
UNIT 1 PLANNING: HISTORICAL PERSPECTIVE AND METHODOLOGIES

Structure

- 1.1 Introduction
 - 1.2 Objectives
 - 1.3 Planning
 - 1.4 Historical Review of Planning in India
 - 1.5 Nature of Planning
 - 1.6 Importance of Planning
 - 1.7 Major Steps in Planning
 - 1.7.1 Identification of Opportunity or Problem
 - 1.7.2 Collection and Analysis of Relevant Information
 - 1.7.3 Establishment of Objectives
 - 1.7.4 Determinants of Planning Assumptions or Limitations
 - 1.7.5 Examining Alternative Courses of Action
 - 1.7.6 Weighing Alternative Courses of Action
 - 1.7.7 Selecting a Course of Action
 - 1.7.8 Determining Secondary Plans
 - 1.7.9 Providing for Future Evaluation
 - 1.8 Long-Term and Short-Term Planning
 - 1.8.1 Long-Term Planning
 - 1.8.2 Short-Term Planning
 - 1.8.3 Planning to Accomplish Specific Goals
 - 1.9 Making Planning Effective
 - 1.10 Women's Representation in the Planning Profession
 - 1.11 Summing Up
 - 1.12 Glossary
 - 1.13 Answers to Check Your Progress Exercises
 - 1.14 References
 - 1.15 Questions for Reflection and Practice
-

1.1 INTRODUCTION

Planning is the most basic and pervasive process involved in managing any organization or plan or policies. It means deciding in advance what actions to take and when and how to take them. Planning is needed, firstly for *committing* and *allocating* an organization's agencies limited resources towards achieving its objectives and, secondly for *anticipating* the future opportunities and problems. As you have studies is MGS-004, gender planning and gender-sensitive planning focus on achieving the goal of promoting gender equality and women's empowerment.

They seek to bridge the "gender gap" on resources, opportunities, privileges and attainments. From your earlier study and reflection, can you differentiate between gender planning and gender-sensitive planning?

Planning is deciding in advance regarding what to do, how to do, when to do it, and who is doing what. Planning bridges the gap from where we are to where we want to go. It facilitates appropriate action which would not otherwise happen. Planning is intellectual in nature and entails looking ahead and preparing for the future. However, as you would understand, planning needs to be translated into implementation in order to achieve the stated objectives.

In this Unit, we are going to review the history of planning in India and explore the planning process and different types of plans. We encourage you to reflect on the implications for gender planning in particular.

1.2 OBJECTIVES

After studying this Unit, you should be able to:

- evaluate the historical perspective of planning in India;
 - describe the nature and importance of planning;
 - analyze emerging trends in the planning process;
 - suggest steps to be taken for effective planning; and
 - explain the significance of women's representation in the planning profession.
-

1.3 PLANNING

Planning implies:

- Selecting a suitable alternative* – There can be any number of diverse opportunities and alternatives to choose from. Planners seek to choose the alternative which offers maximum potential for growth and development, for attaining stated objectives.
 - Committing resources* – Resource utilization for achieving planning goals is an area of primary emphasis.
 - Setting time limits and deadlines – Planning incorporates setting a specific time limit within which an exercise must be completed. Each person from top level to bottom level has to plan for exercise their daily, weekly and monthly activities towards achieving the goals of the organization.
 - Planning ensures the *most efficient use of scarce resources* – Planning implies coordinated, inter-related effort towards achievement of the common objective rather than individual objectives. Joint, coordinated effort implies pooling resources and their optimum allocation without any wastage.
 - Planning is the only way by which an organization can *exercise control* to check on progress in achieving the desired course of action. It is only when there are objectives to work for and plans to achieve these objectives that the executive authority can exercise her/his control to measure the performance of her/his organization, department or subordinates. An organization without plans and controls lacks direction and defines negotiation tools. Planning is needed at every level of management and departmental activity of an organization or agency.
-

1.4 HISTORICAL REVIEW OF PLANNING IN INDIA

The Indian National Congress, under the inspiration of Jawaharlal Nehru, set up the National Planning Committee towards the end of 1938. The Committee produced a series of studies on different subjects concerned with economic development. The Committee laid down that the state should own and control all key industries and services, mineral resources and railways, waterways, shipping and other public utilities and, in fact, all large-scale industries which were likely to become monopolistic in character.

Besides the National Planning Committee (NPC), eight industrialists conceived “A Plan of Economic Development” which was popularly known as the Bombay Plan. There was also a Gandhian Plan. The world famous revolutionary M. N. Roy formulated the People’s Plan. All these plans are of historical importance only because they were paper plans which were never implemented.

Just after the attainment of Independence, the Government of India set up the Planning Commission in 1950 to assess the country’s needs of material, capital and human resources so as to formulate plans for their more balanced and effective utilization. The First Five-Year Plan commenced in 1950-51 and it was followed by a series of Five-Year Plans.

The Planning Commission set out the following four objectives for Planning:

- a) To increase production to the maximum possible extent so as to achieve a higher level of national per capita income;
- b) To achieve full employment;
- c) To reduce inequalities of income and wealth; and
- d) To set up a socialist society based on equality and justice and absence of exploitation.

1.5 NATURE OF PLANNING

Planning is necessary at all levels though there is a greater need for it at higher levels so as to ensure organizational success. At the higher levels, planning is generally long-term, covering a period between six months and ten years. It is concerned with goals and strategies for the entire organization/nation. Planning at the lower level is invariably short-term, ranging from planning for the next day to maximum one month ahead. It is only concerned with individual work-units or departments.

In the context of gender and development, we need to focus on planning development interventions as well. This necessitates involving the target group in the planning process. Participation of both women and men may be important in planning a particular intervention.

From the various definitions and origins of planning, it is easy to identify the following characteristics:

A Thinking Process

Planning is an intellectual exercise. It is concerned with thinking how the existing combination of resources may be adjusted and adopted to match the emerging opportunities. Experience shows that if opportunities defined at present are not discovered and opportunities not availed of in time; they may turn into problems in future. Planning enables decision-making about (a) what is to be done; (b) how it is to be done; (c) when it is to be done; and (d) by whom it is to be done. Timely and careful thinking lays the ground work for the course of action in future.

Planning can help an organization to maintain a dynamic equilibrium between the external environment and its own goals, values, and technical, organizational and psycho-social sub-system. It also enables decision-making about the problems to be addressed with their prioritization as well as ways to avail of opportunities based on the urgency, importance and solvability of each problem areas.

Contrasting Requirements of Forecasting and Planning

What is the difference between forecasting and planning? Forecasting describes what one expects to happen if no changes intervene to prevent that happening. Planning describes what one wants to happen. Forecasting may encourage some people to do planning exercises. Forecasts of decline in sex ratio, for example, has led some countries to plan for protection of the girl child. Even so, forecasting cannot be equated with planning.

It is true that planning is based on assessments, estimates, assumptions and judgments. But these are based on availability of resources and time to accomplish the objectives. Moreover, planning provides for a regular review of performance towards the targeted goals and necessary corrective measures in case of deviations. In the modern context, planning is based on quantified data and information. Now it is becoming more scientific.

Accomplishment of Group Objectives

A work organization is an assorted group of widely varied human beings, each with a different personality, attitudes, learning, motivation, etc. It is unlikely that these people will work effectively, harmoniously and consistently unless they have a plan which they consider to be their common property.

Planning is essential to any goal-directed activity. It enables people with divergent perceptions and motivations towards achieving common goals. Can you relate this to the context of planning development interventions? How would you involve women in articulating their needs and perceptions?

Choice Between Alternatives

The modern environment may often be marked by rapid and sweeping changes. The mix of resources that had been worked out to meet the opportunities in the past may no longer be effective in the present. Similarly, the present mix of resources may not produce the desired results tomorrow. Planning seeks to adjust and adapt the existing mix of resources to meet the emerging opportunities.

The first choice to be made is with regard to objectives of the organization. The next choice is to respect the strategy to be adopted to accomplish the objectives, and then comes defining and implementing the operational part.

Pervasiveness of Planning

Planning is a basic condition for a goal-directed organization. However, it would be wrong to regard planning as an exclusive occupation of higher levels in hierarchy only. It is true that people at the top level have to devote considerable time and attention to planning as a whole. But the importance of planning by the middle and lower – level functionaries within their areas of activities cannot be minimized.

The various steps in the planning process necessarily involve functionaries at all levels. The first task is to determine the objectives. The next step is determining how the objectives are to be achieved. This consists in defining the resources which need to be developed, the opportunities to be availed of, or the problems to be tackled. The last stage is concerned with operational details, namely, assignment of tasks, allocation of resources, setting the time-frame, regular review of performance etc.

In fact, involvement of personnel at all levels is essential for the success of planning. People at work become motivated when they are offered involvement in meeting a challenge. Contribution to planning gives people psychological satisfaction and a stake in their own future. This is relevant to gender planning since both women and men subscribe to defined gender roles. They need to be involved actively in reshaping and redefining these roles. Planning interventions which seek to bring about social change and promote gender equality need to help women become stakeholders.

Flexibility

Successful running of an organization involves matching of its resources with the opportunities in the changing environment. This exposes the need for a careful conjunction of the mix of people's capabilities, knowledge, skills and motivation on the one hand and materials, tools and money on the other.

However, since the environment keeps on changing rapidly, the mix of resources needs to be altered in response to environmental needs. Only proper planning can enable adjustment and adaptation to the resource.

Integrated Process

Planning involves selection of achievable objectives and formulation of simple and realistic policies, programmes, procedures, etc., for the accomplishment of those objectives.

In selecting the objectives and the course of action to be followed to accomplish them, there may be differences of opinion among the personnel in the organization, particularly those directly involved in the planning function. In the case of planning development interventions, opinions of community members especially women need to be emphasized. Effective planning takes care of the conflicting views and settles for a course of action with the maximum interest of the organization and target group in case of development interventions.. Integrated planning will fulfill the maximum interest of the people.

