
UNIT 4 CHARACTERISTICS OF GENDER PLANNING

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4.1 INTRODUCTION

Gender planning is needed to eradicate gender-gap in access to and control of resources, opportunities and privileges. Gender planning will fulfill the needs and demands of women when it is executed through a participatory approach by involving all women and men in society. Participatory planning is a dynamic process demanding patience, skills, understanding and commitment by all individuals involved in development processes. Participatory planning is a slow process, entailing successive approximations to

the goals we expect to achieve. This is also a process constantly subject to change incorporating improvements and allowing for adjustments throughout all of the implementation stages we can promote change arising from a full knowledge about the local resources and possibilities to solve men's and women's problems and needs.

There are marked differences between men and women within their own communities. These differences, which derive not only from social standing, race, religion, or culture, but also from gender, have created inequalities between men and women regarding their access to development opportunities and benefits. Women, as you know, experience the most disadvantageous position.

One of the priorities of human development is to decrease the prevailing situation of discrimination and inequality, and create access to opportunities and benefits. To this effect, men and women alike must participate in the local processes undertaken to define the future of their communities, by means of their active participation in decisions and commitments towards a more equitable society. Gender-focused participatory planning is an extremely useful tool to promote the incorporation of both genders' concerns into their own development processes.

4.2 OBJECTIVES

After studying this Unit, you should be able to:

- describe the gender gaps and the prevailing discrimination in society;
 - explain women's empowerment and participation;
 - analyze the significance of the socioeconomic and gender analysis approach in gender planning;
 - evaluate the principles of socioeconomic and gender analysis in the planning process;
 - summarize the characteristics of gender components in participatory planning; and
 - evaluate the challenges in gender planning conducted by a participatory process.
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4.3 GENDER GAPS AND GENDER DISCRIMINATION

The analysis of power relationships within a community, organization, or project should first determine the differences between men and women, in terms of their position and condition regarding the activities developed by the project, the household groups, and the community in general. These differentials are called gender gaps and are defined as the unequal conditions prevailing between men and women with respect to their access to resources and development services, such as health, education, land, credit, housing, technical assistance, information, etc.

These gaps could be identified through the analysis of available data related to the resources and services found in the various communities where the project operates, depending on who the beneficiaries are

(women or men). Identification difficulties arise from the lack of statistical data and indicators disaggregated by sex. This limitation can be overcome by undertaking gender-focused participatory appraisals as well as using the methodologies directly involved in the process of building gender equity indicators.

Gender gaps are the direct result of the discrimination experienced by women, and determined by the relationships of subordination and isolation within society. This condition prevents them from having equal access to the resources and development services offered through development programmes and interventions. Therefore, this evidence constitutes a fundamental requirement regarding the implementation of the gender and development approach.

If we share the belief that human development goals should be directed towards the creation of opportunities for all individuals, regardless of age, sex, race, or any other discriminatory axes of difference, we must promote the transformation of the mechanisms for exercising power between genders. Such transformation demands considerable improvement in the capabilities of women, in order to enable them to participate in negotiations and decision-making processes, thus establishing equitable relationships between men and women. Hence, the existing gender gaps and gender discrimination prevailing in society makes it imperative or necessary for development planners to formulate gender planning projects.

4.4 EMPOWERMENT AND PARTICIPATION

As is the case with empowerment as a process to build equitable power relationships between genders, participation must also be considered to be of the utmost importance for development projects promoting gender equality and equity. Participation is a social process through which the various community players, in the light of their specific interests (class, group, gender, etc.) get involved directly and through their representatives, in the various aspects of community life. Participation is a condition required for citizenship purposes, as individuals consider themselves citizens when they are able to influence the processes, which have a direct or indirect bearing on their own destiny. Information is an essential element whereby the social players will be able to more effectively promote their right to participate in accordance with their particular interests and needs.

Within a participatory process, the decision-making mechanisms represent a core element. It is for this reason that mere incorporation into group processes is not enough; participants need to be involved in the decision-making process through which concrete facts can be transformed. Project execution is interpreted as the highest level of participation, assuming that the social players possess the competencies and resources needed to guide the processes and activities.

The activities seeking the empowerment and participation of the populations we work with are essential to promote a gender perspective in development and the commitment to work towards equity. Both terms are frequently heard in the policy statements issued by the development agencies, but they are often misunderstood and misused. It is normally stated that participation in development implies that people become totally involved in programmes and projects, regardless of gender, age, race, or capability.

Nevertheless, we often take people's participation for granted, although, in practice their contribution and experience might be isolated, underestimated or ignored. Women's participation is of crucial significance in decision making. Sometimes their participation is understood in terms of their being beneficiaries rather than as active participants. Even when women actively participate, they remain limited to the implementation role rather than planning or monitoring and evaluation roles.

Women are used to being underestimated regarding their experience and decision-making ability. In many instances, their agreement is taken for granted and their points of view are not taken into consideration. However, project management assumes their "participation" simply because they are present in a group, a community or project-promoted activity, although their opinion about the processes may have never been taken into account.

In most of our countries, one of the gender gaps is women's non-participation in the decision-making processes related to their own lives and community. This is an obvious and visible reality. In fact, there are very few women holding positions of coordination or management within community organizations, municipal councils, development organizations and projects. Women's participation entails active involvement together with men in development matters pertaining to their families, their communities and the society in general.

Women's participation in a project should be expressed by means of the needs' identification process, problem formulation (including those pertaining to women), formulation of objectives, activities' programming, and resource management. This involves the stages relating to the design, implementation, monitoring and evaluation of a project.

Women's real participation in development entails having the opportunity to express their own points of view and make the decisions that influence their lives. This means that their needs and interests should be considered in the projects' definition of objectives, and should be taken into consideration at the time of assessing the impact of the activities undertaken by the projects.

One of the most important aspects about empowerment is that no one can empower another person. The people themselves, through their true involvement, achieve true empowerment and participation in the processes that define their opportunities. In fostering a democratic process, promoting equitable relationships between genders is a priority. Many mechanisms exist to achieve women's and men's participation. Some of them might vary given the style and procedures followed by development projects. We need to ask questions: Are women participating in our projects? What role are they playing?

There are some programmes, where the "participatory" methods followed for beneficiaries' recruitment do, frequently and inadvertently, discriminate or exclude women. The possibility of involving women in participatory processes being with certain conditions about the manner in which surveys are conducted. This is related not only to problems of a logistic nature, such as meetings' schedules, child care. It also includes underlying problems related to the manner in which the feminine identity has been shaped in patriarchal society. By this is meant, for instance, management of public spaces, ability to speak in public, reading and writing, and independence. It then becomes necessary to think again about the meaning of

participation. Starting with our practical experience, further consideration should be given to how we understand this participation, as well as how we promote it in our daily work, in the light of the roles of the individuals women and men involved in the projects, and the relationships established between them and with the project functionaries.

Participation promotes individual and group strengthening, because of the following two fundamental reasons: (1) By recognizing their own reality, both women and men acquire a more authentic commitment towards what they do, which fact, in turn, enables them to make decisions and contribute ideas much more easily; (2) women's and men's participation will be taken into account as individuals possessing the ability to take action, instead of simply being considered as project "objects". This alternative conceptualization about participation aims at having individuals develop their vision about the present and the future, their perspective towards daily problem analysis, their self-esteem and commitment to guarantee a sustainable and responsible community effort within the project and beyond.

Check Your Progress Exercise 1

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the end of this Unit.

1) Discuss the significance of participation in bringing about women's empowerment.

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4.5 MAINSTREAMING GENDER IN PLANNING CYCLES

Gender-aware policy and planning are important tools to effect a positive change in women's condition. Gender-aware policies and plans are more likely to respond to deep-seated patterns of discrimination against women when women themselves collectively analyze and contribute to policy-making and planning processes. In a few cases where men may not be benefiting equally from development planning strategies, a gender-aware approach enables interventions to correct the imbalance. There are usually four major planning cycles through which most developing countries seek to respond to national needs and issues. These are the macro/sectoral policy cycle, the budget cycle, the aid cycle and the project cycle. These cycles when brought together through a planning process usually reflect a government's medium-term (5-10 year period) expenditure plan.

In establishing macro policy frameworks, gender analysis and outputs need to be included to ensure effective policies, which address the needs of all sectors of the population. Approaches to policy-making, which influence gender outcomes, can be categorized in three types: gender-neutral, gender-aware, or gender-specific and gender redistributive/transformational. Generally, policy and programme interventions

could fall within a welfare, equity or transformation/empowerment approach. A welfare approach usually responds to meeting the practical needs of women (gender-specific), whereas a transformative approach responds to meeting strategic needs (gender-transformative).

The potential of gender policy to transform gender relations and the gender-biased distribution of resources is greatly enhanced if that policy is developed through a participatory process involving key decision-makers within the organization/agency /department concerned and in other related sectors, as well as with the groups and communities the policy is intended to benefit. In the preparation of a gender-aware, medium-term development plan, 'engendered' inputs from the macro and sectoral policy planning cycles can be combined to produce a medium-term plan of expenditure. These inputs can then inform the preparation of annual budget expenditures. These inputs then feed into the project cycles in various sectors.

4.6 SOCIO-ECONOMIC AND GENDER ANALYSIS FOR GENDER PLANNING

Socio-economic and Gender Analysis is an approach to development that draws ideas and tools from a variety of development paradigms. The purpose is to make them pertinent to the work of development practitioners at all levels.

Socio-economic and gender analysis helps us understand how development policies and programmes are likely to affect the economic activities and socio-cultural relationships among different groups of people in local communities. Gender as a cross-cutting theme/ axis of difference, is specifically given the attention that it merits in socio-economic and cultural analyses because of the obvious fact that power imbalances between women and men exist and permeate through all levels of social strata in most parts of the world.

The approach builds on gender analysis perspectives by focusing on gender roles, relationships, and responsibilities in socioeconomic systems at all levels, from macro to field. It also attempts to link macro policy to decision-making at the level of intermediary organizations as well as households..

'Systems theory' thinking, recognizes that, in order to survive, socio-cultural and gender systems must constantly evolve and renew themselves in order to function more effectively in their environment. Systems theory provides the basic structure for the concepts in the Socio –Economic and Gender Analysis approach. Socioeconomic factors (economic, socio-cultural, institutional, political, environmental and demographic), and the linkages among them, are highlighted as they effect change at the field, intermediate and macro levels of society. Thus, before involving stakeholders in formulating gender planning projects, socio-economic and gender analysis must be undertaken in a community.

This approach can be based on three guiding principles:

- Gender roles and relations are of key importance;
- Disadvantaged people are a priority in development initiatives; and

- Participation of all stakeholders is essential for sustainable development.

4.6.1 Gender Roles and Relations

Gender roles and relations are key elements because of the overwhelming evidence that, to be successful, development must address the needs and priorities of both women and men. We need to understand women's and men's roles in different types of rural production units. Farmers, informal sector entrepreneurs, and wage labourers make their living in ways that are influenced by socio-economic relationships. While focusing on the different roles of women and men (gender roles), we must also examine the terms or relations under which men and women co-operate with each other and through institutions. Planning at all levels ought to be informed by some understanding of the broad set of relations through which production is organized and needs are met.

However, extensive research and experience show that across all socio-economic categories, women are disadvantaged vis-à-vis men. Apart from alleviating gender inequality because women constitute half of the world's population, development efforts that marginalize women are destined to fail. As a 1995 United Nations Report of the Secretary General stresses, "Research has shown that investing in women promotes growth and efficiency, reduces poverty, helps future generations and promotes development."

4.6.2 Priority to the Disadvantaged

Focusing on overcoming the dimensions of disadvantage is an essential pre-requisite in promoting development. The disadvantaged are a priority because the elimination of poverty is essential for achieving sustainable development and is the mandate of many development organizations. While women at any level are generally disadvantaged vis-à-vis men, other group attributes must be taken into account when identifying disadvantaged groups. These include age, education, race, ethnicity, income level or place of residence. Questions must be asked in order to avoid assumptions about socioeconomic and gender issues in a given situation.

Poverty is a factor that strongly influences discrimination against disadvantaged groups resulting in their exclusion from the development process. These disadvantaged groups are amongst those most likely to lack resources to satisfy their basic needs such as food, water, health services, and housing.

4.6.3 Participatory Approaches

Participation is essential because local people know most about their own situation and what is needed to improve their life quality. Local capacity to analyze and plan should be promoted. Local involvement on the part of community members, male and female, enhances self-reliance and sustainability of development efforts.

Facilitating community participation can strengthen the capabilities of institutions and community-based groups to form partnerships. A basic assumption is that "working with" is more useful than "doing for."

Rather than using a traditional "top-down" planning perspective, this approach considers disadvantaged people as participants or stakeholders in the development process. Experience shows that an understanding and appreciation of the "stake" of all other players at all levels are necessary if the entire

spectrum of development players are to work collaboratively towards development goals. Community groups, private and public organizations and institutions, international institutions and donor groups are all stakeholders in development at some point in time. At all levels, stakeholders have resources to invest in development. They will seek to invest those resources in a way that minimizes risk and maximizes benefits regardless of a policy, programme, or project.

Stakeholder analysis and participation are, therefore, key elements of this approach. Stakeholders' perceptions influence programme or project outcomes. Development planning using this approach implies a participatory, iterative process for planning in development.

4.6.4 Conducting a Socio-Economic and Gender Analysis

The process of conducting a socio-economic and gender analysis at the intermediate level includes: (1) examining the 'context' for development; (2) identifying stakeholders and examining their interests; and (3) examining resources and constraints of different stakeholders, including livelihoods. This process focuses on gender roles and relationships and the importance of incorporating gender issues in planning. Information from this process of analyses is used to inform and shape policy, programmes, and projects.

4.7 PARTICIPATORY GENDER PLANNING

Participatory planning from a gender perspective is a means for men and women to give thought to and make a joint analysis about their current situation, and determine strategies for change.

4.7.1 Basic Considerations

Participatory planning with a gender perspective has one precise objective: to recognize the inequalities caused by the dynamics of the relationship between the genders and how these inequalities influence the individuals' actions, to enable them to take corrective actions. Compliance with the following conditions is essential to ensure the incorporation of a gender approach within the planning process:

- **Specific acknowledgment regarding inequality or discrimination**

The institution's willingness and political decision to acknowledge the existence of gender-related disadvantages and inequalities as well as its commitment to project actions which help to eliminate them, constitutes the driving force behind effective participatory planning with a gender perspective. Political willpower is required from all project participants: directors, coordinators, consultants, technicians. Thus, the clear need to undertake a stage promoting gender awareness prior to initiating the planning process can be established.

- **Technical abilities required to incorporate a gender approach into the human resources involved in the planning process**

In a case where a gender unit exists within a project or organization, full participation by this unit would help to ensure that all procedures involved in the process meet the gender requirements. It is, therefore,

important to make sure that the unit is actively incorporated into the process from the very beginning, and supports its participation regarding personnel training as well as throughout all of the planning stages. Should the planning process require hiring of new staff, regardless of the position to be filled, priority should be given to individuals possessing experience in this field, or at the very least, individuals who are willing to work with a gender perspective throughout every stage of the project.

Understanding about the pedagogical process guiding participatory planning with a gender perspective

The various stages of a project constitute an educational process sensitive to gender concerns. During the appraisal stage, it is possible to identify the major problems and constraints confronted by both women and men.

Planning is in itself an educational process. At the beginning of this stage, the work team will find themselves at the threshold of new knowledge; nevertheless, from the onset, the team should have a clear understanding about all relevant and important aspects. The actions undertaken as well as the decisions made should be directed at encouraging self-management processes and capacity building which are not possible if women are not empowered.

Development projects may strengthen the gender awareness process among participants. The actions planned and implemented may constitute a determinant factor to either reinforce inequalities or transform relationships that have been traditionally inequitable.

Planning is a means for both women and men to undertake an in-depth analysis of their true reality from a gender perspective, in order to develop awareness about the origin of the actions undertaken by them. They would thus be able to undertake a process of change based on discussions and the negotiation of priorities, which were previously invisible.

Being a woman does not automatically imply possessing perception of equity or lack of it. Perception revolves around questioning the education and convictions that guide our existence. Therefore, the process of reconsidering the gender roles is not simple for either women or men particularly due to the fundamental changes required. It must be clearly understood that although women and men participate in projects, this, in itself, does not guarantee equity. This is why we talk about an educational process: through re-education and reform, old approaches torn down and new approaches are built. Transformation is aimed at facilitating gender-focused educational processes to enable women and men to make positive changes with the aim of promoting their well-being and living conditions.

4.7.2 Other Major Characteristics of Gender Planning

Other major characteristics of gender planning are as follows:

- To create the necessary conditions to identify the fears imbued within each gender to move beyond what is socially ascribed (roles, stereotypes);
- To understand and support the changes imparting for each gender;

- To create the necessary conditions to facilitate women's access to decision-making processes, to promote legal equality, equal opportunities and equal participation;
- To recognize through appraisal studies that women deal with conditions of inequality, and that any actions undertaken must be directed towards the community members in the most disadvantageous position;
- To propose different strategies to support the groups that, according to the appraisal study, are least likely to achieve integrated development;
- To establish gender policies or special programmes dealing with female empowerment, and set upon improving their personal development, well-being and living conditions;
- To develop overall actions based on a multisectoral approach. (It is possible to articulate a wide range of actions together with other groups and organizations: cultural, health, educational, economic, environmental as well as aim at globally responding to the needs of community members); and
- To formulate and implement short-term actions based on a long-term perspective. (This entails undertaking specific actions to follow up on the findings of the appraisal, through definite steps to transform the prevailing conditions of inequality).

4.8 PARTICIPATORY GENDER PLANNING PROCESS TOWARDS EQUITY: CHARACTERISTICS AND CONDITIONS

Processes should guide actions. Both short- term and long-term requirements need detailing, visualizing how the actions undertaken bring us a step closer to our objective, which in this particular case is equity. The main aim of gender planning is to attain gender equity in society.

Thus, the following seven elements should be combined in order to ensure that a process guides the planned activities.

- **Establishing both women and men as players in the process**

Obviously, the individuals (players) constitute the primary element. People are the starting point for the process. People have their own background; carry out their own activities, have a specific gender, education and experience, and possess the will to participate in the process.

- **Responding to a need considered as a problem**

Any process stems from a need that should be met or problem that needs to be resolved. Ideally, a process should enable participants to articulate their feelings and their daily experiences to identify their need for change.

It is essential for the appraisal and planning processes to be participatory in nature, thus establishing distinct differences between the particular interests of men and women, as this is a *sine qua non* condition

to respond to the individuals' specific situations and their perception of them. This perception and awareness about the need or problem represents the "spark that ignites the process".

- **Accurate determination of the geographic area**

This refers to specifically identifying one or two geographical sites where the project is being implemented. These sites have certain environmental, economic and political features, which contribute specific characteristics to this process, and have an impact on women and men.

