant sectors:** understanding how a project would advance gender equality requires identifying and understanding the existing gender inequalities in the project area or sector and the government's efforts in addressing these inequalities
- **Considering whether and how the different projects would address these inequalities:** answering questions such as how the different projects would serve women and men; which projects would provide services, employment, or business opportunities to women in areas where gender inequalities are prevailing; and which projects would target women in areas where women already have access to adequate services. When answering these questions, governments should acknowledge the needs and priorities of different groups of women and men (e.g., LGBT women and men, women and men of different races and ethnicities, etc.), and consider climate resilience and adaptation aspects where relevant
- **Assigning a higher score to the projects that enhance gender equality.**

Box 1.1 below presents examples of how gender aspects can be considered when prioritizing projects.

### **Box 1.1: Considering gender aspects when prioritizing projects – some examples**

- Consider a city in which the existing transportation system is focused on facilitating work commutes, and in which women nonetheless typically use transport for household responsibilities and unpaid caregiving within neighborhoods. If the government needs to prioritize between a Bus Rapid Transit project serving routes to and from downtown, or an intercounty connector across neighborhoods, and both projects are estimated to be valuable in terms of expected benefits, then the government may consider how the existing transport system is serving men more than women and decide to implement the intercounty connector project first to promote gender equality.
- If a large proportion of women in the same area typically spend a significant amount of time walking to water selling points and carrying water home, and the government is also considering another economically feasible project that would extend water distribution to that area, the government may consider the roles of women and men in that area. That is, the government may consider how the lack of water infrastructure in that area is proving particularly burdensome to women and assign a higher score to the water project than to the BRT project.



### 6.1.1. Ensure the project preparation resources cover gender responsive activities

Once a government decides to implement a PPP project, it needs to determine and fund a budget for preparing the project, and to task a team to prepare the project. In doing so, the government should ensure that the project preparation budget and team cover the activities required to make the project gender responsive. This may involve hiring gender specialists or advisors to carry out activities (such as conducting gender-sensitive consultations or preparing a gender action plan) and ensure a strong quality of content—particularly if the designated project preparation team does not include gender experts.

Table 1.2 presents a list of activities for making a project gender responsive, which governments can use when budgeting for a PPP project.

**Table 1.2. Template to budget for gender mainstreaming activities in the project preparation budget**

Gender mainstreaming activity	Budget
Comprehensive gender gap analysis	
Gender-sensitive stakeholder consultations for project appraisal and structuring	
Gender impact assessment	
Integrating gender considerations in PPP viability assessments (including technical, legal, commercial feasibility, economic and financial viability, value-for-money)	
Including gender responsive provisions in the contract and bidding documents	
Tracking expenditures on gender activities	



## **Module 2**

# **PPP appraisal and structuring**

## Module 2: PPP appraisal and structuring

Appraising a PPP means checking that the project is viable and in the public interest. Structuring a PPP consists of allocating risks, roles, and responsibilities to the various parties. PPP practitioners are typically responsible for conducting the PPP appraisal and proposing the PPP structure.

The result of the PPP appraisal and structuring is typically presented in a 'business case' that describes the scope and structure of the project and presents the analysis showing that it is a good investment. Since appraisal and structuring shape the key features of a PPP project, this phase is central to making PPPs gender responsive.

Figure 2.1 below illustrates where the PPP appraisal and structuring stages occur in the PPP process. While the figure and sections below present the PPP appraisal stage before PPP structuring, it is worth noting that the PPP appraising and structuring stages are iterative.



**Figure 2.1. Stages of the PPP process: Module 2**

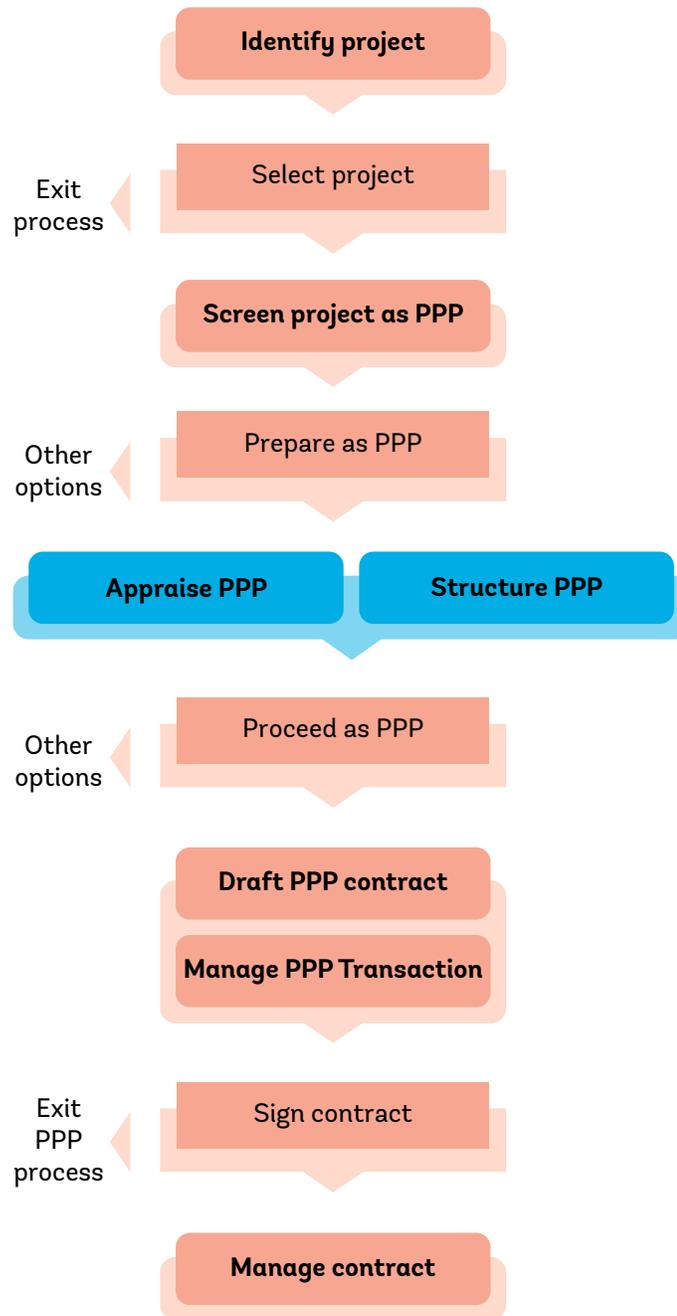


Figure 2.2 presents an overview of the best practices and tools for gender responsive PPP appraisal and structuring.

Figure 2.2. Overview of best practices and tools for structuring and appraising a PPP

Stage	Gender best practices	Tools
<p style="writing-mode: vertical-rl; transform: rotate(180deg);"><b>Appraise PPP</b></p>	<ul style="list-style-type: none"> <li>• Conduct gender-sensitive stakeholder consultations</li> </ul>	<ul style="list-style-type: none"> <li> Checklist for data collection for gender-sensitive stakeholder analysis and consultations</li> <li> Checklists for planning and leading gender-sensitive stakeholder consultations</li> <li> Sample documents for stakeholder consultations</li> </ul>
	<ul style="list-style-type: none"> <li>• Conduct gender gap analysis</li> </ul>	<ul style="list-style-type: none"> <li> Guidelines on data collection for the gender gap analysis</li> <li> Sample documents for gender gap analysis</li> </ul>
	<ul style="list-style-type: none"> <li>• Conduct a gender impact assessment</li> </ul>	<ul style="list-style-type: none"> <li> Links to sector-specific toolkits with gender analysis tools</li> <li> Good practices for carrying out a gender impact assessment</li> </ul>
	<ul style="list-style-type: none"> <li>• Develop a gender action plan</li> </ul>	<ul style="list-style-type: none"> <li> Key questions to include in a gender impact assessment</li> <li> Good practices for designing and implementing a gender action plan</li> </ul>
	<ul style="list-style-type: none"> <li>• Integrate gender aspects in the project's viability assessments</li> </ul>	<ul style="list-style-type: none"> <li> Sample gender action plan</li> <li> Key questions when designing a gender action plan</li> <li> Good practices in project assessment</li> </ul>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);"><b>Structure PPP</b></p>	<ul style="list-style-type: none"> <li>• Assess gender-specific project risks</li> </ul>	<ul style="list-style-type: none"> <li> Identifying gender-specific risks in infrastructure PPPs</li> </ul>
	<ul style="list-style-type: none"> <li>• Consider gender aspects when determining risk and responsibility allocation</li> </ul>	<ul style="list-style-type: none"> <li> Guidance for terms of reference for gender expert</li> </ul>
	<ul style="list-style-type: none"> <li>• Ensure that the project structure complies with applicable safeguards from IFIs and MDBs</li> </ul>	<ul style="list-style-type: none"> <li> Links to documents describing the gender safeguards of key IFIs and MDBs involved in infrastructure PPPs</li> </ul>
<p><b>KEY</b></p> <ul style="list-style-type: none"> <li> Standard text</li> <li> Checklist</li> <li> Template</li> <li> Indicators</li> <li> Processes and guidelines</li> </ul>		

## 7.1. Appraise the PPP

The purpose of a PPP appraisal is to ensure that the proposed project makes sense (see section 3.2 of [PPP Reference Guide](#)). To appraise projects, PPP practitioners typically assess:

- **Technical and economic viability:** ensuring that the project is technically viable, fits with national development and sector strategies, and is cost-benefit justified.
- **Environmental and social impacts:** assessing whether the expected benefits of the project outweigh its potential detrimental environmental and social impacts, and understanding how these impacts and related risks should be managed and mitigated.
- **Legal due diligence:** ensuring that the PPP project fulfils current domestic and international legal requirements. Typical steps of the legal due diligence include analyzing the applicable legal framework, checking if the contracting authority has the legal authority to carry out the project, and carrying out a legal analysis of the main project issues.<sup>73</sup>
- **Commercial viability:** checking whether the project is likely to attract good-quality sponsors and lenders by providing robust and reasonable financial returns.
- **Value for money of the PPP:** ensuring that developing the project as a PPP can be expected to best achieve value for money compared to other options.
- **Fiscal implications:** assessing the fiscal cost of the project and establishing whether this cost can be accommodated within prudent budget and other fiscal constraints.
- **Contracting agency's ability to manage the project:** determining if the contracting authority has the authority, capacity, and fiscal resources to prepare and tender the project and to manage the contract during its term.

The appraisal stage is a critical point in the PPP process to conduct a detailed evaluation of the prospective gender impacts of the project. The findings regarding prospective gender impacts can inform or feed into the various feasibility assessments of the project, and ultimately inform the project design and contract.

A useful way for governments to systematically promote gender responsive PPPs is to develop policy and guidelines describing: (i) when and how PPP practitioners should conduct gender gap analysis and gender impact assessments (which are crucial instruments for developing and designing gender responsive PPPs), and (ii) the required outputs and outcomes of this work. Gender gap analysis focuses on understanding gender dynamics and inequalities within communities.

<sup>73</sup> ADB, EBRD, IDB, IsDB and WBG (2016). [The APMG Public-Private Partnership \(PPP\) Certification Guide: Chapter 4](#).

A gender responsive PPP appraisal involves:

- Conducting gender-sensitive stakeholder consultations
- Conducting gender gap analysis
- Conducting a gender impact assessment
- Developing a gender action plan for the project
- Integrating gender aspects in the various viability assessments (where relevant).

The above-listed activities are complementary. The findings from the gender-sensitive stakeholder consultations will inform the gender gap analysis. The gender gap analysis serves to understand the baseline for gender inequality and, in turn will inform the gender impact assessment. Finally, the findings from gender gap analysis and the gender impact assessment serve to develop the gender action plan. The outputs of the gender gap analysis, gender impact assessment, and gender action plan ultimately allow PPP practitioners to define gender-related obligations for the private party in the PPP contract.

When developing the abovementioned documents, PPP practitioners should consult and consider different groups of women and men within the community (women and men of different sociocultural backgrounds, sexual orientations, and ethnicities) and how their needs, experiences and preferences regarding the project vary. In addition, where relevant, PPP practitioners should consider the climate resilience of a project given the gender-specific impacts of climate change.

When developing the gender gap analysis, gender impact assessment, and gender action plan, PPP practitioners should use evidence and data gathered from reliable and relevant sources and from stakeholder consultations, rather than make assumptions about gender dynamics and women's needs in the community. Developing activities and gender-specific programs based on assumptions can unintentionally harm women. For example, various women's economic empowerment programs have assumed that increasing women's earnings and access to paid employment would lead to linear, positive outcomes for women, such as poverty reduction and the promotion of gender equality within and beyond the household. However, evidence shows that increasing women's employment can increase women's time poverty as their domestic work burden is often not reduced. As women obtain employment, their husbands do not spend more time completing domestic tasks. This leaves women with a double burden: domestic and productive work.<sup>74</sup>

PPP practitioners should develop the gender gap analysis, gender impact assessment, and gender action plan as early as possible during the project appraisal. Understanding the gender dynamics and expected gender impacts within the affected community early on can help prevent delays or additional costs due to project design modifications. **Error! Reference source not found.** presents an example of the costly consequences of ignoring gender dynamics within a community.

<sup>74</sup> Maria van der Harst, Dirk-Jan Koch, Marieke van den Brink (2023). [A review of the unintended gender effects of international development efforts](#); International Center for Research on Women (2019). [Women's Economic Empowerment: The Unintended Consequences](#)

### **Box 2.1. Indigenous people shut down operations in Papua New Guinea's Panguna Mine**

In 1972, Conginc Riotinto Australia (CRA), with the support of the governments of Australia and Papua New Guinea, opened the Panguna copper mine in Bougainville. The indigenous people in this territory lived under a clan-based, matriarchal society and the women of the community owned the lands in which Panguna mine had been established. However, CRA did not ask permission to the women in the community to establish and operate the mine.

CRA's failure to acknowledge women's ownership of the land and to obtain permission to operate the mine led to the community's resistance. The indigenous people engaged in acts of sabotage against the mine, which led to its shut down in 1989.

Adapted from: Australian War Memorial (2019). [Sami and the Panguna mine #1](#); IFC (2018). [Tool Suite 3: Women and Community Engagement](#)

Governments should make the documents developed during appraisal (including the gender gap analysis, gender impact assessment, and gender action plan) publicly available. The findings in these documents can facilitate public and stakeholder understanding and acceptance of decision-making processes and outcomes regarding the project and its features (refer to Module 5 for more information on project transparency).

The content and tools presented in this section are directly relevant to PPP practitioners; but can also be useful for private developers when conducting project appraisals and studies.

#### **7.1.1. Conduct gender-sensitive stakeholder consultations**

Stakeholder consultations are an important part of the entire PPP project cycle. Governments and PPP practitioners (as well as private developers, once engaged or when preparing unsolicited proposals) should continuously engage in gender-sensitive consultations throughout the process.

Consultations help governments and PPP practitioners identify critical issues, clarify the impacts and objectives of a potential project, prepare effective strategies, and ultimately increase public support for a project. Inadequate engagement with stakeholders reduces the likelihood of stakeholder support for a project. Lack of stakeholder support is a common cause of failure of PPPs. The [PPP Reference Guide](#) therefore recommends initiating these consultations as early as possible in the project cycle (typically at the time of the project concept stage or the pre-feasibility study stage).<sup>75</sup>

Gender-sensitive stakeholder consultations are consultations held with groups of women and men who may be directly or indirectly affected by an infrastructure project. Gender-sensitive stakeholder consultations take into consideration the priorities and needs of women and men from different groups—including marginalized groups (for example, women with disabilities and different

<sup>75</sup> PPP Reference Guide Version 3. Pages 96 and 123.

ethnicities) and those that are traditionally excluded from decision-making processes. Gender-sensitive stakeholder consultations therefore enable governments and PPP practitioners to gain a comprehensive understanding of both the relevance and potential impact of an identified project.

For instance, during gender-sensitive stakeholder consultations to plan a neighborhood rehabilitation project funded by the United Nations Office for Project Services (UNOPS) after the 2010 earthquake in Haiti, women raised concerns about safety in the neighborhood. As a result, UNOPS included in the project the installation of streetlights in areas that women had identified as most dangerous, and this resulted in reduced incidents of violence in the communities.<sup>76</sup>

Ensuring that women's and men's views are heard requires careful thought and is context and community specific. PPP practitioners should engage a local inclusion expert<sup>77</sup> to lead consultations that cover sensitive topics (such as sexual orientation or disabilities) according to local norms. Civil society actors with expertise in community consultations can also support gender-sensitive stakeholder consultations.

Box 2.2 presents an example of how gender-sensitive stakeholder consultations allow project developers to identify issues that would not have been identified otherwise.

### **Box 2.2. Gender-sensitive community consultations for Egyptian fertilizer plant and crushing facility**

The Indo Egyptian Fertilizer Company aimed to build a fertilizer plant and crushing facility between Edfu and Luxor, a very traditional area of Egypt.

Project consultants introduced gender sensitive features to community engagement to allow women to have a voice in decision making and in the Environmental and Social Impact Assessment process:

- They ensured that their teams included women
- They included women-only focus groups and interviews in the consultation process
- They gathered sex-disaggregated data.

These measures allowed women to raise issues that other community members had not considered. Women raised concerns about the increased number of outsiders (predominantly male) that would come into the area to work in the newly established facilities. Women also worried about the increased pressure that these outsiders would put on basic infrastructure (such as health centers and schools).

Adapted from: International Finance Corporation (IFC) (2007). [Stakeholder Engagement: A Good Practice Handbook for Companies Doing Business in Emerging Markets](#)

<sup>76</sup> UNOPS (2020). Infrastructure for gender equality and the empowerment of women. Page 32

<sup>77</sup> An inclusion expert is a consultant or specialist who assesses the needs of different communities in a project and develops and implements inclusive practices within the project. Source: Welcome to the jungle (2020). [Inclusion and diversity specialists: an essential role in a modern workplace](#)

Governments and PPP practitioners (as well as private developers, when preparing unsolicited proposals)—with the help of a gender expert, if needed—should use the following key steps when preparing and conducting community consultations:<sup>78</sup>

1. **Define the purpose of the consultations.** The purpose of the consultations needs to be clear since it sets the context for community interactions and for managing expectations of those participating in the process. Being clear about the purpose of the consultations requires a clear understanding of what can be accomplished through it.
2. **Conduct stakeholder analysis.** Identify and map different stakeholder groups and assess their influence in the community, their level of interest in a project, how the project will affect them, and how they can impact the project's outcome.<sup>79</sup> Carrying out stakeholder analysis helps to ensure that each stakeholder group is then given the right amount of attention in consultations. Governments and PPP practitioners should take a gender-sensitive approach to stakeholder analysis by assessing the roles and influences of women and men within the community while considering intersectionality. When doing so, they should consider the following stakeholder categories:
  - Households (including women-headed households and men-headed households) of various income levels that the project is expected to affect, either positively or negatively
  - Potential existing customers, if applicable
  - Women and men from diverse racial and ethnic backgrounds
  - Women and men representing the most marginalized communities
  - Women and men in businesses (business owners, employees)
  - Women's groups and associations
  - Formal and informal service providers
  - Secondary stakeholders such as public utility agencies, relevant ministry, consumer groups, etc.

Refer to the checklist in Figure 2.3 further below for collecting data for gender-sensitive stakeholder analysis and consultations.

3. **Decide who to consult with.** Community members and organizations (including women and women's groups) identified in the stakeholder analysis should be engaged with.
4. **Plan the consultations.** Refer to the checklist in Figure 2.4 further below for planning gender-sensitive stakeholder consultations.

<sup>78</sup> World Bank Group, UK Aid, IFC (2009). [A Guide to Community Engagement for Public-Private Partnerships](#).

<sup>79</sup> IFC (2007). *Stakeholder Engagement: A Good Practice Handbook for Companies Doing Business in Emerging Markets*. Leeron Hoory, Cassie Bottorff (2022). *What Is A Stakeholder Analysis? Everything You Need to Know*.

5. **Lead the consultations.** Refer to the checklist in Figure 2.5 further below for how to lead gender-sensitive stakeholder consultations.
6. **Track, assess, and respond to issues raised during consultations.** This involves creating an issue-tracking table to document ideas, concerns, or questions about the project; and developing a systematic way of managing and responding to complaints and grievances. PPP practitioners should clearly document the different points raised by each group and ensure the issue-tracking tables are used to inform activities and measures in later phases of the project's development.
7. **Report and monitor community feedback.** Accurately recording community feedback and sharing it transparently within government and with the community, is a critical step in building trust and support among the community. This requires defining a grievance mechanism—describing who will receive grievances, how and by whom grievances will be resolved, and how the complainant will communicate the response.

Figure 2.3 presents a checklist for governments and PPP practitioners to follow when collecting data for gender-sensitive stakeholder analysis and consultations.

### Figure 2.3. Checklist for data collection for gender-sensitive stakeholder analysis and consultations

- Where possible, gather and analyze data disaggregated by gender, income, age, location, occupation, expenditure profile, education, disability, race, ethnicity, linguistic background, sexual orientations, gender identities, etc. When using secondary data sources, check whether the data is sufficiently disaggregated
- Use disaggregated data to identify stakeholders to assess which groups have more influence in the community, which groups are likely to have the most interest in the project, and which groups the project is most likely to affect
- Coordinate with the government agencies that collect and share relevant data to have access to the most updated information
- Ensure the anonymity of participants in the data collection process if participating in the process is risky for them

Adapted from: Global Infrastructure Hub (2019). [Inclusive Infrastructure and Social Equity](#)

Figure 2.4 presents a checklist for planning gender-sensitive consultations.

**Figure 2.4. Checklist for planning gender-sensitive stakeholder consultations**

### Before consultations

- Prepare a community consultation plan that describes what the consultations will cover and how they will be implemented, and specifies proposed consultation methods and strategies, tools, responsibilities, and schedule. Consider engaging a gender expert to assist in developing a clear community consultation plan tailored to the local context
- Consider women's groups and women's informal roles (e.g., women's roles as caretakers, or women's roles of fetching water and wood for their families, etc.) in the stakeholder analysis
- Consult with community gatekeepers (such as tribal heads, women's civil society organizations, and community leaders) to identify appropriate ways to engage the community and target specific subgroups
- Identify and mitigate barriers for women to attend community meetings and participate in decision-making. Examples of barriers include childcare duties, difficulties speaking in the presence of men, inability to attend meetings due to location or inconvenient times, and lack of transportation. An example of mitigation measure if childcare duties is identified as a barrier to the participation of women in the meetings would be to provide daycare services during the community meetings
- Include female and male members in consultation teams to improve communication and obtain better feedback from community members
- Where feasible, consider including in consultation meetings women and men of diverse backgrounds including different ethnicities, races, sexual orientations, and gender identities
- Consider planning separate meetings for women to allow them to express their views more freely
- Ensure that the team carrying out the consultations and the stakeholders understand the barriers to effectively engaging women, the tools and techniques selected to overcome them, and the metrics chosen to measure success
- Allocate resources (budget, time, staff) to provide feedback to the stakeholders about how their information was used and the influence it had on the project
- Ensure the consultations respect local traditions, languages, timeframes, and decision making processes
- Establish processes free of intimidation and coercion

Figure 2.5 presents a checklist for leading gender-sensitive stakeholder consultations.

**Figure 2.5. Checklist for leading gender-sensitive stakeholder consultations**

### During consultations

- Inform community members about the project and allow open discussion about the changes to local customs that might arise during project preparation and implementation
- Make sure to hear the views of women and men
- Make sure to hear the opinions of people from different socioeconomic groups, sexual orientations, ethnicities, and races
- If there is a risk that the project could lead to an increase in intimate partner violence, gender based violence, or sexually transmitted diseases, consult with entities that focus on these issues
- Consult with formal or informal female community leaders
- Ensure that the topics discussed in the consultations include issues that are important to women
- Consider giving participants the option to provide feedback anonymously
- Describe how stakeholder consultations will inform project design and implementation
- Provide meaningful information about the project in a format that is understandable for community members and ensure the community members have access to that information

Adapted from: UNOPS (2019). [Guide on integrating gender throughout infrastructure project phases in Asia and the Pacific](#). IFC (2019). [Gender Equality, Infrastructure and PPPs – A Primer](#). IFC (2007). [Stakeholder Engagement: A Good Practice Handbook for Companies Doing Business in Emerging Markets](#). IDB (2020). [Gender Risk Assessment Tool](#).

The box below presents two sample documents for carrying out gender-sensitive stakeholder consultations.

## Sample documents for stakeholder consultations

Community engagement worksheet CDB community engagement guidance note (Caribbean Development Bank)

### Annex 2: Community Engagement Worksheet

Use this list to help you think through your engagement. Make a copy of it, fill it out in as much detail as you find useful and use it as a checklist and reminder sheet for you and your team. Not all the questions need filling in straight away, and some of them might not be relevant for your project. This is a tool for you to use, not a prescription!

What do you want to engage about?

Why are you doing this?

Do you want to...

- share information?
- find out about needs?
- involve people in setting priorities?
- invite people to get involved in delivery?
- involve people in management and decision making?
- inspire people to develop their own initiative?

Tick whichever applies.

What outcome(s) do you hope for from this engagement? What is the required timescale to deliver the agreed outcomes?

### Annex 3: Community Engagement Reporting Template

To be completed every 6 months

1) Which stakeholders did you plan to engage with and why?

2) Did you manage to engage with them as planned? (Give a yes or no answer for each stakeholder group.)

a) If so, how? (Give a brief explanation of what you did with each group.)

b) If not, why not? (Give a short explanation for each group. This is about providing a space for you to reflect on challenges you may have encountered.)

c) Please provide any data you have for your engagement activities—differentiated by women and men, age group and/or any other category that is relevant to your initiative.

Group	How many	Amount of time	Comments

3) Are there any ways in which you would change what you did?

Annex 2 provides a community engagement worksheet to prepare for different types of engagement activities, assess the level of community engagement, and list ideas for future initiatives.

Annex 3 provides a community engagement reporting template, to be completed every 6 months after initial stakeholder engagement.

These tools facilitate stakeholder consultations and help maintain relationships with key members of the project and community.

See Appendix A to access the full sample documents.

### 7.1.2. Conduct gender gap analysis

Gender gap analysis serves to identify and understand gender differences in access to resources (such as land, financial products, education), opportunities, decision-making processes, and the role of social expectations (such as early marriage and maternity, or stereotyped jobs), in communities affected by the project. Gender gap analysis requires collecting data through quantitative survey of affected communities and through gender-sensitive stakeholder consultations (described in subsection 2.1.1 above).

Gender gap analysis provides a detailed understanding of gender gaps or inequalities, as well as gender-specific needs in the community where the project will be implemented. PPP practitioners (and, once contracted, private developers) typically conduct gender gap analysis as part of a project’s ESIA, since establishing the social baseline is one of the focuses of such assessments. If needed, PPP practitioners can engage a gender expert to assist in carrying out the gender gap analysis (see 2.2.2 for Guidance for Terms of Reference for Gender Expert).

Box 2.3 below highlights the importance of understanding women's and men's different access to and control of resources.

### **Box 2.3. Lack of knowledge about the status of women renters leads to public protest over mining project in Peru**

During a geographical expansion of its mining operations in Peru, one company faced some significant issues.

A group of people—mostly single women—marched on the mine. They were later identified as residents who were about to lose the land on which the houses they rented were built. The company had arranged for compensation for the house owners but had not considered the renters, who would soon become homeless.

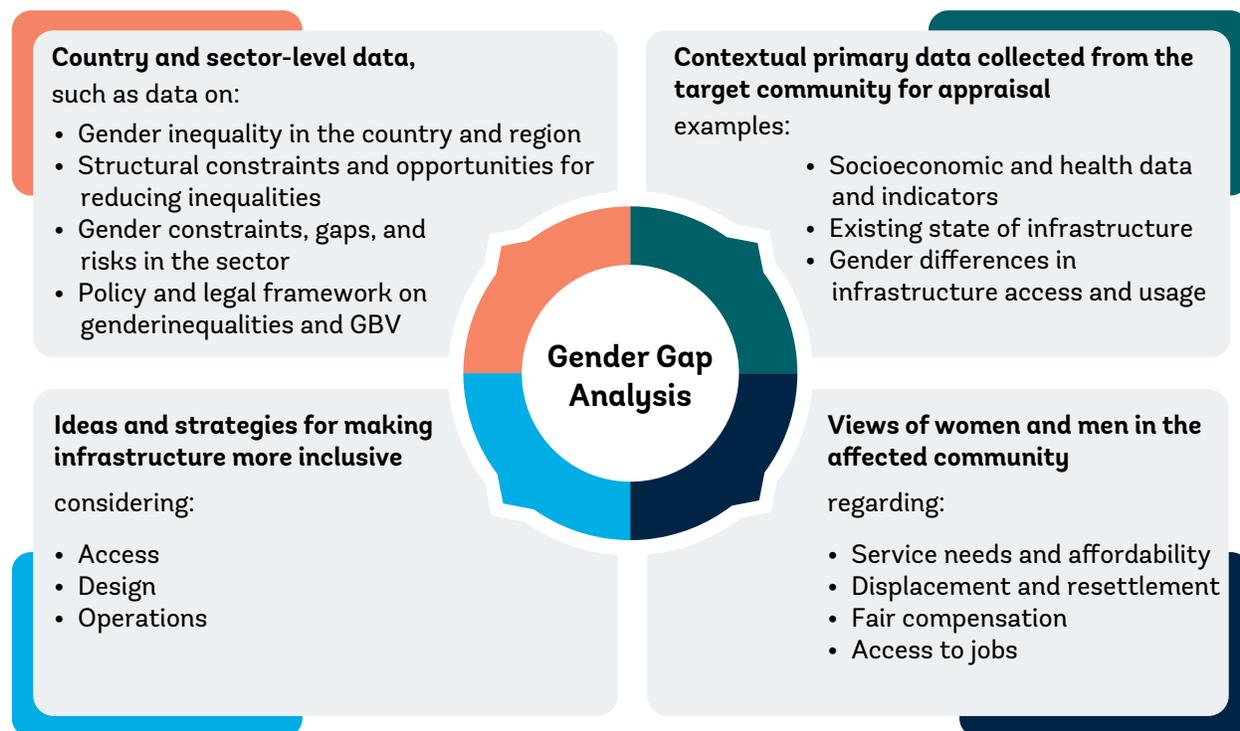
If the company had undertaken a gender gap analysis at the outset, it would have had a better understanding of the risks for this group of women and would have been in a better position to avoid the issue along with potential reputational risks. Instead, the company was in reactive mode, with an immediate need to address and resolve the issue quickly.

Sources: IFC (2018). Women and Community Engagement.  
Bernie Ward and John Strongman. Gender-Sensitive Approaches for the Extractive Industry in Peru: Improving the Impact on Women in Poverty and Their Families: Guide for Improving Practice, 15.



Figure 2.6 below indicates the type of data needed for a gender gap analysis. Where feasible and relevant, PPP practitioners should gather data disaggregated by not only gender but also other factors (for example: socioeconomic background, or ethnicity), to enhance their understanding of inequalities, needs, and priorities of the communities the project will impact.

**Figure 2.6. Guidelines on data needed for a gender gap analysis**



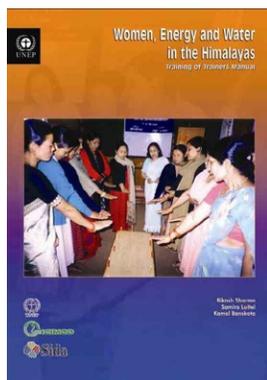
Adapted from: The World Bank (2021). [Mainstreaming Gender In Infrastructure: Desk Review](#). P. 28.

To collect information about the affected community, PPP practitioners should carry out gender-sensitive stakeholder consultations, following the guidance provided in section 2.1.1.

The box below describes a document that includes four frameworks for PPP practitioners to conduct gender analysis.

## Gender analysis frameworks

**Women, energy and water in the Himalayas** [International Centre for Integrated Mountain Development (ICIMOD)]



This document provides a set of training sessions based on lessons learned from the project “Incorporating the Roles and Needs of Women in Water and Energy Management in Rural Areas of the Himalaya”—a project supported by the United Nations Environment Program and the Swedish International Development Assistance, and implemented by ICIMOD.<sup>80</sup> The project aimed to promote the integration of women in decision-making processes for household energy and water initiatives. To achieve this, the project activities developed women’s capability to organize themselves, identify their needs and roles, and sell and use energy and water technologies. The training sessions provided in the document aim to strengthen the capacity of trainers of government and non-government organizations to address gender issues in infrastructure development.

Session 4 “Using Gender Analysis Tools and Approaches in Water and Energy Projects” describes four gender analysis frameworks that can be applied when conducting gender analysis for a PPP. These frameworks are: the Harvard Analytical Framework, the Gender Analysis Matrix (GAM), the Women’s Empowerment Framework, and the Moser Framework.

Appendix B describes the four frameworks presented in the document.

Table 2.1 below lists sector-specific tools that PPP practitioners can refer to when preparing or carrying out gender analysis.