Integrated Planning
Objectives

Un-integrated Planning
Objectives

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 is planning? Explain in the context of gender planning or planning development interventions.

.....

.....

.....

.....

.....

.....

.....

1.6 IMPORTANCE OF PLANNING

The increasing pace of environmental changes has increased the need for anticipating developments and planning to meet their requirements. The survival of an organization will be threatened from all sides when the management does not identify the emerging situations, and does not prepare to meet them.

The following points highlight the importance of planning:

1) Selection of “optimum” goals

Planning involves a proposed course of action with rational thinking and decision-making. It also implies selection of one course of action and rejection of other possible courses of action. The selected course of action naturally, suppose our goal is to promote enrolment of girls in primary schools what would be the economic social and political factors we would need to consider? promotes the overall organizational goals within the framework of the available resources and economic, social and political factors we would need to consider?

2) Tackling increasing complexities

An organization is a heterogeneous group of human beings with different views and ideas in many respects. Unless a common plan to guide the individuals toward achieving the goals is formulated, they will not work effectively and harmoniously. Thus, planning is essential to any goal-directed activity. A self help group (SHG) of women is a form of organization. Can you list some of the goal-directed activities an SHG may select?

3) Meeting environmental changes

The environment changes rapidly and sweepingly. Changes in social values trigger changes in people's needs and preferences. As you know, social construction of gender and gender roles changes over time. This will trigger changes in the existing equilibrium in any organization or community. Both inputs and the transformation process need to adjust and adapt to suit the environmental changes. Only proper and effective planning can help to achieve this process of adaptation.

4) Safeguard against failures

In many cases, failure of programmes, policies and plans is caused due to hasty and careless decision-making and the lack of proper planning. The failures occur due to conflict, unpredictability of people's needs and preferences, rapid societal changes and abrupt economic and political development.

It is true that planning cannot avert all failures. But it enables functionaries to assess and evaluate each emerging opportunity and problem, and examine the various courses of action to counter each problem effectively.

Let us take the example of income generation initiatives targeted at rural women. Why do they often fail? It may be because of lack of attention to income and time poverty of women by the planners.

5) Unity of action

Planning enables the people within an organization or community to work effectively and harmoniously for the accomplishment of common goals. It provides them a stake in their own future and thus induces them to do their utmost to meet the challenge. Do you think women can be described to have "Unity of action"? Are they a homogenous group?

6) Effective coordination and control

Planning makes it easy to exercise effective control and coordination. The work to be done, the persons and the departments which have to do it, the time limit within which it is to be completed and the costs to be incurred, are all determined in advance. This facilitates proper and timely measurement of actual performance and its comparison with planned performance. In case actual performance is not as per plans, factors responsible for the same can be ascertained. In the absence of planning, there will be no standards to measure and evaluate performance.

1.7 MAJOR STEPS IN PLANNING

Planning is concerned with the future. The more uncertain the future, the greater the need for a plan. But increasing environmental uncertainty has made organizational planning quite difficult. Now the use of mathematical models and

quantitative analysis are increasing in the planning process. Use of computers has made planning quite a sophisticated exercise. In the case of gender planning, we may focus more on the importance of social capital.

There cannot possibly be a standard planning process to be followed by all organizations or for serving all community needs. It would differ depending upon the size, nature of activities, and peculiar environmental constraints. So every organization or community has to develop its distinct planning process.

Broadly speaking, the planning process could comprise the following major steps:

1.7.1 Identification of the Opportunity or Problem

The environment affects the planning process; it imposes constraints or limitations on the organizational action. At the same time, it also provides opportunities and challenges which the organization could use to its advantage.

The constraints and opportunities provided by the environment may be in the form of governmental regulations, existing cultural norms, limited financial resources, changing technology, production of goods and services, etc.

The basic purpose of identification of the opportunity or problem is to adapt and attune the organization or community to its environment. Planning must facilitate the adaptation of the organization to its environment. This makes the planners interpret and analyze the complex and often ill defined environmental forces, and take necessary steps to use and /or respond to them effectively.

1.7.2 Collection and Analysis of Relevant Information

Effective planning depends on the quality, relevance and validity of the information. But quality and validity of information is not easy to determine because the skill to do so is acquired by experience. The sources of information and methods of collection will largely determine its validity. The sources of information may be classified as external and internal. External sources will include suppliers, customers, professional people, trade publications, newspapers, magazines, conferences, etc. Internal sources will comprise meetings, reports, contacts with superiors, own ranks, and subordinates.

Functionaries may collect information, first, by 'informal' monitoring. As part of this, no conscious effort is made to collect information and the same is obtained only by observation during the normal work schedule. Secondly, information may be obtained in formal scanning such as keeping track of external sources such as newspapers, journals, reports emanating from associations, other organizations, governments etc. The third method of information collection is to set up a department or a functionary to collect all available information as regards a specific purpose. Considerable skills are necessary to collect information about the organization. It includes scrutiny of the information and developing a cause-effect relationship between various factors and determinants. Over the years, several sophisticated quantitative techniques have been developed for the purpose, such as trend projections through econometric models, regression analysis, substitution effect, etc.

1.7.3 Establishment of Objectives

Analysis and interpretation of information will serve to define objectives and goals with desired clarity. It also makes the objectives free from individual bias.

Objectives need to be established in every area. The performance and results are having direct effect on survival and growth of the organization. They point to the desired outcome that an organization seeks within the limitations of its internal and external environment. Accordingly, an organization may aim at stability of operations, growth, and a higher rate of return, leadership, and innovation.

However, executive authorities play a key role in determining the objectives of an organization. Needs and perspectives of different members and groups need to be considered. Each member or group may have their own reasons for contributing to the organizational efforts.

However, mere setting of objectives will not be enough. There have also to be specific policies, procedures, and strategies to make the accomplishment of objectives operationally possible.

Organizational objectives also need to be split into specific, short-term and measurable objectives for the concerned work-units or departments.

If we are conceptualizing objectives for development interventions for promoting gender equality, what are the specific short-term and measurable objectives we could list?

1.7.4 Determination of Planning Assumptions or Limitations

Planning has to take into account numerous uncertainties in its environment. Important components of the internal environment are: (a) technology; (b) structural relationships and organizational design; (c) employee attitudes and morale; and (d) managerial decision-making processes. Internal environment is within the control of organizational functionaries who can appropriately adjust and adapt to the requirements of the external environment.

Uncertainties relating to the external environment are beyond the control of organizational functionaries. These may be in respect of: (a) fiscal policies of the government; (b) economic condition; (c) population trends; (d) people's demands and preferences; (e) competitors' plans and activities; and (j) personnel practices.

It is not necessary to formulate assumptions in respect of all the environmental factors. Only factors affecting plans must be identified and evaluated. Moreover, since the best formulated assumptions may be nullified by unforeseen changes, it is better to make a series of assumptions ranging from the realistic, to the most optimistic and pessimistic. Plans may accordingly be prepared for each set of assumptions. Preparation of multiple plans to take care of every contingency may increase administrative burden but it will broaden the outlook of functionaries and personnel, making them more sensitive to environmental factors. In any case, it is not necessary to formulate the alternative plans in great detail.

1.7.5 Examining Alternative Courses of Action

Often there will be more than one action-plan to achieve a desired objective. In fact, in many situations there are an unlimited number of alternative plans of action. In some cases, however, the alternatives may not be many. The number of alternative action plans prepared by a person would depend on her/his sense of imagination, skill and experiences.

1.7.6 Weighing Alternative Courses of Action

There may be many alternative courses of action for doing a task or activity. But all of them may not be equally suitable or practicable. Each alternative plan has its strong and weak points. A proper evaluation of the alternative action-plans is necessary to determine which of them would be the optimum.

Evaluation of each alternative action-plan gives the opportunity to elicit different points of view and define aspects such as: (a) its effectiveness in contributing to the accomplishment of organizational objectives; (b) its ability to withstand the effects of environmental changes; and (c) its integration with on-going action plans.

Accordingly, each alternative needs to be subjected to close examination for determining its suitability. In conditions where objectives are short-term and availability of capital and labour is not a problem, and behaviour of the other relevant factors is also easy to determine, evaluation of different alternatives does not pose any problem. But, as planning goes deeper into the future, evaluation of alternatives becomes more and more difficult. Various statistical and mathematical methods may prove useful in some contexts.

Suppose we were planning an educational intervention for adolescent girls in an urban slum, can you think of two alternative courses of action we could consider?

1.7.7 Selecting a Course of Action

Whether the evaluation of various alternatives is directed by individual preferences and prejudices or it is based on group opinions also matters. A decision has to be taken in favour of one or the other courses of action. The plan of action ultimately chooses one alternative, which is the optimum, or the best under the circumstances. In certain contexts, mathematical or statistical models may be used to facilitate the choice.

1.7.8 Determining Secondary Plans

Secondary plans flow from and are dependent on formulation of basic plans. These are meant to support and expedite the achievement of the basic plans.

They would have to be prepared to facilitate execution of the basic plans.

1.7.9 Providing for Future Evaluation

Planning is undertaken with a view to achieving certain pre-determined objectives. It is necessary to devise a system for continuous evaluation and appraisal of the plan. This will help in identifying any shortcomings to initiate suitable corrective action in time.

In the case of gender planning, we would need to carefully consider the availability of baseline gender/sex disaggregated data along with the concerns they “uncover” in the contemporary reality. After implementation of plans, we would need to evaluate progress relative to the baseline.

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 major steps in the planning process?

.....

.....

.....

.....