- **Determining the timeframe**

The duration of the process sets the pace and determines the order of the activities to be undertaken, as well as the actual possibilities regarding their implementation. Project participants have varying time availability, depending on the activities they are carrying out at the moment the project is implemented.

- **Identification of the relationships between women and men that the project intends to change**

It refers to the relationships between participating women and men, and the relationships between them and the other elements or people within the project area (for example, technicians and support technicians, the surrounding environment, other organizations and projects).

- **Securing sufficient resources**

The resources needed to adequately execute the project. Resources are of either an internal or external origin. In this particular case, internal resources refer to the abilities each individual and the group as a whole are able to contribute to the project: their ability to envision, to create, their particular awareness and solidarity, but most of all, the ability of both women and men to direct their sensitivity, imagination, will power, and intellectual talent to the achievement of the objectives and the solution of the problems initially posed. All projects should have male and female staff, preferably local staff adequately trained on gender-related matters.

External resources are related to the economic and material resources needed. However, it should be borne in mind that there are other resources which give meaning to the project, and which participants can enhance. Resource allocation among activities and participating individuals should clearly reflect the equity objectives. The expenses entailed by a participatory process should also be determined.

- **Determining the expected results or outcomes/outputs**

All processes involve results within the short, medium and long-term, as well as at the end of the process. Compliance with these deadlines gives credibility and consistency to the project. It is very important that there are tangible results, connected to each other. They should be of a continuous nature, achieved throughout the life of the project, within close timeframes separating one from other.

Outputs and outcomes should be the result of group interaction. A sense of responsibility should prevail among participants with respect to the achievement of equity, where each person's contribution may be appreciated.

Although the achievement of results and outcomes/outputs for the sake of more equitable relationships seems intangible, it is very important to find specific results that would help us to verify our progress. This would enable, for instance, converting the solution of practical needs into a higher appreciation of women's work, by earning community recognition and encouraging men to assume their reproductive responsibilities.

Another important factor is to take advantage of these continuous practices to implement new practices that will contribute to eliminating the stereotypes existing around gender behaviour.

Verification to the effect that all of these elements are present in planning will ensure – to a large extent – the existence of adequate conditions to carry out a good job and, thus, attain the expected results.

4.9 CHALLENGES IN GENDER-FOCUSED PARTICIPATORY PLANNING

A participatory planning process requires willingness, disposition and patience. Even when the communities' gender-related needs and interests are first explored, it is possible for the individual in charge of process facilitation to accept the need to take look at his/her own life, and reconsider relationship forms or practices deeply embedded in their everyday life.

The person facilitating the process should perform several roles:

- Ensure a balanced participation of men and women;
- Possess good sense to determine when men and women should work jointly or separately;
- Recognize the course of the planning process and power relationships arising between men and women; and
- Promote diverse relationship spaces, so that in the case of tense or strenuous situations, these could be discussed and solved spontaneously, without resorting to external intervention.

It is important to remember that a mixed group (including both women and men) should facilitate planning at all times, in order to maintain the participants' trust. In spite of the efforts made to ensure compliance with the above requirements, situations of frustration are likely to occur because of women not attending the meetings; difficulties encountered by the field team in overcoming the participants' traditional or technical visions, without due consideration to the social aspects; or the occurrence of situations of a personal nature between male and female participants, which jeopardize the approach implemented as part of the planning process. The following should be taken into consideration when analyzing this type of situation:

- These situations are not common, even when a gender approach is not applied. The challenge for the implementing team is to develop skills to deal with the problem. This is also a learning process for the individual facilitating the planning process. Whether we like it or not, every intervention affects all relationships, including relationships of power exercised by women and men, as well as their own

development opportunities. Each of the actions carried out have an impact of some kind on the life of the other person; reinforces an inequality or creates an opportunity towards change.

- As mere facilitators, we contribute the elements for participants to question their practices as well as the directions governing their lives. Each person does this at their own pace, in accordance with their particular situation and background. People, who have enjoyed greater freedom and access to opportunities, will usually initiate the process of change more easily than the others who are not so privileged.
- The facilitation process requires we should participatory methodologies and approaches. That is, we should encourage meditation without becoming “actors”, without providing the answers, without monopolizing discussions, without submitting our ideas as the one and only truth.
- Each person (including technician) handles a certain amount of data, information and experience, and possesses a set of abilities, but does not know it all. Therefore, it is a good idea to count on several points of view, to be able to make decisions that truly promote individual as well as group development.
- Discussion and negotiation among groups with diverse interests should be facilitated. Helping groups in the identification of their needs and the search for ways to solve them, without having to resort to mutual aggression is a continuing endeavour and task. Although these diverse interests may originate from economic, political or cultural groups that, as a rule, enjoy some recognition, they may also stem from women and men negotiating for the allocation of resources.

Discussion and negotiation should be undertaken at various levels: among women; among women and men; among women, men, and other economic, political groups, and among projects, programmes and agencies.

We must provide support to women, by helping them to present their needs and perceptions in clear terms and negotiate their terms and conditions; and to men, by helping them to appreciate the approaches made by women, in the understanding that both groups’ approaches are valid with respect to overall community development. This process fosters mutual recognition based on respectful relationships, which is the basis for democratic processes involving representative decision-making.

A process cannot be considered as democratic, when women have no recognition, or when they are not present and do not fully participate at all levels of the process, or when their rights are not respected in terms of development issues, access to resources, or their integrity and dignity as persons.

Check Your Progress Exercise 2

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the given at the end of this Unit.

1) What are the qualities facilitators should possess to conduct participatory planning?

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4.10 SUMMING UP

Gender-focused participatory planning stems from the knowledge of the local reality, acquired through different participatory techniques and tools which make it possible to identify problems, needs and expectations. The process of identification is followed by discussions and prioritization of the actions to be undertaken at both community and group levels in order to achieve sustainable human development. Thus, this Unit explained gender gaps and gender discrimination in the society as the context in which gender planning emerged. Further, it also explained about the need for empowering women through participation, the importance of the socioeconomic and gender analysis approach in gender planning, the characteristics and conditions as well as challenges in gender-based participatory approaches.

4.11 GLOSSARY

- Development** : Planned socio-cultural and economic change for the improvement of quality of living. For those working in 'development', the goal is to encourage change that is sustainable, equal, and efficient.
- Sustainable** : Development that supports the security and regeneration of economic, natural, human, and socio-cultural resources
- Equality** : Development in which there are equal opportunities for women and men to participate and benefit.
- Efficiency** : Achieving development objectives without wasting time and resources
- Empowerment** : A process of change, whereby women gradually increase their access to power, and whose direct consequence is the transformation of unequal power relationships between genders and intra-gender differentials.

4.12 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) As is the case with empowerment, as a process to build power relationships between genders, participation must also be considered of the utmost importance for development projects. Participation is a social process through which the various community players, in the light of their specific interests (class, group, gender, etc.) get involved directly and through their representatives, in the various aspects of community life. Participation is a condition required for citizenship purposes, as individuals consider themselves citizens when they are able to influence the processes, which have a direct or indirect bearing on their own destiny. Information is an essential element whereby the social players will be able to more effectively advocate their right to participate in accordance with their particular interests and needs.

Check Your Progress Exercise 2

- 1)
 - Ensure a balanced participation of men and women;
 - Possess good sense to determine when men and women should work jointly or separately;
 - Recognize over the course of the planning process, power relationships arising between men and women; and
 - Promote diverse relationship spaces, so that in the case of tense or strenuous situations, these could be discussed and solved spontaneously, without resorting to external intervention.

4.13 REFERENCES

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4.13 QUESTIONS FOR REFLECTION AND PRACTICE

- 1) Critically evaluate the importance of the participatory approach in gender planning.
- 2) Briefly explain the guiding principles of socioeconomic and gender analysis in gender planning.
- 3) Analyze the conditions and characteristics needed to guide the participatory gender planning process towards equity.

4)

Evaluate the challenges in the participatory gender planning approach.



UNIT 5 GOALS, OBJECTIVES AND AGENDA FOR GENDER PLANNING

Structure

- 5.1 Introduction
 - 5.2 Objectives
 - 5.3 Goals and Objectives of Gender Planning
 - 5.4 Agenda for Gender Planning, Project Identification and Formulation
 - 5.4.1 Step I – Charting Planning Tasks Ahead
 - 5.4.2 Step II – Sharing Expectations and Needs
 - 5.4.3 Step III – Identifying Factors Helping and Hindering achievement of Expectations
 - 5.4.4 Step IV – Prioritizing Problems
 - 5.4.5 Step V – Setting Objectives
 - 5.4.6 Step VI – Identifying the Best Solution
 - 5.4.7 Step VII – Identifying Activities
 - 5.5 Summing Up
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 - 5.7 Answers to Check Your Progress Exercises
 - 5.8 References
 - 5.9 Questions for Reflection and Practice
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5.1 INTRODUCTION

In most contexts, women and men (girls and boys) play different roles at a household, community and societal level. In order to perform their roles, they need different resources (natural, economic, political, and social). Often, however, women or men cannot play the roles they want and/or access the resources they need because of their gender. Women, in particular, face difficulties accessing and controlling resources and their social and economic contributions are often undervalued.

Identifying gender relations means looking at the attribution and organization of roles, responsibilities, resources and values attached to women and men in order to assess the differences and inequalities between them and to map out their specific interests, opportunities, constraints and needs in development. In order to distribute the resources equally between men and women, gender planning is necessary. While considering the significance of planning, this Unit is going to discuss the goals and objectives for gender planning.

5.2 OBJECTIVES

After studying this Unit, you should be able to:

- define goals and objectives of gender planning;
- describe the steps in gender planning;

- analyze the agenda for every step in the gender planning process; and
 - summarize methodologies to be followed in each and every step of the planning process.
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5.3 GOALS AND OBJECTIVES OF GENDER PLANNING

The following are the goals and objectives of gender planning:

a) To promote gender equality

Gender equality is the aim of gender planning and development. It does not simply or necessarily mean equal numbers of women and men (girls and boys) in development activities, nor does it necessarily mean treating women and men (girls and boys) exactly the same. The aim is not that women and men become the same, but that their opportunities and life chances become and remain equal. Gender equality does not preclude the possibility or the right for women and men to be different. It signifies an aspiration to work towards a society in which women and men (girls and boys) are able to live equally fulfilling lives and to equally contribute to designing the society they want.

b) To mainstream gender in the planning process towards gender equality

Mainstreaming gender is a strategy to achieve gender equality. It means recognizing that women and men often have different needs and priorities, face different constraints, have different aspirations and contribute to development in different ways. A key hypothesis is that organizations and societies must be transformed to accommodate women's and men's needs and treat them equally. For instance, the number of women parliamentarians may increase significantly. But, would they be able to change the working habits of the Parliament (e.g. timing of sessions) to be able to reconcile their professional and family life?

Mainstreaming implies that actors and institutions normally involved in development are able to incorporate a gender equality perspective in the way they work (their institutional culture, competence etc.), as well as in all their policies and programmes, at all levels and at all stages of their planning cycle.

c) To integrate gender as a transversal theme in planning, implementing and monitoring development projects

Working with gender as a transversal theme is one of the strategies for mainstreaming gender. At a programme/project and sector level, gender planning implies that before decisions are taken, an analysis is made of the effects on women and men respectively. It requires the participation of women as well as men throughout the planning cycle and the systematic integration of their respective priorities and needs.

5.4 AGENDA FOR GENDER PLANNING, PROJECT IDENTIFICATION AND FORMULATION

Prior to the implementation of the plan, the community group should have already processed the appraisal data, which is like a map or depiction of the community's present situation. This map or depiction should provide a clear idea about the following aspects:

- Needs identified for women as well as men;
- Inequalities and shortages: Due consideration should be given to the fact that poverty, violence, access to resources, daily chores, and the opportunities to participate in the decision making processes, are distinctly different for women and men;
- The resources available for development improvement, the condition and quality of these resources, their ownership and control, who decides about their use; who has access to them; and the productive and marketing systems;

- The benefits generated by the development activities and their distribution among the community's women and men;
- Whether the information provided by the appraisal study is sufficient or whether supplementary data is required;
- Whether the inventory of needs and information gathering are adequately representative of the situation prevailing for most women and men, and whether there exists a certain situation regarding minority ethnic groups that should be further explored; and
- Whether there is concrete and differentiated data upon which to base an equitable prioritization of existing problems and a selection of sound solutions, considering the existing inequalities between women and men.

Following the analysis of the appraisal, the steps and their order may vary. Nevertheless, the following seven steps can be proposed to effectively work on issues regarding practical and technical gender-focused participatory planning. All steps aim at supporting participation, identification strengthening and project appropriation by the community.

Step 1	Charting Planning Tasks Ahead How do we understand planning? Introduction to the concept and planning steps. Connection with the appraisal. Essential elements.
Step 2	Expectations and Needs Definition of the primary purpose. Connection with development. Community objective shared by women and men.
Step 3	Identifying Factors Helping and Hindering Achievement of Expectations Identification of strengths and weaknesses, opportunities and threats (SWOT), as a community group, in order to determine the actual constraints and possibilities to change the present situation.
Step 4	Prioritizing Problems Identification of priority problem(s). Problem prioritization. What is most urgent? Who does it affect the most? How does it affect the community group?
Step 5	Setting Objectives What does the community group expect to accomplish? How far is it willing to go to solve the problem? Formulation of objectives
Step 6	Identifying the Best Solution How can the possible solutions be identified? Which are the options available to solve the primary problem and achieve objectives?
Step 7	Identifying Activities A tentative plan needs to be prepared and people need to be identified who will be responsible, the deadlines and costs. Which activities

should be undertaken to achieve objective(s) and solve problem(s)? Which actions should be carried out? Who will perform them? When? With what resources?
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The above steps are to be worked on at the community level: the selection of the people who will participate in the planning process is based on the results of the appraisal. Through this appraisal, a social map becomes available to identify key agents for equitable community development.

People summoned to the planning meetings should be clearly informed from the start about the objectives and procedures to be followed, so that they fully understand the process, and are able to set aside time to participate in the activities. Successful gender- focused participatory planning depends – to a large extent – on appreciating people’s time.

The Agenda for each step is explained in the following discussion

5.4.1 Step I – Charting Planning Tasks Ahead

Objective : Introduction to participatory planning, allowing participants to understand the process.

Duration : 2 hours

Materials : Flipchart paper, markers, tape.

Methodology

- Request the group (preferably in a plenary session) to remember their experience regarding the appraisal. Which were the actions taken? Which were the results? If not yet done, participants who took part in the appraisal analysis should be informed about its outcome. People who put time and knowledge into the process, are entitled to this information.
- Ask the participants to answer this question: “Now, what do we do with this information?” Ask several people to participate, and write down the answers on flipchart paper.
- Based on the answers, consider again the planning process elements attached to the supporting concepts at the end of this step.
- Write down on cards the next steps for project planning. They can be compared to steps followed prior to sowing the soil, or in preparation to some activity carried out by the community members (fishing, hunting, vegetable gardens, agriculture, craftsmanship). Make sure the example is about an activity known to women and men, so that both are able to express their opinions.
- Facilitate a general discussion about the planned project, and explain the process being proposed (all the steps and the length of time this will take). This will provide the group with a general idea about the actions to be undertaken as well as the time required to prepare the plan for the project. This will take up at least five half-morning sessions, during which period regular activities will be interrupted. Discussions should also be held about any other proposals that might arise regarding the planning process. Try to reach an agreement about the steps to be followed and the corresponding dates. Ensure that both men and women will be able to attend on the date and time of day selected.
- The participation of women and men should be well stressed, as the project is intended to benefit all members. In that case, either women or men object to their participation in joint meetings; consideration should be given to holding separate meetings to hear about each group’s opinions. Efforts should be made to determine the actions that can be taken to comply with the steps, and what will be done to guarantee equal conditions for women and

men during that period. Action should also be taken about providing adequate care for the children, so that everyone is able to participate. Needs regarding transportation or other services should also be identified.

The earlier mentioned points can be resolved in a meeting. As the project deals with issues to promote the development of all community members, adequate conditions should be created from the very beginning.

Recommendations:

One way to develop awareness about visualizing women's contributions to gender relationships is by asking men to imagine whether they could execute the project without the women, and indicate which activities they would carry out without them. Particularly, the focus could be on the activities they would have to carry out to replace the woman's reproductive role at the household or community level. By making evident the reproductive activities in which women participate, the men would have to make plans for the necessary support to ensure their participation in the project. Emphasis should be made on the importance of the tasks carried out by men and women, as well as on how important the opinions and experiences of both women and men are to community development.

5.4.2 Step II – Sharing Expectations and Needs

Objective: To define the community's expectations and needs regarding progress and development, through a participatory process to be used as reference with respect to community development.

Duration: 3 hours.

Materials: Flipchart sheets about the community appraisal (chart about the community's present situation). Information will be required about the community's present and past situation: resources, benefits, schedule of activities, identified needs, etc. Flipchart paper, markers, tape, cards.

Methodology

- 1) The group briefly reviews the appraisal data about the community's past and present situation.
- 2) The group is divided into two smaller groups, women in one group and men in another group, for verifying whether the groups have different interests. The groups get together later to share the results of their work.
- 3) On separate flipchart paper, each group should draw a picture about how the group visualizes the community five years from now. Each group is asked to include the following aspects:

- **People's condition**

Physical

Nutrition and health status

Well-being

Harmonic and egalitarian relationships within the household and the community

Opportunities regarding autonomous development, education, training, fields for sports, expression- and recreation-related activities.

Political participation and community organization

- **Environmental status**

Water, land, forests, animals

- **Property, production and marketing**

Resources, income, productive activities, ownership of assets and resources

- **Infrastructure and services**

Housing, electricity, drinking water, telephones, community centres, markets

Stress the importance of how they see themselves, their children, grandchildren, now and five years from now, and whether this differs from how they want to be? What do they want to do? Where do they want to be? What do they want to have?

- 4) Men can then be handed the women's drawing, and vice versa, for subsequent interpretation during a plenary session. Both men and women will be able to clarify or finish the interpretation given to their drawing.
- 5) On a separate sheet of flipchart paper, ask them to draw the elements men and women wish to have in common. Trying to bring them together into one group, differences could be equitably shared and analyzed during the plenary session.
- 6) Based on the images drawn by women and men, participants should then be requested to put in writing the objectives they wish to achieve as a community. Remind them about the distinct expectations expressed by women and men.

5.4.3 Step III – Identifying Factors Helping and Hindering the Achievement of Expectations

Objective: To conduct an analysis about the population's awareness concerning their own potential and constraints, to be used to visualize the community's situation.

Duration: 4 hours.

Materials: Cards, flipchart paper, markers, tape.

Methodology

Efforts should be made towards having a representative group formed by equal numbers of women and men. Men and women will work separately. During the plenary session, their visions will be shared and a summary will be prepared.

