ECA/ACW/GSM/98

Economic Commission for Africa

African Centre for Women

Gender Sensitisation Manual

1998

ECA/ACW/GSM/98

Economic Commission for Africa

African Centre for Women

Gender Sensitisation Manual

1998

ECA/ACW/GSM/98

Economic Commission for Africa

African Centre for Women

Gender Sensitisation Manual

1998

This manual has been prepared as part of the Gender Sensitisation Programme designed by the African Centre for Women and the British Council.

The training design was prepared by Rosemary Arnott of the British Council in close consultation with the staff of the African Centre for Women [ACW] and of other divisions at the Economic Commission for Africa [ECA].

The training module was developed by Nalini Burn, lead facilitator after a participatory needs assessment exercise with staff from all divisions of ECA. It is based on ongoing work started with UNDP to develop alternative training frameworks incorporating economic analysis. It has been enriched by the contributions of Wanjiku Kibera and Gladys Mutukwa, co-facilitators for the first and second and third workshops respectively and Hilda Tadria, Regional Adviser at ACW. Rachel Mukuria, Gender and Development Officer of the British Council at Addis Abeba, Ethiopia provided valuable support.

The participants of all the three workshops contributed in shaping the process and content of the workshops.

The active participation and keen interest of the Director of ACW, Josephine Ouegraodo was a constant source of inspiration and determination.

The Purpose of the Manual

This manual is part of a Learning Support Package to facilitate individual learning as well as to enable participants to act as facilitators for other learning experiences.

It contains facilitators notes and tips as well as feedback and output of participants.

It goes beyond the Training module format.

It documents the first gender sensitisation workshops at ECA, as a moment in the on-going gender mainstreaming process initiated by ECA.

It provides a foundation for more in-depth, specialised capacity-building for participants.

The material contained in the manual can be used as advocacy and information briefs, for making short presentations, using overhead formats

It contains references and guides to further reading.

It gives an overview of different training frameworks in current use in Africa

It introduces and tests an integrative framework for mainstreaming gender in subtsantive areas of ECA's work and is particularly oriented to economic analysis and management

How to Use the Manual

The manual's main purpose is to provide learning support. It uses the three sensitisation workshops as a sort of ***case study*** for facilitators. It both documents and can be used for facilitating learning. It uses a building block approach. It frequently refers to material in previous sections, building on the learning demonstrated and the contributions of participants.

The manual reflects an exploration of different formats for learning: The training format, with fairly rigidly-designed lessons is not often appropriate for some target groups, such as policy-makers. An interactive workshop style, with structured discussions may be more useful, as has been found in some sessions.

The manual is divided into sessions. The sessions are organised in the different following sections, not all of which are present for each Session:

- Session Objectives
- Facilitators Notes
- Presentations (already in Overhead presentation form)
- Presentation Notes
- Participants Output
- Core messages
- Briefing sheets
- Examples of Use
- Reference Material.
- Reference Section

Note: The icons indicate what the sections are. If there is a page number and/or description next to an icon in the margin, it indicates where to find the section in the manual.

The Organisation of the Workshops

The workshops were conducted in a big seminar room which contained easily 30 people

There were 5 large tables around which sat some 6-8 participants. While break out rooms were available nearby, participants preferred to remain in their table groups for group work.

A series of posters by the British Council were on the walls. They were used as a resource during the workshop.

The series is on **Gender and Economic Reform: Through Women's Eyes.** ®

The training section of the Human Resources and Conference Services Division at ECA provided support.

The following equipment and supplies were requested and provided by the Training Section and by the ACW.

□ **Equipment**

One overhead projector
Flipcharts
Video player and T.V
Photocopying machines or facilities nearby
One computer, printer
Hole puncher, for thick documents
Staple remover
Stapler,

□.**Supplies**

For participants; ring binder, with dividers if possible
Writing paper, pens
Photocopying paper
Flipchart paper, allow 6-8 pads per day. Total 15 pads of 15 sheets
Markers: multicoloured: 6 packs of 4 colours, in particular black and blu
Scissors
Parcel or masking tape
Sellotape
Blutac: 3 packets for fixing flipcharts on walls
Transparencies for overheads
packets transparency pens
Transparencies for photocopying

Participants Expectations Session 1

	The purpose of this session is to
Session Objective	match participants's expectations of the workshop with realisable outcomes establish ground rules and indicators of success
☛ Workshop Welcome	Welcome participants. Ask participants to introduce each other Explain purpose of sensitisation workshop Explain purpose of session
Participants' Expectations	5. Ask participants about expectations and apprehensions. Record on flipchart. Address any directly where appropriate.
🗋	🗍 The workshop objectives were developed as part of the Needs Assessment Exercise and presented in the Report.
🗋*Workshop Objectives* (next page)	☛ Present objectives after participants have expressed their expectations and fears. Match them to participants' expectations and ask them to validate the objectives (or modify accordingly)
🗋	🗍 The timetable for the workshop has been developed from the objectives and the time budget for the sensitisation workshops.
🗋*Workshop Schedule* (page after)	☛ 7.Present timetable and invite participants to comment and agree. 8. Make sure that objectives are matched to timetable in the following ways:

Agreeing on ground rules for workshop

Method:

1. Mention that there is a lot of ground to cover in very little time. How can it be used effectively?

2. Explain building block approach, each session builds upon the other and the importance of being present throughout

3. **Plenary Brainstorm** on what **resources** we have for the workshop. Start the ball rolling with

Participants' Output

Time, listening,

prior knowledge, stamina, variety of participants

4. **Ask what constraints we have**

Time, lack of interest, drifting off

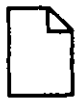
5. **Ask what strategies to develop**

Core Messages

6. Summarise discussion on Flipchart:

Keep time,
Share time
Attend throughout
Be engaged,
Listen,
Share knowledge and experiences,
Respect each other

7. Place Flipchart in very visible place in room next to Expectations and Fears of Participants



Objectives of the Workshop

Clarify the concept of gender

Clarify the distinction between a women in development approach and a gender approach as a policy approach

Develop practical awareness of gender analysis as a professional development tool

Demonstrate the rationale for a gender approach to African development

Strengthen understanding of gender as a cross-cutting issue in the core programme areas of ECA

Build an understanding of the link between mainstreaming gender in substantive areas and mainstreaming gender in organisations

Make and Present recommendations about Gender Focal Points' function, responsibilities and resources and identify priorities for future action

Draft Working Schedule

	Monday 9 February Basic concepts, skills	Tuesday 10 February Applying an integrated framework
9.00- 9.15	Welcome	Feedback and announcements
9.15- 10.45 Session 1	Gender Mainstreaming at ECA: Participants' priorities & expectations Finalisation of agenda	Applying a cross-cutting approach: The integrative framework and ECA programme areas
10.45 - 11-15	Break	Break
11.15- 12.45 Session 2	Gender policy and strategy at ECA. The Concept of Gender	The Nexus: Food Security and Sustainable Development.
12.45 - 14.15	Lunch	Lunch
1415-15.45 Session 3	Evolution of policy approaches to women and development. Introduction to gender analysis	Gender Mainstreaming and the institutional change process at ECA: Gender Focal Points
15.45 - 16.00	Break	Break
16.00- 17.15 Session 4	Introducing An integrated for framework for gender and African Dvelopment	Now What? Follow - up for capacity building and institutional change
17.15 - 17.30	Evaluation	Evaluation and Closing

Self- assessment of learning:	Make a distinction between a learning rather than training approach. Participants need to take responsibility for their own learning.
Outcome orientation	While it is usual to do an evaluation at the end of each session or day, the evaluation process, the assessment of self and group learning is continuous. Remind participants of their concern that the learning can be applied on the job as expressed in the needs assessment and the earlier expectations session.
see next page: *The four Dimensions of Learning* *A Guide for Evaluation*	Present the four dimensions of learning. Ask for comment Present the main points of the Guide for Evaluation Note how the presentation is first in heading form, then is followed by presentation notes under each heading and discuss this form of presentation
Deciding on indicators of success:	Make the distinction between outcomes and results-impact Match outcomes to what participants have said in expectations and needs e.g level of laughter, discussion, practical work, negative indicators, silence, falling asleep etc
Outcome	Introduce how to verify increase in skills etc. e.g worked through case studies worked through workshop material and was able to produce a set of recommendations or an action plan at the end of the workshop.
Results-Impact	Transfer on the job might be how the sensitisation prepares staff for the forthcoming 40th Anniversary Conference Stress Organisational Results, how learning has to be accompanied by institutional changes for effective results. Stress the reason we are all here, and not to lose sight that the ultimate assessment of results of our work is to be able to make some impact on the development indicators.
Finalising the agenda	Close Session by verifying with the participants if the process and the content of the workshop are agreed.

The four dimensions of learning:

Knowledge,

Skills

Attitudes

Capacity : *how to apply new learning to certain related tasks*

: A Guide for Evaluation

Outcomes

Participant satisfaction

Participant increase in Skills, Knowledge, Capacity

Results-Impacts

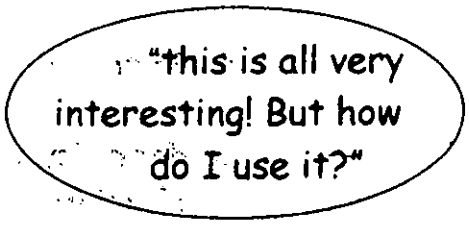
Participant Transfer for Results On-the-Job

increased effectiveness and competence

Organisational Results

Significance for Development

and organisation's contribution



Results-Impacts of Training as strategy for Mainstreaming Gender in Development

3 Participant Transfer for results on-the-job:

Increased effectiveness and competence

short-term long term, positive change in knowledge, skills and attitudes

4 Organisational Results: Institutional Impact and Change

changes in institutional context for gender mainstreaming, as result of training effectiveness **and** a number of complementary institutional initiatives

positive impact on other development objectives and programming **as a result of** mainstreaming a gender approach

5 Significance of Development, and organisation's contribution.

Real change in mainstream structures and processes

Transformation in the lives of women, men as a result of applying competence to gender mainstreaming.

Gender Policy and Strategy Session 2

Session Objective

The purpose of this session is to

- Discuss gender policy and strategy at ECA
- Consider implications for participants' work

1. Mention the need to clarify the distinction between gender equality and gender mainstreaming

Flipchart

- **Gender Equality is a Goal**
- **Gender mainstreaming is a strategy to achieve gender equality**
- **The designation of gender focal points is one strategy for gender mainstreaming**

What does gender mainstreaming mean?

Clarify at this point, making distinction between Women in Development and Gender in Development

- the term is derived from a stream, being part of a main stream
- development is seen as the mainstream
- women have not been explicitly considered as part of development agenda
- pressure from women's groups since 1970s led to women-specific projects being included as add-on to development projects, a little side stream
- mainstreaming gender means to look at, practise development (policies, programmes, organisational rules) from men's as well as women's perspectives because economy, society is shaped by relations between men and women
- bringing a gender approach does not mean adding women into the existing unchanging stream, the stream has to be transformed

3. Clarify. Some participants may insist on a definition at this point.

What does gender equality mean?

Gender equality is the elimination of disparities between women and men as a result of discrimination, exclusion, subordination. It can mean **equality of opportunity**, taking into account the differences between women and men and the **equality of outcomes** between women and men.

◉

☛ Learning and Attitudes:

Skill building

☛ Exercise

🗋 *Self assessment rating: level of commitment to Gender Equality*

Bring the participants back to what the terms mean to them and to their work
Recall one of the four dimensions of learning; attitudes
Stress that it is o.k to express feelings, it is part of the ground rules to produce a relaxed, open learning environment
Invite them to an exercise, game on commitments to gender equality
They work from their group table
Ask three participants to create an imaginary line in the room from zero commitment to unsure commitment to high Commitment.
Each hold a paper indicating **Zero, Unsure, High.**
Ask other participants to walk to the place they choose to on the line. (This should be fun)
Once the groups have bunched, ask the participants who are unsure, and who have near to zero commitment to each choose a High commitment participant.
Once that's done, they need to interview the high commitment participant, as indicated in the Presentation
They then go back to their group table and share the answers in the small group
They choose two stories they found interesting
They share this in plenary.

☛ Debriefing

◉

The need for advocacy skills as well as knowledge and commitment

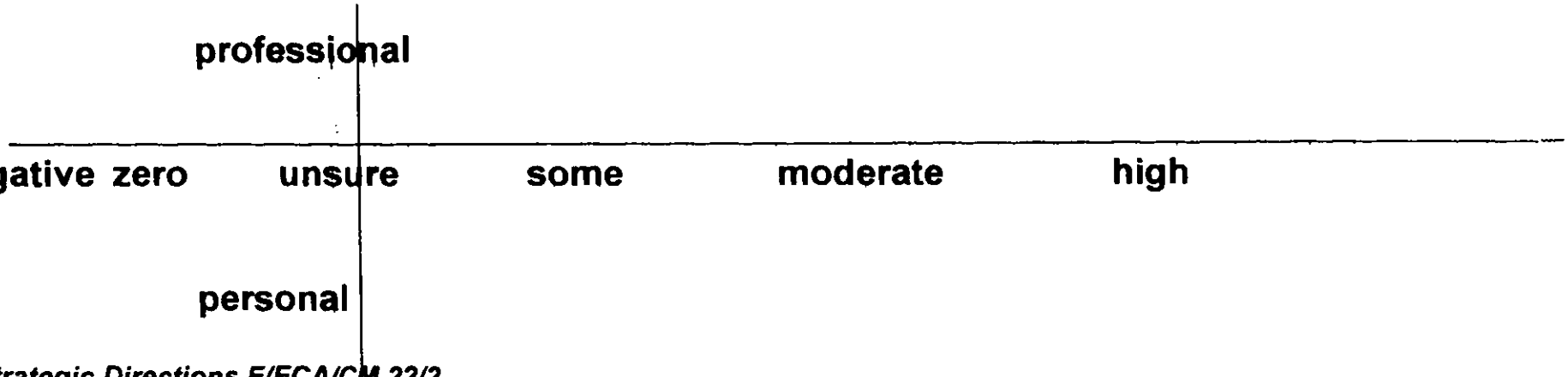
↳

Refusal to play the game

These stories can be used as advocacy points, they can be personal or professional
Ask the **Zero and Unsures** whether they have been more persuaded.
Ask the High whether they have felt happy with their ability to advocate. Is it possible to advocate if not personally committed? Can it be a professional commitment?
Mention that capacity and competence is not only about knowledge as given by definitions, or attitudes, whether personal or professional but also by skills, such as advocacy skills

In one workshop, participants were very engaged, found it fun and stimulating. In another they were reluctant to play the game, both the group dynamics and the institutional culture was not right for this ice-breaking game among participants. Then, very early, forget about the medium, concentrate on the message and facilitate a discussion about gender equality, gender policy.

Self-assessment Rating: level of Commitment to Gender equality



Extract: Strategic Directions E/ECA/CM 22/2

"gender is a cross-cutting theme in all ECA's programme strategies... This is a matter of justice, and of choosing more effective development strategies... feminisation of poverty, women as a force for sustainable development, compelling grounds for action ...renewed mandates from Beijing"

Questions to ask Committed Advocates.

Why do you support gender equality objectives?

- **What convinced you?**
- **Was it arguments? Was it specific evidence?**
- **Was it contact with grassroots women?**
- **Was it work experience?**
- **Was it something personal?**

☛What is needed for participants' work

◉

1 Emphasise that in two days one does not become a gender expert.

2 **Not everyone needs to be a gender expert but everyone needs to have a certain minimum level of competence for mainstreaming a gender approach in one's work.**

3 What can be needed at ECA?

4 Reflect on the earlier exercise and about the need to advocate and the need to get feedback about advocacy skills

🗋 *The need to clarify the varying nature and levels of competence at ECA*

❐

✓

🕮 Gender Equality Action Plans: A Think Piece, SIDA, 1996

5 Go through each step of the presentation, inviting comments
6 Indicate the source 🕮
7 Mention that there is now a wealth of experiences, assessments about gender mainstreaming initiatives in organisations
8 ECA does not need to reinvent the wheel but use the Think Piece as a tool for a dialogue on its own process of mainstreaming and adapt the strategies to its own needs.
9 Highlight other strategies of gender mainstreaming, such as stipulating gender competence in TORs

☛ Close the session

10. Close the session by recognising the impatience participants feel about learning about the concept of gender and about gender analysis
11 Explain again the purpose of this session, that the learning has to be set in the context of their work and of their own personal development
12 Stress that although not everyone needs to be a gender expert, everyone can be motivated enough to rise to the professional and developmental challenge of engendering the development of Africa, in which ACW and ECA needs to play a key role as regional developmental institution.

Not everyone needs to be a gender expert!

The need to clarify the varying nature and levels of competence required across ECA.

Some examples of what may be needed

- Can staff communicate the gender policy (and the concepts behind the policy) to a wide range of people and organisations?

- Can staff adapt the concepts and demonstrate their relevance in specific situations?

- Can staff identify what needs to be done towards the implementation of the policy, monitor and take the necessary steps (seek out technical expertise, write appropriate TORs, include gender considerations in policy dialogue)

- Can staff work effectively as gender advocates for gender equality objectives with a range of partners and stakeholders?

- Do staff have the skills to discuss the policy fruitfully with partners and contractors?

- Can they identify resistance and develop strategies to overcome that resistance?

The Concept of Gender Session 3

Session Objective

The purpose of this session is to

- clarify the concept of gender
- explore its relevance for development

Method

This session starts with a group exercise, game
The plenary reports are followed by discussions
From the feedback of participants, a definition of gender is made and the dimensions of the concept explored
A summary of core messages closes the session
Briefing sheets for the session are indicated

Exploring Relationship between Sex and Gender

Read the exercise
Explain the process
Make sure that there are both women and men in table groups

- This was a very lively, stimulating, thought-provoking and fun exercise.
- The group dynamics was a case study in gender dynamics.
- The exercise explicitly addresses the sexual nature of the relationship between women and men, unusually for other gender training exercises on the concept of gender
- The groups decided to call themselves "Forbidden Fruit", "Sweet Banana", "Passion Fruit" " Carmello" for all future work sessions

Debriefing

Participants' responses

9 Draw from responses how sex is different from gender
10 How changes in reproduction technologies can influence the relationship between women and men, how these relationships change
11 Men's responses about the end of marriage, of love but also of sex not being just for procreation
12 Women's responses about how liberating it would be to be free of the burden of reproduction
13 The issue of who looks after children as the basis for the relationship between women and men
14 The issue of social reproduction and not just the physical reproduction of women
15 the issue of gender identity being based on motherhood

16 the issue brought out by one group that Female Genital Mutilation would disappear with the new technologies, therefore of subordination in the relationship.
17 the issue of who could have access to the new technologies, class, nationality, Africa and the superhighway, how gender is shaped also by other relations and disparities. Not all men and not all women would have access.
18 the issue of who would choose to use the technologies, therefore culture
19 the issue of how each participant's norms, beliefs about gender has shaped the discussions, and how these varied

Close session

The Concept of gender

20 by presenting the core message about the concept of gender.

21 by indicating the briefing sheets about the use of the concept in development

Close session

How to mainstream gender in development

Briefing Sheets

✓ The difference between WID and GAD (USAID: Genesis Project)

Exploring the Relationship between Sex and Gender

In the late 21st Century, the reproductive services industry offers consumers its range of reproduction services technologies on line on the information superhighway. There has been vast "progress" in the fusion of biological and information and communication technologies. Eggs, sperm, genetic material form part of the routine access and identity "smart cards", required for each human being:

cloning
sperm and egg banks
a selection of artificial wombs and incubation centres with virtual settings such as tropical paradises, mud hut ethnic villages etc

...as well as a host of others impossible to imagine in the late 20thCentury

In your table groups, imagine what would have happened to women and men and their relations with each other.

Choose someone to present a summary and highlights of the discussion to plenary

Concept of Gender

Concrete social relations that women and men are engaged in.

