# GENDER AWARENESS

## UNIT 1
Rationale for Gender Awareness in Policy Formulation

## UNIT 2
Existing Policies, Plans and Programmes

## UNIT 3
Review of Practices: Overview of Gender-blind Programmes

## UNIT 4
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Gender-blind and Gender-aware Programmes
COURSE INTRODUCTION

A key arena in which the gender and development (GAD) approach finds expression is in policy formulation and programme implementation and monitoring. This course provides us with several insights into the rationale for gender-awareness in policy making and implementation and encourages us to reflect on the basic processes involved and how these can be moulded and shaped to respond to gender concerns.

The policy making process is elaborated both in the Indian and global contexts highlighting key concerns and issues. We will discuss the transition from emphasis on women’s component plans to gender-responsive budgeting as well in the Indian planning experience. In addition to government, aspects of organizational culture and function are also discussed in the context of enhancing gender sensitivity.

We explore aspects of gender awareness in the context of policy formulation and implementation in Block 1. Block 2 focuses on gender-sensitive planning. In Block 3 we will explore gender-sensitive policies and programmes. Block 4 deals with gender considerations in need assessment. Block 5 focuses on management and administration issues and concerns in the context of gender-sensitive planning and policy making.
**BLOCK INTRODUCTION**

We explore aspects of gender awareness in the context of policy formulation and implementation in this Block. In Unit 1 we explain the rationale for gender awareness in policy formulation. What are the compelling reasons for adopting gender-aware policy formulation? This Unit provides some key arguments in its favour. In Unit 2 we take a look at existing policies, plans and programmes and examine them through a ‘gender lens’. Often we encounter programmes highlighting gender-blind approaches. Such programmes do not focus on gender and its influence and do not even recognize its importance. In Unit 3 we review practices, especially focusing on an overview of gender-blind programmes. In Unit 4 we look at gender-aware policies, programmes and schemes. In Unit 5 cost-benefit analysis is explored in the context of gender-aware planning. What are the costs of gender-sensitive planning and what are its benefits. Are there net benefits from adopting gender-aware approaches? In Unit 6 we compare gender-blind and gender-aware programmes.
BASIC DEFINITIONS

A **plan** is a course of action one intends to follow in order to solve a problem or change an existing situation. Planning is a process for accomplishing purposes. It is a blueprint for growth and a road map for development. It helps in deciding objectives both in quantitative and qualitative terms. It involves setting of goals on the basis of objectives and available resources.

A **programme** is a single use comprehensive plan based on objectives and policies of organizations. Programmes are implemented through action plans indicating the activities to be performed and time allotted for each activity.

A **project** is a distinct cluster of functions and facilities for a definite purpose. It is a part of a general programme which can be designed and executed as a distinct plan in it. A project is a single-use plan having certain features of a programme. It may be defined as any scheme or a part of a scheme, for investing resources which can be analyzed and evaluated as an independent unit. As such, a project, can, therefore, be regarded as a work plan devised through scientific investigation and analysis, to achieve a desired objective within a particular period.

**Inputs** are defined as financial, human and material resources available to implement the plan. Outputs are services that a plan delivers to a target group to have an expected impact.

A **policy** can be described as a purposive course of action taken or adopted by those in power in pursuit of certain goals or objectives. Policies have been defined as ‘decisions, giving directions, coherence and continuity to the course of action for which a decision making body is responsible’. Another definition regards policy as a ‘proposed course of action of a person, group or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective or a purpose’.

While an **approach** is a broad framework to understand a theme or subject, a **model** is a well constructed conceptual flow.
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UNIT 1 RATIONALE FOR GENDER AWARENESS IN POLICY FORMULATION

Structure

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1.1 INTRODUCTION

Gender planning is a legitimate planning tradition all over the world taking gender differences into consideration. The social construct generally specifies gender roles and responsibilities viz. what men and women have to do. This awareness was created among policy makers and development practitioners after the publication of the much acclaimed work of Ester Boserup. You have learnt about Ester Boserup’s work and WID and GAD approaches in MGS-001. This Unit acquaints you with the need for Gender Planning, meaning of Gender-Aware Planning and how to incorporate gender concerns into policy formulation and planning. Gender planning concepts are developed at the international level. These concepts and the rationale for incorporating gender concerns into the Planning process was initiated from the Seventh Plan Period Onwards (1987-1992). But formal earmarking of funds for women began with the Women’s Component Plan in 1997-98. This Unit begins with introducing the rationale for gender planning. In the forthcoming Units we would be learning about the existing policies, plans and five year plans of the Government of India.