- 1) Two sets of flipchart paper with the following table should be prepared in advance:

TODAY Conditions we can control	
Strengths	Weaknesses
Opportunities	Threats
TOMORROW Conditions we cannot control	

- 1) Ask the women and men to form separate groups. Explain that men and women have been socialized in a different manner; socialization determines different responsibilities for women and men. This, in fact, leads to the conclusion that gender determines the manner by which an individual assumes his/her own life.
- 2) Ask participants to define strengths, weaknesses, threats, and opportunities, and to place within sight the definitions agreed upon. Each subgroup will have 30 minutes to complete this task.
- 3) The group will be subdivided into as many groups of women and men as deemed appropriate to favour the dynamics. Remind participants to take into account interpersonal relationships (among women and men of different ages, with elderly people, young people, boys and girls), as well as available resources, the community's convictions, customs and traditions, and the activities they carry out, particularly considering whether these

situations help or constrain the development of both women and men, and, most of all, whether they help them to become the community they wish.

- 4) Begin a plenary discussion about the outcome of the group work. As the work is presented, write down (or ask participants write down) the aspects which are common to women and men. Subsequently, facilitate a discussion about the disagreement-related aspects, in order to determine whether they should be included on the summary sheet.
- 5) Remind the group that this information will be useful during the other steps of the planning process.

5.4.4 Step IV – Prioritizing Problems

Objective: To identify the major problem on which the project will focus.

Duration: 4 hours

Materials: Flipchart paper, markers, tape

Methodology

- 1) Explain to participants the purpose of the meeting and usefulness of the expected results.
- 2) Instruct the group to consider again the information about the problems (needs and limitations) identified by women and men during the appraisal stage.
- 3) Ask women and men to individually write on cards the major problems confronted by the community. Assign different colours to women and men. Help the participants who cannot write or read.
- 4) Tape the problems on a sheet of flipchart paper, and next to them the number of people (women and men) who identified each problem. Use colours to highlight this information.
- 5) Make sure the groups analyze causes for the major problems rather than just the signs. The facilitators must ensure, at all times, a balanced participation among the various participating groups, particularly with respect to men and women.
- 6) Ask men and women to group separately to comment on the way each problem affects them. Explain that we must comment on the reason why the statement is a problem, and write it again on cards.
- 7) Remind participants that they should write only one idea per card. The cards will then be placed next to the problem and read, at which time it will be possible to ask questions and acknowledge the different ways it affects women and men. The following table represents an example of the results obtained from the exercise proposed under this step.

Problem identified (shortages, deprival)	How many people does it affect?		How does it affect us?	
	Women	Men	Women	Men
Land shortage			There is not enough food grain in stock	We sell labour elsewhere
Many women are mistreated			Suffering	

Lack of health post			No place children can be taken to	To much money spent on doctors
Child diarrhoea			Suffering. More time spent taking care of children	Child morbidity and mobility
Lack of school			Children do not attend school	Increased illiteracy
No credit available			Unable to undertake income generating activities	Production and income reduced
Women do not participate in community organization			Women's needs are not taken into consideration with respect to the organizations' endeavours regarding resources and services	The solutions identified by the organizations are partial and lack the desired impact

People mark the boxes for the seven problems that either affect the largest number of people or have the most serious effect on people, particularly with respect to women, young people, children, elderly people.

Based on the problem identification, a prioritization exercise should be carried out. Explain that out of the seven problems, the community members will pick the one affecting them the most. Discussions should be directed towards conducting a negotiation to resolve conflicts of interest among women and men in terms of their perceived problems. To this effect, some of the approaches based on the supporting concepts may be used.

To make evident the differences between the groups, separate tables may be prepared: one showing the problems perceived by men, and another showing the problems perceived by women, for subsequent comparison and negotiation to reach an agreement.

Recommendations

Another way of doing it which helps participants to place themselves in the other's shoes, is by asking men to express how each problem affects women, and vice versa.

In addition to helping recognize the other's situation, this might generate an extremely valuable level of discussion to learn how the situation is perceived by the women/men. Another alternative would be for women to give the men a list

of their problems, and for men to provide women with a list of their problems. In this manner, they would be able to acknowledge problems in a gender- sensitive manner. Starting with the list of problems, each group will be asked to indicate on the corresponding boxes how each problem dealt with affected both women and men. It is convenient for both groups to have the same number of problems to discuss.

Finally, both groups will present their work at the plenary session, where it will be complemented by other contributions. It is at this moment when time should be devoted to clarify doubts, express disagreements, discuss about the different ways in which women and men are affected, the different answers which should be given to a specific problem and the changes that will have to be made with respect to community behaviour.

Check Your Progress Exercise 1

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the end of this Unit.

- 1) List the seven steps discussed in the Unit for effective participation and identification of development projects by the community.

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5.4 5 Step V – Setting Objectives

Objective: To define the project’s objectives based on the analysis of the data gathered in Step 4. This objective must respond to the priority problem(s) identified by the community

Duration: 3 hours

Materials: Flipchart paper, markers, tape

Methodology

- 1) Keeping in mind the results obtained in Step 4, the group should be informed about the purpose of this step. It is important to clarify certain aspects with respect to the meaning of an objective and how it is worded. Consider again the concept of “objective”: it is a situation or condition which we wish should be prevailing in the future and which is desired by the community members.
- 2) The vulnerability conditions confronted by the people most affected by the major problem should be studied. Objective formulation should resolve a situation of inequality (here inequity of opportunity between genders is mentioned).
- 3) It should be mentioned that the objectives should clearly express how their achievement will have a beneficial impact on the life of the community women and men, or on the life of the most affected group, in accordance with the problem prioritization.
- 4) Start writing the objective based on the following elements of support: Ask the group to begin writing with one verb or action, as this provides clarity and helps to define what we wish to achieve.

The objective should be worded with an affirmative phrase. Ask the group to specify only one key result to achieve it, rather than several, to avoid confusion about what was achieved and what was not. In the event, we should need to write down several results, then, as many objectives should be specified.

Another example: An example of a concrete general objective might be “To decrease by 50% the diarrhoea and skin infection rates in boys and girls of a particular community, in 18 months”. “To increase by 50% the income of male and female members of a particular community, in 2 years”.

Through setting the objectives we would be able to determine what we seek to accomplish and when, although “who” and “where” may also be included. Finally, the objectives must be of an achievable nature, realistic; it/they should be balanced, neither too easy to achieve, nor too hard.

Once in agreement, we can propose specific objectives needed to achieve the general objective we just proposed. We must remember that there should exist a direct relationship between the achievement of the specific objectives and the general objective.

5.4.6 Step VI – Identifying the Best Solution

Objective: To analyze all possible options to achieve the objective, taking into consideration strengths, weaknesses, threats and opportunities

Duration: 4 hours

Materials: Flipchart paper, markers, tape

Methodology

If we are searching for answers to situations of inequality, creativity becomes essential to propose new ways of doing things to set the basis for a favourable transformation of the causes.

1) Certain gender-based criteria to offset the problems identified might be:

- Reinforces the individuals’ rights;
- Makes easier the life of women and men;
- Contributes to the recognition which should be accorded to women’s roles;
- Makes it easier for both men and women to adopt new roles, unattached to their gender;
- Decreases the women’s workload, which results in the availability of more spare time;
- Helps those who have not had the opportunity of developing experiences and acquiring knowledge to build their self-esteem;
- Generates sufficient income or benefits to justify the efforts generated by the project;
- Manages benefits (income) on an equitable basis by participants;
- Supports public recognition regarding the contribution made by the women to community development, and places them in a social position similar or equal to that of men;
- Achieves results on the available timeframe;
- Does not create external support dependence;
- Promotes democratic power practices among and within the groups of women and men; and
- Promotes shared decision making between women and men within the household.

2) Based on the following criteria, an analysis should be conducted regarding the feasibility of the proposed solutions:

- **Benefits everyone:** Does it benefit men and women alike? Does it benefit men to a greater extent? Does it benefit women to a greater extent?

- **Equity:** Encourages an equitable distribution of the benefits generated, and breaks down the traditional resource controlling forms.
 - **Income increase:** Improves living conditions.
 - **Profitable:** After all costs are paid off (including the labour cost of the women involved in household chores), profit is obtained.
 - **It is technically and socially feasible:** The solution is adequate to the context of the community, and its implementation is technically possible.
 - **Timeframe:** Will we achieve it in the short -term? Is it a long-term solution?
 - **Local resources:** Are resources available in the community to solve it?
 - **Sustainable:** Will impact be of a long-lasting nature? Can we accomplish it with little external assistance and continue doing it once the assistance is withdrawn?
 - **Participatory:** It involves a large portion of the population, 50% of which are at least women.
 - **Decision making:** It promotes the involvement of women and men under equal conditions.
- 3) Ask women and men to split into groups of three and to write on the cards out of the above-mentioned criteria, those considered adequate to determine the feasibility of the solutions.
- 4) Subsequently, place the criteria on a sheet of flipchart paper. The plenary should select the cards containing the same criteria and group them into one. Plenary discussion should be held about each criterion. Place all approved criteria on another flipchart sheet, as shown in the example:

Assessing possible solutions:

Nature of Solution				
Types of benefits obtained				
Requirements for additional help				
Availability of local resources				
Profitability				
Likelihood of benefitting the group(s) with higher stake.				
Possibility of implementation				
Need to wait for results				
Extent of promotion of participation				
Score obtained				
Priority aspired				

- 5) It is quite possible that for all of the criteria listed may be considered. Hence, the plenary participants may be consulted about their inclusion.
- 6) Once a decision has been made regarding the criteria upon which the solution will be assessed, women and men should be divided into groups of three. Each group should pose the solution alternatives deemed convenient, one alternative per card, to be then placed on the first column of the flipchart sheet.
- 7) When all groups have placed their proposals, time will be allowed to clarify any doubts regarding the proposals submitted by the small groups.
- 8) On the upper hand columns, key words are placed to identify the criteria of evaluation. The same groups of three participants discuss each alternative assigning one of the following faces:

Sad (score 0) when it is a bad solution with respect to the criterion under assessment

Serious (score 1) when the solution is fair with respect to the criterion; and

Happy (score 2) when the solution is good.

- 9) Upon completing the discussion, each group places the faces on the corresponding solution and criterion. A plenary discussion should take place about existing disagreements among the various groups' opinions, until only one "face" is decided upon to represent the opinion of the women and men of the group. Do not place the face but only the score (0, 1 and 2). The facilitator should make emphasis on the solutions, which are adequate for both women and men, instead of defining them from only one point of view.
- 10) During the plenary session, the score obtained by each solution is determined. Together with the group, the facilitator reviews whether the solution obtaining the highest score has the lowest rating regarding the generation of equitable benefits, or whether it is based on efforts made on the part of the less favoured, as it would clearly indicate that this would not be the soundest option to either achieve equity or community development, even if it represents a substantial income increase, for instance. In this case, this option would rather reinforce inequality.
- 11) Upon completing this analysis, the need to raise again the question about defining and clarifying the objective(s), could very well become evident. In such a case, the procedure should be repeated.

5.4.7 Step VII – Identifying Activities

Objective: Elaboration of the action plan covering the activities undertaken by the project

Duration: 2 four-hour sessions

Materials: Flipchart paper, markers, tape

Methodology

- 1) Ask the group to identify the results expected for each specific objective. Stress the fact that this step refers to the results expected to be achieved through each concrete objective. We can work on the expected results in different ways, depending on the number of participants, for example:
 - Forming one group per specific objective, giving due consideration to the number of participating women and men
 - In the case of larger groups with few objectives, two groups can be assigned the same objective, to be subsequently shared and presented to the plenary as a single proposal.

- 2) Each group presents the expected results to the plenary, for discussion and approval. The group can be asked to make a drawing depicting how they imagine the expected result, and the facilitating team may provide assistance in putting it in writing.
- 3) The group is to be divided into pairs or groups of three to work on the following table for each expected result. Specific activities should be proposed to favour the best possible result achievement.

Once the list of activities has been completed, they are placed on cards and ordered in sequence, that is, the first activity comes first, followed by the next, etc., until there are no activities left for each expected result.

The activities will subsequently be divided among groups conformed by equal numbers of women and men, and for each activity the group will fill the following table:

Expected Results

Land improvement is to increase productivity.

Activity	Responsible	When	Resources	
			Community M W	External
	Person's name			

- 4) Each group will make an analysis of each activity, to which effect the following factors must be taken into account:

a) What are we going to do? How can we define the activity to be undertaken?

It is most likely that the definition of the activities will necessitate way to considerable negotiations among the people involved. The activities defined must represent an opportunity for the disadvantaged population groups. Nevertheless, as activities become identified, measures should be taken to ensure that potential beneficiaries are really able to take advantage of this opportunity. The community should make plans to support these people, who generally consist of women, so that they can set time aside to take advantage of the training opportunities. This is when group creativity and solidarity can make a difference with respect to successful project implementation.

b) What are the necessary actions for activity completion?

Breaking down activities into the actions which constitute them also implies looking at responsibilities. At the time of considering which activities need to be implemented, we must take into account the women's and men's time availability; the activities they carry out, cultural prejudices and stereotypes. Care must be exerted to avoid excluding people simply because they fulfill roles determined by patriarchal socialization. It cannot be stressed enough that the implementation of equity mechanisms consists, precisely, in creating the conditions to encourage community members' participation, ensuring their gender does not impair their participation, without involving additional workload.

These activities must take into account the above-mentioned criteria to assess the potential solution. For further reflection on purposes regarding opportunities for equitable human development, we can take certain actions to assist us in changing behaviours and sharing opportunities. The following example might help us:

Example: Expected outcome: Women's Utilization of Productive Land.

Activity	Sub-activities/ Actions	Women's limitations to carry them out	Men's limitations to carry them out	Benefits generated by the activity in terms of equity	Conditions that need to be met for men and women to conduct the activity
Conditions that need to be met for men and women to conduct the activity	Discussion session(s) to identify the crops, type and extent of participation and benefits.	Time poverty. Their partners or spouses not persuaded or convinced about sharing the use of the land with women.	Fear about giving up control or sharing their control over the land.	The use of household resources becomes democratic.	To assign children's care freeing them to participate meaningfully. Decision-making power granted to women over the crops they wish to plant. Control over family land. Equality regarding the distribution of benefits.

Upon completion of such analysis, we might notice that we need to include other types of activities to enable participants to fulfill their tasks, i.e., training, sharing activities, which are not normally undertaken by women/men (as the case may be), changing roles, and activities they previously carried out. Although such analysis requires time and resources, it will contribute to putting equitable approaches in to practice. For example, who will pay the people taking care of the children? In the case of women, would this not mean an additional work burden?

It is essential to take advantage of this analysis to visualize the said differences between women and men, and ensure that the decisions taken about the activities encourage the participation and empowerment of people in disadvantaged conditions.

c) Who will carry out the activities? How long will this take?

In addition to the above, it is essential for the people involved in the process to be present at all times, since they are the ones who must decide whether or not they will carry out the tasks, as well as the type of activities they wish to and can carry out. The information about the activities' schedule, the one-day clock, and the mobilization map prepared during the appraisal process, will help us to propose much more realistic activities and visualize their impact on the lives of women and men.

d) Are there enough resources available in the community, or should they be externally secured?

The implementation of a solution is based on the availability of resources. At the time of planning, we must know the status and quality of the resources available within our community, in whose hands they are, and whether it is possible to make use of them for project support. Information is also gathered about the resources provided by other projects and institutions operating in the community, which could be used also. It is important to have written agreements that will help to undertake activities based on a collective commitment. Furthermore, this entails undertaking real negotiations, instead of speculating about resources not yet available or not yet committed.

In this respect, it is also important to define the resources that are not available in the community, but which are essential for project implementation. This resource identification and assessment is of the utmost importance for the successful execution of the project. In addition, a separate gender analysis must be made regarding the resources available to women and men, including whether these resources are actually controlled or managed by non-participants or individuals with whom there is little or no affinity. In this case, a negotiating strategy will have to be determined.

As is the case with the activities, an equity-oriented project must be planned based on equitable access to the project's resources and its benefits, whether economic or environmental, but most of all, benefits, opportunities for empowerment, and exercise of power. Equitable access to training is essential since it contributes new knowledge to formulating and implementing activities, which are, most likely, being conducted in an empirical manner. In the case of women, the reproductive role may impose constraints and limitations on their participation in training programmes. If we plan training content and schedules based on women's convenience, needs and perceptions we can improve their participation.

We must ensure there are no gender-related obstacles preventing women in particular from benefiting from the internal as well as external resources provided by the project.

The projects' internal resources should be made available to all participants; the vehicles, computers, didactic materials and technical tools should not be assigned based on gender stereotypes. A negative attitude does nothing but reinforce gender inequality.

Regarding project-generated productivity, it should not only cover operating costs, but should also generate sufficient income to encourage capital reinvestment and even savings. Within very poor populations, saving becomes extremely difficult, particularly because neither women nor men have any control over minimum resources that would allow them to participate in income-generating activities, much less savings. Which strategies could be followed in these cases?

Such an analysis should take into consideration the income sources of both women and men, as well as their present spending patterns, that is, which is the origin of the resources needed to cover their basic needs, and how are these resources spent according to their particular interests. This will permit us to learn whether the resources used and the benefits generated by the project will be used to cover the basic needs of men and women; whether other type of needs will be covered by investing larger amounts of money on strategic interests (training, women's education); or whether we will be able to invest them in other types of activities.

e) How much will it cost us?

The success of a project lies – to a great extent – on an appropriate estimation/ assessment of expenses. In this respect it also becomes necessary to assess the variability in the conditions based upon which we calculate our expenses. As stated at the beginning, cost calculation has corresponded to a partial reality where the actual value of the activities undertaken is not considered. Under the poverty conditions experienced by most of developing countries' population's, there exists too much exploitation of untrained labour, especially women's labour.

Nevertheless, maintaining untrained labour for the purpose of decreasing the cost of products, is one of the most anti-democratic measures, particularly when we are aware of the fact that education and training

opportunities may often be becoming more difficult to assess and specialized. Development projects that really attempt to achieve sustainable well-being for women and men, must include the real costs of the activities proposed, and consider the difficulties faced by people in the light of each activity's development.

If income covers real expenses, people may be able to feel they are performing an activity, which does not only have economic value, but which also is valuable to themselves and the community. Furthermore, economic recognition with social meaning helps to increase the internal resources which promote development processes. Therefore, costs must be calculated taking into consideration the precarious conditions of the families, differentiating the particular situations of women and men, without underestimating or overestimating the abilities or constraints of both. In this respect, it would help to secure a technical opinion to support the visualization process of the activities, and gather information about the actual resources needed.

Cost analysis is important, because it enables us to guarantee the project's productivity, as well as the incorporation of new criteria related to sustainable human development. Finally, equity must be ascertained at the time of budget preparation reflecting the priorities of women and men alike.

Check Your Progress Exercise 2

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the end of this Unit.

1) Explain the significance of cost analysis.

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5.5 SUMMING UP

Gender-focused participatory planning stems from the knowledge of the local reality, acquired through different participatory techniques and tools, which make it possible to identify problems, needs and expectations. Thus, this Unit explained the agenda for gender-focused participatory planning. After reading this Unit, learners can prepare gender-planning projects, which would help to achieve sustainable human development.