Allows for differences between women and men and among women and men

Differences exist because gender relations are mediated by other relations and attributes such as age, class, ethnicity, religion, language, nationality, education

Gender relations, because socially constructed, change over time and differ according to context

Perceptions, norms, customs, ideologies, laws, rules and regulations shape gender relations

How to mainstream gender in development?.

Conceptual and strategic level A gender approach to development which cuts across the entire spectrum of development concerns, poses quite formidable challenges,. It requires shifts to new ways of thinking about society and development, to new ways of practising development. It also involves creating synergies between learning and doing, between generating knowledge and acting upon it.

From Women to Gender: Conceptual shifts.

*The shift to the **concept** of gender, is to move away from the treatment of women as a homogeneous category, to be "added into" development. It is to rethink development within the context of the actual **social relations that men and women are engaged in**, and which shape their lives, livelihood strategies, prospects and well-being.*

*The concept is powerful as it allows for **differences among men, differences among women, as well as between women and men**. At the same time, the concept of gender as a relation illuminates the interdependence between women and men*

Gender relations differ and are mediated by other relations, by institutions and conditions, such as religion, race, ethnicity, class, nationality, language, education, and ecology.

These differences and interactions affect development possibilities, perspectives and outcomes. The approach grounds development interventions in the realities and experiences of men and women's daily interactions, in a plurality of contexts and in all spheres of social life.

In the social sciences,

*a gender approach critically analyses the **nature** of the relations between women and men and their epistemological, ethical and political implications.*

As a development policy orientation, &

As a societal project,

*a gender approach has a **transformatory agenda**, to challenge hierarchy, relations of power, processes of discrimination and exclusion, whether based on gender and/or other social relations. It has an explicit agenda for achieving gender equality.*

Concretely this involves new research agendas, new approaches to training, new policy agendas. new forms of coordination, networking and advocacy

Gender Analysis

Session 4

Session Objective

The purpose of the Session is to

- introduce gender analysis
- provide an overview of gender training frameworks in use for gende analysis
- explore how frameworks are linked to different policy approaches to development

Method

Using top sheet of presentation

This session spans two blocks

- List the different frameworks
- Mention that they will be outlined briefly first
- A case study on the use of two frameworks, the Harvard, Gender Role: and the Social relations Analysis of IDS, Sussex will be worked in group
- Relevant strengths and weaknesses will be highlighted, using briefing sheets produced for Gender Analysis Frameworks
- Another case study will be worked in plenary
- Another framework, the DPU Triple Role will be presented following the case study
- Relevant strengths and weaknesses will be highlighted
- The session ends with the presentation of the Integrative Framework which is being developed for use by UNDP and ECA

Gender Analysis Models and Training Frameworks ✓

(based on Conceptual Framework for Gender Analysis, Razavi and Miller, UNDP) ®

1 Present the Overhead on the different frameworks in use
2 Participants may not be aware that there is not one gender analysis to but several, which stem from different concepts about gender.
3 Explain why is it important to be aware of them, to assess them
e.g • to work out which mixture of tools would be useful for a task
• to match a consultant's skills and knowledge in using different framewo for different applications
• for specifying TORs
• to choose which methods and frameworks are pertinent
• to adapt and create relevant frameworks for African contexts

Harvard Gender Roles

Social Relations Analysis

4 Present Harvard Gender Roles Outline
5 Indicate the Harvard Analytical Framework Briefing Sheets (2)
6 Explain to participants that it will be used in Case Study
7 Introduce Social Roles Analysis, indicating how frameworks build on strengths of earlier ones and develop by avoiding their weaknesses , how they are based on different policy approaches to development

(at this stage, there is no need to look at strengths and weaknesses of frameworks, which are contained in the presentation and briefing sheets)

☞ Case Study

Chorkor Fish Smoking Project in Guinea

7. Introduce the case study.
8. Emphasise how the project used the Harvard framework and how the evaluation of the project used Social Relations Analysis. The write-up is from the evaluation. Thus some of the information/data contained comes from Harvard and some come from the Social Relations Analysis.
9. Explain the objective of the exercise and the tasks.

☞ ↳

- had never thought that it was women who processed fish although the area was very familiar
- had never thought that there was a gender division of labour in the fishing industry
- had not seen economic relationships to be gendered
- were not quite sure how to start mainstreaming gender in the sector, although could see necessity
- all could see the difference between WID and GAD and the need not to treat women and men as a homogeneous category
- men particularly were struck by gender as a relation of cooperation and interdependence, rather than as separation
- economists were interested in the dimension of norms, rules, transactions, intangible resources governing supposedly anonymous markets.
- the terms of the bargaining between men and women did not just involve economic, but social relationships of gender. What made men able to raise the price of the fish?
- some felt frustrated that all the information was not there to fill in the Harvard guideline, some speculated and made assumptions
- some gender analyst participants working with the roles and the Harvard framework felt that the same analysis could be made with the Harvard framework by working with the Influencing Factors section

☞ Debriefing

refer to Strengths and Weaknesses sections

- Gender is about a relationship, emphasis on roles does not bring this out.

Refer to strengths and weaknesses section

- A mixture of methods can be used
- Filling in guidelines and checklists mechanically can blot out significant aspects of reality
- What facts one has depends on what model of reality one has. That in turn affects development practice
- While Influencing factors of the Harvard model can trigger a more thorough economic, sociological or anthropological study, it does depend on being a very good sociologist etc
- Using a Social Relations approach alerts more explicitly on the interdependence of relationships, as well as other economic, social and cultural variables
- Interdependence does not mean harmony, the relationship can be of conflict and of cooperation at the same time

Women's Empowerment Framework (Longwe) ✓
®Bridge Briefing extracts

The reference section contains a brief description of the Framework which is used by UNICEF for its gender training.

The last sentence of the case study "about women's control over their lives" points to an assessment of development approaches about women and to indicators of development outcomes.

☞ ↳ The expectation of a participant about learning about indicators, the comments that the term empowerment evoked particularly among men participants led to a decision to outline the Longwe framework and clarify the term empowerment.

Present the Longwe framework
~~Discuss in relation to Case Study~~

☞
Clarify Empowerment

3.**Clarify**: empowerment does not mean **power over**, negative power against, such as the oppression of subordination by one group over another

Meaning of the term empowerment:

power to: capability and capacity, women's agency
power with: strengthening through collective action and organisation, ~~which enables agency as well as a change in structures~~.
e.g the transformatory power of women's organisations
power within: internal strength, from conscientisation, leading to assertiveness.

📖
Debriefing☞

~~®Bridge Briefing~~ extracts
see other references also
®IDS Discussion Paper extracts
®The Why and How of Gender Sensitive Indicators CIDA, extracts

Indicate the documentation available on empowerment and indicators
Indicate the need for further work in this area.
Indicators depend on the context and the purpose.
Close the section by pointing to the gaps in information and data about ~~key areas of women's lives~~
~~The case study highlights the need to look for gaps in information, not to~~ assume anything
A lesson learned in gender analysis is the need to **contextualise** and to ~~use appropriate tools to be able to discover and analyse the context~~
Refer participants to the Briefing Sheet on Gender
Concerns about the irrelevance of gender "to the African context" are thus misplaced as much as those about women's empowerment meaning that women will now dominate men.

Some Gender Analysis Models and Training Frameworks

Gender Roles Framework, Harvard

Gender Planning, DPU, (Moser)

Women's Empowerment Framework, (Longwe)

Social Relations Framework, IDS

Feminist neo-classical economics, Critical Economics

Different frameworks are used

for different target groups,
at different levels of intervention,
for groups with different objectives and purposes
at varying levels of complexity.

Gender analysts use a mixture of tools from them or as alternative frameworks

Gender Roles Framework

Conceptualisation of Gender

Gender Analysis: Diagnosis tool for efficient resource allocation

Gender division of labour: *Activity Profile*

Gender differences in access to and control over resources and income: *Access and Control Profile*

Implications for project design of key differences in incentives and constraints: *Influencing Factors*, Impact, Opportunities, Constraints

Interventions to improve overall productivity, efficiency and effectiveness.

Strengths:

Gender disaggregated data on distribution of roles and resources within household

Visibility of women's reproductive roles and total workload

Bargaining model of household rather than unitary model, focuses on intra-household dynamics
Useful distinction between access and control, recognises power issues

Gender Roles Framework 2

Limitations

Division of labour treated as relation of separation rather than changing relations of co-operation and exchange, sometimes actually and potentially conflictual

Neglects concrete relations between women and men, depends on abstract sex-role theory, thus fails to raise questions of change

Power and control restricted to tangible resources, not intangible ones: ; networks contacts, information, lobbying clout

View of development: Market optimist, Integrationist

Neglect of women because of incorrect knowledge and inadequate information

Development interventions not problematic otherwise

Issues and problems

Development interventions problematic for men too

Gender Roles Framework 3

Issues and problems, continued

Overlooks complex interactions between class and gender hierarchies

Assumes women and men are a homogeneous category, with shared interests, does not prepare planners for conflicts of interests

Assumes policy and planning process is a top-down, rational technical exercise, with planners " essentially benign and neutral agents", ignores political factors underpinning policy decisions

Markets treated as impersonal, abstract. No clear analysis and conceptual underpinning of the gendered nature of markets

No guidelines or analytical tools to extend gender analysis beyond the household to other institutions

Difficult to adapt to policy and programme level

Gender analysis facilitates achievement of predetermined goals and priorities, such as, economic growth, population and health e.g USAID Gender Analysis Tool Kit, usually of neo-liberal approach to development

Social Relations Framework

Elements:

- Well-being
- Gender Division of Labour
- Resources
- Institutional analysis

Conceptualisation of gender

Based on social relations analysis

Gender relations refer to social relations which create and reproduce differences in the positioning of women and men

Gender interrelated with other social relations so may thus not be key factor of analysis

Gender Division of Labour

GDOL, relations of cooperation, exchange and conflict, involving negotiation and bargaining

Resources

In addition to individualised material resources, intangible resources: rights, obligations, claims

Social Relations Framework 2

"Moral economy" which can lead to trade-off between autonomy, well-being, self-esteem for security: e.g gender violence

Institutional analysis

Explicit consideration of political dimension of gender relations.

Unequal distribution of all social and economic resources as well as the cultural rules and practices which uphold inequalities, give men more authority and control to mobilise these resources in their interests

Institutions are not gender neutral and have to be transformed . This would be through "conscientisation" of planners and empowering women to establish gender interests as legitimate policy concerns within bureaucratic process

Thus reallocation of economic resources need to be accompanied by redistribution of power

Planning is thus a political as well as a technical process, without "quick fixes" for overcoming gender inequality

Social Relations Framework 3

Human well-being

Confusion between means and ends: economic growth is but one means to achieve human well-being

Human well-being, goal of development: survival, security, autonomy

Framework of well-being, rights, entitlements, capacities

Problematises narrow focus on economic growth and hierarchy of production over reproduction (reproduction and care of human beings)

Polarising effects of globalisation and economic liberalisation

Problems, Risks and Opportunities of markets: interactions between resources and institutions

DPU Framework(Gender Planning)

Analytical Building Blocks:

- Triple Roles
- Practical and Strategic Gender Needs
- Policy approaches to women

Conceptualisation of Gender

Gender Division of Labour [GDOL]:

Triple Roles: Productive, Reproductive, Community Management/constituenc politics roles

Multiple roles of both women and men, but women involved more in reproductive and community management roles

These roles undervalued, invisible,underresourced because considered "natural and unproductive"

Gender Division of labour perpetuates women's subordination

Aspects of household survival and reproduction located at community level

DPU Framework 2

Limitations of Triple Role Framework

Focus on roles rather than relations. Emphasis on what women and men do and produce.

↓

Social relations, through which goods and services are produced, intangible resources, (such as status, claims, authority) are analysed only at community level

↓

Goods can however be produced in a variety of institutional contexts and through a variety of social relations

↓

These different contexts in which roles are performed have different implications for women's subordination

↕

Linkages and interactions(both positive and negative) between contexts are not explicitly analysed.

DPU Framework 3

Practical and Strategic Gender Needs

Practical needs: arise out of roles, based on existing gender division of labour

Strategic gender needs: arise out of need to transform, challenge existing GDOL and women's subordination.

Issues: Language of need rather than interests, non threatening to planners

Underplays conflictual nature of gender relations: men's strategic gende interests and male resistance?

View of development

failure of "trickle down", rational top-down planning, therefore Bottom-up, participatory planning

Social costs of SAPs

Targeting of poor and low-income households

Importance of reproductive economy for human well-being

DPU Framework 4

Limitations

Little consideration of rules, norms, intangible resources, hierarchies of command and control in social institutions through which gender inequalities are reproduced

Limited understanding of social processes through which women experience subordination and poverty, for e.g in markets, because of emphasis on roles

Lack of rigour in differentiating social groups: low income households not defined, poverty conceptualised in terms of income, household level income poverty used to identify poor women

Strategic gender needs address state institutions but no analysis of gendered nature of state and development institutions

Unrealistic emphasis on professional tools rather than personal attitudes among planners, yet committed to transformatory agenda

DPU Framework: Adaptations

Oxfam Gender Training Manual

Targets NGOs and GROs

Eclectic, although based on DPU

Includes strategic gender interests of men

Emphasises participatory processes throughout project cycle, uses PRA methods of data collection

Save the Children

Like Oxfam, emphasis on personal attitudes

Power conceived as power against and over,(zero-sum game), as well as empowerment: power to, power with, power within

Practitioners identify needs of beneficiaries

Awareness raising rather than analytical tools to understand how gender inequalities are constituted.

Case Study: *Chorkor* Fish Smoking Project in Guinea.

A development agency started a fish-smoking project concentrating on a women-specific activity. The project was formulated on an understanding of the division of labour close to that put forward by the Harvard analysis. It sought to introduce labour -saving technology into the activities in which women were concentrated, with a view to increasing their productivity. *Chorkor* fish smoking ovens were more efficient than the existing ovens used in Konakry. The evaluation of this project used the Social Relations Analysis Framework.

In a fishing community in Guinea-Conakry, it is primarily men who catch fish and women who do the processing. They smoke the fish and market it. The women who had experience of this activity, had cultivated *kostamente* relations with specific fishermen. These relations took many forms. They could, for instance, be between spouses. Alternatively , fishermen established such arrangements with women in a series of ports along the coast through an *initial gift* to ensure the women's loyalty. Women paid directly for the fish or supplied the fishermen with fuel purchased through their trading activities or else provided cash advances. *Kostamente* relationships carried mutual benefits for both parties. They assured men of regular outlets for processing and marketing their fish, while they provided women with an established supply of fish for their activities. Women relied on men to initiate the process, while men relied on them to complete the process. Both men and women invested a great deal of time, energy and resources in establishing *kostamente* relationships.

Despite its good intentions, the project did not succeed in its goals. Women experienced major problems securing supplies of fish for smoking. Perceiving women as beneficiaries of outside funds, the fishermen were led to raise their price beyond what individual women or project groups could afford.

Because fish-smoking was identified as a "women's activity", it was assumed that it could automatically be taken up by all women in the locality. Those women who had no previous experience in this activity had neither the skills nor the supply connections necessary. In the absence of contacts in the fishing community, this group had to purchase fish at unprofitably high prices in the market or use frozen fish rejected from the catch provided by the Russian fleet to the Guinea government. The need to defrost the fish added to the labour inputs of the activity. The technology had not enhanced women's control over their lives.

From "Reversed Realities: Gender Hierarchies in Development Thought" Naila Kabeer. The project was reviewed by Anne-Marie Goetz and described in Goetz, A.M, 1989 "Misbehaving policy: A feminist analysis of assumptions informing a project for women fish-smokers in Guinea"

Case Study: *Chorkor* Fish Smoking Project in Guinea.

Objective:

to understand the dynamic economic, social and cultural nature and context of relations between women and men and women

to recognise the implications for appropriate conceptual and methodological frameworks for research and policy and programme formulation

to distinguish between a Women in Development and Gender in Development approach

Task:

Working in small groups,

What information could have been obtained using the Harvard Framework, and what has been obtained using the Social Relations Framework?

Discuss how a framework of analysis based on establishing the division of labour and focussing on separate activities of women and men could have led to project misbehaviour in this income-generating project.

What issues does the outcome of this project raise about gender analysis and project formulation?

How can gender be mainstreamed in larger sectoral programmes such as fishing development?

[20 minutes]

Plenary presentation and discussion [30 minutes]

Summary and conclusion by facilitator [5 minutes]

Case Study:Bumpy Roads

The government of this rich coffee growing country wanted to boost its coffee exports to enhance the national economy.

With the help of the World Bank, rural access roads were built through 80% of the rural areas, to make it easy for coffee farmers to transport their crops to the marketing centres.

This stimulated coffee production, and the incomes of the farmers increased significantly.

In the region in question, most of the agricultural work is done by women, both in cash crops and on family food crops, using hand tools. They worked many hours a day.

Four years after the road were built, there was extensive malnutrition in these coffee growing communities. Women and children were dressed in rags. And yet greater cash incomes were coming into the country.

Why and how do you think this happened?

Session 4

Case Study "Bumpy Roads"

1. Read the case study in plenary
2. Ask participants to brainstorm on why the situation happened
3. What tools can they use from the previous exercise?

Gender and African Development

Participants were often puzzled by the story, refusing to believe it happened. They were also very engaged by it. For some it struck a resonance with Structural Adjustment Programs in Africa .
There needs to be a guided discussion which brings out what participants know from the information given, the tools they have used in the previous exercise.

Debriefing

4. Women's time is a key problem.
- They do not have time to work on the food crops and cash crops
- There is a trade-off
- They have no control over income
- They have an obligation to work in the fields of their husband
- Planners do not see farmers as women
- Cash crops are given priority
- Ignoring the gender division of labour in production, in income, expenditure, task and responsibilities in the household can lead to major policy mis haviour

The costs of unpaid labour

5. Present the Overhead

6. Introduce the DPU manual as a framework which would enable participants to understand the Triple Role of Women and have the tools to diagnose the situation

DPU Framework

7. Present the Triple Roles framework and discuss in the context of Bumpy Roads

8. Present Practical and Strategic Gender Needs

9. Ask participants to identify practical needs e.g tools for food crop production, nutrition
10. Ask participants about strategic gender needs of women in this context. e,g Ownership of land, equal control over income and expenditure in the household.

11How can the transformation come about? Present View of Development

12 Present and discuss Limitations of the DPU framework

The costs of unpaid labour.

Using time, energy, materials for self provisioning in non-monetised production.

Monetised and non-monetised work are not autonomous activities. They interact.

Unpaid labour has a cost because women's time and energy are not unlimited.

There is a burden of reproduction which affects production possibilities.

Comparison of Frameworks

1 In this closing section, the frameworks presented are assessed. Are they adequate in themselves to conduct gender analysis of development problems?

Structure of the Economy, Society

2 Present the integrative framework to do the comparison, the Structure of the Society.

3 Present the three levels of economy, society, micro, meso, macro.

4 Except for Social relations Analysis, the frameworks focus on the micro level and to some extent the meso level

see Micro level

5. The micro level seems more amenable to gender analysis. Gender Relations are ascriptive.

see Meso level

6. The meso level is also gendered: Institutions are gender-bearing: they carry the social relations of gender. For e.g farmer is a woman, for e.g the market relationships in the fishing industry in the Chorkor Case Study. Resources are allocated from the state budget in agriculture and economic infrastructure to target men's activities.

7. Is the macro level of macro economic policy and national economic accounts, gender neutral?

see Interactions in the economy

8. Macroeconomic reform, public expenditure reform or export orientation has gender implications as the Bumpy Roads Case Study shows, and has policy impacts and responses that are affected by gender relations. The national accounts do not count unpaid labour and self-provisioning in households.