**Table 2.1. Links to sector-specific toolkits and gender analysis tools**

Sector	Institution	Access link	Types of tools
Multisector	The World Bank	<a href="#">World Bank Gender Data Portal</a>	Sex disaggregated country-level indicators
Multisector	Equilo	<a href="#">GESI Contextual Analysis</a>	Analysis of country and sector-specific gender indicators

<sup>80</sup> International Centre for Integrated Mountain Development (ICIMOD), (2005). [Women, energy and water in the Himalayas: Training of Trainers Manual](#)

Sector	Institution	Access link	Types of tools
Energy	Asian Development Bank (ADB)	<a href="#">Gender Tool Kit: Energy: Going Beyond the Meter</a>	<ul style="list-style-type: none"> <li>• Key questions for gender analysis</li> <li>• Gender sensitive data collection methods</li> </ul>
	Asian Development Bank (ADB)	<a href="#">Gender checklist: Water Supply and Sanitation</a>	<ul style="list-style-type: none"> <li>• Gender analysis methodologies</li> <li>• Key data to collect</li> <li>• Key questions for gender analysis</li> <li>• Terms of reference for gender expert</li> </ul>
Water and Sanitation	Integrated Water Resources Management action hub	<a href="#">Tool – B5.01 Gender Analysis</a>	<ul style="list-style-type: none"> <li>• Methodologies to carry out a gender analysis</li> <li>• Guide to develop gender indicators</li> </ul>
	UNESCO	<a href="#">Addressing gender inequality in the water sector</a>	<ul style="list-style-type: none"> <li>• Gender-responsive indicators for water assessment, monitoring, and reporting</li> <li>• Methodology for the collection of sex-disaggregated water data</li> <li>• Guidelines on the collection of sex-disaggregated water data</li> <li>• Questionnaire for the collection of sex-disaggregated water data</li> </ul>
Agriculture	The World Bank	<a href="#">How to integrate gender issues in climate-smart agriculture projects</a>	<ul style="list-style-type: none"> <li>• Guidance on how to conduct gender analysis</li> <li>• Key questions for gender analysis at project identification</li> </ul>

Sector	Institution	Access link	Types of tools
Transport	Asian Development Bank (ADB)	<a href="#">Gender Tool Kit: Transport: Maximizing the Benefits of Improved Mobility for All</a>	<ul style="list-style-type: none"> <li>• Key questions for gender analysis</li> <li>• Gender sensitive data collection methods</li> <li>• Types of gender data to be collected</li> </ul>
	International Transport Forum	<a href="#">ITF Gender Analysis Toolkit for Transport</a>	<ul style="list-style-type: none"> <li>• Gender analysis checklist</li> <li>• Indicators to measure gender equality</li> <li>• Gender questionnaire for surveys and data collection</li> </ul>
ICT	The World Bank	<a href="#">Engendering ICT: Toolkit for World Bank task team leaders</a>	<ul style="list-style-type: none"> <li>• Key questions to assess gender gaps in the affected community</li> <li>• Suggested data collection sources</li> </ul>
	The Principles for Digital Development Working Group	<a href="#">Principles for Digital Development</a>	Guidance for practicing the principles for digital development in a gender transformative and inclusive way
	GIZ, The Danish Institute for Human Rights	<a href="#">Digital Rights Check</a>	<ul style="list-style-type: none"> <li>• Questions for gender analysis and gender impact assessment of ICT infrastructure</li> <li>• Gender-responsive suggestions for project design and implementation</li> </ul>

Sector	Institution	Access link	Types of tools
Oil, gas, and mining	International Finance Corporation (IFC)	<a href="#">Unlocking Opportunities for Women and Business: A Toolkit of Actions and Strategies for Oil, Gas, and Mining Companies</a>	<ul style="list-style-type: none"> <li>• Guide to developing: gender recruitment targets; a code of conduct for increasing engagement with women-owned businesses; a comprehensive gender diversity supply chain program</li> <li>• Indicators to monitor progress on supply chain gender diversity goals</li> <li>• Tools for gender-sensitive community engagement and resettlement</li> <li>• Terms of reference for GBV baseline study; model policies to address GBV; model codes of conduct for companies, contractors, and employees on GBV</li> </ul>

### 7.1.3. Carry out a gender impact assessment

A gender impact assessment is an ex-ante evaluation to identify how a project is likely to affect women and men. A gender impact assessment builds on the gender gap analysis and is typically embedded into the ESIA process. A gender impact assessment is crucial to implement the ‘do no harm’ principle (which highlights the importance of avoiding, limiting, and compensating negative impacts, including unintended ones) and to identify project risks and opportunities to include gender-responsive measures in the project. Furthermore, PPP practitioners can use the results of the gender impact assessment to make the project design gender responsive. This involves identifying appropriate mitigation measures and ensuring safeguards (for negative impacts), as well as identifying measures that will enable or enhance positive change.

Infrastructure projects can affect women and men as residents, workers and contractors, or prospective customers.<sup>81,82</sup> A gender impact assessment should therefore assess how a project can affect women and men within each of these categories of stakeholders. Additionally, since factors such as class, race, and ethnicity may intersect to compound gender-based inequalities, it is also

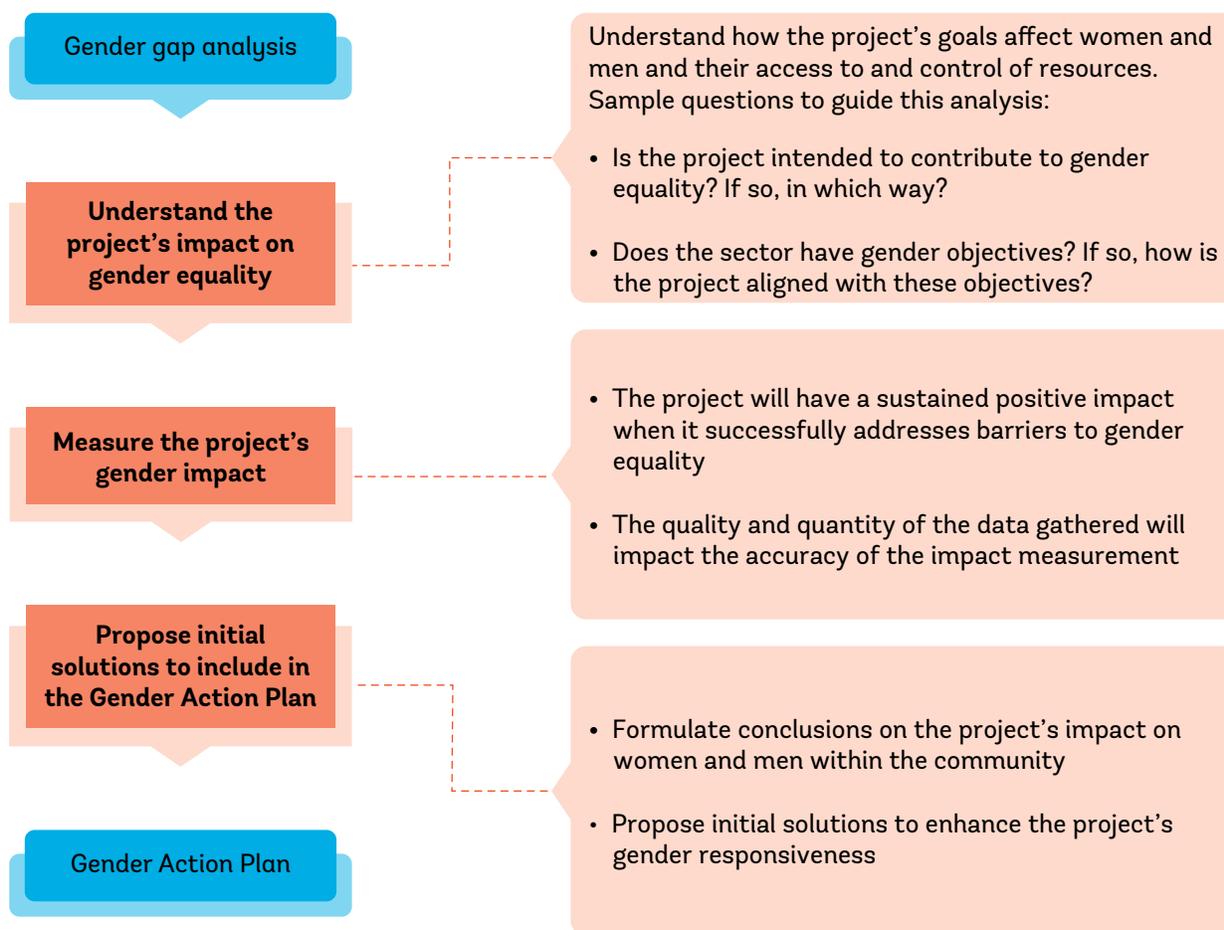
<sup>81</sup> Castalia (2019). Laos Renewable Energy Strategy – Gender and Social Inclusion Workshop.

<sup>82</sup> The World Bank Group, IFC, PPIAF, Canada (2019). Gender Equality, Infrastructure, and PPPs – A Primer. p.34

often good practice to identify and consult with various groups of women and girls, men and boys likely to be affected by the project.

Figure 2.7 presents good practices for carrying out a gender impact assessment.

**Figure 2.7. Good practices for carrying out a gender impact assessment**



Adapted from: EIGE (2016). [Gender Impact Assessment: Gender Mainstreaming Toolkit](#)

Table 2.2 presents a list of key questions to consider in a gender impact assessment. When carrying out gender impact assessments, PPP practitioners should conduct gender-sensitive stakeholder consultations following the guidance provided in section 2.1.1.

**Table 2.2. Key questions to consider in a gender impact assessment**

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### General questions

- What are the expected positive and negative impacts of the project on women and men (considering the different stages of the project)?
- How are women and men’s activities, access to basic infrastructure services, and control of resources positively and negatively affected?
- How is women and men’s access to basic infrastructure services such as water, transportation, health and education positively and negatively affected?
- Does the project provide opportunities to close gender gaps identified in the gender gap analysis?
- What are the gender entry points in different aspects (including work, community, end use)? What activities can be designed to capture those gender entry points?
- What are the relevant KPIs to measure the gender-related performance of the project in relation to negative and positive impacts and opportunities? How are the KPIs factored into the technical feasibility and economic analysis?
- Will the project diminish or damage social cohesion (such as women’s time conversing while collecting water), cultural heritage practices, or culturally significant sites? Are these changes expected to affect women and men differently—and if so, how?
- Are there any examples in the region of projects that unintentionally exacerbated gender inequalities? If so, what lessons can be learned from those projects?

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### Interests and perceptions

- How do women and men perceive the project and how it will affect them?
  - What are the specific engagement activities and complaint management channels required to ensure women’s views and grievances are communicated to the private party and contracting authorities?
-

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### Household dynamics

- How can a change of access to resources for women and men affect household dynamics? For example, how are changes in employment and availability of cash affecting domestic life for women and men?
- How can a change in existing livelihood, property ownership rules, or domestic routines affect women and men differently? For example: how is the care economy expected to change if women's employment opportunities increase?
- What is the impact of the changes above on women-headed households?
- What type of support can be provided to vulnerable households that are negatively impacted?
- Could any of the changes above increase the prevalence of GBV? If yes, what can be done to mitigate this risk?

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### Institutions

- Which institutions could help or harm the project's gender equality activities and objectives?
- How can project developers and contracting authorities engage with those institutions to ensure they collaborate with gender equality activities?
- How can the project strengthen social structures that contribute to gender equality? For example: women's civil associations.

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### Health and safety

- Will the project increase or decrease health and safety risks (for example: the risk of sexually transmitted or water-borne diseases, or safety risks linked to transportation)? If so, how are women and men expected to be affected differently?
  - Is the project likely to result in an increased risk of GBV during any of the project's phases? For example:
    - Is there an increased risk of GBV resulting from an influx of external male workers during construction?
    - Would the design of the project increase the risk of GBV in the project area?
    - Is there an increased risk of GBV resulting from women employees in the project having increased earnings?
  - If the answer is yes to any of the above questions, how are these risks being managed?
-

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### Participation and benefit sharing

- Will women and men have the same opportunities to participate in the project through employment and community initiatives?
  - Will the project promote the participation of women-owned businesses as suppliers or contractors?
  - How can the project provide equal leadership and professional development opportunities to women and men?
  - Will women face different hurdles or bear disproportionate costs to participate in the project? For example: will women have to maintain their caretaking and domestic duties while they participate in the project?
- 

Adapted from: IFC (2018). [Unlocking opportunities for women and business. A toolkit of actions and strategies for Oil, Gas and Mining Companies](#)

#### 7.1.4. Develop a gender action plan

A gender action plan lays out the gender-specific goals and activities of the project, as well as roles and responsibilities for different interventions and actions, timeline for implementation, and the cost associated with such activities. Building on the gender gap analysis and the gender impact assessment, a gender action plan prescribes activities and interventions designed to provide the fullest benefit to the community stakeholders throughout the preparation, building, and operations of a project, as well as through social engagement for the project.<sup>83, 84</sup>

A gender action plan determines gender responsive targets and output specifications that can then serve to hold private parties accountable through appropriate incentives, and project monitoring and evaluation.<sup>85</sup>

The gender action plan for a PPP project should cover the gender responsive targets, activities, and outputs from the transaction management phase to the end of the project's operations. Integrating the gender action plan's key content and recommendations into the PPP contract is essential for making a PPP gender responsive (see section 3.1). To facilitate this integration, the gender action plan contents should be categorized by phase—namely: transaction management, land acquisition and resettlement, construction, and operation. Resettlement is one of the key concerns to address in a gender action plan. Box 2.4 provides recommendations for designing a gender-sensitive resettlement processes.

<sup>83</sup> The World Bank Group, IFC, PPIAF, Canada (2019). *Gender Equality, Infrastructure, and PPPs – A Primer*. P.13

<sup>84</sup> The gender analysis and gender impact assessment are typically closely linked with the gender action plan: if available at the time of developing the gender action plan, the gender analysis and/or gender impact assessment can serve as inputs to the gender action plan; if not, the gender action plan can include gender analysis and impact assessment as part of the required activities of the project.

<sup>85</sup> Asian Development Bank (April 2013). *Tip Sheet No. 2 - Preparing a Project gender action plan*. Publication Stock No. TIM135452

PPP practitioners typically develop the gender action plan. If needed, PPP practitioners can engage a gender expert to assist in developing the gender action plan. During project implementation, the implementing agency and the private developer typically implement the activities prescribed in the gender action plan. The contract management team monitors the private party's implementation of the gender action plan (as described in section 4.2).

### **Box 2.4. Resettlement and women's specific needs**

Infrastructure projects can require resettlement—that is, the process of planning for and implementing the relocation of people, households, or communities from one place to another, often as a result of land acquisition for a project. In such cases, implementing an inclusive resettlement process—one that is tailored to the specific needs and concerns of each subgroup and that involves full engagement with all community members—is critical.

Resettlement puts the most disadvantaged or vulnerable members of the community (who are often women) at risk of further marginalization. These community members might have the most difficulty reconstructing their lives following resettlement. For example:

- In many countries, women are prevented from owning land in their names due to legal restrictions or local customs. A resettlement process that does not account for this could make women more vulnerable to loss of land or livelihoods, or to inadequate compensation for the loss of land that they do own or use.
- For women whose domestic responsibilities depend on land access (such as subsistence farming), inadequate compensation for resettlement can increase pressure and exacerbate other inequalities within the home.
- In many countries, women are responsible for gathering water, fuel, fodder, or forest products. Resettlement could increase the distance or scarcity of resources so it could take longer, impacting women's lives and increasing susceptibility to violence.

Resettlement processes that worsen gender disparities can have negative impacts not only for the community, but for the project company as well.

Key recommendations for designing gender-sensitive resettlement processes include:

- Start by gathering and analyzing detailed, sex-disaggregated information on the affected community
- Ensure the participation of women and men in consultation, negotiation, and planning (including women focus groups if needed)
- Ensure that women have access to benefits
- Consider supporting equitable access to formal land tenure and compensation (such as assistance to support equal access to documents required for establishing title). Women may have difficulty exercising their rights as title holders, or they may have less access to formal land ownership. Efforts to document ownership status and ensure compensation that reflects actual ownership status can be critical

## Box 2.4. Resettlement and women's specific needs

Make sure that support for alternative livelihoods meets women's and men's needs

- Involve women and men in resettlement site selection and housing design. For example, women and men value differently the proximity to public health clinics, schools, and daycare centers
- Guarantee equal or improved access to civic infrastructure (such as water and sanitation)
- Put in place a gender-sensitive grievance mechanism process
- Set up a gender-sensitive monitoring and evaluation process to evaluate the resettlement process
- Consider climate resilience when planning resettlement and inform the communities of the climate resilience measures integrated in the resettlement plan.

For further information, please refer to Tool 3.7 in the International Finance Corporation (IFC)'s Tool Suite on [Women and Community Engagement](#) for Oil, Gas, and Mining Companies (2018).

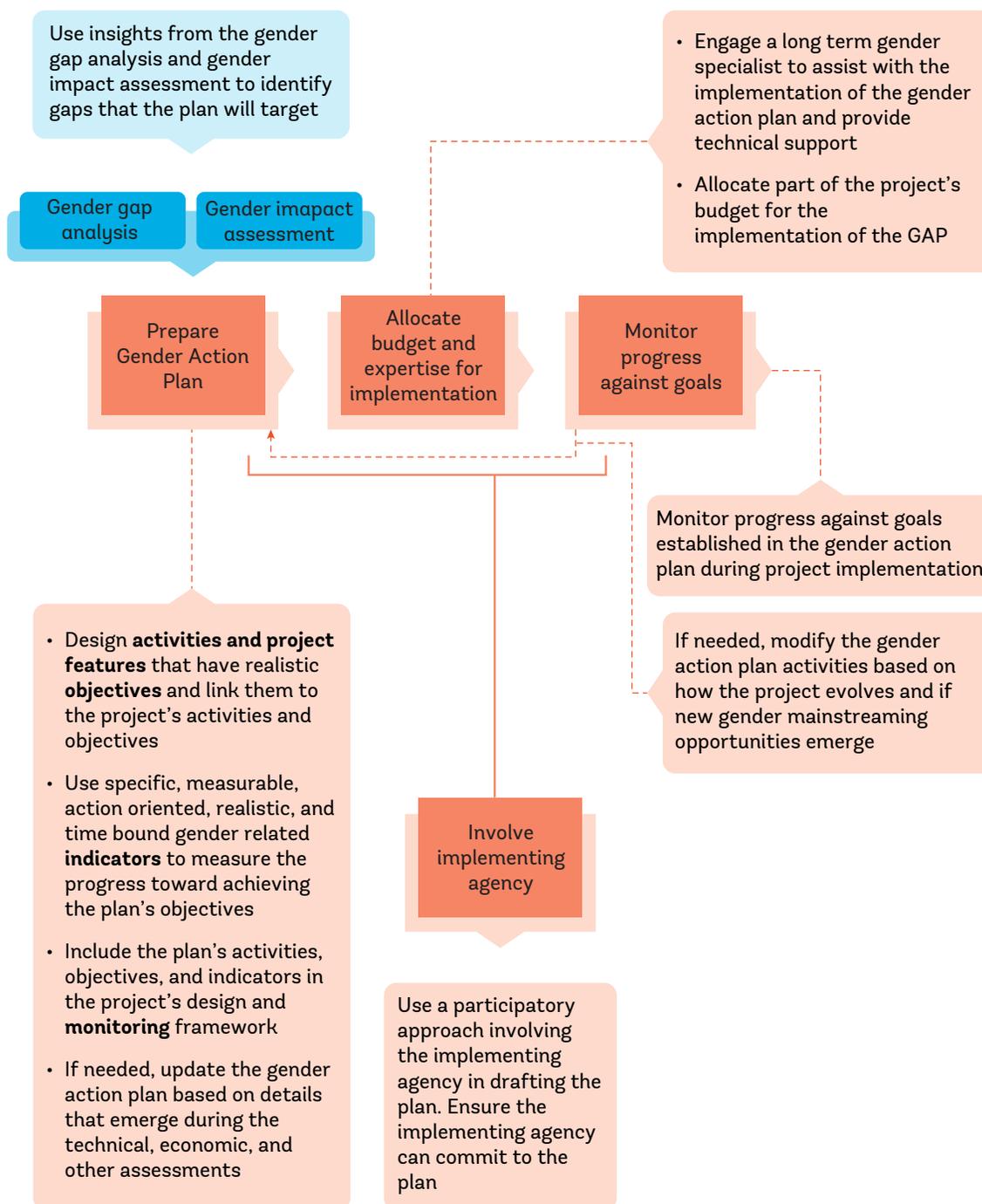
Source: IFC (2018). [Women and Community Engagement](#). Tool 3.7: Designing a gender-sensitive resettlement process.



### Guidance on preparing a gender action plan

Figure 2.8 provides an overview of good practices for designing and implementing a gender action plan.

**Figure 2.8. Good practices for designing and implementing a gender action plan**



Adapted from:  
 UNOPS (2019). Guide on integrating gender throughout infrastructure project phases in Asia and the Pacific.  
 ADB (2013). Tip Sheet No. 2: Preparing a Project gender action plan

The indicators included in the gender action plan should speak to closing or narrowing the gender gaps identified in the analysis. The indicators should:

- Focus on the purpose and the expected medium-term outcome of training programs
- Measure actual decision-making role of women and men in community-based governance structures
- Spell out specific expected changes to measure progress on clearly defined actions
- Focus on creating and measuring jobs that last beyond the project lifecycle
- Focus on the use of services.

A well-defined theory of change and impact statement on gender equality can help to clearly articulate the impact thesis and monitoring indicators. Table 2.3 presents sample indicators and activities included in a gender action plan.

**Table 2.3. Sample gender action plan**

Activities	Outputs with targets/quotas	Indicators	Timeframe	Budget	Person responsible
<b>OUTCOME 1: Promote women's empowerment and increase their income throughout construction and maintenance</b>					
Employ women in project activities	<ul style="list-style-type: none"> <li>• 50% of project staff are women</li> <li>• 1 gender specialist is engaged</li> <li>• 15-50% women employed in construction activities</li> </ul>	% of women employees	Year 1	US30,000	Contractors

Activities	Outputs with targets/quotas	Indicators	Timeframe	Budget	Person responsible
Integrate mandatory gender-sensitization trainings for project staff and supervisors, including trainings on GBV throughout the project lifecycle	Number of staff (Men/Women who received training)	% of people trained , % of men's participation in trainings	Year 1-5	US\$30,000	Contractors with partner/ NGO
Equal wages for women and men for equal work	Women and men receive equitable wages	Average wages of women/men	Years 1-5	US\$7,000	Construction supervisors, contractors
<b>OUTCOME 2: Achieve Inclusive designs to enhance accessibility and infrastructure use</b>					
Include women and vulnerable groups in planning and design	30-50% women's participation in consultation	% of women who participated in consultations	Year 1	US\$18,000	Implementing partner, contractors
Provide training programs aimed at increasing women's usage of the infrastructure, such as transportation or public facilities	Capacity building training aimed at raising workers' awareness on women's safety concerns and other issues when using the infrastructure, so that operations are designed to mitigate such risks	% of workers who participated in the training	Year 1	US\$45,000	Implementing partner, NGO

Activities	Outputs with targets/quotas	Indicators	Timeframe	Budget	Person responsible
Review designs and integrate feedback from women and vulnerable groups	% of recommendations made by women/vulnerable groups incorporated into final designs	Number or % of recommendations made by women and vulnerable groups integrated into the project	Year 1	US\$12,000	Contractors, design reviewers
<b>OUTCOME 3: Empower women in the community with complementary activities</b>					
Increase women's employability through capacity-building trainings	Capacity building training tailored to the country context and project	Number of women who earn higher income/were placed in formal jobs 6 months after training completion	Years 2-4	US\$75,000	Government partners, NGOs, contractors
Provide trainings to mitigate social consequences of construction	Gender-sensitive training on HIV and gender-based violence prevention	Number of women and men with improved knowledge	Years 1-2	US\$45,000	Government partners, NGOs, contractors
<b>OUTCOME 4: Engage in gender-responsive M&amp;E to inform decisions and iterations</b>					
Gender-related activities and goals are tracked and reported	Gender action plan indicators are included in regular progress reports	Reports contain gender action plan indicators	Years 1-5	US\$23,000	Contractors, contracting authority
Establish an inclusive grievance mechanism	Inclusive grievance mechanism accessible to women and men	Reports contain a section on the project's grievance mechanism	Year 1	US\$20,000	Contracting authority

Source: UNOPS (2019). [Guide on integrating gender throughout infrastructure project phases in Asia and the Pacific](#).

Figure 2.9 below provides key questions to consider when designing a gender action plan.

### Figure 2.9. Key questions when designing a gender action plan

#### Project co-benefits

- Can the project create job opportunities for women or women owned businesses?
- Are there constraints for women or women-owned businesses to access the jobs created by the project?
- How can the implementing agency and the project developer support women and women owned businesses in accessing these jobs?
- What indirect economic benefits will the project bring for women (for example, greater employment or business opportunities due to increased economic activity or improved access to transportation, better skills transfer due to transport or power, etc.)?
- Will the project provide new access to markets (for example through improved transportation, information, or education)?

#### Gender-responsive project design

- Do women need different access to services (for example: step free access, lighting, security, or women only facilities)?
- Does the project design need to include additional services to ensure women can use the infrastructure optimally (for example: information or education campaigns)?
- Does the project impact existing formal or informal supply networks, and if so, how does this impact women? Are there project design features that can minimize negative impacts?
- How can the project design enhance any subsidies that women receive and maximize the benefits they obtain through those subsidies?
- Can key community stakeholders (such as relevant community based organizations or non governmental organizations) help provide services to women to reduce the cost of delivery (for example: through bulk purchases)?
- Can the project provide other services to women? Is there an opportunity for cross selling or other public service delivery?
- Are the project operations designed with considerations for women and men's needs (for example: do the houses built for project staff adequately meet women's needs)?"

Adapted from: IFC (2019). [Gender Equality, Infrastructure and PPPs – A Primer](#).

Box 2.5 presents other useful examples of gender action plans. Governments and PPP practitioners can refer to these examples to examine gender action plans applied to specific projects or initiatives.

### Box 2.5. Examples of gender action plans

- **Gender action plan for the Ulaanbaatar Green Affordable Housing Fund:**
  - The project seeks to provide Mongolians living in Ulaanbaatar with increased access to low-carbon and climate-resilient eco-districts and green affordable housing. To accomplish this, the Development Bank of Mongolia's Asset Management SC LLC (DBM-AMC) wants to establish, manage, and operate the Eco-District and Affordable Housing Fund. The Asian Development Bank (ADB) is assisting DBM-AMC
  - The gender action plan includes gender-responsive activities for project design and implementation, targets, indicators to measure progress against targets, agencies responsible for completing the activities, timeline, and an assigned budget for the activities
- **United Nations (UN)'s gender action plan to support gender-responsive climate action:**
  - The UN's gender action plan seeks to achieve equal participation of women in the implementation of the United Nations Framework Convention of Climate Change
  - This gender action plan establishes activities, responsible actors, a timeline, and deliverables to enact gender-responsive policy, increase the participation of women in activities related to the implementation of the Framework, and engage in gender-responsive monitoring and evaluation of the implementation.
- **Gender action plan for the implementation of the Lao PDR Emission Reductions Program:**
  - The project seeks to create an enabling environment for sustainable management of forests and enhancement of forest carbon stocks in Lao PDR. It also seeks to create market solutions for agricultural drivers of deforestation and engage in climate change mitigation action through forestry. The project is financed by the Green Climate Fund, ADB, Lao's Ministry of Agriculture and Forests, the International Fund for Agricultural Development, Japan's International Cooperation Agency and private sector donors<sup>86</sup>
  - The gender action plan includes gender-responsive measures and actions linked to project activities, indicators, baselines and targets, timelines, responsible actors, and a budget to implement the measures
  - The document that contains the gender action plan explains the gender action plan's purpose, how it fits into the project design, and how it interacts with the gender analysis.

<sup>86</sup> GIZ. Emission reductions through improved governance and sustainable forest landscape management. <https://www.giz.de/en/worldwide/85504.html>

### 7.1.5. Integrate gender aspects in the project's viability assessments

The appraisal stage involves assessing the project's feasibility (including technical, legal, economic, financial, and commercial viability, Value for Money, in addition to the ESIA) in accordance with the prevailing legal and regulatory framework.

PPP practitioners should consider gender-related aspects when carrying out these assessments. Furthermore, these assessments might reveal information that is relevant for the gender action plan; therefore, the gender action plan may require updating based on the results of the assessments.

Table 2.4 below provides an overview of gender aspects to consider when carrying out these assessments. The table does not include the ESIA, since the gender gap analysis and gender impact assessment are typically embedded into the ESIA process.



**Table 2.4. Good practices for gender responsive PPP assessments**

Assessment	Good practices
Technical feasibility	<ul style="list-style-type: none"> <li>• Assess if the project design is suitable to close gender gaps identified</li> <li>• Assess and (if deemed feasible) incorporate features in the project’s technical design to:               <ul style="list-style-type: none"> <li>• Cater to gender-specific needs—for example: separate facilities for women and men, security equipment, improved lighting, additional seating space (see Box 2.6 further below for example)</li> <li>• Close gender gaps—for example: targets for recruiting and training women employees, implementing measures to avoid gender-based violence (GBV)</li> </ul> </li> <li>• Determine if some of the project’s key performance indicators can be sex-disaggregated to reflect targets or activities included in the gender action plan</li> </ul>
Economic viability	<ul style="list-style-type: none"> <li>• Incorporate the costs and expected benefits of activities identified in the gender action plan in the analysis</li> <li>• Use sex-disaggregated data for the analysis (for example: consider what the affordability thresholds are for tariffs or fees for women-led households and men-led households)</li> <li>• Consider the potential effects of integrating design features that address gender-specific needs on willingness to pay and demand for the project</li> <li>• Account for non-market factors such as high risks, and indirect and direct benefits for women and men living in the project area. Such factors are typically identified during the gender gap analysis and gender impact assessment and can include, for example:               <ul style="list-style-type: none"> <li>• Increased free time. In many countries, women and girls are typically responsible for fetching water or collecting wood for cooking and heating—and the time they spend doing so can limit their educational opportunities or participation in the paid workforce. A project aiming to improve access to water or electricity in such countries can lead to significant time savings for women and girls. In such cases, the avoided cost of time spent collecting wood or fetching water is an important factor to consider when assessing a project’s economic and financial viability. To determine this avoided cost, it is useful to understand how households value the time and labor of women and girls in financial decision-making. In many cases, households tend to undervalue the time and labor of women and girls</li> <li>• Increased employment opportunities</li> <li>• Health benefits</li> <li>• Better market access for small traders through construction of ancillary infrastructure</li> </ul> </li> </ul> <p data-bbox="396 1906 1349 1969">Integrating the above points can give a more accurate picture of the project’s economic viability</p>

Assessment	Good practices
Financial viability	<ul style="list-style-type: none"> <li>• Where relevant, include the costs of implementing activities identified in the gender action plan in the project costs</li> <li>• Consider whether the demand predictions backed by surveys or demand forecast models incorporate sex-disaggregated data</li> <li>• Assess potential means to make tariffs or fees affordable for women-headed households or poor women and men while still ensuring good financial returns for the private partner</li> <li>• When evaluating tariff or fees options, consider whether each option could result in gender-based price disparity (also known as ‘pink tax’). For example, public transport systems that charge a flat rate per line or per journey and that do not offer integrated ticketing systems can have a gender discriminatory effect if women tend to travel to multiple destinations within one trip and men do not</li> <li>• Consider options to access concessional funding linked to gender performance<sup>87</sup></li> </ul>
Legal feasibility	<p>Identify legal obstacles, risks, and opportunities for women and girls. These may include, for instance:</p> <ul style="list-style-type: none"> <li>• Regulatory licensing and tariff-setting schemes that could disadvantage women</li> <li>• Monopoly rights of infrastructure providers that may exclude small-scale options that are beneficial for poor women and men</li> <li>• Discriminatory legal and customary compensation regimes in the case of resettlement and loss of livelihood</li> <li>• Labor-law provisions that promote women’s employment, and local content provisions that benefit women and women-owned businesses</li> </ul>
Value for Money (VFM)	<ul style="list-style-type: none"> <li>• Include the costs of the gender responsive measures in the public sector comparator and in the PPP preliminary model</li> <li>• Assess the effects of gender aspects on PPP suitability, considering the various VFM drivers (such as project size, market appetite, precedent projects, risk allocation, certainty of supply, project quality, output-based contracting, finance availability, legal and regulatory framework). For instance, assess: <ul style="list-style-type: none"> <li>• If the PPP structure considered incentivizes the concessionaire to close gender gaps</li> <li>• If there are significant gender risks within the project that are not manageable by a private partner, or that may affect the availability of financing</li> <li>• If the country has adopted a national framework legislation on gender equality</li> <li>• Whether the project might experience a change in demand due to gender aspects</li> </ul> </li> </ul>

<sup>87</sup> Global Infrastructure Facility, the World Bank Group (2022). [Stocktake of Approaches that Leverage Private Sector Investment in Sustainable Infrastructure](#).

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Assessment	Good practices
Commercial viability	<p data-bbox="396 327 1425 394">If conducting market sounding, identify and reach out to women-owned businesses where possible:</p> <ul data-bbox="396 428 1425 852" style="list-style-type: none"><li data-bbox="396 428 1425 569">• When assessing the commercial viability of a PPP project, PPP practitioners often test market interest in the project through market sounding (that is, presenting the main parameters of the project to selected potential investors for questions and comments)</li><li data-bbox="396 602 1425 852">• When conducting market sounding, PPP practitioners should proactively seek out women-owned business or businesses that have gender responsive corporate strategies. Involving these businesses in the PPP process and raising their awareness of the project can increase the likelihood that they will participate in the project. Furthermore, PPP practitioners can leverage the expertise and knowledge on gender issues that these businesses provide to increase the gender responsiveness of the project</li></ul>

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Source: Adapted from The World Bank Group, IFC, Public Private Infrastructure Advisory Facility (PPIAF), Government of Canada (2019). Gender Equality, Infrastructure, and PPPs – A Primer. P.35-36.



Box 2.6 below shows how the Metro Manila Bus Rapid Transit (BRT) Line 1 project integrates technical design features that address women's concerns and specific needs identified during the project's social impact assessment. When such concerns and needs are identified sufficiently early in the project appraisal, the technical feasibility assessment can cover gender responsive design features.

### **Box 2.6. Metro Manila BRT Line 1 – from gender concerns to design features**

Women account for 55 percent of public transport users in Metro Manila, and experience unique challenges. The social impact assessment for the Metro Manila Bus Rapid Transit (BRT) Line 1 project included gender-sensitive stakeholder consultations, during which women revealed the following concerns:

- Physical harassment, possibly due to overloading
- Inadequate safety and security
- Difficulty in traveling with children and luggage
- The need for a payment scheme to allow for multiple trips
- Difficulty in boarding and alighting
- Women employees poorly represented in the public transport sector (where drivers and conductors are predominantly men).

These concerns were integrated into the project through design features, including:

- Sufficient space for passengers and cargo
- Upgraded sidewalks and walking facilities
- Well-lit stations and surveillance equipment installed on buses and at stations
- BRT system designed for ease of boarding and alighting, with buses and stations at the same level
- A project policy environment that promotes equal employment opportunities for women in the BRT system.

Despite the Metro Manila BRT Line 1 project not being implemented due to slow progress and the COVID-19 pandemic, this example illustrates how insights gathered through gender analysis and gender impact assessments can shape the technical features of a PPP.

Source: IFC, World Bank Group, Canada, PPIAF (2019). [Gender Equality, Infrastructure and PPPs: A Primer](#). The World Bank (2022). [Restructuring Paper on a Proposed Project Restructuring of Metro Manila BRT Line 1 Project Approved on March 16, 2017 to Republic of the Philippines](#).

## 7.2. Structure the PPP

Structuring a PPP means allocating responsibilities, risks, and rights to each party to the PPP contract (see section 3.3 of the [PPP Reference Guide](#)). Structuring involves:

- **Developing the initial project concept into key commercial terms**—that is, a preliminary outline of the required outputs, contract type, responsibilities, and risks, and how the private party will be paid<sup>88</sup>
- **Identifying and assessing the project risks and risk mitigation measures, and allocating each risk** to the party best qualified to manage it to maximize the project's VFM
- **Defining the allocation of responsibilities and the payment mechanism** based on the chosen risk allocation.

The link between a PPP structure and gender equality is not always evident. However, different PPP structuring decisions can affect or empower women. For instance, a project structure that 'bundles' multiple small contracts into a larger transaction or that has implications on the size of subcontracts can affect the participation of women-owned businesses (which tend to be smaller and have less financial power than men-owned businesses).<sup>89</sup> Furthermore, inadequate assessments of gender-specific risks can lead to project structures that harm women, as illustrated in the example described in Box 2.7. It is therefore important for PPP practitioners and contracting authorities to consciously consider gender aspects as they define the project structure.

