
UNIT 9 GENDER PLANNING TOOLS: AN INTRODUCTION

Structure

- 9.1 Introduction
 - 9.2 Objectives
 - 9.3 Gender Awareness is Project Formulation and Execution
 - 9.4 Analytical Framework
 - 9.5 Why Tools?
 - 9.6 The GAD Analytical Tools
 - 9.6.1 Tool No.1 – The Sex/Gender Division of Labour
 - 9.6.2 Tool No.2 – Access to and Control Over Resources and Benefits
 - 9.6.3 Tool No.3 – Condition and Position of Men and Women in Society
 - 9.6.4 Tool No.4 – Practical Needs and Strategic Interests of Women and Men
 - 9.6.5 Tool No.5 – Levels of Participation
 - 9.7 Implications of GAD Tools for Development Work
 - 9.8 Summing Up
 - 9.9 Glossary
 - 9.10 Answers to Check Your Progress Exercises
 - 9.11 References
 - 9.12 Questions for Reflection and Practice
-

9.1 INTRODUCTION

This Unit focuses on the significance of gender awareness in development work. It also explains the danger of formulating gender-blind policies and guides you in appreciating the need for gender sensitivity when planning, implementing, monitoring and evaluating development projects. In this Unit, we are also discussing gender planning using analytical tool. Specifically, this Unit will talk about the Gender and Development (GAD) framework, which offers tools to analyze projects at the outset to assess their impact on women and girls. The Unit also explains how to use tools to design gender-sensitive/gender aware development projects. A number of case studies and activities presented in the Unit will help you to apply theoretical knowledge in practical contexts.

9.2 OBJECTIVES

After studying this Unit, you should be able to:

- describe the importance of tools in planning, implementation and monitoring of policies and programmes;
- design tools appropriately in a range of situations to raise and address gender concerns; and

- devise and implement changes in agencies involved in policymaking and programmes formulation and execution to achieve greater gender equality.
-

9.3 GENDER AWARENESS IN PROJECT FORMULATION AND EXECUTION

We have explored in gender awareness in great detail in the context of planning in the course MGS-004. It has also been a recurring theme in this course. Let us now summarize the key foundational principles in planning, implementing, monitoring and evaluating projects.

- Needs of women are different from needs of men;
- Women may have special needs;
- Women are disadvantaged as a group compared to men;
- Women require development to attain equality with men.

It is also important to realize that in every situation there are females and males whose needs are different, and these needs should be addressed when one devises projects and programmes. Therefore, one must consider carefully how women and men are involved and should be involved in projects across development sectors.

9.4 ANALYTICAL FRAMEWORKS

A theoretical framework is a collection of interrelated concepts derived from theories. The theoretical framework guides researchers about what things have to be measured and the relationship of statistical tools. A theoretical framework will test theory in the field. This is also known as the deductive method. With regard to the concept of GAD, there are several indicators which try to measure the advancement of women in the context of transition in gender roles and relations across regions. However, these indicators have to be systematically analyzed for which the framework will be developed by incorporating indicators and expected outcomes.

A number of **analytical frameworks** have been developed based on the GAD perspective:

- The Gender and Development (GAD) Analytical Framework;
- The Women's Empowerment Framework by Sara Longwe;
- Caroline Moser's Framework on Gender Planning in the Third World;
- The Harvard Analytical Framework; and
- The FEMNET Analytical Framework.

We have included a mention of these frameworks here for your information, but we will be concentrating on only one of these – **The Gender and Development (GAD) Analytical Framework (Tools)** – because this is a specifically orientated framework which helps to assess the needs of women and men in various socio-economic environments. The GAD tools also contain the main principles discussed in the other frameworks which apply to our work.

9.5 WHY TOOLS?

Tools help us to translate objectives in legislation, policy and principles into action. In other words, they help us to make the transition from "envisaging" to "doing". The outcomes they generate reflect the knowledge, skill and ability to deliver results practically. Principles guide actions and goals and policies reflect political will. But, without tools, they are abstract phrases, which remain aspirations. Tools can be cogs in the wheels of planning, implementation, monitoring and evaluation. Drawn from real-life successes and failures, an effective tool is a best practice, which can be communicated, adapted and applied in various contexts. More attention needs to be focused on how "transferable" tools can be developed, documented, understood and adapted by others.

Let us take the example of access to and control over land. A whole range of interconnected gender-responsive tools are required to analyze women's and men's secure tenure, from intra-household and community tools to those that have an impact on women's access to their rights. It requires gendering spatial information, planning, registration, administration, management and dispute resolution. A number of tools are involved in securing inheritance rights for women. Tools linking land registry to civil registry and tools on gender-accessible dispute settlement mechanisms must correlate with tools on gender-sensitive administration of estates in inheritance cases in order to be effective.

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 would tools be helpful in planning, monitoring and implementation?

.....

.....

.....

.....

9.6 THE GAD ANALYTICAL TOOLS

The GAD **analytical tools** will help you to analyze gender relations in development work. These analytical tools were described in the CCIC, MATCH, AQOCI, publication "Two Halves make a whole: Balancing Gender Relations in Development" This publication has had widespread influence with extracts reproduced in the oxfam Gender Training Manual and commonwealth youth programme materials modules among others. They also provide suggestions for practical applications in the following areas:

- development programmes and projects;
- project design;
- project planning;
- policy formulation;
- monitoring processes, assessment and evaluation criteria; and
- research projects.

There are five GAD tools which we can consider particularly relevant to development work:

Tool No. 1: The Sex/Gender division of labour.

Tool No. 2: Access to and control over resources and benefits.

Tool No. 3: Condition and position of men and women in society.

Tool No. 4: Practical needs and strategic interests of women and men

Tool No. 5: Level of participation

Compare these tools with those of the commonly used Harvard Analytical frame work focusing particularly on the efficiency approach 'to integrating women in development work.

Harvard tool 1: The activity profile

Harvard tool 2: The Access and Control profile- Resources and Benefits.

Harvard tool 3: Influencing factors (factors shaping gender relations and determining different opportunities and constraints for men and women.

Harvard tool 4: Checklist for project-cycle for search of the analysis (key for each of the stages in the project cycle: identification, design, implementation, evaluation)

Did you notice the difference between the tool sets informed by the GAD approach and those informed by the WID approach? While there are similarities in Tools 1 and 2, the GAD tool set focuses specifically on condition and position of men and women; practical needs and strategic interests of women and men and levels of participation. Now let us explore the GAD Tools and assess their relevance and importance.

9.6.1 Tool No. 1 – The Sex/Gender Division of Labour

This tool focuses on men's and women's work and how it is differently valued. It is necessary to understand the gender division of labour in a community or society before designing and implementing any development initiatives. Both women and men work to sustain households and communities. Their work, however, tends to be different in nature and ascribed social value. Such differences are a central axes of difference in gender relations deriving from different roles, responsibilities and activities assigned to women and men according to what is considered appropriate.

A gender division of labour is always a structural feature of any community and the poor social value ascribed to women's work renders it invisible and poorly documented. We could make wrong or inappropriate assumptions about how work is organized and how men and women would be affected by any development intervention if we do not take this into account. In the project identification phase, we should do a participatory analysis of the gender division of labour (i.e. a participatory analysis of the situation actively involve women and men). This will enable community members (men and women) and external planners to understand how a particular project should be designed, who should be involved and the differential impact on women and men.

Tool No. 1: Identifying the Critical Questions

Identify and describe the different work done by women and men in any development programme/project. The **critical questions** you should ask yourself at the planning stage include:

- 1) How was work organized in the target community?
- 2) What work do women and girls do - paid and unpaid?
- 3) What work do men and boys do - paid and unpaid?
- 4) What are the implications of this division of labour for achieving project goals?
- 5) Does the project tend to reinforce or challenge the existing division of labour?

Case Study 9.1 will help you to explore the practical implications of these critical questions.

Case Study 9.1

A Village – managed Water Project in Ghana

The project was located in a semi-arid rural area with a cycle of annual dry and irregular wet seasons. Area residents were subsistence farmers living in and around villages and hamlets. Staple and supplementary crops were grown using simple technology and relying extensively on female labour. Men were responsible for the staple crop and managing livestock, and women were responsible for household management, water and firewood collection, food preparation, childcare, much of the manual agricultural labour, and increasingly, some income generation activities. Water was traditionally collected from often-distant riverbeds and ponds. The rate of infant mortality and water-related disease was high.

Project Components

The following activities were envisaged by the agency in consultation with local government:

- **Community Mobilization**
 - Community consultation;
 - Organization of village and district committees; and
 - Training.
- **Pump Installation and Pump-site Construction**
 - Drilling;
 - Materials distribution;
 - Loan programme;
 - Training; and
 - Construction and installation of water pumps.
- **User Education**
 - Operation and maintenance of pump and pump-site;
 - Health; and
 - Sanitation.
- **Key Project Players**
 - Canadian NGO;
 - National Water Corporation;
 - District Management Committee;
 - Village Committees; and
 - Water users.

Project Objectives

The project aimed to improve the health and productivity of area residents through provision of an adequate, and clean, water supply. It was envisaged that communities would be assisted through provision of wells, loans for pumps and materials, technical assistance and training to install community-managed and financed hand pumps.

Activity

After reading the Case Study, answer the following questions:

- 1) What gender-related information about the community would be useful in designing and planning the said project?
- 2) What goals would project planners have for the involvement of women?
- 3) What barriers can you anticipate in achieving these goals?
- 4) What strategies or approaches might work toward achieving these goals?
- 5) Does this project have potential to address women's strategic interests? If so, how?

Note: The project only provides information on what the group will do. It is silent on how the people involved will participate.

Source:

9.6.2 Tool No. 2 – Access to and Control Over Resources and Benefits

The GAD approach emphasizes sensitivity towards the extent of access and control that women have over resources. It is useful in generating awareness about:

- women's access to the resources needed for family sustenance and improvement of quality of life;
- their control over using those resources according to their requirements;
- their access to the benefits derived from family and personal resources; and
- the degree of control that they extend over those benefits.

All types of women's work — productive, reproductive and community work — require the use of such resources. These **resources** may include:

- **Economic or productive resources** such as land, equipment, tools, labour, cash, credit and income-earning opportunities.
- **Political resources** such as leadership, education and information, self-confidence and credibility, public-sphere experiences.
- **Time**, which is a particularly critical and scarce resource for women.

The **benefits** may include:

-basic needs (such as food, clothing and shelter);

- income;
- assertion of ownership;
- education and training;
- political power;
- prestige;
- status; and
- opportunities to pursue new interests.

Tool No. 2: Critical Questions

Critical questions that need to be asked about women and their access to resources include:

- 1) What resources and benefits do women and men have access to and control over in the target community?
- 2) How will the project contribute towards increasing girls' and women's access to and control over resources?
- 3) How can girls and women be helped to gain access to and control over benefits?

9.6.3 Tool No. 3 – Condition and Position of Men and Women in Society

The GAD approach emphasizes that for a development initiative to be successful, it must improve the **condition** and **position** of both women and men in society.

Condition refers to the material state of affairs e.g. the needs of men and women in terms of clean water, food, health facilities and education. Development projects affect the condition of women and men differently. A water supply project, for example, may improve the **condition** of women's lives significantly, but make little direct impact on men's workload. The situation may be reversed in technology-intensive agricultural projects with negative impacts being experienced by women who lack the skills and training to improve their work participation. For example, a project that introduces a new fertilizer may make women's lives harder by increasing the labour of weeding which is a traditionally female task.

Position refers to women's social and economic standing in relation to that of men. The differences in the position of men and women is revealed, for example by disparities in wages and employment opportunities, gaps in participation in legislative bodies, and women's increased vulnerability to poverty and violence.

Development projects can affect the **position** of women:

Negatively – if existing areas of activity and control are eroded or eliminated, or

Positively – if women are included as active change agents. For example, a water project which involves women as pump caretakers, technicians, community water committee members and health educators contributes towards improving their position.

The following case study gives you an example of a project that produced negative effects on both the condition and the (economic) position of women.

Case Study 9.2

Tendu Leaves Project in India

In a remote village in Kerala, India, women collected tendu leaves, which were used to wrap local cigarettes called bidi (an activity undertaken by poor women in their locality). The leaves were collected from the forest and dried around household cooking fires. The women sold the dried leaves to middle men to supplement their household income.

Personnel from a local rural development project became concerned about deforestation of the forest and suggested that a village charcoal drying centre would save on fuel. The project offered to provide the materials to construct the drying centre as a pilot project. The women provided their labour. With the assistance of project staff, the women of the village met, formed a co-operative, and elected four women to form an executive.

A Canadian NGO that was funding the local rural development project agreed to fund the co-operative charcoal drying project as its first gender and environment project.

After the construction of the drying centre, all the women brought their leaves to dry. When the first batch was sold, the women received the same price for the leaves as before, even though the quality had improved slightly. However, once the cost of running the centre was deducted from their earnings, the women themselves received a slightly lesser amount than they used to earn previously. Some of the village women stopped using the drying centre. Within a year, the husband of one of the executive members of the co-operative gained control over the drying centre and interceded with middlemen. All village women were forced to collect more tendu leaves and made less money than they had before they formed the co-operative.

An energy audit of the project, done by local consultants, found that 50% more fuel wood was being used than prior to the project.

(Adapted from the files of the Canadian Co-operative Association)
(adapted from the files of CARE, Canada)

Tool No. 3: Critical Questions

Critical questions to be addressed when implementing a development project are:

- 1) How and to what extent do project or programme activities and organizational policies contribute towards improving the conditions of women and of men?
- 2) How and to what extent do they contribute to improving women's position in society?

9.6.4 Tool No. 4 – Practical Needs and Strategic Interests of Women and Men

The development projects initiated should identify and address the needs of the targeted communities. The GAD approach distinguishes between women's **practical needs** and their **strategic interests**. These are closely related to condition and position of women.

Practical needs are linked to women's condition. These needs are identifiable and usually related to living conditions and availability of resources. Practical needs for poor in developing countries include availability of food, water, health facilities, education for their children and increased income. If these needs are not met satisfactorily and if resources are lacking, then women's condition - and even that of men —will be affected negatively.

Strategic interests for women arise from their subordinate (disadvantaged) position in society. Strategic interests are long-term and related to improving women's position. Promoting gender equality is in the strategic interest of women because they gain more opportunities, greater access to resources, and equal participation with men in decision-making.

How would you describe the strategic interests of women? You could compare your answers to the lists of strategic interests of women included here:

- reduced vulnerability to violence and exploitation;
- access to economic security, independence, options and opportunities;
- increased sharing of reproductive work with men and the State;
- increased access to political power;
- increased ability to improve the lives and futures of their children;
- increased opportunities to organize themselves for strength, solidarity and action; and
- increased access to development processes which are just and humane.

Tool No. 4: Critical Questions

Critical questions we need to ask in order to ensure that women's practical needs and strategic interests are met in a development programme include:

- How and to what extent do programme activities and the organization's policies address the practical needs of women and men?
- How and to what extent do project activities and organizational policies address the strategic interests of the community in general and of women in particular?
- Here are two brief case studies (case studies 9.3 & 9.4) to help you explore the concepts of the practical needs and strategic interests of women.

Case Study 9.3

Production Workshops in Colombia

A network of women-owned and managed production workshops in a Colombian city were provided support in the form of machinery, production and management skills. Nine independent groups of 25-35 women, working in small factory locations, were producing footwear and clothing on a contract or outworker basis for large companies that exported the finished products. All materials were provided to the production groups. Although the women enjoyed organizing their own day-to-day work, orders were neither guaranteed nor regular and there was a constant struggle to ensure a continuous flow of work and income.

Activity

After reading the case study, answer the following questions:

- 1) What were the practical needs of women addressed in this project?

- 2) What were the strategic interests of women which were addressed?
- 3) How should this project be changed to address women's strategic interests in a better way?

Case Study 9.4

Revolving Cow Loan Fund

Landless women in rural India were given a calf and training in milk production, animal care and feeding. In return, the women had to ensure that the animal was healthy and had to give the first two offspring of her cow back to the 'Revolving Fund'. These calves were then given to other women and so on.

Activity

After reading the case study, answer the following questions:

- 1) What practical needs of women are addressed by the project?
- 2) What strategic interests of women were addressed?
- 3) How could the project be changed to better address women's strategic interests?

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) Define Practical Gender Needs and Strategic Gender Interests.

.....

.....

.....

.....

- 2) Differentiate between 'Condition' and 'Position' of Women.

.....

.....

.....

.....