9 The macro level is gender-bearing.

Closing the Session

10. There is a need for a broader framework which can facilitate the gender analysis of the interactions between the micro, meso and macro levels, within the levels and to facilitate the mainstreaming of gender in all the levels of economy and society. This is happening with the Feminist Neoclassical Economics Framework and Critical Economics. The framework to be presented in the next session is part of this emerging approach

11. The tools of the Gender Analysis Frameworks can be part of the tool kit. E.g the Activity Profile, Institutional Analysis of SRA, Strategic and Practical Needs of DPU, the distinction between Productive and Reproductive Activities of DPU

Structure of the Society

Macro-level

~~Gender neutral bearing~~

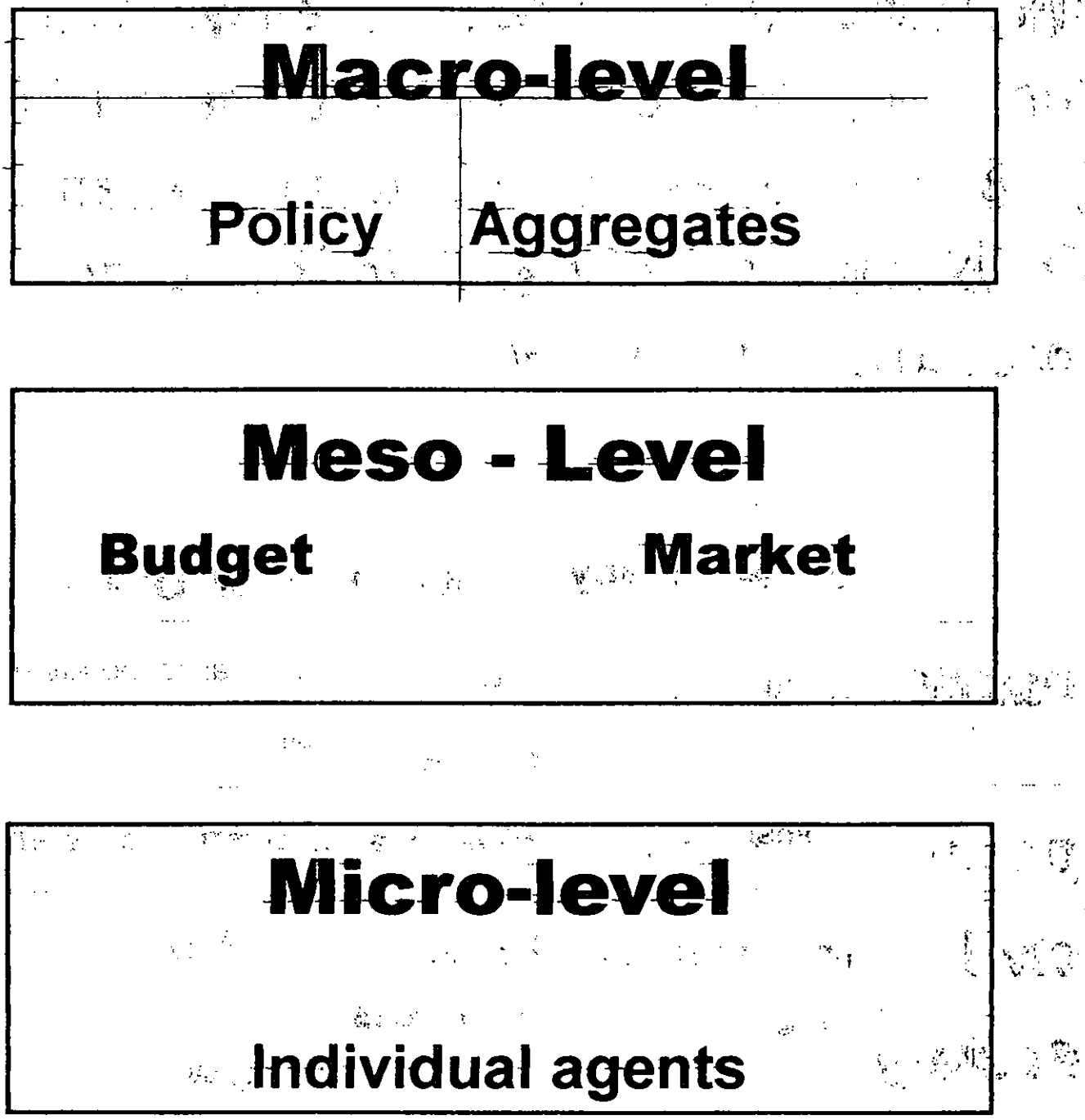
Meso- Level

Institutions: gender bearing

Micro-level

Household:gender ascriptive

Structure of the Economy



Meso level

hierarchy, markets, networks

are forms of coordination of social life,

are structures of relations between individuals for decision-making over the allocation of resources.

	bureaucracy	market	networks
public	State ECA	Quasi-markets	regional cooperation SADC
private	Transnationals	*Financial*	Industrial cluster
civil society	international NGOs	Quasi-markets	*FEMNET,* Kinship, Religious

Hidden Costs of economic activity

Hidden costs:

contracts are incomplete because of costs of information, costs of making transactions, of entering into them , making them binding over time

Social institutions exist relying on rules , norms, obligations, reciprocity, trust and commitment to regulate and coordinate economic life.

Micro level: individuals in famiies

"for better or for worse"

Families as social institutions, some with filial and conjugal relationships

Both sets are gender ascriptive:

husband/wife, wives, daughter, son

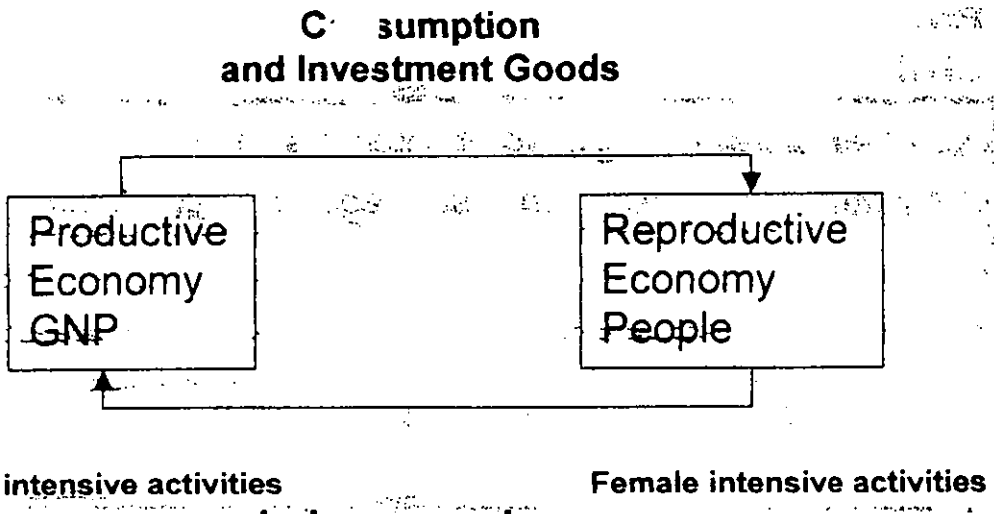
The "moral economy" of care: norms, obligations, commitment over the care of children

Asymmetry in obligations and rights

Women as free agents ?

Interactions in the Economy

Total economic activity	=	Paid activity in productive economy	+	Paid activity in reproductive economy
	=	**Money economy**	+	**Time economy**
	=	**Output of commodities**	+	**Output of human resources**



The Economy as a Gendered Structure

Macro-level Aggregates

Time economy **Money economy**

Unpaid reproduction **Paid production**

Meso- Level Institutions

	Hierarchy	Market	Networks
Public			
Private			
Civil			

gender bearing: gender biases, barriers

discrimination, hierarchy, segregation, exclusion

↑ ↓

↑ ↓

Micro-level: Individuals in household :

~~Disaggregate~~

~~gender divisions, in labour, resource management~~ and control

Society as a Gendered Structure

Macro-level policy and aggregates

decision making

Meso- Level Institutions

	Hierarchy	Market	Networks
Public	rules		bargaining
Private	**decision-**	**making**	lobbying
Civil	conflict/coop	eration	procedures

gender bearing: gender biases, barriers

discrimination, hierarchy, segregation, exclusion

↑ ↓

↑ ↓

Micro-level: Individuals in household : **decision making processes, conflict/cooperation, bargaining, hierarchy**

Engendering Macroeconomic Theory and Policy

Economic agents are gendered agents. The choice-theoretic model of neoclassical economics is not-gender neutral. It is a male model of the economic agent. Yet the decision problem, the allocation of resources is likely to differ substantially by gender.

Neoclassical Economic Analysis	Gender Analysis
Resources There is a fundamental distinction between a free resource an an economic resource. A free good is unlimited in supply and its use carries cost in terms of an alternative use sacrificed. Only scarce (i.e in relation t unlimited wants) goods fall within the scope of the economy	**Resources** The reason why neoclassical analysis does not count women's unpaid reproductive work, nurturing activity, just as it doe not count the use of natural resources is because of the implicit assumption that nature and nurture are free resources: unlimited i supply, infinitely renewable, has unlimited assimilative, absorptive capacity.
The economic problem While these free goods do get used, they do not ha an influence on the price and quantity economic goods and therefore are irrelevant to economic analysis. For economic analysis the economic probl is how to allocate scarce resources among competing uses.	**The economic problem** If this assumption is removed, and women's time and energy is not infinitely elastic, then there is an economic link between unpaid reproductive work and paid reproductive work. There are trade-offs, opportunity costs and this link becomes part of the economic problem. It is not an question c autonomous spheres, social and economic, or private consumptio and public production.
Homo Oeconomicus 1 The individual economic agent is free to enter into v market transactions in a wage econom	**Homo Oeconomicus 1?** Women have nurturing obligations, prior commitments of their time and energy. Some economists consider this burden of reproduction as a reproductive tax, affecting women entry into paid work and their ability to mobilise money and make economic decisions over how much paid work they can do and a what price they sell their labour and what jobs and career paths th can have.
Homo Oeconomicus 2 The individual economic agent is able to exchange assets, as an owner of their own labou land, capital resources for money inco in the form of wages and profit, and therefore an have more command/purchasing power on goods and services (accumulation, consumption)	**Homo Oeconomicus 2** Women often do not have the ownershi of, entitlement to their own labour, no independent right to work. T neoclassical assumption that the individual economic agent is a private agent and does not depend on the state is untenable. If th state, through the rule of law, cannot guarantee independent property rights for women, to their own labour, or to land and capi and indeed to the freedom and security of physical movement, the are excluded from the labour, goods and capital markets. This faili of governance is also a key economic issue of efficiency and equi At the root is the treatment of women as natural, physical reproductive beings rather than legal and economic agents with rights.
Homo Oeconomicus 3. The individua economic agent is willing and does reveal consumption preferences. As a self-interested rational individual, seek to maximise own satisfaction and is ab to choose among preferences	**Homo Oeconomicus 3?** Women may not be able to exercise choice over well-defined preferences because of the constraints under which they live and their socialisation as self-effacing beings rather than self-centered agents.

The Integrative Framework Session 5

Objective of the Session

The purpose of the session is to

➢ introduce the integrative framework

➢apply it to analyse the gendered structure of society and the economy

☞

1. The framework considers the micro, meso, macro, level of the economy and society

Economy as a Gendered Structure

2. Present Economy as a Gendered Structure.

3. The micro level household needs to be disaggregated. There are gender divisions of labour, income, resource management, ownership and control. There are rights and obligations according to age and gender

Introducing the framework

4 The relations are of cooperation and conflict

5.The meso level of institutions is gendered. There are relations of discrimination, exclusion, segregation, and ~~hierarchy(subordination)~~

6. Discuss the hierarchy in ECA, job segregation

7 Remind participants of the state budget to allocate resources in Bumpy Roads, the gendered relations in the Chorkor Case Study

8. Examine the linkages between the micro and meso levels.

☞ *Participants can discuss these issues in small working groups, for different themes, first looking at each level in turn and discussing the linkage between the levels*

Do women have equal chances to intervene at the meso level, to have access to tangible and intangible resources (SRA)?

The burden of reproduction: Discuss the management of jobs and family life by participants

9. What are the gender norms, rules, which lead to seclusion of women in the home, exclusion from the meso level?

10. What are the institutional norms of the credit agencies, the business support system even when there is no formal legal discrimination, which exclude women, and in particular poor,

® ~~*see The SEWA*~~

Tree. A women's support Network

illiterate women and men from access to credit?

What do institutions for the economic and social empowerment of women do at the meso level?

.11. What are the structures and what are the processes between and within structures, levels, which deny women property rights, for example in land? What are the (absence of) rules and legal frameworks at the meso and macro levels to permit it? Explore the distinction between public sphere (meso, macro) and private sphere (micro)

12. What are the institutions which mediate between the policy level and the micro level?

10. The macro level. From the Bumpy Roads Case Study there is a link between the unpaid reproductive sector and the paid market sector, which is made visible through the work of women.

Comparison Gender and Neoclassical Economics

11. This interaction between the time economy of reproduction in families and communities and the money economy of Gross Domestic Product has to be conceptualised in macroeconomic frameworks. It has to inform macroeconomic policies. The national accounts need to include, measure, aggregate women's unpaid labour, using time as a measure.

12. The millions of daily activities of women, children and boys can then be counted at the macro level.

Society as a Gendered Structure

Application: Governance

1. Present the Overhead on Society as a Gendered Structure
2. Governance touches all levels. There are decision-making processes in all structures and institutions.
3. Focus on the micro level, often defined as a private sphere.

What forms of governance exist? Strict authority, based on age and gender, the possibility of bargaining, relations of conflict and cooperation? What issues of governance are raised by gender violence, child abuse? What are the micro and meso level linkages that sustain it and what linkages can help to address these issues?

The meso level, Hidden Costs of Economic Activity

4 Focus on the meso level, a key area of governance. Outline again the institutional forms of decision-making and rules: hierarchy, market and networks, in different sectors

5 The macro, policy level. What are the gender disparities at the level?

☞ Exercise

1. Use the Framework to look at economic and social restructuring. Privatisation, Globalisation, Regional Integration
2. How can this be analysed from a gender mainstreaming point of view?

Look at the meso level: Why are there more efforts for regional integration and cooperation with globalisation? The institutions and networks are based on trust, reciprocity, commitment

☞ Exercise

1. Use the framework to look at how ACW at the meso level, can play a role in th empowerment of women, in linking the micro to the meso le and in mainstreaming gender.
2. What should be its strategies, what should be the partners?
3. Who are invited at the 40th Anniversary Conference?

(The same exercise can be done for ECA in relation to its objective of gender equality and economic development in Africa)

Application: Poverty

The dimensions and processes of poverty can be analysed using the framework.

Poverty Brief

- The dimensions of poverty are income, consumption, time, information, health, education, survival and security, self-esteem. These are key indicators of well-being, for monitoring poverty as well
- Poverty is a failure of entitlements and endowments.
- Entitlements can be based on capital assets and labour Resources can be tangible and intangible. The intangible assets are knowledge of and access to networks etc.

- The sources of entitlements are family, state, market, politics, environment

📖 ® *Bridge In Brief: Issue 2 Poverty Reduction Strategies*

- Children do not have an independent entitlement of their own
- Women's entitlements are gender-based, unless they have their own independent legal rights to property for instance. Consider the effects of divorce, desertion, widowhood
- There is an interdependence between the time economy and the money economy. There is a basic circularity of living. You have to consume food, water, shelter etc in order to be able to produce, in order to be able to consume again.
- Sources of entitlements and the processes of poverty are represented in the framework.

☞ Exercise

1. Ask the participants in groups to locate the dimensions and sources of poverty using the framework. How useful is it?
2. What strategies should ACW and ECA, working from the meso level use for the eradication of poverty?

☞📄 Example

Gender-aware budgeting

3 Provide an example : Gender aware budgeting

4 Present the overhead

5 Ask participants to discuss what would need to be done in the case of Bumpy Roads for better targeting of public expenditure to reduce poverty.

📄 *Why disaggregate budgets 3*

6. Close the session by emphasising the holistic approach to development interventions. The framework attempts to provide a map for explicitly looking for linkages. The way macro policy affects the individual poor farmer is gendered, and is mediated through the gendered norms, rules, procedures, institutions of the meso level. Gender analysis has to encompass all levels

☞ Close the session

Why disaggregate budgets?1

Interaction between money economy and time economy of social reproduction

- Family, Networks, State, Market are different institutional forms of social provisioning for human needs, different sources of entitlements
- Caring labour in family and informal networks is unpaid and invisible.
- It has a time budget. Viewed from the market economy, there is a reproduction tax, which women have to pay to enter the paid economy.
- A reduction in public expenditure shifts costs from money economy to time economy (raises reproduction tax).
- It increases the burden of reproduction on women, reduces their ability to take up market employment.
- If not paid, and women have to take up paid work, then the costs are shifted to children, boys and girls differently.

Why disaggregate Budgets 2: Interaction between one sector and another and between institutions.

Reduction in spending in one sector leads to increase in spending in other sectors: (negative feedbacks)

Less time spent with children, erosion of children's entitlements from family and search for market forms of entitlement: parallel markets, drugs, crime networks. Or gender based sources of entitlement: multiple teenage pregnancies

Increase in spending in some sectors lead to positive impacts in others (positive feedbacks, increasing returns)

Increased capabilities through spending on education, health, sanitation, nutrition, reduction of time budgets.

Why disaggregate Budgets? 3 Example of a tool for Gender-aware budgeting

Public Expenditure Benefit Incidence Analysis.

The extent to which men, women, girls and boys benefit from expenditure on public-provided services.

Instruments:

1. Measurement of Unit Costs of providing a service (allocation of public expenditure)
2. Measurement of the number of units utilised by women, men, boys and girls (behaviour of households in using services)

Backward-looking instrument: Useful to establish base lines and setting up monitoring systems

Examples of Use

Well-established.

Gender-disaggregated World Bank study in Ghana.

Institutional Stakeholders

Central Statistical Offices.
Sectoral Ministries, Independent researchers.

Sector Applications Session 6

Objectives of the Session

The purpose of the session is to

- use the tools of gender analysis to mainstream a particular sector

Participants wanted to know how to apply gender analysis tools to a particular sector, using the macro, meso, micro approach

One participant requested the water sector

This was then prepared overnight for demonstration

Not all the presentation was worked through in detail

It was meant to sensitise about how gender analysis

Gender Analysis Applications: Water Sector 10

- is conducted for a sector application,
- how to use the tools of analysis with other tools, including
- how to integrate gender analysis into existing tools, such as Environmental Impact assessment, Beneficiary Assessment, Benefit Incidence Analysis
- how to include gender analysis into policy analysis
- this presentation can then be used as training module for the later stage of specialist training

Gender Analysis Applications

WATER SECTOR

1. Gender analysis should be conducted at all stages of the policy and programme cycle

Identification
Design
Appraisal
Implementation

2.Gender analysis needs to be conducted at all stages of the water cycle, of the provision of water resources.
Water cycle approach

Watershed m agement/natural resource management
Water storage: ground water and surface water
Water resource allocation among multiple uses/users (quantity and quality)

3.Policy analysis

Macro-level

Changing policy context: economic reform, reduce role of state sector

WATER SECTOR 2

- Shift from state planning of the provision of water to managing water resource systems
- State creates enabling environment, as promoter and facilitator, for others to provide and use water resources
- Shift from project to water-sector activities, to provide a policy framework for variety of institutional agents (GOs, IGOs, communities)
- Cost recovery: water not a free good, but an economic good
- Community Management for rural poor and urban settlements
- Focus on role of women "among poor and unserved", in water management and hygiene education

Elements of sector gender analysis

> Questions: Who does what, with what means, for whom?
> Who decides what for whom?