<sup>88</sup> PPP Reference Guide p. 140

<sup>89</sup> Office on the Economic Status of Women (2016). Why are Women-Owned Businesses Overall Smaller than Men-Owned Businesses? <https://www.oesw.mn.gov/PDFdocs/Why%20do%20women%20start%20disproportionately%20fewer%20businesses%20than%20men%20.pdf>



### **Box 2.7. The case of Ghana water ATMs and the disempowerment of water vendors**

In Ghana, about 5 million people out of a total population of about 31 million lack access to clean, safe water. One person in ten must spend more than 30 minutes to get drinking water. Problems are particularly acute in off-grid communities. These are the low-income, rural, and peri-urban locations that aren't connected to municipal or main centralized water supply.

To give people better access to water, a PPP installed “water ATMs”. Water ATMs are low-cost, self-contained, solar-powered automated water vending machines that store clean water and are most often connected to a water purifying plant that uses groundwater. Most water ATMs are designed to operate 24 hours a day. Customers buy water from the ATMs using a water card, which is topped up with credit via mobile money.

A study on a water ATMs project in Yawkwei (a peri-urban community in the Ashanti region of Ghana) indicates that the project was a great success in its core objective of providing more convenient access to safe water. However, the project led to disempowerment and ultimately loss of livelihood for some women, with four women losing their jobs in Yawkwei. The ATMs in the area were installed on water standpipes that were previously operated by five vendors—all of whom were women. By digitalizing the operation of the water standpipes, the project removed the women's roles in collecting water fees, recording usage, and delivering payments to the water provider. Concurrently, digitalization provided opportunities for men (as there appears to be some tendency for men to be more associated than women with mobile phone technologies and, for example, to take responsibility for top-up payments onto the water cards).

Had a gender responsive approach been taken to project structuring, it might have been possible to find an appropriate role for these women within the PPP, or for the PPP operator or another party to have offered the women training in another skill.

Source: Godfred Amankwaa, Richard Heeks, Alison L. Browne (2022). [Water ATMs and Access to Water: Digitalisation of Off-Grid Water Infrastructure in Peri-Urban Ghana](#). *Water Alternatives* 15(3): 733-753.

Godfred Amankwaa (February 2, 2023). [Water ATMs were introduced in Ghana – and are changing the way people can access this vital resource](#).

PPP practitioners can define a project structure that is gender responsive by: (i) assessing gender-specific project risks; (ii) considering gender aspects when defining risk and responsibility allocations; and (iii) ensuring that the project structure complies with applicable safeguards of relevant IFIs.

For (i) and (ii), PPP practitioners should conduct gender-sensitive stakeholder consultations. Such consultations can facilitate the identification of gender-specific risks and issues that a project is likely to face during preparation and implementation, and the identification of appropriate gender responsive PPP structures. These consultations may be combined with consultations carried out as part of the gender gap analysis and gender impact assessment (which are described in sections 2.1.2 and 2.1.3). Section 2.1.1 provides information and tools for carrying out gender-sensitive stakeholder consultations.

### 7.2.1. Assess gender-specific project risks

When structuring a PPP, PPP practitioners often start by creating a risk register (a comprehensive list of all the risks associated with the project). A risk is an unpredictable variation in the project's value—from the point of view of some or all stakeholders—arising from a given underlying risk factor.<sup>90</sup> PPP practitioners use the risk register to assess and prioritize risks, before identifying appropriate risk allocations.

PPP practitioners should include relevant gender-specific project risks in the risk registers. PPP practitioners can identify gender-specific risks through the gender gap analysis (section 2.1.2), gender impact assessment (section 2.1.3), and other assessments (section 2.1.5) carried out during the project appraisal. When identifying gender-specific project risks, PPP practitioners should consider how these risks can affect women and men of different ethnicities, sexual orientations, age, and economic backgrounds, among other factors. PPP practitioners should also consider any relevant risks related to climate change and how climate resilience may affect identified risks, considering the gender-specific impacts of climate change.

When identifying and allocating gender-specific project risks, PPP practitioners could apply a more comprehensive human rights concept and approach to risk management, as proposed in the new United Nations study “Benchmarking Study of Development Finance Institutions’ Safeguard Policies”.<sup>91</sup> This approach involves shifting risk management thinking to ‘consequence-based decision-making’ driven by the severity of possible consequences, where severe impacts are escalated for consideration and action even where they may be less likely.

Table 2.5 below provides a range of examples of gender-specific risks that can affect the desired outcomes of infrastructure projects. PPP practitioners can use this table to identify gender-specific risks in the projects they structure.

<sup>90</sup> PPP Reference Guide, p. 140.

<sup>91</sup> Office of the United Nations High Commissioner for Human Rights (2023). [Benchmarking Study of Development Finance Institutions’ Safeguard Policies](#)



**Table 2.5. Identifying gender-specific project risks in infrastructure projects: examples**

Risk type	Description
Design	<p>Risk that the project design does not account for gender-specific needs or uses. For instance:</p> <ul style="list-style-type: none"> <li>• A school project design that does not integrate separate, adequate facilities for menstrual hygiene management is inadequate for girls and women—and will affect the attendance of girls and women at the school</li> <li>• In a place in which women are concerned about their safety in public transport, a public transport project that does not integrate design features or measures to effectively address these concerns (such as the presence of security personnel, surveillance cameras, and ‘help’ buttons in bus stations and buses) is inadequate for women</li> </ul>
Service	<p>Risk that the service provided by the project does not respond to women’s needs or preferences as much as it responds to men’s needs and preferences or is not accessed equitably by women and men. For example, a public transport project that offers very limited service during off-peak hours does not focus on the experience of women users if women tend to travel more during off-peak times</p>
Demand	<p>Risk that the user levels for the project are different to forecast levels because of unaddressed gender-specific needs and preferences. For instance, if women raise safety concerns regarding public transport and a bus rapid transit (BRT) project does not integrate adequate measures to address these concerns, women may not be able to use the BRT service as anticipated</p>
Pricing	<p>Risk that the infrastructure service pricing structure is discriminatory for women. For example, as mentioned further above, public transport systems that charge a flat rate per line or per journey and that do not offer integrated ticketing systems can have a gender discriminatory effect if women tend to travel to multiple destinations within one trip and men do not</p>
Cost	<p>Risk that the project costs—including the cost of implementing the activities set out in the gender action plan— are higher than anticipated</p>
Delay	<p>Risk that the timeframe required for implementing the activities set out in the gender action plan is longer than anticipated</p>
Partnering	<p>Risk that the selected private partner or its subcontractors do not have the ability to identify or respond to gender-specific needs and preferences or to implement gender responsive measures</p>

Risk type	Description
Legal and regulatory	<p>Risk that the project:</p> <ul style="list-style-type: none"> <li>• Is built or operates within legal provisions that discriminate women (for example, regulatory licensing and tariff-setting schemes that could disadvantage women), or</li> <li>• Cannot meet legal or regulatory requirements on gender aspects (for example, if the legal framework establishes quotas for qualified women to be employed, and women in the local workforce do not have or cannot learn the skills required for the project operation)</li> </ul>
Disruptive technology	Risk that a new emerging technology that better responds to gender-specific needs or preferences unexpectedly displaces the established technology or service
Employment and business opportunities	<ul style="list-style-type: none"> <li>• Risk that the project does not offer equitable employment and business opportunities to women and men</li> <li>• Risk that subcontractors do not consider or address gender issues</li> </ul>
Resettlement	Risk that the resettlement process exacerbates gender inequalities in affected communities (or for groups of citizens—for example, poor households and the elderly—in affected communities)
GBV	Risk that the project implementation leads to an increase in gender-based violence (GBV) in affected communities, for project workers, or for end users of the project
Health	Risk that the project implementation leads to an increase in health issues, and for women more than for men. For example, an increase in sexually transmitted diseases in women due to significant labor influx during project construction
Social cohesion	Risk that the project affects social cohesion or cultural heritage practices. For example, a water supply project that reduces opportunities for women to converse while collecting water
Occupational	Risk that the project company does not implement adequate safety measures for women. For example, providing ill-fitting personal protective equipment, or having inadequate processes for temporarily reassigning pregnant workers to avoid exposure to hazards

Source: Castalia

## 7.2.2. Consider gender aspects when determining risk and responsibility allocation

PPP practitioners should consider gender risks, constraints, and opportunities specific to the local context (including gender roles and gender gaps in the affected communities, as well as the applicable gender policy and legal framework, if any) when determining the allocation of risks and corresponding responsibilities. For example:

- What measures can be adopted to address the risk of gender-based violence (GBV) increase in the project area as a result of labor influx during project construction, and which party to the contract would be best placed to implement such measures?
- If the legal framework establishes quotas for qualified women to be employed, who will bear the risk that women in the local workforce do not have or cannot learn the skills required for the project operation?
- Is the proposed project structure likely to limit or encourage the participation of women-owned businesses?

PPP practitioners may not have the expertise necessary to incorporate measures to address women's specific needs in the project structure. In such cases, PPP practitioners should hire a gender expert to support them in structuring and appraising PPPs. The tool below provides guidance and standard language for terms of reference, which contracting authorities can adapt to engage an independent gender expert.

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### Guidance for Terms of Reference for Gender Expert

#### *Introduction*

- Describe the project and its current status regarding the gender-responsive activities carried out and planned
- Discuss outcomes of gender-responsive activities so far
- Describe why the project needs a gender specialist

#### *Scope of work*

- Outline the activities that the gender expert will engage in
  - Adapt this section to reflect the project's team structure. Depending on the structure, the expert will lead certain activities or provide support
  - Activities for the scope of work can include the following:
    - Collect sex-disaggregated, gender-specific data for a community baseline assessment
    - Carry out gender-sensitive stakeholder analysis
    - Design and implement gender-sensitive community consultations
-

- 
- Carry out gender analysis and gender impact assessment
  - Design a gender action plan that identifies opportunities for including gender-responsive activities in the project implementation
  - Train project staff on participatory monitoring and grievance mechanisms<sup>92</sup>
  - Train project staff on gender-based violence
  - Design and implement a gender-sensitive a resettlement program

### ***Key skills and experience***

- Require postgraduate university degree in Social or Natural Sciences or another relevant field. Preferably, the expert would have a specialization in gender and project management
- Require technical and functional experience such as:
  - 5 years or more practical experience in gender equality and gender mainstreaming
  - Formal training in gender analysis and planning and experience in mainstreaming gender in projects relevant to the assignment
  - Understanding of the gender context in the country and experience working with governments and PPP practitioners in projects that included gender-mainstreaming activities
  - Familiarity with gender analysis tools and methodologies
  - Strong communication skills and ability to work as a liaison among relevant stakeholders
- Extensive understanding of the local context and cultural norms

### ***Reporting and team structure***

- Describe the structure of the team that will interact with the gender expert
- Clarify the responsibilities that the gender expert will have (e.g., the gender expert will lead certain activities or support key team members) and who they will report to.

Adapted from: UNIDO (2021). [Guide to Gender Analysis and Gender Mainstreaming the Project Cycle](#). IFC (2018). [Women and Community Engagement](#).

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<sup>92</sup> Grievance mechanisms are systems or specified procedures for methodically addressing grievances or complaints and resolving disputes. See section 4.2.3 for more information on grievance mechanisms.

### 7.2.3. Ensure that the project structure complies with applicable safeguards from IFIs and MDBs

Many IFIs and MDBs include gender aspects in their safeguard policies and have developed tools to identify and assess gender related risks and opportunities. Gender is a cross-cutting issue addressed in almost all standards of IFIs—including standards on labor conditions, community health and safety, resettlement, stakeholder engagement, and indigenous people. The Private Infrastructure Development Group (PIDG), for example, sets minimum gender-related standards for the projects it supports and finances. These minimum standards include carrying out women-led consultations, reporting gender disaggregated data, and a requirement to carry out a GBV risk assessment and to incorporate preventative measures accordingly.

For projects for which governments wish to obtain support or financing from some of these institutions, PPP practitioners should ensure that the project structure and design is compliant with the institutions' gender-specific safeguards. PPP Practitioners should also ensure that the gender-related requirements set out in the PPP contract are consistent and coherent with these safeguards.

Box 2.8 presents an excerpt of the International Finance Corporation (IFC)'s Guidance Note on the assessment and management of environmental and social risks and impacts as it relates to gender. The Guidance Note offers helpful information on the requirements contained in IFC's performance standards.



## Box 2.8. IFC's assessment and management of environmental and social risks and impacts

IFC's Guidance Note on the assessment and management of environmental and social risks and impacts states that: "Projects may have different impacts on women and men, due to their differentiated socioeconomic roles and their varying degrees of control over and access to assets, productive resources, and employment opportunities. There may be norms, societal practices, or legal barriers that impede the full participation of persons of one gender (usually women, but potentially men) in consultation, decision-making, or sharing of benefits. These legal and societal norms and practices may lead to gender discrimination or inequality. Gender-differentiated impacts should be assessed and the risks and impacts identification process should propose measures designed to ensure that one gender is not disadvantaged relative to the other in the context of the project. This may include providing opportunities to enhance full participation and influence in decision-making through separate mechanisms for consultation and grievances, and developing measures that allow both women and men equal access to benefits (such as land titles, compensation, and employment)."

**The Guidance Note offers helpful information on the requirements contained in IFC's performance standards, for most of which gender is a cross-cutting issue. For instance:**

- IFC's performance standard on labor and working conditions (standard 2) includes a non-discrimination and equal opportunity provision that forbids the client from making employment decisions based on personal characteristics (including gender) unrelated to the job requirements. This performance standard also requires that the client commit to equal pay provisions and incorporate mechanisms to prevent and address Gender-Based Violence.
- IFC's performance standard on Land Acquisition and Involuntary Resettlement (standard 5) includes provisions to issue joint titling and compensation for both husband and wife during resettlement. This performance standard also mandates that the client ensure that women have equal access to all available resettlement assistance (such as access to credit and skills training), and requires that the resettlement consultation process accounts for women's perspectives and needs.

Source: IFC (2021). Guidance Note 1: Assessment and Management of Environmental and Social Risks and Impacts. IFC (2012). [Performance Standard 2: Labor and Working Conditions](#); IFC (2012). [Performance Standard 4: Community, Health, Safety, and Security](#). IFC (2012) [Performance Standard 5: Land Acquisition and Involuntary Resettlement](#)

Box 2.9 provides an example of the consequences of non-compliance with a MDB's safeguards.

### **Box 2.9. Cancellation of a World Bank-funded road improvement project in Uganda due to gender-based violence in the community**

In 2015, a \$265 million World Bank-funded project to improve the national road network in Uganda was cancelled following allegations of sexual abuse of minors by government contractors, among other problems. Two other projects were also suspended as a result, pending further investigation.

As this example shows, allegations of sexual misconduct and gender-based violence can have serious implications for projects funded by the World Bank Group. These behaviors violate World Bank Group environmental and social safeguards and performance standards, and can be grounds for project suspension or cancellation, even when subcontractors are responsible for the misconduct.

Sources: IFC (2018). Women and Community Engagement.  
World Bank (December 21, 2015). [World Bank Statement on Cancellation of the Uganda Transport Sector Development Project \(TSDP\) News Release](#).



Table 2.6 below provides references to documents describing the gender approaches and safeguards of some of the key institutions involved in infrastructure PPPs worldwide.

**Table 2.6. Links to gender approaches and safeguards of key institutions involved in infrastructure**

Institution	Document describing gender approach, safeguards, or requirements
African Development Bank (AfDB)	<a href="#">The African Development Bank Gender Marker System (2020)</a>
Asian Development Bank (ADB)	<a href="#">Guidelines for Gender Mainstreaming Categories of ADB Projects (2021)</a>
Interamerican Development Bank (IDB)	<a href="#">Environmental and Social Policy Framework (2020)</a>
International Finance Corporation (IFC)	<a href="#">Policy on Environmental and Social Sustainability (2012)</a>
European Bank for Reconstruction and Development (EBRD)	<a href="#">Environmental and Social Policy (2019)</a>
European Investment Bank (EIB)	<a href="#">Environmental and Social Standards (2022)</a>
Proparco	<a href="#">Assessing Environmental and Social Risks (Proparco website, accessed in March 2023)</a>
Millennium Challenge Corporation (MCC)	<a href="#">Gender Policy   Millennium Challenge Corporation (2012)</a>
Corporacion Andina de Fomento (CAF)	<a href="#">CAF – GEF project environmental and social safeguards (2021)</a>
United States International Development Finance Corporation (DFC)	<a href="#">Environmental and social policy and procedures (2020)</a>
World Bank	<a href="#">The World Bank Environmental and Social Framework (2017)</a>
	<a href="#">Environmental and Social Framework Resources (World Bank website, accessed in March 2023)</a>
	<a href="#">Good practice note – Addressing Sexual Exploitation and Abuse and Sexual Harassment (SEA/SH) in Investment Project Financing involving Major Civil Works (February 2020)</a>



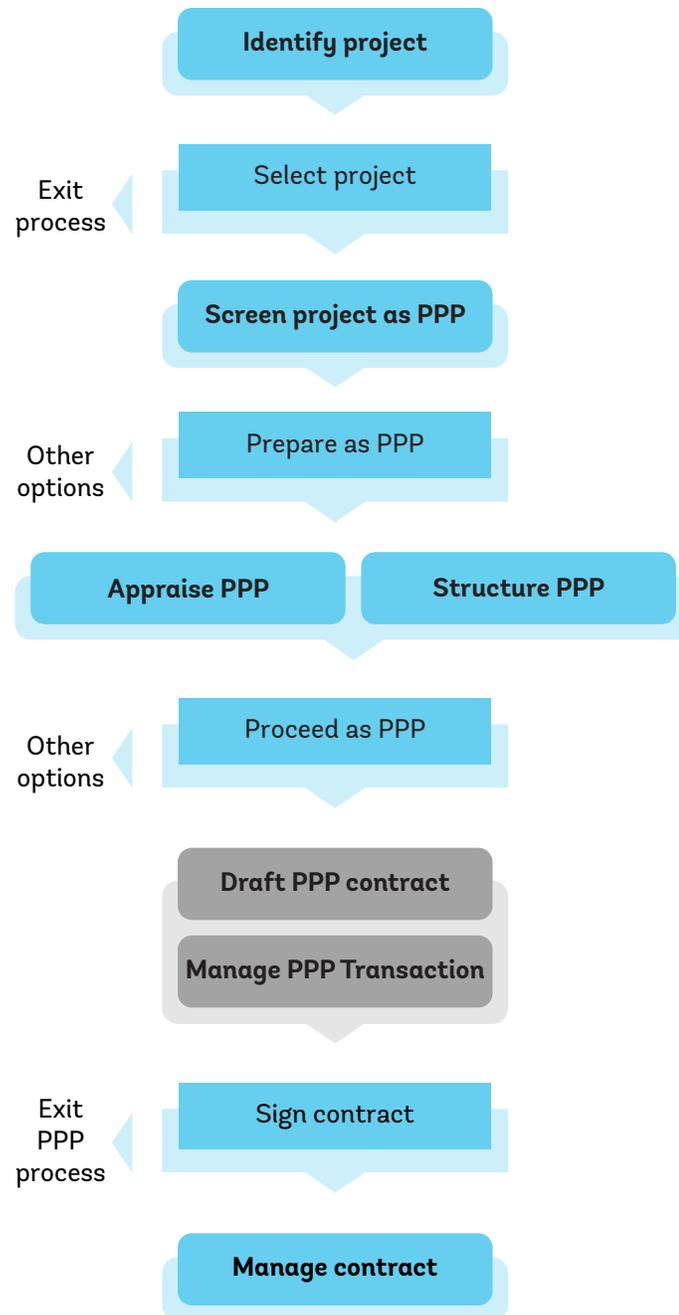
# Module 3

## Transaction

## Module 3: Transaction

The transaction stage involves drafting the PPP contract, then managing the PPP transaction to select the private party that will deliver the project, as shown in Figure 3.1 below.

**Figure 3.1. Stages of the PPP process: Module 3**



The PPP contract drafting is a critical stage for making a project gender responsive, since the PPP contract defines what is expected from the private party and how the private party will get remunerated throughout the project duration. The PPP contract should clearly specify (and therefore make legally enforceable) the gender responsive features, performance, activities, plans, and codes of conduct that are required for the project.

**The PPP transaction is the stage in which the government selects the private party. Using gender-related qualification and evaluation criteria at this stage ensures that the selected private developer has the capacity to meet the project's gender responsive requirements and has an adequate plan for doing so.**

PPP practitioners should ensure that gender-related specifications are fully integrated into the PPP contract, procurement requirements, and other project documents.



Figure 3.2 presents a selection of good practices and associated tools for drafting gender responsive PPP contracts and managing gender responsive PPP transactions.

**Figure 3.2. Overview of best practices and tools for PPP contract drafting and transaction management**

Stage	Gender best practices	Tools
Draft PPP Contract	<ul style="list-style-type: none"> <li>Define gender responsive performance requirements</li> </ul>	
	<ul style="list-style-type: none"> <li>Specify clear plans and requirements for gender impact management</li> </ul>	 Standard clauses regarding the implementation of gender impact management plans
	<ul style="list-style-type: none"> <li>Set commitments for gender responsive employment and procurement</li> </ul>	 Elements of gender responsive corporate policies
	<ul style="list-style-type: none"> <li>Set requirements for gender based violence (GBV) prevention</li> </ul>	 Sample GBV codes of conduct
	<ul style="list-style-type: none"> <li>Link payments to performance against gender- related plans and targets</li> <li>Determine method to monitor compliance with gender responsive targets</li> </ul>	 Sample gender responsive performance indicators
Manage PPP Transaction	<ul style="list-style-type: none"> <li>Encourage women-owned businesses to bid</li> </ul>	 Good practices for an inclusive procurement strategy
	<ul style="list-style-type: none"> <li>Use gender- related qualification and evaluation criteria</li> </ul>	 Examples of gender- related criteria and objectives to achieve through them
	<ul style="list-style-type: none"> <li>Provide information on gender aspects in the marketing and tender documents</li> </ul>	 Checklist on gender- related information to include in the data room and on the project teaser
	<ul style="list-style-type: none"> <li>Ensure gender- sensitivity in engagement with bidders</li> </ul>	 Gender- inclusive language guidelines

**KEY**

-  Standard text
-  Checklist
-  Template
-  Indicators
-  Processes and guidelines

This toolkit is based on the premise that governments want to develop and implement PPPs that achieve gender objectives. Governments can achieve such objectives by integrating the features described in this module in PPP contracts. Nonetheless, socially motivated lenders may also supplement PPP contracts by including additional gender-related specifications or requirements in their loan agreements. These may include any items that would otherwise be included in a PPP contract (such as requirements for GBV prevention, and other features described in section 3.1).

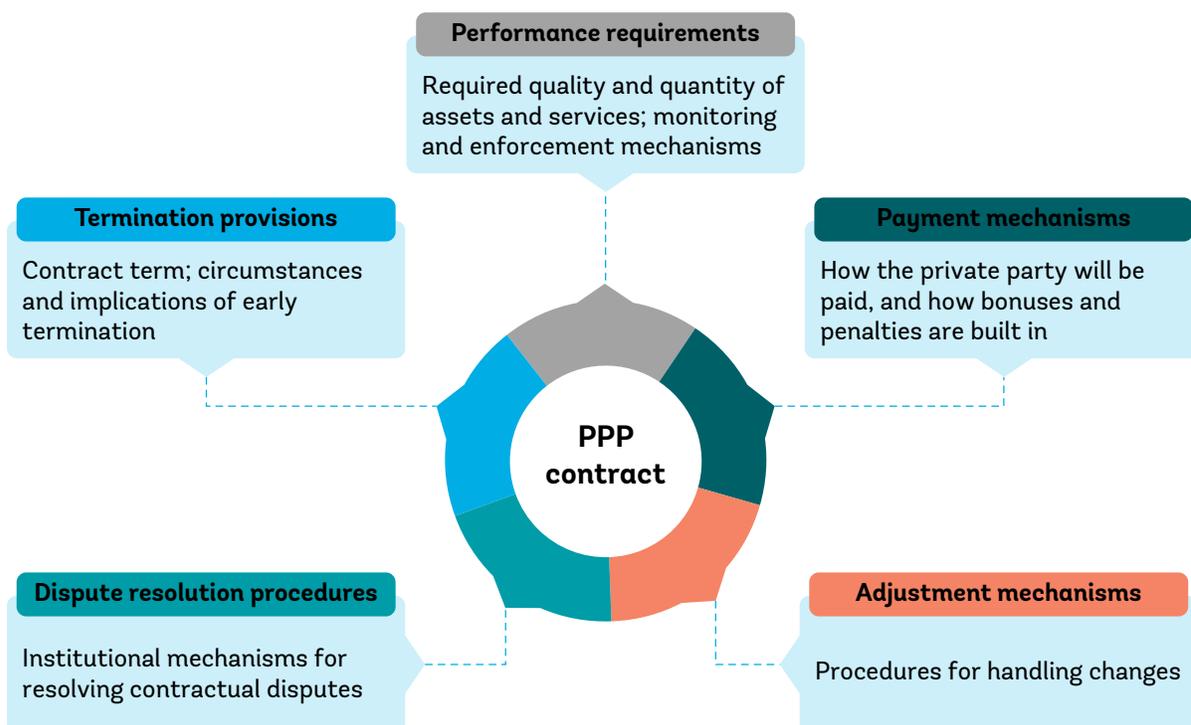
Lenders may also want to verify that the contract mandates subcontractors to conform with the specifications and requirements set out in the contract (see Box 2.9 for a project the World Bank cancelled due to subcontractor misconduct). Lenders should check the PPP contract before integrating any additional requirements in loan agreements, to ensure that such requirements are supplementing—rather than contradicting—the requirements set out in the PPP contract. Further, to the extent that a socially motivated lender agrees with the PPP contract provisions and wishes to bolster their enforcement, the lender could specify in the loan agreement that any default of the PPP contract’s gender provisions would also constitute a breach of the loan agreement.

## 8.1. Draft PPP contract

The PPP contract defines the relationship between the contracting entity and the private party. The contract defines the parties’ respective rights and responsibilities, allocates risk, and provides mechanisms to deal with change (see section 3.4 of the [PPP Reference Guide](#)).

Figure 3.3 provides an overview and description of the key elements of a PPP contract.

**Figure 3.3. Key elements of a PPP contract**



*Note: the word 'penalty' used in the diagram refers to fines payable by the private party if certain specified outputs or standards are not reached. With common law, contracts may not include penalties. Therefore, the 'penalty' must be structured as a reduction in payment or be a genuine pre-estimate of the harm caused if a term is not fulfilled (known as liquidated damages).*

Source – adapted from: The World Bank (2017). [PPP Reference Guide](#) – Version 3. Section 3.4.

Securing the fulfilment of gender-related obligations from the private party requires including specifications in the PPP contract. It is not possible to prescribe a unique template for integrating gender-related specifications in a PPP contract. PPP contracts are complex and differ one from another. Similarly, gender action plans differ from one another and contain various elements.

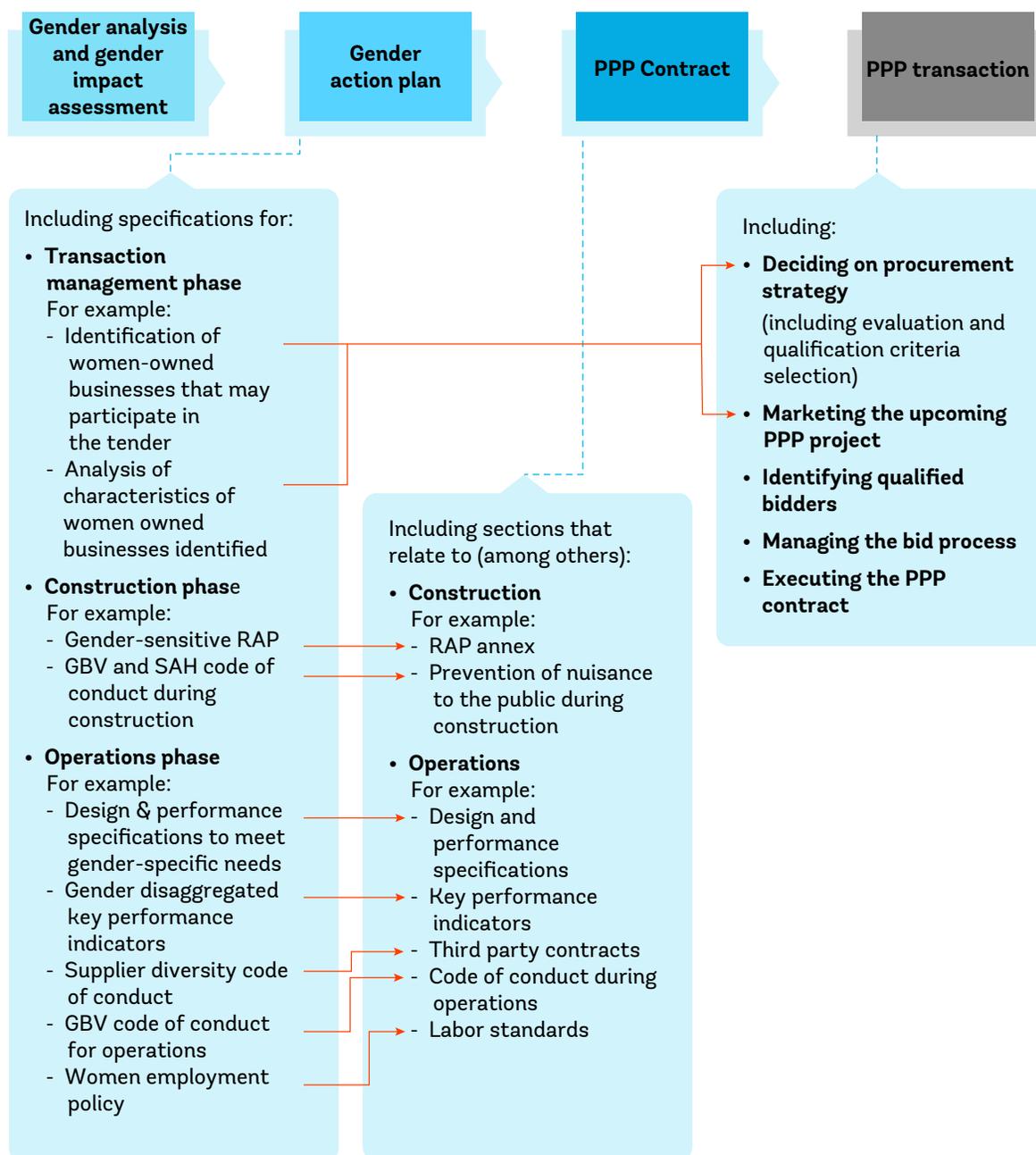
An effective method for incorporating gender-related specifications in a PPP contract is to:

- **Start from a comprehensive, clearly structured gender action plan** (developed during the project appraisal, see section 2.1.4). The project's gender action plan should be comprehensive (meaning that it should cover all gender-related aspects of the project) and divided according to the key phases of the project (including PPP transaction management; project development and construction; and operation). This will facilitate the integration of specifications and requirements in the PPP contract (as it is common for a PPP contract to have separate clauses regarding construction and operation).
- **Pull all specifications and requirements from the project's gender action plan, identify which part of the contract each item fits in, and integrate each item in the contract to give the gender-related specifications legal effect.** For instance, specifications regarding the implementation of a gender-sensitive resettlement action plan would fit within the parts of the contract that relate to the resettlement plan (which is often included as an annex to the PPP contract), under the project development and construction phase. Integrating gender-related specifications on resettlement would then involve: (i) including the gender-specific resettlement activities and requirements indicated in the gender action plan in the resettlement plan annex; and (ii) ensuring that the PPP contract includes a clause requiring the private party to implement the resettlement in accordance with the resettlement action plan.

Figure 3.4 below outlines the above-mentioned method for integrating gender-related specifications in a PPP contract with a few examples.



Figure 3.4. Process for including gender-related specifications in the PPP contract



Notes: 'RAP' = Resettlement Action Plan; 'GBV' = Gender-Based Violence;

PPP practitioners should consider giving relevant stakeholders partial or full access to the PPP contract. For example, disclosing parts of a contract (such as terms regarding the responsibilities of the private party or tariff-setting formulae) to communities affected by that project can increase their awareness and acceptance of the project (refer to Module 5 for more information on project transparency).

The subsections below describe options that are likely to be appropriate for incorporating some gender best practices into typical PPP contracts.

### 8.1.1. Define gender responsive performance requirements

The services provided by the project should meet gender-specific needs identified during project appraisal (described in section 2.1). To that end, the PPP contract must set out design and performance requirements for meeting the identified gender-specific needs.

Box 3.1 presents an example of an agreement for a transport project in China that defined gender responsive design requirements for buses and stations. While the agreement described in this example is not a PPP contract (it is a financing agreement between the financier and the municipality), a PPP contract can contain similar design specifications, as well as continuing obligations regarding services and outputs throughout the operation of the assets.

#### **Box 3.1. Jiangxi Fuzhou Urban Integrated Infrastructure Improvement Project**

In 2013, the Asian Development Bank (ADB) financed a project in China's Jiangxi province to build multimodal transport infrastructure and integrated public transport services. The project aimed to improve the connections in Fuzhou between the newly built railway station and the residential areas of the city.

ADB and the municipality of Jiangxi Fuzhou predicted that the project would reduce transport costs, increase the public transport system's efficiency and attractiveness, expand travel opportunities and regional accessibility to jobs and services, promote sustainable urbanization and poverty reduction, and encourage a shift to low-emissions transportation.

The financing agreement between ADB and the municipality required that the municipality ensures implementation of the project's gender action plan which provided for:

- 'Help' buttons and security cameras on all BRT buses and at all stations
- Well-lit areas in buses and bus stations
- Priority seating for people with special needs (such as pregnant women and people with disabilities)
- Accessible and well-lit pedestrian walkways along station access roads
- Public, separate toilets for women and men at the transport hub and bus terminals (with higher capacity women's toilets and bathrooms).

The contracting authority successfully met these requirements. All BRT buses and the new transport hub have priority seating, help buttons, and good lighting systems. These features enhanced women's safety and comfort when using the public transit system.

Adapted from: ADB (2013). [Project Agreement for Jiangxi Fuzhou Urban Integrated Infrastructure Improvement Project](#)  
ADB (2013). [Gender Tool Kit: Transport—Maximizing the Benefits of Improved Mobility for All](#)  
ADB (2021) [People's Republic of China: Jiangxi Fuzhou Urban](#)

A PPP contract for the construction and operation of a transport project like the project described above would include similar design specifications. Furthermore, the PPP contract would also include output or performance requirements to ensure that the private party maintains the quality of the infrastructure throughout the duration of the contract. For instance, the PPP contract may include requirements such as:

- Each bus should include [.] lights providing [.] lumens, and [.]% of the lights installed should be operational at any given time
- Each bus terminal should include [.] information boards showing the location of complaint offices
- Each bus/bus terminal should include [.] surveillance cameras functioning at any given time. Surveillance camera stickers should be visible to warn users of the presence of cameras
- Each bus terminal should include [.] toilets for women and [.] toilets for men. [.]% of the women's and men's toilets should be functioning at any given time, and all toilet facilities should be kept clean. Each of the women's toilets should include menstrual hygiene facilities that are maintained on a daily basis.
- Each bus must have at least [.] safety buttons, all of which should be functioning at any given time (the contract can also specify the functioning of the safety buttons will be verified at each inspection)

### 8.1.2. Ensure the required resettlement plan is gender responsive

Resettlement is one of the major gender risks in large-scale PPP project implementation. In many cases, the public entity is best placed to carry out the resettlement activities. In cases where responsibilities regarding resettlement are allocated to the private party, the PPP contract should set out clear requirements for these responsibilities and for the activities that the private party must carry out. This is typically done by: (i) including the gender responsive resettlement action plan (which should integrate all requirements concerning gender responsive resettlement as defined in the project's gender action plan) as an annex to the contract; and (ii) including a clause in the contract requiring the private party to implement the resettlement action plan as specified in the annex. The resettlement action plan should cover land acquisition, economic and physical displacement, compensation, resettlement, and livelihood planning.