1.8 LONG-TERM AND SHORT-TERM PLANNING

Planning is often distinguished on the basis of the length of the period for which the planning exercises is undertaken. Accordingly, there may be long-term and short-term planning. However, the length of the planning period will depend on the organizational level, type of business, the production cycle, managerial practices, and so on.

The nature of plans or policies or programmes will also determine the length of the planning period. Thus, in the case of fulfilling larger long-term objectives, the cycle may be twelve months. The planning period cannot be shorter than the objective cycle. The planning is based on the objectives. If the objective cycle is shorter, the planning period is also shorter.

1.8.1 Long-term Planning

Long-term planning covers a long period in future, e.g., five or ten years and, sometimes, even longer. It is concerned with all the functional areas of policy in the context of a particular organization or agency. Also, it takes into account all long-term economic, social and technological factors and their impact on the long-term objectives of the organization.

Long-term planning can help to set the targets towards the accomplishment of policy activities. All resources related to policies, plans and programmes are pressed into service to accomplish the objectives determined by long-term planning. It is also known as strategic planning because it is concerned with preparing the organization or agency to face the effects of long-term changes in the environment, such as entry of new programmes, policies and plans, new competitors, new techniques, and so on.

1.8.2 Short-term Planning

Short-term planning, also called tactical planning, covers a short period. It usually covers one year. It deals with specific activities to be undertaken to accomplish the objectives set by long-term planning. Thus, it relates to current functions of outcomes and may also relate to specific aspects of the internal and external environment. Short-term planning further classifies these functions into various sub-functions.

1.8.3 Planning to Accomplish Specific Goals

Long-term and short-term planning encompass all the functional areas of the organization or agency. Planning to accomplish certain specific goals covers one or a few of these areas. But such planning is only supplementary to long-term or short-term planning of the organization and, in a sense, it can be called intermediate planning.

1.9 MAKING PLANNING EFFECTIVE

While it is true that planning suffers from several limitations, an organization cannot exist without planning. The following steps should go a long way in overcoming these limitations and making planning effective:

1) Creation of suitable organizational systems

An organizational system needs to be created that facilitates planning. Functionaries at every level should be encouraged and given necessary facilities to plan their goals and activities with the active participation of the personnel and stakeholders. This would help the organization to remove the hurdles in their development and facilitates attainment of defined goals and objectives.

2) Involvement of executive authorities at higher levels

In one view the planning process ought to be initiated by the executive authorities at higher levels. Long-term strategic planning for the organization as a whole should be undertaken primarily at this level. On the basis of the top level planning process, the departmental or sub-departmental level planning should be undertaken by the middle and supervisory levels in formal organizations. Consultation and participation are considered vital. We can emphasize the importance of “bottom up” planning in planning development interventions. Participation of beneficiaries being targeted may be critical in ensuring meaningful, feasible plans.

3) Wider Participation

The long-term planning for an organization as a whole must be undertaken by top levels of executive authority. It can be given a concrete workable shape only with the help of functionaries at lower levels. In fact, the most effective way of planning is where every functionary is granted freedom to plan in respect of her/his area of activities.

Participation “bottom up” may be made possible through various modalities.

They are:

- management by objectives, under which common goals at each level of activity are established by supervisors and workers together;

- formation of planning committees at various levels, responsible for providing planning information, inviting suggestions and reactions from grassroot and supervisory levels in respect of planning efforts, and formulation of plans; and
- grassroot budgeting, under which every unit within the organization prepares its own performance budget which is sent up to higher levels for its incorporation in the overall budget.

4) Effective communication of planning information

The organization should have an effective communication network for all the information flow relevant to planning of goals at every level. This should include specific and clear information regarding resource availability, organizational policies, strategies, and so on.

5) Integration of long-term and short-term plans

Short-term plans of an organization contribute to the accomplishment of its long-term plans. Therefore, the two should be effectively integrated rather than seen as being unconnected with one another.

6) Flexibility

Planning must take into account and provide for unforeseen factors. As such, each plan should be flexible enough to be modified and altered in the light of new developments. To this end, alternative plans and contingency strategies should be formulated in advance.

1.10 WOMEN'S REPRESENTATION IN THE PLANNING PROFESSION

Several professional planning organizations are concerning about the need to equalize the representation of men and women in the planning profession. It cannot be assumed that women planners represent the interests of women in general; a broader gender balance is an important determinant for creating gender equity and improving inclusivity within the profession.

In March 2008, data for the Royal Town Planning Institute (RTPI), which is based in London, showed that women make up under a third (31.4%) of its 21,213 members in the planning profession. In South Africa, the numbers of women in the planning profession have been rising between 1994 and 2004 and their representation increased from 28% to 34%.

The UK and North American data seem to indicate that a proportion of female planning students do not continue to register with the Institute after graduation or they leave the profession. Data shows that while the number of female planning students and female planners has increased steadily, the number of the former have far outstripped the latter. It seems that women planning graduates have left the profession for three main reasons: changing fields; lack of employment opportunities, or becoming stay-at-home mothers.

In Australia, the professional planning body, the Planning Institute of Australia, has been proactive in identifying these trends. It has proposed recommendations that will positively impact on the number of women in planning practice and improve their workplace experience. Now all the countries in the world are motivating the participation of women in the planning field for creating balance and equity in society. Thus, this will lead to the gender mainstreaming process, which ensures that women and men have equal access and control over resources, equal access to development benefits and decision-making at all stages of the development process of projects, programmes and policies.

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 short notes on short-term planning.

.....

.....

.....

.....

.....

.....

.....

1.11 SUMMING UP

To conclude, planning is a concept of executive action that embodies the skills of anticipating, influencing and controlling the nature and direction of change. Thus, this Unit explained the historical perspective of planning, emerging perspectives on the planning process, its nature and its importance and women's representation in the planning profession. The nature and importance of the planning process was explored and implications of gender planning were defined. The major steps involved in the planning process could include: identification of the opportunity or problem; collection and analysis of relevant information ; establishment of objectives; determination of planning assumptions or limitations; examination of alternative courses of action; weighing alternative courses of action; selecting a course of action; determining secondary plans; and providing for future evaluation. This Unit also stresses that the increased representation of women in the planning process will bring positive changes and this is the first step to mainstream gender in the planning process. Data quoted in this Unit shows that the number of women pursuing their graduation in the field of planning continues to be low and they tend to leave university after graduation. Civil society and government can take steps to sensitize women to pursue a career in planning.

1.12 GLOSSARY

- Planning** : Planning is deciding in advance what to do, when to do, where to do, how to do and by whom to do. It bridges the gap between where we are to where we want to go.
- Gender relations** : The social relationships between women and men that reflect and reproduce gender difference as constructed in a particular context, society and time. They express differentiated power, rights, responsibilities and values, as well as mutuality; gender relations intersect with other social relations based on age, class, ethnicity, race, sexuality and disability.
- Gender balance** : Equal or fair distribution of women and men within an institution or group, giving equality of representation.
- Gender equality and equity** : These concepts are not the same, although often used interchangeably. Equality is rights-based. Women and men have equal rights, enshrined in international standards and treaties and should have the same entitlements and opportunities. Equity means justice so that resources are fairly distributed, taking into account the different needs of women and men, girls and boys. It is best used linked clearly to rights, as an outcome of gender equality.

1.13 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) Planning implies making choices, committing resources and deciding time. Planning ensures the most efficient use of scarce resources. Planning is the only way by which an organization can exercise control to check the desired course of action. An organization without plans and controls lacks direction and negotiation tools. Planning is needed at every level of management, departmental activity of an organization.

Check Your Progress Exercise 2

- 1) Identification of the opportunity or problem, collection and analysis of relevant information, establishment of objectives, determination of planning premises or limitations, examining alternative courses of action, weighing alternative courses of action, selecting a course, determining secondary plans and providing for future evaluation.

Check Your Progress Exercise 3

- 1) Short-term planning, also called tactical planning, covers a short period. It usually covers one year. It deals with specific activities to be undertaken to accomplish the objectives set by long-term planning. Thus, it relates to current functions of production and may also relate to specific aspects of the internal and external environment. Short-term planning further classifies these functions into various sub-functions.

1.14 REFERENCES

Dinkar Pagare, *Business Management*, Sultan Chand and Sons Educational Publishers, New Delhi, 2008.

Vivienne Taylor, *Gender Mainstreaming in Development Planning: A Reference Manual for Government and Other Stakeholders*, Khanya-AICDD, London: Commonwealth Secretariat, 1999.

Synthesis Report "The Programme for Developing Local Plans for Social Inclusion in Catalonia", Barcelona, 2010.

Prabhat K. Mohapatra, *Decentralized Planning: A Training Module*, Department of Personnel & Training, Government of India, January, 2003.

1.15 QUESTIONS FOR REFLECTION AND PRACTICE

- 1) Critically evaluate the historical review of planning in India.
- 2) Write an essay about the emerging process of planning.
- 3) Examine the nature and importance of planning. Explain in the context of gender planning.
- 4) Do you think inclusion of women professionals would make a difference to the planning process?

UNIT 2 CRITICAL REVIEW OF PLANNING METHODOLOGIES

Structure

- 2.1 Introduction
 - 2.2 Objectives
 - 2.3 Types of Planning
 - 2.4 Types of Plans
 - 2.5 Standing or Repeated Use of Plans
 - 2.5.1 Objectives
 - 2.5.2 Policies
 - 2.5.3 Procedures
 - 2.5.4 Rules
 - 2.5.5 Strategies
 - 2.6 Single Use Plans
 - 2.6.1 Programmes
 - 2.6.2 Budgets
 - 2.7 Summing Up
 - 2.8 Glossary
 - 2.9 Answers to Check Your Progress Exercises
 - 2.10 References
 - 2.11 Questions for Reflection and Practice
-

2.1 INTRODUCTION

Planning is basically concerned with the future impact of current decisions. In other words, it seeks to examine a series of cause-effect relationships that may arise from a particular set of decisions. The results of any decisions do not come up to the expectations of the management; these may be replaced with alternative decisions.