WATER SECTOR 3

Scoping exercise

Have all sub-sectors in the water resources systems been identified? e.g informal sector

Does the classification of sector used show gender bias?

e.g distinction between domestic and productive uses at e.g household level both rural and urban

Sub-sector analysis

e.g water use by crops, livestock and gender division of labour, irrigation and rain-fed agriculture

e.g Water storage sources and options, filtering and distribution,

Tools: e.g for new and large facilities, a Gender and Environmental Impact Assessment can be combined

WATER SECTOR 4

Sub-sector analysis, by type of activity, category of user, type of provision

- Establish a gender profile of users and suppliers of water, disaggregate data, including by region
- Disaggregate the management systems linking users and suppliers and the instruments and processes used or being developed, through state, parastatal, corporations, community systems

Meso level

State provision

Disaggregate budget data

Tools:

Public expenditure analysis

Gender-aware

- Beneficiary Assessments of service delivery and budget priorities

WATER SECTOR 5

- Public Expenditure Benefit Incidence Analysis
- Policy evaluation of Public expenditure by sector
- Public Expenditure Statement by sector

Disaggregations

Gender Equality Targeted Expenditure
(to redress inequality and neglect)
Women's Priority Public Services
(share of public expenditure having highest burden on women and reducing gender gaps, such as household water and sanitation)
Possibilities for imp' mentation of 20/20

Policy stance: Markets and Meetings

Policy Analysis:: Using market criteria in different institutional contexts

State: Implication of introducing user charges

- differences in willingness and ability to pay of women and men,

- compensating measures for low ability to pay and higher willingness to pay among women: income transfers

Market

Rationale for commoditisation of water:

Water not a free good. User charges will lead to efficiency.

Gender aysmmetries and bias in markets:

Women have less cash than men, which is used for different expenditure streams than men (empirical investigations)

Investment decisions in water resources: Under investment because of gender bias

Opportunity costs of collecting, processsing, distributing water by women and boys and girls: time and energy used.

Thus water resources systems have to account for the fact that women's labour is not a free resource.

WATER SECTOR 7

Biases even in Cost Benefit Analyses which value time saved by alternative income foregone, or cost of hiring labour for doing same tasks : women's time commands a lower return in markets, because of unequal terms in which they enter markets and the social norms of the market

Community

Myths

Unitary Community

class, gender differentiation and dynamism of relations

Effective Community

Expected to solve complex decisions on user charges, in absence of markets

Equitable Community

WATER SECTOR 8

Effect of creating individual property rights in water

Distribution not necessarily according to need

Commoditisation may undermine intangible resources, such as relationships of reciprocity, indigenous survival mechanisms and lead to exclusion and loss of entitlements

Example of gender appraisal of water points provision:

- Stream of benefits in terms of time and energy saved (time use data)
- Potential health and hygiene status improvements,
- Indirect benefits of boys and girls' schooling,
- Other well-being indicators,
- Evaluation of alternative options such as doing nothing or improving existing informal water management systems
- Knowledge systems in water provisioning
- Transaction and information costs (time and psychic) involved in management systems, especialy by committees
- Adequacy of resources for increased responsibilities (responsibilities without resources)

WATER SECTOR 9

- Sustainability of project design: gender dynamics of creation of productive resource,

~~(risk of appropriation by men with high tangible and intangible resources,~~

~~effectiveness of management vested in users with little decision-making power and span of control (responsibilities without control)~~

Tools for identification, design and implementation

Water Point Analysis: technical, management and use data

Household Analysis: Use of mixture of research and data gathering methods: analysis of water use preferences, water source mapping, time budgets, labour and cash availability

Institutional analysis(formal and informal)

Institutions' Potential for water resource management and gender profile of access and control

Gender Profile of decision-makers, users, committees for management of similar productive resources, such as irrigation committees

Existing informal arrangements

WATER SECTOR 10

Methods: PRA, sample surveys, stakeholder analysis

Steps in engendering programme design

Gender diagnosis
Problem identification
Identification of gender strategy, through SWOT analysis
and other Strategic Planning tools

Shangani River, Zimbabwe

Belief: water cannot be owned, free access to all
Institutional Practices: Comprehensive system of rules and regulations

1. Dig drinking wells in middle of dry river bed
2. Communal drinking wells, no incentive to pollute
3. Individual irrigation and washing water wells from dirty margins of river
4. Clothes washed downstream from well
5. Designated perennial pools for cattle watering and specified sites for women and men's washing
6. Special place for rain-making ceremonies
7. No specific responsibility, no enforcing system of management

District officers believe water is dirty and want to encourage villagers to use and participate in the construction and management of boreholes for which they must be mobilised and trained through formal structures

Programme Application Session7

Session Objective

The purpose of the session is to

- use the tools of gender analysis in a programme application
- review a programme which may be a Best Practice

Participants were keen to find examples of a programme which was designed from a gender perspective and could address the dimensions of poverty, including time poverty, the need to increase the productivity of women in reproductive activities.

The Energie, Santé, Emploi Programme in Mali is an example. Extracts of the Draft Project Document was translated form the French, by the lead facilitator, who led the UNDP Programme Formulation Mission. The original was also circulated to French-Speaking participants

The work of the group Forbidden Apple is included in the reference section.

Case Study

Mali Project

1. Introduce the case study
2. Participants work in their table groups
3. The task is to address the following questions:

Is the project desirable

Is it replicable?

Does the project address the issue of gender mainstreaming?

Gender Mainstreaming Session 8

Objective of the Session

The purpose of the session is to

- discuss issues of gender mainstreaming at ECA
- recommend strategies of mainstreaming as follow-up to gender sensitisation workshops

Participants, in small working groups are given extracts from Gender Equality Action Plans: A Think Piece and then asked to discuss and come up with recommendations in plenary.

® Gender Equality Action Plans: A Think Piece (see reference section.)

Different groups were given a different strategy.

1. The discussions provided the occasion for focused discussion and an institutional dialogue on policy.
2. The need for participatory elaboration of gender policy and strategy was clearly felt
3. The recommendations have been included in the Report of Workshop 2 and 3.

Extract from Report of Workshop 2,3

Closure of workshop

The recommendations provided a substantive closure to the workshops

The recommendations for follow-up indicate that the workshops are part of an on-going process of gender mainstreaming. The findings of the participants will form part of the strategic exercise for the ACW.

®

References

1. Mali Case Study
2. Forbidden Apple Case Study work.
3. Through Women's Eyes
4. Difference between WID and GAD
5. The Harvard Analytical Framework
6. The SEWA Tree
7. In Brief, Bridge Poverty Reduction Strategies
8. Gender Equality Action Plans: A Think Piece
9. Bridge: Gender and Empowerment Definitions
10. IDS Compensating for Institutional Exclusion
11. CIDA Gender Sensitive Indicators
12. UNDP: Conceptual Frameworks for Gender Analysis.

Job description

Designation of post: Economist

Duration : 6 months

Based at: Sévaré Mopti, Mali., with missions to villages covered by project.

Project Description:

Mali is a land-locked country, with a diverse population, mainly engaged in agro-pastoral and agro-forestry activities. The population live in dispersed settlements, in some11,000 villages, within three agro-ecological zones : desert, Sahelian and Sudanese. Mali's economy is very sensitive to agro-climatic conditions, and its Gross Domestic Product per capita is among the lowest in the world. Pounding of grain, food processing and preparation, self-provisioning in water and fuelwood take up most of the time and energy of women and children, especially girls.

The project was formulated in pilot phase in 1993, with the objective of reducing the workload of women in time and energy in grain pounding activities. Grain is the staple food in Mali. The labour -saving technology would enable then to take up income-generating activities.

Private grinding mills exist in some villages, but the **male millers, as monopolists** did not offer a service which matched the needs of women. They offered a limited service at unaffordable prices. Even a communal oven, managed by women, who could thus potentially control milling activities and mill revenue could not be sustainable, because the mill would barely cover costs at affordable prices .

During the first phase however an appropriate technology has been developed This is a "Plateforme MultiFonctionnelle a base on which a diesel engine has been installed. ", It is multi-use, flexible and modular This engine can **provide electrical and mechanical energy for various equipment and tools** such as grinding mills, dehuskers, alternators, battery chargers, oil presses, straw shredders, welding machines, joinery and carpentry tools. The platform can provide the village with electricity and electric pumps for water. This multi tool and multi purpose equipment is more viable because the fixed costs are spread over a variety of uses, such as commercial energy sales and other potential income-generating activities which become viable with mechanisation (shea butter production, processed grain for sale, irrigation of vegetable and fruit crops). It permits a **form of flexible industrialisation**

The platform is essentially basic infrastructure which introduces electrical and mechanical energy in villages It meets the existing practical needs of men and women in villages . It also catalyses technological, social and economic dynamism in rural areas.. The project has developed a system of management of the platform,

through **a "Platform Management Committee" by women**, so that they do not lose control of food processing with mechanisation. It has also trained and encouraged the recruitment of women millers. **The Electricity Committee is managed by men.**

The project's **central management and technology support unit** is located in Sévaré and there are **decentralised antennae** in three other areas, to serve the dispersed and different zones. To make the initiative sustainable and to promote private sector development and the rural economy, the project strategy is to create around these decentralised antennae in the different regions of the country, **networks of local partners, private sector** organisations. These would provide commercial, financial and technical services to platform users and to install, maintain and adapt the platforms.

These partners include **NGOs** operating in the region, for training, project implementation support and monitoring in villages, in particular for management and the diversification of tools and equipment. The project has been designed to phase out external technical and financial support with the take-up of the supply of support services on a private contractual basis.

The project's objective is to develop the capacity to implant and maintain platforms as a routine activity in rural areas. But it is a **real engine of change**. It has the potential to transform living, and working conditions, and the relations among women and men , girls and boys in a diversity of rural areas.

The **platform's impact** goes beyond the women-specific focus at the time of its original formulation. It affects the whole of the population in the village in numerous dimensions and in a variety of ways, given the diversity of rural milieus and of rural economic and social structures.

The impacts on the rural economy, access to clean water , on health, education, environment and natural resource management, on the villages' progressive capacity to sustain, enhance their living conditions and the control over their lives can be considerable. These impacts will be greater with the synergies that can be developed with the cooperation of other development partners operating in the region, including the communes, as the latter have just been granted funds for road, water, sanitation infrastructures for villages in their area.

This complex project has raised many expectations, among the villages, as indicated by the number of applications to purchase platforms, as well as within the Government.

This is because it can concretely implement a number of major policy orientations: poverty reduction, economic growth based on agriculture and rural diversification, decentralisation, promotion of women's role in economic development , the promotion of the

private sector, the improvement of living conditions which may slow down rural-urban migration. Mali's development challenges are shared by a number of other countries, hence the regional interest in the project

After a year's interruption in project activities, the pilot phase is currently being consolidated. There are at present some 40 platforms installed. The new project aims to install platforms in some 4-5% villages in Mali, concentrated around 11 antennae in all the regions.

Job Description The economist is expected to work as part of a multi-disciplinary team led by the Chief Technical Adviser, a sociologist, gender expert, as well as the Technical director, to develop and implement the socio-economic components of the project.

The tasks to be undertaken are the following:

- Develop a work plan over 6 months

- Undertake a retrospective study to document and formulate the project's approach
- Analyse economic and social data on the installation and management systems and procedures developed by the project
- document, evaluate the whole project cycle during the pilot phase and in particular the information gathering, monitoring and implementation mechanisms, the collaboration with other partners

- Establish village profiles where platforms have been implanted, examining economic and social structures and relations, the relations between women and men, girls and boys, decision-making instances and processes, conflict prevention and resolution mechanisms, livelihood strategies, in particular the forms of integration in the monetised sector of the economy and diversification into farm and non-farm activities in the three regions, Sikasso, Bouguini in the Sudanese zone and Mopti in the region of the Sahel.

- Determine the feasibility of developing a typology of villages using criteria relevant to project objectives

- Undertake time-budget studies and activity profiles for target groups and target activities in the villages to establish baselines, measure impacts of the platform as well as generate the information to make decisions over activities to be undertaken.

- Conduct baseline studies of the health, education, sanitary profiles of the population disaggregated by age, gender, income or other relevant variable, and identify qualitative and quantitative indicators of the platform's impact.

- Review and evaluate, together with the partners, the approaches and training frameworks used in the light of the project's objectives and philosophy, in

particular literacy and numeracy courses and the implications for democratic management.

- Analyse the feasibility of introducing participatory methodologies for situation analyses, for planning and decision-making, for monitoring and evaluation which are not based on literacy and document the results.
- Undertake a study in the north in the Tuareg region on the challenges and opportunities that the implantation of platform present where the gender division of labour is such that there are no immediate benefits for women and where there are projects for the settlement of this nomadic population.
- Contact different local, national, subregional and regional institutions of social science research and economic and social policy analysis to identify competencies, capacities and interest in contributing to the project's implementation

- **Qualifications and Experience**

- Economist with sociologist background, and indepth knowledge of the rural sector
- in West Africa. Prior gender training and competence in gender analysis very desirable and /or needs to be acquired in the project with the collaboration of gender experts. Experience with development projects especially promoting rural industrialisation would be an asset.
- Languages: Fluency in French minimum, Bambara desirable

Mali

Statistical Profile and Basic Information

Population	8,883,713
Religion	79% Muslim, rest Christian and Animist
Population growth rate	3.7% per year
Rural population	79% of total
Land area	1, 240,238 km2
Sudanese zone	50% of surface area (cereal production> x3 consumption)
Sahel Zone	25% of surface area (production>consumption)
Desert	25% of surface area (nomadic) (consumption>production)
	For each 100 tons of cereal produced, 1-13 tons imported
Crops	Millet, sorghum, Rice, Maize, share in food consumed >75%, more in rural areas
Cash crops	Cotton, peanuts, potentially rice
Irrigated area	10%
Primary sector	40% of GDP
Exports	Cotton (56%)), Livestock (20%), Diamonds and Gold
Imports	Machinery and Equipment (30%), Food &Beverages (12.5%), Petroleum products (8.7%)
Population growth rate	3.7% per year
Under 15	46%
Average no of children per woman	7
Polygamy rate	29.7% (estimated)
Poverty line	137,000CFA per year, equivalent to 2450 calories per day
Head count poverty index	72.8% of population below poverty line
	36% extremely poor (less than 77,000FCFA)
% poor	80.7% of rural population
	51.9% of urban population
	90% of poor in rural areas
Access to credit	In zones with cash crops, Sudanese zone 30% of total credit
	Women, 1 % of total credit

Chronic malunutrition	1/3 of under 5s
nutritional status	deteriorated between 1987 and 1994, more among under 3s and more for girls than boys
infant mortality rate	102 per 1000 in 1987, 167 per1000 in 1994 1.7 times greater in rural areas
access to safe water	less than 20% of population
Doctors	1 for 3000 Bamako district (Capital), 1 for 23,000 Gao (North) 1 for 62,000 Koulikoro (centre west)
Literacy	Rate 9.4% in 1976, 22.9% 1994, Rural 17.5%, Urban 49.2%. Women's literacy rate is 35% men's in rural areas, 65% men's literacy rate in urban areas
Schooling	Primary compulsory, % attending school in rural areas 27.2%, in urban areas 80.2%. Discrimination against girls much sharper in rural areas and drop-out rates much higher for girls in both regions
Migration indicators	22% of population growth rate in Bamako due to migration
Institutional life	Since economic degradation in 1987, political effervescence and mobilisation leading to collapse of one party regime in 1991 Since 1991, policy of decentralisation (political and administrative) Armed rebellion in North, 1992 signing of National Pact, averts threat of secession in the North
No. of NGOs	economic and political crisis and failure of state to assure social services, guarantee agricultural production led to explosion of NGOs, economic groupings and Civil society organisations in 1990, 50, in 1997, 850
No. of Economic Interest Groupings	4000 registered
Economic position	1992, Structural Adjustment Programme, IMF World Bank
Economic policy measures	Strengthen conditions for growth.

Structural Adjustment	Poverty reduction and improvement in standard of living medium-term financial stability
Stabilisation	Devaluation of FCFA to stimulate exports through increase in local prices for exporters, to stimulate import substitution by raising prices of imported items Measures to increase savings
"Social" measures in Country Assistance Strategy	increase schooling and literacy rates, targeting women and girls improve primary health care, targeting women and girls increase women's participation in development by promoting economic activities and women's rights

Disparities	Great disparities by region and gender
Land and agricultural régime	Customary law, land belongs to men of the village. Women can have use of land which their husbands allocate to them. Women play a pivotal role in rural economies, but they no control of the strategic resource, land. Their access to land depends on their relations with men. They have obligations to their husbands for example, to perform certain agricultural tasks. While husbands and wives have mutual obligations and responsibilities, they do not have independent entitlement to resources to fulfill these obligations, unlike men, who in fact control and have the right over these resources. Resources are not sufficient to fulfill the bligations In certain villages, women group together and obtain land which they cultivate as a group. In others, group of women work for wages as part of their activities The division of labour based on age and gender is very varies according to ethnic groups, individual villages (because of village -based decision-making), caste, regions, economic, social and cultural conditions. The economic relations between women and men are close and totally interdependent in rural and village-based economies, especially those where the self-provisioning, remoteness is greater. But these relations are not democratic and on an equal footing. They are hierarchical and are relations of dependence and subordination, the extent to which varies according to the variables indicated.

Food security perspectives	Population growth, drought and desertification especially in the Sahel worsen prospects for food security. What is less recognised is that increases in food production can potentially be obtained if the amount of time and energy spent in processing food and cooking meals can be reduced.

Other Extracts from Project Document

Demand for the Platform

Demand for the Platform comes from men as well as women. The men are the main clients: They own the land, have the use of women's labour, they manage and control the stock of grain, that they give to women for processing and they control the revenue. In some areas men give women rice to dehusk in the mill. It is the women's sales in the market which is used to pay taxes. The men also control the income from agricultural production. They can thus use women's time and energy freed from manual grinding to increase their labour in the fields..

Women's demand for the platform comes from the variety of possibilities of use of the platform for grinding and dehusking and the use of the time and energy in other activities.

Constraints in the rural economy part of Project Justification section)

A self-provisioning economy is really a time/energy economy. On the edge of subsistence, the time taken to reproduce the capacity to produce and to sustain human beings can be so great that there is little capacity left for production. One needs to consume in order to produce in order to consume. People cannot automatically go to work. This reproductive work is time and energy-intensive, of low productivity. The mill can grind in 5 minutes what takes 2 hours by hand. There is thus a close interaction between the money economy of paid production and the time economy of reproduction. The expansion of the money economy is constrained by the time economy

1. Depletion of the time/energy budget in multiple activities in a precarious agro-ecological condition
2. The resulting constraints for the development of the money economy and income growth.

Opportunities offered by the Platform(part of Project Justification section)

1. The reduction in the costs of electrical and mechanical energy and the consequent increase in the demand and the capacity to pay.
2. A flexible industrialisation corresponding to the varied pattern of flexible and diversified activities in rural economies.

3. The stimulation and the capacity building of a network of industrial services
4. Increased productivity in the activities necessary for reproducing the capacity to produce and the care of human beings
   (micro-economic agents, both women and men have understood this to judge by the waiting lists for Platforms but macroeconomic frameworks cannot take into account the relationship between the sectors)
5. The resulting increase in production, leading to a better ability to respond to macroeconomic and "social" policy measures. The Platform is a strategic tool to achieve all these.
6. The opportunity to realise the beneficial synergies of the ***Pourghère, Jatropha Curcas***, This plant which grows in certain parts of the Sahel we well is a vegetable fuel which can substitute for fossil, imported fuel. Its seed can produce oil, through oil presses run by the Platform. The oiolcan be used in the engine of the Platform. The seedcake residue can be fed to animals. Planted as a living hedge, it protects from animal encroachment in vegetable plots and young plantations, and against wind and soil erosion.
7. Opportunities to realise the challenge of peace in the North, with the platform providing energy for electricity in sedentary settlement of ex-combatants.
8. The economic opportunities, the increase in well- being with electric lighting for about three hours a night
9. Expected impacts on health with water pumped from bore holes and wells
10. Expected impacts on education in the medium term
11. Provision and improvements of collective goods and services with positive externalities (having much greater social benefits than private individual benefits)
12. New base of economic assets under women's management and potential control with the Platform
13. Capacity-building of women for a real as well as formal control of these assets
14. A process of transformation of more balanced and democratic relationships between women and men

Project conditions and risks

To be able to buy a platform, the village will have to agree on the condition that the Platform will be managed by women. While a variety of uses of the platform are for activities which men perform, this control does create the conditions for ensuring that it is not entirely equipped by milling and men's tools.