Where the private party is fully responsible for resettlement, Figure 3.5 below provides a standard clause that PPP practitioners can use to require the private party to implement the gender responsive resettlement action plan.

#### Figure 3.5: Standard clause regarding the resettlement action plan implementation

The [private party to the contract] shall implement the resettlement action plan described in [specify annex that contains the resettlement action plan].

In the event that the [private party to the contract] does not implement the resettlement action plan as set out in [specify annex that contains the resettlement action plan], the unitary payment will be deducted in accordance with [refer to clause or section on payment mechanism].

Box 3.2 provides an example of a PPP contract that sets out environmental and social obligations (with particular focus on resettlement) in a schedule.

### **Box 3.2. Nam Theun 2 hydroelectric power project social development plan (Lao PDR)**

ADB worked with Lao PDR to prepare the Nam Theun 2 Hydroelectric Project in 2004. The Government of Lao PDR engaged Nam Theun 2 Power Company Limited (NTPC, owned by EDF International of France, Lao Holding State Enterprise of the Lao PDR, Electricity Generating Public Company Limited of Thailand, and Italian Thai Development Public Company Limited of Thailand) to develop, build, and operate a 170MW hydropower plant on the Nam Theun River in Lao PDR.

The concession agreement between the government of the Lao PDR and NTPC sets out the environmental and social obligations of the company in schedule 4. The schedule requires that NTPC implements the social development plan at its own cost.

The social development plan includes the following provisions:

- Female-targeted health programs and livelihood technical training
- Gender-sensitive workshops to inform the resettlement staff of the social concerns in the project and recommended approaches for managing and monitoring the resettlement process
- Issuance of joint titles to husband and wife in the resettlement process
- Gender-specific monitoring with gender-disaggregated data and an ongoing evaluation of gender roles and the division of labor at the household level.

NTPC met the gender obligations set out in the social development plan. During the project evaluation, a panel of experts concluded that the gender program was effective. The effective implementation of the program resulted in the following improvements in women's lives:

- Improved maternal health and nutrition
- Improved literacy rates for women
- Increased women's involvement in off-farm and home-based livelihoods.

Adapted from: Government of Lao PDR (2004). [Nam Theun 2 Hydroelectric Project Social Development Plan](#) Nam Theun 2 Power Company Limited (2005). [Summary of the concession agreement between the government of the Lao PDR and Nam Theun 2 Power Company Limited](#) ADB (2019). [Lao People's Democratic Republic: Greater Mekong Project Completion Report](#)

### 8.1.3. Set commitments for gender responsive employment and procurement

The PPP contract should require the private developer to provide employment, training, and business opportunities, as well as adequate working conditions for women.

To achieve this, the contract should specify—and require the private party to meet—commitments and targets for:

- Women's employment. For example, the contract could set targets for:
  - Women as a percentage of the project's workforce in a diverse array of roles, receiving equal pay to men in same roles
  - Women in non-traditional roles
  - Women in senior, decision-making positions.
- Training for women. For the above employment targets to be met, training in non-traditional roles and management skills might be needed. In such cases, the contract can set out specific targets for training of women—for example:
  - Number of women among staff members per capacity development activity
  - Number of women obtaining a score above a specified minimum at a training test.
- Gender responsive procurement of goods and services for the project. For example, the contract could:
  - Require a commitment from the private party to the preferential procurement of goods and services from women-owned businesses; or
  - Include (as an annex) a supplier diversity code of conduct that applies to the private party's own operations and its sub-contractors, to promote equal participation of local companies—particularly women-owned companies—and require compliance with this code of conduct;<sup>93</sup> or
  - Set targets for the procurement of goods and services from women-owned businesses (see example described in Box 3.3 below).

<sup>93</sup> The [Supplier Diversity and Inclusion Code of Conduct of the Royal Bank of Scotland](#) is a useful example to examine and consider replicating.

### **Box 3.3. Targets for women-owned businesses in Chicago's public parking system concession agreement**

In 2006, the City of Chicago entered into a lease agreement with Loop Parking LLC for the operation and maintenance of the Chicago downtown public parking system.

The lease agreement contained an equal employment opportunities provision that set out specific targets for the employment of women-owned businesses. Specifically, the agreement stated that at least 5% of Loop Parking LLC's annual operating expenses needed to come from women-owned businesses. In addition, Loop Parking LLC was required to grant at least 4% of its annual construction contracts to women-owned businesses. Finally, Loop Parking LLC was required to allocate at least 7% of skilled hours and 10% of laborer hours to women when engaging in any construction activity.

Adapted from: Chicago Committee on Finance (2006). [Authorization for Execution of Intergovernmental Agreement with Chicago Park District and Lease Agreement with Loop Parking, LLC for Chicago Downtown Public Parking System](#)

One basic yet necessary condition for promoting women's employment is the provision of adequate working conditions for women in the workplace. PPP practitioners should therefore consider including specific provisions in the PPP contract to ensure that the private party will provide adequate working conditions for women. One approach is to include in the contract an annex covering corporate policies and requiring the private party to abide by these policies.



Table 3.1 presents examples of corporate policies that promote a gender responsive work environment. PPP practitioners can consider these examples when defining gender-responsive policy standards in the PPP contract. Private developers may also use this tool when setting gender responsive corporate policies.

**Table 3.1. Elements of gender responsive corporate policies**

Policy	Gender responsive features
Salary and benefit equity	<ul style="list-style-type: none"> <li>• Provide equal pay for work of equal value for all positions</li> <li>• Determine payments or salaries based on responsibilities, efforts, qualifications, and working conditions</li> <li>• Promote transparency by publishing salary ranges for different positions</li> </ul>
Maternity/paternity leave	<ul style="list-style-type: none"> <li>• Consider workplace health and safety risks to a woman's health during pregnancy when setting the number of days of leave</li> <li>• Consider narrowing the gap between the number of paternity and maternity leave weeks<sup>94</sup></li> <li>• If not mandated by the prevailing law, consider mandating maternity leave<sup>95</sup></li> <li>• If applicable, consider providing additional maternity leave over and above the national minimum maternity leave</li> <li>• Consider a phased approach to letting employees return to work after maternity/paternity leave</li> <li>• Provide additional leave in case of pregnancy-related illness</li> </ul>
Work-life balance	<ul style="list-style-type: none"> <li>• Foster formal flexible work arrangements to enable workers to meet personal obligations</li> <li>• Consider giving nursing mothers time during the day to take breaks for lactation needs</li> <li>• Ensure there is a safe and hygienic area provided at the workplace for women to use as lactation room</li> </ul>

<sup>94</sup> Reducing the leave gap between parents could increase women's participation in the workforce. Source: Hyland & Shen (2022). The Evolution of Maternity and Paternity Leave Policies over Five Decades — a Global Analysis.

<sup>95</sup> Women are more likely to return to work if the company mandates maternity leave. Source: Berger & Waldfogel (2004). Maternity leave and the employment of new mothers in the United States.

Policy	Gender responsive features
Childcare benefits	<ul style="list-style-type: none"> <li>• Base childcare benefits policy on employee surveys (with sex-disaggregated data) that reflect their needs for childcare and the difficulties they face</li> <li>• Ensure that families have access to high-quality and affordable childcare services</li> <li>• Provide part-time work options to encourage mothers with young children to participate in the workforce</li> <li>• Where feasible, adapt work schedules to school schedules to facilitate conciliation of family and work life</li> <li>• Consider providing a childcare monetary allowance for parents</li> </ul>
Gender Based Violence	<ul style="list-style-type: none"> <li>• Ensure people working in management and supervisory roles: (i) understand and take seriously their responsibilities for creating and maintaining a safe workplace for everyone; and (ii) have a responsibility to respond swiftly and with sensitivity to complaints about</li> <li>• Ensure women hold leadership roles<sup>96</sup></li> <li>• Establish clear and well-known procedures to deal with and manage GBV occurrences, and adopt quick corrective measures</li> <li>• Consider providing counseling services to support the emotional and mental health of GBV survivors</li> <li>• Clearly define forbidden behaviors, and rights of survivors and witnesses</li> <li>• Allow for multiple reporting channels</li> <li>• Assign responsibility to senior leadership and HR for implementing, upholding and enforcing the policy</li> <li>• Strengthen pre-employment checks to ensure that new hires have not committed any GBV acts in the past</li> <li>• Train all employees on compliance with anti-harassment, abuse, and discrimination policies and all other GBV-related issues</li> <li>• Train all employees on the actions that constitute sexual assault and harassment and their role in stopping it, reporting it and supporting victims</li> </ul>

<sup>96</sup> Research shows that firms with a higher proportion of women in leadership roles have a lower prevalence of GBV. Source: Shiu-Yik Au, A. Tremblay, Leyuan You (2020). Times Up: Does Female Leadership Reduce Workplace Sexual Harassment?

Policy	Gender responsive features
Grievance and complaints	<ul style="list-style-type: none"> <li>• Establish a fair and transparent investigation and resolution process to create an environment in which employees can present complaints without fear of stigmatization or retribution</li> <li>• Ensure women have access to the company’s grievance mechanism and that all workers are fully informed about the grievance mechanism</li> <li>• Allow confidentiality in reporting processes</li> <li>• Create a grievance mechanism committee with women and men from diverse social backgrounds and clearly define their responsibilities</li> <li>• Ensure managers and supervisors are aware of the power imbalances that exist in workplaces that may prevent women from complaining when the perpetrator is their boss, or a person who has status in the community beyond the workplace</li> <li>• Consider hiring an independent investigator service to conduct an unbiased investigation into a complaint</li> <li>• Establish employee resource groups to support women and men who have filed complaints</li> <li>• Forbid and punish retaliation</li> <li>• Clearly define punishment for various levels of offenses</li> </ul>
Health and safety	<ul style="list-style-type: none"> <li>• Understand the health and safety concerns of women and men across operations, and ensure that the company policy addresses these concerns</li> <li>• Include health and safety protocols in job duties and responsibilities</li> <li>• Provide safe access for women to separate toilets, changing rooms, and showers, all with locks on doors</li> <li>• Provide training to women and men on field safety</li> <li>• Ensure women have appropriate Personal Protective Equipment (PPE)</li> </ul>

Adapted from: USAID. [Engendering industries: Integrating gender into workplace policies](#); The World Bank (2020). [Getting to Work: Unlocking Women’s Potential in Sri Lanka’s Labor Force](#); The World Bank (2023). [Women, Business and the Law](#)

### 8.1.4. Set requirements for Gender-Based Violence (GBV) prevention

Infrastructure projects can present a high risk of GBV toward community members, workers, and service users. For example:

- GBV risks can intensify within local communities when there are large influxes of male workers from outside the area. Such workers often come without their families, often have large disposable incomes relative to the local community and can pose a risk in terms of sexual harassment, violence, and exploitative transactional relationships. These risks are higher where workers come into close contact with the local community.<sup>97</sup>
- GBV risks can increase if the project contributes to power imbalances in the workplace<sup>98</sup> and in the household. Deeply rooted cultural and social norms about women's subordinate role in society enforce and perpetuate these power imbalances.<sup>99</sup> For example:
  - Female workers are vulnerable to various forms of harassment, exploitation, and abuse, aggravated by traditionally male working environments. For example, research with female construction workers in Sylhet, Bangladesh, found that sexual harassment and exploitation were common features of workplace life. This GBV was committed mostly by coworkers or construction supervisors and was largely due to gendered stereotypes about the sexual availability of female construction workers.<sup>100</sup>
  - Previously unemployed women who begin employment in project activities can be at a higher risk of GBV. A study conducted in India showed that unemployed women who gain employment are 80 percent more likely to suffer GBV compared to women who stay unemployed.<sup>101</sup>

It is critical for the PPP contract to set out specific measures for the private party to implement to prevent and manage GBV throughout the contract duration. PPP contracts for projects that involve construction and operations often include separate sections and distinct requirements.<sup>102</sup> Requirements for GBV prevention and management for the contract duration should be integrated or referred to in each of the relevant sections.

Alternatively, the contract could include an annex presenting the required GBV code of conduct and set out a requirement for the private party to comply with this annex in the relevant sections of the contract. The box below presents sample GBV codes of conduct that PPP practitioners can use as a basis for preparing this annex.

<sup>97</sup> European Bank for Reconstruction and Development, CDC, and International Finance Corporation (2020). Addressing Gender-Based Violence and Harassment (GBVH) in the Construction Sector.

<sup>98</sup> A. George, F. McConville, S. de Vries, G. Nigenda, S. Sarfrag, M. Mclsaac (2020). Violence against female health workers is tip of iceberg of gender power imbalances

<sup>99</sup> The World Bank. (2016) Gender-based violence, power and norms

<sup>100</sup> Ibid.

<sup>101</sup> Suneeta Krishnan, Corinne H Rocca, Alan E Hubbard, Kalyani Subbiah, Jeffrey Edmeades, Nancy S Padian (2010). Do Changes in Spousal Employment Status Lead to Domestic Violence? Insights from a prospective study in Bangalore, India

<sup>102</sup> For example, the PPP contract may include an annex covering requirements to prevent nuisance to the public resulting from the construction (such as requirements to avoid traffic to and from the site during rush hour, or to leave public parking in the area available for residents).

## Sample GBV codes of conduct

**General**

- The employer and Employer of employees, activities, services, representation, sub-contractors and suppliers... comply with all relevant national laws, rules and regulations.
- GBV is prohibited by the law.
- The employer ensures a working system, children, women under the age of 18, and men with respect... disability, both on and off the job.
- The employer will ensure that contractors with local community members on their work sites... are treated with respect and dignity.
- The employer will ensure that contractors with local community members on their work sites... are treated with respect and dignity.
- The employer will ensure that contractors with local community members on their work sites... are treated with respect and dignity.
- The employer will ensure that contractors with local community members on their work sites... are treated with respect and dignity.
- The employer will ensure that contractors with local community members on their work sites... are treated with respect and dignity.

**Health and Safety**

- The employer will ensure that the project's Health Management Plan is effectively implemented by... all staff, as well as sub-contractors and suppliers.
- The employer will ensure that the project's Health Management Plan is effectively implemented by... all staff, as well as sub-contractors and suppliers.
- The employer will ensure that the project's Health Management Plan is effectively implemented by... all staff, as well as sub-contractors and suppliers.
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- The employer will ensure that the project's Health Management Plan is effectively implemented by... all staff, as well as sub-contractors and suppliers.

**Gender Based Violence**

- All forms of GBV are prohibited, regardless of whether they take place on the work site, the work... site, or in the community.
- All forms of GBV are prohibited, regardless of whether they take place on the work site, the work... site, or in the community.
- All forms of GBV are prohibited, regardless of whether they take place on the work site, the work... site, or in the community.
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**Annex 5: Sample Codes of Conduct –Violence Against Women Investment Project**

The following Code of Conduct was developed by the World Bank through a process involving... GBV experts and stakeholders, including the Government of Cambodia, the private sector, and... civil society organizations. It is intended to be used as a guide for the design, implementation, and... monitoring and evaluation of the project.

**Violence Against Women (VAW) includes:**

- Physical, sexual, and psychological harm or suffering, including threats against such harm, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual harassment, including unwanted or forced sexual relations, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual abuse, including sexual exploitation, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual violence, including sexual assault, sexual harassment, and sexual abuse, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual violence, including sexual assault, sexual harassment, and sexual abuse, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual violence, including sexual assault, sexual harassment, and sexual abuse, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual violence, including sexual assault, sexual harassment, and sexual abuse, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual violence, including sexual assault, sexual harassment, and sexual abuse, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.

**Violence Against Women (VAW) includes:**

- Physical, sexual, and psychological harm or suffering, including threats against such harm, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual harassment, including unwanted or forced sexual relations, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual abuse, including sexual exploitation, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual violence, including sexual assault, sexual harassment, and sexual abuse, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
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- Sexual violence, including sexual assault, sexual harassment, and sexual abuse, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.

**Violence Against Women (VAW) includes:**

- Physical, sexual, and psychological harm or suffering, including threats against such harm, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual harassment, including unwanted or forced sexual relations, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual abuse, including sexual exploitation, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual violence, including sexual assault, sexual harassment, and sexual abuse, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual violence, including sexual assault, sexual harassment, and sexual abuse, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
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- Sexual violence, including sexual assault, sexual harassment, and sexual abuse, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.
- Sexual violence, including sexual assault, sexual harassment, and sexual abuse, whether or not the perpetrator's actions resulted in or are likely to result in actual harm.

- Annex 5 of [Working together to prevent sexual exploitation and abuse](#) (The World Bank)
- Annex 1 of [Environmental and social framework for IPF operations](#) (The World Bank)
- Annex 6 of [Gender Equality, Infrastructure and PPPs](#) (IFC)

These three documents provide sample GBV codes of conduct that PPP practitioners can adapt to a project's context and include as annexes to a PPP contract.

*See Appendix C to access the full documents.*

### 8.1.5. Link payments to performance against gender-related plans and targets

Performance-based payment mechanisms create direct incentives for private parties to manage projects well and to ensure that projects deliver the required results. It is therefore important to ensure that all parts of the contract that integrate gender-related requirements have financial consequences. This will ensure that the private party will be financially incentivized to achieve the gender-related requirements as well as all other requirements of the contract.

The financial consequence of not satisfying a requirement may be specified as a reduction in payment. Alternatively, the contract may define payment amounts that the private party should make in the event of non-compliance with requirements. For example, for the Nam Theun 2 Hydroelectric Project cited in Box 3.2, the Nam Theun 2 Project Company (NTPC) is required to make payments to the Government of Lao PDR if it fails to comply with its social and environmental obligations (including resettlement obligations). NTPC was required to provide a letter of credit of USD 2,500,000 to secure payments within 30 days of the construction phase commencement.<sup>103</sup>

<sup>103</sup> Nam Theun 2 Hydroelectric Project Social Development Plan – Resettlement Action Plan. Appraisal Draft, November 2004.

## 9. Determine method to monitor compliance with gender responsive targets

Monitoring is essential to ensure contract compliance and service performance by the private party.

PPP practitioners should integrate monitoring processes and indicators defined in the project's gender action plan into relevant parts of the PPP contract pertaining to monitoring processes and indicators. PPP practitioners should ensure that the gender responsive indicators in the PPP contract are timebound, where possible. The PPP contract should also require the private party to collect sex-disaggregated data to monitor these indicators, and to disclose all relevant project documents and performance data to allow the contracting authority to monitor progress against gender-related requirements.

Table 3.2 provides some examples of general and sector-specific indicators from gender action plans that may be included in PPP contracts for monitoring performance. PPP practitioners should refer to the project's gender action plan to build the full list of indicators for a given project.

**Table 3.2. Examples of gender responsive indicators**

Category	Examples of indicators
<b>General</b>	
Participation and monitoring	<ul style="list-style-type: none"> <li data-bbox="428 1062 1421 1136">• Number of meetings with local women organizations to mobilize women's participation</li> <li data-bbox="428 1157 1421 1230">• Number of female participants who believe that they are having an impact on decision-making</li> <li data-bbox="428 1251 1421 1367">• Number or proportion (%) of women present in consultation meetings for the project; number or proportion of those women who contributed to decision-making processes in the meetings</li> <li data-bbox="428 1388 1421 1461">• Number or proportion of women amongst customers surveyed to track user satisfaction with project services</li> <li data-bbox="428 1482 1421 1556">• Changes in men and women's perceptions, attitudes, opinions, level of confidence, and decision-making agency</li> <li data-bbox="428 1577 1421 1692">• Improved satisfaction for women and men (X point scale) with product or service provided by the infrastructure (using baseline satisfaction survey against which to measure change).</li> </ul>

Category	Examples of indicators
Women employment and capacity development	<ul style="list-style-type: none"> <li>• Existence of specific initiatives or recruitment programs for women on the contract</li> <li>• Number of weeks allocated to on-the-job training for women employees</li> <li>• Percent of childcare costs covered by the company</li> <li>• Existence of mentorship programs focused on building mentorship relationships between senior women employees and junior women employees</li> <li>• Adherence to the country's gender equality policies on the labor market (if enacted)</li> <li>• Number or proportion of women employed in unskilled, semi-skilled, and skilled labor for the project</li> <li>• Number or proportion of women in senior, decision-making positions</li> <li>• Number or proportion of women participating in capacity development activities</li> <li>• Percent of women in the community that received digital skills training</li> <li>• Number or proportion of women obtaining a score above a specified minimum at a training test</li> <li>• All work contracts include equal pay for work of equal value for women and men</li> <li>• Proportion of annual operating expenses from women-owned businesses</li> <li>• Median (%) gender pay gap</li> <li>• Number of initiatives launched to reduce the gender pay gap</li> <li>• Changes in perception (X point scale) among men about the value of educating girls</li> <li>• Evidence of gender-responsive corporate policies implemented in company</li> <li>• Timebound commitment from company to develop a strategy for equitable workplace practices</li> </ul>
Relevant training	<ul style="list-style-type: none"> <li>• Proportion of project workforce trained on anti-sexual harassment policies</li> <li>• Proportion of project workforce that received equality and diversity training</li> <li>• Number of women or women-owned businesses trained in the project area</li> </ul>

Category	Examples of indicators
Resettlement	<ul style="list-style-type: none"> <li>• Proportion of women resettled that have access to benefits</li> <li>• Number of women and men involved in resettlement site selection and housing design</li> <li>• Number of specific support activities provided to women in resettlement implementation</li> </ul>
Security and safety in the workplace	<ul style="list-style-type: none"> <li>• Number of women provided with appropriately sized personal protective equipment</li> <li>• Number of reported cases of GBV occurring on the workplace</li> <li>• Number of contracts including Gender-Based Violence and Sexual Exploitation and Assault codes of conduct</li> <li>• Induction processes for all employees include awareness training in GBV codes of conduct</li> <li>• Availability of psychological support for victims of GBV</li> </ul>
Community involvement	<ul style="list-style-type: none"> <li>• Total amount (USD or local currency) spent on gender-related community initiatives such as women-oriented job fairs, GBV awareness campaigns or assistance programs for women-owned businesses</li> <li>• Equipment or resources (USD or local currency) donated to women's associations or other gender-related community associations</li> <li>• Donations (USD or local currency) to women-oriented local community projects</li> <li>• Number of staff hours spent delivering literacy support and business skills training for women in the community</li> <li>• Level of acceptance (X point scale) of a woman going out without permission in community</li> </ul>

Category	Examples of indicators
Sector-specific	
Transport services	<ul style="list-style-type: none"> <li>• Number of tickets purchased by women</li> <li>• Number of single-gender toilets and queuing systems at stations</li> <li>• Number of security cameras and ‘help’ buttons installed at stations and in buses</li> <li>• Number of streetlights provided by kilometer of road</li> <li>• Number of bus drivers trained on women’s safety needs</li> <li>• Number and proportion of bus drivers that are women</li> <li>• Number of seats reserved for pregnant women, the elderly, and people with disabilities</li> </ul>
Power and electricity	<ul style="list-style-type: none"> <li>• Number of women-headed households with an electricity connection</li> <li>• Number of women trained on safe and efficient energy use</li> </ul>
Water and sanitation	<ul style="list-style-type: none"> <li>• Number of safe, private, single-gender sanitation facilities</li> <li>• Number of toilets with baby changing and breastfeeding stations</li> <li>• Number of women’s toilets with safe menstrual waste disposal facilities</li> <li>• Number of women trained in water conservation or use of water and sanitation facilities</li> </ul>

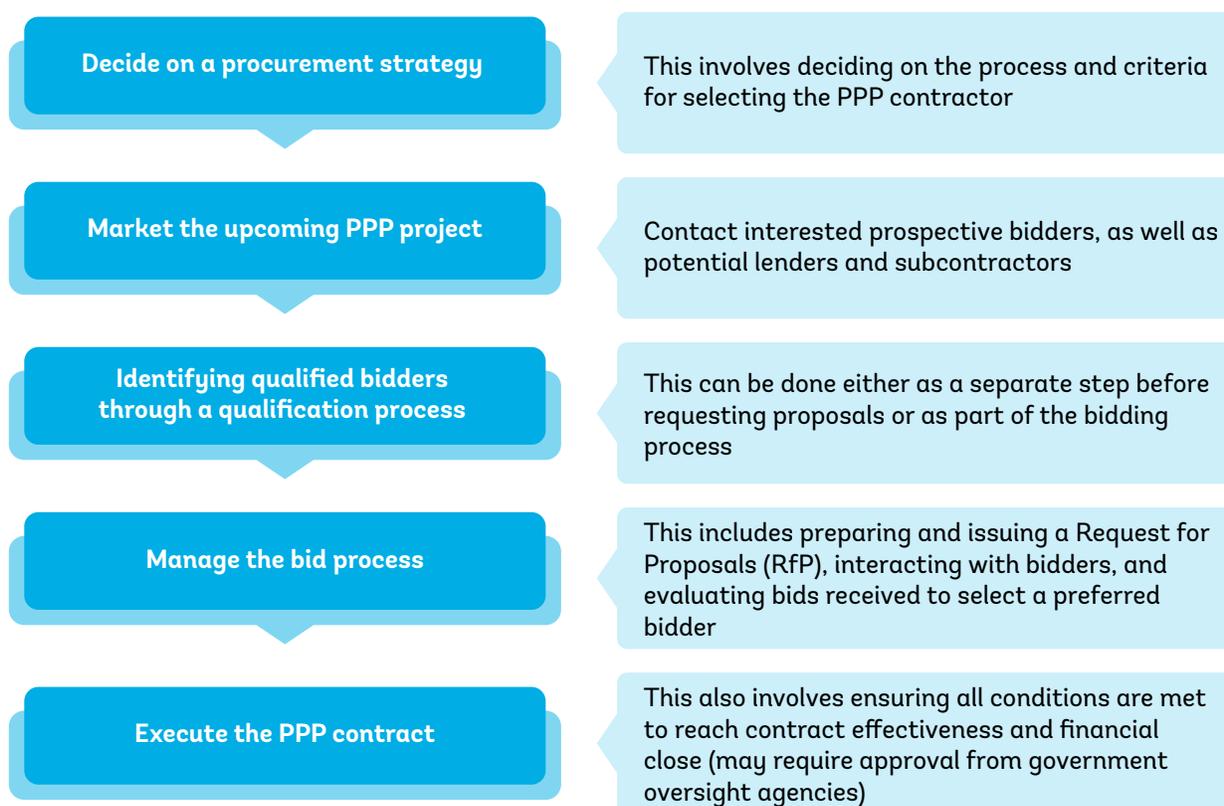
Adapted from: ADB (2013). [Preparing a Project gender action plan. Tip Sheet No.2](#); ADB (2013) [Gender Tool Kit: Transport](#); ADB (2021). [Timor Leste Water Supply and Sanitation Investment Project: gender action plan](#); ADB (2020) [Nepal Electricity Grid Modernization Project: gender action plan](#) Green Climate Fund (2018) [Ulaanbaatar Green Affordable Housing and Resilient Urban Renewable Project](#) ADB (2022). [Dili West Water Supply Project: gender action plan](#) ADB (2022) [Vietnam AC Energy Wind Power Project: gender action plan](#) WaterAid, WSUP, UNICEF (2018) [Female-friendly public and community toilets: a guide for planners and decision makers](#), Social Value Portal (2021) [The TOMs Measures Handbook](#) Gordie Howe International Bridge (2019) [Community Benefits Plan](#)

## 9.1. Manage PPP transaction

The purpose of the PPP transaction stage is to select a competent private party that will implement the PPP and identify the most effective and efficient way to deliver the project (see section 3.5 of the [PPP Reference Guide](#)).

Figure 3.6 below provides an overview of the five steps typically required for managing a PPP transaction.

**Figure 3.6. Key steps in PPP transaction management**



Adapted from: The World Bank (2017). [PPP Reference Guide](#) – Version 3. Section 3.5.

When managing a PPP transaction, PPP practitioners should use processes and strategies that will ensure the selected bidder can meet the project's gender responsive requirements. This involves setting gender-related qualification and evaluation criteria and providing comprehensive information on gender aspects in the tender documents.

The PPP transaction management stage also presents an opportunity for governments to demonstrate their commitment to gender equality by using procurement frameworks that encourage women-owned businesses to bid, and by ensuring gender sensitivity when engaging with bidders.

### Box 3.4. Examples of gender-responsive public procurement frameworks

**Chile's** Central Purchasing Body introduced a program to incentivize women-owned businesses to participate in the public procurement process. This program offers:

- Business skills training for women-owned businesses
- Guidelines for government officials to include gender-specific evaluation criteria in decision-making processes. These guidelines can be used as evaluation criteria for bids or tiebreakers. Some of these guidelines are that: the bidder is a woman-owned business, or that the bidder is a business that abides by the Chilean regulation 3262 (which sets out best practices in gender equality and work-life balance).<sup>104</sup>

Additionally, Chile's Central Purchasing Body introduced an electronic registry to facilitate the identification of women-owned or women-led companies. The registry includes specific criteria used to certify the businesses as women-owned or women-led enterprises and includes their data in the civil registry. This system gives more visibility to women-owned businesses.

**South Africa's** Renewable Energy Independent Power Producer Procurement Program includes bidder qualification criteria that consider the bid's contribution toward economic development. These qualification criteria are part of the second stage of evaluation, in which the procuring agency evaluates all compliant bids. The second stage evaluates these bids based on price and economic development.

The economic development qualification criteria includes minimum threshold requirements and targets for job creation, local content and ownership. Management control, preferential procurement, enterprise development and socio-economic development criteria only had targets. Some of the qualification criteria used to score bids are the following:

- 30% minimum representation of black workers, with a target of 50%
- 18% minimum representation of skilled workers who are black people, with a target of 30% representation
- 12% minimum representation of black shareholders in the seller, with a target of 30% representation
- 5% target of women-owned businesses present in vendor procurement.

<sup>104</sup> Ministerio de la mujer y de la equidad de genero. [Norma chilena NCh3262:2021: Gestión de igualdad de género y conciliación de la vida laboral, familiar y personal](#)

### Box 3.4. Examples of gender-responsive public procurement frameworks

**Wales'** Community Benefit Program for infrastructure procurement recommends that the procuring entity:

- States the relevant community benefits sought in the contract notice and tender documents
- Uses relevant codes of conducts for the community benefit requirements in the contract notices
- Sets relevant award criteria for the community benefit requirements—which may include gender responsive requirements for a project—and applies a minimum of 10% of the total award criteria to the community benefits in the tender, to ensure that it can be a differentiating factor in bid evaluation.

**Scotland's** Procurement Reform Act, 2014 requires public sector organizations to incorporate requirements for private sector participants to deliver community benefits when procuring services. The community benefits should relate to:

- Training and recruitment
- Availability of sub-contracting opportunities
- Improvement in the economic or environmental well-being of the procuring entity's area in a way that supplements the main purpose of the contract award, such as the number and type of initiatives put in place to reduce the gender pay gap for staff employed in relation to the contract.

The community benefits provided must align with national objectives and Sustainable Development Goals (SDGs).

Adapted from: Journal of Energy (2016). [The South African renewable energy independent power producer procurement programme: a review and lessons learned](#); OECD (2021). [Selected stocktaking of good practices for inclusion of women in infrastructure](#) ChileCompra. (2022). [Direccion de compras y contratacion publica](#); Government of Wales (2014). [Community Benefits: Delivering Maximum Value for the Welsh Pound](#); Scottish Futures Trust (2020). [Guidance: Measuring Social Value using the SFT TOMs](#)

### 9.1.1. Encourage women-owned businesses to bid

Women-owned businesses<sup>105</sup> can be disadvantaged when it comes to participating in PPP projects. In comparison to male-owned enterprises, women-owned businesses tend to be smaller and concentrated in sectors with fewer opportunities for public procurement, such as trade and personal services. Women also typically have more limited access to financial and capital resources and less established business networks. A survey conducted by the Women Entrepreneurs Finance Initiative in Senegal found that most women-owned small and medium enterprises (SMEs) have never applied for public procurement, likely due to a lack of information, and are more likely to be affected by obstacles like corruption and payment delays than their male counterparts.<sup>106</sup> Figure 3.7 provides an overview of the barriers to women-owned businesses participating in public procurement.

When deciding on a procurement and bidding strategy, PPP practitioners should account for the challenges faced by women-owned businesses and select a strategy that supports bids from these businesses.

<sup>105</sup> A woman-owned business includes: (i) at least 51 percent independent ownership by one or more women; (ii) unconditional control by one or more women over both long-term decision-making, and the day-to-day management and administration of the business operations; and (iii) independence from non-women-owned businesses. Source: UN Women (2017). *The Power of Procurement: How to Source from Women-Owned Businesses—Corporate Guide to Gender-Responsive Procurement*.