9.6.5 Tool No. 5 – Levels of Participation

Women have been participants and beneficiaries in development projects without significant improvement in their condition, and without substantial change in their position. This tool helps to assess women's level of participation in development projects and the effects it has on their welfare. Participation can happen at several different levels or stages within a project. But we know that it is the nature of the participation that matters. GAD theory describes several stages of participation. At all these levels, participants might be involved in any of the following ways:

- be passive recipients of assistance, materials or services without being involved in the provision and control of the project in any way;
- take action prescribed by others such as contributing their labour or attending a clinic;

- be consulted on their problems and needs without being involved in the analysis of the situation and in seeking options and solutions. This approach only results in a 'wish list' with no real community responsibility or ownership.
- be empowered to organize themselves in addressing their needs, planning solutions to problems and taking responsibility for development actions;

The GAD approach aims for the fullest possible participation – at the level of empowerment – for both women and men in all development activities. The concept of different levels of participation helps you to be aware of how women and men might participate in projects, and the extent to which this participation can contribute to empowerment.

Tool No. 5: Critical Questions

Here are the critical questions to ensure that women participate in a manner that will empower them.

- 1) What is the nature of women's and men's participation in the programme or project and in the organization?
- 2) What is the nature of the benefit that women and men will receive?
- 3) To what extent are women active agents in each stage of the programme or project, and in policy development and implementation?

The following case study and activity give you an opportunity to reflect on women's participation in development projects.

Case Study 9.5

Botswana Vegetable Co-operative Project

A Village Development Trust in Botswana started a co-operative community gardening project to provide training and income-earning opportunities for school dropouts. Both men and women were involved and their respective ideas and needs were incorporated into the project design.

From the start, men concentrated on growing vegetables for sale in large communal plots. Many husbands expected their wives to contribute labour to their vegetable plots.

Women chose to start with small plots and produce individually for home consumption. Later, having gained confidence in a new activity without the threat of financial failure, some women branched out into cooperative commercial production. Most of these women were heads of households or had less demanding husbands. They participated in the cooperative ventures more successfully than men did.

The agricultural extension workers, who gave essential advice to the co-operatives, were all men. Male vegetable growers were better able to mix and communicate with extension workers and were more successful than the women in lobbying for support and resources. Staff working with the project developed a policy of positive discrimination towards the women's groups, without which it was felt they might have failed.

Activity

After reading the case study, answer the following questions:

- 1) What is the nature of men's and women's participation in this project?
- 2) What is the nature of the benefits that men and women receive?
- 3) To what extent are women active agents at each stage of project and policy development and implementation?
- 4) How might this project have been developed to improve the participation levels of women?

Candida March, Ines Smith and Maitrayee Mukhopadhyay (1999) explained how the Gender and Development (GAD) approach argued for an integrated gender-planning perspective in all development work, concentrating on the power relations between women and men. Caroline Moser's book *Gender Planning and Development: Theory, Practice and Training* presented a "mainstream planning methodology in its own right" as emphasized by March, Smith and Mukhopadhyay,

As Moser states:

"The goal of gender planning is the emancipation of women from their subordination, and their achievements of equality, equity and empowerment. This will vary widely in different contexts, depending on the extent to which women as a category are subordinated in status to men as a category" (Moser, 1993, 1)

How is gender planning different from traditional planning methods? Again Moser explains:

"First, [gender planning] is both political and technical in nature. Second, it assumes conflict in the planning process. Third, it involves transformatory process. Fourth it characterizes planning as "debate". (Moser 1993, 87)

The tools informed by the PAD approach as enunciated by the Moser Framework include:

Moser Tool 1: Gender roles identification/triple roles

Moser Tool 2: Gender needs assessment

Moser Tool 3: Disaggregating control of resources and decision making within the household

Moser Tool 4: Planning for balancing the triple role

Moser Tool 5: Distinguishing between different aims in interventions: the WID/GAD policy matrix

Moser Tool: Involving women and gender also are organizations and planners, in planning.

Let us now reexamine and compare the two framework we have just studies:

Framework L	Moser Framework
Tool No. 1: The Sex/Gender division of labour.	Moser Tool 1: Gender roles identification/triple roles
Tool No. 2: Access to and control over resources and benefits.	Moser Tool 2: Gender needs assessment
Tool No. 3: Condition and position of men and women in society.	Moser Tool 3: Disaggregating control of resources and decision making within the household
Tool No. 4: Practical needs and strategic interests of women and men	Moser Tool 4: Planning for balancing the triple role
	Moser Tool 5: Distinguishing between different aims in

Tool No. 5: Level of participation	interventions: the WID/GAD policy matrix Moser Tool: Involving women and gender also are organizations and planners, in planning.
------------------------------------	---

In the discussion of Moser's framework by the Canadian council of international cooperation in two **Halves make a whole: Balancing Gender Relations in Development**, the focus is clearly on meeting strategic gender needs. As this MATCH (1991) publication enunciates "Meeting Strategic Gender Needs helps women to achieve greater equality and challenges their subordinate position, including their role in society."

Interventions which address women's strategic needs may include (Molyneux, 1985):

- Challenges to the gender division of labour
- Alleviation of the burden of domestic labour and child care;
- Removal of institutionalized form of discrimination such as laws and legal systems biased in favour of men;
- Provision of reproduction health services offering women choice over child-bearing; and
- Measures against male violence.

9.7 Implications of the GAD Tools for Development interventions

We can apply the above five analytical tools to create gender awareness when designing and planning implementation of a development project. These tools will enable the project organizer to create visible roles to be performed by all involved in the project – boys and girls, men and women. Girls, in particular, have been invisible in many development interventions. The development worker can adapt aspects of the Gender and Development Framework to cater to the needs of both girls and boys women and men when designing a project. The development worker could use the GAD framework to ensure that:

- the condition and position of women, girls, men and boys are improved;
- the practical needs and strategic interests of women/girls and men/boys are addressed;
- women, girls and men, boys are involved in projects as agents of change and not as passive recipients of assistance, services or materials;
- development interventions empower women/girls and men/boys – to organize themselves to address their needs, plan solutions to problems and take responsibility for development actions.

If this is not done at the planning stage, the project developed will not address the practical and strategic gender needs of the participants.

The following case study illustrates this point. It is typical of a project description that fails to give adequate gender-disaggregated data or information.

Case Study 9.6

Indonesia: Dry land Farming

Farmers in a province of Indonesia are finding it difficult to make a living from their upland farms given the existing agricultural practices and patterns of land use. The pressures of population, shifting cultivation, deforestation and soil erosion have severely reduced soil fertility and productivity of upland areas.

The objective of this project is to increase, in a sustainable manner, the productive capacity of marginal lands in the province by promoting soil and water conservation techniques. Well-established contour hedgerow farming is the foundation for other integrated agricultural production activities such as improved cropping systems and livestock management. Extension activities emphasizing hedgerow maintenance, experimentation in new species, and alley cropping are some of the project activities. These techniques can have a major impact on the physical environment of the project area and on the socio-economic conditions of participating farmers. By using these techniques, farmers and their families will benefit from improved soil fertility, which will enable them to receive greater yields from their land. The direct, short-term beneficiaries are farmers, including women, who receive guidance and training from project field staff.

The women assist their husbands to prepare the hedgerows and help in planting the crops. They also get abundant, replenishable firewood which relieves their work of gathering fuel and allows time for other productive activities. Income generating opportunities are created because the hill slopes are stabilized, natural terraces are created, soil fertility is increased and natural green compost is available.

Activity

After reading the case study, answer the following questions. (You might find it useful to do this activity as a group task with other students.)

- 1) What gender-disaggregated information about the target community (i.e. separate data about men and women) would have been useful in the planning stages of this project?
- 2) What information would be necessary in order to assess the impact of this project on women and the extent to which it addresses their basic needs and strategic interests?

Source: Files of CARE, Canada

9.8 SUMMING UP

This Unit focused on different GAD tools and their application. Gender and Development (GAD) is an approach that translates into appropriate tools. Development practitioners and Government agencies are using the tools extensively in development projects. In this Unit, the tools derived from the GAD approach and its related tools were explained with the help of case studies. Based on the case studies, a few questions were raised to critically evaluate the case studies and evaluate whether particular Development Projects had incorporated a gender perspective or not. We can relate how successfully GAD perspectives can be integrated in development projects using GAD Analytical Tools.

9.9 GLOSSARY

Gender	: Gender refers to the culturally and socially constructed roles, responsibilities, privileges, relations and expectations of women and men, boys and girls. Because these are socially constructed, they can change over time and differ from one place to another.
Gender Budget	: A gender-responsive budget is a budget that acknowledges the gender patterns in society and allocates money to implement policies and programmes that will change these patterns in a way that moves towards a more gender-equal society. Gender budgeting initiatives are exercises that aim to move the country in the direction of a genders- responsive budget.
Gender- disaggregated data	: It is the data for men and women recorded separately to reflect the different experiences and conditions of men and women in the community.

Gender Analysis

: It is the systematic way of exploring the current and potential roles and responsibilities of women and men and their access to and control over resources and benefits within a particular setting—project, household, community, or other.

9.10 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) Tools convert objectives in legislation, policy or principles into implementation. They reflect the knowledge, skill and ability to deliver results practically. Principles guide actions and goals and policies reflect political will. But without tools, they are abstract phrases, which remain aspirations. Tools can be considered cogs in the wheels of planning, implementation, monitoring and evaluation. Drawn from real-life successes and failures, an effective tool is a best practice, which can be communicated, adapted and applied in various contexts. Insufficient attention has been focused on how transferable tools can be developed, documented, understood and adapted by others.

Check Your Progress Exercise 2

- 1) **Practical needs** are linked to women's condition. They are identifiable and usually related to living conditions and availability of resources. Practical needs for poor developing world women include availability of food, water, health facilities, education for their children and increased income. If these needs are not met satisfactorily and if resources are lacking, then women's condition — and even that of men — will be affected negatively.

Strategic interests for women arise from their subordinate (disadvantaged) position in society. Strategic interests are long-term and related to improving women's position. Access to gender equality is in the strategic interest of women because they gain more opportunities, greater access to resources, and equal participation with men in decision-making. This is in the long-term strategic interest of the majority of the world's women.

The strategic interests of women include:

- 1) reduced vulnerability to violence and exploitation;
 - 2) access to more economic security, independence, options and opportunities;
 - 3) responsibility for reproductive work to be shared with men and the state;
 - 4) access to increased political power;
 - 5) increased ability to improve the lives and futures of their children;
 - 6) opportunities to organize with other women for strength, solidarity and action; and
 - 7) access to development processes which are just and humane.
- 2) **Condition:** It refers to the material state of affairs e.g. the needs of men and women in terms of clean water, food and education. Development projects affect the condition of women and men differently. A water supply project, for example, may improve the **condition** of women's lives significantly, but make little impact on men's lives. The situation may be reversed in agricultural projects with negative impacts being experienced by women. For example, a project that introduces a new fertilizer may make women's lives harder by increasing the labour of weeding which is a traditionally female task.

Position: It refers to women's social and economic standing in relation to that of men. The differences in the position of men and women is revealed, for example, by disparities in wages and employment opportunities, different participation in legislative bodies, and women's vulnerability to poverty and violence.

Development projects can affect the **position** of women:

Negatively – if existing areas of activity and control are eroded or eliminated, or

Positively – if women are included as active change agents. For example, a water project which involves women as pump caretakers, technicians, community water committee members and health educators, contributes towards improving their position.

9.11 REFERENCES

FEMNET (1994), Gender and Development: A FEMNET Manual for Trainers, Nairobi, Kenya.

Longwe, S. & Clarke, R., The women empowerment framework, in Women in Development, Culture and Youth, Workshop preparatory readings 1-3, (April-Dec. 1994).

MATCH International Centre & CCIC & AQOCI (1991), Two Halves Make a Whole: Balancing Gender Relations in Development, Ottawa, Canada.

Miller and Ravazi, <http://www.sdn.org/gender/resources/mono6.html>

Netherlands Development Organization's, "Gender Reference Guide."

9.12 QUESTIONS FOR REFLECTION AND PRACTICE

Here is a case study that highlights some of the dangers of gender blindness in project planning and implementation. ***Please read it carefully, and write detailed answers to the following questions.***

Questions

- 1) What constitutes the productive and reproductive work done by women and men in the community?
- 2) What resources and benefits do women and men have access to and control over?
- 3) How appropriately do planners design a project to define social / and economic roles of women and men?
- 4) What was the impact of the project on women and men?
- 5) How does the impact relate to project objectives?
- 6) How could the project be changed to ensure more equitable participation and benefit for women and men and to address the strategic interests of women?

COMMUNITY FORESTRY – EAST KALIMANTAN, INDONESIA

The Pilot Project Area

In February 1983, the village of Biyasan (not its real name) was given approval for a community forestry project, one of several villages in three neighbouring *kecamatan*s targeted by the government for community forestry programmes. The village, located in an upland area of East Kalimantan near the headwaters of a major river, is made up of seven hamlets, scattered within walking distance. It covers 1200 hectares of hilly terrain.

In 1983, Biyasan had a population of 3843. Out of this 1680 were males and 2163 females, with an average of 5.9 people per household. Over the previous 15 years, the area had seen considerable population growth and then there was a decline. Population growth, at 1.6% per year, was low due to migration. Most villagers (600 households) had

been in the area for generations. Twelve years ago, farmers from outside (50 households) were resettled in Biyasan and they were given small (0.5 ha) plots of land. Though the soil was stony and shallow in those places, there was good seasonal rainfall and farmers harvested one crop of *sawah* rice each year. They also grew dry land crops. Thirty eight per cent of the land was used to produce agricultural crops. Twelve per cent were used as home gardens, seven per cent lands were private woodlots, fifteen per cent of lands were fallow and thirty-three per cent were unproductive. The main crops in the area included rice, and *palawija* (cassava, corn and peanuts). Tree crops included cashews and coffee was grown primarily as cash crops, as were the peanuts.

Both women and men owned and inherited land. Because of traditional inheritance patterns, men owned sixty eight percent of all productive land, the remaining thirty two percent was owned by women. The average size of landholding per household was 0.7 hectares, with six per cent of the population holding more than 3.5 hectares. Twenty per cent of households were headed by women and ten percent of the men had migrated in search of waged employment.

In addition to using family labour, wealthy farmers employed wage labour at harvest time. Many of them obtained credit facilities to get fertilizers and some had access to machinery for weeding and hulling. They were also converting fallow fields to cultivate cloves, cocoa, coffee and tree crops. Because of poor soil quality, steep slopes and soil erosion, wealthy farmers expanded fields further and further from the village.

The poorer farmers had significantly poorer yields in recent years and had not been able to benefit from commercial inputs. However, a few landless farmers were having sharecrops. In the case of poor farmers, returns from the family land were not enough to run the family and they had to ensure income from different sources to meet the family needs.

In nearby timber estates, trees were cut and logs shipped to urban areas. There were problems because of widespread cutting of trees. A number of necessary ingredients for natural medicines became scarce. It was harder to find the appropriate choice of trees for wood and important forest products. Reforestation had provided employment for a number of men and women over the last ten years, but at the time of documenting this case study, jobs from the deforestation programme decreased because of the concession holders' low priority on reforestation. Women's earnings traditionally came from making *rattan* products, other non-wood forest goods and trading in the market. During reforestation efforts, women were the main wage labourers in nurseries.

Wage labour accounted for 30% of male income (down 10% in 5 years) and 17% of female income (down 15% in 5 years). The drop reflected a decline in local forestry employment, increased mechanization by wealthy farmers, and land use patterns by large landholders from increasingly unprofitable agriculture to private woodlots – which decreased the need for hired labour.

In the past, farmers had not concerned themselves with planting and maintaining private woodlots, because these appeared to be abundant in forests, which could be cut with or without licenses. Their concern was food production. However, clearing and woodcutting has resulted in soil and water losses. The growing need for building material and fuel wood made private woodlots desirable for those who could afford it. At the time of the case study, no income had been generated from private woodlots.

Division of Labour

Local men who had not migrated for work were involved in agriculture, either on the family land or as hired labour on others' fields. Men did field preparation, terrace construction, and ploughing with oxen. They were also involved in animal care and feeding, making rattan furniture and trading. From time to time, men raided the reforested area for building material, or additional space for home gardens. Families planted trees for fencing around their gardens and for soil conservation, but more trees were needed for housing construction and other building activities.

Women managed the households. They were involved in seasonal rice planting, transplanting, hoeing, weeding and harvesting, rice processing and storage, and work in their gardens. Many women worked as unpaid labourers alongside of their husbands who were employed by the state forestry company. Some also worked seasonally for wages, picking and drying coffee and tobacco for wealthy farmers. Women collected fuel wood and natural medicines,

made non-wood forest products from rattan and traded at the market throughout the year. They collected wood from the piles made when fields were cleared (often with their children), or walked further into the hilly tracts. As clearing moved further away from home, women walked greater distances for fuel wood. Sometimes they collected it from the reforestation area closer to home. As they returned home, they also collected leaves and fruit along the way. Women were active in traditional wedding and funeral activities, and found alternatives to institutional credit by raising money through participation in the local *arison*.