Literacy and numeracy classes are given to the Management Committee but this process is slow. One of the short term solutions is to Participatory Rural Appraisal tools, visual methods of arriving at decisions, evaluate, monitor. The other condition is that the village builds and maintains a school room and/or dispensary and that the lighting is also provided by the village.

The issue raised is in the medium term when the platform can be produced by the private sector without project support. The transformatory potential of the platform in terms of gender relations, the gender hierarchy in the rural

economy, and the economic prospects of women can worsen, unless other forces and agencies come into play.

Immediate objectives

1 **Consolidate and develop the project's institutional and organisational structures and its capacity to intervene**

Outputs: 1 support unit, 11 decentralised antennae
Information and communication tools using, fax, email, creation of a website for the project
Village profiles, base line studies and benchmarks for diagnostic, monitoring and evaluation of the platforms

2. **Extend the number of installations to all the regions of the country, through the installation of 8 antennae covering some 450 villages (4-5%) of the villages of Mali, electricity and water in 60% of villages**

3 Set up a local technical capacity able to respond to the demand for installation, repair and maintenance of all the equipment on the platform and for the electricity and water installations.

Outputs: 10 machine tool-makers/entrepreneurs and mechanical workshops able to make tools and assemble machinery and equipment
35 artisans/entrepreneurs able to assemble, instal and maintain platforms

4 **Set up and support a local capacity for support services, such as training and capacity building, management, financial and commercial services** .

Outputs: A network of national and local partners around the antennae of the project, progressively operating on the basis of contractual market relationships

5 Diversify and develop backward linkages towards the development of prototypes for machine tools and forward linkages for the marketing of the goods produced by the platform.

Outputs: Prototypes of tools and equipments
Jatropha Curcas, Pourghère, used as engine oil in 15% of platforms
Value-added commodity chains in the agroindustry product sector, with onsite processing of agricultural and "wild" collected products.

6.**Set up mechanisms and processes to generate and assess the impacts and outcomes of the platform on health, education, increases in well-being, the capacity for participatory management of change which reflect the perspectives of women and men.**

Outputs: Installation of health and education infrastructures
Management and monitoring mechanisms, gender-based indicators

Mali

Statistical Profile and Basic Information

Population	8,883,713
Religion	79% Muslim, rest Christian and Animist
Population growth rate	3.7% per year
Rural population	79% of total
Land area	1, 240,238 km2
Sudanese zone	50% of surface area (cereal production> x3 consumption)
Sahel Zone	25% of surface area (production>consumption)
Desert	25% of surface area (nomadic) (consumption>production)
	For each 100 tons of cereal produced, 1-13 tons imported
Crops	Millet, sorghum, Rice, Maize, share in food consumed >75%, more in rural areas
Cash crops	Cotton, peanuts, potentially rice
Irrigated area	10%
Primary sector	40% of GDP
Exports	Cotton (56%)), Livestock (20%), Diamonds and Gold
Imports	Machinery and Equipment (30%), Food &Beverages (12.5%), Petroleum products (8.7%)
Population growth rate	3.7% per year
Under 15	46%
Average no of children per woman	7
Polygamy rate	29.7% (estimated)
Poverty line	137,000CFA per year, equivalent to 2450 calories per day
Head count poverty index	72.8% of population below poverty line
	36% extremely poor (less than 77,000FCFA)
% poor	80.7% of rural population
	51.9% of urban population
	90% of poor in rural areas
Access to credit	In zones with cash crops, Sudanese zone 30% of total credit
	Women, 1 % of total credit

Chronic malunutrition	1/3 of under 5s
nutritional status	deteriorated between 1987 and 1994, more among under 3s and more for girls than boys
infant mortality rate	102 per 1000 in 1987, 167 per1000 in 1994 1.7 times greater in rural areas
access to safe water	less than 20% of population
Doctors	1 for 3000 Bamako district (Capital), 1 for 23,000 Gao (North) 1 for 62,000 Koulikoro (centre west).
Literacy	Rate 9.4% in 1976, 22.9% 1994; Rural 17.5%, Urban 49.2%. Women's literacy rate is 35% men's in rural areas, 65% men's literacy rate in urban areas
Schooling	Primary compulsory. % attending school in rural areas 27.2%, in urban areas 80.2%. Discrimination against girls much sharper in rural areas and drop-out rates much higher for girls in both regions
Migration indicators	22% of population growth rate in Bamako due to migration
Institutional life	Since economic degradation in 1987, political effervescence and mobilisation leading to collapse of one party regime in 1991 Since 1991, policy of decentralisation (political and administrative) Armed rebellion in North, 1992 signing of National Pact, averts threat of secession in the North economic and political crisis and failure of state to assure social services, guarantee agricultural production led to explosion of NGOs, economic groupings and Civil society organisations
No. of NGOs	in 1990, 50, in 1997, 850
No. of Economic Interest Groupings	4000 registered
Economic position	1992, Structural Adjustment Programme, IMF World Bank
Economic policy measures	Strengthen conditions for growth.

Structural Adjustment	Poverty reduction and improvement in standard of living medium-term financial stability
Stabilisation	Devaluation of FCFA to stimulate exports through increase in local prices for exporters, to stimulate import substitution by raising prices of imported items Measures to increase savings
"Social" measures in Country Assistance Strategy	increase schooling and literacy rates, targeting women and girls improve primary health care, targeting women and girls increase women's participation in development by promoting economic activities and women's rights

Disparities	Great disparities by region and gender
Land and agricultural régime	Customary law, land belongs to men of the village. Women can have use of land which their husbands allocate to them. Women play a pivotal role in rural economies, but they no control of the strategic resource, land. Their access to land depends on their relations with men. They have obligations to their husbands for example, to perform certain agricultural tasks. While husbands and wives have mutual obligations and responsibilities, they do not have independent entitlement to resources to fulfill these obligations unlike men, who in fact control and have the right over these resources. Resources are not sufficient to fulfill the bligations In certain villages, women group together and obtain land which they cultivate as a group. In others, group of women work for wages as part of their activities The division of labour based on age and gender is very varies according to ethnic groups, individual villages (because of village -based decision-making), caste, regions, economic, social and cultural conditions. The economic relations between women and men are close and totally interdependent in rural and village-based economies, especially those where the self-provisioning, remoteness is greater. But these relations are not democratic and on an equal footing. They are hierarchical and are relations of dependence and subordination, the extent to which varies according to the variables indicated.

Food security perspectives	Population growth, drought and desertification especially in the Sahel worsen prospects for food security. What is less recognised is that increases in food production can potentially be obtained if the amount of time and energy spent in processing food and cooking meals can be reduced.

Other Extracts from Project Document

Demand for the Platform

Demand for the Platform comes from men as well as women. The men are the main clients: They own the land, have the use of women's labour, they manage and control the stock of grain, that they give to women for processing and they control the revenue. In some areas men give women rice to dehusk in the mill. It is the women's sales in the market which is used to pay taxes. The men also control the income from agricultural production. They can thus use women's time and energy freed from manual grinding to increase their labour in the fields..

Women's demand for the platform comes from the variety of possibilities of use of the platform for grinding and dehusking and the use of the time and energy in other activities.

Constraints in the rural economy part of Project Justification section)

A self-provisioning economy is really a time/energy economy. On the edge of subsistence, the time taken to reproduce the capacity to produce and to sustain human beings can be so great that there is little capacity left for production. One needs to consume in order to produce in order to consume. People cannot automatically go to work. This reproductive work is time and energy-intensive; of low productivity. The mill can grind in 5 minutes what takes 2 hours by hand. There is thus a close interaction between the money economy of paid production and the time economy of reproduction. The expansion of the money economy is constrained by the time economy

1. Depletion of the time/energy budget in multiple activities in a precarious agro-ecological condition
2. The resulting constraints for the development of the money economy and income growth.

Opportunities offered by the Platform(part of Project Justification section)

1. The reduction in the costs of electrical and mechanical energy and the consequent increase in the demand and the capacity to pay.
2. A flexible industrialisation corresponding to the varied pattern of flexible and diversified activities in rural economies.

3. The stimulation and the capacity building of a network of industrial services
4. Increased productivity in the activities necessary for reproducing the capacity to produce and the care of human beings
   (micro-economic agents, both women and men have understood this to judge by the waiting lists for Platforms but macroeconomic frameworks cannot take into account the relationship between the sectors)
5. The resulting increase in production, leading to a better ability to respond to macroeconomic and "social" policy measures. The Platform is a strategic tool to achieve all these.
6. The opportunity to realise the beneficial synergies of the ***Pourghère, Jatropha Curcas***, This plant which grows in certain parts of the Sahel we well is a vegetable fuel which can substitute for fossil, imported fuel. Its seed can produce oil, through oil presses run by the Platform. The oiolcan be used in the engine of the Platform. The seedcake residue can be fed to animals. Planted as a living hedge, it protects from animal encroachment in vegetable plots and young plantations, and against wind and soil erosion.
7. Opportunities to realise the challenge of peace in the North, with the platform providing energy for electricity in sedentary settlement of ex-combatants.
8. The economic opportunities, the increase in well-being with electric lighting for about three hours a night
9. Expected impacts on health with water pumped from bore holes and wells
10. Expected impacts on education in the medium term
11. Provision and improvements of collective goods and services with positive externalities (having much greater social benefits than private individual benefits)
12. New base of economic assets under women's management and potential control with the Platform
13. Capacity-building of women for a real as well as formal control of these assets
14. A process of transformation of more balanced and democratic relationships between women and men

Project conditions and risks

To be able to buy a platform, the village will have to agree on the condition that the Platform will be managed by women. While a variety of uses of the platform are for activities which men perform, this control does create the conditions for ensuring that it is not entirely equipped by milling and men's tools.

Literacy and numeracy classes are given to the Management Committee but this process is slow. One of the short term solutions is to Participatory Rural Appraisal tools, visual methods of arriving at decisions, evaluate, monitor.The other condition is that the village builds and maintains a school room and/or dispensary and that the lighting is also provided by the village.

The issue raised is in the medium term when the platform can be produced by the private sector without project support. The transformatory potential of the platform in terms of gender relations, the gender hierarchy in the rural

economy and the economic prospects of women can worsen, unless other forces and agencies come into play.

Immediate objectives

1 **Consolidate and develop the project's institutional and organisational structures and its capacity to intervene**

Outputs: 1support unit, 11 decentralised antennae
Information and communication tools using, fax, email, creation of a website for the project
Village profiles, base line studies and benchmarks for diagnostic, monitoring and evaluation of the platforms

2. **Extend the number of installations to all the regions of the country, through the installation of 8 antennae covering some 450 villages (4-5%) of the villages of Mali, electricity and water in 60% of villages**

3 Set up a local technical capacity able to respond to the demand for installation, repair and maintenance of all the equipment on the platform and for the electricity and water installations.

Outputs: 10 machine tool-makers/entrepreneurs and mechanical workshops able to make tools and assemble machinery and equipment
35 artisans/entrepreneurs able to assemble, instal and maintain platforms

4 **Set up and support a local capacity for support services, such as training and capacity building, management, financial and commercial services**

Outputs: A network of national and local partners around the antennae of the project, progressively operating on the basis of contractual market relationships

5 Diversify and develop backward linkages towards the development of prototypes for machine tools and forward linkages for the marketing of the goods produced by the platform.

Outputs: Prototypes of tools and equipments
Jatropha Curcas, Pourghère, used as engine oil in 15% of platforms
Value-added commodity chains in the agroindustry product sector, with onsite processing of agricultural and "wild" collected products.

6.**Set up mechanisms and processes to generate and assess the impacts and outcomes of the platform on health, education, increases in well-being, the capacity for participatory management of change which reflect the perspectives of women and men.**

Outputs: Installation of health and education infrastructures
Management and monitoring mechanisms, gender-based indicators

FORBIDDEN APPLE

- Is the project desirable ? No doubt about it in view of the fact that it is a real engine of change; its direct/indirect impacts on the living/working conditions of the people, on gender relationships and on the prospects for the development of the rural area in the region. Most importantly, the built-in mechanism for its sustainability (fixed cost spread over a variety of uses hence reducing the cost of utilization of this technology; cost recovery strategy; popular participation; etc.) is the key for indigenous and people-centred development.

- The project is replicable (with the necessary adjustments taking into account the specific socio-cultural and environmental conditions of the region where it will be replicated) and manageable by women, and it increases women and men interaction.

- The Village Electricity Committee (managed by men) and the Platform Management Committee (managed by women) could be integrated or at least better coordinated.

- Does the project address the issue of gender mainstreaming?

a)	at Macro level	Yes	Women at the Village level are fully involved in the decision making process through the Platform Management Committee and the Central Management and Technical Committee.
b)	at Meso level	Yes	Through collaboration/networking between NGOs and local partners, including the private sector.
c)	at Micro level	Yes	In individual households the work of women will be less painful and time consuming.

"Women stand at the crossroads... between economic activity and the care of human beings... They are the workers in both spheres... those most sensitive to the need for better integration of the two."[1]

GENDER AND ECONOMIC REFORM

Through women's eyes

Most countries in the world have undertaken economic reform programmes as part of their development process. Economic reform affects people as well as the economy - and it does not affect all people in the same way. This exhibition takes a look at economic reform through women's eyes.

The British Council

1. G. Sen 1995. Alternative economics from a gender perspective. Development, Vol. 1

Gender refers to the roles which each society assigns to men and women. It is not a matter of biology but of social convention.

Gender roles define who does which work, both inside and outside the household. In Africa, for example, work on building sites is considered 'men's work'. It is not that women are biologically incapable of doing it: in India the same work is 'women's work.'

What is gender?

Our experience of the world is determined partly by our gender roles. Gender affects the share of power and influence men and women have in decision-making at all levels of society - local, national and international. Gender roles differ across cultures and change with time, but throughout history and everywhere gender differences and inequalities exist.

"A man can still refuse you anything because he owns all things."
Village woman in Tanzania[2]

2. Quoted by L. Wiley in C. Overholt et al (Eds), 1985. Gender roles in development projects
Photograph © Rocco Redondo

People think of the economy as industry, money, employment.

Economists judge the health of the economy by seeing how various economic indicators are behaving. These include national output, the balance of imports and exports and the rate of inflation.

But this view of the economy excludes activities which do not directly produce goods or services to be sold in the market.

"We have two economies: one economy in which people are paid for producing things that are sold in markets or financed through taxation. This is the commodity economy, the one that everybody thinks of as 'The Economy', and then we have the hidden invisible economy: the economy of care."[1]

What is the economy?

Growing food to feed the family, caring at home for children and the elderly, exchanging goods through barter systems, and organizing self-help services in the community are not counted in economic statistics. Yet these are activities that people cannot live without.

1. D. Elson, Alternative Visions, in W. Harcourt et al. (Eds) 1995. Towards Alternative Economics from a European Perspective
Photograph © Tony Stone

The invisible economy

Women's work is greatly undervalued in economic terms.

The economic notion of value covers only what is sold in the market or done for pay. It ignores much that is of great human value. The narrow definition of work as economic activity which produces wealth underestimates the contributions made by women.

The invisibility of women's unwaged labour in the economy means that it does not generate the status which men's work does. Yet much of men's paid work in the market-place is made possible by women's unpaid work.

The United Nations Development Programme estimates that the value of the invisible work done by women is $11,000,000,000,000 per annum. The sum of global output would be almost 50% greater if this invisible work by women were included.

If women's unpaid work were properly valued ... it is quite possible that women would emerge in most societies as the main breadwinners ... or at least equal breadwinners.[1]

"In spite of everything we do, there's still the idea that women can't work ... that only the husband works because he gets a wage." Domatila Barrios de Chungara, Bolivia

1 UNDP, 1995, Human Development Report
2 Quoted in H. Johnson and H. Bernstein (Eds), 1982, Third World Lives of Struggle
Photograph © Still Pictures

Women work more than men

In most countries, women spend more hours each day working than men.

Gender roles mean that women often have to juggle various activities at once, such as carrying a child while hoeing a field.

Women who earn money often add income-generating work to the work they already do in the household and community. Even women themselves may not regard what they do as work. In a neighbourhood in Quito, Ecuador, it was found that women working at home in family enterprises making crafts, dressmaking and running small shops did not recognize themselves as workers. They identified work with paid employment. Since they did not receive a wage, had no contracts, and combined economic activities with domestic labour, they assumed they did not work.

A study in the Indian Himalayas found that ... farms "... a pair of bullocks works 1064 hours ... 1212 hours and a woman 3485 hours in a ..."[4]

Research in Africa shows that besides the ... agricultural work, "*African women spend ... additional four hours a day collecting fuel and ... and in housework and childcare.*"[5]

3 L. Rodriguez, in Meer, F. (Ed), 1994, Poverty in the 1990s: the Response of Urban Women
4 C. Joseph and K.V.E. Prasad (Eds), 1995, Women, work and inequality: the reality of gender
5 J.H. Momsen and Townsend J. (Eds), 1987, Geography of Gender in the Third World
Photograph © Still Pictures

What is economic reform ?

Economic reform changes the way the economy works in an effort to stimulate growth, efficiency and competitiveness.

Variously called stabilization, structural adjustment, economic transition and liberalization, it is about restoring balance to an economy's incomings and outgoings. It promotes market-led development as more efficient than the state-led development many countries have favoured in the past.

Economic reform programmes were widely adopted by developing countries in the early 1980s, and in countries of the former Eastern bloc after 1989. They were a response to the problems encountered by many countries in repaying international debts and balancing trade deficits with other countries after the recession and oil crisis of the 1970s. The ... and World Bank ... and major aid donors provide loans to governments on condition that they undertake economic reform programmes. Reform measures generally include currency devaluation, public expenditure cuts, trade liberalization and privatization of state enterprises.

Effective economic reform opens up markets, enhances countries' export-earning capacity and provides employment opportunities. There is much debate about how effective reform programmes are in practice.

Winners and losers

Economic reform works through people.

New opportunities to prosper open up for those with access to land, credit, education and markets. The costs of change fall on those without such access, especially the poorest.

In countries in transition to market economies, unskilled and uneducated people have been hardest hit, according to World Bank research. Poor people are particularly badly affected by cuts in food subsidies and reduced spending on health and education.

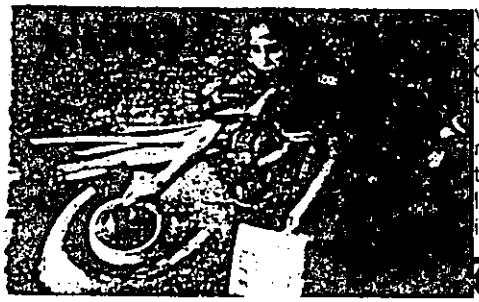
The Bank now recognizes that adjustment takes longer and is more complex than it first thought, and that reforms must be designed to suit each individual country. Methods of poverty assessment and of protecting the poor during adjustment have been developed by the Bank with other donors. Reform programmes now normally include social safety nets, which channel assistance to people ill-placed to benefit from economic reform.

[illegible] the best designed reform programmes [illegible] short term losses in the short term."

The airport had its fifty-two years Macau was employed at the star price factory in Shenzhen [illegible]

[illegible] under new management the factory [illegible] 50% [illegible] and redeployed among thousands [illegible] and lose their jobs. At his age and with his [illegible] skills, Chang will have great difficulty in [illegible] somewhere else.

1. World Bank, 1995. World Development Report: Workers in an Integrating World. Oxford: Oxford University Press, 1995. (and)
Photographs © Panos



Gender matters in economic reform

Women and men are affected differently by economic reform policies because the distribution of work and resources between them is unequal.