<sup>106</sup> Muradyan, S. (2021). Women-Owned Small and Medium Enterprises: Challenges and Opportunities. The World Bank. Retrieved from <https://thedocs.worldbank.org/en/doc/164761615492150887-0090022021/original/4PPandwomenSMEsS.Muradyan.pdf>



**Figure 3.7. Barriers to women-owned businesses participating in public procurement**

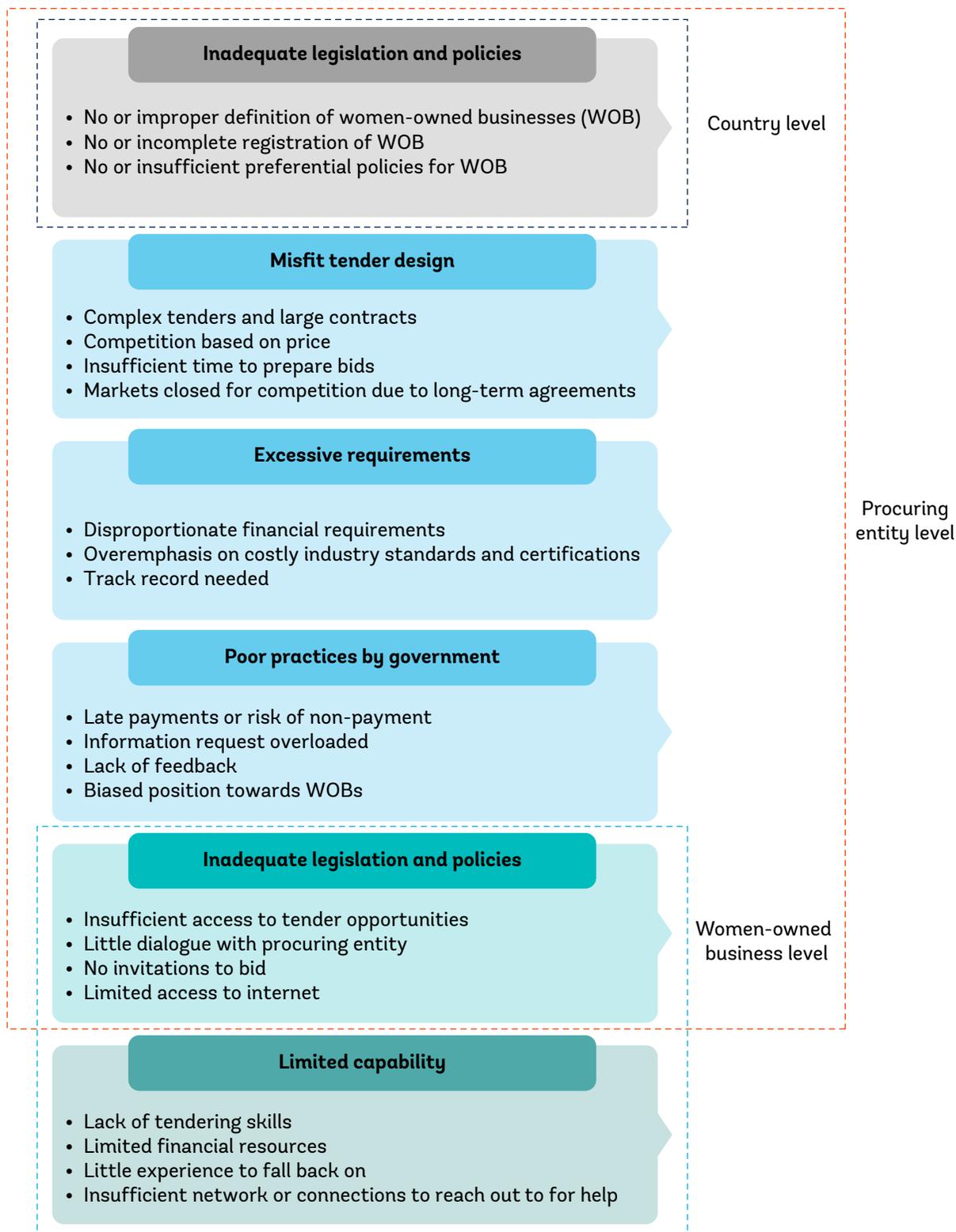


Figure adapted from ITC (2020). [Making Public Procurement Work for Women](#).

PPP practitioners should use the gender analysis, gender impact assessment, and gender action plan as inputs to design a procurement strategy tailored to the specific barriers and challenges that women-owned businesses face in the community. Making unverified assumptions about the barriers that women-owned businesses face could unintentionally harm women-owned businesses.

Inclusive procurement strategies help narrow the gender gap in sectors and can help build a more diversified supplier base—which, in turn, enhances supplier availability and security, promotes innovation, and drives competition.<sup>107</sup> Although women-owned businesses face unique challenges, many methods that focus on supporting SMEs in PPP projects can be applied to overcome barriers faced by women-owned SMEs.<sup>108</sup> Table 3.3 further below presents good practices for designing an inclusive procurement and bidding process.

Aside from the procurement strategies listed below (which can be applied to individual projects), governments should consider providing targeted support to support women-owned businesses in procurement in general. Such support may involve, for example, hosting conferences to educate women-owned businesses on the public procurement process and to allow them to network with government officials. Governments could also consider providing access to short courses for women business owners regarding procurement processes.

<sup>107</sup> UN Women (2017). *The Power of Procurement: How to Source from Women-Owned Businesses—Corporate Guide to Gender-Responsive Procurement*.

<sup>108</sup> The World Bank Group, IFC, PPIAF, Canada (2019). *Gender Equality, Infrastructure, and PPPs – A Primer*. P.37. UN Women (2017). *The Power of Procurement: How to Source from Women-Owned Businesses—Corporate Guide to Gender-Responsive Procurement*.



**Table 3.3. Good practices for an inclusive procurement strategy**

Good practice	Rationale	How to implement it
Identify women-owned businesses that provide the services sought after	Women-owned businesses may not be as 'visible' as men-owned businesses, for various reasons (such as smaller business size or limited access to networks and resources). To increase the number of women-owned businesses participating in a tender, PPP practitioners should start by identifying women-owned businesses that provide the services sought after and gathering information about these businesses and to inform them about the project	<ul style="list-style-type: none"> <li>Identify relevant women-owned businesses through:               <ol style="list-style-type: none"> <li>databases of certified and self-registered women's business enterprises (such as <a href="#">WEConnect International</a>);</li> <li>organizations that provide supplier education and certification services (national chambers of commerce; organizations such as the U.S. Business Leadership Network)</li> </ol> </li> <li>Contact identified businesses to inform them about the project and gather information about them</li> <li>Do the above when marketing the project during the transaction stage. If possible, start this process while conducting market sounding during project appraisal (see section 2.1)</li> </ul>
Use communication channels that are equally known to, and used by, women- and men-owned businesses	In some countries, women-owned businesses may not have equal access to the formal business networks through which information is typically shared about contract opportunities. Therefore, PPP practitioners should strive to understand women's resource limitations and may consider appropriate channels to publish information on contract opportunities	<ul style="list-style-type: none"> <li>Determine which channels the women-owned businesses identified use (for example: social media)<sup>109</sup></li> <li>Publish procurement policies, procedures, notices, and points of contact on the government website and on other appropriate channels used by women- and men-owned businesses</li> </ul>

<sup>109</sup> Cision (2018). Women-owned small businesses more likely to use social media. <https://www.prnewswire.com/news-releases/women-owned-small-businesses-more-likely-to-use-social-media-300618028.html>

Streamline the procurement process	Women-owned businesses (which tend to be smaller businesses than men-owned businesses) may not have the time, resources, or experience to navigate lengthy and complicated procurement processes	Create standardized procurement processes to reduce transaction costs and facilitate navigation for smaller businesses
Set adequate technical and financial qualification requirements	Small businesses frequently complain that procuring agencies set technical qualification criteria too high. Some women-owned businesses may also not have the resources necessary to meet a tender's financial requirements (which include performance bonds, bid guarantees, and fees for tender documents). A one-size-fits-all approach may therefore unnecessarily exclude many women-owned businesses	Tailor technical and financial qualifications requirements based on the project size, scope, complexity, and context
Limit contract size	Large contract sizes can disincentivize small businesses from participating in the procurement process as these businesses may not have the scope or depth to fulfill all the requirements that large contracts demand	Consider unbundling contracts and dividing their activities into multiple projects with individual contracts
Establish appropriate award criteria	Selecting price as the predominant selection criteria may hamper small businesses from competing against larger businesses. By emphasizing price rather than "value for money", procuring entities not only ignore the life-cycle costs associated with procurement, but also forego innovative solutions that small firms can offer	Consider awarding contracts to firms whose offers represent the best overall value (considering non-price factors such as technical merit, quality, cost-effectiveness, and after-sales service in addition to price), rather than simply the lowest price

Seek advice from local NGOs and CSOs	Local NGOs and CSOs possess extensive knowledge of the local context and cultural background of the community. They can provide useful insights about which measures can effectively promote inclusivity in procurement within the community. Additionally, they can support the implementation of inclusive procurement strategies	In the gender action plan for the project, consider requiring PPP practitioners to identify local NGOs and CSOs and to gather their input to design an inclusive procurement strategy
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Adapted from: UN Women (2017). [The power of procurement: How to source from women-owned businesses](#); NGO = Non-Governmental Organization, CSO = Community-Based Organization

### 9.1.2. Use gender-related qualification and evaluation criteria

PPP practitioners should set gender-related requirements for qualification, evaluation, or both. Qualification criteria serve to ensure that the selected firm is competent and has the capacity to implement the project. Firms that do not meet the defined qualification criteria cannot submit bids.

Evaluation criteria serve to select the offer that would best deliver what the government wants. Evaluation criteria typically include criteria to assess the technical merit of the proposal as well as some measure of their cost (given the overall aim of achieving value for money, or the optimum combination of costs and benefits).<sup>110</sup> Bids that fully satisfy a technical evaluation criterion are awarded the full points allocated to that criterion.

Gender-related qualification and evaluation criteria can be set to achieve objectives such as:

- Ensuring that bidders have the capacity to implement gender responsive projects
- Ensuring that the selected bid satisfies gender action plan requirements
- Ensuring the provision of a safe work environment for women as well as men
- Reducing the gender wage gap
- Promoting employment and business opportunities for women.

The following subsections provide examples of qualification and evaluation criteria that PPP practitioners can consider setting to achieve such objectives.

<sup>110</sup> The World Bank (2017). PPP Reference Guide – Version 3.

### Box 3.5. Gender responsive procurement for housing PPP in Australia

Homes Victoria, the government entity responsible for public housing in the state of Victoria, leased public land to a consortium to design, finance and build 1,370 new social, affordable, disability friendly residential dwellings. Community housing providers will manage and maintain the dwellings for 40 years before transferring the land and assets back to Homes Victoria.

In procuring the project, Homes Victoria established a formal evaluation and governance structure to oversee the tender evaluation process in alignment with the state's social procurement framework. The social procurement framework requires, among other things, that companies bidding on projects worth more than AUD 20 million comply with the following obligations:

- Priority cohorts (which includes Victorian Aboriginal people, Victorians with a disability, and disadvantaged Victorians, including social housing renters) to perform a combined minimum of 5 percent of total project labor hours
- Social benefit suppliers to deliver minimum 2.5 percent of total project cost
- 50 percent women on the board and senior management team
- At a minimum, the supplier is required to increase women on the Board and senior management by 10 percentage points over four years.

Adapted from: Victoria State Government. [Homes Victoria: Ground Lease Project Model Project Summary](#); Department of Families, Fairness, and Housing. [Social Procurement Strategy 2023 - 25](#)

When deciding which objectives to pursue and which criteria to set, PPP practitioners should consider the likely costs and impacts of the criteria selection. PPP practitioners can do this by considering (using information gathered through the market sounding during project appraisal) which bidders are likely to participate in the tender, and how the criteria may affect their ability to participate. PPP practitioners should consider women-owned businesses in this process, as described in the previous section.

For instance, requiring companies to have a gender responsive corporate policy to qualify for a tender can be a practical way to address some of the root causes of gender inequality. However, doing so may inadvertently disadvantage women-owned businesses if these businesses tend to be smaller and not have established corporate policies on gender aspects. Other criteria (such as setting more specific qualification criteria on equal pay and opportunities; or awarding additional points to women-owned businesses in the evaluation) might help achieve the same objective without disadvantaging small women-owned businesses. Box 3.6 below presents the case of Haiti's PHARES program and its gender responsive procurement.

### **Box 3.6. Gender responsive procurement for Haiti’s PHARES program**

The Government of Haiti initiated the Haiti PHARES program in 2021. The program was funded by IDB and the World Bank and provided a framework for selecting sites for developing mini-grids under multiple procurement rounds. Haiti’s Ministry of Public Works, Transport, and Communications was the contracting authority.

During the proposal stage, PHARES required that developers draft a “Preliminary Project Plan” as part of their proposal. Each Preliminary Project Plan had to present a social inclusion strategy and safeguarding measures for environment, health, and safety considerations. Some of the safeguards that PHARES required developers to include were the following:

- Promotion of gender equality in employment within the mini-grid sector
- A strategy to serve women-led households and businesses
- A grievance and redress mechanism for people to report their concerns
- Community engagement activities
- An Environmental and Social Management Strategy
- Commitment to continuous Environmental and Social Monitoring throughout construction and operation.

Haiti’s Ministry of Public Works and ANARSE, the regulator, evaluated each proposal on a 100-point grading scale. Out of the 100 possible points, 10 were awarded based on the quality of the above-mentioned Environmental and Social aspects. The quality of the social inclusion strategy could earn developers 5 points and the quality of the Environmental, Health and Safety approach could earn developers another 5 points. This scoring mechanism ensured that the quality of the developer’s social inclusion and gender equality measures contributed to the selection of their proposal and contract award.

Adapted from: The World Bank (2022). [Preliminary Findings Report on Gender Inclusive Approaches in Private Participation in Infrastructure](#)

### **Ensuring that companies have the capacity to implement gender responsive projects**

PPP practitioners should ensure that prospective and selected bidders have the capacity to fulfil a project’s gender responsive objectives and requirements. To that effect, PPP practitioners can use qualification or evaluation criteria such as:

- Previous experience implementing gender responsive projects or activities (for example, if the project requires resettlement, one of the qualification criteria could be: previous experience successfully implementing a gender-sensitive resettlement action plan, with appropriate evaluation references provided)
- Gender expertise within the proposed team (either from in-house staff members, or from gender experts hired on a subcontracting basis for the project), with recognized qualifications and experience.

### **Ensuring that the selected bid satisfies requirements regarding the gender action plan**

It is best practice for PPP practitioners to prepare a project's gender action plan and include this plan in the tender documents, requiring bidders to comply with the plan. This will help ensure that the bids received meet expectations and objectives regarding the project's gender aspects, and will facilitate the comparison and evaluation of bids on these aspects. On that basis, PPP practitioners should evaluate the methodology, plan, and resource allocation described in each bid for carrying out the activities set out in the project's gender action plan.

In cases where PPP practitioners require bidders to propose or refine a project's gender action plan, they should evaluate the targets, commitments, feasibility, and quality of the gender action plan proposed by each bidder. At least one of the criteria that PPP practitioners should set and use for evaluating bids should serve to assess the bids' alignment with the project's gender action plan objectives.

### **Incentivizing the provision of a safe work environment for women as well as men**

Participation in the workforce can present various specific risks for women. Examples of such risks include:

- Pregnancy-related health and safety risks, such as:<sup>111</sup>
  - Changes in women's immune system, respiratory capacity, and muscular strength that can create additional occupational risks for women
  - Increased risk of developing pregnancy-specific illnesses like gestational diabetes
- Health and safety risks arising from the physical differences between women and men and the lack protective equipment adapted to women's needs
- GBV risks,<sup>112</sup> and the ensuing impacts of these harms
- Intimate partner violence risks arising from reduced time to fulfill their caregiving roles in some countries.

PPP practitioners can consider incentivizing companies to create a safer work environment for women by requesting companies submit any or all of the following:

- GBV code of conduct in corporate policy
- Gender responsive corporate policy
- Equal pay for equal work policy
- Gender-specific health and safety guidelines following international best practices
- Certifications on gender-responsive corporate policies and a gender-inclusive workplace.<sup>113</sup>

<sup>111</sup> IDB (2020). Gender Risk Assessment Tool. <https://www.idbinvest.org/en/publications/gender-risk-assessment-tool>

<sup>112</sup> For instance, according to the Women's Workplace Equality Index, to date 59 countries provide no legal protection against sexual harassment in the workplace. Source: Council on Foreign Relations. [Women's Workplace Equality Index](#).

<sup>113</sup> For example, the EDGE standards measure the company's diversity, inclusivity, and equitability according to four pillars:

PPP practitioners may use these requirements as a basis for qualification or evaluation criteria. PPP practitioners should strive to screen out any company that does not implement equal work for equal pay or that does not comply with specified minimum requirements regarding health and safety and GBV.

### **Reducing the gender wage gap**

Women often have unequal income-earning opportunities and access to economic resources compared to men, as women generally earn less than their male counterparts with the same education levels.<sup>114</sup> According to the Women's Workplace Equality Index, to date 113 countries do not mandate equal remuneration for work of equal value.<sup>115</sup>

PPP practitioners may use criteria to incentivize equal pay among women and men. For instance, they can require that to qualify for the tender, prospective bidders must have an equal pay provision in their corporate policy.

### **Promoting employment and business opportunities for women**

PPP practitioners may qualify or evaluate bidders based on employment or business opportunities they provide for women. For instance, they could qualify or evaluate bidders based on:

- Their supplier diversity codes of conduct (if they have one) or related commitments
- The number of women they employ, or the proportion of management positions filled by women
- Whether they are a women-owned business.

### **9.1.3. Provide information on gender aspects in the marketing and tender documents**

PPP practitioners should ensure that they provide information on the gender responsive features, activities, and requirements of the project in the marketing and tender documents. These documents include: the project teaser (which is used for marketing the PPP project to prospective bidders); the data room (which bidders are given access to during the bidding stage); the RfQ (if the procurement involves a prequalification stage); and the RfP.

Figure 3.8 presents a checklist of information that PPP practitioners should remember to include on the project teaser and in the data room.

representation at all levels of the organization, pay equity, gender-responsiveness of corporate policies, and employee perception of the company. The EDGE Certified Foundation reviews the company and awards the EDGE Certification if the company surpasses the certification criteria. Source: EDGE Certification. [EDGE Certification® – The Certification for Workplace Diversity, Equity, and Inclusion that matters. Since 2011.](#)

<sup>114</sup> ILO (2023). [Global Wage Report 2022–23. The impact of inflation and COVID-19 on wages and purchasing power](#) Figure 4.4 of this report shows gender pay gaps for all 22 countries covered in the analysis

<sup>115</sup> Council on Foreign Relations. [Women's Workplace Equality Index.](#)

**Figure 3.8. Checklist on gender-related information to include in the data room and on the project teaser**

<b>Teaser</b>	
<input type="checkbox"/>	Main takeaways from the gender analysis and gender impact assessment
<input type="checkbox"/>	Key activities required in the Gender Action Plan and (if applicable) Resettlement Action Plan
<input type="checkbox"/>	Gender-specific design and service requirements for the project
<input type="checkbox"/>	Information on how the gender requirements are integrated in the payment mechanism
<b>Data room</b>	
<input type="checkbox"/>	Gender responsive Resettlement Action Plan
<input type="checkbox"/>	Gender action plan
<input type="checkbox"/>	ESIA, including gender gap analysis and gender impact assessment

### 9.1.4. Ensure gender-sensitivity in engagement with bidders

PPP practitioners should carry out gender-sensitive engagement with bidders throughout the transaction management process by:

- Checking that the tender documents use gender-inclusive language—that is, language that avoids bias toward a particular sex or social gender (and therefore is less likely to convey gender stereotypes). Language has an important role in shaping cultural and social attitudes. Therefore, role-modelling appropriate, inclusive language is a powerful way to promote gender equality
- Consider including women in their consultation and negotiating teams, particularly if women are leading or involved on the bidders' side.

The document presented below provides useful guidelines for gender-inclusive language.

#### Gender-inclusive language guidelines



UN Women's [Gender-Inclusive Language Guidelines](#) are designed to support gender-inclusive writing, review, and translation of documents in English language.

PPP practitioners can use these guidelines to ensure that the tender documents they prepare use gender-inclusive language.

See Appendix D to access the full document.



# **Module 4**

## **Contract management**

## Module 4: Contract management

Managing a PPP contract entails monitoring and enforcing the PPP contract requirements and spans the lifetime of the agreement (see section 3.6 of the [PPP Reference Guide](#)). Successful contract management ensures that services are delivered according to the contract, that the responsibilities and risk allocations are maintained, that risks that might affect the project are identified and acted on effectively, and that the project performs at least as efficiently as expected.

Figure 4.1 presents the four key aspects of effective PPP contract management.

**Figure 4.1. Key elements of PPP contract management**

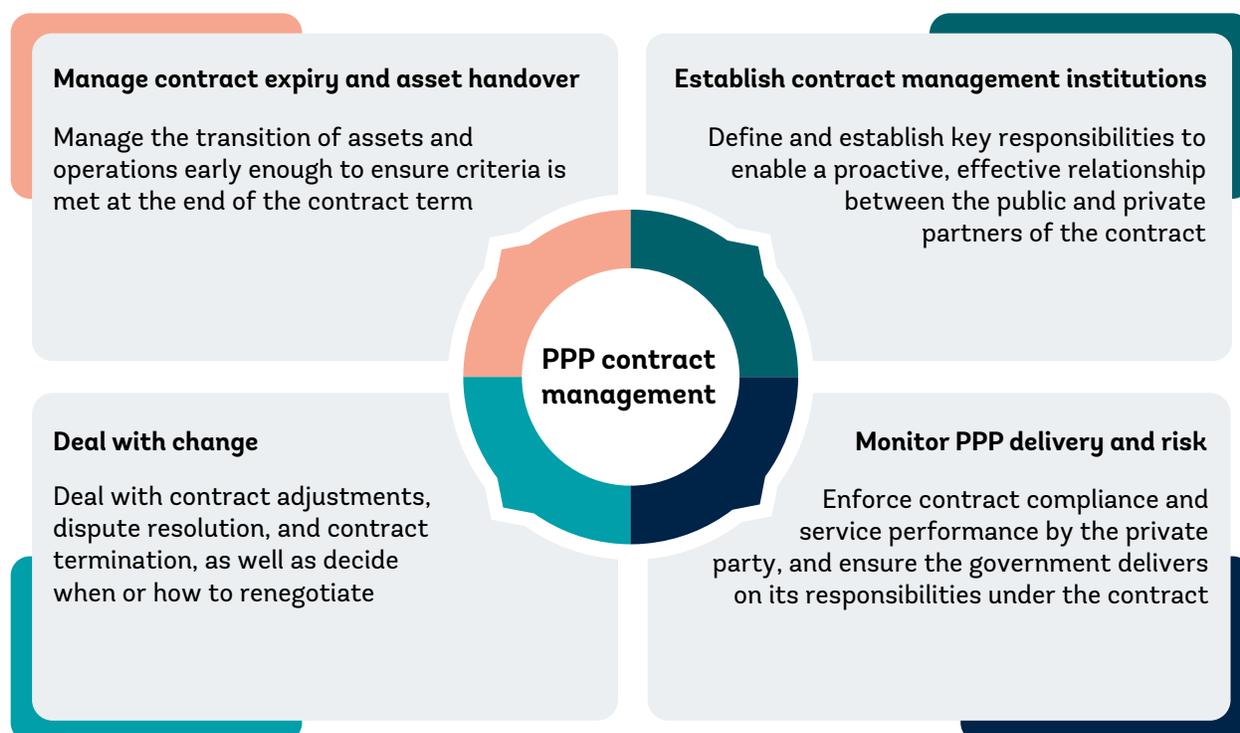
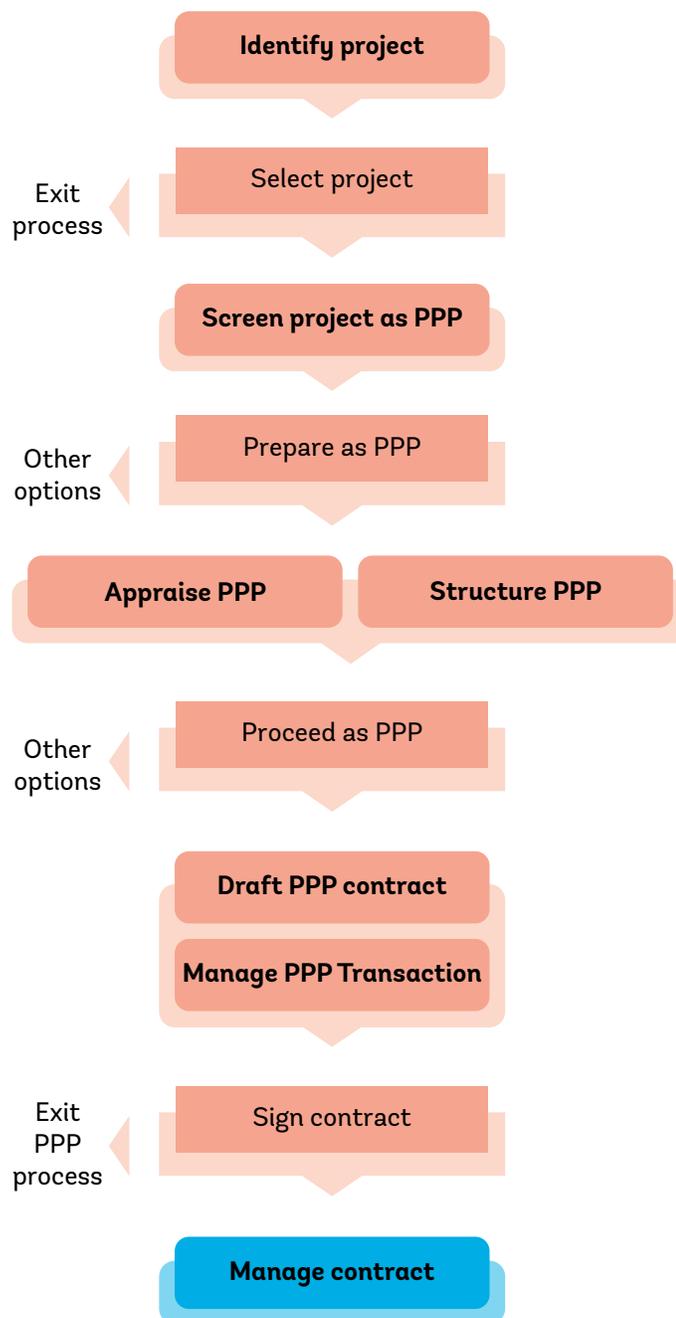


Figure 4.2 illustrates where in the PPP process contract management occurs.<sup>116</sup>

<sup>116</sup> The establishment of contract management institutions, however, should happen before the project's financial close, as discussed in section 4.1.

**Figure 4.2. Stages of the PPP process: Module 4**



PPP contract management is an important aspect of PPP delivery. Effective PPP contract management supports the long-term success of the project in line with the agreed contract terms, whereas poor contract management can undermine the project’s value for money (VFM) and expected benefits. The same applies for gender responsiveness: contract management can support (if carried out effectively) or compromise (if done poorly) a project’s gender responsiveness.

Figure 4.3 presents the best practices and associated tools for integrating gender in contract management. Since the PPP contract forms the basis of contract management, most contract management tools should be tailored accordingly and are therefore project specific.

**Figure 4.3. Overview of best practices and tools for integrating gender aspects in contract management**

Stage	Gender best practices	Tools
Establish contract management institutions	<ul style="list-style-type: none"> <li>• Ensure that the contract management team (CMT) has the skillset needed to manage gender aspects (including through training)</li> <li>• Ensure the CMT understands how gender aspects are embedded in the contract (from the gender action plan)</li> </ul>	<ul style="list-style-type: none"> <li>→  Factors informing the expertise needed on the contract management team</li> </ul>
Monitor PPP delivery and risk	<ul style="list-style-type: none"> <li>• Ensure compliance with gender-related requirements and indicators during the development and construction phase</li> <li>• Ensure compliance with gender-related requirements and indicators during the operations phase</li> <li>• Establish an inclusive grievance mechanism</li> </ul>	<ul style="list-style-type: none"> <li>→  Gender responsive PPP compliance monitoring tool</li> <li>→  Gender responsive PPP risk monitoring tool</li> <li>→  Designing an inclusive grievance mechanism</li> </ul>
Deal with change	<ul style="list-style-type: none"> <li>• Check that any adjustments made or considered will not impact the project's gender responsive objectives or create gender-related risks</li> <li>• Seize gender opportunities when dealing with change</li> </ul>	
Manage contract expiry and asset handover	<ul style="list-style-type: none"> <li>• Ensure that the operations will remain gender responsive after asset handover</li> <li>• Check the quality of assets required to meet gender-specific needs</li> </ul>	

<b>KEY</b>	 Standard text	 Checklist	 Template	 Indicators	 Processes and guidelines
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## 10.1. Establish contract management institutions

The first step in contract management is to define and establish the key responsibilities and communication mechanisms that will enable a proactive, effective relationship between the public and private partners to the contract.<sup>117</sup>

### 11. Ensure that the contract management team (CMT) has the skillset needed to manage gender aspects

The contracting authority, which is the government entity responsible for developing the project, should establish a dedicated team responsible for the management of the PPP contract.<sup>118</sup>

A CMT with the appropriate size, governance structure, and skillset is an essential prerequisite for successful contract management. When establishing the CMT, the contracting authority should therefore consider the full range of tasks the management of the contract will involve—including tasks related to the management of the contract's gender aspects (which are listed in section 4.4.1)—and the capacity required for conducting these tasks successfully.

Furthermore, the private party's team will also require specific skills to manage and report on all gender aspects and requirements listed in the contract.

Both the private party and the CMT should ensure that their staff receive any training necessary to carry out gender-related tasks.

<sup>117</sup> The World Bank, ADB, PPIAF, IDB. (2017) [Public-Private Partnerships Reference Guide Version 3](#)

<sup>118</sup> If the contracting authority lacks the capacity and skillset to implement the PPP, another government unit with a more adequate skillset will manage PPP implementation. This government unit is typically referred to as 'Implementing agency'. For simplicity purposes, this module assumes the contracting authority can manage PPP implementation. Source: The World Bank, ADB, PPIAF, IDB. (2017) [Public-Private Partnerships Reference Guide Version 3](#).



Table 4.1 describes various factors that can inform the nature and timing of the expertise needed on the public and private sector teams to manage the contract over the different phases of the PPP project. The table provides examples of gender aspects that may influence these factors.

**Table 4.1. Factors informing the expertise needed on the contract management team**

Factors	Description	Relevant gender aspects
Project characteristics	<p>Factors such as project size, location, geographic distribution, and scope of services. For example:</p> <ul style="list-style-type: none"> <li>• Large projects that involve significant construction will likely require more management capacity than smaller projects</li> <li>• Projects serving more than one municipality may require involvement from representatives of each of the municipalities in the contract management</li> <li>• Water supply projects will require a team with a different set of technical skills than power generation projects.</li> </ul>	<p>The CMT and private party to the contract should include people with awareness of, and responsibility for, gender issues; and the types of gender issues may vary depending on the project characteristics. For example:</p> <ul style="list-style-type: none"> <li>• Large constructions tend to bring higher risks of GBV, prostitution, and transmittable diseases, which need to be addressed appropriately</li> <li>• Multi-municipal projects may require working with different stakeholders in each municipality in a gender responsive way (for instance, finding ways to hear and include the viewpoints of both women and men in each municipality)</li> <li>• Gender responsive design specifications and targets to be monitored will differ based on the type and scope of project.</li> </ul>

Factors	Description	Relevant gender aspects
Contract structure	<p>The allocation of risk and responsibilities in a PPP contract. For example:</p> <ul style="list-style-type: none"> <li>• Government may be responsible for resettlement</li> <li>• Linking payments to Key Performance Indicators (KPIs) allocates responsibility to the private party for the performance. Some examples of gender responsive KPIs are: <ul style="list-style-type: none"> <li>• Number of security staff and of functioning security cameras</li> <li>• Provision of adequate lighting</li> <li>• Number of private toilets kept clean and hygienic</li> <li>• Number of safety buttons functioning at any given time in buses and at bus stops</li> </ul> </li> <li>• Where the government retains demand risk (as is often the case for purpose-built student accommodation projects, for example), the CMT should have the capacity to monitor and mitigate demand risk.</li> </ul>	<p>The CMT and private party should have the skills required to manage gender-related risks and responsibilities. For example:</p> <ul style="list-style-type: none"> <li>• When managing resettlement, ensure that: women have equitable access to formal land tenure and compensation; women’s perspectives and needs are heard during stakeholder consultations regarding resettlement; women’s access to resources is maintained or increased in the new living locations</li> <li>• Monitor the risk that unaddressed safety concerns of women could result in demand that is lower than expected (for example, for purpose-built student accommodation or public transport projects)</li> <li>• Monitor the achievement of KPIs specified in the contract (such as the functioning of safety buttons in buses and stations, security cameras and availability of security staff, the provision of adequate lighting, and the maintenance of clean and hygienic toilets)</li> <li>• Establish and manage an inclusive grievance mechanism that allows women to safely voice their concerns regarding the project, and monitor gender-related complaints registered through the grievance mechanism</li> </ul>

Factors	Description	Relevant gender aspects
Socioeconomic context	<p>Characteristics of the community that the project will affect. The socioeconomic differences, social relations, and power dynamics within communities can affect how different members of the community accept or benefit from a project. This, in turn, may affect the skills and timing of skills required on the CMT and the private party's team. For example, if a project involves the resettlement of people of different social backgrounds with tense dynamics between groups, the CMT may require additional consultation and consensus building skills to manage the resettlement process successfully.</p>	<p>The communities affected by the project will have specific socio-economic characteristics that have an impact on gender and the gender responsiveness of the project. There may be differences in these characteristics across different communities, depending on the scale of the project. These need to be understood within the team and built into ongoing project management.</p>

Adapted from: Global Infrastructure Hub, Turner and Townsend (2018). [Managing PPP Contracts After Financial Close](#).

## 12. Ensure the CMT understands how gender aspects are embedded in the contract

Ideally, at least part of the CMT should be established before the project's financial close. This would enable the contract manager to: (i) have a thorough understanding of the contract from an operational point of view and, (ii) set up effective governance structures to work with other government agencies for the project's development and construction phase (during which several permits and authorizations are typically required).

The team responsible for designing the contract should brief the contract manager on how gender aspects were designed and embedded in the contract. This knowledge transfer would facilitate the contract manager's understanding of the gender aspects, particularly since these aspects may not be obvious in the contract. For example, the contract manager may not initially realize that ensuring lights and security cameras are working on a BRT system is a gender issue.

Figure 3.4 in Module 3 provides examples of gender aspects that may be embedded in a PPP contract. When briefing the contract manager, the contract design team should clearly explain where and how the contract integrates each of the specifications listed in the gender action plan.

Further, the contracting authority should prepare a contract management manual to support effective contract management and ensure the CMT understands how gender aspects are embedded in the contract. If the contract does not explicitly mention gender aspects, the contract management manual should refer to the project's gender action plan, and other gender-related project documents.<sup>119</sup> Additionally, in countries where a contract management manual already exists, the contracting authority should consider updating it to account for gender aspects.

The manual should clearly describe the processes and responsibilities for managing all aspects of the contract—including gender aspects and gender-related risks—from financial close to asset handover. Requiring that the CMT follows the administration manual will limit the risk that team members omit to focus on gender responsive objectives, which may not be obvious or explicitly stated in the contract.

The manual should also include an explanation of the gender aspects embedded in the contract to ensure the CMT continues to be aware of these aspects after changes in team composition (which are expected to occur in contracts of long duration).

### **12.1. Monitor PPP delivery and risk**

The PPP contract sets out the various obligations of the private party regarding the management and reporting of its activities and achievements against project specifications. When monitoring PPP delivery and risk throughout the contract duration, the CMT must ensure compliance with gender-related requirements set out in the contract. The CMT should also establish or oversee the establishment of a contextually appropriate and inclusive grievance mechanism for the project, ensuring the mechanism and its purpose are visible, accessible, and understood. If needed (particularly if course correction is required), the CMT may (in coordination with the private party) adjust or update the project's gender action plan during the monitoring phase.

## **13. Ensure compliance with gender-related requirements and indicators during the development and construction phase**

During the development and construction phase of the project, the CMT needs to monitor or manage the implementation of the resettlement action plan (if the project involves resettlement) and monitor construction progress at specific milestones.

The CMT should ensure that the resettlement action plan meets the gender responsive requirements set out in the project's gender action plan. When monitoring the construction of a project (whether it involves resettlement or not), the CMT should verify that gender-specific components (such as safe, hygienic toilets, sufficient lighting, or safe access to water), are constructed or installed as planned. The CMT should also establish and manage an inclusive grievance mechanism (see section 4.2.3), monitor gender-related indicators such as the number of project-related GBV incidents, and verify the private party's compliance with GBV prevention requirements.