Girls were involved in household work from an early age. At seven, they helped their parents to feed animals, carry water, and gather fuel wood. By the time they reach ten, girls helped parents to plant and harvest rice. Boys were active in feeding and caring for animals, and assisting their fathers. There was a primary school in the village in which both boys and girls attended. But as they got older, the dropout rates among girls are high, as they are needed at home. Girls, especially those whose mothers worked as labourers or traded in the market, had to leave schools before completing their entire schooling.

Because of the complex relationship between high population density, poor quality soil, inequitable land tenure arrangements and migration of men to other areas in search of livelihoods, poverty in the area was high. The number of female-headed families is also high. Women traditionally did not benefit from credit and extension programmes targeted at farmers. Women's incomes had declined over a period because of a multitude of factors including lack of education, lack of employment opportunities and triple burden.

The Project: Integrated Community Forestry

The pilot project in Biyasan was initiated by the Ministry of Forestry in conjunction with Walhi (an environmental organization). Village involvement was ensured in the planning stages through a bottom-up planning process.

Project Objectives

The project objectives were to:

- improve the living standards of rural people, especially the poor, through cash income or home consumption, encouraging increased village production of fuel wood, fodder, timber, and generation of non-wood forest products;
- decrease consumption of fuel wood by testing, manufacturing and distributing improved stoves;
- promote rural self-reliance through active participation in forest resource management, including individual woodlots and communal forests;
- reduce environmental destruction, through soil conservation, terracing, and protecting water resources;
- improve women's role in rural development, and increase their productivity.

Project strategies

The objectives of the project were accomplished through the following specific project strategies:

- re-establishment of nurseries for seedling production and distribution, establishment of forest estates for communal use, and setting up of household woodlots and wind breaks;
- development and distribution of improved stoves and encouraging villagers to use them;
- intensification of forestry extension services to improve tree planting and maintenance, and promotion of better farming methods (including increased forage production within forest estates);
- encouraging rural people to participate actively in the project activities and their management; and

- enhancement of income-generating possibilities for rural women through expansion of non-wood processing.

Project assumptions

There were also a number of objectives not stated in the project outline but understood by all which became implicit assumptions:

- Men and women would contribute equally to project management.
- Leadership skills among villagers and sense of responsibility among farmers would increase which would ensure active participation of all in village collective activities.
- There was no credit; offering incentive was considered the discretion of the Village Head.
- Project also concentrated on ensuring the efficiency of women in cooking; due to this women could spend more time on making rattan mats and baskets.
- The market for non-wood products had potential for expansion.
- More intensive land use would be encouraged (more agroforestry).
- Farmers' incomes would improve once productivity of arable land improves with less soil erosion.
- Little social change would occur in the village, except that derived from improved economic status of beneficiaries.

Project management structure

The official responsible for the project was the District Head, assisted by Walhi for many of the activities; the re-greening specialist also became part of the project. The project manager was Head of the District Forest Service. Head of the Implementation of the Project was the sub-district forest service person, and implementers were the farmers' groups. The farmers formed groups of 20 to 40 people, each group being led by a key farmer and a Walhi community development officer. They served as project contact persons for the extension workers, and handled instructions, distribution of materials and incentives. Meetings were held regularly to discuss problems. Extension work was done through demonstration in the selected plots. Women were involved with local decision making through the PKK(women's Association). They were enthusiastic supporters, since the project fitted into their concerns with village beautification and the home garden movement as a prime goal. Each farmer's group assigned a PKK representative.

Project activity

After the project was approved, the first steps were started by conducting surveys. They gathered data on the following aspects of the community:

- An inventory was prepared with details like male and female farmers and the size of the landholding along with details of home gardens and agroforestry activity. Name of the species and numbers of trees and other plants like shrubs were listed.
- Fuel wood needs and patterns of collection were surveyed.
- Data on men's and women's roles and their needs in forestry development activities were also collected.

Project challenges and problems

The Project faced difficulty during the initial stages. Initially it was hard to enlist farmer support for long-term tree planting. With less acres of available land, shortage of time and the availability of less resources the project faced difficulty. Apart from the earlier mentioned reasons, the village itself was surrounded by forests. Therefore, poorer farmers did not see tree planting as necessary. The poorer women were too busy with beautification of houses with home gardens, and had little contact with the PKK. Since the forest estate near the village employed labourers, people felt that it was the state forest company's responsibility to do the work. In this situation incentives became important. The project's nursery-based seedling production previously done by women as wage labour, became the job of men now due to incentive. Incentives as seedlings for planting in private plots were given instead of wages. Women were too busy in producing handicrafts and training to engage in non-remunerative work. The incentive was appropriate to enlist the involvement of men, the dominant land owners, not women. Those with more land could use fallow and marginal (non-productive) land for tree planting. Usually tree maintenance involved low labour and low risk. Thus, the larger landowners were more easily convinced to establish woodlots.

Inputs with regard to choice of seedlings to be grown and planting technique were given, and were open to all. With assistance from the extension workers, the final decision was taken at the group level meeting of farmers. Men were concerned about fodder for animals, building materials, and fuel wood. Women were interested in fuel wood and in varieties for non-wood processing techniques and forest resources. They have not preferred fast growing pine trees which are not useful for fuel as well as cottage industry, but were thought to be most useful for short-term environmental protection and faster economic returns for sale as building material.

Since the government had further plans for resettlement, some people were uncertain about security of land tenure and whether trees planted as wood lots would remain theirs. It was unclear who would have the use of trees planted for erosion control along the river and in some steeper areas on the hillside.

The lack of female forestry extension workers and the timing of training showed that it was difficult for women to attend though men could attend. Providing female extension workers and timing training sessions to suit women became a priority, in order to enable more women to have training in the areas that affected their work in maintaining and engaging home gardens in food production and non-wood processing. As gatherers of fuel wood, women were learning about forest maintenance, also seen as important, but a low priority because of their busy schedules. Their previous expertise at tree nursery skills were overlooked.

Incentives given to heads of households for participating in the forestry programme were considered equal to the value of the tools and materials. Wages for tree planting were borne by the farmers. Establishing nurseries, tree planting and forest maintenance were not considered as waged work. Family members who had time to participate were generally older sons and male heads of households. Skill training and information on the improved stoves and their construction was directed at the men, since it had not been specified in the project proposal who should be involved. The timing of the training also meant that women would not be able to attend because of work in the rice cycle – i.e. post-harvest, processing.

Source: Match International – *Two Halves Make a Whole*.

UNIT 10 APPROACH TO GENDER PLANNING PROCEDURES

Structure

- 10.1 Introduction
 - 10.2 Objectives
 - 10.3 Approaches to Women's Development
 - 10.3.1 Women in Development
 - 10.3.2 Women and Development
 - 10.3.3 Gender and Development
 - 10.4 Issues in Gender in Development
 - 10.4.1 Empowerment of Women
 - 10.4.2 Gender and Human Development
 - 10.5 What are the Gender Stakes?
 - 10.6 Integrating Gender as a Transversal Theme
 - 10.6.1 Objectives and Approach
 - 10.6.2 Key Questions to Integrate Gender as a Transversal Theme
 - 10.7 Gender-Specific Programmes
 - 10.7.1 Objectives and Approach
 - 10.7.2 Whom to Target: Women and/or Men?
 - 10.8 What is the Difference between Women's Projects and Gender-Specific Programmes?
 - 10.9 Institutionalizing Gender in Organizations
 - 10.10 Summing Up
 - 10.11 Glossary
 - 10.12 Answers to Check Your Progress Exercises
 - 10.13 References
 - 10.14 Questions for Reflection and Practice
-

10.1 INTRODUCTION

The gender perspective in development deals with the condition/position of women and men as shaped by development processes. In turn, the condition /position of women in particular also shapes development process. This perspective entails not only a new approach, but also a new conception about the world, whereby we may reconceptualise human needs as follows:

- Including and giving priority to the status and the needs of women;
- Modifying men's behaviour, to offset the mechanisms of oppression exerted by men over women; and
- Modifying the needs of men and women at community, national and international level by constructing development with a "human face".

As you know, Esther Boserup's study on women's contribution to the economy and status of women report in 1945 highlighted the status of women and the need for focusing on women's issues and concerns was emphasized. The shift from women's perspective to a gender perspective in the development process happened in the 1970s. This Unit gives you an explanation about the different approaches in women's development, integrating gender as a transversal theme in organization, gender development strategies in planning, implementing and monitoring programmes or projects.

10.2 OBJECTIVES

After studying this Unit, you should be able to:

- describe different approaches to women in development;
- distinguish WID and GAD approaches;
- analyze issues in gender in development;
- illustrate emerging approaches to mainstream gender in programmes and projects conducted by development organizations;
- demonstrate the institutionalization of gender in organizations; and
- plan gender strategies in organizations.

10.3 APPROACHES TO WOMEN'S DEVELOPMENT

The history of integrating women and women's issues in the development process can be classified into three stages:

- Women in Development (WID)
- Women and Development(WAD)
- Gender and Development(GAD)

Each of these stages represents different approaches to women as a category of agents participating in development efforts, but they should not be regarded as either chronological or as mutually exclusive. They have, in fact, existed together in the policies of many countries.

10.3.1 Women in Development (WID)

Development concerns organized around participation of women during the 1970s were termed as ‘Women in Development’ (WID). In 1973 the U.S senate adopted the foreign assistance act to “encourage and promote the integration of women” into all aspects of development planning and into policy making bodies. The United States Agency for International Development (USAID) set up a Woman in Development office in Washington. A lobby for the ‘Women in Development’ approach was started by a group of women consisting of feminists, academicians, and development practitioners. This group undertook research studies on various women’s issues like division of labour, women’s access to resources, their productive work and impact of development policies on women.

“WID was framed on the basis of liberal feminist theory. Liberal theory says that the rational individual seeks her/his own self interest, practically free from social encumbrances (children, family and community)”. The liberal feminism school of thought is based on liberal theory. Sexual division of labour is considered to be the cause of unequal status of women and their exclusion from public sphere. The WID approach tried to promote greater access of women to employment, income and decision making power. It emphasized the reformation of laws, institutions and attitudes of people to integrate women into public life.

The WID approach assumed that improvements in living conditions, education, higher wages, good health etc. will automatically dissolve patriarchal traditional systems and improve the status of women. In other words, it did not seek to challenge existing social and economic structures. It emphasized individuals and their capacity for self betterment. WID also advocated involvement of women in decision making at all levels. National and International machineries with government bureaucracy, ministries, departments and units were set up during this period to deal with issues directly concerning women.

The WID approach pointed out that women were excluded from development mainly due to their lack of meaningful participation in development activities. It also focused on invisibility of women and lack of data about their activities. So it concentrated on integrating women into development, alleviating their work burden by introducing appropriate technologies, increasing their access to modern knowledge and other resources through education, training, credit systems etc., with emphasis on poverty eradication by mainstreaming development. WID focused on the needs of poor women in developing countries. The strategies adopted in WID were derived from the mainstream development model. Therefore, its approaches have also changed from welfare to anti-poverty to efficiency.

Declaration of the International Year of Women in 1975, conducting the First World Conference on Women and Development and the adoption of World Plan of Action in the Conference were some of the activities based on the principles of WID. The objectives of all these were promoting equality between men and women, ensuring the full integration of women into the development process and increasing women’s contribution to the strengthening of world peace.

Some of the elements of WID are as follows:

- For the first time WID recognized the economic contributions made by women to the economy. It was found that their contribution is invisible and they lack resources. So, it emphasized the

identification of their economic contributions, improving their economic efficiency and achieving equity.

- It emphasized improving educational and employment opportunities, providing equal social and political participation and health and welfare services for women.
- It tried to link equity with development concerns. Instead of demanding equity, it tried to include equity issues in the name of economic efficiency in the development process.
- WID was supported by the women's movement that became strong in the 1970s.
- It was greatly influenced by liberal feminism which advocated that women's disadvantaged and subordinate position were mainly due to stereotyped roles framed by men and internalized by women through socialization. This stereotyped role can be eliminated through education, training, employment opportunities and legal reforms.
- It lays less emphasis on power relationships between men and women.
- It underscores emphasis on the productive role of women as a means to improve their status.
- WID was born within the welfare approach. WID questioned the welfare approach which identified women only as wives and mothers.
- Pioneering advocates of WID like Esther Boserup concentrated on analyzing the productive role of women in agriculture. She challenged the belief that women are less productive and, therefore, they are not entitled to get a share in the development resources.
- WID by giving only economic reasons for woman's subordination says that their subordination is due to their exclusion from the market place. If they were brought into the development process it will not only contribute to enhancing economic activity as a whole but also improve their status.
- WID encouraged conducting research on the productive role of women to show that women are as efficient and productive as men. It stressed including women's productive and reproductive contributions in GNP and labour statistics.
- It emphasized turning the flow of scarce development resources towards women.
- It attributed that failure to recognize women's productive role within and outside the family led to inefficient use of resources.
- WID says that women's productivity could be increased by improving their access to technology and credit and that this would have a positive impact on national development.
- It advocates that investing in enhancing women's productivity improves economic returns and social returns.

But WID neglects the role of gender relations that put constraints on women's choices and opportunities.

WID has generated a new ethos and brought in a turning point in issues related to women's lives. But the approach looks at women only as beneficiaries of development and focuses on improving their economic

and social status without considering the social and political context and gender relations that produced inequality. WID did not question the power structure, sexual division of labour and social norms which stand in the way of women's development. It was realized that mere education, employment and health could not bring changes that were expected. The review of the programmes of the 1970s revealed that stagnation and deterioration in women's condition continues to exist. High female illiteracy, concentration of women in low paid jobs, poor health condition with high mortality rate and decreasing political participation leads one to conclude that the reason lies in something else. The existing social structure and sexual division of labour emphasizes the role of women at home, restricting their access to resources and public life. Such structures cannot bring equality or broaden the choices of women. Thus, social structure needs to be challenged. Stereotyped roles of women have to be questioned. Implementing socio-economic development programmes is not enough to challenge inequality.

Women in Development (WID) – Achievements

- UN First World Conference on Women was held in 1975.
- 1975-1985 period was declared as the “Women's Decade” by the UN.
- The CEDAW Convention (Convention on the Elimination of Discrimination against Women) was drafted in 1979.

Women in Development (WID) – Critique

The WID approach had been criticized on several counts. According to the critics, development programmes using WID approach:

- fell short of addressing women's Strategic Gender Needs;
- involved women as passive beneficiaries, rather than as active agents of change;
- failed to address the gender relations of inequality between women and men;
- viewed women as a homogeneous group;
- neglected women's triple roles as mother, homemaker and worker; and
- failed to incorporate women's needs fully into the development processes.

10.3.2 Women and Development (WAD)

The second approach is ‘Women and Development’ (WAD). This approach concentrates on the inequalities existing between developed and underdeveloped countries within the development process. It attributes the nature of development as determining women's poverty, marginalization and inequality. The views of ‘Development Alternatives for Women in New Era’ (DAWN) group may be considered as representative of the WAD approach. DAWN challenges the fundamental belief of development that increasing women's participation, improving their share in resources would bring dramatic changes in the life of women. It tries to analyze the impact of development policies on women and advocates fundamental changes in the nature of development itself. According to them, unless the relationship based on equality exists between developed and less developed countries, no real development can be achieved.

Policies and programmes based on WAD have not been found to be formulated. WAD by focusing on the development process limits its analysis to the impact of the development process on women.

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 is WAD different from WID?

.....

.....

.....

.....

10.3.3 Gender and Development (GAD)

Understanding and challenging the power relations that determine the status of women and men led to the emergence of a new approach called ‘Gender and Development’ (GAD). ‘Women’s concern’ was replaced by ‘Gender concern’. Gender is the socialized and cultural identity of women and men in a given society. Social and cultural construction of the “masculine” and “feminine” determines gender. This concept of gender was introduced to analyze the subordination of women within the development process. The social relationship between men and women or gender relations was considered important in understanding determinants and outcomes of development. GAD shifted the focus from ‘women’ to ‘analyzing the relationship between men and women’. The focus on ‘gender’ instead of ‘women’ helped to perceive a holistic picture of the situation i.e., not only to look at women as a category but also to look at women in relation to men and their relations which are socially constructed.