1.2 OBJECTIVES

After studying this Unit, you should be able to:

- explain the need for gender planning;
- define gender awareness;
- examine gender-aware policy making; and
- analyze gender issues in policy making.
1.3 NEED FOR GENDER PLANNING

Caroline Moser (1989) in her path-breaking paper entitled “Gender Planning in the Third World: Meeting Practical and Strategic Gender Needs” provided an operational framework for gender planning. She postulated that “Gender Planning is based on the underlying conceptual rationale that because men and women play different roles in society, they often have different needs. Therefore, when identifying and implementing planning needs, it is important to disaggregate households and families within communities on the basis of gender. Moser further analyzed the need to build gender planning on the foundation of practical and strategic gender needs. Do you recall the meaning of practical and strategic gender needs? As you know, this classification was derived from the work of Maxine Molyneux (1985). We draw on her definitions of strategic and practical gender needs as follows:

**Strategic gender needs are formulated from the analysis of women’s subordination to men and deriving out of this the strategic gender interests identified for an alternative, more equal and satisfactory organization of society than that which exists at present, in terms of both the structure and nature of relationships between men and women.**

**Practical gender needs, on the other hand, are formulated from the concrete conditions women experience, in their engendered position within the sexual division of labour and deriving out of this their practical gender interests for human survival.**

This brings us to the difference between gender-sensitive planning and gender planning. Gender-sensitive planning in our context translates into planning policy, schemes, projects and programmes sensitive to the needs and interests of women. However, gender planning, as envisaged by Moser derives from specific operational frameworks encapsulating gender differences in needs and interests. As she summarizes: “The methodological tools identified simplify complex theoretical feminist concerns relating both to the productive, reproductive and community managing roles of women and to the nature of their gender subordination, such that they can be translated into specific interventions in planning practice”.

“Grafting” gender onto existing planning practice is not the solution. Therefore, we need to evolve and use a gender planning framework recognized in its own right as a specific planning approach.

There are several tools to carry out gender planning. Gender budgeting is one such tool referring to a method of looking at the budget formulation process, budgetary policies and budget outlays through the “gender lens”. The gender budget, with regard to the government at any level, does not refer to a separate budget for women. Rather, it is an analytical tool which scrutinizes the government budget to reveal its gender-differentiated impact and advocates for greater priorities for programmes and schemes to address the gender-based disadvantages faced by women. In fact, gender budgeting, as an approach, is not confined to government budgets alone; it also includes analyzing various socio-economic policies from the gender perspective.

According to the Council of Europe’s Group of Specialists on Gender Mainstreaming, gender budgeting is an application of gender mainstreaming in the budgetary process. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditure in order to promote gender equality. Gender budgeting has been internationally recognized as a key tool for empowering women by incorporating gender perspectives and concerns at all levels and stages of development planning, policy, programmes and delivery mechanisms. The Government of India has adopted
gender budgeting for gender equity as a mission statement and is widely disseminating tools and strategies across ministries and departments. The importance of gender budgeting has been stressed time and again in different forum settings. A government budget is a financial statement of the expected revenue and intended expenditure of the government over a given period. The government budget is not simply a technical instrument for compiling and reporting on government revenue and expenditure plans but it is also a primary policy statement made by the government. The budget has three crucial economic functions: allocation of resources; distribution of income and wealth; and stabilization of the economy. Gender-responsive budgets seek to uncover the impact of resource allocations on women, men, girls and boys.

Gender budgeting serves varied purposes. These include, among others:

- Identifying the felt needs of women and re-prioritizing and/or increasing expenditure to meet these needs;
- Supporting gender mainstreaming in macroeconomics;
- Strengthening civil society participation in economic policymaking;
- Enhancing the linkages between economic and policy outcomes;
- Tracking public expenditure against gender and development policy commitments; and
- Contributing to the attainment of the Millennium Development Goals (MDGs).