5.6 GLOSSARY

Gender equitable : An approach that results in just/fair treatment of women and men, and recognition and appreciation of both women's and men's potential.

- Gender gap** : Unfair difference in the situation or access to services of men and women. These may result from customary practices, religious biases, social assumptions, myths or taboos, among others.
- Gender oppression** : Where one gender dominates the other unjustly or even cruelly, irrespective of whether this happens deliberately or not.
- Gender stereotyping** : The assignment of roles, tasks and responsibilities to a particular gender based on preconceived prejudices.
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5.7 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) Step 1 – Charting Planning Tasks Ahead; Step 2 – Sharing Expectations and Needs; Step 3 – Identifying Factors Helping and Hindering Achievement of Expectations; Step 4 – Prioritizing Problems; Step 5 – Setting Objectives; Step 6 – Identifying the Best Solution; Step 7 – Identifying Activities.

Check Your Progress Exercise 2

- 1) The success of a project lies – to a great extent – in an appropriate estimation/assessment of expenses. In this respect it also becomes necessary to assess the variability in the conditions based on which we calculate our expenses. As stated at the beginning, cost calculation has corresponded to a partial reality where the actual value of the activities undertaken is not considered. Under the poverty conditions experienced by most of our countries' population, there exists too much exploitation of untrained labour, especially women's labour. Nevertheless, maintaining a significant number of untrained labour for the purpose of decreasing the cost of products, is one of the most anti-democratic measures, particularly when we are aware of the fact that education and training opportunities are becoming more difficult and specialized. Development projects that really attempt to achieve sustainable well-being for women and men, must include the real costs of the activities proposed, and consider the difficulties faced by people in the light of performing each activity. To the extent that income covers real expenses, to that extent people of all ages would be able to feel they are performing an activity, which not only has economic value, but which is also valuable to themselves and the community. Furthermore, economic recognition with social meaning helps to increase the internal resources which promote development processes. Therefore, costs must be calculated taking into consideration the precarious conditions of the families, differentiating the particular situations of women and men, without underestimating or overestimating the abilities or constraints of both. In this respect, it would help to secure a technical opinion to support the visualization process of the activities, and gather information about the actual amounts. Cost analysis is important because it enables us to guarantee the project's productivity, as well as the incorporation of new criteria related to sustainable human development. Finally, equity must be ascertained at the time of budget preparation, which should reflect the priorities of women and men alike.

5.8 REFERENCES

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5.9 QUESTIONS FOR REFLECTION AND PRACTICE

- 1) Critically evaluate the role of the participatory approach in gender planning.
- 2) What are the objectives and goals of gender planning?
- 3) Explain the steps in the gender planning process.
- 4) Describe the different methodologies used in the planning process.
- 5) Briefly explain the agenda in the steps of the gender planning process.

UNIT 6 MEETING PRACTICAL AND STRATEGIC GENDER NEEDS THROUGH PLANNING

Structure

- 6.1 Introduction
 - 6.2 Objectives
 - 6.3 Rationale for Differentiating Gender Needs
 - 6.4 Human Needs
 - 6.5 Practical and Strategic Needs
 - 6.6 From Women in Development to Gender and Development
 - 6.7 Multiple Roles of Women and Meeting Gender Needs
 - 6.8 State Interventions
 - 6.8.1 State Control over Women's Strategic Needs
 - 6.8.2 Definitions of Intervention Policies
 - 6.8.3 Main Goals for State Intervention
 - 6.9 Meeting Practical Gender Planning Needs is a Starting Point for Meeting Strategic Gender Needs
 - 6.9.1 Integrative Cross-Sectoral Planning Strategies
 - 6.9.2 State Control over Women's Strategic Needs
 - 6.10 Policy Approaches to Third World Women and Gender Planning
 - 6.11 Summing Up
 - 6.12 Glossary
 - 6.13 Answers to Check Your Progress Exercises
 - 6.14 References
 - 6.15 Questions for Reflection and Practice
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6.1 INTRODUCTION

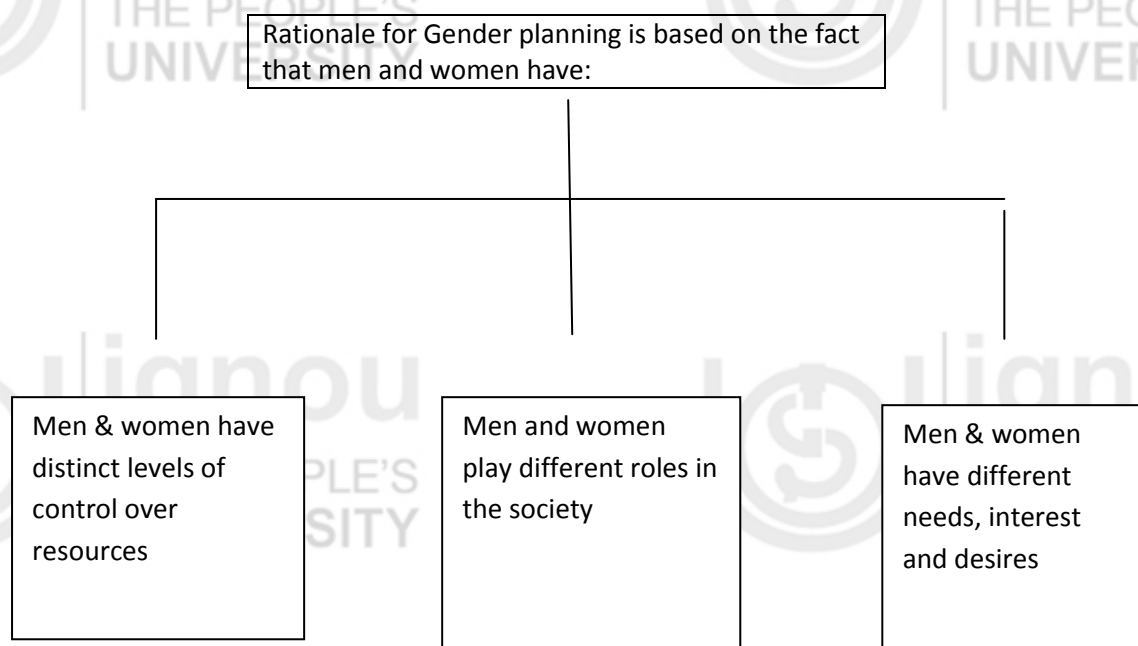
In developing countries women play an important role in the development process. The conceptual awareness of the issues of "gender and development" has not necessarily resulted in their incorporation in planning practice. Indeed, for many practitioners involved in different aspects of socioeconomic development planning, the lack of adequate operational frameworks has been particularly problematical. The purpose of this Unit is to contribute toward the resolution of this problem. It describes the development of *gender planning*, a planning approach which takes into account the fact that women and men play different roles in developing countries and, therefore, often have different needs. The Unit describes briefly the background of women's triple roles and the distinction between practical and strategic gender needs. It illustrates the capacity of different planning interventions to meet gender needs. Finally, it provides a critique of a number of different policy approaches to "women and development" from the perspective of gender planning, and identifies the potential and limitations of each approach for meeting the needs of low-income women in developing countries.

6.2 OBJECTIVES

After studying this Unit, you should be able to:

- describe human needs and their importance;
 - demonstrate practical and strategic gender needs;
 - analyze the typology of government attempts to engender development planning;
 - evaluate state interventions to meet practical gender needs (PGNs) and strategic gender needs (SGNs); and
 - suggest policy approaches of third world countries to PGNs and SGNs.
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6.3 RATIONALE FOR DIFFERENTIATING GENDER NEEDS



In most contexts, women and men (girls and boys) play different roles at household, community and societal levels. In order to perform their roles, they need different resources (natural, economic, political, and social). Often however, women or men cannot play the roles they want and/or access the resources they need because of their gender. Women, in particular, face difficulties accessing and controlling resources and their social and economic contributions are often undervalued.

In order to identify gender relations we need to look at the attribution and organization of roles; responsibilities, resources and values attached to women and men in order to assess the differences and inequalities between them and to map out their specific interests, opportunities, constraints and needs in development. In order to fulfill the different needs of women in society, gender planning is important in the development process. Women's Practical Needs and Strategic Needs must be considered during gender planning which will cover the women's ethnicity, class, culture and religion.

6.4 HUMAN NEEDS

People have a wide range of needs. Certain needs are universal. The most basic needs have to do with survival and security. Once those are met, at least at a minimal level, it is possible for men and women to think about their other

needs such as identity, autonomy, and self-actualization. The ways of satisfying these needs are innumerable and vary from culture to culture and at different times in the same culture. It is important to distinguish between needs and satisfiers. The way women and men satisfy the fundamental human needs are, in fact, the basis of their culture. It can be argued that most cultures have given women the status of second-class members. Development being a process in which a community of people strives to make it possible for all its members to satisfy their fundamental human needs and enhance the quality of life has to deal with culture. Cultural change has to occur as a community finds new ways of satisfying its needs.

Thierry Verhelst defines culture as “the sum total of the original solutions that a group of human beings invent to adapt to their natural and social environment. Therefore, culture includes every aspect of life’s know-how, technical knowledge, customs of food and dress, religion, mentality, values, language, symbols, socio-political and economic behaviour, indigenous methods of taking decisions and exercising power, methods of production and economic relations.”

The best programmes are recognizing that it is not enough to introduce development models that impose western values and practices. Participatory methods encourage development to draw on the values and energies within people’s own culture as they seek to rebuild communities and societies in which human needs are met without discriminating against women and other marginalized groups.

Wheel of Human Needs

Check Your Progress Exercise 1

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the end of this Unit.

1) How does culture play a significant role in defining human needs?

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6.5 PRACTICAL AND STRATEGIC NEEDS

Caroline Moser and other scholars have discussed women’s needs in terms of practical gender needs and strategic gender needs. Practical needs are immediate and material and relate to what people need in order to perform their current roles more easily. Some examples of actions that address women’s practical needs include technologies that reduce their workload (fuel-efficient stoves), provision of clean water supply, credit, and access to financial services etc.

Strategic interests or needs are long-term, related to equalizing gender-based disparities in wages, education, employment, and participation in decision-making bodies. Examples include issues around legal rights, empowerment, sharing of family responsibilities, supportive legislation, and overall involvement in policy-making. Addressing strategic interests may challenge the prevailing balance of power between men and women.

When working with stakeholders to meet their needs, it is important to keep in mind that survival or practical needs must be met first. When people prioritize their own needs, they start on the basis of what they have. If they have insufficient food, they will put that as their first priority.

Once basic needs are met, people can invest resources in responding to their needs for identity, autonomy, and self-actualization. Differences based on gender or other attributes must also be taken into consideration. For example, many women all over the world find themselves in situations that limit their autonomy. The elderly may lose status or respect in a community because of changing family set-ups. Minority ethnic groups or refugees may be marginalized in the decision-making process because of political situations. An understanding of 'needs' is critical to development planning and requires those involved in planning to have a sensitivity and understanding of the types of needs different groups have. Planning for women from the developing, low-income countries must be based on their prioritized concerns. Planning must differentiate between women's interests (deriving often from an assumed homogeneity based on biological similarity) and gender interests (based on social position). Hence, we must consider differences between women based on culture, class, ethnicity and religion.

Practical gender interests primarily involve human survival and immediate material needs. Strategic gender needs seek to change women's socio-economic and political status and thereby women achieve equality, equity and independence. During the planning process, interests defined as prioritized concerns can be translated into planning needs.

Practical needs for human survival include:

Provision of water, healthcare and education

Strategic needs are concerned with:

- Freedom of choice;
- Nature of relationship between men and women;
- Women's control over their bodies;
- Access to credit, land rights, control over resources, ameliorative measures combating domestic violence, equal wages, abolition of gendered division of labour (for instance, childcare not solely women's responsibility).

6.6 FROM WOMEN IN DEVELOPMENT TO GENDER AND DEVELOPMENT

Efforts to promote gender equality have in recent years shifted in focus from 'women in development' to 'gender and development'. The 'women in development' approach began with an uncritical acceptance of existing social structures and focused on how women could be better integrated into existing development initiatives. Targeting women's productive work to the exclusion of their reproductive work, this approach was characterized by income-generating projects for women that failed to address the systemic causes of gender inequality. It also tended to view women as passive recipients of development assistance, rather than as active agents in transforming their own economic, social, political and cultural realities. A key outcome was that women's concerns were viewed in isolation, as separate issues, leading to their marginalization in the state system and other structures.

The gender and development approach, which forms the basis of the Plan of Action, focuses more on the fact that women and men have different life courses and that development policies affect them differently. It seeks to address

these differences by mainstreaming gender into development planning at all levels and in all sectors, focusing less on providing equal treatment for men and women (since equal treatment does not necessarily result in equal outcomes) and more on taking whatever steps are necessary to ensure equal outcomes. It recognizes that improving the status of women cannot be understood as a separate, isolated issue and can only be achieved by taking into account the status of both women and men. The gender and development approach is built on awareness not only of the differences between men and women but also of the inequalities that emanate from these differences. It seeks to address not only women's practical gender needs (the immediate material needs of women in their existing roles as, for example, housewives and mothers) but also their strategic gender interests (the necessity of changing the position of women in society – addressing inequalities in employment, political participation and cultural and legal status).

Now we will examine two tables illustrating the importance of meeting the needs of women.

Table 6.1 presents a typology of government attempts to address gender issues in development planning. The contexts within which these policy approaches have been attempted vary. However, broadly speaking, the welfare, anti-poverty and efficiency approaches can be linked to a WID framework, while equity and empowerment/ transformation are more consistent with the GAD framework.

Table 6.1: A Typology of Government Attempts to Engender Development Planning

Policy Approach	Role of the State	Type of Development	Planning Data
Welfare It is seen as a safety net to cushion the negative impact of the 'free market' on the lives of poor people. Locate women in family.	Limited role. Only acts when there is extreme pressure. Then promotes an incremental, piecemeal response to address symptoms through sectors.	Based on promoting accelerated economic growth through industrialization. Limited emphasis on building human resources except in respect of skills for the market.	Limited to socio-economic indicators with Human Development Index (HDI) more recently. Little information on gender. Not much sectoral information except in the health sector.
Anti-Poverty Promotes the thinking that helping poor women will increase their productivity and promote economic growth. Poverty is seen as the problem due to under development – not unequal power relations.	Role seen only as coordination through nation-wide anti-poverty campaigns. Emphasis on improving women as 'vehicles of development' not in their own right.	Neglect of rural economy. Modernizing economy and promoting small-scale businesses and income generating products. Emphasis on employing women in certain sectors such as the service industry/craft. Trickle down effect of economic growth to benefit women.	Central Statistical Services (CSS) provide national data. Emphasis on socio-economic indices and Human Development Index (HDI). Data obtained only in respect of numbers of women experiencing poverty.
Efficiency Recent approach. Acceptance that because of changing	Promotes private sector involvement in employment of women.	Economic development and faster growth through human resource capacity building emphasizing vocational	CSS obtain data emphasizing HDI, levels of literacy, etc. economic indices and human resources.

global arrangements, women's labour is critical to economic development. Thinking women can help to make the system work better.	Promotes policy of equal opportunities not equality of conditions. Does not interfere in regulating market but emphasizes labour policies and skills development.	skills and training of the unemployed. Modernization and rural development.	Breakdown information on female 'dropouts' from school etc.
Equity Promotes recognition of women's contribution to development (paid and unpaid) and fair treatment because of its value.	Regulatory role high. State provides legal framework for fair treatment of women especially in political and economic sphere.	Based on increased state regulation by the economic sector and active state intervention. State-led economic growth through modernization.	General statistical data relevant to HDI and economic indices of development. Emphasis on sex-disaggregated data to show gender inequities.
Empowerment/Transformation By raising gender awareness and a critical analysis of social and structural problems through mass-based popular development education, poor women and men would become empowered and enabled to use democratic space to change or engage in a process of transforming oppressive structures, policies and programmes. Process to lead to economic, political and social empowerment of women.	Significant role in promoting rights of women and poor people. Important role in ensuring democratic practices and promoting a critical partnership between organizations of civil society. Enforcement of human rights and protocols for workers rights.	Integrated, sustainable. Promoting economic growth and redistribution emphasis on limiting monopolies and promoting rural and urban development. Increased role of NGOs and CSOs in the development process.	Change national census process. All data to be broken down in terms of gender, race and other categories. Both social and economic indicators. Push for new indices to measure women's work and its value.

Planners generally respond to the practical needs of women without relating these to their strategic needs. Strategic gender needs are the needs of women which arise out of their subordinate position to men in society. They relate to institutionalized patterns of discrimination such as gender divisions of labour, denial of legal rights to women, and women's lack of access to power and control over their bodies. Strategic gender interests and needs are linked to practical, material needs. A twin approach is required which identifies the links between practical and strategic gender needs and proposes policy and planning frameworks to address both types of gender needs within institutions. Development responses that remain exclusively within the 'add-on' project approach tend to be inadequate to meet strategic gender needs.

Table 6.2: Impact of Policy Approach on Economic Framework, Planning Process and Gender Inequalities

Policy Approach	Women's Role in Decision-making	Macroeconomic Framework	Integration of Gender in Planning	Distribution of Resources	Impact on Gender Inequalities
Welfare	Limited marginal role. Medium to high involvement in community management and household domains. Participation in meeting practical needs through projects.	Emphasis on reducing deficits, cutting back on public expenditure, especially on social services. Repayment of debt and servicing. Women seen as dependents.	No efforts made. Gender seen as women's responsibility through welfare departments.	Limited funding. High reliance on donor aid or self-help projects. Tax incentives for private sector to assist with poverty alleviation through social responsibility.	No impact. Some practical needs met. Women seen as passive recipients of welfare. Their only recognized roles are reproduction and community management.
Anti-Poverty	Not promoted. Limited to women's organizations and projects. Only evident in projects and NGOs.	Same as welfare except emphasis on donor support and funds to address poverty. Introduction of public works programmes. Emphasis on role of the poor in informal economy as survival strategy.	Not evident in Commonwealth governments except through women's units in welfare departments and rural development strategies.	Funding through loans and grants available for anti-poverty programmes. Donor and private sector support provided for small income generating projects.	Limited to only meeting practical gender needs (basic needs) but often not very successfully.
Efficiency	Increase numbers of women in economic activity. Emphasis on local self management uses women	Emphasis on efficient management of economy. Increased productivity of investments from domestic and foreign	No structural changes. Integration through sectoral programme/project plans especially in education,	Fund for sectors through national budgets – health, education and employment programmes.	Greater visibility of women in productive roles. Increases women's alienation, exploitation

	to carry out tasks.	capital. Trade liberalization, lowering deficit and taxes, increasing education and health budgets. Promoting domestic savings.	health and welfare or through women's units.	Donor support for small business and income generating projects of women. Support training projects especially for women.	and burden of multiple roles, preventing them from using increased participation to change decision-making structures. Structural inequalities remain.
Equity	Promote increased role. Women are already in decision-making structures but in need of recognition.	Increased deficits, investment in public enterprises. High taxes on corporations. Public services and social expenditure high. States affected by economic Structural Adjustment Programmes.	Non-existent in community; would be high if it took off. But state power usually means male domination.		Using an equity approach has some potential in respect of gender but on its own it cannot address systemic problems of inequality.
Empowerment / Transformation	Promoted at all levels. Not only in terms of increased numbers but assisting through training to help women make informed decisions and through participation, change quality of decision making and its process.	Emphasis on meeting fundamental human needs through state social and economic goals. Increasing consumption. Deficits not seen as important. Increased taxation. Greater participation of the poor in economy. Promotion of social market-mixed economy approach. Increased labour- intensive employment strategies.	New structures and policies required. Gender to be included and integrated into development planning	Public funds used to bring about land reform, rehabilitation and agricultural development. Increases in social service budgets, efficient public sector with public enterprises to show profit. Donor grants for restructuring governance, training and education of women not widely accepted.	Potential impact to address strategic gender needs great. But not accepted by mainstream development agencies. Promoted through progressive women's organizations.