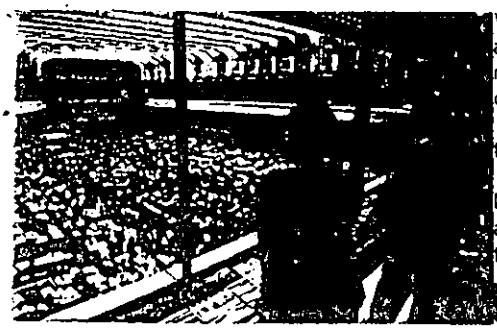
The negative impacts of economic reform tend to hit women more than men; the positive effects tend to benefit women less than men. Many reform programmes include cuts in public spending, for example on health services. This shifts the workload from the paid public sector further into the household, increasing the pressure on women's and girls' time. The introduction of school fees adds to the barriers that keep girls out of school.

Overlooking gender differences limits women's ability to respond to new economic opportunities, jeopardizes their wellbeing and reduces the effectiveness of reforms.

"I am the one who sees every day what the children need. I am the one who has to feed the family with a fixed amount of money and I have to decide what to do." Woman in Zimbabwe[1]

"Structural adjustment programmes view women as dependants of men and make large claims on women's time and energy ... Women's social 'to do' is seen as infinitely elastic."[2]

11. Quoted in N. Kanji and N. Jazdowska, 1993. Structural Adjustment and Women in Zimbabwe. Review of African Political Economy No.58
12. R. Gaidzanwa, at Women and ESAP Workshop, Zimbabwe Women's Resource Centre and Network, Harare, 1993
Photograph © Panos



Unfair shares in employment

When new jobs are created, poor education and unequally-shared household responsibilities restrict the opportunities open to women.

Either they do not get the jobs, or they take them on in addition to household work.

In general women are paid less, have less control over their own earnings and less access to credit, land, education and training than men.

In some Latin American countries the World Bank found that women's hourly earnings declined even more dramatically than men's during adjustment. This was partly because women were concentrated in the informal sector and in hard-hit low-pay sectors like the clothing industry, where income fell and employment became more insecure.

The World Bank found that women in [illegible] were disadvantaged before transition and continue to be so. In Poland childcare facilities, previously provided by employers, are threatened by enterprise restructuring and privatization in the move to a market economy.

In Egypt, "Women have been pushed into the labour force but they have not been accompanied more."

"But my children are starving, just as much as [illegible] Jorge has to replace me. She has to [illegible] because I have to work..."
Woman in Ecuador

13. World Bank, 1994. Enhancing women's participation in economic development. Washington DC: World Bank. (Paper presented at Seminar on Economic and Social Consequences [illegible])
14. Quoted in C. Bonnell, et al. (eds) 1994. Power [illegible]

Gender equality and good economics

Gender equality is not only a matter of social justice. It makes sound economic sense.

African women farmers are unable to increase production in response to better prices for their crops if they are denied access to technical advice, markets and credit. In South-East Asia labour shortages have threatened productivity levels as married women leave factory work because they cannot cope with the combined burdens of factory work, housework and childcare. Faced with discrimination against employing women a Chinese woman graduate points out: [illegible]

Economic policy-makers need to be aware of the significance of gender issues for the success and fairness of their policies. Women need more say over public policy-making and the design of reform programmes. As the Beijing Conference Declaration states, women are hardly represented in economic decision-making, even though such decisions have direct impacts on women's and men's access to economic resources and on their economic power.

[illegible] D. Elson, 1995, Male bias in the development process
[illegible] S. Bari et al (Eds), 1992, Women in the Face of Change
[illegible] Beijing Declaration and Platform for Action
[illegible] UN Fourth World Conference on Women, Beijing, September 1995
Photograph © Still Pictures

Economic reform is a women's issue

In many countries women are taking up the challenges posed by economic reform.

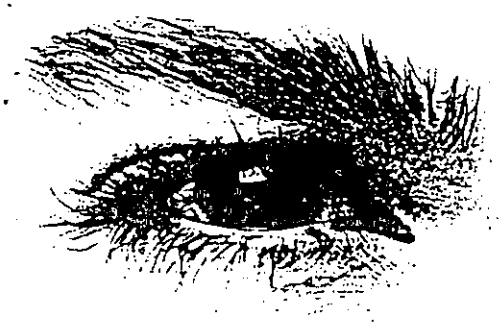
Pressure is growing for gender justice - from the high-profile UN World Conference on Women in Beijing in 1995 to groups all over the world working to secure the full and equal participation of women in all aspects of society.

Thousands of women's organizations worldwide are claiming a voice in the reform process. They are seeking greater influence to ensure that women's workload is recognized and to obtain adequate social provision for children and elderly relatives. They aim to end the discrimination in jobs, education and credit which prevents them from grasping paid employment opportunities. Also, they want to do more than help women cope better with existing policies. They question the objective of economic reform itself. To quote the network DAWN (Development Alternatives with Women for a New Era), they are "Challenging the Given".

"Poverty cannot be addressed without a consideration of the framework of macro-economics policies, global trends, gender roles and women's human rights." DAWN

"...the opposition to SAP [Structural Adjustment Programmes] in India is multidimensional and encompasses women's response as citizens, as workers, producers, consumers, wives, mothers and human beings struggling to live lives of dignity." Indian Women's Movement

Photograph © Panos



Economic reform through women's eyes

Taking account of women's concerns means seeing the world through women's eyes.

Women's priorities are often different from those of men. In a Moroccan village, a study found the top priority identified by men was the construction of a bridge, while women wanted a mobile health service or ambulance [9]. Men all over the world tend to retain a portion of their income for personal expenses, whereas the income women earn is generally devoted to meeting collective household needs [9].

Looking at the world through women's eyes broadens the vision. It brings the unpaid economy into the reform process. It reflects what women do in the data that is collected and fed into economic decision-making. It transforms what economics is.

For these changes to happen, women must processes in households, national governments and international institutions. This will help economic reform to fulfil the purpose of development, which is to create an enabling environment for people to enjoy long, healthy and creative lives.

For further information on gender issues, contact your local British Council office, or:
The Gender Team, The British Council
Medlock Street, Manchester M15 4AA
United Kingdom
Tel: (44) 161 957 7006, Fax: (44) 161 957 7013

[9] World Bank, 1995, Toiwards Gender Equality

Written by Dianne Elson, Rae Wilson and Geoff Tansley
Designed by Why Not Associates
Printed in Britain by [illegible]
© The British Council, 1995

DIFFERENCE BETWEEN WID AND GAD

WID: The approach is based on the underlying rationale that development processes would proceed much better if women were fully incorporated into them (instead of being left to use their time unproductively.

GAD: In contrast, the GAD approach maintains that to focus on women in isolation is to ignore the real problem, which remains their subordinate status to men

The concept of gender is a system of socially ascribed roles and relationships between women and men, which are determined not by biology but by the social, political and economic context. Gender roles are learned and they can change over time. It is the analysis of these roles and relationships which shows the imbalances in power, needs and workloads between women and men, and it is this analysis which may then lead to the possibilities and necessity of change.

GENDER ANALYSIS: Is not a specific technology. Rather, it is a way of looking at the world: a lens that brings into focus the roles, resources and responsibilities of women and men within the system under analysis.

We need data produced by Gender Analysis to:

- Challenge assumptions
- Describe the current situation on the ground
- Plan accordingly
- Monitor
- Make adaptations
- Evaluate

(USAID: GENESIS PROJECT)

THE HARVARD ANALYTICAL FRAMEWORK

The Harvard Analytical Framework is outlined in *A Case Book: Gender Roles in Development Projects* edited by Catherine Overholt, Mary B. Anderson, Kathleen Cloud, James E. Austin (Kumarian Press, 1985).

This framework is a useful data-gathering tool that charts and organizes information and can be adapted to many situations. The information collected can be as general or as detailed and sector-specific as required. The Framework can be an effective training and consciousness-raising tool, both within development organizations, and at the community level.

The Framework is used to develop a description and analysis of gender relations in a given community; but it provides no guidance in determining development directions. The gender analysis presented in this kit combines elements of the Harvard Analytical Framework with such concepts as women's subordination, strategic gender interests and the transformation of gender relations, for a specific development approach that strives for social justice and the full participation and self-determination of women and men.

The Harvard Analytical Framework has three main components:

- The Activity Profile — identifies all relevant productive and reproductive tasks and addresses the question: Who does what? For our purposes, a Community Work category can be added to complete the information base. Depending on the context, the time, frequency and location of work may also be indicated and additional subgroups can be added (eg: girls/boys, elder women/men).
- The Access and Control Profile: Resources and Benefits — identifies and lists the resources used to carry out the work identified in the Activity Profile. It indicates who has access to resources and control over their use. Categories may be added for political and economic resources, and the resource of time. Benefits realized from household (and community) production and use of resources are also identified and listed. Columns indicate whether or not women and men have access to them and control over their use.
- The Influencing Factors — charts the factors which affect the gender differentiations identified in the Profiles. Identifying past and present influences can give an indication of shifts and trends for the future. These factors can also be considered for the opportunities and constraints they present for increasing the involvement of women in development projects and programs.

THE HARVARD ANALYTICAL FRAMEWORK (continued)

1. ACTIVITY PROFILE

	Women/girls	Men/boys
A. *Production Activities*		
Agriculture:		
activity 1		
activity 2, etc		
Income Generating:		
activity 1		
activity 2, etc.		
Employment:		
activity 1		
activity 2, etc.		
Other:		
B. *Reproductive Activities*		
Water related:		
activity 1		
activity 2, etc		
Fuel related:		
Food preparation:		
Childcare:		
Health related:		
Cleaning and repair:		
Market related:		
Other:		

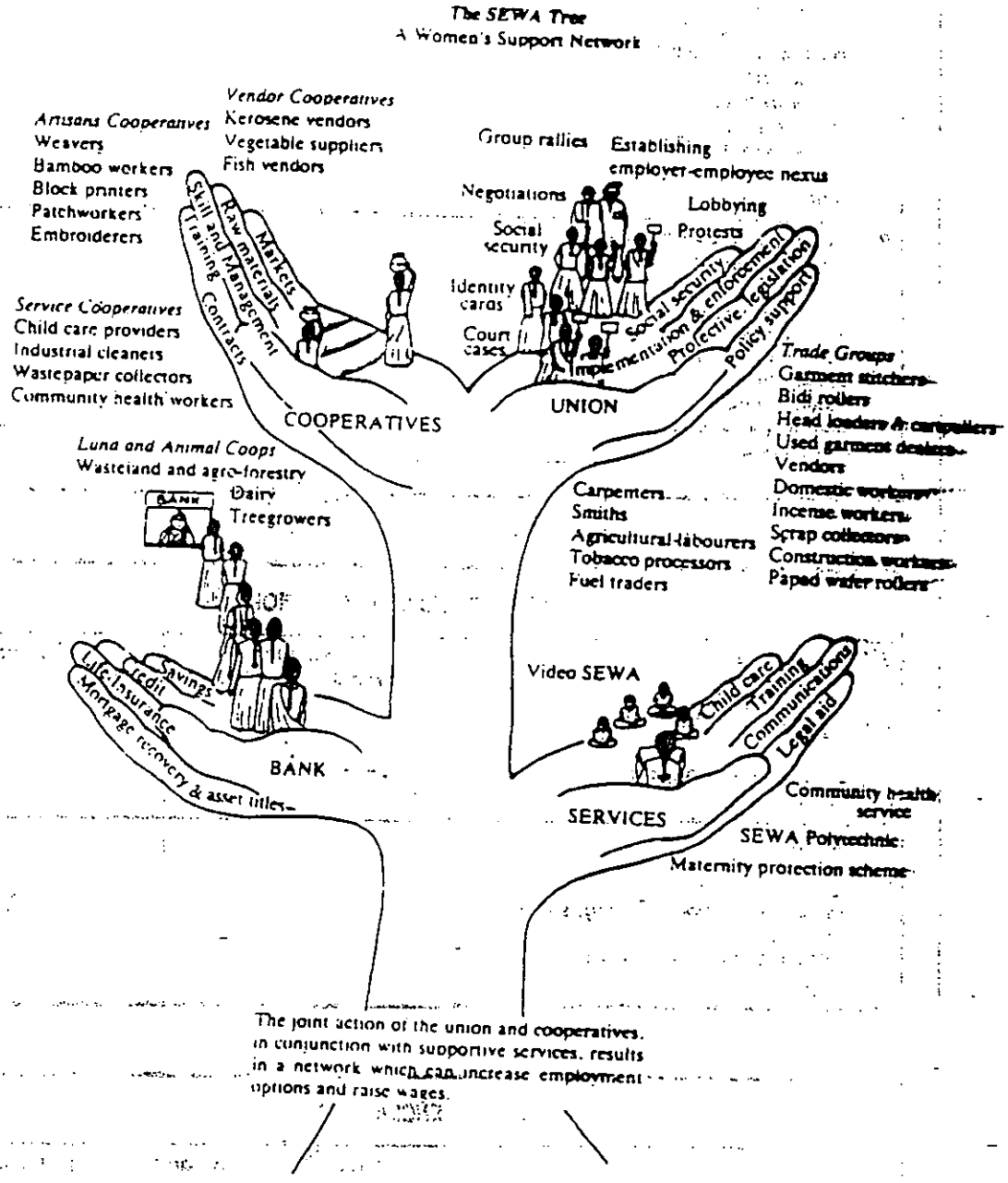
2. ACCESS AND CONTROL PROFILE

	Access		Control	
	Women	Men	Women	Men
A. *Resources*				
Land				
Equipment				
Labour				
Cash				
Education/training, etc.				
Other				
B. *Benefits*				
Outside income				
Asset ownership				
Basic needs (food, clothing, shelter)				
Education				
Political power/prestige, etc.				
Other				

3. INFLUENCING FACTORS

	Impact?	Opportunities?	Constraints?
Political			
Economic			
Cultural			
Educational			
Environmental			
Legal			
International			
Other			

From The Women, Gender & Development Reader
ed N. Visvanathan et al Zed Press



The joint action of the union and cooperatives, in conjunction with supportive services, results in a network which can increase employment options and raise wages.

development and gender **in brief**

a quarterly update from BRIDGE, raising gender awareness among policy-makers and practitioners

Issue 2: Poverty reduction strategies

In this issue of development and gender in brief, we unravel the relationship between poverty and gender disadvantage and review current poverty reduction strategies from a gender perspective. Recent studies suggest that targeting resources to poor women through credit and employment schemes is not sufficient, in itself, to bring lasting benefits and may reinforce existing gender inequalities. Institutional change is also required. A guest columnist gives new evidence of the impact of adjustment on poverty and suggests that women are more often spectators than players in the adjustment process. Our regular currents box airs a different issue: the pressing need to consider gender issues in emergency and conflict situations, as relief work takes on more prominence.

Beyond the feminisation of poverty: gender-aware poverty reduction

The importance of poverty reduction as a goal of development policy raises questions about the relationship between poverty and gender disadvantage. Some approaches to poverty reduction are 'gender blind'; others confuse gender and poverty concerns. What is needed is gender awareness and institutional change in projects and programmes addressing poverty.

The World Bank's New Poverty Agenda, presented in the 1990 **World Development Report** has come under considerable criticism, in part because of its gender-blindness. The promotion of labour-intensive employment ignores the fact that women already have too much work and often do not receive direct benefits from their long hours of labour. Public expenditure reviews tend to assume that, by redirecting spending towards basic services for the poor - e.g. primary education or reformed agricultural extension - men and women will benefit equally. This overlooks gender biases in the delivery of services. Where labour intensive growth has occurred, as in East and Southeast Asia, there have been significant reductions in poverty but the impact on gender equity is less clear. Labour markets remain highly discriminatory and women often get trapped in low-wage forms of work (Heyzer and Sen, 1994).

In contrast to this gender-neutral approach, is the widely held view that a 'feminisation of poverty' is underway, linked to a perceived rise in the incidence of female household headship (Buvinic, 1993). On this basis, it has been argued that 'Governments that wish to

implement anti-poverty programs with constrained budgets should seriously consider targeting female-maintained families' (Buvinic and Gupta, 1994). Proposed measures include social assistance and child-centred interventions, as well as public works programmes which target women, such as the PAIT programme in Peru and the Maharashtra Employment Guarantee Scheme in India. To date, few development programmes exclusively target female- headed households. One exception is a new scheme in Chile, providing urban female heads of household with employment training, housing, health care, childcare and legal aid services (Ibid).

While there does appear to be a rise in female headship in some countries, systematic data to verify this trend are not yet available and evidence of its association with poverty is inconsistent. Causes of female headship are political, economic, social and demographic - including conflict, migration, divorce, teenage pregnancy and widowhood - and the relative importance of different factors varies with the context. This shows that female-headed households are a very mixed category and underlines the danger of making a simple association between female headship and poverty. In most countries, specific sub-groups of female-headed households do tend to be concentrated among the very poor, but the character of these groups differs. In Latin America, female-headed households with dependent children are among the poorest while in sub-Saharan Africa and South Asia, widows appear particularly vulnerable.

"'Talking up' the feminisation of poverty has limitations as a strategy for addressing gender inequality"

'Talking up' the feminisation of poverty may be an effective way to attract more resources for women but has limitations as a strategy for addressing gender inequality (Jackson, 1995). In some instances, resources targeted at women are 'hijacked' by men, as in credit schemes in Ghana and Bangladesh. Targeting resources at poor women may help project beneficiaries but the underlying causes of female poverty - deep-rooted inequalities in control over assets, pervasive gender discrimination in labour markets, and lack of voice in the power structures controlling resource allocation - remain unaddressed.

More fundamentally, if only poor women are 'deserving', then gender discrimination in non-poor households may be overlooked.

Discrimination against women and girls in India is often most extreme in wealthy households. This does not imply that poor women are 'better off'. It does, however, caution against viewing gender issues solely through the lens of poverty.

An alternative view is that poverty means different things for men and women, i.e., that poverty is gendered. For example, land ownership is often taken as a measure of wealth, but in North India, where women move to their husband's village on marriage, mobile property such as gold or enamel bowls is a more relevant measure of wealth for women (Jackson, 1995). Women and men also become impoverished through different routes. Divorce presents particular problems for women, even when it is sought as an escape from cruelty, since, unlike men, women gain access to many resources through marriage. Escaping poverty is also harder for women, due to gender inequalities from the household to the market, which reduce their range of income-earning options and the returns to their labour and education (Kabeer, 1995).

"Poverty reduction initiatives provide an opportunity to push back the boundaries of what is permissible for women to do"

The implication of this approach is that anti-poverty interventions should be gender-aware, both in needs identification and project design. Beyond the basic needs which form the focus of many anti-poverty interventions are a further set of 'needs' which arise from gender-specific constraints and which require innovative institutional practices to bridge the gap (Kabeer, 1995). For example, credit schemes which fail to recognise barriers to women's participation, such as lack of collateral, inflexible procedures, and physical and social distance, usually fail to reach poor women. Improved outreach, the replacement of physical with social collateral through group formation and simplified procedures are examples of mechanisms to overcome these barriers (Ibid).

As Kabeer (1995) points out, simply providing resources is not enough. Poverty reduction initiatives provide an opportunity to push back the boundaries of what is permissible for women to do and for the transfer and acquisition of skills, such as literacy or financial management. There is also scope for building collective relationships which strengthen women's bargaining power and for support to community action such as challenging corrupt local officials, or protesting against alcoholism and domestic violence (Ibid).

Institutional reforms to enable women's participation and gender-aware planning are also needed at higher levels, where key economic policy decisions are made. Until policy-makers become accountable to poor women, gender equity in poverty reduction will remain elusive.

Matthew Lockwood, University of Sussex
Sally Baden, Institute of Development Studies

Targeting poor women with credit: lessons from Bangladesh

Over recent years, special credit programmes have managed to provide subsidised credit to low-income groups, including an increasing proportion of poor women, by adopting some of the more flexible features of informal credit systems.