**Gender budgets**

What are the major characteristics of gender budgets? They:

- do not propose separate budgets for women and men;
- focus on gender awareness and mainstreaming in all areas of budgeting at all levels;
- promote the active participation of women stakeholders and other disadvantaged citizens who are excluded from public decision-making;
- promote more effective use of resources to achieve gender equity and transparency;
- look at the links between inefficient and inequitable use of resources based on gender and poor use of resources based on other axes of disadvantage such as race, ethnicity, geographic location and age;
- stress re-prioritizing within and across sectors rather than only an increase in overall government expenditure.

**Benefits of Gender-responsive Analysis for Governments**

The benefits include:

- Improving efficiency and impact by ensuring that expenditure benefits those who need it most;
- Using the analysis to report on progress on the government’s commitment to democracy, equitable economic development and women’s rights and equality;
- Using the analysis to improve transparency and accountability and to help implement policies effectively;
- Using the analysis to track budgets and so reduce corruption;
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- Providing a space for government to work with civil society to enhance development impact, democratic governance and transparency;
- Using the analysis to report on government’s progress on compliance with national and international gender-related commitments, recommendations and action plans (e.g. national gender policies and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW);
- Strengthening advocacy and monitoring initiatives by citizens;
- Providing information to challenge discrimination, inefficiency and corruption and to propose feasible policy alternatives;
- Recognizing the ways in which women contribute to society and economy with their unpaid labour in bearing, rearing and caring for citizens;
- Providing a way of holding public representatives accountable for their performance; and
- Recognizing the needs of the poorest and the powerless.

Around the world, gender budgeting tends to focus on women because:

- Nearly two-thirds of the illiterate people in the world are women;
- In developing countries, maternal mortality continues to be a leading cause of death for women of reproductive age;
- Women are under-represented in decision-making in both government and business sectors, especially at senior levels;
- Women’s ‘economic’ work continues to be very different in nature from men’s. Women are engaged in less formal, lower status types of work and continue to receive less pay than men for the same work; and
- Women also continue to do most of the unpaid work of bearing-rearing and caring for children and other member of their families including the sick and the aged.

All around the world women and men live in social structures which are based on unequal gender relations. Gender roles restrict women to the domestic sphere and to biological and social reproductive responsibilities which are entrapping, time-consuming and not appreciated as real labour. In addition, these roles prevent women’s physical and social mobility. Caroline Moser (1991) focuses on the triple roles of women: reproductive (child bearing and rearing responsibilities); productive (as secondary income earners) and community management (community management work undertaken at local community level in both urban and rural contexts). Gender roles also prescribe that men should be regarded as the prime bread-winners, as well as the main decision-makers in the family.

Gender planning is based on the understanding that because men and women play different roles in society, they often have different needs. Therefore, it is necessary for plans to disaggregate households and families within communities on the basis of gender, identifying men and women, boys and girls. It is this role and needs differentiation that provides the underlying conceptual rationale for gender planning and defines its long-term goal as the emancipation of women bestowing dignity to women and empowering her as an individual. The central issue relates to enabling women to take an equal place with men and participating equally in the development process in order to achieve control over factors of production on an equal basis with men. If planners are blind to the triple role of women and to the fact that those women’s needs are not always the same as those of men, they fail to see the necessity of relating planning to women’s specific requirements (Moser, 1991).
1.4 WHAT IS GENDER AWARENESS?

Although development agencies and Third World governments are presently in the process of trying to formulate and implement new policies on women’s development, success with these policies depends on increased gender awareness among development personnel (Longwe, 1991).

Gender awareness brings recognition of gender issues. There are three essential elements in gender awareness: first, the recognition that women have different and special needs; second, that they are a disadvantaged group in terms of their welfare and access to and control over the factors of production; third, that women’s development entails working towards increased equality and empowerment for women, relative to men (Longwe, 1991).