6.7 MULTIPLE ROLES OF WOMEN AND MEETING GENDER NEEDS

Women engage in multiple roles within the sphere of social reproduction and what is termed productive activity. These roles are categorized by Moser as follows:

- Productive role** : This refers to market production and home/subsistence production undertaken by women which generates an income (whether financial or ‘in kind’);
- Reproductive role** : This refers to the childbearing and child-rearing responsibilities borne by women – which are essential to the reproduction of the workforce; and
- Community management role** : This refers to activities undertaken by women to ensure the provision of resources at the community level, as an extension of their reproductive role.

Giving emphasis to one role to the exclusion of another is to lose sight of the fact that women are carrying a heavy burden and that their actual working hours far outnumber those of men working in the productive sector.

The distinction between practical and strategic gender needs can be a powerful tool. It alerts the planners and policymakers to the fact that addressing only the immediate needs of women will not help them in the long term to address the structural inequalities from which many of those needs arise.

It is often difficult to distinguish between the two, but the key issue is to look for links between them. Responding to what may seem to be a practical need may lead to changes that alter the balance of power between the sexes. Reducing women’s workload as a response to a practical need can open other doors that enable women to address strategic needs.

The policy context is important. A microcredit programme in response to a need for income can remain at the practical level if gender relations are not analyzed. If the project aims to increase women’s status and autonomy as well as address their material needs, however, it can be expected to result in long-term changes.

Analysis of the gender division of labour shows that women typically perform three types of roles in terms of their paid and unpaid labour. These are:

- Reproductive (care and maintenance of the household and all its members);
- Productive (production of goods and services for consumption and trade); and
- Community-based (organization and management of collective events, services and politics).

Identification of the triple roles of women and the differences between practical and strategic gender needs can assist practitioners to understand that planning is needed to empower women in developing countries. Moser (1993: 49) proposes a way to link women’s practical needs to strategic gender needs (see Table 6.3). She identifies the types of interventions in three areas/sectors (employment, human settlement and basic services), the different roles women play in relation to reproduction, production and community managing activities and whether in these examples the needs would be practical or strategic. Using Table 6.3 as a tool to address the multiple roles of women can be one way to bring about a change in women’s position. Planners could use Table 6.3 to analyze whether government policy in key areas is responding to gender needs in the different spheres in which women live and work.

Table 6.3 also indicates that because women still spend excessive amounts of time and energy on practical gender needs they do not have the time to mobilize for change on meeting strategic gender needs (see column on “gender needs met”).

Table 6.3: Women’s Triple Roles and Meeting Practical/Strategic Gender Needs

Type of Intervention	Women's Role Recognized			Gender Need Met	
	Reproductive	Productive	Community Management	Practical	Strategic
1) Employment policy					
i) Skill training					
Cooking	❖			❖	
Dressmaking		❖		❖	
Masonry/carpentry		❖		❖	❖ ^a
ii) Access to credit					
Allocated to household		❖		❖	
Allocated to women		❖		❖	❖ ^b
2) Human Settlement Policy					
i) Zoning legislation					
Separates residence and work	❖	❖		❖	
Does not separate residence and work	❖				
ii) House ownership					
In man's name	❖			❖	
In woman's name	❖	❖		❖	❖ ^c
3) Basic Services					
Location of nursery					
Located in community	❖	❖	❖	❖	

Mother's workplace	❖	❖		❖	
Father's workplace	❖	❖		❖	❖d
ii) Transport services					
Only peak-hour bus service		❖		❖	
Adequate off-peak service	❖	❖	❖	❖	
iii) Timing of rural extension meetings					
In the mornings		❖		❖	
In the afternoon/evenings	❖	❖	❖	❖	

Source: Moser (1993: 49)

- Changing the gender division of labour
- Control over financial services
- Overcoming discrimination against women owning land, by law or tradition
- Sharing the burden of domestic labour between women and men

Check Your Progress Exercise 2

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the end of this Unit.

- How are women's multiple roles divided according to Moser?

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6.8 STATE INTERVENTIONS

Historically, top-down state interventions did not remove persistent cases of gender inequality only when it has incorporated bottom-up cases of women's organizations. Therefore, strategic needs to overcome women's subordination, which women's organizations struggle for, need to be segregated from women's practical needs. Practical needs usually address women's needs within their socially accepted role(s) in society. They respond to immediate necessity and they are concerned with inadequate living conditions for survival such as: food, housing, water. These are required for family sustenance rather than just by women, yet are considered as practical gender

needs for women. As a result, we see state policies focussing on women's needs within the existing gender division of labour and roles as wives and mothers.

6.8.1 State Control over Women's Strategic Needs

The State mediates between family members; this requires addressing strategic gender needs of women in the community so that the state can liberate or control the lives of women through diverse socio-economic, political and legal policies concerning marriage laws, rape, abortion, fertility and reproduction, wages, taxation and social security

6.8.2 Definitions of Intervention Policies

How can we define intervention policies? We will give you some examples here of the context for state action.

- ***Domestic Violence***

Family is seen as a private domain and family matters belong to the private sphere. Hence, this may be innocuously seen as giving a license to men to perpetrate domestic violence. However, recent legislation takes concrete measures to tackle domestic violence.

- ***Fertility & Reproductive Rights***

The State is willing to intervene through policies to promote certain ideologies by using alternative incentives or drastic disincentives (India, China and Israel). These rights can be used to protect and promote gender equality in reproductive and sexual health. Some of the selected examples for reproductive rights are as follows:

- The right to life;
- Rights to bodily integrity and security of the person;
- The right to privacy;
- The right to the benefits of scientific progress;
- The right to seek, receive and impart information;
- The right to education;
- The right to health;
- The right to equality in marriage and divorce; and
- The right to non-discrimination.

- ***Legal Status of Women in Marriage***

The State sees family as a fragile entity that needs support and the collapse of family as an institution is perceived as resulting in breakdown of society. Hence, the State gives social and religious institutions liberty to control women's affairs over and above the provisions of the civil laws.

- ***Benefits, Rights and Welfare Policy***

With the males considered as breadwinners who provide women with their needs, the State can deprive women of their rightful needs on the ground that husbands provide them those benefits.

6.8.3 Main Goals for State Intervention to Meet Strategic Needs

Some of the main goals for state intervention to meet strategic needs include:

- Abolition of gender division of labour/sex-segregated occupations;
- Alleviation of the burden of domestic labour and childcare;

- Removal of institutionalized forms of discrimination in the rights to own land and property;
- Access to credit;
- Freedom of choice over childbearing;
- Political equality; and
- Ending male violence and control over women.

6.9 MEETING PRACTICAL GENDER PLANNING NEEDS: A STARTING POINT FOR MEETING STRATEGIC GENDER NEEDS

The State, civil society and men often subordinate and control women's status, roles and positions, which creates serious constraints in meeting women's strategic needs. Planners see practical gender needs as an entry point to achieve more fundamental changes. In the long-term strategic gender needs can be addressed. This may be acceptable since women require integrative, cross-sectoral planning strategies.

6.9.1 Integrative Cross-Sectoral Planning Strategies

What do we mean by "Integrative cross-sectoral planning strategies"? The following discussion elaborates some strategies.

Gender Needs in Employment

Since women's fundamental need is to generate income, training becomes a priority to meet this practical need. If this will help their economic independence, the training will help to meet their strategic needs rather than training to increase their domestic skills.

Gender Needs in Human Settlement/Housing

Planning for housing makes it crucial to involve a gender perspective. Modernization has resulted in drastic changes in housing designs irrespective of women's needs. Zoning legislation separates residential from business activities depriving women from engaging in productive work performed at home as informal sector activities.

Gender Needs and Environmental Planning

Working women depend on wood, water and soil for their daily survival. Utilizing environment as a productive resource, women use forestry as a life-enhancing activity. A factory may be regarded as a life-destroying activity if it is polluting or uses invaluable natural resources such as water without replenishing it. Therefore, rural women may resist urbanization when it affects their survival and environment but would not be able to prevent it.

Gender Needs and Basic Services

Implications in planning to meet gender needs are:

- Planning childcare facilities at women's workplaces meets their practical gender needs. If a childcare facility located in the community and if a childcare facility is located at the father's workplace it would provide an opportunity for meeting practical and strategic gender needs.
- Transportation: Usually designed to meet men's work schedules, this could deprive women from meeting their practical and strategic needs.
- Community Political Roles: Meetings and other political activities are usually planned at times not conducive to women's activity schedule.

6.9.2 State Control over Women's Strategic Needs

The State can effectively control women's strategic needs through:

- Family policy;
 - Domestic violence;
 - Reproductive rights;
 - Legal status; and
 - Welfare policy.
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6.10 POLICY APPROACHES TO “THIRD WORLD” WOMEN AND GENDER PLANNING

There is a proliferation of policies, programmes and projects to assist meaningful participation of women in developing countries. Identification of the extent to which such planned interventions have been appropriate to the gender needs of women requires an examination of the conceptual rationale underlying different policy approaches from a gender planning perspective. Each approach has to be evaluated in terms of women's triple roles and the practical or strategic gender needs it meets. Such analysis illustrates the utility of the methodological tools of gender planning evaluation.

Recently there has been little systematic classification or categorization of the various policy initiatives to help low-income women. Concern for their needs coincided historically with a recognition of their important role in development. Since the 1950s, a diversity of interventions has been formulated, not in isolation, but reflecting changes in macro-level economic and social policy approaches. Thus, there is a shift in policy approaches towards women, from ‘welfare,’ to ‘equity’ to ‘anti-poverty’ as categorized by Buvinic (1983). Along with these three approaches, two other approaches categorized here as “efficiency,” and “empowerment,” have mirrored general shifts in “Third World” development policies, from modernization policies of accelerated growth, through basic needs strategies associated with redistribution, to the more recent compensatory measures associated with structural adjustment policies.

While the different policy approaches summarized in Table 6.4 are described chronologically, it is recognized that the linear process implied is an over-simplification of reality. In practice, many of the policies have appeared more or less simultaneously. Implementing agencies have not necessarily followed any ordered logic in changing their approach, most frequently jumping from welfare to efficiency without consideration of the other approaches. Different policies have particular appeal to different types of institutions. Policy makers often favour combined policy approaches in order to meet the needs of different constituencies at the same time. Finally, shifts in policy approach often occur not only during the formulation stage, but also during the implementation process (Buvinic, 1986).

Table 6.4: Different Policy Approaches to “Third World” Women

“Women in Development”					
Issues	Welfare	Equity	Anti-poverty	Efficiency	Empowerment
Origins	Earliest approach: Residual model of social welfare under colonial administration. Modernization/accelerated growth economic development model.	Original WID approach: Failure of modernization development policy. Influence of Boserup and first world feminists and Percy Amendment. Declaration of UN Decade for Women.	Second WID approach: Toned down equity because of criticism. Linked to redistribution with growth and basic needs.	Third and now predominant WID approach: Deterioration in world economy. Policies of economic stabilization and adjustment rely on women’s economic contribution to development	Most recent approach: Arose out of failure of equity approach. Supported by Third world women’s feminist writing and grassroots organizations
Period most popular	1950-70: but still widely used	1975-85: Attempts to adopt it during and since Women’s Decade.	1970s onward: Still limited popularity.	Post 1980s: Now most popular approach.	1975 onward: Accelerated during 1980s; still limited popularity.
Purpose	To bring women into development as better mothers: this is seen as their most important role in development	To gain equity for women in the development process: women seen as active participants in development.	To ensure poor women increase their productivity. Women’s poverty seen as problem of under-development not of subordination	To ensure development is more efficient and more effective: Women’s economic participation seen as associated with equity.	To empower women through greater self-reliance: women’s subordination seen not only as problem of men but also of colonial and neocolonial oppression.
Needs of women met and roles recognized	To meet PGN in reproductive role, relating particularly to food and nutrition needs and family planning.	To meet SGN in terms of triple roles directly through state top-down political and economic autonomy by reducing inequality with men.	To meet PGN in productive role, to earn an income particularly in small-scale income generating projects.	To meet PGN in context of declining social services by relying on all three roles of women and elasticity of women’s time.	To reach SGN in terms of triple role-indirectly through bottom-up mobilization around PGN as a means to confront oppression.
Comment	Women seen as passive beneficiaries of development	In identifying subordinate position of women in	Poor women isolated as separate category with	Women seen entirely in terms of delivery	Potentially challenging with emphasis on Third World and

	with focus on reproductive role. Non-challenging and therefore, still widely popular especially with government and traditional NGOs.	terms of relationship to men, challenging. Criticized as western feminism, considered threatening and not popular with government.	tendency only to recognize productive role; reluctance of government to give funds and resources to women means popularity still at small-scale NGO level	capacity and ability to extend working day. Most popular approach both with governments and multilateral agencies.	women's self-reliance. Largely unsupported by government and agencies. Avoidance of western feminism criticism means slow significant growth of underfinanced voluntary organization.
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SGN – Strategic Gender Needs

PGN – Practical Gender Needs

Source: Moser, C.O.N. "Gender Planning in the Third World: Meeting Practical and Strategic Gender Needs"

Check Your Progress Exercise 3

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the end of this Unit.

1) List the policy approaches adopted for promoting the development of "third world" women.

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6.11 SUMMING UP

This Unit started with describing human needs and how the needs of men and women differ due to socioeconomic condition and the roles they perform in society. Not only do the needs of women and men differ, this Unit also discussed how culture plays an important role in shaping needs. According to Moser, women's needs are divided into Practical Gender Needs and Strategic Gender Needs. This differentiation will be helpful in addressing the needs in the planning process. Practical needs are the basic survival needs which can be fulfilled without challenging the existing social order. Once Practical Gender Needs are fulfilled, Strategic Gender Needs can be addressed. After describing needs, how needs can be integrated into development planning were addressed in this Unit. The state interventions to meet PGNs and SGNs were also discussed. Lastly, this Unit described the policy approaches of third world countries to addressing the PGNs and SGNs.

6.12 GLOSSARY

Role : A person's function or representation within society, based on a system of values and customs, which determines the type of activities that a person is required to carry out.

- Triple role** : Female participation in the triple areas of productive functioning, reproductive functioning and community action.
- Multiple roles** : Performing two or three types of roles simultaneously in one day's work. This is the situation of many women and, to a lesser degree, men. Women must juggle the multiple roles they have been assigned, often finding there are conflicts between their productive, reproductive and community activities. Women are constrained by the overload of having to juggle two or three roles at the same time, a fact that tends to be overlooked.
- Invisibility of Women** : The lack of value society places on activities carried out by women and considered their responsibility by nature. One obvious example of this is the perception society has of household chores or taking care of animals.
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6.13 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) People have a wide range of needs. Certain needs are universal. The most basic needs have to do with survival and security. Once those are met, at least at a minimal level, it is possible for men and women to think about their other needs such as identity, autonomy, and self-actualization. The ways of satisfying these needs are innumerable and vary from culture to culture and at different times in the same culture. It is important to distinguish between needs and satisfiers. The way women and men satisfy the fundamental human needs are in fact, the basis of their culture. It can be argued that most cultures have given women the status of second-class members. Development, being a process in which a community of people strives to make it possible for all its members to satisfy their fundamental human needs and enhance the quality of life, has to deal with culture. Cultural change has to occur as a community finds new ways of satisfying its needs. Thierry Verhelst defines culture as “the sum total of the original solutions that a group of human beings invent to adapt to their natural and social environment. Therefore, culture includes every aspect of life's know-how, technical knowledge, customs of food and dress, religion, mentality, values, language, symbols, socio-political and economic behaviour, indigenous methods of taking decisions and exercising power, methods of production and economic relations.”

Check Your Progress Exercise 2

- 1) Women engage in multiple roles within the sphere of social reproduction and what is termed productive activity. These roles are categorized by Moser as follows:

The productive role: This refers to market production and home/subsistence production undertaken by women which generates an income (whether financial or ‘in kind’);

The reproductive role: This refers to the childbearing and child-rearing responsibilities borne by women – which are essential to the reproduction of the workforce; and

The community management role: This refers to activities undertaken by women to ensure the provision of resources at the community level, as an extension of their reproductive role.

Check Your Progress Exercise 3

- 1) Welfare, Equity, Antipoverty, Efficiency and Empowerment
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6.13 REFERENCES

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Moser. C.O.N. "Gender Planning in the Third World: Meeting Practical and Strategic Gender Needs", World Development. Vol. 17, No. 1, Pergamon Press : plc – Great Britain, 1989.

6.14 QUESTIONS FOR REFLECTION AND PRACTICE

- 1) Explain the nature of human needs and gender needs.
- 2) Write a short note on the triple roles of women.
- 3) What are the differences between practical and strategic gender needs?
- 4) Describe the typology of government attempts to engender development planning.
- 5) Write an essay on meeting practical gender needs through meeting strategic gender needs.

UNIT 7 GENDER PLANNING AND THE IMPLEMENTATION PROCESS

Structure

- 7.1 Introduction
- 7.2 Objectives
- 7.3 Planning Goals and Implementation
- 7.4 Monitoring and Evaluation
 - 7.4.1 Monitoring
 - 7.4.2 Evaluation
 - 7.4.3 Difference between Monitoring and Evaluation
 - 7.4.4 Types of Monitoring
- 7.5 Construction of a Gender Planning, Implementation, Monitoring and Evaluation System
- 7.6 Decision Making
- 7.7 Participant's Selection
- 7.8 Variables and Indicators
- 7.9 Focusing on Priority Areas
- 7.10 Scales of Performance
- 7.11 Data Collection Tools
- 7.12 Data Processing and Report Preparation
- 7.13 Challenges in Gender Planning, Implementation and Evaluation Systems
- 7.14 Summing Up
- 7.15 Glossary
- 7.16 Answers to Check Your Progress Exercises
- 7.17 References
- 7.18 Questions for Reflection and Practice

7.1 INTRODUCTION

The new development agendas acknowledge gender equity and democracy as essential elements to reach sustainability. This includes adequately addressing women and men, who are the players in development processes, and avoiding imbalances regarding the benefits obtained by both genders. To achieve the above and maximize the participation of women and men as players and participants, a clear understanding must exist regarding the predominant gender roles within the context of a programme or project.