<sup>119</sup> Global Infrastructure Hub, Turner and Townsend (2018). [Managing PPP Contracts After Financial Close](#).

Table 4.2 below presents a sample compliance monitoring tool for a public toilet project. PPP practitioners can use this tool to monitor the private party’s compliance with contract requirements (for gender-related and other aspects) during the development and construction phase. This tool can be used to monitor compliance during the operations phase. The CMT or the contracting authority should share the updated compliance monitoring tool with financiers on a regular basis to ensure all gender-related covenants are met.

**Table 4.2. Gender responsive PPP compliance monitoring tool: public toilet project example**

Aspect	Item	Requirement in contract	Method of monitoring	Frequency of monitoring	Monitoring dates	Outcome of monitoring	Comment (on relevant gender impacts and risks, next steps)
Construction	Design specifications	<ul style="list-style-type: none"> <li>• Clear labels for men’s and women’s sections</li> <li>• Functional locks on every cubicle</li> <li>• Sanitary disposal systems</li> <li>• Breastfeeding stations</li> <li>• Adequate lighting</li> <li>• Running water and soap</li> </ul>	<ul style="list-style-type: none"> <li>• Independent certification</li> <li>• Review of private party’s information</li> </ul>	Every six months			



Aspect	Item	Requirement in contract	Method of monitoring	Frequency of monitoring	Monitoring dates	Outcome of monitoring	Comment (on relevant gender impacts and risks, next steps)
Construction	GBV prevention	<ul style="list-style-type: none"> <li>• Private party and its subcontractors have established and enforced an appropriate code of conduct and relevant implementation measures</li> <li>• All employees and subcontractors have:                             <ul style="list-style-type: none"> <li>• Attended an induction training course prior to commencing work on site to ensure they are familiar with the code of conduct</li> <li>• Signed an individual code of conduct confirming their agreement to support GBV prevention activities</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Review of private party's information (code of conduct, reports regarding induction training, measures, and staff signature of code of conduct)</li> <li>• Survey and/or information from grievance mechanism</li> </ul>	<p>Monthly (for review of information); continuously (for information from grievance mechanism)</p>			

Source: Castalia

## 14. Ensure compliance with gender-related requirements and indicators during the operations phase

During the operation phase of the project, the CMT needs to monitor the private party's performance in accordance with the PPP contract and monitor and manage government responsibilities and risks.

When monitoring operations, the CMT should check that the performance and activities carried out by the private party meet the gender-related requirements set out in the contract. Aspects to monitor may include:

- Performance requirements in terms of services delivered. For example, checking that a public transport project meets the requirements set in the PPP contract regarding punctuality: if women are expected to use the public transport to pick up children from school, then monitoring punctuality would help ensure that women are obtaining the targeted benefits from the project. Table 3.2 in Module 3 provides further examples of performance requirements
- Commitments for gender responsive employment and procurement
- GBV prevention.

Performance monitoring may be carried out through different mechanisms (as per the contract specifications), such as:

- Assessing compliance with gender-related KPIs
- Reviewing user surveys (for example, surveys of women regarding safety on a public transport project)
- Reviewing information from the private party (for example, reviewing the private party's sex-disaggregated data on staff members, contractors, procurement of goods and services from women-owned businesses, and training attendances if the contract includes requirements on women employment, training, and procurement)
- Independent monitoring (by a gender expert, where required) to verify the accuracy of the private party's reporting (for example on aspects such as gender responsive activities and performance, GBV prevention and management, or progress against gender responsive employment and procurement commitments)
- Independent certification (for example, getting an independent certifier to check that 'help' buttons in buses and bus stops are working).

When monitoring and managing government responsibilities and risks, the CMT should monitor gender-specific risks allocated to the government and update the risk management plan accordingly. For example, for a PBSA project that involves availability payments and for which the government retains demand risk, the CMT should check that safety concerns raised by women are addressed (as not addressing such concerns may result in a lower demand for the PBSA compared to what was expected).

The CMT should also track the government’s expenditures on gender activities.

Table 4.3 below presents an example of a gender responsive risk monitoring tool for a public transport PPP. The CMT can use this tool to monitor project risks, including gender-related risks.

**Table 4.3. Gender responsive PPP risk monitoring tool: public transport PPP example**

Risk#	Party responsible	Date last updated	Description	Gender considerations	Estimated probability of occurrence	Impact	Mitigating action	Documentation required	Submitted (Yes/No)	Residual risk rating
1	Contracting authority		Risk that a new emerging technology that better responds to the customers’ needs unexpectedly displaces the established technology or service	Risk that a new emerging technology better responds to gender-specific needs or preferences	High	High	<ul style="list-style-type: none"> <li>• Conduct gender-disaggregated surveys of needs and preferences</li> <li>• Adapt services based on survey results</li> </ul>	Survey of customer needs and preferences		Medium
2	Private party		Risk that the project operation leads to an increase in GBV in affected communities		Low	High	<ul style="list-style-type: none"> <li>• Ensure that all measures required in the contract are implemented (CMT to monitor)</li> <li>• Monitor information received through the grievance mechanism (CMT)</li> <li>• Implement additional measures if necessary</li> </ul>	<ul style="list-style-type: none"> <li>• Reports from the private party</li> <li>• Reports from the grievance mechanism</li> </ul>		Low

Source: Adapted from: PPIAF, The World Bank (2011) [How to Engage with the Private Sector in Public-Private Partnerships in Emerging Markets](#). p. 154.

## 15. Establish an inclusive grievance mechanism

The contracting authority or the CMT should oversee the establishment and management of a grievance mechanism for the duration of the contract.<sup>120</sup> The CMT should also monitor the gender-related complaints registered through the grievance mechanism. Grievance mechanisms are systems or specified procedures for methodically addressing grievances or complaints and resolving disputes.<sup>121</sup> A grievance mechanism provides a process for community members to report and address concerns and incidents related to a project. The grievances, concerns and incidents can be of any nature; from noise complaints and lack of parking space, to reporting GBV.

A grievance management mechanism should be established before the start of any PPP project activities (including land acquisition)<sup>122</sup> and should remain in place for all phases of the project, from resettlement to construction, operations, and maintenance. Additionally, the contracting authority or the CMT should ensure that the private party establishes a separate grievance mechanism for labor-related complaints. The contracting authority or the CMT should track the grievances received, as the private developer may view complaints as negatively reflecting on their performance and may not publicize the mechanisms appropriately or not accurately report the complaints received.<sup>123</sup>

The entity responsible for establishing and managing the grievance mechanism (the general and the labor specific grievance mechanism) should ensure that it is contextually appropriate, visible, and inclusive (meaning that it is equally accessible by all members of the community, regardless of status, literacy, or gender. This will enhance the utility of the mechanism: ensuring that all members know how to access the mechanism will allow tracking a broader range of issues, questions, risks, and concerns—including regarding gender-related aspects.

The entity designing the grievance mechanism should consider and address the specific barriers that various community members (including women) may face in accessing the mechanism. Gender-specific barriers should be documented in the gender gap analysis (section 2.1.2), and the gender action plan (section 2.1.4) should propose solutions to address these barriers. Such barriers may include:

- Social and cultural expectations and power dynamics, which might reduce women's ability to voice opinions or access services, including grievance mechanisms. For example, women may be expected to rely on male family members to address and resolve grievances instead of directly accessing grievance processes
- Women may face negative consequences (for example, from men within the household or within the project) if they are seen to be complaining
- Low levels of literacy might make mechanisms that rely on written information or complaints inaccessible. In the Asia-Pacific region for example, 65 percent of illiterate adults are women<sup>124</sup>

<sup>120</sup> Compliance Advisor Ombudsman (2016). [Grievance Mechanism Toolkit](#).

<sup>121</sup> ADB (2011). [Grievance Mechanisms: A Critical Component of Project Management](#).

<sup>122</sup> WBG (2019). [A Guide to Community Engagement for PPPs](#)

<sup>123</sup> Compliance Advisor Ombudsman (2016). [Grievance Mechanism Toolkit](#)

<sup>124</sup> UNOPS (2019). [Guide on Integrating Gender Throughout Infrastructure Project Phases in Asia and The Pacific](#).

- Some women may not have access to their own mobile phones when wanting to make a complaint
- Discomfort in reporting grievances to men.

Figure 4.4 provides guidance for designing an inclusive grievance mechanism. In addition to the checklist below, the contracting authority and CMT should refer to (and implement) project-specific guidance contained in the project's gender action plan regarding establishing and managing an inclusive grievance mechanism.

**Figure 4.4: Checklist to design an inclusive grievance mechanism**

### Designing an inclusive grievance mechanism

- Involve women in the design of the mechanism to help ensure the mechanism is accessible to women as well as men
- Develop processes that ensure the complainant's identity remains confidential to avoid reprisals from employer and/or further harassment by the perpetrator
- Ensure that users of the mechanism do not incur any fees
- Provide simple, clear, and user-friendly processes
- Provide a process for illiterate people to file complaints
- Establish multiple channels for receiving complaints and ensure women trust these channels. Consider establishing one of the points of access within a women's community organization or other civil rights organization
- Clearly publicize all relevant information regarding the grievance mechanism, including points of access and all relevant steps necessary to file a complaint
- When publicizing the grievance mechanism, coordinate with local community organizations to ensure that the information reaches diverse members of the community
- Ensure the grievance mechanism access point is safe and accessible for women, and located in areas that are neither too secluded nor too public
- Consider training local community groups on how to handle grievances relayed to them. Training groups such as women's associations ensures that communities with a preference for informal grievance structures obtain appropriate assistance
- Consider engaging a GBV service provider to run a separate GBV grievance mechanism if the project has high GBV risk

The contracting authority or the CMT may engage a third party for, or involve local partners in, the grievance mechanism establishment or management. For example, women-led civil society organizations can offer invaluable insight into the context and needs of women stakeholders and can effectively liaise with community stakeholders. Community service organizations are often seen by their stakeholders as trusted, local sources of knowledge and information.

Box 4.1 describes how the World Bank successfully used its Grievance Redress Service (GRS) for an agriculture project in Jordan to ensure women had access to project-related training activities.

### **Box 4.1. The World Bank's gender responsive approach to managing grievances in Jordan's Socially Inclusive and Water Efficient Agriculture Project**

The World Bank is supporting the Jordanian Government in building a hydroponics farm in western Jordan. The project's goal is to promote self-employment and entrepreneurship for vulnerable individuals in the region as a way out of poverty and unemployment

The World Bank team managing the Grievance Redress Service received a complaint about working conditions. Particularly, non-issuance of training and work agreements, unsuitable training conditions, and threats of exclusion from participation in training activities.

As a response to these complaints, the World Bank task team implemented institutional measures to address workplace issues and met the community's immediate needs for proper training conditions. They ensured the implementing agency adopted measures to foster a respectful workplace environment and women's equal access to training sessions. Some of these measures included:

- The use of proper safety equipment and separate restrooms for women trainees
- The adoption of a code of conduct and organized awareness sessions for the project and training teams on respectful workplace environments

The complainants were satisfied with the resolution of the case.

The World Bank (2022). [Annual Report FY22: Grievance Redress Service](#)

Box 4.2 presents an example of a third-party operated grievance mechanism. Although the example described below does not refer to a PPP, similar features could be used to establish inclusive grievance mechanisms in PPP projects.

### Box 4.2. Third-party operators of grievance mechanisms

Laborlink is an example of a third party operated service to report and address concerns and incidents related to a project. Laborlink is designed to be inclusive and accessible for all. Users dial a number and get a return call so that they are not charged for the call.

Laborlink allows women and men to file their grievances verbally, which facilitates the process for illiterate complainants. This is particularly important in making the grievance mechanism gender responsive as illiteracy is more common among women than men. The data Laborlink collects is sex-disaggregated, secure, and private. In Indian and Chinese factories, Laborlink's services have driven improvements in workplace safety and communication and reduced sexual harassment and verbal abuse.

By 2016, Laborlink had surveyed half a million workers in 16 countries and collected 1.4 million data points. The data showed that 77 percent of factory workers felt safe and 32 percent reported not being paid for overtime work.

Direct communication channels for grievances can inform improvements for creating gender responsive project implementation and operation. Such third-party anonymous services can facilitate honest feedback from women workers who may be unwilling to speak up otherwise.

Adapted from: UNOPS (2019). [Guide on Integrating Gender Throughout Infrastructure Project Phases in Asia and The Pacific](#), The Atlantic (2016). [Laborlink is Helping Companies Learn What Their Factories Abroad Are Really Like](#), Triplepundit (2016). [Early Warning Systems Reveal Child Labor in Bangladesh's Garment Industry](#)

## 15.1. Deal with change

Throughout the contract duration, the CMT may need to:

- Implement planned adjustments per the adjustment mechanisms provided for in the PPP contract. For example, changes to service requirements, changes to tariffs or payment rules or formulae, market testing or benchmarking, and refinancing
- Manage claims, such as claims for the Procuring Authority's breach of contract, Material Adverse Government Action, change in law or relief from sanctions, force majeure, or scope changes. This may involve monitoring the risk of potential claims to mitigate their occurrence and prepare for their receipt, and assessing and processing claims and scope changes quickly to avoid them turning into disputes or having other adverse impacts on the project<sup>125</sup>
- Manage renegotiations and disputes

<sup>125</sup> Global Infrastructure Hub, Turner and Townsend (2018). [Managing PPP Contracts After Financial Close](#).

When dealing with change or assessing scope changes, the CMT should aim to keep the PPP contract risk allocation to ensure VfM.<sup>126</sup> Furthermore, when dealing with change the CMT should also be aware not to ‘drop’ measures designed to address women’s specific needs (in favor of simplifying or expediting the change process) and to seize gender opportunities (such as involving more women-owned enterprises or increasing targets of trained or hired women in the project). The CMT must check that any adjustments made or considered will not impact the project’s gender responsive objectives or create gender-related risks. For example, if an airport extension is required due to a higher number of passengers than was initially predicted, the CMT should ensure that the gender responsive features provided for in the initial contract (such as GBV prevention during construction and operations and provision of safe and hygienic toilets) apply to the extension.

If there is no option to make changes without impacting gender aspects or risks, the CMT should assess these impacts and update the gender action plan (in consultation with the private party) and the risk management plan.

<sup>126</sup> Global Infrastructure Hub, Turner and Townsend (2018). [Managing PPP Contracts After Financial Close](#).



## 15.2. Manage contract expiry and asset handover

When the PPP contract comes to an end, the project transitions from operations to asset handover and the asset or operation of the asset is typically handed back to the contracting authority, to a new Project Company, or new operator. This transition is important as it will affect the ongoing provision of the public service, and therefore requires appropriate proactive, strategic consideration<sup>127</sup>—including for gender aspects.

## 16. Ensure the operations will remain gender responsive after asset handover

The CMT should plan for the asset handover well in advance of the end of the PPP contract.<sup>128</sup> The CMT should coordinate with relevant entities to ensure the continuity of the service provided by the asset after handover.

In doing so, the CMT should ensure that the entity that will provide the services after the handover understands, and has an adequate plan to maintain, the gender responsive features of the project. These features include the gender responsive performance requirements and targets (for example, 'help' buttons and adequate lighting in buses and stations for a public transport project), and requirements for GBV prevention and management.

The CMT should also ensure that the professional and entrepreneurial opportunities the PPP has provided to women will be maintained after asset handover. Any commitments to procuring goods and services from women-led businesses, for example, should be maintained after the handover.

## 17. Check the quality of assets required to meet gender-specific needs

During asset handover, the CMT will need to check the quality of the assets and verify compliance with the asset handover standards specified in the contract. When doing so, the CMT should make sure to check the quality of assets required to meet gender-specific needs (as specified in the PPP contract). For example, this could involve checking the quality and functioning of disposal bins for menstrual hygiene products in a sanitation project.

<sup>127</sup> Global Infrastructure Hub, Turner and Townsend (2018). [Managing PPP Contracts After Financial Close](#).

<sup>128</sup> Global Infrastructure Hub, Turner and Townsend (2018). [Managing PPP Contracts After Financial Close](#).



# Module 5

## Transparency and auditing

## Module 5: Transparency and auditing

A governance framework fostering transparency and accountability is necessary for successful PPP projects, as it provides a mechanism for the public and auditing institutions to engage with the projects and hold the contracting authority and private party accountable for the project outcomes.<sup>129</sup>

Good transparency and auditing practices can attract private sector investment, ensure the selected projects are aligned with the government's investment strategy, generate the economic returns for society, and ensure the government does not bear excessive fiscal risks. Transparency (5.1) should be ensured throughout the entire PPP cycle, and auditing (5.2) and ex-post evaluations (5.3) should be carried out at various stages of the PPP cycle.

### 19. Ensure project transparency

The 'transparency' of a PPP can be defined as the ability of all stakeholders to know and understand the inputs, outputs, and decision-making and other processes related to that PPP.

This section focuses on external transparency; that is, the ability of stakeholders such as customers, workers, civil society organizations, and others who are not parties to the PPP contract (including those who are affected in any way – negatively or positively) to know and understand things about the PPP that matter to them.<sup>130</sup>

Transparency is not the same as disclosing all information. Transparency has a cognitive dimension. Many stakeholders lack the time or skills to comb through realms of raw data. To achieve transparency, public partners in the PPP will want to ensure that external stakeholders can easily identify and access the information that is most relevant to them.

Project transparency can help mobilize private capital for investment in infrastructure, increase public and stakeholder understanding of decision-making processes and outcomes and confidence in PPP projects, and reduce the risk of corruption. Therefore, governments should promote project transparency in their policy frameworks.<sup>131</sup>

Table 5.1 lists the recommended information (including 'standard' information, and gender-related information) to disclose in pre-procurement and post-procurement of PPP projects. Creating PPP contracts that effectively integrate gender aspects will facilitate the systematic disclosure of gender-related information to stakeholders, provided that appropriate transparency commitments and mechanisms are in place (as gender will be an integral part of the contracts).

<sup>129</sup> The World Bank, ADB, PPIAF, IDB (2017). [Public-Private Partnerships Reference Guide Version 3](#)

<sup>130</sup> Anne-Marie Reynaers & Stephan Grimmelikhuisen (2015). [Transparency in Public-Private Partnerships: Not So Bad After All?](#)

<sup>131</sup> The World Bank. [A Framework for disclosure in Public-Private Partnerships.](#)

**Table 5.1. Recommendations on disclosure for PPPs**

Topic	Recommendations	Gender-related information to disclose
Pre-procurement information disclosure	<ul style="list-style-type: none"> <li>• Pre-tender: approved pipeline of projects with brief description of project, services, estimated cost, likely sources of revenue, and tentative procurement dates</li> <li>• Tender: expression of interest, request for qualification, request for proposals, draft contract, and detailed project report</li> <li>• Evaluation: names of bidders, names of shortlisted bidders at request for qualification, name of preferred proponent, minutes of bidders' meetings, all communications with bidders during procurement, and modifications to documents</li> <li>• Reports: any oversight reports if available, and value for money (or other methodology for PPP mode evaluation) reports for disclosure following financial close</li> </ul>	<ul style="list-style-type: none"> <li>• Analyses carried out during project appraisal, including: gender gap analysis, and ex-ante gender impact assessment</li> <li>• Gender action plan for the project</li> <li>• Gender responsive resettlement action plan (in projects requiring resettlement)</li> </ul>



Topic	Recommendations	Gender-related information to disclose
Post-procurement information disclosure	<ul style="list-style-type: none"> <li>• Basic project information (project name, structure and main parties, location, sector and department, project value and technical description of the physical infrastructure, high level description of the services and approximate demand)</li> <li>• Risk allocation matrix</li> <li>• Reasons for choice of PPP</li> <li>• Financial information: financing structure, estimates, revenues, forecast and actual equity return</li> <li>• Payment structure: operating and capital subsidies, service payments and share of project revenues between the contracting authority and private party</li> <li>• Other asset transfers: land transferred on lease or other basis by the government</li> <li>• Guarantees</li> <li>• Other arrangements that affect financing and costs (non-compete clauses, provisions for revenue shortfall loans, arrangements for sharing gains of refinancing between public authority and private provider, etc.)</li> <li>• Government support: guarantees, grants, rights, payments for service, and others</li> <li>• Tariffs: tariff methodology and review and regulation</li> </ul>	<ul style="list-style-type: none"> <li>• Sex-disaggregated demand information</li> <li>• Gender-related risks and mitigation measures</li> <li>• Applicable gender-related MDB and IFI safeguards and policies</li> <li>• Links between government support and government gender-related policy commitments</li> <li>• Gender responsive performance targets and project performance against them</li> <li>• Gender-related grievances and description of how these grievances are addressed</li> </ul>

Topic	Recommendations	Gender-related information to disclose
	<ul style="list-style-type: none"> <li>• Performance: actual performance against targets, actual penalties against contract provisions, independent engineer or auditor report, and user feedback and surveys</li> <li>• Contract termination (events of default, termination provisions and handover provisions)</li> <li>• Renegotiations or changes: details of changes, impact of change on cost, fiscal commitments and contingent liabilities, risk allocation, tariff or payment, and services or levels of service</li> <li>• Contract milestones: date of contract signing, date of financial close, date of commencement of construction, date of completion of construction, date of commissioning, date of contract expiry, dates of contract renegotiation and significant adjustments to key contract parameters</li> <li>• Project implementation: performance reports from the contracting authority and audit reports from the auditing authority</li> </ul>	

Source: The World Bank (2015). [A framework for disclosure in public-private partnerships](#).

In addition to making the information available, efforts are needed to let stakeholders know that information is available and how they can request and access information that may be most relevant to them. Informing stakeholders about which types of information are available and which will be most relevant to them can facilitate project transparency. For example, when conducting gender-sensitive interviews during the appraisal stage, PPP practitioners could inform women's organizations about the information that will be disclosed on gender aspects (such as the project's gender action plan and gender impact assessment) or other aspects they are interested in and let them know where they will be able to find this information. These interviews also provide an opportunity for PPP practitioners to ask about what other information different stakeholders might be interested in having access to, and how best to provide this information in accessible ways, to facilitate this as far as possible. There should also be ongoing efforts throughout the project timeframe to understand stakeholder information needs, provide information to stakeholders, and inform stakeholders of how information can be accessed, including on relevant gender aspects.

## 20. Conduct audits

A PPP audit is a formal review of a PPP project to provide a reasonable assurance to the government, legislature, and the public that the project has yielded value for money, and that public interests have been adequately protected.<sup>132</sup> Depending on the project, auditors may review just a subset of these points, or different aspects at different times.

PPP projects should be audited soon after procurement, then periodically once they are operational.<sup>133</sup> In addition, government entities responsible for audits may be required to review the contracting authority's decision-making processes and compliance with PPP regulation during project identification, screening, appraisal, and structuring. Checking for compliance ensures that the government adequately followed all requirements established in relevant PPP regulation before the project is procured.<sup>134</sup>

Most governments have a national audit body in place as part of their governance framework.<sup>135</sup> The national audit body should be an independent, national-level institution conducting audits of government activities. The audit body provides oversight and accountability by monitoring the use of public funds and reviewing the accuracy of government financial reporting.<sup>136</sup> In cases where there is no national audit body in place, service managers and lead project officers can act as project auditors.<sup>137</sup> Some countries also use the services of independent auditors that work with the audit body or perform separate audits.<sup>138</sup>

<sup>132</sup> Comptroller Auditor General of India (2009). [PPP in Infrastructure Projects](#)

<sup>133</sup> The World Bank, ADB, PPIAF, IDB (2017). [PPP Reference Guide Version 3](#)

<sup>134</sup> The World Bank, ADB, PPIAF, IDB (2017). [Public-Private Partnerships Reference Guide Version 3](#) page 102

<sup>135</sup> The International Organization of Supreme Audit Institutions (INTOSAI) currently recognizes 195 full members, 5 associate members, and 2 affiliate members. Source: INTOSAI. [Members - INTOSAI](#)

<sup>136</sup> INTOSAI (2001). [Guidelines on Best Practice for the Audit of Public/Private Finance and Concessions](#)

<sup>137</sup> UK National Audit Office (2006). [A Framework for evaluating the implementation of Private Finance Initiative projects: Volume 1](#)

<sup>138</sup> ADB (2008). [PPP Handbook](#)



Table 5.2 presents key considerations for audits, including on gender aspects.

**Table 5.2. Relevant gender aspects in PPP audits**

<b>Project stage</b>	<b>Considerations</b>	<b>Examples of relevant gender aspects</b>
PPP identification and screening	How the government prioritized potential projects, and whether projects were implemented in that order	Was gender responsiveness listed as a prioritization factor? If so, was gender responsiveness accounted for in the prioritization process, and how?
	Whether the government or PPP practitioners made a preliminary assessment of the private sector's capabilities for delivering the services	Whether the government or PPP practitioners made any assessment of the private sector's competencies to consider, include and deliver on gender-related issues
	Whether the government or PPP practitioners provided the required information and approvals to proceed to appraisal and structuring	Whether the Ministry responsible for gender needs to review and approve any measures to address women's specific needs in the project
PPP appraisal and structuring	Whether the contracting authority examined a range of alternative ways of meeting its needs, such as public sector traditional procurement or privatization, before choosing the PPP option	Are any delivery options more likely to optimally deliver on the project's gender objectives?
	How the contracting authority investigated in advance the appropriate allocation of project risks between the public sector and private sector parties affected by the project	Whether the contracting authority considered gender-related risks in its investigation
	Whether the contracting authority adequately followed all requirements established in the PPP regulation for the project move to procurement	Whether the contracting authority adequately incorporated in the project gender-related requirements established in the PPP regulation

Project stage	Considerations	Examples of relevant gender aspects
PPP transaction and contract management	How the PPP practitioners and contracting authority identified contractual issues that were likely to arise during the procurement	Whether the contract design effectively addresses gender-related issues and objectives listed in the project's gender action plan
	Whether mid-level stakeholders prepared a procurement strategy, covering the number of tender rounds to be held, the number of bids to be invited at each tender stage, the body's approach to communicating with bidders, and a realistic timetable for the tender process	Whether the procurement strategy implemented recommendations from the gender action plan regarding gender responsive procurement
	Whether the contracting authority set and controlled realistic budgets for all project costs, including internal and external resources and whether the contract management team monitored and managed the contract and service delivery	Whether the contracting authority accounted for project costs of implementing the activities set out in the gender action plan, and whether the contract management team effectively managed the gender aspects of the contract
	Whether the contracting authority planned and effectively managed its exit from the contract on its expiry	Was gender considered within the contracting authority's planning and management of the contract expiry? If so, in what ways?

Adapted from: INTOSAI (2001). [Guidelines on Best Practice for the Audit of Public/Private Finance and Concessions](#)

## 21. Carry out an ex-post evaluation

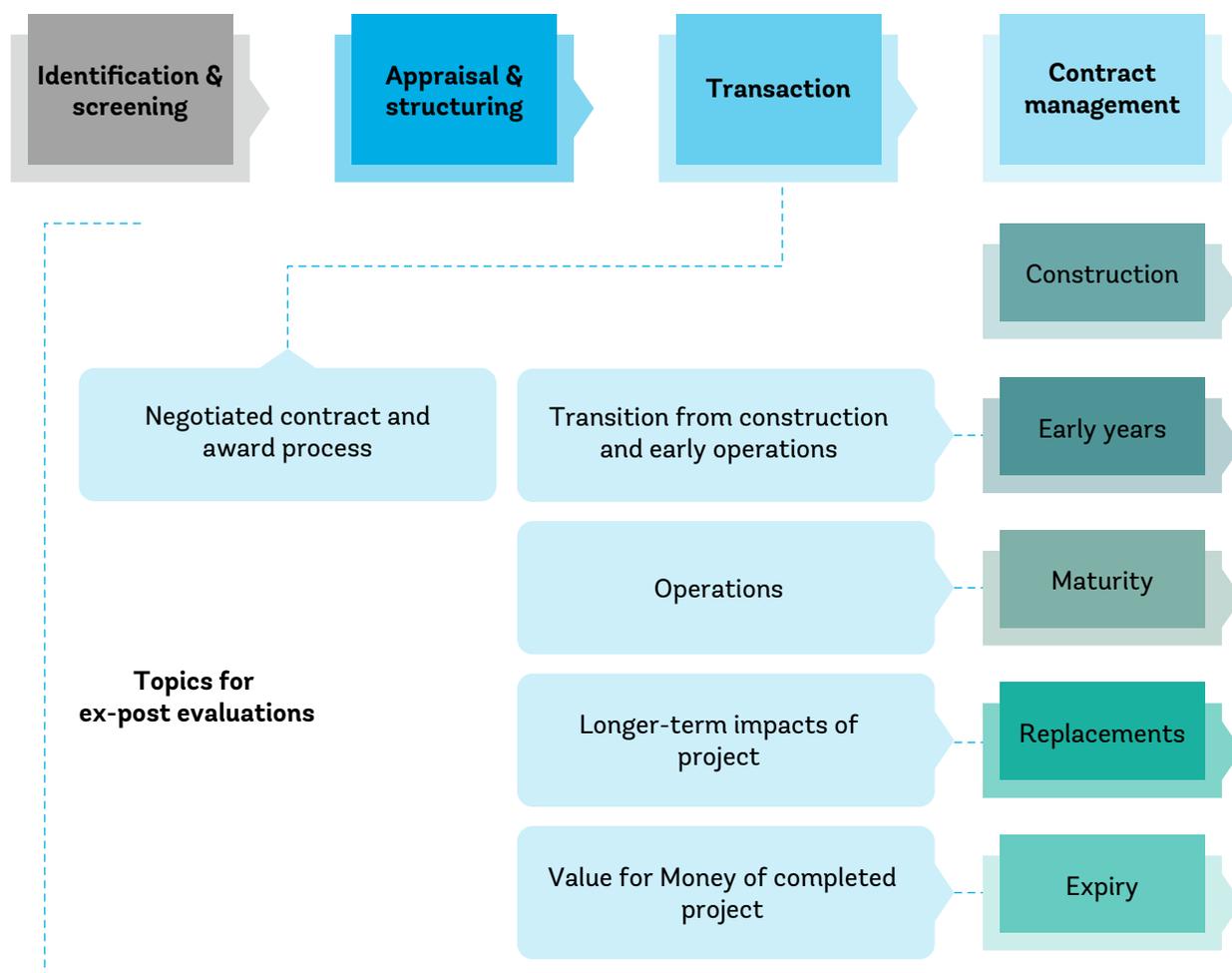
Ex-post evaluations analyze performance to generate information on the effectiveness, efficiency, and economy of a PPP project in achieving its goals and objectives.<sup>139</sup> The analysis can also consider equity, which may be relevant in terms of gender.

Ex-post evaluations differ from audits in the sense that audits assess projects' compliance with established processes and requirements, whereas ex-post evaluations have a broader purpose to identify lessons that can help develop better PPPs. An evaluation assesses whether a project achieved expected results and what aspects of implementation can be improved in future projects.

<sup>139</sup> European Investment Bank. 2018. [Ex-post assessment of PPPs and how to better demonstrate outcomes](#)

Ex-post evaluations, which are often performed by a national audit body,<sup>140</sup> may be conducted at various points during the contract period as well as after the contract ends. An ex-ante establishment of expected outputs, outcomes, and impacts, as well as monitoring and supervision during contract management, will provide key benchmarks for ex-post evaluations. Figure 5.1 presents an overview of the different points in time at which ex-post evaluations can be carried out.

**Figure 5.1. Opportunities for ex-post evaluations**



Adapted from: European Investment Bank. 2018. [Ex-post assessment of PPPs and how to better demonstrate outcomes](#)

When conducting an ex-post evaluation, the responsible entity should evaluate gender aspects as the findings may help PPP practitioners improve their processes for integrating gender in future PPPs. Gender-sensitive consultations (as described in section 1.1.2) may need to be conducted to fully assess the project's impacts.

<sup>140</sup> European Investment Bank. 2018. [Ex-post assessment of PPPs and how to better demonstrate outcomes](#)

The evaluation should cover:

- **An assessment of the gender-related outputs and their (intended and unintended) impacts,** where the auditors compare actual performance against the performance requirements set out in the contract. For example, the PPP contract of a school project might establish that the private developer must maintain the women and girls' bathrooms at specific hygienic standards. The ex-post gender evaluation will assess if this requirement has been met or (if not) the impact of not meeting this requirement, and how the private party can meet the requirement in the future
- **Broader outcomes that arise from the project implementation,** which may provide a more complete view of the project's impact on women in the community. For example, the gender action plan of a project might list "increase women's employability through capacity-building trainings" and include targets such as "women attending training" (see Table 55.3 further below for additional examples of gender outcomes). The ex-post gender evaluation will assess the outcome of such output by examining the increase in rate of employed women in the community or in women's income generated from productive activities at the time of the ex-post evaluation
- **An identification of lessons learned to improve gender responsiveness in current or future PPPs.** An ex-post evaluation, for example, might serve to identify the private sector's unique contribution to the project's gender responsiveness. Governments and PPP practitioners might learn if the private sector was better suited to optimally deliver on the project's gender responsive features.

Table 55.3 presents examples of indicators examined when assessing gender outcomes.

**Table 55.3. Examples of gender outcomes to assess during ex-post evaluation**

Category	Examples
	General
Labor and assets	Increase/decrease in rate of employed women in the community
	Percent of women with land titles in their name
	Increase/decrease in discrimination complaints and harassment in the workplace
	Increase/decrease in women's income generated from productive activities
Participation in the community	Increase/decrease in the percentage of women who participate in community decision making
	Increase/decrease in the number of women who speak during community meetings

Category	Examples
	Increase/decrease in women's access to education
	Number of new community initiatives focused on women's social empowerment because of project activities
Level of satisfaction	Percentage of women who report a high level of satisfaction with service delivery
Gender-Based Violence (GBV)	Increase/decrease in the number of women who report being victims of GBV
	Increase/decrease of quality level of GBV case management procedures
	Increase/decrease in time required to resolve GBV cases
	Percent of GBV cases in police records and hospital records
	Increase in the number of clinics, counseling centers or other services to help GBV victims
Sector-specific	
Energy	<ul style="list-style-type: none"> <li>• Number and percentage of women-headed households with electricity connections</li> <li>• Number of households adopting workload-saving and efficient energy technologies (labor-saving technologies)</li> <li>• Number of reported cases of respiratory infections</li> </ul>
Transport	<ul style="list-style-type: none"> <li>• Number of trips made by sex, age, and mode of transport</li> <li>• Changes in travel patterns and mode of transport by women and men, including changes in travel to education and health services</li> <li>• Number of additional school enrollments due to improved transport facilities and services</li> </ul>

Category	Examples
Water supply and sanitation	<ul style="list-style-type: none"> <li>• Evidence of change in school attendance or achievement by girls due to time saved collecting water</li> <li>• Number and percentage of women and men using improved hygiene practices, and the number and percentage with knowledge of improved hygiene practices</li> <li>• Number of schools, health centers, markets, and other community facilities with separate water, sanitation, and hand-washing facilities for women and men</li> <li>• Number and percentage of women and men participating in education activities on hygiene practices, waste management, and other measures to ensure clean water supply</li> <li>• Improvement to personal safety and wellbeing reported by women</li> </ul>

Sources: ADB (2013). [Tool Kit on Gender Equality Results and Indicators](#) Part B; IFC (2018). [Women and Community Engagement](#) Tool 3.10; African Development Bank (2009). [Checklist for Gender Mainstreaming in the Infrastructure Sector](#) Box 2 in page 3

Box 5.1 presents an example of an ex-post gender assessment financed by an MDB. The ex-post assessment allowed stakeholders to identify the positive and negative gender impacts of the project and make recommendations for future projects.