If the central issue in women’s development is equality with men, then there is a need to spell out the different forms and levels of equality that constitute development. According to Longwe (1991), five different criteria form the basis for identifying women’s empowerment. The five levels of the Longwe framework are empowerment-based. The levels in decreasing order are control, participation, conscientization, access and welfare. Welfare means the level of material welfare of women, relative to men in matters of food supply, income and medical care. Access refers to women’s equal access to factors of production with men. Conscientization refers to consciousness raising, for example, developing the belief that sexual division of labour should be fair and agreeable to both sides and not involve economic or political domination of one sex by the other. Belief in sexual equality lies at the basis of gender awareness and provides the basis for collective participation in the process of women’s development. Participation means women’s equal participation in decision-making processes, policy making, planning and administration. Control refers to effective participation of women in the decision-making process. Such control is achieved through sustained conscientization and mobilization to achieve equality of control over factors of production and distribution of benefits.

There is an important consideration which we need to address. Why do we need to look at “gender and development” rather than women in isolation? When women were identified as the focus of the planning exercise, their problems were perceived in terms of their gender. As you know, sex refers to their biological differences compared to men while gender focuses on the social relationships between men and women, the foundation for their subordination. As Moser puts it:

Gender-aware approaches are concerned with the manner in which such relationships are socially constructed; men and women play different roles in society, their gender differences being shaped by ideological, historical, religious, ethnic, economic and cultural determinants.

In most developing countries, gender issues have not been satisfactorily incorporated because of reasons ranging from lack of recognition of gender as an important planning issue; male domination in decision making and their use of gender-blind approaches; lack of methodological tools enabling practitioners to translate gender awareness into practice. Also, existing planning disciplines may not lend themselves easily to incorporating gender as a crosscutting concern.

There continues to be confusion even in terminology. What term should planners use? While we recognize that women may have interests in common, we need to avoid “false homogeneity” deriving from lack of recognition of the influence of class and ethnicity on women’s position. Hence we should emphasize the use of the term “gender interests” in the gender planning context.
1.5 GENDER MAINSTREAMING – A REMEDY

As we have discussed earlier in MGS-001 in Block 4 regarding definition of gender mainstreaming and the efforts taken by the government of India to mainstream gender into its policies, Gender mainstreaming has emerged as a feasible tool to ensure that a gender perspective is included at all stages of planning and implementation of policies, projects and programmes in various institutions and organizations. It ensures that gender needs and concerns are included in the formulation, planning and implementation of development projects from the start, rather than being added on through women-specific projects. The Beijing Platform for Action, the document that was negotiated at the UN Women’s Conference in 1995, provided the original mandate to the UN System to pursue Gender Mainstreaming. The concept emerged from the Gender and Development (GAD) approach that had replaced earlier efforts in integrating women into development policies and programmes. Advocates of GAD criticized development interventions that had targeted only women and these approaches did not attack patriarchal structures that were structurally embedded in society primarily causing the oppression of women. So development experts argued that the goal of the approach was to address the power relationships in society and the GAD approach primarily talks about existing power relations negatively impacting women and how to overcome them. Gender mainstreaming is primarily a tool for addressing power relations. Usually women-specific projects provide benefits and services to women without taking into account the wider framework of gender inequality which is perpetuated throughout the development process. In other words, through gender mainstreaming, women’s needs are properly taken into consideration in development policies while gender relations are tackled as an obstacle to achieving gender equality (FES, CRTDA, 2005). The adoption of the Gender Mainstreaming strategy by the UN agencies is a turning point. In 1997 the UN Economic and Social Council provided definitions for Gender Mainstreaming. Do you recall the gender mainstreaming definition which was already mentioned in MGS-001? The ECOSOC definition clearly states three important issues:

- use of gender mainstreaming as a strategy to incorporate gender concerns in organizations;
- integration of women’s and men's concerns into policies and programmes; and
- emphasis on measures to achieve gender equality.

The gender mainstreaming strategy was also adopted and implemented by the World Bank and ILO. According to Jagan (1995), operationalization of gender mainstreaming can be considered to focus on institutional strategies, operational strategies and policy objectives. The institutional strategies encompass the assignment of responsibilities for gender mainstreaming, system accountability, coordination, monitoring, evaluation and personal practices. The second category includes approaches that the institutions have defined and the guidelines, knowledge, analytical tools, policies and programmes that they have developed to carry out activities. The third category deals with definition of objectives that organizations arrived at. This clearly shows us that gender mainstreaming can serve as a significant tool in gender planning.