Within certain organizations and projects, the efforts made to integrate the gender equity perspective are often weakened or lost, because of the lack of a monitoring and evaluation system in the implementation process. If we lack confidence, we may tend to reduce our activities to merely seeking the numerical incorporation of women. On the other hand, if we specify deadlines and specific goals, through the implementation of a monitoring system, it would

be possible to empower both the people working in the project and the organization itself. This fact would, in turn, generate more understanding and would strengthen our actions towards a more equitable and democratic society.

Therefore, the results, activities and indicators, which are the points of reference for monitoring and evaluation, must be formulated separately for men and women, in order to ensure that their participation of women and men will depend not only on the team's awareness, but also that the institutional approach will be integrated into the objectives and plans.

This task starts with the appraisal process, which results in what we could call “analysis of the initial situation”, as it offers a reference about the status of gender relationships within the communities, how they relate to the objectives and goals of the project, and how equity-related actions can strengthen the expected results. The basis to differentiate monitoring and evaluation by gender is determined at the time the situation analysis and project planning and implementation are taking place.

7.2 OBJECTIVES

After studying this Unit, you should be able to:

- describe the process of formulating/ implementing gender planning;
- identify interlinkages between the implementation, monitoring and evaluation process of gender planning;
- differentiate monitoring and evaluation;
- evaluate steps of the implementation process; and
- measure challenges involved in the gender planning, implementing and evaluation process.

7.3 PLANNING GOALS AND IMPLEMENTATION

Planning is the task that enables us to decide in advance what we should do to change a problematic situation, modify unsatisfactory situations, or keep a given situation from worsening.

To begin planning, the group should identify the vision or target image they attempt to reach. Our actions will be targeted towards this ideal image.

Gender planning involves a critical analysis of the gaps between women's and men's access to economic, social, political and cultural resources. It also seeks to reduce the violence against women in this patriarchal society. This enables development of policy initiatives to correct the imbalances – including cases where women are not benefiting equally from the development planning approaches currently in use.

Planning encompasses a guiding vision, and expresses our convictions and working principles. A planning process will enable us to achieve the following:

- Determine present and future problems that impair us from reaching the stated vision;
- Prioritize problems;
- Determine intervention strategies;
- Identify specific actions to be undertaken;
- Acknowledge individual and community/societal players involved, as well as the power relationships established among them;
- Determine the gender-related impact and constraints regarding the proposed activities and outcomes as results expected;

- Assign the people who will bear any responsibility, as well as whatever coordination and partnerships required;
- Determine the monitoring and evaluation procedures in order to learn whether the results obtained match the results expected.

General satisfaction is derived when institutions and projects have adequately established their plans, including the impact, effect, and results corresponding to each plan level.

The reason behind the planning chain is the implementation of logical actions and the application of adequate resources and means in a coherent sequence.

Planning Levels

This is the reason why the implementation process includes the monitoring and evaluation processes. It starts from the moment planning begins. Our capacity to monitor and evaluate processes will be enhanced to the extent that we improve our planning mechanisms and processes. So the planning, implementation, monitoring and evaluation processes are interconnected with each other. The implementation process includes monitoring and evaluation processes.

7.4 MONITORING AND EVALUATION

One of the most challenging aspects of planning is implementing the plan and achieving the goals and strategies included in the plan. It includes continuous monitoring and evaluation of activities in the plan.

7.4.1 Monitoring

A monitoring process is a continuous and systematic process to measure progress and changes resulting from the implementation of a set of activities over a given period of time, based on previously determined indicators. It is a mechanism designed to follow up actions and verify the extent of compliance with the proposed goals.

It is an evaluation tool that not only measures executions; it also checks and issues warning signals about specific situations or problematic activities, which are not working as planned and designed. Monitoring makes an in-depth analysis regarding the reasons behind failures, in order to find corrective alternatives. It also stresses positive aspects and informs about achievements, thereby enabling the replication of successful practices, and revision of wrong practices. Consequently, monitoring is a mechanism designed to accompany the implementation process for the purpose of pointing out the level of achievement from the standpoint of goal compliance. Monitoring provides information about the efficiency level achieved by the organization or project.

7.4.2 Evaluation

From a semantic point of view, evaluation means to stimulate, appreciate, and calculate the value of something. As an institutional mechanism, it is a continuous research and analysis process. This process entails an analysis involving the improvements achieved by the individuals, as well as the operation and outcome of a programme or project, to obtain information about useful criteria to make sound decisions regarding the project's administration and direction.

Evaluation is connected with the impact of our work; it refers to the way we approach the vision of the future or the target image. Evaluations have an integral and transformational nature, providing information about how the project's participating women and men have modified their attitudes and behaviour.

Evaluation compares the progress made by the process vs. the objectives. In exploring lessons learned, it identifies the aspects which have either interfered with or favoured performance and progress.

Evaluation facilitates a critical analysis of the effects and impact of the plan, programme or project, in order to determine the relevance of the methods used, the validity of the objectives, the efficiency regarding the use of the resources, and the impact concerning the participating groups. In addition to impact, as a permanent process, evaluation refers to the effectiveness of the actions implemented.

The following figure illustrates the interrelationship existing among plans, development, implementation, evaluation, monitoring, effectiveness, efficiency and impact.

7.4.3 Difference between Monitoring and Evaluation

The following figure depicts the flow of events during monitoring leading to evaluation.

Monitoring and Evaluation System



The differences between monitoring and evaluation are based on the mechanisms used, their frequency and the objectives proposed at the time of the initial planning. Monitoring entails a series of steps taken for evaluation purposes. Process follow up may take place on a daily basis to generate data that will be used at a later time for the planned evaluations.

Table 6.5 shows the most traditional differences between both concepts.

Table 6.5: Comparison between Monitoring and Evaluation

Monitoring	Evaluation
It takes place more frequently, practically on a permanent basis.	It takes place less frequently, usually on an annual basis or at the end of the various stages.
It affects everyday decisions, which fact enables flexibility of operational planning.	It affects the longer-term decisions, and it generally constitutes the basis for the annual planning process and future projects.
It attempts to measure the activities trend with respect to the achievement of goals and objectives.	It measures the extent to which the expected situation is modified as a result of the achievement of the objectives and goals within the established timeframes.
It reflects the execution process of the project's activities.	It reflects the status of a project and the corresponding impact.

The information generated is designed to be used inside the project.	The information generated is useful both internally and externally, particularly to financial organizations, donors, counterparts, and the participating population.
It is an important tool for project implementation.	It is an important tool for planning thinking.
It enables modification of budget-approved items or resources by indicating goal compliance.	It affects future planning of budgeted resources, being able to determine the timeframe of the project, as in the cases where the extension or termination of a project is intended.
It is shown through more frequent but less extensive reports.	It is shown through more frequent but less extensive reports.
Efficiency constitutes its level of action.	Effectiveness and impact constitute its level of action.
The activities, products, means, resources and results, constitute the purpose of monitoring.	Effects and impacts represent the purpose of evaluation.
Corresponds to the level of operational programming.	Corresponds to the level of long-term planning, strategic plans.
For measurement purposes it is based on empirical indicators, activities, measurement units.	It is based on indicators related to impact, effect and result.
Implementation and technical offer represent the level of monitoring analysis.	Evaluation analyzes the vision, mission, objectives, strategies, and other essential aspects.

7.4.4 Types of Monitoring

We can find three types, depending on the levels of participation within a monitoring and evaluation system: The level where it is adopted by all project staff, the level where it is directed by a team of experts on that role, and the level combining any of the above, with the active participation of the communities involved in the project.

Each category has been described in the following paragraphs:

a) All Project Staff

The identification of criteria surrounding the implementation and scope of the products, as well as the results of the physical and budget activities is of interest to all project participants, regardless of their field of work, project promotion, management, etc.

Monitoring systems should establish mechanisms at all levels of the execution process, promoting reflection and individual growth.

b) Special Team

When a department is exclusively structured for this task, the sense of reflection and feedback may be abandoned, in favour of a system of supervision or control exercised by an appointed group of individuals over the individuals responsible for activity implementation.

Should a project, given its objectives and special characteristics, appoint a particular team to supervise the continuous operation of the system, their link to the rest of the project should be ascertained.

c) Community's Active Participation

In case the project is of a participatory nature, the participating groups should be involved from the very beginning, which from a practical point of view, poses many advantages but also entails new efforts as an additional investment of time, human and financial resources is required.

Check Your Progress Exercise 1

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the end of this Unit.

1) Define Monitoring. Justify the reasons for considering "Monitoring" as an Evaluation tool.

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7.5 CONSTRUCTION OF A GENDER PLANNING, IMPLEMENTATION, MONITORING AND EVALUATION SYSTEM

The findings resulting from the institutions, organizations, projects and programmes studied, as well as from the revision of related literature, and the experience regarding the implementation of gender planning systems, form the basis for work proposal that contributes various elements to a gender-sensitive participatory implementation, monitoring and evaluation system..

In general terms, the ideas about implementation, monitoring and evaluation are permeated by experience and are focused on a behaviourist approach instead of reviewing a process involving achievements and difficulties, progress and setbacks, calling for reflection before incorporating timely and relevant modifications.

Making progress regarding the understanding of implementation, monitoring and evaluation as a process thus enabling the increased participation of the people involved in the projects, particularly in decision-making spaces, and promoting their own supervision of and control over the various agreements.

Steps towards system implementation

In order to implement participatory gender-sensitive planning, monitoring and evaluation systems, due consideration should be given to the following basic steps, which need to be adapted to the conditions and needs of each particular project.

Source: Adopted from Guiselle Rodriquez et.al, the Pulse of Gender: Gender sensitive systems for monitoring and evaluation, May, 2000. Available at data.iucn.org/dbtw-wpd/edocs/module04-En.pdf

7.6 DECISION-MAKING

All of the institutions' management levels must be committed to the process, given the fact that their development entails making decisions that might involve changes regarding planning, the approach to certain actions, the relocation of human resources and budget allocations.

The incorporation of a gender equity perspective at an institutional level involves changes that many times are exaggerated as an excuse to keep from doing it. But the implementation of gender-sensitive planning, monitoring and evaluation systems might avoid unnecessary tensions for project directors and technical staff during the evaluation processes, as they will have a clear and precise knowledge about the progress being made towards the achievement of a more equitable and sustainable development.

At this point, management must determine the participatory degree of the implementing, monitoring and evaluation system on account of the methodological and conceptual implications at budget and timeframe levels.

Consideration should be given to the changes resulting from extending participation opportunities regarding the definition of indicators, methods and analysis to many more people. Additional abilities must be developed to work with different people and groups, each with their own specific interests and concerns. The ability to enter into clear negotiations and partnerships might strengthen the participating groups.

The decision involves more than just establishing a data collection system. It involves the organization of an institutional gender-sensitive planning, implementation, monitoring and evaluation system, allocation of resources, and preparation for the ensuing empowerment processes.

7.7 PARTICIPANT SELECTION

There are two specific instances where reference is made to the selection of participants.

- a) The construction and participatory definition of the gender-sensitive planning system requires the identification of the participating groups. The implementation of a monitoring system – the various steps proposed in this Unit –

together with the participating communities, requires some type of representation or selection. Otherwise, the system becomes ineffective. It should be remembered that the exercise involving system implementation may be simplified contents-wise, not presentation-wise. Building a monitoring system by means of a workshop may not elicit full cooperation of the group. Instead workshop participation may be presented as a way to learn about the progress being made with reference to the process, by relating it to a follow up of productive activities: seeing, analyzing, changing and doing again until better results are obtained. Due consideration should be given to the priority groups as per the objectives, particularly those where impact is expected.

- b) If project staff implements the system, alone or with the assistance of some community representatives, it becomes necessary to clearly identify whom it will be directed to, and subsequently, who will participate in the data collection process. At times there is a tendency towards involving the same community members over and over again. Thus, consideration should be given to the people who will be consulted for data collection purposes, bearing in mind that although the majority of women do not hold any formal power positions within the communities, they do hold informal power positions in connection with the school or church. For example, individuals with differing points of view, whether or not they always attend, should also be included.

The general objectives of the organization and the project should be kept in mind at all times, thereby enabling the implementation of the best system and adequate selection of project participants. Consideration should also be given to the participation of women in the definition of variables and indicators, as well as regarding data collection. The projects that have appointed women to conduct these activities have generated personal empowerment processes with important impact achievement results.

7.8 VARIABLES AND INDICATORS

The variable and indicators should be defined/determined at the planning stage. Functionaries engaged in monitoring/evaluation often determines criteria based on their own vision and the vision of the stakeholders. Steps are being taken towards the application of the gender equity approach into the planning stages.

Furthermore, results show that traditional gender relationships are being reaffirmed and even reinforced at the institutional as well as participant level. There is a simple explanation for this: the institution, the programme, or the project did not contemplate the impact on gender relationships. Consequently, the existence of databases on indicators for rural development, education, gender, environment, etc., are useful for reality approximation purposes, but do not provide sufficient validity and objectivity to the monitoring and evaluation process as an institutional or project system. Therefore, they do not generate accurate information to enable social management to make decisions on a timely and relevant basis.

Another common practice associated with the formulation of indicators is to build indicators based on local, regional and national contexts. Identifying a series of variables in this manner, serves as a point of reference to build a set of monitoring and evaluation indicators.

It is important to determine whether the core elements of gender perspective (work division, control of and access to resources, and the particular condition and position of men and women) have been addressed during the project identification and design phases. Subsequently, a revision should be made of the institution's strategic and operating plans to determine the connection among objectives, results and the gender-sensitive indicators related to the above-mentioned levels. Identification should also be made of the gender elements that will facilitate progress monitoring and the evaluation of project impact.

A determination is made regarding the variables that will be monitored as well as the frequency of data gathering, based on the work plans of the organizations and projects, and the institutional gender equity policy and strategies.

We should consider issues related to each axis of difference (and its aspects) of interest to us. Several questions will arise but a selection must be made.

7.9 FOCUSING ON PRIORITY MATTERS

In order to monitor properly, the process must be limited to the essential from the global precise. Monitoring can include everything considered in the plan. Objectives, results, activities, procedures and means, maintaining the system would probably take up most of our time. A prioritization needs to be made to maintain a reasonable amount of variables requiring monitoring.

If very high levels of quantitative monitoring are carried out, where figures are a priority, this could lead to a “data cemetery”, loaded with figures related to most of the activities and expected results, but making it difficult to analyze and interpret them.

The indicators incorporated into the monitoring system are closely linked to the objective we intend to achieve, enabling us to select the activities that provide us with a better progress reference. It should also be considered that the system can be arranged to work at intervals, determining for the first quarter, for example, some indicators, and then for the second quarter other indicators could be added. This enables us to have at hand vital information needed to measure the progress of equity relationships during the evaluation.

The pace of the monitoring system should be adequate to the needs of the programme or project; if it is too slow, the end result will be that the information will not be ready when needed for decision making purposes. It is of vital importance to focus on essential issues and establish clear priorities. “More or less exact and fast” is better than “exact and too late”. Attention should be given not only to quantitative aspects, but also to qualitative aspects linked to equality and participation.

The objective of a project is to create mixed groups of production, to which effect it develops various activities related to technical training, administrative and organizational training, as well as exchanges with other groups already involved in commercialization efforts.

On training-related matters we are able to measure:

- Number of women and men who participate in the training sessions;
- Gender attributes of the person imparting training;
- Gender differentials during training sessions;
- Questions, participation and appropriation of the contents of the training course by women and men;
- Women’s and men’s attendance until the end of the training courses;
- Arrangements made for training attendance: distance, transportation, meals, materials;
- Number of women and men who are applying technical knowledge; and
- Families encouraging women’s participation in training sessions.

We must now ask ourselves: Which elements should be measured on a priority basis? If the objective is to have mixed groups including both women and men, what is the information needed to measure such progress? Which one would you select? We need to keep in mind the other project components, available resources, and the practical conditions determining completion of the activities? Which of the elements would you prioritize for a monthly as compared to quarterly report?

7.10 SCALES OF PERFORMANCE

One of the criticisms most frequently made in relation to projects is the manner and criteria used by project functionaries to measure the progress of a project. This situation becomes even more critical when projects have been

appraised with respect to gender equity. Frequent complaints are heard regarding the impact indicators utilized which disregard the reality prevailing within the project area. For example:

“When we arrived at this community, we found a series of taboos and restrictions regarding the participation of women in formal organizations. In fact, there was not a single woman involved in this type of structure. The project made great efforts to modify this behaviour and by the end of one year we were able to get two women to participate. At the time of the external evaluation, the appraisers used as indicator 40% of women’s participation in positions of power. Naturally, the project’s evaluation score was poor”.

Performance scales are established for the purpose of avoiding this type of situation. A scale is built from a certain number of equal parts, proportionate to the units we have decided to use.

For instance, a scale can be described as follows:

Number of women participating in a position of power

5	—	Excellent
2	—	Good
1	—	Fair
0	—	Poor

One of the advantages of the performance scales is that they are built taking into consideration the realities of the environment. This is extremely important in the case of gender relationships, as it avoids using standard indicators or indicators created in countries where there exists greater progress regarding more equitable relationships.

A performance scale provides us with the measurement that is most appropriate to the aspect we are concerned with. Income and value added are measured in terms of money. But health is measured through disease and mortality rates; employment is measured through jobs; the diversity of species through rates of endangered species, etc. We then determine the levels for good and poor income, mortality rates, unemployment rates, endangered species’ rates, etc. The end result is a series of performance measurements, where they all use the same scale, thus making it possible to use them together and combined.

7.11 DATA COLLECTION TOOLS

In order to identify or analyze a situation where project interventions are planned, data should be collected by sex, with a clear understanding about the gender relationships or aspects the project expects to change through institutional, project or programme intervention. If we can ensure that the analysis of this particular situation takes place based on a gender perspective, future identification of evaluation criteria would be facilitated.

The following elements can be taken as reference points for incorporation of a gender perspective:

- Work division by gender and gender roles;
- Recognition of inequalities among age groups;
- Impact differentiated by sex;
- Access, use and control over resources and benefits;
- Living conditions of women and men;
- Women’s socio-political situation vs. men’s;
- Levels of participation and empowerment; and
- Inter-gender and intra-gender power relationships.

Gender differentiated analysis in plans, programmes and projects are very important. It is vital to learn about the extent of progress being made towards equity among women and men in development projects, and thus be able to make the decisions required to support the achievement of this end or objective.

There are two marked trends in this type of analysis: one is to apply a gender perspective to the analysis of problematic situations arising in a community, population or organization; and the other trend consists of analyzing the gender relationships established in the community, organizations, or people involved in the activities of the project. This would entail determining the condition and position of women, their strategic needs, leadership and organization. The monitoring and evaluation criteria to be used by the system, will be determined by the manner and extent to which a plan, programme or project conducts the analysis of reality for subsequent incorporation into its interventions.