Significantly, planning is influenced by the external and internal environments of the organization. The factors inherent in the external environment are the opportunities, threats and constraints. Those inherent in the internal environment are the capabilities or strengths, constraints or weaknesses, and values of the organization. Together, the external and internal environments determine what the organization can do and the same will be translated

into various types of plans by the management, namely objectives, policies, procedures, rules, strategies, etc. In this Unit we are going to describe the different methods of planning and the merits and demerits of each type of planning, and also inculcation of gender concerns in the planning process of an organization.

2.2 OBJECTIVES

After studying this Unit, you should be able to:

- describe different types or methods of planning;
 - distinguish advantages and disadvantages of each method of planning;
 - analyze the method of planning for a project; and
 - suggest institutionalizing gender in an organization.
-

2.3 TYPES OF PLANNING

Planning is a pervasive function. It may be with respect to the organization as a whole, or at the divisional or departmental level. Organizational planning is usually done by the higher levels of organizational hierarchy and is generally long-term in nature. It is original and energizing in its purpose, and takes within its sweep the entire spectrum of organizational activities. Organizational Planning creates a motivational framework for all employees and serves as the basis for planning at the divisional and departmental level.

Divisional planning, which is made within the framework of organizational planning, is concerned with determining the scope of activities assigned to each division to satisfy stakeholders and target group needs and deciding on specific divisional sub-goals within a specific area of responsibility. Thus, whereas organizational planning is related to selection of broad plans to accomplish the larger organizational goals, divisional planning redefines these goals in terms of activities of each division. The plans formulated at this level are more specific but limited in scope.

Departmental planning is concerned with development of specific plans for each department of a division so as to accomplish the divisional plans. Obviously, planning at this level is still more specific, but limited in scope and short-term in nature.

Time Frame of Planning

On the basis of the length of the planning horizon, plans may be long-term, medium-term and short-term.

Long-term plans deal with broader technological and competitive aspects of the organization as well as allocation of resources in a long time-framework. This may range between five and fifteen years, based on nature, size and complexity of each organization. Since long-term plans penetrate deep into the future, they tend to be lacking in specificity and therefore may remain somewhat vague. As long-term planning

involves a great deal of uncertainty, like occurrence of certain events having a significant bearing on certain plans, such as technological changes, consumer behaviour, Governmental policies, etc., the management has to face a dilemma whether or not to commit scarce resources to a particular plan.

Medium-term plans usually focus on a two to five year time frame. They are specific and detailed. Managers have to safely place demands or requirements in respect of commitment of resources.

Short-term plans cover a time frame of about a year or so. These are the most specific of all plans. These may include plans concerning inventory planning and control, employee training, work methods, etc.

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 are the types of plans on the basis of time frame?

.....

.....

.....

.....

.....

2.4 TYPES OF PLANS

Depending on their nature and scope, plans can be broadly classified as follows:

Standing or repeated use plans

- Objectives
- Policies
- Procedures
- Rules
- Strategies

Single use plans

- Programmes
- Budgets

2.5 STANDING OR REPEATED USE OF PLANS

Standing or repeated use plans are developed by the organization to serve as guidelines with respect to the activities within and outside the organization. A discussion on aspects of each of the standing or repeated use plans is covered in the following sub-sections:

2.5.1 Objectives

Objectives may be defined as the future results or a desired state of affairs, though the organization seeks and strives to achieve. Objectives provide the organization with a purpose that keeps its attention and efforts focused in a particular direction. This improves the capacity for steering a steady course towards their accomplishment, taking corrective action when necessary to avoid obstacles.

a) Kinds of objectives

According to Charles Perrow, the board categories of objectives of an organization are:

- i) Societal objectives which are concerned with creation and maintenance of cultural values through the production of goods and services.
- ii) Output objectives concerned with the kind of output, viz, durable goods, etc.
- iii) System objectives concerned with growth, stability, profitability and efficiency.
- iv) Product objectives concerned with quality, quantity, innovativeness of the goods and services.
- v) Derived objectives concerned with secondary areas, e.g., community development.
- vi) Departmental objectives related to the overall organizational objectives (stated in general terms).

Due to uncertainties like occurrence of events favourable to their accomplishment, it is customary to lay down specific objectives for the divisions and departments in the organization. There is always considerable discrepancy between the stated formal objectives as a whole and the operational objectives of the various divisions' value. Described in terms of philosophical ideas, they are virtually impossible to achieve in the same form.

b) Clarity of objectives

There is a hierarchy of objectives in an organization, e.g., the executive authority lays down overall organizational objectives and also there are operational objectives for individual divisions and departments within the organization. The objectives at each level differ in their level of clarity. The organizational objectives are generally broad and non-specific because they are only stated for public reflection purposes, while the divisional and departmental objectives are relatively quite specific.

However, there is a great need for clarity in the definition of objectives at every level of organization. Clarity in statement of objectives makes the organization more efficient because it keeps the attention focused on the right ends. Moreover, unclear objectives are likely to be overlooked if they come into conflict with the clear ones.

Clarity also promotes healthy superior-subordinate relations. Although the importance of clear objectives cannot be overemphasized, it is common to come across extremely vague objectives. In certain cases, objectives are deliberately kept vague so as to accommodate inconsistent operational and secondary objectives. Another reason for the lack of clarity is the fear of ensuring adequate performance or, because of conflicting demands, reluctance to make any specific commitment to a particular objective.

c) Evaluation of objectives

Now we will specifically focus on merits and limitations of objectives.

Merits

Some key advantages of setting objectives include:

1) *Vital to planning*

Objectives are vital to planning. They provide targets for all managerial efforts.

2) *Integrated planning*

Objectives make it possible to have an integrated approach towards planning. Objectives are accomplished through policies, programmes, procedures and strategies.

3) *Performance control*

Objectives provide the yardstick to measure the effectiveness of performance at various levels. Also, the functionaries and communities share the milestone to be crossed in the journey towards accomplishment of the overall organizational objectives. Thus, objectives act as a great motivating force, for fulfilling the organizational goals.

Limitations

What are the limitations in setting objectives? They may include the following:

1) *Difficult to define*

Objectives deal with broader issues, particularly for the organization as a whole. But they can serve as guides to result-oriented action only if they are expressed in terms of clear qualitative outcomes, quantitative outputs and so on.

2) *Difficult to devise/lacking suitable and adequate resources*

Objectives may be too ambitious without availability of the required resources. In the event, they may breed frustration and defeatism, due to inevitable non-accomplishment.

3) *Difficult to avoid conflict*

Often an organization lays down a number of objectives, all intended to be pursued simultaneously. But sometimes this may create a problem in the sense that pursuit of one objective may adversely affect the accomplishment of another.

d) Guidelines for Objective-setting

The following four guidelines would be useful:

1) Specificity

Objectives are set to be accomplished. They need to be distinguished from mere hopes and wishes. They should be as specific and concrete as possible.

2) Realism

Objectives should be attainable. But this can be possible only when the planner has to set them after taking into account factors such as: (a) economic environment; (b) degree of competition; (c) strong and weak points of the organization; (d) Government's fiscal and other policies; and (e) public attitudes and behaviour.

3) Suitable sub-goals

Objectives should be given a concrete shape with suitable policies, procedures, programmes and strategies. Accomplishment of the objectives greatly depends on the clarity and precision of these sub-goals.

4) Flexibility

One must hope for the best but also be ready for the worst. Therefore, while formulating objectives, factors that are likely to affect their smooth accomplishment should be adequately provided for. Similarly, there should be provision for adjusting the objectives to the needs of a given situation.

2.5.2 Policies

Policies may be defined as guidelines to think and to take action for those who have to make decisions in the course of accomplishing organizational objectives. They provide ready answers to all the questions faced in the running of the organization. Policies are formulated in broad terms. They provide a comprehensive and flexible course of action to be pursued to attain the given objectives. Thus, they give a concrete touch to objectives.

However, it should be noted that policies do not provide any decisions as such. They only lay down the limits within which decisions have to be made. For example, an organization which has set the objective of promoting the development of people in a particular area may follow the policy of employing only local people.

a) Characteristics of a good policy

A policy must be formulated after considering all the aspects of a given situation to which it is to be applied. The following points must be taken into consideration while formulating a policy:

1) Broad Outline

A policy should provide only a broad outline, leaving it to the policy makers to decide the framework. If it is made to cover every detail, it may lose its ability to respond to regional/local

realities or to possibilities for innovation. But, at the same time, it should be definite enough to prevent it from being misinterpreted through diverse interpretations.

2) *Consistent*

There may be a number of policies dealing with different questions. Hence, it is necessary to ensure that the policies are not mutually contradictory. If there is inconsistency between any two policies, decision making is bound to be slowed down, because policy makers will not know which of the two policies has the support of their superiors.

3) *Adequate number*

There should be an adequate number of policies to guide thinking and action in different fields of activity. For example, there should be definite policies dealing with personnel, finance, etc. At the same time, there should not be any duplication.

4) *Sound and practicable*

An organization is known by its policies. Policies are great image-builders. For this reason, policies decided by an organization should be sound and logical in every respect. It is only then that the policy makers can rely on them and confidently tackle a variety of problems.

5) *Flexible*

Though policies are not meant to be changed frequently, there is need to keep them flexible enough to be adjusted to suit the needs of changing times.

b) *Kinds of policies*

An organization may have different kinds of policies, such as:

- 1) Internal or originated policies;
- 2) External or imposed policies;
- 3) Appealed policies;
- 4) Stated or explicit policies; and
- 5) Unstated or implied policies.