Check Your Progress Exercise 1

Note: a) Use this space given below to answer the questions.

b) Compare your answers with the one given at the end of the Unit.

1) What do you mean by “Gender Awareness”?
2) List the international agencies/organizations which have implemented Gender Mainstreaming policies immediately after the passage of the Beijing Platform for Action.

1.6 IDENTIFYING GENDER ISSUES AND IMPLICATIONS

In an effective gender mainstreaming process, the first step is to have a diagnosis of the existing situation of gender disparity in a particular sector or in the whole community. This involves the collection of data and information on the key issues, concerns and roles. The main tool for this initial assessment phase is gender analysis.

As you have discussed in MGS-003, gender analysis refers to a study of the different conditions that women and men face and the differential effects that development policies and programmes may have on them because of their different situations. Gender analysis tells us who has access to resources and to decision-making power and who is likely to lose or benefit from a particular policy or programme.

Gender analysis involves both quantitative and qualitative research into gender relations; the social, economic, political status of women and men; as well as into the differential and gendered impact of development policies and projects. Quantitative research includes the collection, compilation and processing of gender-disaggregated data and indicators, while qualitative research involves the study of the broader cultural and historical trends that affect gender relations. Sex-disaggregated statistics and qualitative analysis are complementary to each other in understanding the gender situation in a given setting or sector.

Since women are not a homogeneous group and, in fact, reflect the diversity of the entire population, the data should further be disaggregated by age, race/ethnicity, class and disability in order to understand not only how women have life experiences different from those of men but also how different women have different life experiences and needs.

In gender analysis, both quantitative and qualitative gender-sensitive indicators are crucial since they are complementary to each other. For instance, in measuring the political representation of women, a commonly used quantitative indicator is the number of women parliamentarians. This measure enables researchers and policy designers to trace the changes in the numbers of women parliamentarians over time. While it is a useful statistic, a quantitative indicator may occasionally fail to draw a complete picture of the real levels of political representation of women in a given society. Qualitative indicators that focus on the perceptions of women parliamentarians themselves concerning their role in parliament as well as their response to questions such as how many times issues related to gender equity are raised in parliament, what legislation related to gender equity is passed and enforced and whether women’s speeches are making an impact yield a more accurate and
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wider understanding of the degree, level and aspects of women’s political representation.

Without the existence of baseline data disaggregated by gender, the specific situations of women will be ignored or both sexes will be treated as though they were men. In case the details of women's and men's capacities, relationships and access to and control over resources are not made available through gender analysis, there is a risk that the newly initiated development projects will give way to the exacerbation of the gap between women and men in accessing and benefiting from the opportunities provided by development. Gender-disaggregated data also reveals the individual contributions of women in a particular sector which would otherwise go unrecognized thereby perpetuating inequities.

Let us take an example. In the case of primary education, gender analysis can tell us that a gender gap exists in most countries; that is, there is a gap between girls’ and boys’ enrollment and retention in school. In the majority of countries where there is a gender gap, the gap works against girls, but in others, it works against boys. In India, an average six year-old girl can expect to spend six years in school, three years less than a boy of the same age. Girls in rural areas are at an even greater disadvantage; their risk of dropping out of school is three times that of a boy. In Jamaica, however, it is boys who are at higher risk of missing out on education. Boys are often pulled out of school and sent to work to boost family income and thus, their drop-out rate is higher than that of girls. In their efforts to meet the needs of both girls and boys, governments are increasingly using gender analysis to investigate the root causes of the gap and what measures can be adopted to reduce the distortions in the educational system.

1.7 GENDER-AWARE POLICY-MAKING

Policy-making is the process of social and political decision-making about how to allocate resources for the needs and interests of society. The outcome of this process is a policy strategy. Planning is the process of implementation of a policy, with the end result being a clear plan. Implementation is the process of taking action to deliver the programme designed, often resulting in a completed product (Moser, 1993: 6). These three processes, according to Moser, can be used to describe the interrelated stages of gender policy. Since the gap between gender-aware policy and planning is significant in planning agencies, it is an area that needs to be addressed.