### Box 5.1. Second rural roads project in Peru

The World Bank conducted an ex-post gender assessment of a decentralized rural transport project that it financed in Peru. The project aimed to reduce the gender gap by reducing travel time for women and allowing them to free some time for other activities besides domestic work. The project also aimed to increase women's access to education and economic markets through improved infrastructure, and to empower them by including them in decision-making committees and employing them in the development of the project. The project increased the reliability of transport services and resulted in the following benefits for women and girls:

- 7% increase in access to primary education for girls
- Part-time employment of 1,440 women during project construction
- The proportion of women in micro-enterprises increased from 4% to 23%
- The Rural Roads committees achieved 30% women representation, surpassing its 20% target
- 80% of personnel in the regional offices of the contracting authority attended gender awareness workshops.

The ex-post assessment revealed that the project successfully increased economic independence, skills and capacity development, and increased self-esteem and empowerment. The assessment also revealed that:

- The project increased male awareness of the importance of gender inclusion
- Where men and women were required to work together, men stated that they preferred working with women because women were more organized, and their quality of work was higher
- By working with women, men became more open-minded to allowing, and even encouraging, their wives to work outside of the home
- The project successfully built the management capacities and know-how of women through training and capacity building events.

The assessment also highlighted some unexpected negative consequences of the project. As women were required to work all day outside of their home, the childcare and house chore responsibilities tended to fall to eldest daughters or granddaughters, which impacted school attendance for daughters, and health issues for the elderly.

### **Box 5.1. (cont.)**

To avoid these issues, work schedules were flexible, but the assessment recommended that other projects in the future offer free childcare near the workplace so that women can work without leaving their responsibilities to other women and girls in the community.

The project implementation and results report stated that the project shifted community attitudes towards women in the workforce and made the contracting authority (Provias Descentralizado) a more gender-sensitive institution. In addition, the project implementation completion and results report defined the gender mainstreaming activities as “successful”.

Source: The World Bank (2007). [Implementation completion and results report](#) ADB (2013) [Gender Tool Kit: Transport—Maximizing the Benefits of Improved Mobility for All](#)

# Appendix



## Appendix A: Sample documents for stakeholder consultations

This appendix presents template documents for conducting gender-sensitive stakeholder consultations. The source for these templates is the following document: Caribbean Development Bank. [Community Engagement Guidance Note: An Approach to Inclusive Development of the Caribbean Communities by Securing Local Participation Throughout the Project Lifecycle](#)

### A.1. Community engagement worksheet

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**What do you want to engage about?**

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**Why are you doing this?**

Do you want to...

- Share information?
- Find out about needs?
- Involve people in setting priorities?
- Invite people to get involved in delivery?
- Involve people in management and decision-making?
- Inspire people to develop their own initiative?

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**What outcomes do you hope for from this engagement? What is the required timescale to deliver the agreed outcomes?**

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**Who do you want to engage with?**

Communities of interest? Geographical communities? User groups? The public? Individuals? Stakeholders? Are there others who need to be involved? Are there others who want to be involved?

Have you considered the views and opinions of women and men of different backgrounds including ethnicity, socioeconomic status, sexual orientation, gender identity, and other relevant aspects?

What might they contribute? What is expected of them?

Do you know if they are ready to engage?

Do people agree that this is something that needs doing?

Is there capacity within the community?

Are people open to believing that change is possible?

How will you establish trust?

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***Delivering community engagement***

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**What level of community engagement relationship will be most effective for your project?**

Levels of participation from informing to empowering—which is most appropriate at this stage?

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**What information do you need for participants?**

Is information accessible, trusted, relevant, and 'reality checked'? Is any information privileged? Are there conflicts of interest? What formats and methods are best? (Mail, email, posters, web, SMS etc.)

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**Is training needed and/or practical within required timescales?**

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**How will you resolve conflicts?**

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**Participation**

What skills are required for participation?

Have you considered access, transport, and availability issues? How?

Have you effectively included special interest and 'hard to reach' groups? How? Have you considered the power balance of the community groups you will engage with?

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**Resources and risk**

What resources do you need and how are you going to source them?

What risk management arrangements are there? Is there flexibility to cope with the unexpected?

Have you considered access, transport, and availability issues? How?

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**Assessing community engagement**

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How will you know you have achieved your outcomes?

How will you give feedback and to whom? How will you receive feedback from others?

How will you communicate results?

How will you identify and share what you learned about engagement?

Have you disaggregated the feedback received according to the subjects' background, i.e. ethnicity, race, sexual orientation, gender identity, etc.?

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**What next? Taking community engagement further**

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Are there ideas for future initiatives?

Who is ready to take them on and lead them?

How can you protect enthusiastic community spirits from dying under partnership bureaucracy?

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Adapted from: Caribbean Development Bank. [An Approach to Inclusive Development of the Caribbean Communities by Securing Local Participation Throughout the Project Lifecycle](#)

## A.2. Community engagement reporting template

To be completed every 6 months

- 1) Which stakeholders did you plan to engage with and why?
- 2) Did you manage to engage with them as planned? (Give a yes or no answer for each stakeholder group.)
  - a) If so, how? (Give a brief explanation of what you did with each group.)
  - b) If not, why not? (Give a short explanation for each group. This is about providing a space for you to reflect on challenges you may have encountered.)
  - c) Please provide any data you have for your engagement activities—differentiated by women and men, age group and/or any other category that is relevant to your initiative.

Group	How many	Amount of time	Comments

- 3) Are there ways in which you would change what you did?
- 4) What were the results of your engagement? What did you learn?
- 5) What are your plans for engagement for the next 6 months? (Please explain which stakeholders you plan to engage with and how and for what purpose.)

Adapted from: Caribbean Development Bank. [An Approach to Inclusive Development of the Caribbean Communities by Securing Local Participation Throughout the Project Lifecycle](#)

## Appendix B: Gender analysis frameworks

This appendix presents gender analysis frameworks presented in section 4 of [Women, energy, and water in the Himalayas: Training of Trainers Manual](#) (International Centre for Integrated Mountain Development, 2005).

### B.1. The Harvard Analytical Framework

The Harvard Framework has four major components:

- **The Activity Profile** – This generally answers the question, ‘who does what’ but goes further to include when, how, where, how often, and so on, and whether roles are taken up by elderly women, single men, young boys/girls, and so on. In other words, the activity profile provides a contextual database or a picture of the community in question with a detailed analysis of the relevant productive and reproductive roles. (Note: reproductive roles are more than those associated with procreating; they include household activities related to family sustenance.)
- **The Access and Control Profile** – This identifies resources and benefits associated with the productive and reproductive roles in question and whether men or women control them and benefit from them. Resources and benefits should be interpreted as broadly as necessary to adequately describe the community being analyzed. Besides physical resources such as land, capital, and inputs, less tangible resources can be included such as time, access to education, and so on.
- **The Influencing Factors** – These identify the surrounding dynamics that affect the gender disaggregation presented in the two profiles described above. These factors can be past, present, or future influences. They can be factors of change (political, economic, cultural, and so on) or constraints or opportunities that especially impact women’s equal participation and benefits.
- **Project Cycle Analysis** – This applies the gender analysis to a project proposal or other vehicle of development work, such as an evaluation, or needs assessment.

Note: An in-depth account of the Harvard Analytical Framework, one of the first gender analysis models to be developed, is given in Overholt et al. 1985.

### B.2. The Gender Analysis Matrix (GAM)

The Gender Analysis Matrix (GAM) was developed by Rani Parker and presented in a manual published in 1993 (Parker 1993). The practitioners worked at the grassroots level under constraints imposed by a shortage of funding and time, illiteracy, and insufficient or non-existent quantitative

data on gender roles. This approach is very much influenced by the reality and ideology of participative planning. The framework aims to help determine the different impacts of development interventions on women and men by:

- Providing a community-based technique for identification and analysis of gender differences in order to assess the different gender impact of development interventions;
- Initiating a process of analysis that identifies and challenges in a constructive manner assumptions about gender roles within the community

The GAM serves as a tool for gender analysis of development projects at the community level to determine the different impacts of development which, preferably, should include women and men in equal numbers. The GAM is commonly used at the planning stage to determine whether potential gender effects are desirable and consistent with program goals; at the design stage when measures to address women's specific needs may change the design of the project; and/or during the monitoring and evaluation stage to address broader program impacts.

The GAM has four levels and four categories of analysis. The four levels of analysis are:

- **Women:** This refers to women of all ages who are in the target group (if the target group includes women), or to all women in the community
- **Men:** This refers to men of all ages who are in the target group (if the target group includes men), or to all men in the community
- **Household:** This refers to all women, men, and children residing together, even if they are not part of one nuclear family. Although the type of household may vary even within the same community, people always know what constitutes their 'household' or 'family'. That is the definition or unit of analysis that should be used for this level in the GAM.
- **Community:** This refers to everyone within the project area as a whole. The purpose of this level is to extend the analysis beyond the family to society at large. However, communities are complex and usually comprise several different groups of people with different interests. So if a clearly defined 'community' is not meaningful in the content of the project, this level of analysis may be eliminated.

The four categories of analysis are:

- **Labor:** This refers to changes in tasks (e.g. fetching water from the river), level of skills required (skilled versus unskilled, formal education, training), and labor capacity (how many people and how much can they do; do people need to be hired or can members of the household do it?).
- **Time:** This refers to changes in labor time (e.g., increase, decrease, same) for different tasks (less time needed for fetching water, more time for childcare and other work, less free time for leisure, and so on) after and as a result of the project for each level of analysis.

- **Resources:** This refers to changes in access to capital (income, land, credit) because of the project, and the extent of control over changes in resources (more or less) for each level of analysis.
- **Cultural factors:** This refers to changes in the social aspects of the participants' lives (changes in gender roles or status) because of the project.

The GAM is filled in by taking each level and assessing the impact of the projects on each category shown. For example, what impact will the project have on women's work? The response is written in the box on women and labour. What impact will the project have on women's resources? Will they lose access to land or control over money they earn?

The GAM is used with groups of community members (with equal representation of women and men) and is facilitated by a development worker like the participants in this course themselves. Over time, community members themselves will facilitate the process, but in the early stages, an experienced trainer is needed. The analysis is carried out by the group. Table 5.4 presents a sample GAM for the "Women in Water and Energy" project.



**Table 5.4. Sample Gender Analysis Matrix: Example from UNEP/ICIMOD Project – “Women in Water and Energy”**

	Labor	Time	Resources	Culture
Women	+ Don't need to go so far for water and firewood  + Less time for cooking	+ Save time  + Have more time with children and family	+ Have time for income generation programmes	+ Opportunity to participate in community projects
Men	- Not all involved in project activities  + Learned new skills and technology	? Can stay home with family	+ Potable water and energy is available	+ Don't have to worry as much about the family when away
Household	+ New activity for entire family	+ Women can give more time to child care and other work	+ Potable water and energy is available + More income, improved health, economy, and education of children	+ New activity for all family members
Community	+ Established women's group  + Learned about new technologies	- Less free time for leisure  - Many more community meetings to attend	+ Potable water and energy is available	+ Raised standard of living  + Prestige for the community

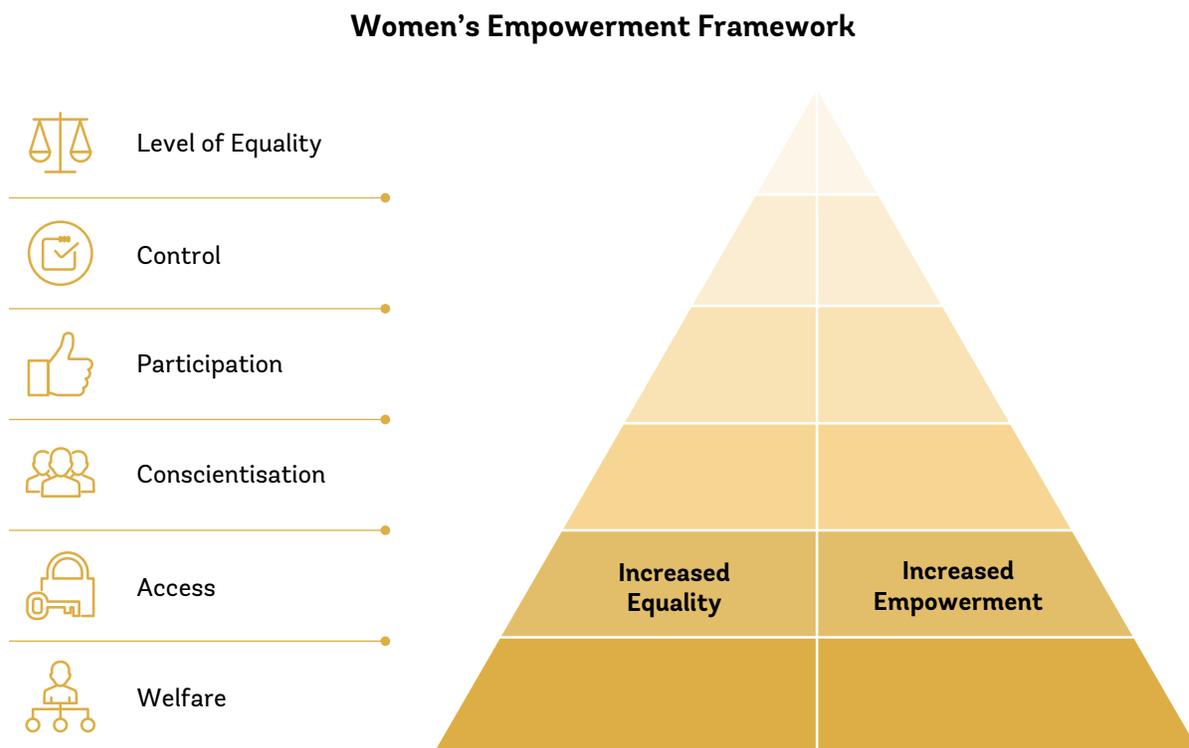
**Note:** + consistent with project goals, - contrary to project goals, ? uncertain

### B.3. The Women's Empowerment Framework

The Women's Empowerment Framework was developed by Sara Longwe, to fully incorporate gender awareness as an essential element in the development of gender-sensitive programs. In this framework, gender awareness means emphasis on women's participation and women's issues at every stage of the development cycle with the overall goal of overcoming women's inequality.

The Women's Empowerment Framework consists of a five-level scale of increasing equality and empowerment. Figure 5.2 gives an overview of the different levels of equality and empowerment that the Women's Empowerment Framework covers.

**Figure 5.2. Women's Empowerment Framework**



- **Welfare** refers to meeting women's material needs, such as food, income, and medical care, with no attention given to the process of empowering women to meet these needs.
- **Access** means women's access to factors of production such as land, labor, credit, training, marketing facilities, public services, and benefits on an equal basis with men. Reforms of law and practice may be prerequisites for such access.
- **Conscientization** refers to belief in sexual equality: that gender roles can be changed and that the division of labor should be equal, fair, and agreeable, without domination.
- **Participation** means women's equal participation in decision- and policy-making at every stage of program development and at every locus of the program – from the community to the highest policy level.
- **Control** refers to equality of control over factors of production and distribution of benefits, without dominance or subordination.

Through this approach, the project can make a meaningful contribution to women's development and empowerment at all levels. It takes into account the special needs and unique position of vulnerable groups (e.g. women-headed households and landless widows). Women's issues must be considered equally with those of men when identifying project objectives. There are three levels of recognition of women's issues in project objectives:

- The negative level, in which project objectives make no mention of women's issues;
- The neutral level, in which project objectives recognize women's issues but there is a neutral attitude regarding whether it leaves women worse off than before; and
- The positive level, in which the project objectives are positively concerned with women's issues and with improving the position of women relative to men.

Source: CEPDA (1996)

## B.4. The Moser Framework

This framework was developed by Caroline Moser. It comes very much from the tradition of planning as a discipline, but finds the current traditions of planning inadequate. It tries to bring an empowerment agenda into the mainstream planning process by setting up gender planning as a type of planning in its own right, on a par with transport planning or environment planning. "The goal of gender planning is the emancipation of women from their subordination, and their achievement of equality, equity, and empowerment. This will vary widely in different contexts depending on the extent to which women as a category are subordinated in status to men as a category" (Moser 1993, p.1).

At the heart of the framework are the concepts of:

- Women's triple role;
- Practical and strategic gender needs; and
- Categories of policy approaches to women and development/gender and development

In addition to these concepts the other tools of the Moser gender planning framework are outlined. None of the tools stand alone and all overlap. There is no linear progression between them.

### B.4.1. Tool 1: Gender Role identification/Triple Role

This tool involves mapping the gender division of labor. The Moser Framework recognizes that in most societies low-income women have a triple role: women undertake reproductive, productive, and community managing activities, while men primarily undertake productive activities and activities to do with community politics. By highlighting reproductive and community activities, along with

productive activities, gender roles identification is key in making work visible that tends to be invisible, and to ensuring equal valuing of tasks. The definitions for the three types of work women undertake are the following:

- **Reproductive work** involves the care and maintenance of the household and its members including bearing and caring for children, food preparation, water and fuel collection, shopping, housekeeping, and family health care. Reproductive work is crucial to human survival and the maintenance and reproduction of the labor force, yet it is seldom considered 'real work'. In poor communities, reproductive work is, for the most part, labor-intensive and time-consuming. It is almost always the responsibility of women and girls.
- **Productive work** involves the production of goods and services for consumption and trade (farming, fishing, employment, and self-employment). When people are asked what they do, the response is most often related to productive work, especially work which is paid or generates income. Both women and men can be involved in productive activities, but often their functions and responsibilities differ. Women's productive work is often less visible and less valued than that of men.
- **Community work** involves the collective organization of social events and services: ceremonies and celebrations, community improvement activities, participation in groups and organizations, local political activities, and so on. This type of work is seldom considered in the economic analysis of communities. However, it involves considerable time given on a voluntary basis and is important for the spiritual and cultural development of communities and as a vehicle for community organization and self-determination. Both women and men engage in community activities, although a gender division of labor also prevails here. Moser divides community work into two different types of work:
  - Community management work: activities undertaken primarily by women at the community level, as an extension of their reproductive role, to ensure the provision and maintenance of scarce resources of collective consumption, such as water, health care, and education. This is voluntary unpaid work, undertaken in 'free time'.
  - Community politics: activities undertaken primarily by men at the community level, organizing at the formal political level, often within the framework of national politics. This is usually paid work either directly, or indirectly through status or power.

Women, men, boys, and girls are likely to be involved in all three areas of work. Men are less likely to be involved in reproductive work. In many societies, women do almost all of the reproductive as well as much of the productive work. Any intervention in one area will affect the other areas. Women's workload can prevent them from participating in development projects. When they do participate, extra time spent farming, producing, training, or meeting means less time for other tasks, such as childcare or food preparation.

### B.4.2. Tool 2: Gender Needs Assessment

The second tool involves an assessment of practical and strategic needs. Women have particular needs that are different from those of men, not only because of their triple role but also because of their subordinate position compared to men. The Moser framework distinguishes between two types of needs: practical gender needs and strategic gender needs. In the context of energy and water, it is more helpful to consider three sets of needs or interests: practical needs, productive needs, and strategic interests as described below.

- **Practical gender needs:** These are needs identified to help women in their existing subordinate position in society. Practical gender needs are the needs women identify in their socially accepted roles in society. Practical gender needs do not challenge the gender divisions of labor or women's subordinate position in society, although they rise out of them. They are a response to an immediate perceived necessity identified within a specific context. They are practical in nature and are often concerned with inadequacies in living conditions such as water provision, health care, and employment. They are needs shared by all household members, yet are probably identified specifically as practical gender needs of women where it is women who assume responsibility for meeting these needs. Practical gender needs may include: water provision; energy provision; health care; earning income for household provisions; housing and basic services; family food provision.
- **Productive gender needs:** Many women would like to be engaged in productive activities that earn income. Many of these may be an extension of household tasks, for example, cooking food for sale, or making clothes at home for sale to others.
- **Strategic gender needs:** The needs identified to transform existing subordinate relationships between men and women. Strategic gender needs are the needs women identify because of their subordinate position in relation to men in their society. Strategic gender needs vary according to particular contexts. They relate to gender divisions of labour, power, and control and may include such issues as legal rights, domestic violence, equitable wages, and women's control over their bodies. Meeting strategic gender needs helps women to achieve greater equality. It also changes existing roles and therefore challenges women's subordinate position. Strategic gender needs may include the following: abolition of sexual division of labor; alleviation of the burden of domestic labor and child care; the removal of institutionalized forms of discrimination such as the right to own land or property, marriage, divorce, and custody of children; access to credit and other resources; freedom of choice over childbearing; measures against male violence and control over women.

### B.4.3. Tool 3: Disaggregated Data at the Intra-household Level

Here one needs to recognize that intra-household resource allocation is the outcome of bargaining processes. One needs to find out who has control over what resources within the household and who holds what power in decision making.

#### B.4.4. Tool 4: WID/GAD Policy Matrix

Having gained this data, different overarching policy aims and objectives can suggest directions for intervention. Moser analyses the different types of policy approaches undertaken over the last few decades as a way to support thinking about how different planning interventions transform the subordinate position of women by meeting both practical and strategic gender needs. This is mainly an evaluation tool for examining what approach is favored in an existing project, program, or policy, although it could be used to consider what would be most suitable in a future one. Examining policy approaches can help one anticipate weaknesses, constraints, and possible pitfalls. These different policy approaches do not follow in sequence; Moser defines them as welfare, equity, anti-poverty, efficiency, and empowerment.

- **Welfare:** Earliest approach, 1950-1970. Its purpose is to bring women into development as better mothers. Women are seen as passive beneficiaries of development. It recognizes the reproductive role of women and seeks to meet practical gender needs in that role through top-down handouts of food aid, measures against malnutrition, and family planning. It is non-challenging and, therefore, still widely popular.
- **Equity:** The original WID approach, used in the 1976-1986 UN Women's Decade. Its purpose is to gain equity for women who are seen as active participants in development. It recognizes the triple role, and seeks to meet strategic gender needs through direct state intervention giving political and economic autonomy, and seeks to reduce inequality with men. It is criticized by some as too centered on Western feminist theory, is considered threatening, and is unpopular with governments.
- **Anti-poverty:** The second WID approach, a toned-down version of equity, was adopted from the 1970s onwards. Its purpose is to ensure that poor women increase their productivity. Women's poverty is seen as a problem of underdevelopment, not of subordination. It recognizes the productive role of women and seeks to meet their practical gender need to earn an income, particularly in small-scale, income-generating projects. It is most popular with NGOs.
- **Efficiency:** The third, and now predominant, WID approach has been adopted particularly since the 1980s debt crisis. Its purpose is to ensure that development is more efficient and effective through women's economic contribution, with participation often equated with equity. It seeks to meet practical gender needs while relying on all three roles and an elastic concept of women's time. Women are seen entirely in terms of their capacity to compensate for declining social services by extending their working day. Very popular approach.

#### **B.4.5. Tool 5: Linked planning for balancing the triple role**

Women experience competing demands between reproductive, productive, and community-level responsibilities. The need to balance these roles severely constrains women in each of them. Planning needs to link different activities such as home and transport, or workplace and the environment. Such planning helps to identify whether a program or project increases a woman's workload in one of her roles to the detriment of her other roles.

#### **B.4.6. Tool 6: Incorporation of women, gender-aware organizations, and planners into planning**

Incorporation of women, gender-aware organizations, and planners into planning is essential for ensuring that real practical and strategic gender needs are identified and incorporated into the planning process. They need to be involved not just in the analysis of the situation, but in defining the goals and interventions.

Source: Moser 1993

## Appendix C: Sample GBV codes of conduct

This appendix presents three sample GBV codes of conduct:

- Code of Conduct for the Vanuatu Aviation Investment Project. Source: The World Bank (2017). [Working Together to Prevent Sexual Exploitation and Abuse: Recommendations from World Bank Investment Projects](#)
- Codes of Conduct for Contractors and the SEA/SH Prevention and Response Action Plan. Source: The World Bank (2020). [Environmental & Social Framework for IPF Operations: Addressing Sexual Exploitation and Abuse and Sexual Harassment \(SEA/SH\) in Investment Project Financing involving Major Civil Works](#)
- IFC's sample Codes of Conduct. Source: IFC (2019). [Gender Equality, Infrastructure and PPPs - A Primer](#)

### C.1. Sample Codes of Conduct—Vanuatu Aviation Investment Project

The following Codes of Conduct were developed for the World Bank Vanuatu Aviation Investment Project (VAIP) currently under development, as adapted from Codes of Conduct developed by the United Nations. Three Codes are presented here: one for the Contracting Firm, one for firm Managers, and one for individual workers. These Codes provide a useful model for adaptation and inclusion in other projects, although there is more to learn to assess the effectiveness of the respective tools.

#### COMPANY GENDER-BASED VIOLENCE AND CHILD PROTECTION CODE OF CONDUCT

The company is obliged to create and maintain an environment which prevents gender based violence (GBV) and child abuse/exploitation (CAE) issues, and where the unacceptability of GBV and actions against children are clearly communicated to all those engaged on the project. In order to prevent GBV and CAE, the following core principles and minimum standards of behavior will apply to all employees without exception:

- 1) GBV or CAE constitutes acts of gross misconduct and are therefore grounds for sanctions, penalties and/or termination of employment. All forms of GBV and CAE including grooming are unacceptable be it on the work site, the work site surroundings, or at worker's camps. Prosecution of those who commit GBV or CAE will be pursued.
- 2) Treat women, children (persons under the age of 18), and men with respect regardless of race, color, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status.

- 3) Do not use language or behavior towards women, children and men that is inappropriate, harassing, abusive, sexually provocative, demeaning or culturally inappropriate.
- 4) Sexual activity with children under 18—including through digital media—is prohibited. Mistaken belief regarding the age of a child and consent from the child is not a defense.
- 5) Sexual favors or other forms of humiliating, degrading or exploitative behavior is prohibited.
- 6) Sexual interactions between contractor’s and consultant’s employees at any level and member of the communities surrounding the work place that are not agreed to with full consent by all parties involved in the sexual act are prohibited (see definition of consent above). This includes relationships involving the withholding/promise of actual provision of benefit (monetary or non-monetary) to community members in exchange for sex – such sexual activity is considered “non-consensual” within the scope of this Code.
- 7) All staff, volunteers, consultants and sub-contractors are highly encouraged to report suspected or actual GBV and/or CAE by a fellow worker, whether in the same contracting firm or not. Reports must be made in accordance with Standard Reporting Procedures.
- 8) All employees are required to attend an induction training course prior to commencing work on site to ensure they are familiar with the GBV and CAE Code of Conduct.
- 9) All employees must attend a mandatory training course once a month for the duration of the contract starting from the first induction training prior to commencement of work to reinforce the understanding of the institutional GBV and CAE Code of Conduct.
- 10) All employees will be required to sign an individual Code of Conduct confirming their agreement to support GBV and CAE activities

*I do hereby acknowledge that I have read the foregoing Code of Conduct, do agree to comply with the standards contained therein and understand my roles and responsibilities to prevent and respond to GBV and CAE. I understand that any action inconsistent with this Code of Conduct or failure to take action mandated by this Code of Conduct may result in disciplinary action*

FOR THE COMPANY

Signed by \_\_\_\_\_

Title: \_\_\_\_\_

Date: \_\_\_\_\_

## MANAGER'S GENDER BASED VIOLENCE AND CHILD PROTECTION CODE OF CONDUCT

Managers at all levels have particular responsibilities to create and maintain an environment that prevents GBV and CAE. They need to support and promote the implementation of the Company Codes of Conduct. To that end, they must adhere to the Manager's Codes of Conduct and also sign the Individual Codes of Conduct. This commits them to support and develop systems that facilitate the implementation of this action plan and maintain a GBV free and child-safe work environment. These responsibilities include but are not limited to:

### Mobilization

- 1) Establish a GBV and CAE Compliance Team (GCCT) from the contractor's and consultant's staff to write an Action Plan that will implement the GBV and CAE Codes of Conduct.
- 2) The Action Plan shall, as a minimum, include the
  - a. Standard Reporting Procedure to report GBV and CAE issues through the project Grievance Response Mechanism (GRM);
  - b. Accountability Measures to protect confidentiality of all involved; and,
  - c. Response Protocol applicable to GBV survivors/survivors and perpetrators.
- 3) Coordinate and monitor the development of the Action Plan and submit for review to the VPMU and TFSU safeguards teams, as well as the World Bank prior to mobilization.
- 4) Update the Action Plan to reflect feedback and ensure the Action Plan is carried out in its entirety
- 5) Provide appropriate resources and training opportunities for capacity building so members of the GCCT feel confident in performing their duties. Participation in the GCCT will be recognized in employee's scope of work and performance evaluations.
- 6) Ensure that contractor, consultant and client staff are familiar with the VAIP GRM and that they can use it to anonymously report concerns over GBV and CAE (See Section 4.2 in the Action Plan).
- 7) Hold quarterly update meetings with the GCCT to discuss ways to strengthen resources and GBV and CAE support for employees and community members.
- 8) In compliance with applicable laws and to the best of your abilities, prevent perpetrators of sexual exploitation and abuse from being hired, re-hired or deployed. Use background and criminal reference checks for all employees.

- 9) Ensure that when engaging in partnership, sub-grant or sub-recipient agreements, these agreements a) incorporate this Code of Conduct as an attachment; b) include the appropriate language requiring such contracting entities and individuals, and their employees and volunteers to comply with this Code of Conduct; and c) expressly state that the failure of those entities or individuals, as appropriate, to take preventive measures against GBV and CAE, to investigate allegations thereof, or to take corrective actions when GBV and/or CAE has occurred, shall constitute grounds for sanctions and penalties.

### **Training**

- 1) All managers and employees shall receive a clear written statement of the company's requirements with regards to preventing GBV and CAE in addition to the training.
- 2) Managers must verbally and in writing explain the company and individual codes of conduct to all direct reports.
- 3) All managers and employees must sign the individual 'Code of Conduct for GBV and CAE', including acknowledgment that they have read and agree with the code of conduct.
- 4) To ensure maximum effectiveness of the Codes of Conduct, managers are required to prominently display the Company and Individual Codes of Conduct in clear view in public areas of the work space. Examples of areas include waiting, rest and lobby areas of sites, canteen areas, health clinics.
- 5) All posted and distributed copies of the Company and Individual Codes of Conduct should be translated into the appropriate language of use in the work site areas (ex. Bislama, French, English).
- 6) Managers will explain the GRM process to all employees and encourage them to report suspected or actual GBV and/or CAE.
- 7) Managers should also promote internal sensitization initiatives (e.g. workshops, campaigns, on-site demonstrations etc.) throughout the entire duration of their appointment in collaboration with the GCCT and in accordance to the Action Plan.
- 8) Managers must provide support and resources to the GCCT to create and disseminate the internal sensitization initiatives through the Awareness-raising strategy under the Action Plan.

### **Response**

- 1) Managers will be required to provide input, final decisions and sign off on the Standard Reporting Procedures and Response Protocol developed by the GCCT as part of the Action Plan
- 2) Once signed off, managers will uphold the Accountability Measures set forth in the Action Plan to maintain the confidentiality of all employees who report or (allegedly) perpetrate incidences of GBV and CAE (unless a breach of confidentiality is required to protect persons or property from serious harm or where required by law).

- 3) If a manager develops concerns or suspicions regarding any form of GBV or CAE by one of his/her direct reports, or by an employee working for another contractor on the same work site, s/he is highly encouraged to report the case using the identified reporting mechanism.
- 4) Once a sanction has been determined, the relevant manager(s) is/are expected to be personally responsible for ensuring that the measure is effectively enforced, within a maximum timeframe of 14 days from the date on which the decision was made.
- 5) Managers failing to comply with such provision can be in turn subject to disciplinary measures, to be determined and enacted by the company's CEO, Managing Director or equivalent highest-ranking manager. Those measures may include:
  - a. Informal warning
  - b. Formal warning
  - c. Additional warning
  - d. Loss of up to one week's salary
  - e. Suspension of employment (without payment of salary), for a minimum period of 1 month up to a maximum of 6 months.
  - f. Termination of employment
- 6) Ultimately, failure to effectively respond to GBV and CAE cases on the work site by the contractor's managers or CEO may provide grounds for legal actions by authorities.

*I do hereby acknowledge that I have read the foregoing Code of Conduct, do agree to comply with the standards contained therein and understand my roles and responsibilities to prevent and respond to GBV and CAE. I understand that any action inconsistent with this Code of Conduct or failure to take action mandated by this Code of Conduct may result in disciplinary action.*

FOR THE EMPLOYER

Signed by \_\_\_\_\_

Title: \_\_\_\_\_

Date: \_\_\_\_\_

### **INDIVIDUAL GENDER BASED VIOLENCE AND CHILD PROTECTION CODE OF CONDUCT**

I, \_\_\_\_\_, acknowledge that preventing gender based violence (GBV) and child abuse/exploitation (CAE) are important. GBV or CAE activities constitute acts of gross misconduct and are therefore grounds for sanctions, penalties or termination of employment. All forms of GBV or CAE are unacceptable be it on the work site, the work site surroundings, or at worker's camps. Prosecution of those who commit GBV or CAE will be pursued as appropriate.

I agree that while working on the VAIP project, I will:

- Consent to police background check.
- Treat women, children (persons under the age of 18), and men with respect regardless of race, color, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status.
- Not use language or behavior towards women, children or men that is inappropriate, harassing, abusive, sexually provocative, demeaning or culturally inappropriate.
- Not participate in sexual activity with children—including grooming or through digital media. Mistaken belief regarding the age of a child and consent from the child is not a defense.
- Not engage in sexual favors or other forms of humiliating, degrading or exploitative behavior.
- Not have sexual interactions with members of the communities surrounding the work place and worker's camps that are not agreed to with full consent by all parties involved in the sexual act (see definition of consent above). This includes relationships involving the withholding or promise of actual provision of benefit (monetary or non-monetary) to community members in exchange for sex—such sexual activity is considered “non-consensual” within the scope of this Code.
- Attend and actively partake in training courses related to HIV/AIDS, GBV and CAE as requested by my employer.
- Report through the GRM or to my manager suspected or actual GBV and/or CAE by a fellow worker, whether in my company or not, or any breaches of this code of conduct.

With regard to children under the age of 18:

- Wherever possible, ensure that another adult is present when working in the proximity of children.
- Not invite unaccompanied children into my home, unless they are at immediate risk of injury or in physical danger.
- Not sleep close to unsupervised children unless absolutely necessary, in which case I must obtain my supervisor's permission, and ensure that another adult is present if possible.
- Use any computers, mobile phones, or video and digital cameras appropriately, and never to exploit or harass children or to access child pornography through any medium (see also “Use of children's images for work related purposes”).
- Refrain from physical punishment or discipline of children
- Refrain from hiring children for domestic or other labor which is inappropriate given their age or developmental stage, which interferes with their time available for education and recreational activities, or which places them at significant risk of injury.