GAD was framed based on several propositions that women are involved in the development process in specific ways. Focusing on women is not enough to bring changes; women do not come from homogeneous groups. It is gender relations (social relationships of men and women) that determine social structure which, in turn, determines life trajectories of women and that women should not be seen as passive or marginal and they ought to be considered and acknowledged as active subjects of social processes.

According to the GAD approach, questioning the power structure and gender relations that give rise to the subordinate position of women is more important than talking about invisibility of women’s work, their education and integrating them into development. Sources of women’s disadvantage are male superiority, which shapes women’s views of themselves and their capacities and the control men have over various resources and consequently the power they wield in society. Like social structure, which makes women disadvantaged, determinants of discrimination within religious and political institutions, existing laws, systems of thought and socialization practices must also be removed.

GAD assumes that in addition to social, economic, religious and political factors, gender relations influence the life of an individual particularly women by imposing constraints and denying opportunities. So, it is necessary to analyze how various factors interact with gender relations.

Like many other structures of society, gender is also structured with inequality and hierarchy. It determines women's situation in different ways compared to that of men. GAD does not say that gender relations are the only powerful or principal determinant of women's situation. However, it tries to analyze how gender is related to and interlocked with other forms of social structures in determining women's situation.

GAD argues that in addition to providing access to resources and reducing the burden of women's work, it is also necessary to create spaces to understand and articulate their experience. It questions the justification for their situation and examines how they could be organized to come out of the disadvantaged circumstances and to create support mechanisms for women in their effort to bring about change in themselves and others. It also lays emphasis on the role that the state should play to support women in terms of education, health, child care and for the well-being of women.

While saying that both genders are to be involved in taking decisions in development activities, GAD insists on discussion, experimentation, feedback, comparison and consciousness raising that Kate Young believes may provide the basis for the empowerment of both men and women in their struggle for change. While examining the impact of development programmes, GAD raises questions like: What changes are contemplated? Who are involved? What are its objectives? Are the men or women the major beneficiaries? Which group of women or men is going to be benefited? Who takes the responsibility if women are to be benefited? Where will the support come from? How will the impact of programmes on women be assessed? Though GAD planners emphasize gender relations, they also argue for the importance of allowing women to acquire self reliance, understand their needs and interests and organize a space in which they can share their views and find solutions to their problems.

“The GAD approach leads to a fundamental reexamination of social structure and institutions and power relations which will affect women as well as men. It demands structural change and power shifts at all levels. GAD is more dynamic and less acceptable to mainstream development because of its emphasis on gender based discrimination and inequality as an outcome of power relations. Thus the focus on eradication of poverty and the basic needs approach in mainstream development helps in recognizing women as both agents and neglected beneficiaries of the development process which led to the emergence of the WID approach. Identifying and emphasizing the role of gender relations in determining women's position/status has led to the emergence of the GAD approach in the history of women's development.

Comparing WID and GAD – An Example from the Field

“In a large forestry project in South India, the objective is to regenerate the forest for sustainable commercial use, providing livelihoods for local communities. This includes various stages of the production and commercialization cycle like planting, harvesting and marketing. All these inputs are directed at men. A WID approach to meeting women's needs in this project might be to develop, at a later stage, a specific project for women such as jam-making. A GAD approach, on the other hand, would be more integrated from the earliest planning stages of the project. It would consider women's

productive roles and try to integrate women into the production process on an equal footing; it would identify the obstacles to women's participation and try to overcome them; it would look for ways to break down resistance from men. It would thus seek more structural change in the balance of power between women and men".

Quoted from: *Gender Mainstreaming: A Study of Efforts by the UNDP, the World Bank and the ILO to Institutionalize Gender Issues* by Shahra Razavi and Carol Miller, United Nations Research Institute for Social Development, Geneva, August 1995.

10.4 ISSUES OF GENDER IN DEVELOPMENT

In this section we will focus on empowerment of women and gender in the context of human development.

10.4.1 Empowerment of Women

A major focus that emerged in the history of women's development during the 80s and 90s was the delineation of the concept of "Empowerment". Government agencies and community-based organizations took it up and incorporated the "empowerment approach" in their projects. The incorporation of gender dimensions in the human development concept also emerged during that period. The concept of empowerment gained prominence in the 1980s but had its basis in the development thinking of the mid-1970s and was advocated by United Nations, World Bank, Aid Agencies and also feminist groups. Empowerment of women encompasses various dimensions such as:

- access to and control over material and non-material resources;
- control over their own lives;
- realization of one's capabilities and gaining confidence;
- restructuring gender relations;
- ability to have and exercise choices;
- ability to set their own agenda;
- capability of challenging and changing their subordinate position in society; and
- participation in decision making and awareness generation.

The concept of women's empowerment has been widely adopted by development theoreticians and practitioners. International and national agencies, government machineries, NGOs, activists, and academicians engaged in efforts to promote the achievement of women's empowerment.

10.4.2 Gender and Human Development

The concept of human development acquired critical focus in 1990 with the emergence of the UNDP Human Development Reports. The goal of the Human Development Report is putting people at the centre of development, going beyond income to assess people's long-term well-being. According to the special resolution of the General Assembly (A/RES/57/264), the *Human Development Report* constitutes "an independent intellectual exercise" and "an important tool for raising awareness about human development around the world." Since 1990, the United Nations Development Programme has been publishing the report on human development every year by concentrating on various key elements like measurement of human development, financing human development, global dimension of human development and poverty. The concept of gender in human development for the first time was given conceptual clarity as a major determiner in the Human Development Report in 1995.

The HDRs put people at the centre of development. The purpose of development is to create an enabling environment for people to enjoy long, healthy and creative lives. By emphasizing equity and poverty eradication, it proposes initiatives for human well-being. It has provided a global assessment of human progress and of the strategies of different countries to achieve human well-being.

By dealing with the critical issue of gender and development, HDR considers human development as not possible without gender equality. "As long as women are excluded from the development process, development will remain weak and lopsided. Sustainable development can be achieved only by engendering the development paradigm. Human development, if not engendered, is endangered.

In order to assess the extent of gender inequality or gender disparity and its adverse effects on social progress, HDR developed two composite measures in its 1995 report. They are "Gender Related Development Index" (GDI) and "Gender Empowerment Measure" (GEM). Human Development Index (HDI) is an average of three dimensions, namely longevity, knowledge and access to basic resources, whereas GDI measures achievement in the same basic capabilities as the HDI does, but it takes note of inequality in achievement between women and men. GDI indicates that the higher inequality the lower the GDI i.e., GDI falls when the achievement levels of both women and men in a country go down or when the disparity between their achievements increases.

GEM examines whether women and men are able to actively participate in economic and political life and take part in decision-making. It concentrates women's participation in economic, political and professional fields by selecting three variables. They are per capita income, share of job, and share of parliamentary seats. The greater the share of women in these three variables the higher the GEM.

Thus, GDI is concerned mainly with basic human capabilities and living standards whereas GEM is concerned with the use of those capabilities to avail of the opportunities of life.

Including gender dimensions in measuring human development has brought out the real picture of the condition of women in different countries. Performance of women, opportunities given to women, choices open for women, the extent of disparity between women and men's capabilities and areas where women's representation is low have been highlighted by statistics through GDI and GEM. It shows that in "the most industrial or developing countries women are not yet allowed into the corridors of economic and political power. Nations that sit back and ignore the disparities between men and women in their society

do so at their own risk. To deny women full participation in economic and social development does not create any opportunities for the future generation in order to reach their full potential. In incorporation of gender concerns in development, emergence of the concept of empowerment and developing the gender-based Human Development Index are the three major landmarks in women and development discourses.

The shift in focus from increase in GNP to poverty alleviation and the basic needs approach led to the identification of women and entrance of women into the development discourse. With a focus on efficiency, incorporating gender concerns in development led to the involvement of women in development as equal partners and achievement of women's empowerment. Thus, in the process of development, woman entered development as passive recipients of welfare programmes and later on they were integrated as agents of development. Then, it reluctantly decided to include them as partners of development especially focussing on their efficiency. In the context of development, it pointed out that it was important to examine the social and cultural context of gender relations in order to frame proper policies and programmes for women's empowerment. Recognizing women's participation as an important part of the development discourse has been accompanied by changes in policy declarations and institutional structure of development agencies especially, international development agencies. The incorporation of gender dimensions in the development discourse is evident in the changes in the objectives, policies as well as the strategies of United Nation's development efforts and increasing involvement of women development.

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) Differentiate between GEM and GDI.

.....

.....

.....

.....

10.5 WHAT ARE THE GENDER STAKES?

Partnership is the cornerstone of the approach of development organizations to development itself. The development organization, institutional policy and its commitments constitute an important leverage in any context. But ultimately, it is the commitment of partners at all levels that holds the key to gender mainstreaming. A dialogue between the development organization and its institutional partners is, therefore, essential to identify why and what gender issues matter in a particular context. Defining the gender stakes is critical for the identification of programmes that are relevant to both women and men in

the concerned target groups as well as ownership by all stakeholders. In this process, the views of women and men at all levels are valued and seen as complementary.

Three approaches can be combined to mainstream gender in programmes and projects. There is no prescription or recipe. The good strategy is the most relevant, efficient and sustainable in terms of gender equality in a particular context. The minimum requirement is to integrate gender as a transversal theme in all planning phases and processes. Then, following the context (women's and men's needs, partners' capacity and priorities, local dynamics etc.), gender-specific programmes and/or measures to institutionalize gender in organizations are implemented as complementary strategies to reinforce gender as a transversal theme. We will explore this aspect more in section 10.6.

10.6 INTEGRATING GENDER AS A TRANSVERSAL THEME

What do we understand by integrating gender as a transversal theme? How do we define the objectives and approach to integration? What are the key considerations we need to keep in mind? This section gives us the answers to these questions.

10.6.1 Objectives and Approach

Integrating gender as a transversal theme is a planning approach, a methodology. It consists in engendering all steps and processes in Project or Programme Cycle Management (PCM). This approach increases the relevance, effectiveness and efficiency of interventions as it brings the respective needs of women and men centre-stage in planning. Key questions are asked to ensure that the processes and results integrate gender needs at relevant steps of the cycle. Particular care is taken to ensure that gender concerns do not “evaporate” between different phases and to translate the result of gender analysis into gender-aware programming. This requires that the development organization and its partners are committed to equality and have gender-aware mechanisms, skills and tools to do this.

10.6.2 Key Questions to Integrate Gender as a Transversal Theme

We can identify key questions to integrate gender as a transversal theme during the analysis/planning process; implementation and during monitoring.

In the analysis/planning process...

- Are women as well as men (target groups, staff, partners) involved in the initial situational analysis at all levels (e.g. policy dialogue, community consultation)?
- Are organizations working specifically on gender, or with women consulted?
- Is qualitative and quantitative data disaggregated between women/men?
- Are gender stakes relevant to the programme/ project/sector clearly highlighted?
- Are women's/men's constraints, needs and views reflected in the objectives, risk analysis and impact hypothesis of the intervention?
- Is the allocation of financial and human resources appropriate to address equality issues?
- Are key processes (e.g. dialogue between key stakeholders), procedures (e.g. Terms of Reference) and planning tools (e.g. logframe) explicit on gender?
- When participatory, are the processes and approaches participatory for everybody?

In implementation...

- Do women and men participate in the programme including in the decision-making process?
- Does the programme have strategies to involve women as well as men?

- Do women and men have equitable access and control over programme resources e.g. are there criteria that discriminate against women or men?
- Is the programme steered with a view to increasing equitable access of both women's and men's

In monitoring...

- Do women and men (target groups, development organization staff, and partners) take part in monitoring?
- Are collected data on the immediate and/or longer-term effects of the programme disaggregated for women and men?
- Are changes in gender relations reported as part of monitoring?
- Are "best-and bad-practice" in gender mainstreaming analyzed and disseminated?

10.7 GENDER-SPECIFIC PROGRAMMES

In this section, we will explore objectives and approach of gender-specific programmes as well as define their target groups.

10.7.1 Objective and Approach

Sometimes, integrating gender as a transversal theme in general programmes is not sufficient to address disparities and specific programmes are needed to positively influence equality between women and men. Gender-specific programmes are implemented at a macro or at meso level. They can be sector-specific (e.g. reducing the enrolment gap between girls and boys in education) or thematic (e.g. violence against women). Increasingly, gender issues are addressed as part of human rights and good governance programmes. HIV/AIDS and environmental programmes often require gender-specific actions.

A key factor to achieving gender equality is women's empowerment, in particular their participation in decision-making in formal as well as informal political structures. Gender-specific programmes strategically change inequality factors and create the conditions for women to become the agents of their own development. For instance, they can:

- build women's awareness of their own situation (e.g. their rights);
- promote women's decision-making at home, in the community and society;
- reform legal frameworks (e.g. review family codes to integrate gender equality); and
- sensitize men to accept women as equal partners (e.g. in political processes).

Gender-specific programmes are not the only way to address gender inequality. They should not substitute for sectoral programmes with gender as a transversal theme. They should not be confused with Women in Development type of projects. They should be considered as short-term measures. In the long-term, women's/girls' needs and gender issues should be taken care of as part of mainstream interventions, once critical disparities are addressed.

Let us consider some examples from Africa.

In Tanzania, gender is a transversal theme in rural and health programmes, but there is a gender-specific programme in defense of women's strategic interests. In Niger too, all programmes are expected to tackle women's practical needs at the same time as a time-bound gender-specific programme is implemented to address their strategic needs. In Benin, the lack of female cadres gave an impetus to a compensatory programme to help women obtain university degrees and get involved in development.

10.7.2 Whom to Target: Women and/or Men?

Gender-specific programmes do not automatically or exclusively target women. Experience has shown that to improve the situation of women (girls), it is often necessary to involve men too. Working with men to change their gender relations with women but also to reflect on their own perceptions (e.g. challenging their own assumptions of masculinity) is essential for the promotion of gender equitable development. Gender-specific programmes can also support institutions that deal with women/gender strategic issues, such as National machineries, NGOs or networks.

10.8 WHAT IS THE DIFFERENCE BETWEEN WOMEN'S PROJECTS AND GENDER- SPECIFIC PROGRAMMES?

During the UN Decade for Women (1976 –1985), the Women in Development approach (WID) tried to provide answers to women's needs in all sectors (e.g. reproductive health, income generation, agriculture, violence against women and women's political representation etc.). However, with limited resources and support, WID rapidly became a sector of its own, whilst sectoral policies and programmes continued in a gender-blind way, only occasionally targeting women as a vulnerable group – alongside children, the old, the disabled, the unemployed etc. – in special programmes and projects.

The Gender and Development (GAD) approach tackles power relations between men and women and does not consider women's problems alone. It aims to get gender equality issues out of their "isolation" (e.g. gender equality machineries, women's projects etc.) to involve all actors concerned in building a balanced society and to promote gender equality in all interventions and sectors.

Key Differences between Women's Projects and Gender- Specific Programmes

Gender-specific Programmes	Women's Projects
They are based on an analysis of gender relations.	Women's projects tend to focus only on the situation of women.
They target women and/or men to address equality.	Women's projects only target women.

They measure changes in relations between women and men.	They measure changes only in women's condition.
They address Strategic Gender Needs (SGNs).	They address Practical Gender Needs (PGNs)
Women are viewed as active agents.	Women are viewed as passive beneficiaries.
They improve women's status as social, economic, political actors.	They improve women's immediate living conditions.
They aim at equitable, sustainable development for both women and men.	They aim at effective development.

Planning Steps	WID	GAD
Analysis	Women as main unit of analysis	Gender relations as transversal theme in analysis, in all sectors
Implementation	Objectives, strategies, activities and resources target women only	Objectives, strategies, activities and resources target either women and/ or men and /or and /or

Monitoring and evaluation	Indicators measure changes in the situation of women only	Gender disaggregated data measure relative changes in the situation of women and men and (in) equality as a transversal theme in all sectors.

10.9 INSTITUTIONALIZING GENDER IN ORGANIZATIONS

It is often necessary to develop capacity, procedures and mechanisms to work with gender. The institutionalization of gender in organizations supports the integration of gender as a transversal theme.

Internalization of gender at a project/programme level takes consistent attention and support to ensure that gender sensitivity exists at all levels. Too quickly, the accent is on women, without reasoning from a gender perspective. The situation of female staff (e.g. household and childcare duties) requires special attention especially if fieldwork is a major task. The challenge lies in translating concepts into practical approaches on a field level.

The following list of gender strategies could be useful:

- Develop a dialogue around gender concerns within the development organization and its partners and between the development organizations around four key questions:
 - (1) What gender processes and results do we want to achieve?
 - (2) How do we want to achieve these processes and results?
 - (3) To what impact on gender equality do we want to contribute?
 - (4) What contextual factors influence gender equality in our context?
- Discuss the development organization new gender policy with partners, its relevance to national development/gender issues, policies and priorities.
- Create a space for staff to exchange and reflect on gender. Internal forums – multi-sectoral or thematic – prove very efficient to build staff confidence and competence on gender.
- Integrate gender issues in self-evaluation or evaluation processes.