Each of these policies can be described as follows:

1) *Internal or originated policies*

They are formulated at different levels of organizational hierarchy. Internal policies differ in their nature and scope, depending upon the level in the hierarchy. For example, policies decided by executive authority will be applicable to the organization as a whole, but the policies formulated by a departmental policy maker are meant only to be followed by the members within his/her department.

2) *External or imposed policies*

Sometimes an outside agency may also be instrumental in the formulation of a policy in the organization. For example, if the government passes a law whereby employers are required to reserve a certain percentage of jobs for the backward sections of society, this is bound to give rise to a similar policy decision at the organizational level. Likewise, policies may have to be framed to give effect to the decisions of other development organizations/federations/networks.

3) Appealed policies

At times, policies may be formulated in line with suggestions or complaints received from people within or outside the organization. This will happen when the subject-matter of a suggestion or complaint is not already covered by the existing policies. Because the ideas for such policies originate at the people's level, these are called appealed policies.

4) Stated or explicit policies

Stated or explicit policies are those which are in writing or in print, and form part of the organization's manual or records. Most of the policies in an organization or government belong to this category.

5) Unstated or implied policies

These are the policies which are not recorded in writing or in print, though quite well-understood and practiced at every level. "People are always right" and "Keep to honest and clean dealings" are some examples of such policies. Many organizations are following policies without a written record.

c) Factors influencing policy-making

Many factors influence the formulation of policies in an organization. Some factors are visible and some are not so evident. Some of the important factors influencing policy formulation are as follows:

- Values, beliefs, ambitions and foresight of the policy makers and members of top management;
- Prevalent technology;
- Finance availability;
- Employee reaction;
- Accomplishments and activities;
- Governmental regulations and control;
- General environment;
- Public attitudes and behaviour;
- Bureaucratic structure and procedure; and
- Red tapism, corruption.

d) Evaluation

Merits

Some of the key merits include:

1) Guide to thinking and action

Policies provide a framework to key functionaries for taking necessary decisions. Without these, they would lack direction and prioritization. Thus, policies serve as an essential guide for decision making.

2) Consistency

Policies establish the limits within which key functionaries at various levels are required to make their decisions. This leads to predictability and consistency in implementation and operations. Moreover, the key functionaries are enabled to act in a coordinated manner for the accomplishment of organizational objectives.

3) Broader applicability

Policies are shaped after weighing and evaluating a number of factors. Thus, appropriate policies can be applied in varying contexts.

4) Confidence building

A well-formulated policy will provide responses to all or most possible questions.

If key functionaries strictly adhere to policies, any shortfall in attainment of objectives can be justified or explained.

e) Limitations

Let us now explore some important limitations.

1) No panacea for all problems

Policies cannot provide a solution to every problem. This is so because each policy is formulated under a particular set of circumstances which may not remain the same at all times. This is true in the modern world where social, economic, political and technological changes are taking place at a fast pace. But this limitation can be overcome if policies are constantly evaluated to test their usefulness in present circumstances.

2) No instant solutions to problems

Policies only serve as guidelines to thinking and action by policy makers. They point to the limits and constraints under which policy makers have to make decisions to solve existing problems. The policy maker may be disappointed if policy is expected to provide a solution to every problem. But here it needs to be remembered that policies only provide the mechanism for decision-making, and they cannot possibly provide a solution to each individual problem.

3) No substitute for human judgement

Policies only indicate how and within what limits problems of different kinds have to be tackled. But they cannot be blindly applied to all problem-situations. The policy maker's own sense of judgment will remain even when she/he has a pre-determined policy to deal with every conceivable problem. This is self-evident. Key functionaries need to determine which policy is to be applied in a given situation, and to what extent.

4) **No room for initiative**

Too many policies stifle individual initiative. Policy makers may be required to follow the earlier formulated policies such that they may lose the capacity to think for themselves.

We must remember that policies only provide an arena within which key functionaries have to make their decisions. They do not provide any decisions as such. Decision-making continues to be an exclusive preserve of executive authorities and in exercising this function they are free to exercise as much individual initiative as they choose.

2.5.3 **Procedures**

Objectives and policies may be well established but they seldom produce action. This is because they do not lay down the ways and means through which the objectives are to be accomplished and the policies are implemented. This lacuna is fulfilled by formulating procedures which determine:

- a) the specific tasks to be performed;
- b) the time when these tasks will be performed; and
- c) the persons who will perform them.

Procedures lay down the process of establishing time-sequences for work to be done. They may be described as plans "prescribing the exact chronological sequence of specific tasks required to perform designated work." Thus, procedures are concerned with fixing a time-table for starting a given work, going through its different phases and its completion. The procedures will be formulated within the framework of the objectives and resource position of the organization.

Procedures can be established for a wide variety of tasks, such as placement of staff, wage payment, providing incentives etc.

Evaluation

a) Merits

What are the merits? They include:

- 1) *Basis of control* – Procedures prescribe the time sequence of specific tasks to be performed to accomplish a given job. Thus, they can be used to know if the work is proceeding according to the plan or not.

- 2) *Standardization* – Procedures lay down the sequence of tasks to be performed. They also enable systematic performance of work at every stage. This saves considerable time and energy of functionaries across organizational hierarchy levels.
- 3) *Consistency* – Since the course of action to be performed with regard to each item of work is well defined, there is consistency and uniformity in performance at different levels. This leads to efficiency all around.
- 4) *Aid to communication and co-ordination* – Establishment of any procedure is preceded by a great deal of communication and coordination of thinking and effort. Thus, it represents the collective wisdom of the persons concerned with putting it into effect. If any problem occurs at any stage of work, these same people will have to think and act together to find a solution.

b) Limitations

Key limitations include:

- 1) *Redundancy* – Often age-old procedures are retained even after they have outlived their usefulness. As a result, they are not adequate for the purpose of meeting the requirements of the changing situation.
- 2) *Updating* – Procedures need to be constantly reviewed and evaluated. They should also be suitably modified or altered. However, often there is hesitation to undertake this exercise to suit the current needs.

2.5.4 Rules

A rule means a decision made by the executive authority regarding what is to be done and what is not to be done in a given situation. It applies to specific situations and includes self-imposed principles of action. Rules do not leave any scope for flexibility in decision-making. They do not permit any deviation. Rules are different from policies which will guide decision-making but do not eliminate discretion of the executive authority. Rules either forbid or require a particular kind of behaviour, leaving no scope for discretion.

2.5.5 Strategies

The word “strategy” is derived from the Greek word “stratgia” meaning the office of the general. It is often used to mean the art of military leadership in the planning and execution of large-scale combat operations.

In managerial terminology, a strategy may be defined as an overall plan for an organization. Strategy is used to accomplish organizational objectives in the context of environmental forces beyond the control of the organization. In other words, strategy is concerned with an organization’s relationship to the external environment and the competitive situation inherent therein. It seeks to specify how the organization plans to meet the uncertain world outside, and makes different assumptions as regards the tactics and strength of the competing interest groups.

a) How strategy formulation is influenced by environment

Formulation of a strategy is influenced by the external and internal environments of the organization. The external environment consists of opportunities, threats and constraints, and the internal environment reflects the strengths and weaknesses of the organization.

If the external environment is favourable, then it has the potential for expansion of operations. If the organization has enough internal strength in the form of physical, human and financial resources, it can go in maintaining or expanding its operations/activities. The organization may diversify its activities either backward towards supplying of necessary needs or demands to the people or forward towards project, plan or programme development, and so on.

On the other hand, if the external environment indicates low opportunities for growth, then even with significant internal strengths, the organization will have to adopt a strategy awaiting a favourable external situation. And if neither external nor internal environment is favourable, the only advisable course of action would be to adopt the strategy of survival.

b) Types of Strategies

The following strategies may be adopted by an organization for implementing a programme, plan or project to accomplish its objectives:

1) Stability

In this case the organization is satisfied with the present level of activities and works; it may follow the 'stability strategy'. The factors which contribute to this line of approach may be: (a) stable environment; (b) limited number of programmes and services; (c) limited number of targets and competitors; (d) minimum need for specialized knowledge and skills about programmes, plans, targets etc.; (e) values, attitudes, background, etc., of the higher levels of organizational hierarchy which may disfavour growth for its own sake.

An important drawback of the 'stability strategy' is that it may make the management complacent and indifferent to the need for any change. If the external environment undergoes a swift change, the organization may not be fully prepared to bear its effects.

2) Vertical integration

Vertical integration is the process of consolidation. It helps the organization to diversify its activities either backward towards the supply of essential needs for meeting the targets, or forward towards fulfilling the demands. Accordingly, it may decide to work the necessary activities so as to assure fulfilling continuous supply. It may also decide to develop its own outlets in order to better serve the targets.

Obviously, vertical integration strategy will be followed to a dynamic unpredictable environment comprising plenty of activities and services, and a number of targets and competitors.

3) Merger

Merger denotes the combining of several similar units to rationalize the activities and to attain the economies of large scale accomplishment of targets.

Merger as a strategy aims at acquiring other similar organizations to expand target needs and demands. Such a strategy will be followed in a dynamic, unpredictable environment by an organization which desires growth and expansion.

4) Other strategies

An organization may also adopt various other strategies, such as distribution strategy, technological strategy, financial strategy, managerial strategy etc., in order to accomplish its specific objectives.

2.6 SINGLE USE PLANS

Single-use plans are designed to meet novel or non-repetitive situations, with limited scope. Once the specific situation has been adequately tackled, the plans may be given up.

Single use plans may be classified as follows:

2.6.1 Programmes

A programme denotes activities of a broad nature, including many different functions and interactions. It lays down the operations to be carried out to accomplish a given task. In this sense, it prescribes how an organization's resources are to be used.

To make a programme successful, the whole or a large segment of the organization has to be involved in a defined action plan. In this respect it is different from a procedure which affects only a particular part of the organization.