The need for gender-aware policy and planning arises from the demographic composition of the population. Women form a sizeable part of the population. Their contribution to social reproduction and unpaid work is a major contribution to national economies. However, women continue to have low status and are not afforded opportunities to become part of or gain benefits from, economic and political systems except at the lower ends. It is for this reason that gender-aware policy and planning become important tools to effect a positive change in women’s conditions. Gender-aware policies and plans are more likely to respond to deep-seated patterns of discrimination against women when women themselves collectively analyze and contribute to policy-making and planning processes. In cases where men are not benefiting equally from development planning strategies, a gender-aware approach also enables interventions to correct these imbalances (Taylor, Viviene, 1999).

Gender-neutral development policies and programmes fail to recognize the different living conditions of women and men and as such, they end up favouring men who have better access to the training and credit opportunities provided within development frameworks. Moreover, in cases where women are provided similar services through women-specific development programmes, the women
beneficiaries, most of the time, lack the skills to make the most of these services, as women-specific projects often tend to disregard the deeply embedded gender structures in the society which assign women and men different roles and as a result of which women and men have unequal degrees of decision-making power at their command.

The absence of a clearly established gender policy has been identified as a major problem in development planning. 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 (Taylor, Viviene, 1999). The inclusion of a gender perspective throughout all four planning cycles and in the different stages of each cycle will strengthen the possibility of change from gender-blind to gender-aware policies, plans and programmes within institutions and will act as an internal guide for changes in the macro process.

Building gender issues into policies and programmes is the main component of the gender mainstreaming process. It involves gender-aware policy-making and programme implementation, that is, setting and carrying out policies and programmes that take into account the different roles, resources, needs and interests of women and men. Gender-aware policy-making should be informed by gender analysis carried out prior to each new development initiative.

Gender mainstreaming may take two forms. One is the integrationist version which refers to ensuring that gender equality concerns are integrated in the existing development paradigms without transforming the development agenda itself. As such, women’s needs are incorporated into many programmes and sectors. However, sector and programme priorities usually remain intact without any change.

The other is the agenda-setting or transformative gender mainstreaming which involves the transformation of the existing development agenda. Agenda-setting gender mainstreaming implies the participation of women in all the stages of development decision-making and implementation. As opposed to the integrationist form, agenda-setting gender mainstreaming entails the recognition of not only women’s needs as individuals, but also women's agenda as a whole within the development paradigm.

The first step in building gender issues into policies and programmes is to choose an appropriate policy area. Most policy areas are relevant for gender mainstreaming but it might be easier to start with those which are generally recognized as key areas for achieving gender equality, such as education, labour market, family policy, etc. (UNHCR, 1998).

**1.8 BUILDING GENDER ISSUES INTO POLICY**

There are different ways in which gender can be present or absent in policy interventions. Greater gender awareness in formulating policy requires recognizing the dynamic and differentiated nature of empirical reality and constantly checks our assumptions with this reality. Naila Kabeer (1994) has detailed that greater gender awareness may lead to three alternative approaches to policy. They are gender-neutral policies, gender-specific policies and gender-redistributive or transformative policies (Figure 1.1).
Gender neutrality in policy are relies on accurate information about the existing gender-based division of resources and responsibilities, in order to ensure that policy objectives are met in the most efficient way possible. Gender-neutral interventions are intended to leave distribution of resources and responsibilities intact.

Advocacy on behalf of women and recognition of the past neglect of women’s gender-related needs gives rise to gender-specific policies which favour targeting activities and resources which women are likely to control or benefit from. Gender-specific policies seek to transform existing gender relations in a more democratic direction by redistributing more evenly the division of resources, responsibilities and power between men and women. Gender redistributive policy is the most politically challenging option which requires men to give up certain privileges and take on certain responsibilities in order to achieve greater equity in development outcomes. Gender-specific interventions are intended to meet targeted needs of one or other gender within the existing distribution of resources and responsibilities. Gender-redistributive policies are interventions intended to transform existing distributions in a more egalitarian direction.

The approaches adopted and the intervention they give rise to will depend on the kind of analysis used to identify the problem and seek solutions. Thus, while analyzing an intervention, the gender-aware policy approach must take into account the gender relations of the relevant institutional context within which specific activities are currently undertaken. Also, such an approach should analyze what aspects of these relations need to be challenged or reproduced before determining the possibilities for designing more gender-sensitive policy responses. It should focus on gender-linked implications of production and distributional practices. Such an analysis will help to clarify the extent to which institutional processes and outcomes are efficient and equitable (Kabeer, 1994).