The characterization of the monitoring system makes it possible to determine available options for the incorporation of a gender perspective into the system, to which effect it is necessary to devise and use tools such as: plans, formats, reports, registration cards, visiting records, memoirs, and other data recording mechanisms.

Efforts should be made to determine the procedures followed to process, systematize and elaborate reports, as well as to identify the potential and limitations of the persons in charge, in order to draw on existing experience regarding the incorporation of a gender perspective into the system implemented by an institution.

Efforts should be made towards making sure that changes take place on a gradual basis, in order to enable the staff to assimilate the new knowledge and assume a positive attitude towards the system's restructuring.

Deadlines are another vital factor. They should be determined considering the resources available, the duration envisaged and the people responsible.

The selection of data collection mechanisms and tools depends, to a large extent, on the indicators chosen, the availability of time, the skills of the team and the resources, as well as the technology available. In order to obtain better quality and useful information, it is important to identify the most appropriate moment to gather the data that provides the best information about the indicator chosen.

7.12 DATA PROCESSING AND REPORT PREPARATION

The channels through which the organization gathers and processes information, should be well defined. As a general rule, the monthly reports prepared by the promoters and technicians are compiled in the area or specific component concerned, and are used to prepare the quarterly or semi-annual report, depending on the frequency and requirements of the organization or project.

It is worth noting that the reports generated by the monitoring system are intended to generate information for decision-making purposes, and determine the necessary changes and corrective measures. They are not of an evaluative nature.

The preparation of reports containing judgements and assessments does, usually, hamper and delay the process, and reduces the information to the vision of the individual preparing the report. Consequently, monitoring reports should be very precise about the analysis of changes and trends related to the achievement of goals. It would be useful to establish a simple result representation system, such as an electronic spreadsheet, where at the same time that achievement percentages are determined, it could also represent the same information by means of tables and graphics.

The following illustrate example shows record used to monitor the progress made by one of the work plans related to the "Toward Equity" Project. By using this format, the information can be easily converted into graphics and encourage reflection over progress and limitations.

7.13 CHALLENGES IN GENDER PLANNING, IMPLEMENTATION AND EVALUATION SYSTEMS

The efforts made by organizations and projects towards structuring gender planning implementation and evaluation systems have faced considerable distortions and theoretical and methodological obstacles, such as:

- 1) The misconception that gender planning implementation and evaluations are complex and should be conducted by specialists; that it is hard to make approximations, and that it is impossible to change the existing power relationships.
- 2) Qualitative aspects are quite unscientific and hard to measure, for which reason it is not possible to design adequate tools.
- 3) Lack of starting points is another problem area. The creation of gender planning implementation, monitoring and evaluation systems is attempted without having indicators or gender analysis elements about the aspects the process expects to impact. The absence of indicators to measure changes related to the identities, gender roles or relationships, makes it more difficult to measure such changes, and usually end up being considered as groundless.
- 4) The implementation of monitoring and evaluation systems for an institution or project that has not defined a gender equity policy, and therefore, has not incorporated gender into its vision.
- 5) Creating emphasis on improving women's conditions, neglecting changes regarding their strategic position within public and private environments.
- 6) Lack of measurement elements regarding men's positive or negative changes poses a threat against the culture and customs of a given zone or community, disregarding the fact that every project offers options for attitude changes.

Check Your Progress Exercise 2

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the end of this Unit.

- 1) Write a short note on the importance of indicators and variables in the planning process.

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7.14 SUMMING UP

This Unit clearly explained the significance of integrating monitoring and evaluation in the planning process itself. The Unit started explaining how to integrate a gender perspective into implementation. The Unit also listed how organizations face problems while including gender components in the planning process. It also distinguished the inter-linkages between the implementation, monitoring and evaluation process of gender planning and differentiated between the monitoring and evaluation process. Finally the Unit discussed the challenges of the gender planning, implementing, and evaluation processes.

7.15 GLOSSARY

Efficiency	:	Efficiency is a concept used for the relationship between the work planned and the work executed, taking into consideration factors related to time, financial investment, staff, and material resources. It refers to our ability to carry out our work in a satisfactory manner according to stipulated requirements..
Effectiveness	:	Effectiveness refers to the strengths of a group to accomplish an objective. It refers to our capacity to transform reality. Through effectiveness we are able to learn about the extent to which we are approaching the target image or institutional vision.
Result	:	A result involves the achievement of activities undertaken, products transferred, and the response of the participating population. Results refer to positive changes induced in the attitudes of the people participating in a project or programme. Joint results lead to the achievement of the plan or project objectives. They are described as situations desired or expected through a given intervention, specifying quality, quantity, time and place.
Impact	:	Impact is a rather permanent and sustainable change experienced by organizations, communities and organizations participating in development processes.

7.16 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) A monitoring process is a continuous and systematic process to measure progress and changes resulting from the implementation of a set of activities over a given period of time, based on previously determined indicators. It is a mechanism designed to follow up actions and verify the extent of compliance with the proposed goals. It is an evaluation tool that not only measures executions; it also checks and issues warning signals about specific situations or problematic activities, which are not working as planned and designed. Monitoring makes an in-depth analysis regarding the reasons behind failures, in order to find corrective alternatives. It also stresses positive aspects, informs about achievements, thereby enabling the replication of successful practices, and correction of wrong practices.

Check Your Progress Exercise 2

- 2) The indicators should be determined at the planning stage. Furthermore, results show that traditional gender relationships are being reaffirmed and even reinforced at institutional as well as participant level. There is a simple explanation for this: the institution, the programme, or the project did not contemplate the impact on gender relationships. Consequently, the existence of databases on indicators for rural development, education, gender, environment, etc., are useful for reality approximation purposes, but do not provide sufficient validity and objectivity to the monitoring and evaluation process as an institutional or project system. Therefore, they do not

generate accurate information to enable social management to make decisions on a timely and relevant basis. Another common practice associated with the formulation of indicators is to build indicators based on local, regional and national contexts. Identifying in this manner a series of variables, serves as a point of reference to build a set of monitoring and evaluation indicators. It is important to determine whether the core elements of a gender perspective (work division, control of and access to resources, and the particular condition and position of men and women) were addressed during the project identification and design phases. Subsequently, a revision should be made of the institution's strategic and operating plans, to determine the connection among objectives, results and the gender-sensitive indicators related to the earlier mentioned levels. Identification should also be made of the gender elements that will facilitate progress monitoring and the evaluation of project impact. A determination is made regarding the variables that will be monitored as well as the frequency of data gathering, based on the work plans of the organizations and projects, and the institutional gender equity policy and strategies. We should consider issues related to each axis of difference (and its aspects) of interest to us. Sectoral questions will arise but a selection must be made.

7.17 REFERENCES

Abbot, G., and Guijt, I. (1998) Changing view on change: participatory approaches to monitoring the environment. SARL discussion paper 2. IIED. Great Britain.

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World Conservation Union (IUCN) (1997) An Approach to Assessing Progress Towards Sustainability: Approach, Methods, Instruments and Field Experiences, IUCN Publication Service Unit, IUCN: Gland, Switzerland.

7.18 QUESTIONS FOR REFLECTION AND PRACTICE

- 1) Critically evaluate the role of monitoring and evaluation in the gender planning and implementation process.
- 2) Examine the difference between monitoring and evaluation.
- 3) Describe the steps in implementing monitoring processes.
- 4) Mention the challenges in the gender planning, implementation and evaluation processes.

UNIT 8 ORGANIZATIONAL STRUCTURE

Structure

- 8.1 Introduction
 - 8.2 Objectives
 - 8.3 What Kind of Power Do Women Seek?
 - 8.4 Affirmative Action
 - 8.5 Gender and Institutional Policy
 - 8.5.1 Gender and Strategic Planning for Development
 - 8.5.2 Gender Equality and Equity as a Basic Element of New Development Paradigms
 - 8.5.3 Construction of a Gender Equity Policy
 - 8.5.4 The Preparation Process
 - 8.5.5 Integrating Affirmative Action in Gender Equity Policy
 - 8.6 Framework for an Organizational Gender Analysis
 - 8.7 A Gender-Sensitive Working Environment
 - 8.8 Factors Contributing to Equity in Human Resources of an Organization
 - 8.8.1 Training as a Personnel Development Policy
 - 8.8.2 Personal Growth of Employees
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 - 8.8.4 Monitoring Gender Strategies in Organizations
 - 8.9 Summing Up
 - 8.10 Glossary
 - 8.11 Answers to Check Your Progress Exercises
 - 8.12 References
 - 8.13 Questions for Reflection and Practice
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8.1 INTRODUCTION

No organization is gender-neutral. Government ministries, NGOs, consultants, training organizations as well as private enterprises etc. have their own institutional culture, values and competence/experience in their respective fields. Their identity greatly influences how gender perspectives are incorporated and gender concerns addressed institutionally. In addition, within all organizations, there are individuals (women as well as men) who support or challenge the principle of gender equality. Often, this happens regardless of the commitment of their organization on the issue.

The implications of integrating gender in organizations are complex and multi-level. Gender equality deals with power, so it is a political issue. This is also a personal issue. Mainstreaming gender requires tools and know-how, so it needs consideration of technical and personnel issues.

Integrating (or *institutionalizing*) gender in organizations is a strategy to reinforce the awareness and capacity of the development organizations and their partners. Usually, prioritizing gender equality leads to a transformation of organizational systems and of individuals within them. This transformation can be both a pre-requisite and a result. Organizations set both tangible and intangible conditions for the women and men they employ. These conditions

define not only what women and men are expected to do (included in the contract, the job description) but, to some extent, how they are expected to behave. The latter is usually not explicitly defined, but messages are sent. Thus, this Unit seeks to explain about the power of women in organizations as well as the importance of defining institutional guidelines for a gender equity perspective at the level of institutional policy. We are also going to look at strategic planning exercises as the ideal vehicle for institutional discussion on how to carry out this process of change. A number of tips are provided on how to prepare for this discussion. Finally, this Unit emphasizes how important it is for affirmative action measures to be a part of institutional action plans.

8.2 OBJECTIVES

After studying this Unit, you should be able to:

- discuss gender equity in organizations;
 - describe the gender equity policy and preparation process in an organization;
 - identify factors contributing to equity in an organization;
 - discuss the framework for an organizational gender analysis; and
 - describe a gender sensitive working environment.
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8.3 WHAT KIND OF POWER DO WOMEN SEEK?

All social entities (social groups, institutions, families, etc.), have and use power in different forms. In most cases, women's numerous attempts to have their rights expressed as defined and interpreted in various covenants, conventions or constitutional provisions have not translated into substantive changes, in situations of discrimination. This situation forms part of a broader reality characterized, among other things, by the lack of opportunities for women in accessing positions, power and decision-making in a given structure.

This explains the reasons for women excluded from the exercise of power and the necessity to create mechanisms to change the situation. However, it is important to clarify here exactly what it is we are referring to in terms of power. Our proposal is to construct new types of power. The power traditionally employed to subordinate can be used instead to strengthen women. It can be used to promote spaces for inter-gender equity and equality among people by encouraging more equitable relations and personal growth.

Magdalena Leon (León, M. 1997) defines this new notion as being “based on more democratic social relations and driven by shared power...a power in which relations between men and women permit an integration of the micro and macro, of private and public, of productive and reproductive, of the local and the global...including a generational ethic implying that the use of power betters social relations of present generations and makes those of future generations possible and gratifying.”

Very often the only reference we have of power is a vision that oppresses us. We are familiar with the power to subordinate that is established and justified by undervaluing “the other”. This is why one of the fears expressed most frequently during discussions on gender equity is that women will take power and use it in the same way it has been used so far. In many workshops and discussions, local people and technicians declare their opposition to any situation in which “the shoe is on the other foot.” This reflects their belief that there is only one way to exercise power, and their fear is that the only change will be in who plays certain roles. Several paths have been proposed to promote equity and the construction of these new powers. In this situation we will place special emphasis on affirmative action as a means of systematically opening up opportunities that have been closed to women.

8.4 AFFIRMATIVE ACTION

In view of the conditions in which the majority of women currently live all over the world and the situation of their status, it has been necessary to create compensatory mechanisms as a concrete way of meeting demands for equality. One way of balancing power within the organization is to establish a gender policy that includes affirmative action measures.

Affirmative action is defined as a concrete measure whose purpose is to compensate a certain social group for inequalities resulting from discriminatory practices or social systems. Such action represents a “strategy for establishing equal opportunity through measures that make it possible to correct or compensate for discrimination resulting from social practices or systems. Their purpose is to implement concrete programmes providing women with concrete advantages”. While affirmative action is often identified with measures focused on increasing the political participation of women, they can be designed to eliminate or reduce discriminatory situations where they exist, and can be adapted to the reality of rural development organizations and projects.

8.5 GENDER AND INSTITUTIONAL POLICY

A gender equity policy consists of a set of principles, actions and measures structured in a logical, continuous and systematic way and aimed at establishing more equitable relations between women and men within the organization and in settings impacted by the organization’s work. It is thus global, with implications for the organization as a whole and for its projects and work with participating groups, sectors or communities. It results from an explicit recognition of inequalities. In the social transformation processes promoted by rural projects, the recognition of these inequalities is a fundamental step in carrying out the institutional mission.

NGOs may use the term “institutional policy.” In small organizations or rural development projects, however, these guiding elements may often be called the **mission** or **work principles**.

The mechanisms or measures for establishing a gender equity policy can vary from one organization to another. The adoption of this type of measure within a ministry of agriculture, for example, can be a formal process that in some cases requires legislative approval. In a grassroots organization or development programme, other types of approval are required.

8.5.1 Gender and Strategic Planning for Development

Development organizations demonstrate an increasing awareness of the importance of investing in strategic planning. This entails a collective construction of the mission, the incorporation of aspects concerning institutional sustainability, the development of productive proposals for wise use of natural resources and the strengthening of local organizations, to cite some of the most common aspects of strategic planning.

Strategic planning is important because it allows the members of an organization to identify future scenarios based on an objective image. The exercise of strategic planning recognizes power as a central category of the analysis, looking at the different stakeholders, the interests they represent and potential alliances, and recognizing opponents and opportunities for negotiation in the organization.

The need to incorporate gender considerations has now become a key aspect of strategic planning, given the understanding that development policies and project administration should take the knowledge and experience of both women and men into account. Women’s experience should be valued. Opportunities should be created so that gender interests and needs can be taken into consideration as a means of promoting new ways for women and men to relate to one another.

In some organizations, strategic planning processes have become highly sophisticated, are carried out systematically over time and use methodologies encouraging full participation by personnel and by the population participating in programmes and projects being implemented.

New paradigms and interpretations of development emphasize the need for incorporating a gender equity perspective to obtain changes aimed at equitable participation by women and men.

8.5.2 Gender Equality and Equity as a Basic Element of New Development Paradigms

Agenda 21, resulting from the United Nations Conference on Environment and Development, advocates the elimination of all barriers that discriminate against women as an objective that integrates development and environment, since this makes it possible for women to participate fully and contribute their knowledge and experience in the management and preservation of natural resources.

Likewise, Agenda 21 also establishes the need to encourage an increase in the proportion of women holding leadership and planning positions in the area of environment and development (Arias Foundation for Peace and Human Progress, 1995).

The Copenhagen Declaration establishes that social development is a fundamental element of the needs and aspirations of people the world over, and that sustainable social and economic development is not possible without the full participation of women (Arias Foundation for Peace and Human Progress, 1995).

The Beijing Summit Platform of Action stresses the need for association between men and women in order to attain the common objective of gender equality. It calls for the adoption of immediate and concerted measures by all in order to create a peaceful, just, humane and equitable world, based on human rights and fundamental freedoms, including the principles of equality among all persons, and to this purpose recognizes that sustainable economic growth is needed to support development and social justice (Arias Foundation for Peace and Human Progress, 1996)

8.5.3 Construction of a Gender Equity Policy

A project or organization faces the challenge of formulating a gender equity policy. The first task is to identify the connection between the organization's field of work and a gender perspective by recognizing that inequalities in the relationship between women and men influence achievement of development objectives and the impact organization can have in its field of action. In this sense, discussion will make it possible to incorporate the search for gender equity within the mission of the organization itself.

In the majority of cases, the organization's mission is directed at seeking better living conditions for the population by offering a technical, productive or financing service, to cite examples. One of the comments heard most frequently within organizations that have not initiated a formal process of institutional transformation based on a gender equity perspective is how unnecessary it is to establish an explicit gender policy, since this is a natural by-product of the mission itself.

In practice, this omission tends to have important repercussions. When a gender equity perspective is assumed to be contained in the mission, the organization's policies and operational guidelines do not make any express reference to demands for equity and hence, potential for transformation is reduced.

As a part of this perspective, the decision to adopt a gender policy should be set within the framework of the organization's strategic guidelines – preferably with participation by the various levels of personnel making up the organization – and efforts should be made to include aspects directed at internal as well as external action.

We all know that the effort to define and implement a gender policy also has implications in terms of resources. Financial resources will have to be invested in the process itself. Also, the organization's resources will need to be allocated or distributed in new ways as an outcome of the policy.

In certain organizations, although important actions had been carried out to promote equity, these efforts had not achieved an institution-wide dimension or impact as desired. Defining a policy for gender equity had never been considered important. This weakened the isolated efforts made and the group became discouraged.

In another organization, the leaders were very aware of the need to adopt a gender policy and were able to formulate institutional policy in this area, but lacked sensitized personnel to put it into practice and move the policy

implementation process forward. As you would agree, no real progress can be achieved without gender aware personnel.

8.5.4 The Preparation Process

Before a gender equity policy is announced and put into motion, an institutional process must take place that involves lobbying, discussion and the creation of an appropriate forum for internalizing the policy. This staff consciousness-raising phase can be implemented through readings, exchanges with women's organizations, gender awareness training and other mechanisms.

In the following discussion we address important points about necessary characteristics of this process:

- The organization must be capable of identifying and understanding the internal gender dynamics at work and have the collective will to carry forward a sustained learning process.
- The problem and its scope must be identified from the outset. For example, why are relations between women and men unequal within the organization and to what degree are they unequal? How are gender relations shaping institutional values and the objectives and policies promoted by the organization? This can be done through a situational appraisal of gender relations in the organization.
- Mechanisms must be established to ensure collective learning, with forms and channels of communication designed for this purpose, through consciousness-raising processes and training.
- The need for change must be felt by a group of staff members so that the goal of making equity a guiding principle can become an institutional objective. This group should consist of both women and men in order to be meaningful. It is essential to sensitize fellow workers so that they understand and have gender concerns and respond to them in the communities where they work.
- Time limits should be established. While it is true that constructing equity may take years, organizations should set concrete time periods for completing each step. A consciousness raising process cannot be allowed to go on forever, because this dilutes responsibility and impact. We need to define precisely what it is that we want to achieve, how we want to achieve it and when we will do it, and continue identifying new goals.