Bangladesh's Grameen Bank is the best known example of a credit institution targeting the poor, and has influenced the development of numerous similar programmes elsewhere. Key features of the Grameen approach are group formation and training and the replacement of physical with social collateral. The rising proportion of women loanees - from 39 percent in 1980-3 to 93 percent in 1992 - attests to their high repayment rates compared to men. Average loan size for women is now roughly equal to that for men.

Closer examination of the impact of credit programmes in Bangladesh raises questions about whether women are able to fully utilise the credit disbursed. Women's control over loans was negligible in a significant number of cases, and only partial in others, while they remained responsible for loan repayment. This tendency seems to increase with the size of loan, due to women's limited absorptive capacity. Women may still benefit from the returns to investment from loans appropriated by family members, but they miss out on the opportunity to acquire financial management and related skills. Also, tensions within the household may heighten when women are obliged to ask husbands for repayments.

> ***"Improving women's market access could prove a powerful way of enhancing loan use as well as women's public presence"***

As donor agencies become more concerned with credit performance and sustainability - and some special credit programmes make the transition into commercial banking - social development goals, training and institution building are being played down. In the race to

expand credit operations, targeting is being relaxed and there are indications in Bangladesh that better-off women form a growing proportion of loanees. There is increasing concern with rates of return, less willingness to take risks and thus a reduced likelihood of support for poor women to diversify into non-traditional activities.

Persistent constraints on women's productivity - particularly their lack of access to markets - mean that the profitability of women's investments is still lower on average than that of men's.

More concerted investment is required in credit programmes into raising the productivity of women's work. This requires the provision of new skills and technology but also close monitoring of loan use and support for women's control over loans, e.g. through ensuring women's ownership of assets purchased and supporting their involvement in financial management. Improving women's market access, an area neglected in most existing programmes, could also prove a powerful way of enhancing loan use as well as women's public presence and self-confidence.

From BRIDGE Report No. 26: *Background to Gender Issues in Bangladesh*, by S. Baden, A.M. Goetz, C. Green and M. Guhathakurta, commissioned by ODA, 1994, based on research by Anne Marie Goetz.

Players or spectators? Women, poverty and structural adjustment

The process of structural adjustment relies on the reallocation of resources between sectors. Women are less likely than men to own, or have access to, productive resources and are often less able to reallocate the few resources they do have. Thus, women are more likely than men to be spectators, rather than players, in the adjustment process.

Where women do gain, it is often as spectators, by virtue of the sector or household they are in, rather than through active participation. In Ghana, rural poverty fell between 1987 and 1992 and female-headed households gained more than their male counterparts. Women already involved in rural trading benefited from structural adjustment policies favouring that sector. Other gains to female-headed households came through increased reliance on remittances.

> ***"Male farmers benefit from policies favouring cash crops but women may suffer as demand for their unpaid labour intensifies"***

While adjustment is often seen as addressing urban bias, from a gender perspective, there may be contrary processes at work. In rural areas, male farmers benefit directly from policies which favour cash crop production but, indirectly, women may suffer as demand for their unpaid labour intensifies. Although overall household income may increase, women's control over that income and their influence over decision-making in the household may be reduced. In urban areas, men are more likely than women to lose jobs in public sector retrenchments, given their higher representation in the formal labour force. The fall in household income when men lose jobs may compel women to increase their market work. The household income-generating base shifts, possibly leading to an increase in women's influence in decision-making.

In some cases, women are players in the adjustment process. In the Dominican Republic, poverty levels fell from 23 percent to 16 percent for female-headed households between 1986 and 1992, while they increased from 15 percent to 17 percent for male-headed

households. This is partly explained by women taking up new opportunities in labour intensive industries in export processing zones, where 84 percent of jobs were held by women in 1988. But the promotion of export industries under adjustment does not always benefit women. In Nicaragua, economic reform led to a relocation of export industries and older female workers were replaced by younger male workers.

Adjustment policies will not succeed without the participation of women. If women are to be full players, adjustment policies themselves need to address the inequalities in resource access and mobility which limit women's participation.

Lynn Brown, Interntational Food Policy Research Institute (IFPRI) Washington.

Based on: Haddad, L., L.R. Brown, A. Richrer and L. Smith, 1995, "The gender dimensions of economic adjustment policies: potential interactions and evidence to date." *World Development*, vol. 23, no. 6.

IFPRI, in collaborarion with the North-South Institute, Canada, and CIDA, is involved in ongoing work for the Structural Adjusmtent and Gender in Africa project.

Public works, private exploitation: women in employment schemes

Public works programmes have a mixed record of involving women and, even where female participation is high, have a tendency to reinforce gender inequalities.

A much-cited success story is the Maharashtra Employment Guarantee Scheme (EGS) in India, which provides unskilled employment opportunities for the rural poor during periods of slack agricultural labour demand. Unlike other public works schemes, EGS has had a high level of female participation, rising from 41 percent in 1979 to 53 percent in 1987 and including female heads of household with dependent children. The localised nature of employment offered and the systematic provision of childcare reduce the costs of women's participation and there is no overt gender discrimination in wages. Women's earnings from participation in EGS can form as much as 30 percent of household income (Engkvist, 1995).

However, there are drawbacks. In practice, women earn less than men, partly by being excluded from more highly-valued, physically arduous tasks such as stone-breaking. Women are more susceptible to cheating and exploitation by leaders of work gangs. Village studies show higher rates of female participation than official registers, suggesting that women work as unpaid labour on behalf of men (Ibid).

Other public works schemes have a varied record on female participation. Phase one of the Rural Employment Sector Programme (RESP-I) in Bangladesh achieved over 40 percent participation of women. Women attended meetings and saved more regularly than men, but were allocated less days of work at lower daily rates. Few women's groups participated in project planning, compared to men's groups.

There was little attempt to draw women into longer-term development activities, e.g. through savings schemes. In Chile, the PEM (Programa de Empleo Minimo) was set up in 1975, and by 1987, 73 percent of participants were women. To counter the 'feminisation' of PEM, the government set up a new programme (POJH), paying the minimum wage to heads of household, twice the rate under PEM. POJH attracted mainly men and discouraged wives of poor men from working outside the home.

"Provision of childcare and local labour opportunities should be

standard features of employment schemes"

There is much to be learned about strategies for encouraging female participation in employment schemes, from the more successful schemes such as EGS. Provision of childcare and local, or even home- based, labour opportunities should be standard features of such schemes (Buvinic and Rao Gupta, 1994). However, it is important to look at the conditions as well as the level of women's involvement.

High female participation may reflect stigma attached to particular schemes, very low wages, or male control over female family labour. Higher paying, parallel programmes for men should be avoided. Attention is also needed to gender gaps in earnings and to forms of asset creation which would benefit poor women.

BRIDGE Reports

Background Report on Gender Issues in India, by Mary John with K Lalita, commissioned by ODA, 1994.
Background to Gender Issues in Bangladesh, by S. Baden, A.M. Goetz, C. Green and M. Guhathakurta, commissioned by ODA, 1994.
Gender Profile of Chile, by Veronica Campanile, commissioned by DGI, European Commission, 1995.

Additional references:

Buvinic, M. and G.. Rao Gupta, 1994.
Engkvist, R. 1995, "poverty alleviation and rural development through public works: the case of the Employment Guarantee Scheme in Maharashtra," University of Lund, Department of Exonomics, Minor Field

---

Gender and poverty reduction: key references

Baden, S. with K. Milward, 1995, **Gender and Poverty**, commissioned by SIDA, BRIDGE Report No. 30.

Buvinic, M., 1993, 'The feminisation of poverty: research and policy needs,' International Center for Research on Women, Washington.

Buvinic, M. and Geeta Rao Gupta, 1994, 'Targering poor woman-headed households and women-maintained families in developing countries: views on a policy dilemma,' Internarional Center for Research on Women and The Population Council, Washington.

Heyzer, N. and G. Sen, (Eds.), 1994, **Gender, Eeonomic Growth and Poverty: Market Growth and State Planning in Asia and the Pacific,** Kali for Women, New Delhi, with Asian and Pacific Development Centre, Kuala Lumpur.

Jackson, C., 1995. 'Rescuing gender from the poverty trap,' Gender Analysis in Development Series, no 10, University of East Anglia School of Development Studies, Norwich.

Kabeer, N., 1995, 'Targeting women or transforming institutions? Policy lessons from NGO anti-poverty efforts,' **Development in Practice**, vol. 5, no. 2, Oxfam, Oxford.

Currents in development and gender

Is gender awareness a luxury in emergencies?

Increasing political instability in many parts of the world - former Yugoslavia, Rwanda, Angola - has resulted in a shift in global aid expenditure, with an estimated seven percent of overseas development assistance in 1991 spent on relief, compared to under one percent in 1980, and escalating military costs for the United Nations. War and civil conflict are resulting in a situation of 'permanent emergencies,' where long-term development aims and ideal practices can seem little more than luxuries. The gains from efforts to integrate gender issues into development policy and practice risk being undermined in the urgency of coping with massive flows of refugees and ensuring emergency aid deliveries. Nevertheless, awareness is growing that both the consequences of conflict and the resulting need for assistance are gender-specific. In conflict situations, women are often left to support families alone, while facing restrictions on their mobility and threats to their health and personal safety. Some agencies involved in humanitarian assistance are now in the process of developing guidelines for gender-sensitive planning in emergencies.

Future BRIDGE reports will examine gender aspects of conflict, emergencies and humanitarian assistance and review efforts to integrate gender concerns in this area. Anyone interested in sharing their experiences on this issue is invited to contact Bridget Byrne at the address below.

BRIDGE (briefings on development and gender) is an information analysis service specialising in gender and development issues. BRIDGE's aim is to assist development professionals in government and non- government organisations to integrate gender concerns into their work. Based at the Institute of Development Studies, in the UK, BRIDGE was set up with financial assistance from OECD-DAC agencies. SIDA funded this issue of development and gender in brief. BRIDGE Reports listed in this issue can be obtained by contacting the address below.

Editor: Sally Baden, with assistance from Bridget Byrne.Thanks to Anne Marie Goetz and Susan Joekes (IDS Fellows), and Professor Michael Lipton, University of Sussex, for their advice.

For further information on BRIDGE please contact: Sally Baden or Bridget Byrne, Institute of Development Studies, University of Sussex, Brighton, BN1 9RE, UK, Tel: (01273) 678491 (direct line) or 606261 (INTL +44 1273) Fax: (01273) 621202 or 691647 Email: s.l.baden@sussex.ac.uk

Bridge Homepage **IDS Research** **IDS Homepage** **Top**

Gender Equality Action Plans: A Think Piece

Prepared by
Beth Woroniul
Helen Thomas
Johanna Schalkwyk

January 199€

Department for Policy and Lega
Service

II KEY THEMES

A range of studies on the efforts of development cooperation organizations to implement "women in development" and gender equality/equity policies is now available. Although each institution faces specific challenges, a series of general lessons is slowly emerging. This section outlines key themes relating to action or implementation plans, together with several questions that could be considered.

Summary of Key Themes

1. *The process of developing an action plan can provide opportunities to increase the sense of ownership of the plan throughout the organization.*
2. *Conceptual clarity about what an agency seeks to achieve with its gender equality policy is necessary to guide staff.*
3. *An action plan must be based on a clear analysis and understanding of the Agency; including its decision-making structure(s), incentive systems, planning routines and history with respect to gender equality.*
4. *Clear, measurable and achievable objectives are needed to focus attention and to provide a basis for monitoring, reporting and accountability.*
5. *The role and responsibility of senior management for progress in implementation should be clearly outlined.*
6. *Strategic choices must be made for effective channelling of efforts and resources.*
7. *Policy inputs and "policy entrepreneurship" are important aspects that enable the Agency to respond meaningfully to a complex issue on which continuing innovation is required.*
8. *The need for professional expertise should not be under-estimated.*
9. *The varying nature and level of staff competence required across the Agency should be clarified.*
10. *Implementation will depend on productive collaboration with host countries.*
11. *Productive relationships with domestic constituencies can also provide insights and momentum for gender equality policies*
12. *Agency credibility in presenting a gender equality policy is assisted if the policy is reflected in internal practice.*

1. *The process of developing an action plan can provide opportunities to increase the sense of ownership of the plan throughout the organization.*

The drafters of an action plan should have a clear sense of the priority that will be given to the plan. A plan that assigns responsibilities to specific units or positions with no authority to follow-up or grant resources holds little potential for success.

III SELECTED STRATEGIES: STRENGTHS AND WEAKNESSES

Strengths and weaknesses of some of the main strategies that have been used by development cooperation agencies to implement women in development and gender equality policies are outlined below. As these strategies have been used in various combinations under different organizational cultures, they present options to be considered when designing an action plan.

Summary of Strategies Reviewed

1. *Placement of gender specialist resources in the agency*
   - i) *Placement of all gender specialist staff in one division or unit, whose services are called on by other branches as required*
   - ii) *Placement of gender specialist staff within programming (which may be or may not be in combination with gender specialist staff in policy or planning branches)*
   - iii) *Placement of gender specialists in field offices*
2. *Project screening and rating systems*
   - i) *Project screening system*
   - ii) *Project rating systems*
3. *Personnel reviews*
4. *Staff capacity development*
   - i) *Specific gender training programme*
   - ii) *Integration of gender perspective throughout all training provided*
   - iii) *Seminars and publications on gender equality issues*
5. *Internal networks/committees*
   - i) *Focal points*
   - ii) *Formal committees*
   - iii) *Informal networks*
6. *External advisory or consultative groups*
7. *Tools to assist in implementation*
   - i) *General comments*
   - ii) *Country gender strategies*
8. *"Earmarked" funds for gender equality initiatives at agency or country level*
9. *Evaluations*

1. *Placement of gender specialist resources in the agency*

Several options exist for placement of specialist staff. These are not mutually exclusive and could be used in combination.

4. *Staff capacity development*

Many development cooperation agencies have invested considerable resources in training to support their gender equality policies. Strategies have included the development of specific gender training programmes, the incorporation of gender perspectives throughout staff training programmes, and seminars and publications on gender issues. (These are not mutually exclusive and could be developed concurrently.)

i) Specific gender training programme

Methodologies adopted have ranged from intensive "residential" courses over several days that focus on the theoretical rationale of gender equality, gender analysis, etc; to shorter courses focussing on practical applications in specific professional or geographic circumstances. In some agencies, training has been focussed on Agency staff; others have also extended it to programme partners.

Standardized core courses present the following potential strengths and weaknesses:

Strengths	Weaknesses
Promotes a common understanding of concepts between Agency staff and partner agencies, between upper and lower levels of staff, etc.	Formal training can be expensive to design and deliver, especially if new materials are developed (case studies, etc.).
A sound grounding in the basic concepts can be strengthened by sessions providing practical applications. This approach can assist staff in advocating the gender equality policy with partners and in overcoming resistance.	It is difficult, if not impossible, to develop one core course that will meet the needs of staff with different functions in the Agency, at different levels of the hierarchy, and with different levels of knowledge and commitment. "Mixed" groups of staff attending training can make application of theory/rationale etc. difficult and a shared understanding hard to achieve.
In many instances there is resistance to or fatigue concerning gender equality issues, and a revitalization of the debate, based on a sound, practically-based rationale, presented in the context of professional development, can regenerate interest and commitment.	Many gender training courses have implied that carrying out a gender analysis, for example, is a straightforward task which does not require technical staff, or that it can be carried out adequately in an overall social analysis without special attention to gender equality issues.

Strengths	Weaknesses
	A common response to gender training has been "this is all very interesting, but how do I use it?" One challenge is to make the training relevant and applicable in people's day-to-day work. Gender training has often been seen as a panacea for gender equality challenges. Many institutions (and projects) start their efforts with gender training, but then fail to establish other supportive mechanisms.

ii) Integration of gender perspective throughout all training provided

An additional strategy for building staff capacity to integrate a gender perspective into all their work can be to integrate a gender perspective into all training programmes. Several agencies have put this issue on their agenda but there are no examples of confirmed successes.

Strengths	Weaknesses
Where a gender perspective is integrated into mainstream courses, gender issues can be presented in a concrete and practical (as opposed to theoretical) form through the application of a gender lens to other processes and topics. Where gender equality issues are addressed in all topics for professional development, this approach demonstrates and reinforces the priority the Agency places on gender equality.	Leadership and coordination are required by gender advocates to ensure consistency of approach and avoid differing interpretations of the application of the gender equality policy Ensuring that gender inputs are not integrated as an "add on" and that opportunities are not missed as training modules are developed requires extensive logistical support and an adequate pool of experts for follow up. The tendency is often to add another module on gender analysis, rather than integrate it throughout the course. Trainers can be difficult to find.

5. *Internal networks/committees*

Various types of internal networks and committees have been established by development cooperation agencies to facilitate the exchange of information and provide continuing momentum for policy implementation.

i) Focal points

Strengths	Weaknesses
A system of staff members acting as "focal points" can facilitate communication and the exchange of information. Focal points can be "communications" facilitators without being "gender equality experts." Focal points can provide information to gender specialists as well. They can report on how different tools are being used in their section or what difficulties staff are encountering.	Focal points are often unclear on their roles and responsibilities. Staff are rarely allocated additional time to fulfil this responsibility and thus it is often left undone. Focal points are often chosen for their interest in the theme, rather than their strategic position in the organization; on the other hand, a focal point chosen strictly on the basis of strategic position may not have the personal interest to pursue these responsibilities.

ii) Formal committees

Formal committees such as senior management committees to provide leadership for the Agency on gender equality issues and monitor progress in implementation.

Strengths	Weaknesses
A senior management steering committee can reinforce the priority placed on this issue, provide overall leadership and create incentives through recognition of good performance. This type of committee can also function as a monitoring mechanism -- if it holds regular meeting and requests regular reports.	If the committee's mandate is weak or if there is little commitment from members reflected in their other responsibilities the credibility of the committee may be undermined. If the credibility of the committee is low, reporting requirements from the Agency will become burdensome, and the related tasks counter-productive to the promotion and/or monitoring of gender equality integration. Quite often the unit responsible for gender equality issues will function as the "secretariat" for this committee. This can be a time-consuming role.

BRIDGE
briefings on development & gender

Gender and empowerment: definitions, approaches and implications for policy

briefing prepared for the
Swedish International Development Co-operation Agency (Sida)

Zoë Oxaal with Sally Baden

October 1997
(revised)

Report No. 40

Appendix 4: CIDA's indicators of empowerment

Legal empowerment indicators include:

•the enforcement of legislation related to the protection of human rights;
•number of cases related to women's rights heard in local courts, and their results;
•number of cases related to the legal rights of divorced and widowed women heard in local courts, and results;
•the effect of the enforcement of legislation in terms of treatment of offenders;
•increase/decrease in violence against women;
•rate at which the number of local justices/ prosecutors/ lawyers who are women/men is increasing/decreasing;
•rate at which the number of women/men in the local police force, by rank is increasing or decreasing.

Political empowerment indicators include:

•percentage of seats held by women in local councils/ decision-making bodies;
•percentage of women in decision-making positions in local government;
•percentage of women in the local civil service;
•percentage of women/men registered as voters/ percentage of eligible women/men who vote;
•percentage of women in senior/junior decision-making positions within unions;
•percentage of union members who are women/men;
•number of women who participate in public progress and political campaigning as compared to the number of men.

For economic empowerment, changes should be noted over time:

•changes in employment/unemployment rates of women and men;
•changes in time use in selected activities, particularly greater sharing by household members of unpaid housework and child-care;
•salary/wage differentials between women and men;
•changes in percentage of property owned and controlled by women and men (land, houses, livestock), across socio-economic and ethnic groups;
•average household expenditure of female/male households on education/ health; ability to make small or large purchases independently;
•percentage of available credit, financial and technical support services going to women/men from government/ non-government sources.