Evaluation

a) Merits

Two major merits can be identified:

- 1) *Action-based:* Programmes are generally short-term plans of action. Being action and result-oriented, they provide practical responses and frameworks for managerial activities.
- 2) *Greater motivation:* Programmes are result-oriented in a practical sense. They provide greater motivation than policies or objectives. They deal with the issues in abstract, theoretical terms.

b) Limitations

Two major limitations include:

- 1) *Greater risk of failure:* Generally, programmes aim at securing immediate results. For this reason, they are often hastily devised without paying due regard to availability of resources. This increases the chance of their failure.
- 2) *Inadequate motivation:* For successful execution of a programme, involvement of all or many segments of the organization is necessary. But everyone concerned with its execution may not be duly motivated.

2.6.2 Budgets

A budget is a plan relating to a period of time, expressed in numerical terms. It may be defined as a pre-determined statement of management policy, during a given period, which provides a standard for comparison with the results actually achieved. A budget may cover projected activities of a firm for a definite period of time. It provides pre-determined standards of performance in the fields of income, expenditure, investments and profits. The standards are set by keeping in view the objectives and resource positions in the organization. They also serve as the basis for evaluating performance in various fields, and for correcting the deviations and deficiencies.

a) Objectives of Budgeting

Broadly, budgeting serves the following important objectives:

1) Planning

Budgeting provides a plan of action to be pursued by an organization within a specified period. It is a statement of what the higher levels of hierarchy intends to achieve by employing the resources in the organization. There is a budget for each of the different fields of activity, such as recruiting persons, fulfilling the needs and demands of target group. Budgets specify income, expenditure, profits, and so on.

2) Coordination

Budgeting is aimed at coordinating the activities in different fields. It enables the activity to keep pace with fulfilling the demands, needs and requirements of the target groups/stakeholders/beneficiaries.

3) Control

Budgets establish standards of performance for different activities. They make it easy to verify if procedures are appropriate and adequate. If there is any deficiency or deviation, suitable corrective measures can be immediately applied.

4) Motivation

Budgeting provides specific goals to accomplish the organizational goals by utilizing the resources in a correct way, and ensuring that the policies and programmes are strictly adhered to. It serves as a great motivating force for employees of the organization. They know what is to be achieved, and how it can be achieved.

Merits of Budgeting

The following are the main merits of budgeting:

1) Instrument of management policy

A budget lays down the organizational goals and also highlights the means (physical and human resources) to realize them. It helps management to determine its future course of action.

2) Time-bound

A budget has a definite time-frame. It may be designed for a month, a quarter or a year, but seldom for a period longer than that.

3) Specific targets

A budget aims at specific, well-defined targets which are often expressed quantitatively. Essay-type description of the targets is generally avoided.

4) Synthesis of the past, present and future

Forecasting is an essential part of budgeting. But it is different from empty guess-work. It is the result of a careful analysis of the past, accurate appraisal of the present and realistic assessment of the future. It also provides the means (policies, programmes, strategies, etc.) to realize the stated targets.

5) Right motivation

Budgeting lays down attainable targets and also prescribes the means to achieve them. Once the employees know what they have to achieve and how, they can be suitably motivated to work for the desired outcome.

6) Basis of control

A budget not only provides a future plan for action, but also lays down standards for various activities. It can be used to measure performance, detect deficiencies, and initiate corrective action, where necessary.

Demerits of Budgeting

Budgeting suffers from certain limitations. Some of the important limitations among them are as follows:

1) Confined courses of action

Once targets are set, and the resources are allocated for the purpose, action has to be within the prescribed limits. Thus, budgeting does not allow freedom to function in a flexible manner.

2) Excessive reliance on past experience

In theory, budget-making is an exercise involving synthesis the past, present and future. Since it is not possible to accurately interpret present trends, or to predict future events, budget-makers increasingly turn to their past experience. As a result, targets for the forthcoming year may be similar to different from those of the past years. Any radical change in them may invite a hostile reaction from the departments concerned.

3) **Danger of inaccuracy in estimates**

Despite due caution, budgeted estimates may turn out to be unrealistic or inaccurate. Some departments may be given targets which may be impossible to achieve. On the other hand, some departments may fix lower targets, which are too low in relation to their capacities.

4) **Curb on initiative**

The budget may be treated as an end in itself. As such, they may not take pains to engage in rational and pragmatic decision making beyond what is permissible within the budgeted limits. In the event, initiative is stifled and excessive emphasis is placed on the latter rather than the spirit of the budgets.

Check Your Progress Exercise 2

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

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

1) Define “Single Use Plan”.

.....

.....

.....

.....

2.7 **SUMMING UP**

In this Unit, we discussed the types of planning. The types of planning have been divided on the basis of time frame, nature and scope. We elaborately discussed each type and its objectives, policies, procedures, rules, strategies, programmes and budgets. Types have been divided depending upon the nature and scope of planning. Standing or repeated use plans are developed by the organization to serve as guidelines with respect to the activities within and outside the organization. Single-use plans are designed to meet novel or non-repetitive situations, with limited scope. Once the specific situation is adequately tackled, the plans may be given up. At the end of the Unit, we have discussed budgeting, how budgeting is significant and how it influences target and goals.

2.8 **GLOSSARY**

Policy : A definite course or method of action selected from among alternatives, and in the light of given conditions, to guide and determine the future action. In the context of group action, policy makes it possible to predict how different people would act in a given situation.

- Procedure** : A particular way of accomplishing something, or of acting. It is a series of steps followed in a regular definite order. In procedure, the emphasis is on details whereas in policy it is on the basic general approach.
- Rule** : A decision made by the management regarding what is to be done and what is not to be done in a given situation. It applies to specific situations and generally includes self-imposed principles of action. Rules do not leave any scope for decision-making. Nor do they permit any deviation.
- Creed** : It is a set of fundamental beliefs. Though not very easy to define, it greatly influences policy formulation.
- Practice** : It signifies the tasks regularly performed in a given situation. Opportunism is at the root of a practice. It lacks general direction and accepts a given situation as it is, rather than aiming to improve it.
- Principle** : It denotes that idea which we form of things so as to regulate our conduct. It is grounded upon the exercise of one's reasoning power and thus signifies some basic truth. The validity of a principle will remain even if some consider it to be good and others as bad.
-

2.9 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) Standing or repeated use plans and Single use plans.

Check Your Progress Exercise 2

- 1) Single-use plans are designed to meet novel or non-repetitive situations, with limited scope. Once the specific situation is adequately tackled, the plans may be given up.
-

2.10 REFERENCES

International Project Management Association (<http://www.ipma.ch/>)

The planning game (<http://www.c2.com/cgi/wiki?PlanningGame>)

Alexander, Ernest R. 1992. Approaches to Planning: Introducing Current Planning Theories, Concepts and Issues. 2nd ed. Langhorne, PA: Gordon and Breach Science Publishers.

Alterman, Rachele, and Duncan MacRae, Jr. 1983. Planning and Policy Analysis: Converging or Diverging Trends? Journal of the American Planning Association 49 (spring):200-215.

Beauregard, Robert A. 1987. The Object of Planning. Urban Geography.

2.11 QUESTIONS FOR REFLECTION AND PRACTICE

- 1) Enumerate the different types of plans.
- 2) Describe the characteristics of a good policy.
- 3) Briefly discuss the objectives, merits and limitations of budgeting.
- 4) Describe the different types of strategies.
- 5) Examine the major steps in project planning. Provide hints to develop gender strategies in an organization.

UNIT 3 NEED FOR GENDER PLANNING

Structure

- 3.1 Introduction
- 3.2 Objectives
- 3.3 Gender Planning
- 3.4 Women in the Development Process
- 3.5 Importance of Women's Roles and Gender Planning
- 3.6 Planning Stereotypes and their Impact on Women
- 3.7 Benefits of Gender Planning and Grassroots Gender Planning
- 3.8 Institutionalizing Gender in Organizations
- 3.9 Hints to Develop Gender Strategies
- 3.10 Convergence between Development Planning and Gender Planning
- 3.11 Policy Approaches
- 3.12 Summing Up
- 3.13 Glossary
- 3.14 Answers to Check Your Progress Exercises
- 3.15 References
- 3.16 Questions for Reflection and Practice

3.1 INTRODUCTION

While the recognition of the roles of women in Third World society is increasing, the adequate operational frameworks for including the concerns of women involved in development planning has not kept pace. Models generally used in planning ignore the importance of gender in social structures. Development in the Third World has historically provided little benefit to women, generally leaving them in a more vulnerable social and economic position. Gender planning holds the key to the implementation of successful development programmes in Third World communities by recognizing different social relationships between women and men occurring from society to society which remain conclusive in development planning.

Thus, development works are the result of planning by many development projects, programmers and policy makers for the development of weaker sections in the society. Here, planning is necessary for the empowerment and development of women separately. Most current planning methods seek to promote economic growth. Thus, the gender planning prioritizes the needs and conditions in which women live and work as a site for change. Gender planning “consists of developing and implementing specific measures and organizational arrangements for the promotion of gender equality and ensuring that adequate resources are earmarked. It means identifying how to mainstream”.

3.2 OBJECTIVES

After studying this Unit, you should be able to:

- describe the significance of gender planning;
 - illustrate the roles of women in development planning;
 - analyze the planning stereotypes and their impact on the women;
 - evaluate the advantages of gender planning and grassroots gender planning;
 - explain the convergence between gender planning and development planning; and
 - measure the policy approaches taken towards gender planning.
-

3.3 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 type of interventions that could be made 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 the following current planning assumptions:

- that a planning methodology can simply adopt a universally applicable set of technical procedures; and
 - that the extent to which planners determine people's demands and prioritize their needs reflects the situation on the ground.
-

3.4 WOMEN IN THE DEVELOPMENT PROCESS

Planning, in any form or on any scale, endeavours to enhance the well-being of people through programmes such as providing education, technical assistance, satisfaction of basic human needs, and economic development. Such planning in the Third World has historically provided little benefit to women and in many cases left women in an even more vulnerable social and economic position than they were at the beginning. 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-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 considerations of household family structure and the division of labour. By not involving women at all levels, especially Third World women, 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 successes 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 Third World societies.