- Assess the Country programme and/or key programmes to see if and how gender is taken on board. A gender expert can be called upon if no expertise is available internally.
- Carry out an organizational analysis to assess the integration of gender into key tools, procedures, organizational culture and identify the awareness and needs of staff.
- Formalize the gender strategy objectives and processes in a document and clarify the commitments, contributions and roles of different stakeholders in mainstreaming.

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) How do WID and GAD differ in relation to the planning process?

.....

.....

.....

.....

10.10 SUMMING UP

This Unit describes three approaches: Women in Development (WID), Women and Development (WAD) and Gender and Development (GAD). After explaining these approaches, the issues of central to GAD were discussed. In the GAD perspective, there are two significant approaches namely Empowerment and Human Development approaches. Both are dealt with through examples. The Empowerment approach emerged as part of the GAD perspective in the 1980s. Government and Development organizations integrate Empowerment approaches in policies and programmes. Based on this, many schemes are being implemented. The concept of Human Development emerged in the 1980s and United Nations Development Programme published the first Human Development Report in 1990. The Human Development Report proposed composite indices like Human Development Index, Gender Development Index, Human Poverty Index and Gender Empowerment Measure to measure the status of human development, gender development, gender empowerment and human poverty. In this Unit we have captured the origin and significance of human development concepts. The issue of Gender Stakes is also discussed. Finally, the Unit explained the importance of partnership and how partnership can be helpful in integrating the concept of gender in policies and programmes.

10.11 GLOSSARY

Gender division of labour : The work and responsibilities assigned to women and men on the basis of their gender identity. In most societies, men's work is more highly valued than women's work. Much of women's work is unpaid and unrecognized.

Development approaches : Women in Development (WID) and Gender and Development (GAD) refer to two essentially different approaches to development. WID is based on the assumption that women are 'left out' of development, and need special projects to 'integrate' them. Gender relations and power inequalities are not addressed, and women's participation is often passive. GAD is based on gender analysis and sees gender equality as a fundamental development goal, with women's empowerment and agency as key features of development strategy.

Sex disaggregation : Identifying and highlighting the differences for women and men in all aspects of life. It is particularly important for understanding gender differences within units of analysis such as 'household', 'family', 'community', 'market' and 'nation'.

Gender mainstreaming : A strategy with GAD goals and a commitment to gender equality in all aspects of policy and programme design and implementation. Its aim is to transform the 'mainstream' at all levels to end gender discrimination. When transformation of gender relations is not part of the agenda, mainstreaming can be a WID strategy in disguise, in which gender issues are 'mainstreamed' to the point of invisibility.

10.12 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) WAD concentrates on the inequalities existing between developed and underdeveloped countries within the development process. It identifies the nature of development as the cause of women's poverty, marginalization and inequality. The views of the 'Development Alternatives for Women in a New Era' (DAWN) group may be considered as representative of the WAD approach. DAWN challenges the fundamental belief of development that increasing women's participation, improving their share in resources would bring dramatic changes in the life of women. It tries to analyze the impact of development policies on women and advocates fundamental changes in the nature of development itself. According to them, unless the relation based on equality exists between developed and less developed countries, no real development can be achieved. Policies and programmes based on WAD have not been found to be formulated. WAD by focusing on the development process limits its analysis to the impact of the development process on women. But the WID approach is based on liberal feminism and tries to ensure women have greater access to employment, income and decision making power. It emphasizes the reformation of laws, institutions

and attitudes of people to integrate women into public life. But, by taking existing social and economic structures as given, the WID approach assumes that improvements in living conditions, education, higher wages, good health etc. will automatically dissolve patriarchal traditional systems and improve the status of women. It emphasizes individuals and their capacity for self betterment. WID also advocates involvement of women in decision making at all levels. National and International machineries with government bureaucracy, ministries, departments and units were set up during this period to deal with women's issues where women were involved directly.

Check Your Progress Exercise 2

- 1) In order to assess gender inequality or gender disparity and its adverse effects on social progress, HDR developed two composite measures in its 1995 report. They are "Gender Related Development Index" (GDI) and "Gender Empowerment Measure" (GEM). Human Development Index (HDI) is an average of three dimensions namely longevity, knowledge and access to basic resources, whereas GDI measures achievement in the same basic capabilities as the HDI does, but it takes note of inequality in achievement between women and men. GDI indicates that higher the inequality, lower the GDI: i.e., GDI falls when the achievement levels of both women and men in a country go down or when the disparity between their achievements increases. GEM examines whether women and men are able to actively participate in economic and political life and take part in decision-making. It concentrates on women's participation in economic, political and professional fields by selecting three variables. They are earning per capita income, share of job, and share of parliamentary seats. Greater share of women in these three variables indicates higher GEM.

Check Your Progress Exercise 3

- 1) In WID, women constitute the main unit of analysis Objectives, strategies, activities and resources target women only and Indicators measure changes in the situation of women only. But in GAD, Gender relations constitute transversal theme in analysis, in all sectors, Objectives, strategies, activities and resources target either women and men or women or men and gender disaggregated data measures relative changes in the situation of women and men and (in) equality as a transversal theme in all sectors.

10.13 REFERENCES

Kate Young, *Planning Development with Women: Making a World of Difference*, The MacMillan Press Limited, London, 1993.

Kabeer, Naila. *Reversed Realities: Gender Hierarchies in Development Thought*, London, UK: Verso, 1994.

Moser, Caroline O.N. *Gender Planning and Development: Theory, Practice, and Training*. London: Routledge, 1993

10.14 QUESTIONS FOR REFLECTION AND PRACTICE

- 1) Explain the different approaches to women's empowerment.
- 2) Write a short note on "gender as a transversal theme in development organization".
- 3) Critically evaluate gender-specific programmes.
- 4) List the differences between "women in development" programmes and "gender and development" programmes.
- 5) How should we develop gender strategies in an organization? Describe in detail.

UNIT 11 GENDER PLANNING PRACTICES

Structure

- 11.1 Introduction
- 11.2 Objectives
- 11.3 Gender-Aware Policy and Planning
- 11.4 Major Planning Cycles
 - 11.4.1 The Macro and Sectoral Policy Cycles and the Medium-Term Development Plan
 - 11.4.2 Annual Budget Cycle
 - 11.4.3 Aid Cycle
 - 11.4.4 The Project Cycle
- 11.5 Gender Planning Vs. Gender Mainstreaming
- 11.6 Components of a Gender Planning and Mainstreaming Strategy
 - 11.6.1 Level One: Building an Organization's Structures, Policies, Procedures and Culture for Gender Planning
 - 11.6.2 Level Two: Shaping the Organization's Programmes
 - 11.6.3 Level Three: The Outcomes and Impact
- 11.7 Summing Up
- 11.8 Glossary
- 11.9 Answers to Check Your Progress Exercises
- 11.10 References
- 11.11 Questions for Reflection and Practice

11.1 INTRODUCTION

It is not possible to achieve goals such as gender equality and equity, without a clear strategic plan and setting out policies, framing appropriate objectives, consciously incorporating GAD strategies like gender mainstreaming, gender analysis, carrying out suitable action, setting time frame to achieve objectives and allocating adequate resources to accomplish goals. Yet, in many cases, individuals and units within organizations who have been assigned responsibility for gender planning are attempting to deliver on this responsibility with no clear strategy in place.

This Unit briefly describes the elements or components of strategically effective action for gender planning that have been developed over the decade since the term was firmly lodged in global policy at the Beijing Conference in 1995. It touches upon the central issues in gender analysis that must guide gender planning activity, pointing out that although most programme officers do not need to undertake a complete gender analysis, they need to have a grasp of certain foundation principles that govern that analysis.

11.2 OBJECTIVES

After studying this Unit, you will be able to:

- discuss gender-aware policy making and planning;
- describe gender project planning and gender mainstreaming;
- identify four planning cycles of gender planning;

- prepare a checklist for gender project planning; and
- describe components of gender planning and mainstreaming.

11.3 GENDER-AWARE POLICY AND PLANNING

The need for gender-aware policy and planning arises from the demographic composition of the population in the country in which women form approximately half of the population and from the fact that while their contribution to social reproduction and unpaid work is a major contribution to national economies, women continue to have low status and are not afforded opportunities to become part of, or gain benefits from, economic and political systems except at the lower levels /bottom of the hierarchy.

It is for this reason that gender-aware policy and planning become 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 cases where men are not benefiting equally from development planning strategies, a gender-aware approach also enables interventions to correct these imbalances.

How do we define policy-making, planning and implementation?

- *Policy-making* is the process of social and political decision-making about how to allocate resources for the needs and interests of society which ends in a policy strategy.
- *Planning* is the process of implementation of the policy, with the end result being a clear plan.
- *Implementation* is the process of taking action to deliver the programme designed, often resulting in a completed product/outcome.

These three processes, according to Moser, can be used to describe the interrelated stages of gender policy. Since the gap between gender-aware policy and planning is significant in planning agencies, it is an area that needs to be addressed.

The absence of a clearly established gender policy has been identified as a major problem in development planning. The following paragraphs show how gender can be integrated into the major policy and planning cycles of Government.

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 given at the end of this Unit.

1) What is Moser's description of the interrelated stages of gender policy?

.....

.....

.....

.....

11.4 MAJOR PLANNING CYCLES

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. The inclusion of a gender perspective throughout all four planning cycles and in the different stages of each will strengthen the possibility of change from gender-blind to gender-aware policies, plans and programmes within institutions and will act as an internal guide for changes in the macro process.

Figure 11.1: The Four Planning Cycles and the Medium-Term Development Plan

11.4.1 The Macro and Sector Policy Cycles and the Medium-Term Development Plan

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

Gender-neutral policies

These are framed with no significant gender dimension. However, government policies seldom, if ever, have the same effect on women as they do on men, even though they may appear to exist in a context where gender is irrelevant. In order to determine that a policy is genuinely gender-neutral, it is necessary to have complete and accurate information about the gender-based division of resources and responsibilities relating to the policy. Otherwise, policies which may appear to be gender-neutral may, in fact, be gender-blind, and biased in favour of males because they presuppose that those involved in and affected by the policy are males, with needs and interests as defined /determined/ identified/articulated by men.

Example: A policy to extend credit to small enterprises which does not address the constraints women face in obtaining such credit.

Gender-specific policies

It takes into account gender differentials, and targets women or men specifically, but does not challenge existing inequalities in access to /control of resources. *Example:* A micro-credit scheme that targets women.

Gender-aware/redistributive/transformational policies

These are aimed at transforming existing gender relations to achieve gender equality and equity by redistributing the division of resources, responsibilities and power between women and men more evenly. This policy approach is politically challenging since it seeks to redirect resources to women and requires men to give up certain privileges while taking on responsibilities which result in equity in development outcomes. But they also go the furthest towards addressing not only practical gender needs but also strategic gender interests.

Gender planning places particular attention on the unequal relations between men and women in development, and on how to address the practical as well as strategic gender needs of women. In the broader process of development planning this means that gender issues are recognized in the identification of problems or needs, incorporated into the development goals and objectives and gender-aware policies, right through to implementation. 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, whereas a transformative approach responds to meeting strategic needs.

A participatory process

The potential of gender policy to transform gender relations and avoid gender-biased distribution of resources is greatly enhanced if that policy is developed through a participatory process involving key decision-makers within the department concerned and in other related sectors, as well as with the groups and communities the policy is intended to benefit. A gender policy formulated through such a participatory process is far more likely to gain wide-ranging acceptance, and sufficient commitment to its implementation for the attainment of its goals.

Gender policies and planning must ensure that poor women do not become a target for experiments or the dumping ground for technically conceived plans that do not respond to their specific needs. Experience has shown that when such experiments or plans do not produce the desired result, planners and donors tend to perceive the problem to be the apathy of poor women rather than ill-conceived project designs that have not involved such women from the beginning.

Medium-Term Development Plan (MTDP)

The process of developing a Medium-Term Development Plan in Government goes through the following steps:

- 1) Approval by Cabinet of initial approach and timetable for the Development Planning Process. The need for promoting gender equality through the MTDP should be explicitly stated.
- 2) Preparation of initial macro framework: Using available sex-disaggregated data to assess recent performance and current status of the economy and social development in the country, prospects for the medium and longer term, and their implications for Government expenditure targets are stated. This is viewed against social needs and pressure points that could cause political and economic turbulence. Gender status and analysis is critical in this framework, which should be developed in close consultation with NGOs, other civil society partners and the private sector.
- 3) Preparation of a paper on Macro Issues to be considered by Cabinet

A short paper would be prepared to:

- a) brief Cabinet (and senior officials) on the economic and social situation, and the comparative position of women and men;
- b) present alternative scenarios for the country's economic performance over the MTDP, with corresponding scenarios for public expenditure to address gender inequality;
- c) identify main macroeconomic and sector policy issues that the next MTDP needs to address;
- d) mainstream strategic gender interests into these or prepare a paper on Gender and the Macro Framework.

- 4) Compiling Cabinet reactions to the macro issues paper and reflecting reaction in drafting gender-sensitive guidelines for sector papers.
- 5) Preparation of Sector Issues Papers to be considered by Cabinet: Papers prepared by the sector concerned (including women's/gender sector) need to be very short, alerting Cabinet to the main sector issues and impact on gender relations and gender inequalities and the important trade-offs that must be considered.
- 6) Preparation of detailed Macro Framework Paper with expenditure guidelines: In the light of reactions to the initial macro paper and to the sector issues' papers, Cabinet is presented with a detailed macroeconomic and development paper which proposes overall economic and public expenditure projections for the MTDP period and also proposes a sectoral allocation of resources to serve as the framework for drafting of sectoral chapters and expenditure proposals for the MTDP. This paper should include a gender focus – addressing inequalities and promoting gendered planning in respect of resource allocations.
- 7) Preparation of draft chapters, expenditure proposals and proposed projects: Drafts would be prepared initially by the sector ministries. Development planning departments/agencies would assess objectives in terms of mainstreaming gender into all plans, policies and outcomes and refer back to sectors if gender analysis is missing.
- 8) Review of draft chapters, preparation of consolidated expenditure programmes: Coordination between central resource agencies (Planning, Finance, Personnel) in reviewing sector proposals and preparing a consolidated expenditure programme needs to be emphasized. The development of the expenditure programme and the review process needs to be co-ordinated with annual budget preparation. It must be ensured that tools are built in at this stage to monitor and evaluate the impact of the programmes in promoting gender equality and equity.
- 9) Approval of full draft by Cabinet: Overall editing is carried out by the planning agency and the full draft is submitted to Cabinet for final approval. Gender, class, race/ethnicity are prioritized as criteria to assess relevance of proposals. Cabinet has a set of guidelines to measure proposals within criteria.
- 10) Presentation to Parliament: In the next step, MTDP is submitted to Parliament for full debate and approval. Parliament reviews the criteria (gender, caste/ethnicity, income inequalities) and guidelines used to approve the policy/plan.

Policy planning that is engendered should ensure the following:

- setting clear goals and guidelines related to gender and development;
- ensuring consistency with the organizational goal of transformation of gender relations and employment equity;
- promoting consultation at all levels and collective ownership of policy goals;
- collating baseline sex-disaggregated information;
- identifying regional and national co-ordination functions and communication channels; and
- specifying gender-specific evaluation and monitoring criteria; and external evaluation at, and between, different levels of performance.

We discussed the main stages in the preparation of a gender-aware, medium-term development plan. It shows how the 'engendered' inputs from the macro and sectoral policy planning cycles can be combined to produce a medium-term plan of expenditure which then informs the preparation of annual budget expenditures. These, then, feed into the project cycles in the various sectors.

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) What are the four major planning cycles in the Medium Term Development Plan?

.....
.....
.....
.....
2) How can policy planning be engendered?

.....
.....
.....
.....

11.4.2 The Annual Budget Cycle

The general procedure in countries is one in which different government departments draw up their sectoral budget requirements in a 'year-on-year' basis and then go through a process of lobbying and negotiating with their Finance Ministries to secure the funds to implement departmental programmes. Most departments work hard to justify existing expenditure patterns and projections for the next year since they have a vested interest in these and often do not introduce major changes or new priority areas. Links need to be strengthened between the goal of planned change with regard to gender inequalities and decisions made on annual public allocations to departments.