Suppose the analysis of poverty within a certain context reveals that the poor belong to landless households and rely on various forms of self-employment for their survival. Their poverty reflects not only their lack of productive assets but also their related lack of access to financial resources to invest in their business. Intra-household analysis reveals that while women within low income households contribute to household livelihood strategies, they are disadvantaged in the distribution of resources within the households and also face even less favourable terms of access to financial resources.
Let us explore the multidimensional facets to provision of basic needs. Rather than seeking to meet household food needs directly through targeted feeding programmes, a more sustainable option would be to improve the productivity of the poor through provision of credit. This was a strategy adopted by the Working Women's Forum, Chennai. A second strategy would be to provide backing for the poor to build up their own resources. Community Development Foundation in Hyderabad adopted this strategy, i.e. seeking to build thrift and credit cooperatives for men and women from low income households. The third strategy was the creation of alternative financial institutions which sought to compensate for the exclusionary implications of conventional banking practices by a new set of rules and procedures which addressed the specific constraints which women in poverty face. This option was presented by Grameen and SEWA Banks. Each of these options can be seen as an attempt to develop appropriate institutional responses to the interacting distributional failures of households and formal financial institutions.

1.9 GENDER-AWARE POLICIES: LINKING GOALS AND INTERVENTIONS

Under the broad rubric of gender-aware policies we can distinguish different kinds of interventions, differentiated by whether they are seeking to achieve integration or transformation (Kabeer and Subrahmanian, 1999). The main thrust of integrationist advocacy is to point out that men and women have different roles and make different kinds of contributions and that these have to be built into policy design to ensure the most effective use of development resources. Integrationist advocacy can lead to gender-specific policies which are intended to target and benefit a specific gender in order to achieve certain policy goals or to meet certain gender-specific needs more effectively.

Boserup's advocacy that greater attention has to be paid to the education of women as a way of closing the growing productivity gap between men and women and the resulting gap in their ability to benefit from development is an example of advocacy which might lead to a gender-specific response. In societies where strict norms of female seclusion are observed, an introduction of home-based income generating projects for women may be an appropriate gender-specific response to objective constraints.

However, gender-specific interventions need not be limited to integrationist goals. Instead, they can be moulded by transformative advocacy which seeks to address not the manifestations of gender inequality but also their underlying causes. In Bangladesh, where the group-based lending to women was pioneered, there is striking contrast between the insistence on group formation in the context of credit delivery (whose goal is the creation of women entrepreneurs to compete with each other to be successful) and the denial, with government backing of the right to organize women working in the garment factories who have a collective interest in organization. Formation of women's groups in the context of development efforts is a gender-specific strategy which can have more limited integrationist or more open ended transformatory goals in mind.

Another example is that of an anti-liquor agitation mobilized by rural women in Andhra Pradesh which had transformatory potential. Reading material distributed in the literacy campaigns showed the plight of a poor village woman whose husband drank away at the local liquor shop. This example encouraged women to raise questions in the literacy classes about their own status and their potential to act.

However, gender-transformative policies are likely to be politically challenging because they inevitably require men to give up certain privileges or take on certain responsibilities in order to achieve gender equity in the development process. Hence,
Gender Awareness planning for transformation entails strategic thinking and a grounded sense of what is possible.

In this context, Naila Kabeer (1999) proposes that we need to look at the relationship between an intervention and its impact. For example, the key question about 'access' to resources is not only the continuum in the extent of control, but about the difference access makes to shifting gender inequalities. Focusing purely on control ignores the multiple ways in which gender inequalities are manifested in everyday life and narrows the question of impact down to a single dimension.

Check Your Progress Exercise 2

Note:  
(a) Use this space given below to answer the questions.  
(b) Compare your answers with the one given at the end of the Unit.

1) State a few strategies to identify gender issues.

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2) How can gender issues be built into policies?