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 differentials and concerns. Feminists developed the focus on gender rather than women. 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.

3.5 IMPORTANCE OF WOMEN'S ROLES AND GENDER PLANNING

Women's work has often been viewed simply as homemaking and the 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 because such a small percentage of this work is paid work and therefore, often 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 the 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 does a man's. An expanding number of 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.

As more and more of the world's households become headed by women, it is increasingly important to realize the differences that the gender of the household head has on food security and the nutritional status of the children in that household. In both Kenya and Malawi, the most common, poorest women-headed households are the ones where the man is absent for extended periods due to migratory work. These arrangements are often referred to as *de facto* households owing to their being formal households, stereotypical in structure and income. For the children in these African households, the average weight-for-age is significantly better than in male-headed households. Children from *de facto* households in Malawi have the lowest incidence of stunting, as compared to households where the man is permanently absent due to death, divorce, or separation, and male-headed household types.

The on-going shift in household structure is changing gender roles within the household and is giving greater importance to the roles that women play. Community work that women are involved in is often a response to inadequate governmental provisioning of water and health care, such as caring for and training others to care for children with dysentery. 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. Women have mobilized for the formation and success of local protest groups. Within their gender-ascribed role of mothers and wives, the women struggle to manage their neighbourhoods.

The "triple role" of women, including reproductive, productive and community functions, is a singular role. As demonstrated above, each part is completely contingent upon the others. The failure to investigate and develop plans accountable to this role of women has caused and continues to cause major problems in development schemes.

Gender Planning refers to the process of planning developmental programmes and projects that are gender-sensitive and which take into account the impact of differing gender roles and gender needs of women and men in the target community or sector. It involves the selection of appropriate approaches to address not only women's and men's practical needs, but also identifies entry points for challenging unequal relations (i.e., strategic needs) and to enhance the gender-responsiveness of policy dialogue.

Gender roles are learned behaviours in a given society/community, or other special group, that condition which activities, tasks and responsibilities are perceived as male and female. Gender roles are affected by age, class, race, ethnicity, religion and by the geographical, economic and political environment. Changes in gender roles often occur in response to changing economic, natural or political circumstances, including development efforts. Both men and women play multiple roles in society. The gender roles of women can be identified as reproductive, productive and community managing roles, while men's are categorized as either productive or community politics. Men are able to focus on a particular productive role, and play their multiple roles sequentially. Women, in contrast to men, must play their roles simultaneously, and balance competing claims on time for each of them.

Productive roles

These relate to activities carried out by men and women concerned with production of goods and services for sale, exchange, or to meet the subsistence needs of the family. For example, in agriculture, productive activities include planting, animal husbandry and gardening that refers to farmers themselves, or for other people as employees.

Reproductive roles

These relate to the activities needed to ensure the reproduction of the society's labour force. This includes child bearing, rearing, and care for family members such as children, elderly and workers. Mostly, women do these tasks.

Community managing role

These relate to activities undertaken primarily by women at the community level, as an extension of their reproductive role, to ensure the provision and maintenance of scarce resources of collective consumption such as water, health care and education. This is voluntary unpaid work undertaken in 'free' time.

Community politics role

Activities undertaken primarily by men at the community level relate to the this category like organizing at the formal political level often within the framework of national politics. This work is usually undertaken by men and may be paid directly or result in increased power and status.

Triple role/multiple burdens

These terms refer to the fact that women tend to work longer and more fragmented days than men as they are usually involved in three different gender roles —reproductive, productive and community work.

The above roles explained that the women were facing discrimination from their birth to death through their life period. This is described through the following diagram

Discrimination through the Life Cycle of Girls and 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 given at the end of this Unit.

1) Explain women's "triple role" with a suitable example.

.....

.....

.....

.....

3.6 PLANNING STEREOTYPES AND THEIR IMPACT ON WOMEN

Women all over the world have suffered because of stereotypes projected through planning projects about the presumed roles of women in Third World societies. Development strategies often end in failure because of the inaccurate perceptions developers have about the roles women play within their household, their communities, and their economies. One common stereotype relates to the structure of low-income households. The presumed structure is a unified household made up of a husband, a wife, and two or three children, "with the division of labour within the low-income household being the man of the family as the 'breadwinner' and the woman as the housewife and the 'homemaker'. The obvious shortcoming of this stereotypical model is that it assumes that all low-income households have the same structure and the same division of labour. In reality, the sole breadwinners in one-third of the world's families are women; "this figure reaches fifty percent or more in Latin America and Africa". Therefore, women have the sole responsibility for meeting household reproduction costs, that is, maintaining the household over a long period in nearly one-half of the world's households. When this fact is not reflected in planning practice, the health of Third World communities is compromised. This stereotypical model of a unified household has been a consistently attractive formulation. It is easier for economic planners to deal with a household as a unit instead of looking at individual members and their respective needs. Policy makers responsible for resource distribution demonstrate a preference to view the household as a single unit, assuming that providing benefits to single household members that is to women would be extremely complicated. The assumption that households behave as economically rational units is not only analytically simpler to handle, but suits practical tastes as well.

Such reasons for the on-going use of a unified household model have to do with the anxieties of development professionals influenced by European planning traditions. Even the most rudimentary research within a sample of households would discount each one of these presuppositions and shed light on the fact that these models have a disadvantageous effect on development and women by not considering gender dynamics within households. Researching the decision-making and social relations within households has the potential to result in explanatory powers far beyond those of the current models. The current model tries to explain outcomes in terms of households when gender relations within households can only explain them.

Development projects have not acknowledged the key roles that women play within their communities in production, community leadership, and reproduction primarily because men hold most of the community leadership roles. Hence, the essential contributions women make to the community as planners and leaders is overlooked. Women lead as community managers as saying roles based on the provisioning of items of collective consumption, and as the organizers and primary actors in local-level political mobilization. In societies where women and men work side-by-side within a community, women make up regular member's voluntary membership. Men hold positions of authority, usually paid positions. Defined community roles for men and women are also ascribed by culture.

For example, many African populations have various traditional food taboos. Commonly, these food taboos restrict women's access to protein by dictating that women are not to eat meat or eggs. In other cases, women are to eat only

after the men have finished eating, limiting the amount and quality of protein that the women receive. Development projects implemented to increase herds of cattle or poultry projects are intended to provide an increased amount of protein to the community. These projects have a differential effect on women. Generally, women are responsible for tending livestock and food preparation; as a result, increased livestock increases women's labour time. Yet the women receive none of the resources or advantages that livestock production provides. By increasing herds of cattle or implementing poultry projects, men benefit while women are hindered and excluded from the prosperity that development should provide. Finally, by not including gender dynamics in planning, development programmes in many instances have been counter productive.

For instance, development projects intended to increase agricultural productivity can have a negative effect on the well-being of women and their communities. Often, tractors and other agricultural implements are used to increase productivity. While increased agricultural output may in some aspects be beneficial, the negative aspects must be assessed. Increased technology in the agricultural sector causes high rates of unemployment among Third World women since the majority of agricultural work is traditionally done by them. Traditional techniques used in agriculture result in employment for high numbers of women. The unemployment among women that new technology often causes is responsible for a countless number of social and economic problems for women, their families and their communities. In the instances where international aid is required by a country either to combat effects of a natural disaster, such as drought, or to attempt to improve the quality of life for its citizens through development, planners must move away from the stereotypical models and narrow views of Third World communities mentioned earlier. The very people that are to be "aided" or "developed" must have the major part or role in helping themselves achieve their own development. Yet they are often not listened to, observed, or questioned by those who have the money, the power, and intentions of making things better.

The involvement needed at all levels means listening to the needs of women. Even though they might not be the "head of the household", we need to consider the concerns they have about their community even though they may hold no formal office. We need to take their role as economic contributors into account even though they might not be bringing home currency, but life-sustaining resources instead.

3.7 BENEFITS OF GENDER PLANNING AND GRASSROOTS GENDER PLANNING

Gender planning prioritizes the needs and conditions in which women live and work as a site for change. It 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 should not be seen as a separate, parallel process to mainstream development planning but should transform mainstream planning to address the needs of women and poor people generally through an economically, socially and environmentally sustainable process.

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

In Swaziland, a land-locked South African country, women are becoming increasingly recognized as important contributors to the economy and community, and the most active members in rural development. Since the late 1950s,

women's organizations known as *Zenzele* or alternatively, "do-it-yourself" associations have increased the standard of living for hundreds of rural women and their communities. *Zenzele* associations have an average membership of 20 persons and number around 200 associations countrywide. They sometimes form in response to a particular need that the women perceive in the community, usually a need that corresponds to the women's gender roles within the community. For example, at Zombodze, a group of women formed a *Zenzele* group to construct a pre-school and to address the problem of malnutrition among some of the community's children.

Since the 1950s these groups have greatly diversified. Their functions not only include the needs women have as homemakers and rearers of children; they also concentrate on enhancing the roles that they play in domestic agricultural production and in wage-earning activities. Some *Zenzele* groups have organized to earn money through communal production and marketing of various handicrafts. Projects undertaken to design and construct storage facilities for crops have been very successful as well.