The annual budget cycle needs to be engendered because the budget is the key policy instrument through which resources are allocated to departments to promote development. Annual budget cycles should include criteria to measure how the budget responds to gender, caste/class, ethnic and other disparities, and should be drawn up as the end result of a process of negotiations representing all interests. Clearly, budget outcomes and allocations, especially related to the promotion of gender equality, should promote an adequate response to women's interests and needs.

'Gendered' allocations should be determined through a consultative procedure led by gender-aware officers. Parliamentary or political lobbying can influence government's responsiveness to such a process. The sectoral departments and Finance Ministries should negotiate budget priorities with reference to the government planning agency. In countries where there are planning commissions or units, these agencies have the potential to play a key role in ensuring budgetary allocations towards gender equity.

Australia and Canada have developed a Women's Budget to raise gender awareness within the budget process and identify the manner in which women's needs and interests are 'missing' in the National Budget. South African women have started a pilot Budget Project along similar lines.

The Commonwealth Secretariat is developing a series of policy options for integrating gender into national budgetary policies in the context of economic reform. The policy options, which by late 1998, were being pilot tested in South Africa and Sri Lanka, centre on a range of possible tools which governments may adapt to their specific circumstances.

Now let us examine the Annual Budget Cycle. What are the steps/stages in this cycle?

Figure 11.2: The Annual Budget Cycle

Concrete steps towards gendering each stage of the process are as follows:

- **Stage 1** is an outcome of the macro policy process. These projections and targets should include a gender analysis showing how practical and strategic gender needs are addressed.
- **Stage 2:** Ceilings should be set within which programmes targeting women or gender are reflected. Such programmes should not be ‘added on’ through donor aid and grants only but become a part of a departments’ normal work.
- **Stage 3:** Estimates for departmental programmes should be drawn up with a gender perspective.
- **Stage 4:** Budgets should be evaluated in terms of meeting both overall budget/debt targets and gender objectives.
- **Stage 5:** The budget speech should reflect line departments’ gender priorities.
- **Stage 6** has been found to be one of the major obstacles to effective planning. Efforts should be made to decrease the time lapse between Cabinet approval of sectoral budgets and release of funds.
- **Stage 7:** Accounting systems leading to this stage should be thorough and gender-aware. Government systems should be designed to ensure a reallocation of resources and a monitoring of the use of expenses. At this stage an analysis is made of the use of government money within global allocations.

11.4.3 The Aid Cycle

Development goals and planning priorities are usually determined through a political process and negotiated on the basis of many factors which do not always include the needs or concerns of the majority of people and often excludes women. One of these factors is that plan implementation depends not only on national budget priorities and allocations but also on donor aid.

The relationship that donor organizations have with the government and non-governmental sectors is complex. A critical aspect of this relationship is the type of bilateral agreement made between governments and international agencies, which can lead to donors prescribing inappropriate policy and development directions. Governments’ capacity to utilize donor aid in accordance with the implementation and delivery schedule is also limited. This result in a lag in the delivery of services on the ground because of the restructuring required within government and civil society organizations to utilize such aid.

A further complication is that donors, be they inter-governmental organizations, bilateral governmental agencies or non-governmental organizations, have their own development agendas, reflect their own interests and have conditions that often do not converge with the recipient country’s priorities. The political aspects of development aid and

countries' dependency on aid in the form of finance, knowledge and technology need to be examined in terms of their impact on the material and cultural aspects of women's and men's lives.

11.4.4 The Project Cycle

The project cycle describes the process whereby projects are chosen, designed, implemented and evaluated as a technical process. Mainstreaming gender at the project level has the limitation that while projects may address specific, practical, gender needs of women, they are unlikely to address the broader strategic gender interests which will ensure the transformation of unequal gender relations in society.

The project cycle is depicted in the following figure 11.3

Figure 11.3: The Project Cycle

Table 11.1 summarizes the important interventions at each stage of the project cycle. This checklist could be used to engender the project cycle. These interventions are more likely to facilitate systemic change if clear linkages are established between organizations and departments.

Table 11.1: Important Interventions in the Project Cycle

Sl. No.	Stage	Important Interventions
1)	Identification	Policy direction Targeted or mainstream intervention
2)	Initial Screening and Selection a) Definition of target group b) Identification of gender objectives	Gender diagnosis Gender roles identification Gender needs assessment
3)	Design and preparation	Staff gender training

	a) Personnel b) Socioeconomic feasibility studies	Gendered terms of reference for staff consultants Mechanisms to ensure participation of women and gender-aware organizations in the planning process Gender needs assessment Gender-disaggregated data on allocation and control of resources
4)	Appraisal a) Mission personnel b) Appraisal studies	Gendered terms of reference for consultants Inclusion of gender experts Staff gender training Gendered cost-benefit analysis to include women's invisible work i.e., the unpaid work they do as part of their reproductive role Inclusion of women in staff gender training
5)	Ratification	Entry point for gender dialogue Staff gender-awareness training
6)	Implementation a) Agency and staff b) Target population	Staff gender planning training Gendered terms of reference for staff Gendered composition of agency Clarification of women's role in participatory projects
7)	Monitoring/Evaluation	Gendered terms of reference for consultants Staff gender training Team composition

11.5 GENDER PLANNING VS. GENDER MAINSTREAMING

Gender planning is focusing on mainstreaming gender in the projects or programmes through gender analysis. It involves all the steps between analysis and incorporating that analysis into the policy and programme decisions that will contribute to equality of outcomes for men and women in all development work.

In other words, gender planning is essential for gender mainstreaming. Gender mainstreaming is about advocacy, networking and knowledge management as much as it is about analysis. It is about policy influence as much as it is about project and programme design. Ensuring that such diverse elements produce coherent results requires a clearly defined strategic plan.

The Swedish International Development Agency (SIDA) has identified gender planning and mainstreaming strategies as being relevant in three linked arenas or “spheres”: They are:

- a) in an organization’s structures, policies and procedures, and in its culture;
- b) in the substantive activity that it undertakes – its programmes; and
- c) in the impact of this work on increased gender equality in the broader community.

The following diagram shows the inter-relationship between these three arenas. These three arenas should be focused during the gender planning stage. Activities in each arena are critical to ensure effective gender mainstreaming. However, “at times strategies and assessments have tended to blur these three arenas, and have often lost sight of the fact that change in the third level is the final goal... it is important not to conflate these three arenas, as different strategies and indicators of change apply to each”

Figure 11.4: The Interlocking Arenas of Gender Planning and Mainstreaming

11.6 COMPONENT OF A GENDER PLANNING AND MAINSTREAMING STRATEGY

While it is important not to conflate the three spheres we have mentioned, it is also useful to think of them as “levels” that a unified organizational gender planning and mainstreaming strategy must encompass. At each level there are several elements to be put in place, including tracking and reporting mechanisms adapted to the issues relevant to each level.

The three levels are distinct, with a need for networking, planning and capacity development predominating at the organizational level, socio-economic (gender) analysis and consultation at the programme level, and various forms of monitoring and information-sharing at the level of impact.

Taken together, these elements comprise a fourteen-point framework for an organizational gender planning and mainstreaming strategy, which is discussed in brief schematic form in the following sub-sections.

11.6.1 Level One: Building an Organization’s Structures, Policies, Procedures and Culture for Gender Planning

An organization contributing substantively to greater gender equality would have the following six structures, policies and procedures in place. These six aspects have to be inculcated while developing gender plans.

- 1) **A clear policy** on its commitment to gender equality, supported by the pro-active drive of senior and middle management, and expressed in a written policy or mission statement;

- 2) **Time-bound strategies** to implement the policy, which are developed in broad consultation with staff, and include mechanisms to ensure that staff understand the policy and its implications for their everyday work, and have the competencies and resources required to implement it effectively. The competencies required, all of which can be developed systematically once identified, include the following :
- a) Political savvy, a competent grasp of contingency and considerable resilience, because gender mainstreaming addresses issues of power that are not susceptible to purely technical solutions;
 - b) The ability to plan and act strategically, and to identify and seize *ad hoc* opportunities at all stages of policymaking, and the full programme planning and implementation cycle;
 - c) A grasp of socio-economic analysis, including the basic principles of gender analysis;
 - d) The ability to influence decision-making productively (through networking, advocacy and sound information and knowledge management) because policy-making and programme design and implementation occur through sequences of decision-making;
 - e) Mindful, careful leadership, team membership and communication skills; and
 - f) Strong process management skills (time management, meeting management, document management etc.) because gender mainstreaming is a process which occurs through gender planning.
- 3) **Human resource practices** that are sensitive to the gender needs and interests of both men and women on the organization's staff, as well as in their constituency (the target groups they serve). Practices would include those adopted during the planning stage. Human resource strategies have a dual internal/external function in relation to gender mainstreaming:
- a) **internally**, they advance the organization's ability to practice and model gender equality in its own internal functioning, for example, to be equitable in its hiring and promotion practices, and recognize the links between the personal and professional responsibilities of staff; and
 - b) **externally**, they enable the organization to contribute more effectively to greater gender equality in its programmes and impact.
- 4) **Internal tracking and monitoring capability will be included in the gender planning process.** This will ensure that strategic milestones are being reached, and would support both organizational learning and management accountability. These might include monitoring of, for example: staff recruitment and promotion; budgetary allocations; procurement only from companies that implement ILO conventions regarding female employees; and the performance of managers and supervisors in discussing and following up on gender equality initiatives.
- 5) **A central gender mainstreaming unit will be designed in the gender planning stage.** This unit with policy responsibility will guide the overall gender mainstreaming process. Some organizations also have specific units to support the incorporation of gender issues into their programmes, while others combine the policy and programme functions;
- 6) **A recognized network of staff will be designated at the planning stage.** They will be responsible for gender equality issues in their respective work units, coordinated as a team by the assigned policy unit. Ideally this network takes the form of a community of practice – self-organizing, knowledge-sharing, peer-supporting and an acknowledged channel for the integration of learning on gender equality into the organization's functioning.

11.6.2 Level Two: Shaping the Organization's Programmes

Although gender planning and mainstreaming involve far more than project and programme design and implementation, an organization's programmes is/are at the "heart" of gender mainstreaming. It is the arena in which commitment to gender equality takes concrete form in the community served by the organization.

Effective gender mainstreaming strategy therefore includes at least the following four programming elements:

- 1) **Systematic on-going consultation** with women, as well as men, to identify their own priorities, success stories, lessons learned, tools and mechanisms. This is only possible in organizations that genuinely value consultation and the types of knowledge that it produces, and allocates the necessary staff and budgetary resources to it. Consultation does not end with the design phase of the project, but must be undertaken throughout project implementation, monitoring and evaluation. This is of critical importance, because the ultimate impact will be watered down if the project strays from community concerns, or does not adjust to any changes in these concerns.
- 2) **Project management** that is technically proficient, aware of the implications of gender differences for project outcomes, remains in touch with the constituency. Establishing positive incentive and accountability mechanisms to ensure consistent results is extremely important.
- 3) **Effective monitoring and reporting mechanisms have to be planned during the planning itself.** Such mechanisms can reflect how far the project is contributing to greater gender equality.
- 4) **Gender analysis** (a sub-set of socio-economic analysis) that explores the national and international context in which the concerned communities are operating, clarifies the ways in which this context impacts differently on women and men and the implications of these differences for project activity. Gender analysis processes and procedures have to be inculcated in the planning process.

Gender analysis helps to analyze and establish the gender differentials and the policy and programme implications of these differences, more visible. Several gender analysis methods and tools are available which are already dealt with in MGS-003. Irrespective of the method used, a good understanding and appropriate application of basic gender analysis principles is important. However, there is already a vast amount of information available and most programme officers do not need to undertake gender analysis themselves. In almost all cases they can or should call on experts to select the right analytical approach, and undertake a tailor-made analysis if needed. Therefore, programme officers usually need only sufficient understanding of gender analysis principles to select relevant information, to guide consultants productively and to understand the implications of their programmes for the outcomes of gender analysis.

These basic gender analysis principles will be identified and included during the planning process itself. The major principles have been discussed in the following paragraphs.

The sexual division of labour

The sexual division of labour describes the contributions of men and women, boys and girls to social and economic processes, and the rewards they gain from these contributions.

- The sexual division of labour underlies all human relationships and productive processes, and hence all development activity.
- Differential access to and control over resources, assets and benefits are integral aspects of the division of labour.
- The sexual division of labour is constantly changing, usually slowly, but often quite fast, especially in times of crisis. Typically the rate of change of the division of labour in different parts of the same economy varies (the division of labour within the household, for example, is notoriously inelastic). Often the actual division of labour changes more quickly than beliefs about what is appropriate for men and women to do, causing both stress to people forced to change their behaviours but unable to change their beliefs, and denial about the real character of the division of labour.
- Resources, assets and benefits are of two kinds: (a) tangible, such as property or education, and (b) intangible, such as status, influence and, above all, time.

- A critical aspect of the sexual division of labour is that significant amounts of economically important work is unpaid and hence not reflected in national accounts, or in the assumptions underlying legislation, national plans and other mechanisms through which the distribution of resources, assets and benefits is managed.
- Nevertheless, like all economic activity, this labour, often undertaken within the household, requires energy, inputs and time, which have costs. These costs are generally borne by those doing the work. This kind of unpaid work has been described as the “care economy” and is popularly defined as “women’s work”. It plays a central role in the maintenance and reproduction of current and future wage-earners and tax-payers, at a cost to the economy (both private and public sectors) that is highly subsidized.

Practical and strategic needs and interests

- The distinction between women’s practical gender needs within the existing division of labour, and their strategic gender interests for change in the division of labour, is therefore critical, not only for the women concerned, but also, because it is one of the factors that affects the price of labour, for the economy as a whole.

Formal and substantive equality

- Formal equality refers to equality enshrined in law, an essential first step, providing basic equality of opportunity. Substantive equality refers to the actual experience of equality in real life – the extent to which the law is enforced, and/or can counteract belief, custom and tradition, in order to achieve equality of outcome.

The core tasks of those working for gender equality are thus: (i) to support the establishment of formal equality where this does not exist, and (ii) to help bridge any gap between the formal situation and the actual enjoyment of equal rights and well-being. Full substantive equality between women and men is the goal.

11.6.3 Level Three: The Outcomes and Impact

The outcomes and impact of effective gender planning and mainstreaming activity in Levels One and Two are seen in progress towards measurable improvement in addressing women’s rights, meeting women’s practical needs and strategic interests, and greater gender equality (both formal and substantive) in the communities served. It is important to show that substantive activity has not simply reached a certain number of women, but that it has improved equality between women and men.

This arena of an organization’s gender mainstreaming activity provides the ultimate purpose of this activity. If gender mainstreaming strategies are not systematically linked to the end in view, and include mechanisms to measure and report upon changes in this arena, they are liable to become “tautologies – ends in themselves”. The measurement of impact is currently the least developed of the areas for gender mainstreaming activity, just as it is for other development themes. However, progress is being made, and it is important that all internal gender planning and mainstreaming strategies demonstrate clarity on the ways in which they contribute to the ultimate goal of gender equality in the communities served.

Effective gender planning and mainstreaming strategies, therefore, include the following four elements:

- 1) **relevant baseline information**, and appropriate milestones and indicators, derived from gender analysis, so that progress towards greater gender equality can be identified and described;
- 2) **consultation with the community concerned** to check and compare their perspectives with the information revealed by formal indicators;
- 3) **clear reporting mechanisms** that can share the progress made and process as adopted adequately and ‘fit for purpose’; and

- 4) **good relationships with the media, opinion leaders and decision makers** both in the community being served, and in the wider society, so that lessons learned can be effectively disseminated, and absorbed into social practice.

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) Write a short note on the “Project Cycle”.

.....

.....

.....

.....

.....

11.7 SUMMING UP

In this Unit, major components of gender planning have been dealt with in detail. The Unit started by explaining gender-aware policy planning and the 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 cycles. These cycles when brought together through a planning process usually reflect a government's medium-term (5-10 year period) expenditure plan. After explaining the medium term expenditure plan in detail, the approaches to policy-making which influence gender outcomes are explained. They are gender-neutral, gender-specific and gender aware/ redistributive/transformational approaches. Apart from the above, this Unit also clarified how to mainstream planning to engender the planning process itself. Lastly it described the elements or components of a complete gender planning and mainstreaming strategy.

11.8 GLOSSARY

- Gender-specific policies** : A policy that is gender-specific takes into account gender differentials, and targets women or men specifically, but leaves the current distribution of resources and responsibilities intact.
- Gender diagnosis** : Gender diagnosis refers to the gender analysis of various indicators, including economic status, employment/unemployment patterns, participation in decision making, and health, education and other sectoral indicators to determine the specific nature of the gender situation in a given country/society/organization, so that appropriate remedial interventions can be designed.
- Incremental planning** : The process of making slight adjustments to an existing framework without major changes to its goals or priorities.
- Partial planning** : This entails planning for part of the economy, usually the government's investment plan, with the setting of estimates and goals.