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1.10 SUMMING UP

This Unit starts with defining Gender – Aware Policies and explains the need for Gender – Aware policies. It also discussed the Gender Mainstreaming strategy and it explained that Gender Mainstreaming is a tool for Gender Planning to bring gender concerns into the policy process. Apart from this, this Unit also dealt with how to identify gender aware issues and the strategies to build gender issues into the policy making process.

Gender-sensitive planning in our context translates into planning policy, schemes, projects and programmes sensitive to the needs and interests of women. Gender planning, on the other hand, is based on the underlying conceptual rationale that because men and women play different roles in society, they often have different needs. Therefore, when identifying and implementing planning needs, it is important to disaggregate households and families within communities on the basis of gender. Thus, gender planning as envisaged by Moser derives from specific operational frameworks encapsulating gender differences in needs and interests.

Gender budgeting, one of the tools for gender planning, looks at the budget formulation process, budget policies and outlays through the ‘gender lens’. In our context, it is an analytical tool which scrutinizes the government budget to reveal its gender-differentiated impact and advocates for greater priorities for programmes and schemes to address gender budgeting disadvantages faced by women.

The UN has promoted gender mainstreaming as a strategy to incorporate gender needs and concerns in organizations. The emphasis remains on measures to promote
gender equality. Gender mainstreaming should adopt a transformative rather than integrationist approach.

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-based approach also enables interventions to connect these imbalances.

1.11 GLOSSARY

**Quantitative Indicators**
Quantitative indicators are defined as measures of quantity, such as the number of women users in a telecentre, the number of women trained in computer skills or the number of women who have access to the internet compared to men.

**Descriptive Research**
Descriptive research tells us “what is”. No manipulations of variables are attempted, only descriptions of variables and their relationships as they naturally occur. Descriptive research answers questions like “what do entry level women bank tellers know about customer satisfaction?” As with causal-comparative studies, there is no control of variables as in experimental research. Descriptive research methods range from the survey, which describes the status quo of variables, to the correlational study which investigates the relationship between variables.

**Conceptual Framework**
It is used in research to outline possible courses of action or to present a preferred approach to an idea or thought. Conceptual frameworks (theoretical frameworks) are a type of intermediate theory that attempt to connect to all aspects of inquiry (e.g., problem definition, purpose, literature review, methodology, data collection and analysis). Conceptual frameworks can act like maps that give coherence to empirical inquiry. Because conceptual frameworks are potentially so close to empirical inquiry, they take different forms depending upon the research question or problem.

**Strategy**
The word Strategy is of military origin refers to a plan of action designed to achieve a particular goal. The strategy is concerned with how different engagements are linked to achieve intended objectives. Now strategy is applied beyond traditional fields and applied to business, economics, game theory, planning and other fields. With regard to planning ways have to devised i.e. strategies to achieve goals.
1.12 ANSWERS TO CHECK YOUR PROGRESS

EXERCISES

Check Your Progress Exercise 1

1) Gender awareness brings recognition of gender issues. There are three essential elements in gender awareness: first, the recognition that women have different and special needs; second, that they are a disadvantaged group in terms of their welfare and access to and control over the factors of production; third, that women’s development entails working towards increased equality and empowerment for women, relative to men.


Check Your Progress Exercise 2

1) In an effective gender mainstreaming process, the first step is to have a diagnosis of the existing situation of gender disparity in a particular sector or in the whole community. This involves the collection of data and information on key issues of concern. The main tool for this initial assessment phase is gender analysis.

Gender analysis refers to a study of the different conditions that women and men face and the differential effects that development policies and programmes may have on them because of their different situations. Gender analysis tells us who has access to resources and to decision-making power and who is likely to lose or benefit from a particular policy or programme.

2) There are different ways in which gender can be present or absent in policy interventions. Greater gender awareness in formulating policy requires recognizing the dynamic and differentiated nature of empirical reality and constantly checks our assumptions with this reality.

1.13 REFERENCES


Sudarshan, Ratna, M. 2010. Women’s participation in the NREGA: the interplay between wage work and care. Chronic Poverty Research Centre (CPRC) Conference, Manchester, UK.


1.14 QUESTIONS FOR REFLECTION AND PRACTICE

1) Explain briefly how the gender mainstreaming strategy is helpful in gender planning.

2) Define and explain gender-aware policies.