This process will make it possible to legitimize the people responsible for implementing a gender equity perspective. Giving them a better position in terms of organizational decision-making would help to make actions more effective.

It is impossible to predict the contents of a given gender equity policy with any certainty. However, the following elements can be considered essential:

- Gender equity policy must be linked with the themes with which the organization works.
- Mechanisms must be identified to ensure that the policy is mainstreamed. It may be necessary to define a learning process so that the forms of work giving best results can be identified.
- A consciousness-raising and training process should be put into place to facilitate the transformation of the organization into one that is gender-sensitive.
- Mechanisms must be created to balance staff composition with respect to women and men at different levels of work and decision-making.

8.5.5 Integrating Affirmative Action in Gender Equity Policy

Policy for gender equity has implications and consequences for both internal and external environments. Hence, we need to be concerned not about only the internal component since this is directly related to managerial and decision making processes. The other concern that needs to be addressed relate to the practical strategies and resources for working with populations participating in the activities to which the organization is dedicated.

It is important that the gender equity policy be stated explicitly in a document that explains its intention and the organization's commitment to that policy. A plan of action should also be designed to operationalize this intention, ensure results, and prevent actions from becoming isolated, fragmented and focused on immediate needs and events of the moment. This will also ensure a continual process involving the de-construction and re-construction of social identities.

One of the mechanisms for turning policy into concrete action at subsequent levels is by formulating affirmative action. There is a tendency to equate affirmative action with quota systems, an error that frequently translates into enormous resistance toward these types of measures. In reality, affirmative action can be implemented through a wide range of mechanisms, some of which are already common in development organizations. These include training, preferential treatment, quotas, incentives and the promotion of an organizational culture that is friendly to women. The best-known forms of affirmative action include the following:

- Training to encourage women to hold strategic-level positions in the organization, participate in decision making, etc.;
- Economic support to provide women with better conditions for reaching a given end;
- Setting goals and time limits for women's inclusion in certain positions;
- Preferential treatment so that women can access jobs or benefits; and
- Quotas for positions, promotions, or job openings.

There are other strategies for changing the ways in which an organization works in order to establish more democratic and equitable relations; exercising more participative and interactive management/leadership; creating groups that are sensitized and committed to gender equity; and identifying mechanisms to ensure that these plans are fulfilled. We have already studied the organizational structure which can serve to promote gender equality in the Unit on Leadership System and Organizational Structure.

8.6 FRAMEWORK FOR AN ORGANIZATIONAL GENDER ANALYSIS

We will now discuss a framework for an organizational gender analysis. Table 8.1 summarizes organizational issues to be considered in relation to key questions to assess gender policy formulation and implementation.

Table 8:1 : Framework for Organizational Gender Analysis

Organizational Issues to be Considered	Key Questions to Assess Gender Policy Formulation and Implementation
<u>Commitment and policy</u> The extent to which gender is included in the policies of an organization is a strong indicator of mainstreaming. So is the level of gender commitment of senior management and its translation into practice. The participation of women and men in policy formulation and	• Is there a gender policy? How is it monitored? • Is gender integrated in other policies? How is this done, monitored? • How do external factors (e.g. external sources of funding) influence gender in the organization?

decision-making is also a useful indicator as women and men often bring different points of view and sensitivities to the process, hence enriching it. The role of external influencing factors must also be assessed.	• Is senior management explicitly committed to gender? How is this translated in practice? • What role do women and men play in policy formulation and decision-making?
<u>Budgets</u> Gender mainstreaming needs financial resources. Programme budgets as well as special budgets can be used to organize training, develop tools, do research, organize seminars and campaigns etc. The allocation of resources for gender is political and often requires some lobbying. Programme officers in countries and at headquarters are responsible for ensuring that resources are planned and used for address gender concerns.	• What % of programme/project budgets are allocated for mainstreaming gender? • What % of programme and human resource development budgets is allocated to gender mainstreaming? • What are gender budgets used for? • How are budgets reviewed for their gender sensitivity? How are they monitored? • How is gender budgeting included in policy dialogue and dialogue between partners?
<u>Competence/capacity</u> Building the gender competence and awareness of all stakeholders at all levels is crucial. Capacity building for gender (e.g. a workshop to develop gender indicators) should be seen as part of programme development and use existing budgets as much as possible. Different training approaches are possible, from the professional to the more personal approach. A combination of both is useful to make gender a matter of attitude and not only skills.	Who in the organization is gender competent (women/men, with what responsibility, in which sectors etc.) and what is their level of competence? What specific skills and tools do staff need to carry out their job in a gender-aware way? What existing capacity-building initiatives include gender e.g. gender network? Which could include it in future? Which trainers are gender competent? What incentives are there to motivate staff to be (more) gender competent? Which staff have gender included in their job description?
<u>Procedures/tools</u> Even illustrations and language (e.g. the use of he/she) in manuals have to	What initiatives have been taken so far to engender tools and procedures? What guidelines are available to staff to

be checked so that they do not stereotype gender relations. Existing tools and procedures often need to be revised to provide better gender disaggregated qualitative and quantitative data. Sometimes new ones need to be created.	help them transform their existing tools and procedures, or create new ones?
<u>Culture</u> Organizations evolve within national/regional cultures and are influenced by them. But they are also influenced by the profiles of the staff, their personal and professional beliefs, their mandates, funders etc. Organizational cultures are made of complex and intangible conditions and factors which need to be appraised and assessed decrypted as part of a gender assessment.	How does information flow in the organization, formally or informally? To what extent do these “flows” include women as well as men? What are the main shared values of the organization? How do these relate to gender equality? Is decision-making centralized or decentralized? To what extent do individual women and men have access to it? What is the attitude towards female/male staff? To what extent are certain practices (e.g. working late) valued and do they discriminate against women/men? What is the incidence/perception of sexist remarks, sexual harassment?
<u>Human resource management and Equal Opportunities (EO)</u> The creation of a safe and practical environment for women and men to work in (e.g. transport issues, working hours, travel conditions and commitments for fieldwork, toilets, and childcare responsibilities) is critical to gender mainstreaming. It is hypocritical and not efficient to promote gender in programmes and projects and to ignore it inside organizations. Practical and strategic needs of women and men must be identified as part of a gender organizational assessment.	What is the current gender balance of staff in different posts? Is there an EO policy? What gender issues/gaps does it address and how is it implemented? Is gender a criterion in the selection of partners, consultants, staff – women/men (how)? What working conditions/requirements may discriminate against the employment of women/men in certain jobs/posts? Is being a woman, or a man, considered an advantage or an inconvenience

	for certain jobs/tasks? To what extent EO discussed in relation to programme efficiency and sustainability?
<u>Responsibility</u> All staff is responsible for integrating gender whatever level they work at. It is important to ensure that gender responsibility is not: a) given to junior staff with no real power; b) given only to women; c) located only in social sectors; d) concentrated in the hands of a few people.	Who (women/men) is responsible for gender? What decision-making status do these people have? How are they perceived by the rest of the staff? What are they responsible for? Does staff responsible for gender have terms of reference, skills, resources, incentives and management support? How are they involved in policy and/or programme planning? What mechanisms ensure the sharing of gender lessons within/between organization(s) and their partners (e.g. networks)? What mechanisms ensure the performance of gender responsible staff and gender advocacy competence?

Source: Adapted from C.Levy's, Web of Institutionalization, DPU, 1994 and DFID Gender Manual, April 2002

In many development organization offices and partner organizations, equal treatment of women and men is an issue. Less women than men are heads of coordination, programmes/projects. In the field, project working conditions (e.g. security, distance to be run on motorbikes) limit women's recruitment in posts. Yet, there is a direct link between the presence of women in decision-making and teams in general and the treatment of gender in programmes. The question is whether women should always have the same working conditions as men in the name of equality, or should organizations change to accommodate specificities of the situation of women and men?

Finally, let us remember that appointing women, or men, is not only an Equal Opportunities issue. It is also a strategy to reach target groups better, women in particular. This aspect is crucial in regions where access to women is difficult for cultural reasons.

Check Your Progress Exercise 1

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the end of this Unit.

1) Write a short note on Affirmative Action.

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8.7 A GENDER-SENSITIVE WORKING ENVIRONMENT

This refers to aspects of the project or the organization's institutional culture that influence relations between the organization and the people that work in it. The conditions in an organization should allow all persons to carry out their work satisfactorily and permit each member's qualities to be recognized and encouraged.

Indicators of a gender-sensitive organization include:

- The materials displayed in the organizations are not disrespectful of women.
- Facilities such as separate bathroom and crèches/day care are provided.
- Procedures have been established to fight sexual harassment.
- Men and women do not make disparaging jokes about the opposite sex.
- The difference in work styles between men and women is seen as one of the strengths of the organization.
- There are arrangements making it possible for staff to perform their work while also meeting their responsibilities related to the "reproductive" role.
- Living conditions for male and female project functionaries are equivalent acceptable.
- People with authority treat others with respect and fairness.

Hints to Make the Working Environment Gender-Sensitive

How can we ensure that the environment is made more gender-sensitive? Some examples include:

- Hiring both men and women to assist in tasks considered the preserve of women such as receiving visitors participating in conferences and other activities;
- Providing facilities for changing a baby's diapers in the men's rest rooms as well;
- Encouraging male colleagues to take care of small children during community activities;
- Allowing staff to take their vacations when their children are on their school breaks;
- Encouraging both male and female workers to take responsibility for arranging and decorating the hall for special activities.

These examples relate to urban settings. Can you think of some examples relating to rural settings?

8.8 FACTORS CONTRIBUTING TOWARDS EQUITY IN HUMAN RESOURCE DEVELOPMENT IN AN ORGANIZATION

In this section we will discuss four aspects:

- Training as personnel development policy;
- Personal growth of employees;
- Staff evaluation; and
- Monitoring strategies in organizations.

8.8.1 Training as a Personnel Development Policy

Three dimensions of intervention were identified in the area of training: 1) awareness-raising in gender equity; 2) practical instruments for putting a gender perspective into practice; and 3) enhancing technical capacity, a measure more specifically related to support for female personnel.

a) Raising Awareness and Building Knowledge in the Organization

Even when it has been possible to establish the principle of gender equity as one of the values guiding the organization's actions, it may be necessary to continue consciousness-raising work. In the majority of cases studied, building awareness was an important element of the strategy. Nonetheless, from what we were able to observe, sensitizing work tends to act as a bottleneck where efforts become clogged. This may be because some institutions interpret "awareness-raising" as something that occurs at a certain stage, and will not proceed to the next step without completing the process.

In reality, building awareness is an ongoing process that should be accompanied by other types of exercises. The best results come from a combination of consciousness-raising and direct action, in which interventions are coupled with exercises, verification of knowledge and answering any questions or concerns that arise during training.

On a more operational level, certain aspects should be kept in mind to put the awareness-building and training process into motion within the organization:

Training should follow a plan that not only covers certain topics, but also takes into account the time needed to absorb and process knowledge.

The heterogeneity of professional background, positions and working styles should be taken into consideration, since these produce different levels of learning. This means that a prior analysis of the organization is important in order to design suitable contents and methodologies.

The process must be well integrated at the management level. People who are resistant to participating can use the lack of involvement by leaders as an argument justifying their own reluctance to take the topic seriously.

Maximizing the construction of knowledge within the organization is very important. However, it is a good idea to make use of external support as a way of keeping resistance generated by the process from becoming personalized.

b) Technical Instruments for Putting Equity into Practice

In keeping with what was said earlier, it is important that training not be limited to technical aspects. While valuable, these aspects do not necessarily help people identify ways to implement gender equity actions in practice. Opportunities should be provided for personnel to learn about practical tools that already exist and to construct others, based on their experience in the project and their own disciplines. This is just as essential as a theoretical understanding of the subject.

c) Enhancing Women's Technical Capacity

Another aspect for achieving gender equity in organizations and projects is supporting employment of women. It may be necessary to promote women's professional upgradation before and during employment. Since organizations often

have difficulties finding trained women for some of the fields usually involved in rural development, one possible solution could be the development of a programme of support for women interested in entering these areas.

For example, women could be given preference for training in areas that are central to the work of the organization, or even in areas where the organization would like to become involved but does not yet have the trained personnel to do so. This would allow women to capitalize on their training for possible promotion in the future and position themselves better in the organization.

8.8.2 Personal Growth of Employees

One of the most important tasks of human resource management is to consider aspects directly related to personal growth. One possible strategy is holding sessions on building self-esteem to facilitate the transformation that a gender perspective stimulates in the personal and working life of men and women.

Every development organization has to carry out collective annual planning and the staff members have to carry out an individual exercise of personal planning. This enables the organization to identify and promote areas that employees need most.

It is important to recognize the different dimensions of growth which can include educational, family, recreational or political goals. This exercise could also be applied in the communities with which we work.

Activity 8:1 The Wheel of Life

Is your life "in balance"? Using the following illustration as a guide, make a wheel that places important areas in balance. Set goals and write statements for each area to describe what investments to make for excellence in the next few years.

Suggest how can use this exercise to reveal gender differentials and patterns of balance

8.8.3 Staff Evaluation

Several organizations and projects use participatory and democratic exercises to evaluate performance. These exercises are carried out on a periodic basis with participation at different levels, depending on the personnel being evaluated. For example, people with whom they maintain a relation could be incorporated, or in some cases evaluation commissions could be made up of members selected by an assembly of the organization.

What is valuable about this type of performance evaluation is that it creates a collective responsibility for the work produced by every person in the organization. At the same time, each person feels responsible not only to his or her superiors but also to fellow workers. This mechanism also makes it possible to incorporate different outlooks on a person's work. In the best cases, this includes leadership, people with the same or different job, and support staff.

To perform the evaluation, forms can be designed to include criteria which the organization considers valuable in its employees' work. Employee evaluation should be based on the work process and the way this process relates to the

accomplishment of the mission. If the organization is sensitive to gender and has an equity policy, performance evaluation should make it possible to identify how people have contributed to achieving equity both individually and collectively as organizational departments, sections, or programmes. As a consequence, evaluation is not separated from the goals attained, the difficulties confronted and the characteristics of the relations we establish between women and men.

One final aspect of importance is that evaluation results must be discussed with employees. This provides an opportunity to give them inputs for improving performance, clarifying situations and defining rules, terms and conditions, and in general, maintaining transparency in work relations.

8.8.4 Monitoring Gender Strategies in Organizations

In terms of organizational control, changes in institutional procedures and capacities belong to the sphere of direct responsibility. In this sphere, gender monitoring is inward looking. It observes and steers gender sensitivity in institutional and human development. It focuses on the **efficiency** of gender strategies, inputs and short-term outputs. Indicators follow the progress of integrating gender in institutions and the effects this process has on institutions, actors and procedures. What to monitor depends on the organizations' gender strategies and objectives. It can include activities to change procedures (e.g. planning methodologies), to generate gender data (research) or to build the capacity of staff to work with gender. It can also concern initiatives related to partners, e.g. dissemination of good practice and engendering the institutional environment (equal opportunities between women and men as members of staff).

Responsibility to monitor lies primarily with the director and leaders in partner organizations. Gender and programme officers can provide technical assistance, as well as regional/thematic desks. Introducing gender in an organizational procedure is an entry point to promote sustainable transformations in organizational culture and to modify staff attitudes towards gender. These transformations take time and may be observed over a longer period.

What can gender indicators measure in the organization?

The following measures are illustrative:

Quantity/quality of gender competent staff (women/men in the development organizations/partners);

Changes to/creation of tools, methodologies, procedures to integrate gender;

Initiatives/partnerships to create synergies on gender;

Importance of gender in dialogue between partners;

Use/recruitment of gender-aware or gender-sensitive skilled staff (women/men);

Changes to implement equal opportunities; and

Budgets (financial/time) used for mainstreaming in the institution (e.g. % of total budget).

Check Your Progress Exercise 2

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the given at the end of this Unit.

1) Which dimensions of training intervention are needed to encourage gender equity in an organization?

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2) What are the aspects which can be monitored by using gender indicators in an organization?

8.9 SUMMING UP

This Unit starts with explaining the significance of constructing new types of power which will strengthen women. After discussing issues, the Unit emphasized that affirmative action is one means where opportunities can be opened up systematically that were closed/limited for women. After that, affirmative action was defined in this Unit. The next section discussed how gender can be incorporated in institutional policy. The Unit says that a gender equity policy consists of a set of principles, actions and measures structured in a logical, continuous and systematic way and aimed at establishing more equitable relations between women and men within the organization and in settings impacted by the organization's work. In this section the following issues were discussed: Gender and strategic planning for development; gender equality and equity as a basic element of new development paradigms; construction of a gender equity policy; the preparation process. After that the Unit discussed the integration of affirmative action in gender equity policy. The Unit mentioned C.Levy's framework of gender analysis to include gender aspects in organizational policy. Finally, the Unit discussed how to promote a gender-sensitive working environment in the organization and discussed the factors contributing toward equity in human resource development in an organization.

8.10 GLOSSARY

Gender-blind	:	It ignores the different socially determined roles, responsibilities and capabilities of men and women. It is based on information derived from men's activities and/or assumes those affected by the policy have the same (male) needs and interests.
Gender-neutral	:	It is not specifically aimed at either men or women and is assumed to affect both sexes equally. However, it may actually be gender-blind.
Gender-specific	:	It recognizes gender difference and targets either men or women, within existing roles and responsibilities.
Gender-redistributive	:	It seeks to change the distribution of power and resources in order to promote gender equality.

8.9 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) Affirmative action is defined as a concrete measure whose purpose is to compensate a certain social group for inequalities resulting from discriminatory practices or social systems. Such action represents a "strategy for establishing equal opportunity through measures that make it possible to correct or compensate for discrimination resulting from social practices or systems. Their purpose is to implement concrete programmes providing women with concrete advantages". While affirmative action is often identified with measures focused on increasing the political participation of women, they can be designed to eliminate or reduce discriminatory situations where they exist, and can be adapted to the reality of rural development organizations and projects.

Check Your Progress Exercise 2

- 1) Awareness-raising in gender equity; 2) practical instruments for putting a gender perspective into practice; and 3) enhancing technical capacity, a measure more specifically related to support for female personnel.
 - 2) Quantity/quality of gender -competent staff (women/men in the development organizations /partners); changes to/creation of tools, methodologies, procedures to integrate gender; initiatives/partnerships to create synergies on gender; importance of gender in dialogue between partners; use/recruitment of gender skilled staff (women/men); changes to implement equal opportunities; budgets (financial/time) used for mainstreaming in the institution.
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8.10 REFERENCES

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- Parker, Rani, "Another Point of View: A Manual on Gender Analysis Training for Grassroots Workers." New York: UNIFEM. 1993
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8.11 QUESTIONS FOR REFLECTION AND PRACTICE

Explain the importance of gender equity in an organization.

Describe the framework for an organizational gender analysis.

Briefly discuss the construction of an Institutional Policy for Gender equity/equal opportunity..

Explain the factors promoting gender equity in an organization.