11.9 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

These are the three stages Moser described as interrelated stages in gender-aware policy making:

- Policy-making is the process of social and political decision-making about how to allocate resources for the needs and interests of society which ends in a policy strategy.
- Planning is the process of implementation of the policy, with the end result being a clear plan.
- Implementation is the process of taking action to deliver the programme designed, often resulting in a completed product/outcome.

Check Your Progress Exercise 2

- 1) The four planning cycles for the Medium Term plan 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.
- 2) The following efforts will engender planning:
 - setting clear goals and guidelines related to gender and development;
 - ensuring consistency with the organizational goal of transformation of gender relations and employment equity;
 - promoting consultation at all levels and collective ownership of policy goals;
 - collating baseline sex-disaggregated information;
 - identifying regional and national co-ordination functions and communication channels; and
 - specifying gender-specific evaluation and monitoring criteria; and
 - promoting external evaluation at, and between, different levels of performance.

Check Your Progress Exercise 3

- 1) The project cycle describes the process whereby projects are chosen, designed, implemented and evaluated as a technical process. Mainstreaming gender at the project level has the limitation that while projects may address specific, practical gender needs of women, they are unlikely to address the broader strategic gender interests which will ensure the transformation of unequal gender relations in society. The project cycle may be engendered using the checklist of current interventions to respond to practical gender needs. These interventions are more likely to facilitate systemic change if clear linkages are established between organizations and departments within and outside of government to promote gender planning across sectors and interests.

11.10 REFERENCES

Moser, C (1993). *Gender Planning and Development Theory: Practice and Training*. New York: Routledge.

Kabeer, N (1994). "Gender-Aware Policy and Planning: A Social Relations Perspective", in Macdonald, M (ed.), *Gender Planning in Development Agencies, Meeting the Challenge*. UK and Ireland: Oxfam.

Taylor, V (1996). "Political Participation: Issues in Gender Empowerment Measures". Prepared for International Technical Workshop on Building a Framework for Measuring Gender Equity, UNDP. Bangalore, India.

UNDP. 2001. *Learning Manual and Information Pack on Gender Mainstreaming*. www.undp.org/gender

Marsh, C, Smyth I, Mukhopadhyay, M. 1999. *A Guide to Gender Frameworks*. OXFAM GB. Oxford.

11.11 QUESTIONS FOR REFLECTION AND PRACTICE

- 1) Critically examine the role of the gender planning process in preparing a gender-aware policy.
- 2) Explain the four cycles of gender planning.
- 3) Describe the stages of the gender planning cycle.
- 4) Briefly portray the components of gender planning and mainstreaming.

UNIT 12 GENDER-SENSITIVE PLANNING VERSUS GENDER PLANNING

Structure

- 12.1 Introduction
 - 12.2 Objectives
 - 12.3 Development Planning
 - 12.4 The Importance of Women's Roles
 - 12.5 Gender-sensitive Planning
 - 12.5.1 Need for Gender Sensitive Planning
 - 12.5.2 Gender-sensitive Indicators
 - 12.5.3 Guide to Planning Gender-sensitive Indicators
 - 12.5.4 Gender-sensitive Outcomes
 - 12.6 Gender Planning
 - 12.7 Major Issues and Alternatives in Gender Planning and Gender-Sensitive Planning
 - 12.7.1 Political Will and Adequate Financial and Other Resources
 - 12.7.2 Development Planning and Macroeconomic Policy
 - 12.7.3 Institutional Concerns
 - 12.8 Summing Up
 - 12.9 Glossary
 - 12.10 Answers to Check Your Progress Exercises
 - 12.11 References
 - 12.12 Questions for Reflection and Practice
-

12.1 INTRODUCTION

The recognition of the triple roles of women in developing societies is increasing. Adequate operational frameworks for including the concerns of women in development planning have not kept pace. Models generally used in planning ignore gender dynamics embedded in social structures. Development in the so-called Third World has historically not provided much benefit to women, generally leaving them in a more vulnerable social and economic position.

Gender planning and gender-sensitive planning hold the key to the implementation of successful development programmes in communities in the developing world. It recognizes the different social

relationships between women and men occurring from society to society and are conclusive in development planning. As case studies illustrated in this Unit will help you to understand the roles of women in a given community and break down stereotypical understandings of developing societies. They give planners the sense of what is important at national, regional and grassroots level, and promote successful development for communities as a whole. This Unit will focus on the concept of gender planning, gender-sensitive planning and development in developing countries. The importance of women's role and the need for gender-sensitive planning are also explored, especially, major issues faced during gender planning and gender-sensitive planning and how they can be resolved.

12.2 OBJECTIVES

After studying this Unit, you should be able to:

- recognize the importance of gender planning in developing countries;
 - understand the significance of women's role in planning;
 - define concept, need for outcomes of gender-sensitive planning;
 - apply gender-sensitive indicators in planning process;
 - evaluate gender planning; and
 - describe major issues and solutions during gender planning and gender-sensitive planning.
-

12.3 DEVELOPMENT PLANNING

Planning, in any form or on any scale, endeavours to enhance the well-being of people through programmes emphasizing education, technological assistance, satisfaction of basic human needs, and economic development. Planning has historically provided little benefit to women and has generally left women more vulnerable.

Consider for a moment that women, comprising over fifty percent of the world's population and providing one-tenth of the world's formal income, possess only one one-hundredth of the world's land. Further, women receive only one five-hundredth of the world's development funding. This imbalance clearly reflects a gender bias. Women have also suffered from standard planning stereotypes in the consideration of household family structure and the division of labour. By not involving women at the grassroots level, especially women from the developing world, these stereotypes endure and serve in many instances as a framework for development planning.

Women have been the absolute losers both in failed development projects as well as in undertakings declared as successful by the governments and various agencies that implement them. There is an obvious and crucial need for a planning approach that takes into account the very different roles and needs that women and men have in developing countries.

The shift in the 1970s and 1980s towards such an approach is reflective of the need to prevent isolation of women while drawing attention to gender. The focus on *gender* rather than *women* was originally developed by feminists concerned that women's problems were perceived only in terms of their sex, i.e., their biological differences with men, rather than in terms of their gender, i.e., the social relationship between men and women, a relationship in which women have been systematically subordinated.

12.4 THE IMPORTANCE OF WOMEN'S ROLES

Women's work has often been viewed simply as homemaking and caring for children, but in most low-income "Third World" households, women perform reproductive, productive, and community-related work. This "triple role" of women is extremely important to recognize due to the fact that such a small percentage of this work is paid work. Therefore, such works often remain invisible to development policy makers. The overall health and standard of living of a community is dependent upon the roles that the women within it perform. As mothers and primary caretakers of children, women have a substantial commitment in their productive work. The formal income that a woman earns has a greater effect on the nutritional status of her children and other members of her household than a man's. Many studies have shown that there is a greater devotion of a woman's income than a man's to everyday subsistence and nutrition. This actuality is magnified in the case of women-headed households. The women-headed households are the ones where the man is absent for extended periods of time due to migratory work. The on-going shift in household structure is changing gender roles within the household and is giving greater importance to the roles of women.

Community work of women includes provisioning of water and health care (such as caring for and training others to care for sick children or the elderly). Women not only suffer the most in these situations, but they are the ones forced to take responsibility for the allocation of scarce resources to ensure the survival of their households. It is women who, as a consequence of their economic and household roles, have mobilized for promoting the formation and success of local protest groups. Within their gender-ascribed role of mothers and wives, the women struggle to perform their community management role as well.

The "triple roles" of women, including reproductive, productive and community functions, has often been highlighted. As demonstrated earlier, each role is completely contingent upon the others. The failure to investigate and develop plans accountable for the triple roles of women has caused and continues to cause major problems in development schemes.

12.5 GENDER-SENSITIVE PLANNING

Gender-sensitive planning ensures that gender issues and considerations identified in gender analysis are taken into account in the planning, design and implementation phase. This includes the process of formulating appropriate gender equality results and developing corresponding strategies and activities.

Gender-sensitive planning helps to demonstrate changes in gender relations (i.e. relations between women and men) in a given society over a period of time through gender-sensitive indicators. The indicators are used to assess progress in achieving gender equality by measuring changes in the status of women and men over a period of time.

12.5.1 Need for Gender-sensitive Planning

Gender-sensitive planning seeks to ensure equitable opportunities and equal outcomes for women and men.

Gender mainstreaming is important because inequalities in the access to development resources and opportunities hamper economic efficiency and sustainability. Women and men have different roles, rights and responsibilities. Rural women often have less access to productive natural resources and opportunities such as education and training, credit, capital, land and decision-making authority.

Gender mainstreaming requires a planning process that promotes the well-being and empowerment of both women and men. Gender should be mainstreamed at the earliest possible point in the project or programme cycle, since it can fundamentally influence the entire project/programme concept and structure. It is not a one-time exercise during the project or programme planning phase but rather an integral part of the entire planning and implementation process and continues throughout the life of the project or programme. The utilization of gender-sensitive indicators in planning allows for effective monitoring and evaluation of project or programme activities, which, in turn, will feed into more effective future planning and programme delivery. Gender-sensitive planning will be formulated through gender analysis. It helps to address specific gender issues and gender-based inequalities identified in gender analysis.

As you know, we use terms to reflect extent of gender-sensitive planning. The following diagram illustrates the progression in gender-sensitive planning.

Terminology used in Gender-sensitive planning

Gender-blind

Gender-accommodative

Gender-transformative

Gender-sensitive planning helps to achieve gender equality. Figure 12.1 illustrates the gender equality cycle.

Figure 12.1: Gender Equality Cycle

12.5.2 Gender-sensitive Indicators

Gender-sensitive indicators play an important role in achieving gender equality. Gender-sensitive indicators are indicators disaggregated by sex, age and socio-economic background. They are designed to demonstrate changes in relations between women and men in a given society over a period of time. The indicators are tools to assess the progress of a particular development intervention towards achieving gender equality. Sex-disaggregated data demonstrates whether both rural women and men are included in the programme or project as agents/project staff, and as beneficiaries at all levels. The approach allows for effective monitoring and evaluation.

Examples of gender-sensitive indicators are:

Quantitative

- Participation of all stakeholders in project identification and design meetings (attendance and level of participation/contribution by sex, age, and socio-economic background).
- Degree of rural women's and men's inputs into project activities, in terms of labour, tools, money, etc.
- Benefits (e.g. increased employment, crop yields, etc.) going to women and men, by socio-economic background and age.

Qualitative

- Level of participation as perceived by stakeholders through the different stages of the project cycle (by sex, age, and socio-economic background).
- Degree of participation of an adequate number of women in important decision making (adequacy to be mutually agreed by all stakeholders) — to be measured through stakeholder responses and by qualitative analysis of the impact of different decisions.

12.5.3 Guide to Planning Gender-sensitive Indicators

The following points explain how gender-sensitive indicators can be developed, for example during a programme planning process. The purpose is to illuminate the questions that need to be asked in the major output planning process to establish a solid basis for gender-sensitivity in the programme work. It also shows the role of quantitative and qualitative indicators that demonstrate successful efforts to “mainstream” gender issues in specific objectives, planned activities and outputs, and in longer-term outcomes for women and men.

Planning Gender-sensitive Indicators

- 1) The specific objective(s) identified for each major output should include a people-focus, as well as a technical and/or environmental component, and the people-focus should differentiate between women and men. Gender-sensitivity in the major output planning process begins with the formulation of specific, short-term objectives that are people-relevant, as well as technically and environmentally sound. No specific objective can be assumed, without clear evidence and careful analysis, to be “gender-neutral.” At the outset, it should always be assumed that there will be differences in the roles, responsibilities and resources that will affect the participation and/or the resulting benefits for women and men.
- 2) The description for each major output should refer to women and men, their existing roles and responsibilities, and the gender inequities that will be addressed by the specific objective. How are existing gender roles and responsibilities relevant to the specific objective and the main activities through which the major output will be achieved? Some key questions include: a) Do women and men have different and/or cross-cutting roles and responsibilities that are relevant with regard to this objective or to these activities? b) How will the specific objective and the planned activities address relevant gender inequities in women’s and men’s roles and responsibilities?
- 3) The Description should refer to the way in which the planned activities will address these different needs and priorities, including women’s access to the resources necessary for their participation and benefit. Rural women and men generally carry out different roles, have different responsibilities and have differential access to the resources necessary for agricultural and rural development. As a result, they also have different needs and priorities. How will the varying needs and priorities of women and men, particularly women’s common lack of access to crucial resources, be taken into account in the activities undertaken in response to the specific objective?
- 4) The description should refer to the way in which both women and men will be involved in the planned activities. Consider how existing gender roles and responsibilities might affect the involvement of both women and men in the planned activities, or the particular avenues that would need to be explored to reach both women and men. Have appropriate activities been formulated to reach both women and men? Since it is often harder to reach women in rural areas, has particular attention been paid to designing activities to reach women?
- 5) The immediate impact or benefit and the longer-term outcome for both women and men should be included in the discussion on the effects of the projects. Specific objectives that have been understood to be ‘gender neutral’ have often resulted in outputs and outcomes with different implications for men and women, and especially, in outputs and longer-term outcomes that were negative for women. Has the immediate impact or benefit of the major output for women and men been considered, and have both the major output and the longer-term outcomes been planned to be relevant and beneficial for both women and men? Have possible unplanned effects and outcomes that might be negative for women or men been anticipated and addressed?
- 6) Both women and men, and organizations and institutions with a gender mandate should be included in the descriptions of user agencies groups. When women’s roles, responsibilities, needs

and priorities are recognized at an early stage, it is more likely that these issues and concerns will be effectively addressed. A useful avenue for this prioritized designation is through a broad consideration of potential user groups. Has the potential usefulness of the major output for both women and men been considered? Also, has a broad base of potential users been identified, including UN agencies such as UNIFEM and INSTRAW that deal primarily with gender and women's issues, and/or NGOs that work primarily with women?

- 7) Quantitative and/or qualitative indicators should be identified to measure the gender-sensitivity of the specific objective, the activities undertaken, and the immediate impact or benefit of the major output for women and men. At least two of these indicators deal with the immediate impact or benefit of the planned major output for women and men. Gender-sensitive indicators allow for the clearest possible demonstration that gender roles and responsibilities, and particularly the needs and priorities of women, have been carefully considered and addressed through well-designed objectives, activities, outputs, and eventual outcomes. Consider the specific objective, the planned activities, and the proposed output. What indicators will best identify the attention paid to gender issues in the formulation of the objective, in the planned activities, and in the major output?
- 8) Relevant quantitative and qualitative indicators to measure the participation of women and men at each stage of the planned activities should be identified. Have sex-disaggregated, measurable indicators also been developed to show that both women and men have been included as agents and/or staff in the activities undertaken to meet the strategic objective?
- 9) Relevant quantitative and/or qualitative indicators should be identified to measure the outcome of the major output for women and men after three to five years. There is an important difference between planned outputs and eventual outcomes. Consider the longer-term goal(s) which this specific objective is intended to address. How could success with regard to the impact of the major output be demonstrated after three to five years? What outcomes would demonstrate successful impact for both women and men after this time interval?
- 10) It should be ensured that appropriate plans have been made, including appropriate budget allocations, to allow for the sex-disaggregation of data at all levels of the major output. Has anything been missed? Have appropriate plans been made to collect and collate all relevant data disaggregated by sex concerning inputs, target groups, activities, effects, user groups to make effective monitoring and evaluation possible?

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) What are gender-sensitive indicators?

.....

.....

.....

12.5.4 Gender-sensitive Outcomes

Gender-sensitive planning will help to achieve three types of gender-sensitive outcomes.

- **A Gender-sensitive Result** focuses on the project in general and recognizes gender differences e.g. “Promote HIV / AIDS services available to women, men, girls and boys.” Here, the focus is on accessibility to health services in general.
- **A Sex-specific Result** focuses on addressing gender inequities in a specific context e.g. “Promote women’s access to HIV/AIDS counselling services.” Here, the focus is on addressing gender inequities in service delivery.
- **A Gender Equality Result** focuses on promoting measurable change in gender relations. e.g. “Promote increased decision-making for women relative to men in community X.” Here the focus is on promoting change in gender relations.

Specifically women’s empowerment focuses on changes made by women relative to women and men over time. Gender equality focuses on changes made by women relative to men over time.

12.6 CAN YOU BRIEFLY DESCRIBE GENDER PLANNING?

Gender planning involves a critical analysis of the gaps between women’s and men’s access to economic, social, political and cultural resources. This analysis enables the development of policy initiatives to correct the imbalances – including cases where men are not benefiting equally from the development planning approaches currently in use.