- Comply with all relevant local legislation, including labor laws in relation to child labor.

### **Use of children's images for work related purposes**

When photographing or filming a child for work related purposes, I must:

- Before photographing or filming a child, assess and endeavor to comply with local traditions or restrictions for reproducing personal images.
- Before photographing or filming a child, obtain informed consent from the child and a parent or guardian of the child. As part of this I must explain how the photograph or film will be used.
- Ensure photographs, films, videos and DVDs present children in a dignified and respectful manner and not in a vulnerable or submissive manner. Children should be adequately clothed and not in poses that could be seen as sexually suggestive
- Ensure images are honest representations of the context and the facts.
- Ensure file labels do not reveal identifying information about a child when sending images electronically.

*I understand that it is my responsibility to use common sense and avoid actions or behaviors that could be construed as GBV or CAE or breach this code of conduct. I do hereby acknowledge that I have read the foregoing Code of Conduct, do agree to comply with the standards contained therein and understand my roles and responsibilities to prevent and respond to GBV and CAE. I understand that any action inconsistent with this Code of Conduct or failure to take action mandated by this Code of Conduct may result in disciplinary action and may affect my ongoing employment.*

Signed by \_\_\_\_\_

Title: \_\_\_\_\_

Date: \_\_\_\_\_

Adapted from: The World Bank (2017). Working Together to Prevent Sexual Exploitations and Abuse: Recommendations for World Bank Investment Projects

## **C.2. Codes of Conduct for Contractors and the SEA/SH Prevention and Response Action Plan**

1. To build a system for SEA/SH risk prevention and mitigation, projects must:
  - Have all employees of contractors (including sub-contractors), supervising Engineers and other consultants with a footprint on the ground in the project area sign codes of conduct (CoCs);

- Have an effective SEA/SH Prevention and Response Action Plan so that workers understand behavior expectations and policies, as well as an effective GM. This Action Plan should include training and communication. It should also include plans to make the project-affected community aware of the CoC the project staff have just signed; and
- As part of the SEA/SH Prevention and Response Action Plan, define accountability and response protocols, which set out the procedures followed for holding individuals accountable and penalizing staff that have violated SEA/SH policies.

## Codes of Conduct from SPD

### Code of Conduct for Contractor's Personnel (ES) Form

#### Note to the Employer:

The following minimum requirements shall not be modified. The Employer may add additional requirements to address identified issues, informed by relevant environmental and social assessment. The types of issues identified could include risks associated with: labour influx, spread of communicable diseases, Sexual Exploitation and Abuse (SEA), Sexual Harassment (SH) etc.

**Delete this Box prior to issuance of the bidding documents.**

#### Note to the Bidder:

The minimum content of the Code of Conduct form as set out by the Employer shall not be substantially modified. However, the Bidder may add requirements as appropriate, including to take into account Contract-specific issues/risks.

The Bidder shall initial and submit the Code of Conduct form as part of its bid.

### Code of Conduct for Contractor's Personnel

We are the Contractor, [enter name of Contractor]. We have signed a contract with [enter name of Employer] for [enter description of the Works]. These Works will be carried out at [enter the Site and other locations where the Works will be carried out]. Our contract requires us to implement measures to address environmental and social risks related to the Works, including the risks of sexual exploitation, sexual abuse and sexual harassment.

This Code of Conduct is part of our measures to deal with environmental and social risks related to the Works. It applies to all our staff, labourers and other employees at the Works Site or other places where the Works are being carried out. It also applies to the personnel of each subcontractor and any other personnel assisting us in the execution of the Works. All such persons are referred to as "Contractor's Personnel" and are subject to this Code of Conduct.

This Code of Conduct identifies the behavior that we require from all Contractor's Personnel.

Our workplace is an environment where unsafe, offensive, abusive or violent behavior will not be tolerated and where all persons should feel comfortable raising issues or concerns without fear of retaliation.

## **REQUIRED CONDUCT**

Contractor's Personnel shall:

- 1) carry out his/her duties competently and diligently;
- 2) comply with this Code of Conduct and all applicable laws, regulations and other requirements, including requirements to protect the health, safety and well-being of other Contractor's Personnel and any other person;
- 3) maintain a safe working environment including by:
  - a. ensuring that workplaces, machinery, equipment and processes under each person's control are safe and without risk to health;
  - b. wearing required personal protective equipment;
  - c. using appropriate measures relating to chemical, physical and biological substances and agents; and
  - d. following applicable emergency operating procedures.
- 4) report work situations that he/she believes are not safe or healthy and remove himself/herself from a work situation which he/she reasonably believes presents an imminent and serious danger to his/her life or health;
- 5) treat other people with respect, and not discriminate against specific groups such as women, people with disabilities, migrant workers or children;
- 6) not engage in Sexual Harassment, which means unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature with other Contractor's or Employer's Personnel;
- 7) not engage in Sexual Exploitation, which means any actual or attempted abuse of position of vulnerability, differential power or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another;
- 8) not engage in Sexual Abuse, which means the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions;

- 9) not engage in any form of sexual activity with individuals under the age of 18, except in case of pre-existing marriage;
- 10) complete relevant training courses that will be provided related to the environmental and social aspects of the Contract, including on health and safety matters, Sexual Exploitation and Abuse (SEA), and Sexual Harassment (SH);
- 11) report violations of this Code of Conduct; and
- 12) not retaliate against any person who reports violations of this Code of Conduct, whether to us or the Employer, or who makes use of the grievance mechanism for Contractor's Personnel or the project's Grievance Redress Mechanism.

### **RAISING CONCERNS**

If any person observes behavior that he/she believes may represent a violation of this Code of Conduct, or that otherwise concerns him/her, he/she should raise the issue promptly. This can be done in either of the following ways:

1. Contact [enter name of the Contractor's Social Expert with relevant experience in handling sexual exploitation, sexual abuse and sexual harassment cases, or if such person is not required under the Contract, another individual designated by the Contractor to handle these matters] in writing at this address [ ] or by telephone at [ ] or in person at [ ]; or
2. Call [ ] to reach the Contractor's hotline (if any) and leave a message.

The person's identity will be kept confidential, unless reporting of allegations is mandated by the country law. Anonymous complaints or allegations may also be submitted and will be given all due and appropriate consideration. We take seriously all reports of possible misconduct and will investigate and take appropriate action. We will provide warm referrals to service providers that may help support the person who experienced the alleged incident, as appropriate.

There will be no retaliation against any person who raises a concern in good faith about any behavior prohibited by this Code of Conduct. Such retaliation would be a violation of this Code of Conduct.

### **CONSEQUENCES OF VIOLATING THE CODE OF CONDUCT**

Any violation of this Code of Conduct by Contractor's Personnel may result in serious consequences, up to and including termination and possible referral to legal authorities

### **FOR CONTRACTOR'S PERSONNEL:**

I have received a copy of this Code of Conduct written in a language that I comprehend. I understand that if I have any questions about this Code of Conduct, I can contact [enter name of Contractor's contact person(s) with relevant experience] requesting an explanation.

Name of Contractor's Personnel: [insert name]

Signature: \_\_\_\_\_

Date: (day month year): \_\_\_\_\_ Countersignature of  
authorized representative of the Contractor:

Signature: \_\_\_\_\_

Date: (day month year): \_\_\_\_\_

Adapted from: The World Bank. (2020) [Addressing Sexual Exploitation and Abuse and Sexual Harassment \(SEA/SH\) in Investment Project Financing](#)

### C.3. IFC's sample codes of conduct

#### Company Code of Conduct

#### Implementing ESHS and OHS Standards

#### Preventing Gender-Based Violence

The company is committed to ensuring that the project is implemented in such a way which minimizes any negative impacts on the local environment, communities, and its workers. This will be done by respecting the environmental, social, health and safety (ESHS) standards, and ensuring appropriate occupational health and safety (OHS) standards are met. The company is also committed to creating and maintaining an environment where children under the age of 18 will be protected, and where Sexual Exploitation and Abuse (SEA) and sexual harassment have no place. Improper actions towards children, SEA and sexual harassment are acts of Gender-Based Violence (GBV) and as such will not be tolerated by any employee, sub-contractors, supplier, associate, or representative of the company. Therefore, to ensure that all those engaged in the project are aware of this commitment, the company commits to the following core principles and minimum standards of behavior that will apply to all company employees, associates, and representatives, including sub-contractors and suppliers, without exception:

#### General:

1. The company—and therefore all employees, associates, representatives, sub-contractors and suppliers—commits to complying with all relevant national laws, rules and regulations.
2. The company commits to fully implementing its Contractors Environmental and Social Management Plan (C-ESMP) as approved by the client

3. The company commits to treating women, children (persons under the age of 18), and men with respect regardless of race, color, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status. Acts of GBV are in violation of this commitment.
4. The company shall ensure that interactions with local community members are done with respect and non-discrimination.
5. Demeaning, threatening, harassing, abusive, culturally inappropriate, or sexually provocative language and behavior are prohibited among all company employees, associates, and its representatives, including sub-contractors and suppliers.
6. The company will follow all reasonable work instructions (including regarding environmental and social norms).
7. The company will protect and ensure proper use of property (for example, to prohibit theft, carelessness or waste).

#### **Health and Safety:**

8. The company will ensure that the project's OHS Management Plan is effectively implemented by company's staff, as well as sub-contractors and suppliers.
9. The company will ensure that all persons on-site wear prescribed and appropriate personal protective equipment, preventing avoidable accidents, and reporting conditions or practices that pose a safety hazard or threaten the environment.
10. The company will: i. Prohibit the use of alcohol during work activities ii. Prohibit the use of narcotics or other substances which can impair faculties at all times.
11. The company will ensure that adequate sanitation facilities are available on site and at any worker accommodations provided to those working on the project.
12. The company will not hire children under the age of 18 for construction work, or allow them on the work site, due to the hazardous nature of construction sites.

#### **Gender-Based Violence**

13. Acts of GBV constitute gross misconduct and are therefore grounds for sanctions, which may include penalties and/or termination of employment and, if appropriate, referral to the police for further action.
14. All forms of GBV are unacceptable, regardless of whether they take place on the work site, the work site surroundings, at worker's camps or within the local community.

15. Sexual harassment of work personnel and staff (e.g. making unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature) are acts of GBV and are prohibited.
16. Sexual favors (e.g. making promises of favorable treatment such as promotions, threats of unfavorable treatment such as losing a job, payments in kind or in cash dependent on sexual acts) and any form of humiliating, degrading or exploitative behavior are prohibited.
17. The use of prostitution in any form at any time is strictly prohibited.
18. Sexual contact or activity with children under 18—including through digital media—is prohibited. Mistaken belief regarding the age of a child is not a defense. Consent from the child is also not a defense or excuse.
19. Unless there is full consent<sup>101</sup> by all parties involved in the sexual act, sexual interactions between the company's employees (at any level) and members of the communities surrounding the work place are prohibited. This includes relationships involving the withholding/promise of actual provision of benefit (monetary or non-monetary) to community members in exchange for sex (including prostitution). Such sexual activity is considered "non-consensual" within the scope of this Code.
20. In addition to company sanctions, legal prosecution of those who commit acts of GBV will be pursued if appropriate.
21. All employees, including volunteers and sub-contractors, are highly encouraged to report suspected or actual acts of GBV by a fellow worker, whether in the same company or not. Reports must be made in accordance with project's GBV Allegation Procedures.
22. Managers are required to report and act to address suspected or actual acts of GBV as they have a responsibility to uphold company commitments and hold their direct reports responsible.

## **Implementation**

To ensure that the above principles are implemented effectively the company commits to:

23. Ensuring that all managers sign the project's Manager's Code of Conduct detailing their responsibilities for implementing the company's commitments and enforcing the responsibilities in the Individual Code of Conduct
24. Ensuring that all employees sign the project's Individual Code of Conduct confirming their agreement to comply with ESHS and OHS standards, and not to engage in activities resulting in GBV, child endangerment or abuse, or sexual harassment
25. Displaying the Company and Individual Codes of Conduct prominently and in clear view at workers' camps, offices, and in public areas of the work space; examples of areas include waiting, rest and lobby areas of sites, canteen areas and health clinics

26. Ensuring that posted and distributed copies of the Company and Individual Codes of Conduct are translated into the appropriate language of use in the work site areas as well as for any international staff in their native language
27. Ensuring that an appropriate person is nominated as the company's "Focal Point" for addressing GBV issues, including representing the company on the GBV Complaints Team (GCT) which is comprised of representatives from the client, contractor(s), the supervision consultant, and local GBV Service Provider
28. Ensuring that an effective GBV Action Plan is developed in consultation with the GCT which includes as a minimum:
  - i. **GBV Allegation Procedure** to report GBV issues through the project Grievance Redress Mechanism (Section 4.3 Action Plan)
  - ii. **Accountability Measures** to protect confidentiality of all involved (Section 4.4 Action Plan), and
  - iii. **Response Protocol** applicable to GBV survivors and perpetrators (Section 4.7 Action Plan)
29. Ensuring that the company effectively implements the agreed final GBV Action Plan, providing feedback to the GCT for improvements and updates as appropriate
30. Ensuring that all employees attend an induction training course prior to commencing work on site to ensure they are familiar with the company's commitments to ESHS and OHS standards, and the project's GBV Codes of Conduct
31. Ensuring that all employees attend a mandatory training course once a month for the duration of the contract starting from the first induction training prior to commencement of work to reinforce the understanding of the project's ESHS and OHS standards and the GBV Code of Conduct

*I do hereby acknowledge that I have read the foregoing Company Code of Conduct, and on behalf of the company agree to comply with the standards contained therein. I understand my role and responsibilities to support the project's OHS and ESHS standards, and to prevent and respond to GBV. I understand that any action inconsistent with this Company Code of Conduct or failure to act mandated by this Company Code of Conduct may result in disciplinary action*

Company name:

Signature:

Printed Name:

Title:

Date:

**Manager's Code of Conduct**  
**Implementing ESHS and OHS Standards**  
**Preventing Gender-Based Violence**

The company is committed to ensuring that the project is implemented in such a way which minimizes any negative impacts on the local environment, communities, and its workers. This will be done by respecting the environmental, social, health and safety (ESHS) standards, and ensuring appropriate occupational health and safety (OHS) standards are met.

The company is also committed to creating and maintaining an environment where children under the age of 18 will be protected, and where Sexual Exploitation and Abuse (SEA) and sexual harassment have no place. Improper actions towards children, SEA and sexual harassment are acts of Gender-Based Violence (GBV) and as such will not be tolerated by any employee, sub-contractors, supplier, associate, or representative of the company.

Managers at all levels have a responsibility to uphold the company's commitment. Managers need to support and promote the implementation of the Company Code of Conduct. To that end, managers must adhere to this Manager's Code of Conduct and also sign the Individual Code of Conduct. This commits them to supporting the implementation of the Contractor's Environmental and Social Management Plan (C-ESMP), the OHS Management Plan, and developing systems that facilitate the implementation of the GBV Action Plan.

Managers need to maintain a safe workplace, as well as a GBV-free environment at the workplace and in the local community. Their responsibilities to achieve this include but are not limited to:

### **Implementation**

1. To ensure maximum effectiveness of the Company and Individual Codes of Conduct:
  - i. Prominently displaying the Company and Individual Codes of Conduct in clear view at workers' camps, offices, and in public areas of the workspace. Examples of areas include waiting, rest and lobby areas of sites, canteen areas and health clinics.
  - ii. Ensuring all posted and distributed copies of the Company and Individual Codes of Conduct are translated into the appropriate language of use in the work site areas as well as for any international staff in their native language.
2. Verbally and in writing explain the Company and Individual Codes of Conduct to all staff.
3. Ensure that:
  - i. All direct reports sign the Individual Code of Conduct, including acknowledgment that they have read and agree with the Code of Conduct.
  - ii. Staff lists and signed copies of the Individual Code of Conduct are provided to the OHS Manager, the GBV Complaints Team (GCT), and the client.

- iii. Participate in training and ensure that staff also participate as outlined below.
  - iv. Put in place a mechanism for staff to:
    - a. report concerns on ESHS or OHS compliance; and,
    - b. confidentially report GBV incidents through the Grievance Redress Mechanism (GRM)
  - v. Staff are encouraged to report suspected or actual ESHS, OHS, GBV issues, emphasizing the staff's responsibility to the Company and the country hosting their employment, and emphasizing the respect for confidentiality.
4. In compliance with applicable laws and to the best of your abilities, prevent perpetrators of sexual exploitation and abuse from being hired, re-hired or deployed. Use background and criminal reference checks for all employees not ordinarily resident in the country where the works are taking place.
  5. Ensure that when engaging in partnership, sub-contractor, supplier or similar agreements, these agreements:
    - i. Incorporate the ESHS, OHS, GBV Codes of Conduct as an attachment
    - ii. Include the appropriate language requiring such contracting entities and individuals, and their employees and volunteers, to comply with the Individual Codes of Conduct
    - iii. Expressly state that the failure of those entities or individuals, as appropriate, to ensure compliance with the ESHS and OHS standards, take preventive measures against GBV, to investigate allegations thereof, or to take corrective actions when GBV has occurred, shall not only constitute grounds for sanctions and penalties in accordance with the Individual Codes of Conduct but also termination of agreements to work on or supply the project
  6. Provide support and resources to the GCT to create and disseminate internal sensitization initiatives through the awareness-raising strategy under the GBV Action Plan.
  7. Ensure that any GBV complaint warranting police action is reported to the police, the client and the World Bank immediately.
  8. Report and act in accordance with the agreed response protocol any suspected or actual acts of GBV
  9. Ensure that any major ESHS or OHS incidents are reported to the client and the supervision engineer immediately, non-major issues in accordance with the agreed reporting protocol.
  10. Ensure that children under the age of 18 are not present at the construction site, or engaged in any hazardous activities.

## Training

11. The managers are responsible to:
  - i. Ensure that the OHS Management Plan is implemented, with suitable training required for all staff, including sub-contractors and suppliers, and
  - ii. Ensure that staff have a suitable understanding of the C-ESMP and are trained as appropriate to implement the C-ESMP requirements
12. All managers are required to attend an induction manager training course prior to commencing work on site to ensure that they are familiar with their roles and responsibilities in upholding the GBV elements of these Codes of Conduct. This training will be separate from the induction training course required of all employees and will provide managers with the necessary understanding and technical support needed to begin to develop the GBV Action Plan for addressing GBV issues.
13. Managers are required to attend and assist with the project facilitated monthly training courses for all employees. Managers will be required to introduce the trainings and announce the self-evaluations, including collecting satisfaction surveys to evaluate training experiences and provide advice on improving the effectiveness of training.
14. Ensure that time is provided during work hours and that staff prior to commencing work on site attend the mandatory project facilitated induction training on
  - i. OHS and ESHS; and,
  - ii. GBV required of all employees
15. During civil works, ensure that staff attend ongoing OHS and ESHS training, as well as the monthly mandatory refresher training course required of all employees to on GBV.

## Response

16. Managers will be required to take appropriate actions to address any ESHS or OHS incidents.
17. Regarding GBV:
  - i. Provide input to the GBV Allegation Procedures and Response Protocol developed by the GCT as part of the final cleared GBV Action Plan
  - ii. Once adopted by the Company, managers will uphold the Accountability Measures set forth in the GBV Action Plan to maintain the confidentiality of all employees who report or (allegedly) perpetrate incidences of GBV (unless a breach of confidentiality is required to protect persons or property from serious harm or where required by law).

- iii. If a manager develops concerns or suspicions regarding any form of GBV by one of his/her direct reports, or by an employee working for another contractor on the same work site, s/he is required to report the case using the GRM.
  - iv. Once a sanction has been determined, the relevant manager(s) is/are expected to be personally responsible for ensuring that the measure is effectively enforced, within a maximum timeframe of 14 days from the date on which the decision to sanction was made by the GCT.
  - v. If a Manager has a conflict of interest due to personal or familial relationships with the survivor and/or perpetrator, he/she must notify the Company and the GCT. The Company will be required to appoint another manager without a conflict of interest to respond to complaints.
  - vi. Ensure that any GBV issue warranting Police action is reported to the Police, the client and the World Bank immediately.
18. Managers failing to address ESHS or OHS incidents, or failing to report or comply with the GBV provisions may be subject to disciplinary measures to be determined and enacted by the Company's CEO, Managing Director or equivalent highest-ranking manager. Those measures may include:
- i. Informal warning
  - ii. Formal warning
  - iii. Additional training
  - iv. Loss of up to one week's salary
  - v. Suspension of employment (without payment of salary), for a minimum period of one month up to a maximum of six months
  - vi. Termination of employment
19. Ultimately, failure to effectively respond to ESHS, OHS, and GBV cases on the work site by the company's managers or CEO may provide grounds for legal actions by authorities.

*I do hereby acknowledge that I have read the foregoing Manager's Code of Conduct, do agree to comply with the standards contained therein and understand my roles and responsibilities to prevent and respond to ESHS, OHS, and GBV requirements. I understand that any action inconsistent with this Manager's Code of Conduct or failure to act mandated by this Manager's Code of Conduct may result in disciplinary action*

Signature:

Printed Name:

Title:

Date:

**Individual Code of Conduct**  
**Implementing ESHS and OHS Standards**  
**Preventing Gender-Based Violence**

I, \_\_\_\_\_, acknowledge that adhering to Environmental, Social, Health and Safety (ESHS) standards, following the project's Occupational Health and Safety (OHS) requirements, and preventing Gender-Based Violence (GBV) is important.

The Company considers that failure to follow ESHS and OHS standards, or to partake in activities constituting GBV—be it at the work site, the work site surroundings, workers' camps, or in the surrounding communities— constitute acts of gross misconduct and are therefore grounds for sanctions, penalties or potential termination of employment. Prosecution by the police of those who commit GBV may be pursued if appropriate.

I agree that while working on the project I will:

1. Consent to a police background check
2. Attend and actively partake in training courses related to ESHS, OHS, and GBV as requested by my employer
3. Wear my personal protective equipment (PPE) at all times when at the work site or engaged in project-related activities
4. Take all practical steps to implement the contractor's environmental and social management plan (C-ESMP)
5. Implement the OHS Management Plan
6. Adhere to a zero-alcohol policy during work activities, and refrain from the use of narcotics or other substances that can impair faculties at all time

7. Treat women, children (persons under the age of 18), and men with respect regardless of race, color, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status
8. Not use language or behavior towards women, children or men that is inappropriate, harassing, abusive, sexually provocative, demeaning or culturally inappropriate
9. Not sexually exploit or abuse project beneficiaries and members of the surrounding communities
10. Not engage in sexual harassment of work personnel and staff—for instance, making unwelcome sexual advances, requests for sexual favors, and other verbal or physical conduct of a sexual nature is prohibited; for example: looking somebody up and down; kissing, howling or smacking sounds; hanging around somebody; whistling and catcalls; in some instances, giving personal gifts
11. Not engage in sexual favors—for instance, making promises of favorable treatment (e.g., promotion), threats of unfavorable treatment (e.g., loss of job) or payments in kind or in cash, dependent on sexual acts—or other forms of humiliating, degrading or exploitative behavior
12. Not use prostitution in any form at any time
13. Not participate in sexual contact or activity with children under the age of 18, including grooming or contact through digital media—mistaken belief regarding the age of a child is not a defense; consent from the child is also not a defense or excuse
14. Not have sexual interactions with members of the surrounding communities unless there is the full consent<sup>102</sup> by all parties involved, including relationships involving the withholding or promise of actual provision of benefit (monetary or non-monetary) to community members in exchange for sex (including prostitution)—such sexual activity is considered “non-consensual” within the scope of this Code
15. Consider reporting through the GRM or to my manager any suspected or actual GBV by a fellow worker, whether employed by my company or not, or any breaches of this Code of Conduct

**Regarding children under the age of 18, I will:**

16. Bring to the attention of my manager the presence of any children on the construction site or engaged in hazardous activities
17. Ensure that another adult is present when working in the proximity of children wherever possible
18. Not invite unaccompanied children unrelated to my family into my home, unless they are at immediate risk of injury or in physical danger
19. Not use any computers, mobile phones, video and digital cameras or any other medium to exploit or harass children or to access child pornography (see also “Use of children’s images for work related purposes” below)

20. Refrain from physical punishment or discipline of children
21. Refrain from hiring children for domestic or other labor below the minimum age of 14 unless national law specifies a higher age, or which places them at significant risk of injury
22. Comply with all relevant local legislation, including labor laws in relation to child labor and World Bank's safeguard policies on child labor and minimum age
23. Take appropriate caution when photographing or filming children

### **Use of children's images for work-related purposes**

When photographing or filming a child for work related purposes, I must:

24. Assess and endeavor to comply with local traditions or restrictions for reproducing personal images before photographing or filming
25. Obtain informed consent from the child and a parent or guardian of the child before photographing or filming; in addition, I must explain how the photograph or film will be used
26. Ensure photographs, films, videos and DVDs present children in a dignified and respectful manner and not in a vulnerable or submissive manner—children should be adequately clothed and not in poses that could be seen as sexually suggestive
27. Ensure images are honest representations of the context and the facts
28. Ensure file labels do not reveal identifying information about a child when sending images electronically

### **Sanctions**

I understand that if I breach this Individual Code of Conduct, my employer will take disciplinary action which could include:

1. Informal warning
2. Formal warning
3. Additional training
4. Loss of up to one week's salary
5. Suspension of employment (without payment of salary), for a minimum period of one month up to a maximum of six months
6. Termination of employment
7. Report to the police or warranted

*I understand that it is my responsibility to ensure that the environmental, social, health and safety standards are met; that I will adhere to the occupational health and safety management plan; that I will avoid actions or behaviors that could be construed as GBV. Any such actions will be a breach of this Individual Code of Conduct. I do hereby acknowledge that I have read the foregoing Individual Code of Conduct, do agree to comply with the standards contained therein and understand my roles and responsibilities to prevent and respond to ESHS, OHS, GBV issues. I understand that any action inconsistent with this Individual Code of Conduct or failure to act mandated by this Individual Code of Conduct may result in disciplinary action and may affect my ongoing employment.*

Signature:

Printed Name:

Title:

Date:

## Appendix D: Gender-inclusive language guidelines

This appendix presents guidelines to promote gender equality through the use of language. The source for the document below is UN Women. [Gender Inclusive Language Guidelines](#)

### Gender-inclusive language guidelines

Promoting gender equality through the use of language

#### Writing in a gender-inclusive way

Given the key role of language in shaping cultural and social attitudes, adopting gender-inclusive language is a powerful way to promote gender equality and fight gender bias. Gender-inclusive language, or gender-neutral language, is language that avoids bias toward a particular sex or social gender and therefore is less likely to convey gender stereotypes.

In the use of the English language, the use of masculine nouns/pronouns in a generic fashion was standard practice until the 1970s, when the women's movement challenged it. Since then, by "uncovering the gendered nature of many linguistic rules and norms"<sup>141</sup> feminist linguists contributed to the wider adoption of gender-neutral language to convey inclusion of all sexes or genders.

These guidelines by UN Women seek to assist in the gender-inclusive writing, review and translation of English-language documents. Similar guidelines are available also in French and Spanish to ensure gender-inclusive use of language in French and Spanish documents. These guidelines are living documents. We look forward to receiving feedback and contributions for future editions to further enrich the collection. You can send your suggestions to: [genderterm@unwomen.org](mailto:genderterm@unwomen.org).

#### Our Goal: A text conveying gender equality

Several strategies can be adopted to promote gender equality through language in a document, while writing in a clear and fluid way to retain the document's communicative goals:

- A) use gender-neutral expressions
- B) Use inclusive language
- C) Use both feminine and masculine forms
  - as separate words
  - through the use of slashes

<sup>141</sup> Anne Pauwels (2003), "Linguistic Sexism and Feminist Linguistic Activism", in *The Handbook and Language of Gender*, eds. Janet Holmes and Miriam Meyerhoff, Oxford. Blackwell Publishing.

Writers should always consider the text as whole and its nature when choosing among the different strategies. Gender-inclusive writing should not affect the readability of a text.

### A: Use gender-neutral expressions

#### Avoid gender-specific nouns when making generic references

Writers should avoid expressions that use the masculine form when making generic references to both men and women, i.e. using congressmen when referring to both female and male legislators.

Whenever possible, use a gender-neutral alternative.

Avoid	Prefer
Men, mankind	People, humanity, human beings, humankind, we, women and men
Businessmen	Representatives, business community, business people
Chairman	Chair, chairperson, head
Congressman	Legislator, congressional representative, parliamentarian
Guys (referred to men and women)	All
Man-made disaster	Human induced disaster
Policeman	Police officer
Steward, stewardess	Flight attendant
Freshman student	First-year student
Landlord, landlady	Owner
Layman, common man	layperson, average person
Boyfriends/girlfriends or husbands/wives	Partners, spouses

## B. Use inclusive language

In English, the use of the generic masculine form to refer to both genders creates a gender bias. Whenever possible, writers should look at ways to modify the sentence to make it gender-neutral. Here are a few options:

### a) Omitting the masculine reference word

Avoid	Prefer
Each professor should send one of his assistants to the conference.	Each professor should send one assistant to the conference.
A good employee knows that he should strive for excellence.	A good employee strives for excellence.

### b) Using plural forms for both nouns and reference words

Avoid	Prefer
Each participant must present his 10 badge	All participants must present their 10 badges
A representative must listen to his supporters	Representatives must listen to their supporters

### c) Using they/their to refer back to singular nouns (“Singular they”)

Avoid	Prefer
Each participant must present his 1D badge	Each participant must present their ID badge

Please note this approach is more recent and not widely accepted, and it should not be adopted in formal texts.

### d) Using the passive voice

Avoid	Prefer
The student must submit his assignment by Monday .	Assignments must be submitted by Monday

Please note, the passive voice should be used in moderation throughout a document.

### C. Use both feminine and masculine forms

Sometimes, the writer might want to retain both the feminine and masculine forms of the words. Below are some examples of how we could replace the masculine generic form with a gender-sensitive expression.

#### a) Using both feminine and masculine reference words

Writers may decide to use “he or she”, or “she or he”, when the gender of the referent is unknown or irrelevant.

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#### Examples

Each professor should send his or her assistant to the conference.

It all came down to one person’s vote. He or she would decide the future of the county.

---

While this solution specifically includes both women and men and works well in many situations, some readers find it stylistically heavy, especially when “she or he” is repeated many times throughout the text.

#### b) Alternating genders and pronouns

When the gender of the referent is unknown and equally likely to be male or female, or when referring to a mixed group, it is possible to alternate masculine and feminine pronouns. Alternating “he” and “she” in the same text conveys the same sense of inclusiveness as using both pronouns, and is likely to facilitate the reading.

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#### Examples

Whoever she is. Wherever he lives. Every child deserves a childhood. A future. A fair chance. That’s why UNICEF is there.

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#### c) Using slashes when writing both forms of words

Writers can resort to the use of slashes [/] and write both the feminine and the masculine forms of words, for instance: “she/he”, “his/hers” and “him/her”.

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#### Avoid

A political leader must work 12 hours a day and seven days a week. This places a heavy burden on him. He must cope with this or lose popularity.

#### Prefer

A political leader must work 12 hours a day and seven days a week. This places a heavy burden on her/him. He/she must cope with this or lose popularity.

---

Because this strategy has a negative impact on readability, it is advisable not to overuse it. Writers may resort to it when filling in forms or addressing letterheads, or if a gender-neutral expression cannot be found.

Generally, the use of this strategy should be avoided in public information products such as web features, press releases, or narrative texts. In such cases, changing a sentence structure should be preferred (see previous section).

### Additional tips for writing in a gender-sensitive way

The UN Women gender-sensitive lexicon should be used as a key reference. The lexicon includes 600+ terms drawn from UN and UN Women literature. It helps ensure consistent use of gender-sensitive terminology as well as to clarify possible doubts, such as the mistaken use of the verb “engender”, often mistaken for “mainstream a gender perspective”.

In addition to adopting the above-mentioned strategies, as a general rule it is recommended to use the active voice to show the empowerment of women.

Avoid using expressions that could have a negative connotation. For example, “investing” is a verb usually used in finance, for money/trading. Using “girls” to refer to grown women should be avoided, as it infantilizes and disrespects women.

Avoid	Prefer
Investing in women	Investing in women’s potential
Mastering a skill	Being competent in a skill
Pam had lunch with the girls at the office	Pam had lunch with some colleagues at the office

Special attention should be paid to the use of vocabulary referring to gender identity and sexual orientation, roles and attributes, occupations, as well as to the use of titles.

#### a) Gender identity and sexual orientation

Be mindful of gender and sexual orientation. When writing about a transgender person, use nouns and pronouns consistent with the individual’s gender identity, regardless of sex at birth. When possible, use the pronoun preferred by that individual.

## b) Stereotyping roles/attributes

Refer to women and men without assuming stereotypical roles or attributes related to their gender.

Avoid	Prefer
John and Mary both have full-time jobs; he helps her with the housework.	John and Mary both have full-time jobs; they share the housework.
The Conference participants and their wives are invited.	The Conference participants and their spouses/partners/guests are invited.

## c) Occupations

Avoid masculine generic occupational titles (i.e. fireman, mailman). See Section A on gender-neutral expressions for more examples.

With the exception of contexts where gender discrimination in occupations are highlighted and thus require the use of gender specific forms, as a general rule you should:

- Use a gender-neutral form (especially for professions that are still male-dominated, or those that are typically female-dominated);
- Avoid the unnecessary references to gender: adding “female”, “women” or “male” to generic neutral terms should be avoided.

Avoid	Prefer
Cleaning lady	Cleaner
Male nurse	Nurse
Female doctor	Doctor
Female politician	Politician

## d) Titles

Use courtesy titles that promote gender equality regardless of marital status.

Avoid	Prefer
Miss, Mrs.	Ms. (unless the woman herself prefers the courtesy title Mrs. or Miss). A woman’s marital status is generally irrelevant to the matter at hand.
Mr. and Mrs. John Smith	Jane and John Smith; Ms. Jane and Mr. John Smith; Mrs. and Mr. Smith (when the woman herself prefers the courtesy title Mrs.).

### Checklist for gender-related revisions

When reviewing a text, the following are some of the questions that a writer should ask herself/himself:

1. Does the text contain any gender-specific expressions that could have been replaced with gender-neutral ones? For instance, does the text use the words “man” or “men” (used as single words or in compound words) to refer to people who may not be men?
2. Does the text contain the use of masculine forms in generic references, i.e. when referring to an unspecified group of people?
3. Does the text adopt any occupational or other gender stereotypes?
4. Does the text contain unnecessary references to sex or gender?
5. Does the text include the same kinds of information when referring to people of different genders?

### Key resources

- UN Women’s GenderTerm should be consulted for consistency in the terminology used throughout the organization: <http://www.unwomen.org/en/digital-library/gender-term>
- UN guidelines: <http://dd.dgacm.org/editorialmanual>
- UNTerm (UN multilingual online glossary): <http://unterm.un.org/>
- Official UN and UN Women texts and declarations (including the CSW Agreed Conclusions, the Beijing Declaration and Platform for Action, the CEDAW Convention, etc.