Social empowerment, changes over time of:

•numbers of women in local institutions (e.g. women's associations, income generating groups etc.) to project are population, and numbers of women in positions of power in local institutions;
•extent of training or networking among local women, as compared to men; control of women over fertility decisions (e.g. number of children, number of abortions);

•mobility of women within and outside their residential locality, as compared to men.

In addition to these quantitative indicators are a series of suggested qualitative indicators comprised of indicator questions to assess empowerment:

•To what degree are women aware of local politics, and their legal rights? Are women more or less aware than men? does this differ by socio-economic grouping, age or ethnicity? Is this changing over time?
•Do women and men perceive that they are becoming more empowered? Why?
•Do women perceive that they now have greater economic autonomy? Why?.
•Are changes taking place in the way in which decisions are made in the household, and what is the perceived impact of this?
•Do women make decisions independently of men in their household? What sort of decisions are made independently

Appendix 2: Mainstreaming gender in UNICEF: the Women's Empowerment Framework

UNICEF has adopted the Women's Empowerment Framework, developed by Sara Longwe, as an appropriate approach to be used in mainstreaming gender. The framework states that women's development can be viewed in terms of five levels of equality, of which empowerment is an essential element at each level. The levels are

1. **Welfare**: this addresses only the basic needs of women, without recognizing or attempting to solve the underlying structural causes which necessitate provision of welfare services. Women are merely passive beneficiaries of welfare benefits.

2. **Access**: equality of access to resources such as educational opportunities, land and credit is essential for women to make meaningful progress. The path of empowerment is initiated when women recognise lack of access to resources as a barrier to their growth and overall well-being and take action to redress this.

3. **Awareness-raising**: for women to take appropriate action to close gender gaps or gender inequalities, there must be recognition that their problems stem from inherent structural and institutional discrimination. They must also recognise the role that women themselves often play in reinforcing the system that restricts their growth.

4. **Participation**: this is the point where women take decisions equally alongside men. Mobilisation is necessary in order to reach this level. Women will be empowered to gain increased representation, by organising themselves and working collectively, which will lead to increased empowerment and ultimately greater control.

5. **Control**: The ultimate level of equality and empowerment, where there is a balance of power between women and men and neither has dominance. Women are able to make decisions regarding their lives and the lives of their children and play an active role in the development process. The contributions of women are fully recognised and rewarded.

Source: UNICEF, 1994

IDS DISCUSSION PAPER
35

Compensating for Institutional Exclusion? Lessons from Indian Government and Non-Government Credit Interventions for the Poor

Naila Kabeer and Ranjani K. Murthy

August 1996

APPENDIX I

Indicators typically used in evaluations of government interventions for the poor.

1 Percentage of eligible households included and percentage of non-eligible households excluded
2 Percentage of households crossing the poverty line
3 Percentage of loan repayments
4 Percentage of households enjoying income increments net of loan repayment
5 Percentage of households retaining assets after a specific period
6 Percentage of loans to women invested in women's enterprises
7 Percentage of non-traditional enterprises promoted for women
8 Rates of return from investments promoted by scheme compared to non-scheme investments
9 Gender differentials in rates of return from investments promoted by scheme

Indicators typically used in evaluations of non-government interventions for the poor.

Basic survival and wellbeing

1 Shift to higher-status foods
2 Greater diversity of diet
3 Greater regularity of meals
4 Education related expenditures
5 Shift from second-hand to new clothing
6 Increased expenditure on consumer durables
7 Improved housing

Increased endowments

Acquisition of land
Reduced loss of land
Recovery of land, jewellery and other assets pledged to moneylenders
Accumulation of productive capital
Re-investment of profit

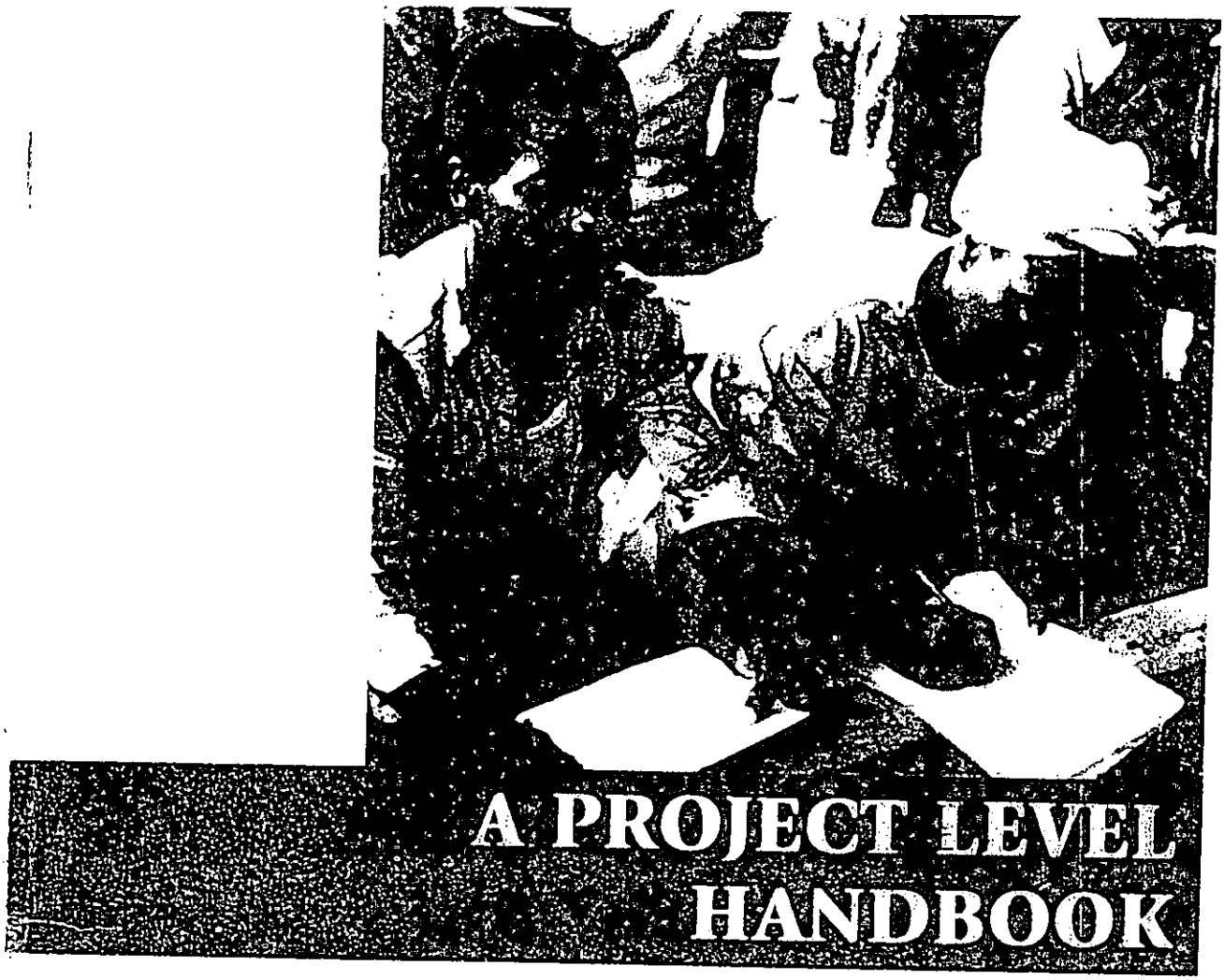
Improved entitlements

Increments in income
Reduced prices for working capital (lower interest rates, ability to buy in bulk)
Better prices for produce (Sell in favourable season)
Shift to better paid activities
Entry into new activities
Freedom from moneylenders
Reduction in delays in getting loans
Familiarity with banking procedures
Ability to approach government officials
Successful pressure on banks to change practices
Repayment of loans through incremental income generated
Reduction (increase) in rates charged by moneylenders
Greater ability to get supplies on credit
Reduction in seasonal migration

Security and self-esteem

Ability to save for emergencies
Ability by women to deal with male household members
Pressure by women on local officials for better services
Greater share contributed by women to household income
Greater ability to save
Opening deposits in banks for the first time
Receiving second round of loans
Self-organization of collective child care
Self-organization around male violence and alcoholism
Closing down of liquor shops
Fines introduced for arrack consumption
Ability to safeguard savings from male appropriation
Self-reported improvement in treatment by government officials
Fewer clashes between poor households
Evidence of collective responsibility for individual needs (paid for member's education, cancer treatment, treatment after suicide attempt)
Representation on community political and other decision-making bodies
Feeling of 'ownership' regarding organization
Reduced deference in inter-caste relationships

Canadian International Development Agency | Agence canadienne de développement international



A PROJECT LEVEL HANDBOOK

THE WHY AND HOW OF GENDER-SENSITIVE INDICATORS:

Canada

Working definitions of these types are:

DEFINITIONS OF INDICATORS	
Input indicators:	concern the resources devoted to the project.
Process indicators:	measure delivery activities of the resources devoted to a project. They are measures to monitor achievement during implementation, and serve primarily to track progress towards the intended results.
Output indicators:	measure intermediate results, for example at a point when donor involvement in the project is close to complete.
Outcome indicators:	relate directly to the longer-term results of the project, and after donor involvement is complete.
Quantitative indicators:	are numerical measurements of change, such as the number of women visiting a pre-natal counselling centre.
Qualitative indicators:	are people's perceptions, such as opinions regarding alterations in social relations, authority or status. They can be quantified. For example, the number of women in a project area who consider that their status has improved can be added up to provide a numerical measure of a qualitative indicator.

Methods for choosing indicators to fit your project are described in more detail in chapter 3.

5. *STOP, LOOK, GO: PROBLEMS AND TACTICS*

This chapter provides a summary of guide-lines and a check-list that can be used when developing gender-sensitive indicators.

Guide-lines

- Project level indicators should be developed in a participatory fashion, with input from stakeholders wherever possible, and in particular from end-users most affected by the project.
- Indicators should be developed at a level relevant to users, including local stakeholders.
- All data should, wherever possible, be disaggregated by sex, age, ethnicity, and socio-economic grouping.
- Indicators used should be on a spectrum from input, through process and output, to outcome. The central focus in measuring for results should be on outcomes and outcome indicators.
- Qualitative and quantitative indicators should be used in combination wherever possible.
- Indicators raise important questions about project results. They do not necessarily provide answers to these questions. For this reason, indicator use should be supplemented by qualitative analysis.

- USE A CHECKLIST

When developing indicators, it will be useful to check your work against a list such as the one below:

Check-list for indicators

- Are indicators related specifically to objectives?
- Has the type of objective been identified (1 or 2)?
- Have risks/enabling factors been identified?
- Are the indicators easy to use and understand?
- Have all stakeholders had input into indicator development?
- Have quantitative and qualitative indicators been used?
- Is the focus on indicators of outcome?
- Do the indicators measure trends over time?
- Has qualitative analysis been used to tell you why your project achieved its level of success?

Table 1: Conceptual Frameworks for Gender Analysis

	Gender Roles Framework	Development Planning Unit Framework	Social Relations Framework	Feminist Neo-Classical Economics	Feminist Cri Economic
Conceptualization of Gender	Focus on gender-differentiated roles, activities, access to and control over income and other tangible resources; underconceptualizes the dynamics of co-operation and conflict embedded in gender relations	Introduces concept of women's triple roles: productive, reproductive, community management; focus is mainly on access to and control over tangible resources. Also develops distinction between practical gender needs and strategic gender needs	Draws attention to the rules and practices of the range of institutions through which gender is constituted as a relationship of inequality; gender division of labour is seen as a form of social connection and conflict; introduces concept of differentiated control over intangible resources	Focuses on gender-differentiated roles, access to and control over resources; reproductive work characterized as a constraint on women's time; under-conceptualizes the dynamics of gender power relations	Gender division of derives from unequ power relations bet men and women; household seen as a co-operation and co
View of Development	Market optimist Integrationist	Implicit critique of markets Has transformatory potential	Skeptical of markets (or agnostic) Agenda setting	Market optimist Integrationist	Skeptical of markets (conceptualizes produ economy and reproduc economy as interdependent) Agenda setting
Insititutional Scope	Households	Households, community	Households, community, state, market, development institutions	Households, markets	Its micro, meso, macro framework embraces households, communitie markets, states, development institution
Development Interventions	Project level	Project level, sectoral level	Potentially at project, sectoral and macro level	Macro-economic (and sectoral)	Macro-economic (and sectoral)
Applications	Has been widely used by development agencies such as USAID, CIDA, UNDP, IDRC, World Bank; recently some agencies have attempted to move the GRF beyond the project level (e.g. USAID's GENESYS).	Has been widely used by development agencies and NGOs such as Christian Aid, ODA, UK, Sida, Norad, FAO, ILO, UNIFEM, etc. Has been taken up and reformulated by Oxfam and Save the Children, America, among others.	Used by trainers at IDS, Sussex for work with researchers, NGOs and governments; some aspects have been picked up by CIDA, Oxfam, UNDP	Has not yet been taken up by development institutions, although some technical notes introduce its principles (e.g. World Bank)	Has not yet been taken up by development institutions, although some training materials refer to its work (e.g. Cida, DGIS, UNDP)

Bibliography Error! Bookmark not defined.

Beneria, L. And G. Sen,
"Accumulation, Reproduction, and Women's Role in Economic Development: Boserup Revisited", Signs, 7(2), 1981.

Blackden, C.M., E. Morris-Hughes
Paradigm Postponed: Gender and Economic Adjustment in Sub-Saharan Africa, World bank, in van Staveren, I. 1995.

Cagatay, N.
"Gender and international labor standards in the world economy," in **Review of Radical Political Economics**, September, 1996.

Cagatay, N., D. Elson, and C. Grown
"Gender, adjustment and macroeconomics," special issue of **World Development**, 23(11), 1995.

Cloud, K.
"Women's productivity in agricultural systems: Considerations for project design", in Overholt et al., op. cit. 1985.

Collier, P.
Women and Structural Adjustment, Unit for the Study of African Economies, Oxford University, Oxford, February 1989.

Connell, R.W.
Gender and Power: Society, the Person and Sexual Politics, Polity Press, Cambridge, 1987

Elson, D.
Feminist Approaches to Development Economics, a reader, Department of Economics, University of Manchester, n.d.

Elson, D.
Micro, Meso, Macro: Gender and Economic Analysis in the Context of Policy Reform, Working Paper No. 1, Gender Analysis and Development Economics, University of Manchester, 1993a.

Elson, D.
Structural Adjustment with Gender Awareness: "Vulnerable Groups", "Gender Based Distortions", and "Male Bias", Working Paper No. 2, Gender Analysis and Development Economics, University of Manchester, 1993b.

Elson, D.
"People, development and international financial institutions: an interpretation of the Bretton Woods System," in **Review of African Political Economy**, No. 62, 1994.

Elson, D.
"Gender awareness in modeling structural adjustment," in **World Development**, 1995 23(11) 1995

Elson, D. And R. McGee

Working definitions of these types are:

DEFINITIONS OF INDICATORS	
Input indicators:	concern the resources devoted to the project.
Process indicators:	measure delivery activities of the resources devoted to a project. They are measures to monitor achievement during implementation, and serve primarily to track progress towards the intended results.
Output indicators:	measure intermediate results, for example at a point when donor involvement in the project is close to complete.
Outcome indicators:	relate directly to the longer-term results of the project, and after donor involvement is complete.
Quantitative indicators:	are numerical measurements of change, such as the number of women visiting a pre-natal counselling centre.
Qualitative indicators:	are people's perceptions, such as opinions regarding alterations in social relations, authority or status. They can be quantified. For example, the number of women in a project area who consider that their status has improved can be added up to provide a numerical measure of a qualitative indicator.

Methods for choosing indicators to fit your project are described in more detail in chapter 3.

Women's Employment and Moroccan Competitive Advantage, Report on the National Workshop for Morocco. UNRISD/UNDP Project: Technical Co-operation and Women's Lives: Integrating Gender into Development Policy, 1995a.

Kabeer, N.
"Agency, Well-being and Inequality: Reflections on the Gender Dimensions of Poverty", in **Poverty, Poverty and Aid**. Vol.27, No.1, January 1996.

Kabeer, N.
"Gender-aware policy and planning: A social-relations perspective" in M. Macdonald (ed.) **Gender Planning in Development Agencies**, Oxfam, Oxford, 1994a.

Kabeer, N.
Necessary, Sufficient or Irrelevant? Women Wages and Intra-Household Power Relations in Urban Bangladesh. Working Paper 25. Institute for Development Studies, Sussex, 1995.

Kabeer, N.
Reversed Realities: Gender Hierarchies in Development Thought, Verso, London, 1994b.

Kabeer, N.
Triple Roles, Gender Roles, Social Relations: The Political Subtext of Gender Training, Discussion Paper No. 313, Institute of Development Studies, Brighton, 1992.

Kabeer, N., and Subrahmanian.
Institutions, Relations and Outcomes: Framework and Tools for Gender-Aware Planning, Discussion Paper 357, Institute for Development Studies, Sussex, 1996.

Kardam, N.
Bringing Women In: Women's Issues in International Development Programs, Lynne Rienner Publishers, Boulder, 1991.

Levy, C.
"Critical issues in translating gender concerns into planning competence in the 1990s," a paper presented at Joint ACSP and AESOP International Congress, **Planning Transatlantic: Global Change and Local Problems**, Oxford, UK, 8-12th July 1991.

Levy, C.
"Transport," in L. Ostergaard, **Gender and Development**, 1992.

Levy, C.
The Process of Institutionalising Gender in Policy and Planning: The Web of Institutionalisation, Working Paper, no. 74, Development Planning Unit, University College London, 1996.

Mackintosh, M.
Gender, Class, and Rural Transition - Agribusiness and the Food Crisis in Senegal, Zed Books, London, 1989.

Molyneux, M.
"Mobilisation without emancipation? Women's interests, state and revolution in Nicaragua", **Feminist Studies**, 11(2), 1985.

"Rural women and food production in Sub-Saharan Africa" in J. Drèze and A.K. Sen (eds.). **The Political Economy of Hunger**. Vol. I: **Entitlement and Well-Being**. Clarendon Press. Oxford. 1990.

Young. K.
Planning Development with Women: Making a World of Difference. Macmillan. London. 1993

Training Packages and Materials

The British Council
Gender and Economic Reform Through Women's Eyes. the Gender Team. The British Council. Manchester. n.d.

IDS
Gender and Third World Development. Modules 1-7. Institute of Development Studies. Brighton, n.d

Kelleher. D.. A. Rao. R. Stuart. K. Moore
Building a Global Network for Gender and Organisational Change. 1996.

Norem. R.
Socio-economic and Gender Analysis (SEGA) User's Handbook: a conceptual approach to Development Planning, Implementation, Monitoring, and Evaluation. for F.A.O. and I.L.O., working draft. September. 1996.

Parker. A.R.
Another Point of View: A Manual on Gender Analysis Training for Grassroots Workers, Training manual. UNIFEM. Women. Ink. New York. 1993.

Parker. A.R.. I. Lozano. L. Messner
Gender Relations Analysis: A Guide for Trainers. Save the Children, 1995.

UNDP
UNDP Training for Gender Mainstreaming: A Conceptual and Operational Framework, Draft.

UNDP
Consultation Briefing for Gender Focal Points, UNDP. New York. 1997.

UNICEF
Gender Equality and Women's Empowerment: A UNICEF Training Package, UNICEF, 1994.

USAID
Gender Analysis Tool Kit. United States Agency for International Development. Office of Women in Development. Genesys Project. 1994.

van Staveren. I. (Oikos)

Reader: Gender and Macro Economic Development, The University of Manchester, Utrecht, June 1995.

Williams, S.
The Oxfam Gender Training Manual, an Oxfam Publication, Oxford, 1994.

Woroniuk, B.
CIDA, WID, and Gender Equity: So What's Leading Edge?, Briefing Module, CIDA, 1995.