Gender planning proponents see traditional planning as not only technically driven and gender-blind but as part of the problem of development. Traditional planning limits the types of interventions that could be formulated by planning authorities to address strategic gender concerns. In contrast, gender planning is socio-political and technical in nature, assumes conflict in the planning process, involves transformative processes, characterizes planning as dialogue and critically examines current planning assumptions.

12.7 MAJOR ISSUES AND ALTERNATIVES IN GENDER PLANNING AND GENDER-SENSITIVE PLANNING

Both gender planning and gender-sensitive planning relate to responding adequately to major gender concerns in development planning. We will examine these issues and explore available alternatives in this section.

12.7.1 Political Will and Adequate Financial and Other Resources

Some governments do not have an overarching policy or framework which could be used to guide the promotion of gender equality. Many others subscribe to the “Women in Development” approach which fails to address the root causes of gender inequalities. Where gender policies do exist, they are often hampered by a lack of political will and authority to guide their implementation. An explicit gender policy is required, providing guidelines on how government departments should institutionalize gender internally and respond to women’s needs in society, such that planning agencies are obliged to implement, monitor and evaluate gendered development goals. Governments are constrained by a lack of qualified personnel and administrative capacity to implement gender plans and have not accepted that efficient planning should also be gender-responsive planning. Most governments do not have the resource capacity to carry out a gender audit with regard to the existing provision of services.

Solutions

Two major types of interventions can be identified:

- *Campaigning for political commitment at the highest levels*

Many Commonwealth governments have ratified the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), and all subscribe to the Harare Commonwealth Declaration, 1991 which pledges governments to work with renewed vigour on, among other areas: “equality for women, so that they may exercise their full and equal rights”.

A strong political commitment to gender equality is demonstrated by the location of the Ministry of Women’s Affairs, Women’s Bureau or similar body in a high-profile, central sector of government, such as the Office of the Prime Minister or President, and by the availability of sufficient human and financial resources to mainstream gender across all sectors of government.

- *Promoting participatory democracy and decentralized planning processes*

From a gender perspective, participatory democracy can only result from the wide ranging involvement of women in all spheres of public life and decision-making. Political restructuring in some countries (for example, India at the local government level through Panchayati Raj, and South Africa) has given new impetus for sectors of governments to review ways to increase women’s participation in the decision-making process. Planning as a process should begin at the local level with representatives of both civil society and government involved. For example, in India, local government elections created the possibility of wide-ranging changes in decision-making at the local level through the quota of 33 per cent of seats being reserved for women as a result of the 73rd and 74th Constitutional Amendments in respect of states.

12.7.2 Development Planning and Macroeconomic Policy

Traditional methods of development planning tend to be based on efficiency and control and are driven by a focus on economic growth. It is now accepted that economic growth on its own is not a sufficient condition for development. Economic growth projections and allocations based on quantitative measures and led by state expenditure departments within Finance Ministries may not allow for responsiveness to

new priorities or targets and provide little space for engagement with political decision-making processes. In India, we increasingly emphasize inclusive growth as counter current.

Many governments introduced development planning structures and systems as a means of ensuring that macroeconomic goals were attained. The development plan became the economic policy instrument to ensure a process of setting ceilings for public expenditure, allocations for public sector investment and incentives for private sector investments. Infrastructural development and services within the plan were driven by economic goals rather than the need to advance human development. In the process of attaining economic growth, the social development of people, development particularly development of women, has often been neglected.

Solutions

Five types of interventions can be identified:

- *Setting women's economic empowerment as part of macroeconomic goals*

Women's integration into the economics of developing countries is mainly at the lower end, because generally women and men are allotted different work roles. Women tend to be confined to menial, low-skilled, low-status and poorly paid jobs while men usually have jobs with higher status and pay. Women dominate in unpaid domestic work and subsistence food production while men dominate in waged employment and cash crop production. Women need to be afforded opportunities through education and training programmes, access to credit and land and other opportunities so that they can become equal participants in mainstream economic activity at all levels.

Women's position should also be considered as a critical part of the labour market when macroeconomic targets are set for economic growth. The manner in which capital, intensive and technologically advanced industry affects labour mobility and conditions should be assessed from a gender perspective so that women do not become a cheap alternative within competitive markets. The economic and social wage (social security benefits, training, etc.) should be reviewed to ensure equity between male and female workers. The negative effects of globalization on labour markets should be examined to prevent new forms of women's exploitation in the workplace and other economic activities.

In some regions it has been found that when women's labour and what it contributes at the household and project levels are overlooked, when their need for economic incentives are not understood and resources relevant to their productive work are directed to men, development policies and projects fail to meet their goals. Despite this, governments have not, for the most part, realigned development policies or altered the design of major economic projects so as to support women's productive work and, therefore, strengthen their contribution to national productivity goals.

- *According value to women's work*

Assigning value to the time women spend in social reproduction and translating this value into easily quantifiable data to measure their contribution to the economy is considered difficult but is being attempted systematically. While this may be a technical problem, it should not prevent planners and statisticians from formally recognizing and acknowledging the social value of women's work and its

economic contribution. The manner in which national accounting systems assess and monitor the value of women's work within the household, in the formal economy and at community levels, is critical. In the view of many scholars and activists, until women's contribution to the economy is recognized and valued, any allocations made to address women's positions in the society and economy will be seen as 'soft money' contributing to social consumption and not to growth and economic development.

Non-governmental organizations (NGOs) and academic institutions together with women's movements are increasingly pushing for this recognition because current indices of economic growth and national assets/accounts do not reflect women's contributions. If this is done, it is more likely that planners will begin to see the importance of supporting women by providing better access to resources, services and benefits to maximize their use of time and resources, thus releasing them from the burden of carrying an unequally heavy responsibility.

- *Using appropriate sex-disaggregated data*

Sex-disaggregated data and the building-up of an accurate database of gender indices of development is vital to effective planning. India, for example, has been able to develop a National Human Development Report with a Human Development Index and Gender Development Index for each State.

While some of the information/data used may not be totally reliable, it does provide a basis on which to build. This type of data is crucial to development planning, especially in ensuring that gender development indices are linked to gender empowerment measures.

- *Analyzing the impact of economic structural adjustment programmes*

Numerous developing countries have recently been through rigorous economic structural adjustment programmes (ESAPs) as part of internal stabilization and adjustment processes. The International Monetary Fund and World Bank were centrally involved in ESAPs to get countries to meet their debt obligations. However, the social effects of ESAPs – particularly their effects on women – were not factored into the process. The processes used to implement ESAPs were not open, transparent or participatory, but are now being re-examined.

ESAPs contributed to increasing poverty among women and a social crisis in terms of health, education, social services and food security in many developing countries. This has led to a distrust of foreign intervention in domestic policy developments. The social costs of economic structural adjustment programmes need to be analyzed and measures taken to reverse their negative impact.

- *Conducting critical gender analysis of the root causes of social problems*

Gender roles, responsibilities and the gender division of labour are seldom analyzed within the development planning process. Development planners tend to operate on the assumption that issues of poverty, race, ethnicity, class, and urban/rural disparities should be addressed before gender inequalities. This critical problem arises from the lack of analysis of the extent to which gender inequalities are embedded in other structural inequalities in society. Analyses of poverty and race/ethnicity should include a gender perspective.

Women's problems may usually be seen in isolation from all other processes that take place in society and solution of such problems is assumed to rest with women. Most development planning agencies and departments attempt to address gender inequalities by adding women's projects or components to larger programmes and projects. These approaches not only technically driven but also not based on gender analysis. Indeed, the approach may be to factor women into a process which might result in change at the bottom end of the development scale in a welfare response which does little to change male/female power relations. Furthermore, planning agencies and government sectors tend to treat the target population as passive objects or recipients of welfare benefits. In the case of women, this view limits the extent to which women become active participants in the project planning processes.

12.7.3 Institutional Concerns

Planning tends to have a sectoral bias which results in a fragmented, compartmentalized approach and ignores cross-cutting gender needs and concerns. This problem is compounded in many countries where no single authority or agency takes the responsibility for implementing the country's overall development programme. As a result, the failure to meet the needs of women in the different sectors is not evaluated. It may be picked up in gender-aware budget reviews and examinations of the extent to which monies have been used. But without a gender-aware evaluation of the impact on expected beneficiaries, the failure to meet women's needs remains hidden.

Solutions

Seven types of interventions can be identified:

- *Integrating strategic gender needs through effective co-ordination of planning cycles*

Development planning should ensure that there is a link between sectoral budgetary processes and goals and national budgetary processes so that gender objectives can be integrated throughout the process. Currently, most governmental budgetary processes operate independently of sectoral programme planning. This results in programmes being planned without regard to what is financially possible. There is a lack of coordination between the various planning cycles in many countries. The timing and sequencing of planning and implementation processes from the local to the national level is of key importance to the coherence and achievement of development goals. Further, most planners at national levels are more concerned with the ceilings set for public expenditure and budgetary constraints than with the need to develop integrated project plans and the optimal use of resources. Timing and integration of planning is not just a technical process but requires sensitivity to the need for democratic decision-making, as well as the recognition that bringing women and other marginalized interest groups into planning is essential but takes longer to achieve.

- *Establishing structures and mechanisms to promote gender equality/equity*

Another difficulty within policy and decision-making structures is that promoting a gender perspective is generally left to, or becomes, the concern of a few committed individuals in a department or agency. These individuals often introduce a gender component to their projects and programmes without it being seen as a mainstream task within the entire department or agency. Their ability to provide a gender analysis and gendered policies is dependent on their own frames of reference and the extent to which this

can be linked to the practical and strategic needs of women within society. This is a barrier to the institutionalization of gender. Departments and agencies need to ensure that gender policies are as much a cornerstone of planning as are macroeconomic policies and, in fact, should inform the macroeconomic policy framework. Establishing effective national mechanisms for advancing gender equality and mainstreaming gender concerns into government planning requires a commitment from governments to undertake public service reform and to work in partnership with civil society organizations. Unless line departments/sectors establish structures and mechanisms to integrate gender into their policies, programmes and objectives, gender inequalities and women's needs are unlikely to be addressed, except in a welfarist, project-specific manner. Gender relations and women's position will continue to be pegged onto existing projects or operate outside of mainstream development planning processes.

The establishment of national mechanisms such as an Office on the Status of Women (as in South Africa) within governments, or a National Commission for Women (as in India), needs to go hand-in-hand with civil service reform. Government departments will need to review their staffing, programmes and impact to determine whether these create the space and leverage for advancing gender equality. The Commonwealth is promoting the Gender Management System as a means of creating and maintaining the institutional arrangements required for effective gender mainstreaming. Independent, constitutionally created organs such as a Commission on Gender Equality (as for example in South Africa) will need to monitor the public, private and civil society sectors to ensure that gender equality is promoted. Monitoring all sectors is not realistic, however, unless effective partnerships are developed with key organizations.

- *Recruiting women as well as men into the planning field*

Most departments and agencies have staff with knowledge and expertise related to the sector in which they work but without a gender-aware perspective on their sector. In development planning agencies most staff are usually male. Training is orientated to technical and administrative aspects of work and fits the traditional planning mode. There is a shortage of professional women in the planning sector who have a gender analysis capability. Even in instances where women are present, they may not be gender-aware and they may experience difficulties in translating gender interests and needs into planning goals. These may be limitations that they share with their colleagues.

Where gender awareness is lacking, those who have decision-making power may be indifferent, resistant or even hostile to gendered development plans. Discussions held with women members of such agencies indicate that many of them experience antagonism and even ridicule in their attempts to address gender inequalities. Planning agencies and departments need to analyze the roles, rights and responsibilities of women and men in government, and specifically of women, to prevent their exclusion from development planning.

- *Introducing gender policy/planning training into planning agencies*

Gender inequality is shaped by a specific set of circumstances and derives from particular historical and social contexts and as such emerges in different forms during different periods. In order to be relevant, planning must be located within its own social, economic and historical context. Training is required to raise awareness of these contexts.

- *Ensuring that systems of governance and planning are accountable, transparent and accessible*

Discussions with policy-makers and technical planners in some Commonwealth countries reflect the need for development planning to be accountable, transparent and accessible. Accountability can be affected within and outside of government. In addition, ways must be found to promote partnerships with civil society to address development needs, particularly of marginalized groups.

- *Promoting participant involvement in monitoring and evaluation*

Research into development planning processes reveals that when planning commissions, units or agencies of government are asked for information on monitoring and evaluation they refer either to the various sectors or to their annual reports. The sectors indicate considerable difficulty in monitoring and evaluating projects and in determining their gender impact. Evaluation is usually measured in terms of output, such as in relation to numbers of people who have been served through budget allocations. The effect of programmes and the impact they have had on the extent of the problem – in this case gender inequality – is seldom evaluated. Projects and programmes will only become culturally relevant and appropriate if the people targeted are a part of the planning process, and inform programme planners about what is culturally acceptable, gender-sensitive and likely to succeed. Poor women's perspectives need to be included in the conceptualization of plans, as well as their monitoring and evaluation.

- *Promoting change in gender relations in both public and private Spheres*

Where an attempt is made to improve the position of women, this is usually in the public sphere and does not necessarily result in changes in gender relations within the home.

Power relations in the private sphere are among a number of factors contributing to women's failure to make effective use of changes in the public sphere to advance gender equality. Currently the extent to which development programmes and projects place additional responsibilities on women as 'vehicles' of development (WID and Welfare approaches) places a tremendous burden on them. It is important to create conditions which ensure that the spaces opening up for women to participate more actively at higher levels of decision-making are matched by men taking on more of the work at the household/family and community levels. This can be facilitated through gender-aware primary, secondary, tertiary and continuing education curricula and processes.

Development processes and plans tend to reflect ethnocentric biases about the sexual division of labour at the household, community, provincial and national levels. The potential of development projects in all sectors to change ethnocentric gender stereotyping and result in a qualitative change in male-female relations and access to economic power should be promoted.

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 two issues which create barriers to gender-sensitive planning or gender planning.

.....

12.8 SUMMING UP

The Unit explained the difference between gender planning and gender-sensitive planning. It also addressed the issue of marginalization of women in the process of development. After explaining development, women's triple roles were clarified. Incorporation of gender issues in the planning process were discussed. After providing the rationale behind gender-sensitive planning, the Unit explained the impediments for gender-sensitive planning and the possible ways to address those impediments were discussed.

12.9 GLOSSARY

- Development** : Development is understood as economic and social activities, the basic objective of which is to enlarge people's choices by providing equality of opportunity for all people in society, sustaining such opportunities from one generation to the next and empowering people so that they participate in, and benefit from development processes.
- Development planning** : Development planning is the process through which economic development is planned. Many countries, irrespective of their political ideology, use the process of development planning to achieve national goals.
- Sex-disaggregated data** : This is data collected – via questionnaires, observation or other techniques – that reveal the different roles and responsibilities of men and women. Having data disaggregated by sex is extremely important to being able to assess the impact of a project on women separately from its impact on men.
- Gender Strategies** : Gender strategies consist of specific activities selected to address practical needs and strategic interests of men and women in order to promote equitable opportunity and empowerment.
-

12.10 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) Gender-sensitive indicators play an important role in achieving gender equality. Gender-sensitive indicators are indicators disaggregated by sex, age and socio-economic background. They are designed to demonstrate changes in relations between women and men in a given society over a period of time. The indicators are tools to assess the progress of a particular development intervention towards achieving gender equality. Sex-disaggregated data demonstrates whether both rural women and men are included in the programme or project as agents/project staff, and as beneficiaries at all levels. The approach allows for effective monitoring and evaluation.

Check Your Progress Exercise 2

- 1) Political will and lack of financial resources, development planning and macro economic policy

12.11 REFERENCES

Moser, C (1993). *Gender Planning and Development Theory: Practice and Training*. New York: Routledge.

Kabeer, N (1994). "Gender-Aware Policy and Planning: A Social Relations Perspective", in Macdonald, M (ed.), *Gender Planning in Development Agencies, Meeting the Challenge*. UK and Ireland: Oxfam.

Ostergaard, L (1992). *Gender and Development*. Commission of the European Communities, London: Routledge.

Report of Integrating Attention to Gender in Development Programme on Gender- Sensitive Planning, Organized by USAID/RDMA, August-September, 2010

12.12 QUESTIONS FOR REFLECTION AND PRACTICE

- 1) Critically analyze the importance of gender planning and gender-sensitive planning in Third World countries.
- 2) Examine the need and objectives of gender-sensitive planning.
- 3) Explain the major issues and alternatives of gender planning and gender-sensitive planning.