Other local projects targeted at the needs of local women have made positive contributions to Third World communities and the lives of women. Gambian women, with the help of a Norwegian aid project, have been pooling their labour time to market and raise their vegetables cooperatively. Instead of trying to undercut one another in the market place by selling individually, they have been selling their produce collectively. The women are generally accustomed to sitting long hours in the hot sun on a daily basis, but by taking turns going to the market to sell the collective goods, time is freed up for other activities. The Norwegian development workers have also been helping the women learn bookkeeping skills and ways to save money for a pick-up truck to carry their produce to the market. The development planners have been very sensitive to the concerns and the needs that the local women express. Both sides are working together in order to make the project self-sufficient and completely in the hands of the women themselves.

The benefits of gender planning and grassroots involvement are evident. By addressing the problems and concerns they have in their daily life, women become empowered to make changes that will lift the oppression of their triple role.

3.8 INSTITUTIONALIZING GENDER IN ORGANIZATIONS

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

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 or cross-cutting theme.

3.9 HINTS TO DEVELOP GENDER STRATEGIES

This section provides useful hints to develop gender strategies. Some strategies are summarized as follows:

- 1) Developing a dialogue around "gender" within and between the organization and its partners around four key questions.
 - What gender processes and results do we want to achieve?
 - How do we want to achieve these processes and results?
 - To what impact on gender equality do we want to contribute?

- What contextual factors influence gender equality in our context?
 - 2) Discussing the organizations' new gender policy with partners, its relevance to national development as well as gender issues, policies and priorities.
 - 3) Creating 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.
 - 4) Developing competence in a specific gender workshop. Training is often a good catalyst for inculcating competence.
 - 5) Integrating gender issues in self-evaluation or evaluation processes.
 - 6) Assessing 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.
 - 7) Carry out an organizational analysis to assess the integration of gender in key tools, procedures, organizational culture and identify the awareness and needs of staff.
 - 8) Formalize the gender strategy, objectives and processes in a document and clarify the commitments, contributions and roles of different stakeholders in mainstreaming.
-

3.10 CONVERGENCE BETWEEN DEVELOPMENT PLANNING AND GENDER PLANNING

Development and gender planning converge in respect of the goals of planning. It is logical to assume that if women constitute the poorest, they are the most subordinate and are consistently denied access to the rights, services and benefits in society. Planning therefore, needs to be informed by a gender analysis which seeks to address the root causes of these gender-based inequalities. Gender planning should not be seen as a separate, parallel process to mainstream development planning but should transform mainstream development planning to address the needs of women and poor people generally through an economically, socially and environmentally sustainable process.

Check Your Progress Exercise 2

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

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

- 1) Write a short note on the “Zenzele” association in Africa.

.....

.....

.....

.....

.....

.....

3.11 POLICY APPROACHES

The important roles of women in Third World society are becoming more widely recognized. Yet the lack of an adequate operational framework for those involved in development planning has been particularly problematic for several reasons.

First, many development planners, and even local people, are reluctant to see the importance of gender as a planning issue. The idea of being gender-aware when making decisions in planning is a relatively new one. In many instances development has taken the gender-aware route. For example, it is important to note that the Government of Swaziland (GOS) assistance to and support of rural women's efforts through their *Zenzele* associations (women's -do-it-yourself groups) has been included in each of the national development plans since 1968. Yet even locally, and within specific communities, there can be reluctance in perceiving the needs of women as being important to the community.

According to the Swaziland Government Minister, women were the backbone of rural development in the country. Most of the participants in community-level development projects were women. Yet many women felt that they had difficulty in gaining access to extension advice and training opportunities, particularly ones involving provision of skills that would help generate income and employment. Some of them also felt that they were discriminated against in allocations of land, capital, and resources.

Much of the academic writing on this topic tends to highlight the complexities of gender divisions rather than simplify the issue and offer viable methods of incorporating gender awareness into practice. Academic writing by nature picks apart issues, dividing even the most modest of proposals into a myriad of complex topics. This approach has its advantage when it is important to weigh out and assess all of the related facts. However, as Moser suggests, the solutions proposed and the frameworks provided for gender planning need to direct attention to the ways in which this can be simplified.

Many involved in planning practice find it difficult to incorporate gender in existing planning disciplines. As described above, many of the existing planning disciplines are based around stereotypical models of household structure, division of labour, and the roles women play in their communities and economies. It is impossible to associate these existing models with gender-aware approaches to planning. The need for a new planning discipline is in order.

Gender differences between women and men are shaped by many different determinants, all of which are interrelated. These determinants can be natural, environmental, social, ideological, religious, historical, economic, and cultural. These determinants shape gender roles in societies, yet differ from society to society, within societies, and through time. The complexity of these factors draws attention to the fundamental need for ground-level involvement and research from development planners and local people coming from a wide range of disciplinary backgrounds. Projects also need to offer flexibility as roles within communities change. With these two guidelines in mind, planners will be more likely to design successful development projects that will benefit men and women equally - or at least not help one to the hurt or hindrance of the other. By striving to achieve strategies for flexible grassroots development projects, communities as a whole will reap the benefits.

An extremely viable policy approach to women in development is the empowerment approach. "The origins of the empowerment approach are derived from the emergent feminist writings and grassroots organizational experiences of many Third World women. The empowerment approach questions the fundamental assumptions concerning the interrelationship between power and development. Although the understanding in this approach is to increase women's power, the empowerment approach seeks to identify power in terms other than domination over others. This approach is also designed to create policies to help and protect the rights of women without increasing their dependency upon others and recognizes the triple role of women by raising women's consciousness through bottom-up and grassroots women's organizations.

Accurately defining the social relationships between men and women provides the basis for gender planning. This is the level at which planners can make the closest-to-reality assessment of a woman's role in a community and the level at which the women themselves can take direct action in their development. As seen in the Swaziland and Gambian examples, it is clear that gender planning exceeds gender-specific goals by benefiting all members of a community.

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) What are the determinants for the gender differences between women and men?

.....

.....

.....

.....

.....

.....

3.12 SUMMING UP

This Unit focused on the need for gender planning and how the development officials operating at the grassroots to international levels generally overlook the needs of women. The importance of gender roles of women in Third World societies were highlighted, followed by a description of various planning stereotypes that influence women's participation in areas of development. As an alternative, the benefits of gender planning are presented, supported by evidence from case studies in Africa. This option is expanded into a discussion of viable policy approaches using gender and gender-based planning in the Third World.

3.13 GLOSSARY

Gender planning : It is the development of a plan of action and operational framework for applying the conceptual framework; it facilitates the process of institutional change from gender-neutral to gender-sensitive policies and programmes by developing and implementing specific measures and organizational arrangements for the promotion of gender equality.

Gender analysis : It is a method to collect and analyze information regarding the different needs and concerns of women, to address the barriers that have disadvantaged them. As an analytical framework, it is used to identify gender roles and to systematically study the different conditions and positions of women and girls versus men and boys.

Gender bias : It refers to providing differential treatment when it is ill-founded or unjustified; it has come to refer to favouring men as a gender.

Gender equality : It refers to treating men and women the same and attaining equal conditions for women to be able to contribute and to benefit politically, economically, socially and culturally; women are thus empowered as agents of change.

Gender equity : It refers to treating men and women differently, or the same when appropriate, to achieve outcomes that satisfy the needs of both.

3.14 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) This “triple role” of women is extremely important to recognize because such a small percentage of this work is paid work and therefore often 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 the 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 does a man’s. An expanding number of 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. In both Kenya and Malawi the most common, poorest women-headed households are the ones where the man is absent for extended periods due to migratory work. These arrangements are often referred to as *de facto* households owing to their being formal households, but are stereotypical in structure and income. For the children in these African households, the average weight-for-age is significantly better than in male-headed households. Children from *de facto* households in Malawi have the lowest incidence of stunting, as compared to households where the man is permanently absent due to death, divorce, or separation, and male-headed household types.

Check Your Progress Exercise 2

- 1) Since the late 1950s, women’s organizations known as *Zenzele* or alternatively, “do-it-yourself” associations have increased the standard of living for hundreds of rural women and their communities. *Zenzele* associations have an average membership of 20 persons and number around 200 associations countrywide. They sometimes form in response to a particular need that the women perceive in the community, usually a need that corresponds to the women’s gender roles within the community. For example, at Zombodze, a group of women formed a *Zenzele* group to construct a pre-school and to address the problem of malnutrition among some of the community’s children.

Check Your Progress Exercise 3

- 1) Gender differences between women and men are shaped by many different determinants, all of which are interrelated. These determinants can be natural, environmental, social, ideological, religious, historical, economic, and cultural. These determinants shape gender roles in societies, yet differ from society to society, within societies, and through time. The complexity of these factors draws attention to the fundamental need for ground-level involvement and research from development planners and local people coming from a wide range of disciplinary backgrounds. Projects also need to offer flexibility as roles within communities change.

3.15 REFERENCES

Moser, C. O. N, *Gender Planning in the Third World: Meeting Practical and Strategic Gender Needs*. World Development, 1989.

Dludlu, S. F., and R. K. Hitchcock, *Women’s Self-Help Associations, Development, and Natural Resource Management in Swaziland*, Mbabane, Swaziland: Home Economics Section, Ministry of Agriculture and Co-Operatives. 1987.

Oakley, A. *Sex, Gender and Society*. London: Temple Smith.1972.

Dwyer, D., and J. Bruce (editors), *A Home Divided: Women and Income in the Third World*. Stanford: Stanford University Press. 1985.

Beck, T. *Using Gender-Sensitive Indicators: A Reference Manual for Governments and Other Stakeholders*. *Gender Management System Series*. London: Commonwealth Secretariat. 1999.

3.16 QUESTIONS FOR REFLECTION AND PRACTICE

- 1) Critically evaluate the importance of gender planning.
- 2) Evaluate the triple roles of women.
- 3) Critically analyze the importance of gender analysis in development planning.
- 4) Give your opinion on how the strategic needs of women can be reflected in gender planning.
- 5) What are the policy approaches adopted to empower women?